

CREATING IMPAIRED DRIVING GENERAL DETERRENCE

*EIGHT CASE STUDIES OF SUSTAINED,
HIGH-VISIBILITY, IMPAIRED-DRIVING ENFORCEMENT*



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16. Abstract This document presents eight case studies of selected programmatic efforts intended to reduce the incidence of impaired driving and in other ways improve traffic safety. Each of the programs is unique, but all eight are characterized by sustained, high-visibility, special impaired-driving enforcement activity and all are supported by vigorous publicity and education campaigns. The purpose of this collection of case studies is to provide law enforcement managers and others with information about how they might develop similar programs in their jurisdictions. Twenty-nine special enforcement programs from across the United States were investigated and summarized during this project, from which a sample of programs was selected for additional study and description. The resulting eight case studies include information about: distinguishing features; setting; background and planning; special enforcement methods; frequency of operations and duration of program; participation; public awareness and program visibility; funding; lessons learned; evidence of program effect; and, contacts.			
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COMBATING THE IMPAIRED DRIVER
EIGHT CASE STUDIES OF SUSTAINED, HIGH-VISIBILITY, IMPAIRED-DRIVING, GENERAL
DETERRENCE, ENFORCEMENT

INTRODUCTION

This document presents eight case studies of programmatic efforts intended to reduce the incidence of impaired driving. The purpose of the document is to provide examples of promising efforts that might encourage law enforcement managers and others to consider developing similar programs for their jurisdictions.

PROJECT OBJECTIVES

The National Highway Traffic Safety Administration (NHTSA) asked Anacapa Sciences, Inc., to prepare descriptive summaries of programs that provide direction and strategies concerning the planning, financing, and conduct of sustained impaired-driving enforcement activities. NHTSA specified that the candidate programs must, at a minimum, demonstrate the following characteristics:

- weekly (preferred) or monthly (minimum), regularly scheduled, special impaired-driving enforcement activities conducted over a sustained period of time;
- highly visible law enforcement presence through such practices as checkpoints and saturation patrols;
- media component that supports the enforcement activities. The media component should consist of both earned and unearned publicity in a variety of formats;
- strong command and political support.

NHTSA also expressed particular interest in impaired-driving enforcement programs that are multijurisdictional efforts and in programs that are self-sustaining. NHTSA issued a request for recommendations of programs that meet the specified criteria. Recommendations received by NHTSA were forwarded to the project director, who then identified and contacted program personnel, conducted interviews, and obtained additional information through independent research and an iterative process of follow-up requests for information and data, and responses by program personnel. The resulting collection of summaries included 10 programs conducted by municipal police departments, 5 by state police or highway patrols, 4 by county sheriff's offices, 3 by nonlaw enforcement government agencies, 3 by nongovernment agencies, 3 multiagency task forces administered by municipal police departments, and 1 by a university police department. The 29 programs are listed in Appendix A.

NHTSA selected eight programs to be described in greater detail. Additional independent research, interviews, and site visits were conducted to obtain the information necessary to expand the summaries into the eight case studies presented here. A common format is used to describe the programs. Each case study begins with a statement of the program's distinguishing features, followed by a description of the setting, or location, of the program; then, background information and a discussion of the planning process are provided. Next, the program is described in sections devoted to the special enforcement methods, frequency of operations and duration of the program, participation, public awareness/program visibility, and funding. Perhaps most useful, the case studies also include sections listing the lessons learned during the program, which are presented in terms of obstacles encountered (and solutions to the problems), program strengths, and specific suggestions from the program organizers. Each case study concludes with a brief discussion of evidence of program effects and the program liaison's contact information. The locations of the eight programs described in this document are illustrated on the accompanying map and include one statewide, two municipal, and five county programs.



The programs are similar in important ways. In particular, they share the objective of reducing the incidence of traffic crashes in which alcohol is a factor and the strategy of conducting highly visible, sustained enforcement activities. In addition, all of the programs began with the organizers performing systematic analyses of the factors that contributed to crashes in their areas and by identifying appropriate countermeasures. The organizers of the programs all were eager to learn from the experiences of others, and equally eager to innovate and/or adapt promising strategies to local conditions. Examples of programmatic innovation range from the development of low staffing level sobriety checkpoints designed by the Jefferson County Sheriff's Office for mountainous areas, to the media events conducted by the Cuyahoga County DUI Task Force to generate the free publicity necessary to elevate public awareness of their enforcement program.¹ Perhaps the most important similarity is that all of the programs are guided by highly-motivated and capable organizers who sincerely believe that their actions can contribute to saving lives and preventing pain and suffering.

¹ Various terms are used throughout the United States for offenses involving drinking and driving. Driving Under the Influence (DUI) and Driving While Impaired (DWI) are used in this report to refer to occurrences of driving at or above the legal blood alcohol concentration (BAC) limit of a jurisdiction, depending upon that jurisdiction's prevailing legal term.

Despite their similarities, each of the programs is unique in its combination of agency type, agency size, enforcement and publicity methods, and frequency of operations. The programs represent a broad spectrum of special enforcement activities conducted by a variety of agencies, including county sheriffs, municipal police departments, a state patrol, and multi-agency task forces. The enforcement, publicity, and administrative methods include all of the traditional approaches and several innovative strategies, such as the cross-cultural efforts of the Washington State Patrol, the comprehensive approach of the Hillsborough County Sheriff's Office, the procedures designed by the East Valley DUI Task Force to increase efficiency, the organizational structure created by the Austin Police Department, and the solutions to financial limitations developed in Fresno and Los Angeles County. In short, this collection of case studies provides a sample of promising, sustained, high-visibility, impaired driving enforcement programs that are currently conducted throughout the Nation.

THE CASE STUDIES

Austin Police Department / *Creating a DWI Unit*

Creating a special-purpose unit within a law enforcement agency can be difficult and time-consuming. Political and institutional barriers and the inertia of traditional approaches can defeat even the best of intentions. This case study describes the process by which the Austin Police Department planned, implemented, and now is perfecting, a dedicated DWI Unit. The experiences of the Austin Police Department will be useful to the managers of law enforcement agencies who are contemplating similar initiatives.

Claremont Police Department / *Avoid the 50*

The *Avoid the 50* program is distinguished by its size (the "50" refers to the number of participating law enforcement agencies). This case study describes how the managers of a small police department helped organize and later administered one of the largest multi-agency special enforcement programs in the Nation.

East Valley DUI Task Force / *Super Saturation Patrols*

The East Valley DUI Task Force conducts one of the most intensive and longest-running special enforcement programs in the country. This case study describes the procedures followed by the member agencies of the task force and how their original holiday campaigns have evolved into a year-round impaired driving enforcement program.

Fresno Police Department / *Remove Alcohol Impaired Drivers (RAID)*

The most salient feature of the Fresno Police Department's *RAID* program is that it is the product of a systematic analysis of local conditions related to impaired driving and the department's enforcement procedures and practices. The systems approach allowed managers of the Fresno Police Department to identify several actions, from education through adjudication, with the ultimate objective of reducing the incidence of

alcohol-involved crashes. This case study provides useful information to law enforcement managers concerning the full range of issues, from funding to multi-cultural media strategies.

Hillsborough County Sheriff's Office / *Sheriff's Traffic Operations Plan (STOP)*

The Sheriff's Traffic Operations Plan, developed by the Hillsborough County Sheriff's Office includes special enforcement and education efforts that rival the programs of many State agencies for which traffic safety is the primary mission. This case study describes many innovative approaches and provides fresh ideas for law enforcement and program managers.

Jefferson County Sheriff's Office / *Highly Mobile Sobriety Checkpoints*

The Jefferson County Sheriff's Office routinely conducts roving patrols dedicated to DUI enforcement, but the most distinguishing feature of this agency's program is the frequent deployment of highly mobile sobriety checkpoints that are staffed by relatively few deputies and officers in a multi-agency special enforcement program. The organizers learned from previous NHTSA field studies and developed procedures tailored to local conditions. Managers who are considering sobriety checkpoints as a special enforcement strategy can benefit from the specific suggestions presented in this case study.

Rainbow Babies & Children's Hospital / *DUI Task Force and Publicity Campaign*

This case study describes how a nongovernmental organization developed a structure that overcame obstacles to cooperation by the law enforcement agencies in Cuyahoga County, Ohio. The Rainbow Babies and Children's Hospital of Cleveland organized and administers the education and special enforcement activities of the Cuyahoga County Speed, Reckless, and Aggressive Driving/DUI Task Force. This program has replaced jurisdictional friction with sincere cooperation and dedication to a sustained, highly visible program of special enforcement that is supported by innovative media strategies designed to elevate public awareness of impaired driving.

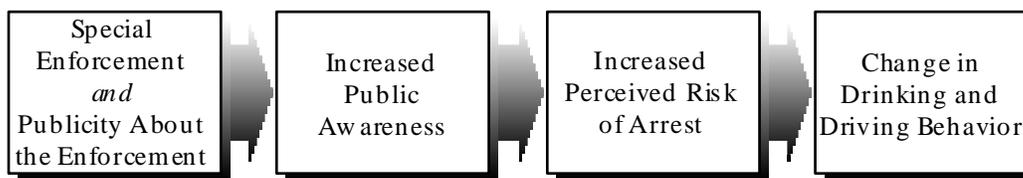
Washington State Patrol / *A Full Calendar of Special Emphasis Programs*

The Washington State Patrol (WSP) is responsible for all aspects of public safety within the state. However, the many special traffic enforcement programs conducted by the WSP reflect the agency's emphasis on the core mission of reducing the incidence of fatal and injury crashes on state and interstate routes. This case study summarizes the Washington State Patrol's efforts and provides greater detail about two recent additions to the agency's full calendar of innovative impaired-driving enforcement events and programs.

THE THEORY OF GENERAL DETERRENCE

All of the programs described in this document can be characterized as involving sustained, high-visibility, special enforcement. Also, each program is supported by a publicity and education campaign that is intended to create a general deterrence effect.

The following figure illustrates the theory of general deterrence as it is applied in special enforcement programs intended to influence drinking and driving behavior. The figure illustrates the sequence of real and hypothetical events, beginning with special police enforcement activity and publicity about the special enforcement. Next, according to the model, the publicity increases public awareness about the special enforcement, which, in turn, generates the public perception that the risks of detection and arrest have been elevated. If the perceived risk becomes sufficiently high, individuals will choose to refrain from driving a motor vehicle after drinking alcohol, according to the general deterrence model.



The general deterrence model as applied in impaired-driving enforcement programs.

It is evident from this discussion that central to the theory of general deterrence are assumptions about how an individual's *perceptions* of risks and rewards motivate the person's choices to engage in prohibited behaviors. In essence, general deterrence is a theory of perceptions, not necessarily of realities. Because individuals' perceptions are influenced by many factors, primarily personal experience, some individuals will perceive the risk of arrest to increase with special enforcement, while others will not. Yet other individuals might perceive the risk of arrest to increase, but for them the threshold of risk acceptance is beyond the level created by the general deterrence program (e.g., due to entrenched patterns, habits, or social support). The perceptions of a final category of individuals might remain unchanged because they just did not receive the message about the special enforcement. On the positive side for traffic safety, because perceptions are involved, it is possible to emphasize the risk in an attempt to deter (i.e., change) the driving behavior of individuals. For this reason, highly visible enforcement methods and publicity about the enforcement contribute to the general deterrence effect by elevating public awareness of the program.

All general deterrence programs share the objective of increasing the perceived risk of detection or arrest. Jacobs (1989) has discussed the barriers to DWI general deterrence programs. Those barriers include:

- Awareness. If one is unaware of the risks involved in a deviant act, it is unlikely that perceptions or behavior will be altered.

- **Comparative Risk.** Most drinking drivers are aware that driving performance is impaired by alcohol and the probability of crashing is increased when impaired. Thus, the risk of arrest needs to be greater than the perceived risk of crashing in order to affect a change in behavior.
- **Impaired Decision-Making.** The immediate decision to drive after drinking is usually made after the driver is impaired and not thinking clearly about risks and probabilities of crashing or being arrested.
- **Infrequent Behavior.** For some, driving while impaired is an infrequent or aberrational act, performed in response to situational conditions or stressors. Individuals' infrequent or aberrational behaviors are difficult to affect.
- **Chronic Behavior.** Conversely, for some individuals driving while impaired is habitual, even a way of life. The perceived risk of arrest may need to be quite high in order to deter these chronic offenders from driving while impaired by alcohol.

General deterrence approaches have been applied to the drinking driver problem for decades. For example, the statutory formula of first offense-misdemeanor and second offense-felony has been a common application of general deterrence in the United States since the 1930s (King and Tipperman, 1975). But, the systematic development and implementation of general deterrence programs aimed at drinking drivers did not begin until the early 1970s, following the establishment of NHTSA. In the words of Professor Jacobs,

In recent years most jurisdictions around the country have sought to increase the probability of apprehension by setting up special anti-drunk-driving squads, initiating roadblocks, or simply making drunk driving arrests a higher priority. They have acted to increase the certainty of conviction by restricting plea-bargaining and opportunities for pretrial diversion. In these efforts they have been aided by the citizens anti-drunk-driving groups, which have undertaken "court watch" programs, letter writing (to judges) campaigns, and the public condemnation of what they regard as unduly lenient sentences (1989: 107).

NOTE ABOUT EVIDENCE OF PROGRAM EFFECTS

The number of crashes that occurred during or following a program period can be compared to crash incidence in the same area during previous years and/or in comparable populations. If a substantial improvement in a measure of traffic safety occurs following implementation of a local program and there is little or no change in that measure elsewhere (e.g., the state or Nation), it is reasonable to infer that the program contributed to the improved condition. Although crash data are presented in the eight case studies contained in this document, it is not possible to attribute with certainty the substantial improvements in the measures of traffic safety to the special enforcement programs. The programs were conducted in the real world, rather than a

laboratory, and the dependent measures may have been influenced by variables that cannot be controlled under field conditions.

NOTE ABOUT KEY TERMS

The term “alcohol-related” is used by NHTSA and the various State agencies from which data were obtained to indicate that at least one of the drivers or a non-occupant, such as a pedestrian or bicyclist, involved in a traffic crash had, at that time, a blood alcohol concentration (BAC) greater than zero. Thus, “alcohol-related,” as it is used in this and other traffic safety documents, does not imply that a crash was caused by a “drunk driver,” but it does provide a useful metric for measuring the relative involvement of alcohol in crash incidence.

Driving While Impaired (DWI) and Driving Under the Influence (DUI) are the terms most commonly used to refer to driving at or above a statutory BAC limit. The appropriate term for the jurisdiction is used to describe the offense in each of the following case studies.

A FINAL NOTE

When miles traveled are considered, the likelihood of being killed in traffic in 1966 was nearly four times what it is today. Although conditions have improved significantly during the past 40 years, approximately 50 people die each day in the United States as a consequence of alcohol-related crashes. Many more are seriously injured and countless friends and family members are affected indirectly. Drinking and driving remains a serious national problem worthy of our attention and effort. The programs described in this document are examples of the many ways in which law enforcement personnel and concerned citizens have worked together to deter impaired driving and improve traffic safety. Additional sources of information relevant to the implementation of sustained, high-visibility, special enforcement programs are available at no cost from the National Highway Traffic Safety Administration and can be downloaded directly from the NHTSA Web site; examples are provided in Appendix B.

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AUSTIN POLICE DEPARTMENT

AUSTIN, TEXAS

CREATING A DWI UNIT

DISTINGUISHING FEATURES

Creating a special-purpose unit within a large law enforcement agency can be difficult and time-consuming. Political and institutional barriers and the inertia of traditional approaches can defeat even the best of intentions. The Austin approach is distinguished by an innovative policy intended to ensure that new officers are skilled in all aspects of DWI enforcement. This description of the process by which the Austin Police Department planned, implemented, and now is perfecting, a dedicated DWI Unit provides useful advice to the managers of law enforcement agencies who are contemplating similar initiatives.

SETTING

The City of Austin is located on the banks of the Colorado River at the eastern edge of the Texas Hill Country, at approximately the geographic center of the State. San Antonio is to the south, Dallas and Fort Worth are to the north, and Houston is to the east. The City of Austin encompasses 238 square miles and includes portions of Travis and Williams Counties; two of the seven Highland Lakes are located within the city limits. Austin is home to more than 674,000 residents, with approximately one



million people living in the Austin metropolitan area. Austin is the site of the main campus of the University of Texas, with more than 50,000 students and 21,000 faculty and staff. In addition to serving as the political capital of the State, Austin is recognized as the intellectual, cultural and entertainment center of the region, and home to a diverse music community with a tradition of live performances and active nightlife at the many bars, restaurants, and music clubs in the city.



BACKGROUND/ PLANNING PROCESS

Prior to 1998, all traffic enforcement by the Austin Police Department (APD) was conducted by general patrol officers, but only when they were not busy responding to calls for service. Concerned about increasing numbers of alcohol-involved crashes in the city, the chief ordered development of an operations plan in January 1998 that led immediately to the formation of a DWI Task Force. The primary goal of the task force was to reduce the number of alcohol-related fatalities in 1998 by 15 percent from the previous year's total. The principal method would be for task force officers to focus their patrol effort almost exclusively on DWI enforcement and to assist nonspecialist patrol officers by relieving them of the DWI processing and arrest procedures. A schedule was established that assigned officers to the task force from their normal duties in the various divisions, with division commanders determining the individual assignments.

Special enforcement by the DWI Task Force was conducted daily from 10 a.m. to 4 a.m. hours, with two teams of two officers deployed on Sundays through Wednesdays and four two-officer teams on Thursdays through Saturdays. Saturday deployments were augmented by five officers from the department's DWI Selective Enforcement Program (STEP); the STEP officers were not required to operate in pairs. The numbers of officers and hours of operation varied slightly during the initial seven-month special enforcement program.

Task force officers focused on the enforcement of impaired driving laws, but also were encouraged to make enforcement stops for the full range of traffic offenses. The officers were expected to process their own DWI arrests and to relieve general patrol officers of the processing tasks by either driving to the scene of the arrest or arranging to meet the patrol officers at the police station. Patrol officers completed the written supplement to the incident report, which provided a description of the probable cause for the originating enforcement stop. The patrol officers also were responsible for administering the tests necessary for a DWI arrest before handing off the process to a task force officer. DWI Task Force officers then completed the incident reports, affidavits, and booking sheets for the patrol officers' arrests. Task force officers also completed nightly activity reports to which they attached copies of their dispatch sheets. A supervising lieutenant analyzed the reports to calculate the time required to process arrests.

The DWI Task Force operations familiarized many Austin PD officers with DWI assessment and arrest procedures. As a consequence of this exposure, many general patrol officers developed the skills and confidence necessary to make and process their own DWI arrests, without assistance from the task force's DWI specialists. The combination of formal and on-the-job training resulted in general patrol officers being responsible for handling 75 percent of the Austin Police Department's DWI arrests.

A special DWI Enforcement Unit was formed in September 1998 as a permanent replacement for the DWI Task Force and operates under the direction of the Traffic Administration Section of the Austin Police Department. The purpose of the new unit was (and remains) to increase the levels of effort and professionalism of DWI enforcement, to reduce the incidence of alcohol-involved crashes, and to send a clear message to motorists that impaired driving is not tolerated in Austin. The DWI Enforcement Unit was composed initially of eight specially trained officers and one sergeant.

SPECIAL ENFORCEMENT METHODS

The DWI Enforcement Unit continues the practice of frequent, sustained, highly visible, impaired driving patrols that was established by the task force during its seven months of operation in 1998. The Unit devotes the first two days of each week to conducting what is called an "Impact Initiative," during which all members of the DWI Unit deploy to the same APD Area Command to search for and arrest DWI violators, and to deter others from driving while impaired by their high-visibility enforcement. The officers of the DWI Unit deploy citywide during the remainder of the week when not conducting an Impact Initiative for a specific Area Command. The special unit's vehicles are equipped with window-mounted video cameras and the words "DWI Enforcement" are conspicuously displayed to elevate public awareness of the special enforcement effort.



The curriculum of the Austin Police Academy includes NHTSA's DWI Detection and Standardized Field Sobriety Test (SFST) course. However, the task force's success in providing general patrol officers with operational experience with DWI enforcement procedures has led to an innovative approach to teach DWI enforcement skills to novice officers. That is, the Austin Police Department implemented a policy in 2002 that requires all new officers entering the force to train with the DWI Enforcement Unit for two weeks during their probationary periods. The first day of the special training consists of the eight-hour SFST Update Class, which is taught by the four SFST Instructors who are members of the DWI Unit. After completion of the SFST Update

Class, probationary officers accompany officers of the DWI Unit on patrol. The intention is to improve the novice officers' detection and testing skills under operational conditions while coached by an expert. When probationary officers have demonstrated proficiency to the satisfaction of their mentors, they are permitted to patrol on their own and conduct DWI enforcement under the supervision of DWI officers for the remainder of the temporary assignments. This policy ensures that all new recruits to the Austin Police Department understand the importance of DWI enforcement and possess the skills and knowledge necessary to perform the associated tasks. It is likely that the experience gained during their two-weeks with the DWI Unit will benefit the new officers, the department, and the citizens of Austin for the durations of the officers' careers.

FREQUENCY OF OPERATIONS / DURATION OF PROGRAM

The Austin Police Department's DWI Enforcement Unit has conducted patrols dedicated to DWI enforcement as routine, standard operating procedure since the unit was formed in September of 1998. Normal duty hours are 10 p.m. to 6 a.m., with schedules modified during holiday weekends and special events to increase the level of enforcement effort in response to predicted increases in impaired driving, based on historical patterns of behavior. Impact Initiatives are conducted from 10 p.m. until 4 a.m. hours.

PARTICIPATION

The DWI patrols are conducted by officers of the Austin Police Department's DWI Enforcement Unit, which presently consists of nine officers, one corporal, and one sergeant. All personnel assigned to the unit have received formal training in on-the-road DWI detection and SFST administration and scoring. Also, all members of this special unit are required to attend annual SFST Update classes, a further indication of the APD's commitment to reducing the incidence of alcohol-involved crashes by ensuring uniformly high skills and abilities, and fostering professionalism, motivation, and pride among the department's DWI enforcement specialists. Every officer is a certified Intoxilyzer operator, seven are certified drug recognition experts (DREs), and four are NHTSA-certified SFST Instructors.

PUBLIC AWARENESS / PROGRAM VISIBILITY

The Austin Police Department's DWI Unit recently acquired a late-model special transit service bus from the local transit district and converted it to serve as a command vehicle, using funds also provided by the transit district. The bus is equipped with an Intoxilyzer 5000, a report writing area, and video taping



capabilities. The command vehicle is used during all high-visibility impaired-driving enforcement operations, including the weekly impact Initiatives, holiday mobilizations, and special events. The vehicle increases public awareness of the special enforcement activities, facilitates the processing of DWI arrests, and reduces DWI processing time for arresting officers.

Beginning in 2001, the APD has conducted "Operation Summer Heat" in addition to the routinely deployed DWI patrols. This special enforcement program runs from June through August and triples the number of officers on the street who are enforcing impaired and aggressive driving laws. Redirecting officers from their normal assignments to traffic enforcement duty provides further evidence of the department's commitment to DWI enforcement. The Austin Police Department received a commendation from MADD for the agency's performance during the annual "Operation Summer Heat."



The Austin Police Department has not yet developed a publicity campaign to support the special DWI enforcement program, nor has the DWI Unit established community partnerships to help elevate public awareness. However, the department has obtained substantial coverage of its periodic press conferences concerning the DWI Unit's special enforcement activities and in response to high profile arrests.

FUNDING

The DWI Enforcement Unit is funded as a normal Austin Police Department budget item, augmented by grants, when possible.

LESSONS LEARNED

The principal lessons derived from the experiences of the Austin Police Department are presented in three categories. The first concerns some of the obstacles that were encountered and the actions taken in response, followed by a discussion of the features that are believed to contribute to the success of the APD's efforts. Specific suggestions from the officers who created the Austin Police Department's DWI Unit are presented third.

OBSTACLES

Too much time is consumed by court appearances.

The exclusive daytime scheduling of court appearances for DWI and Administrative License Revocation (ALR) cases results in a considerable burden for officers who work the night shifts required by DWI enforcement duty. The inconvenience and the effects on officers' sleep schedules are frequently mentioned as reasons for avoiding assignments with the DWI Unit. Also, the durations of the court appearances seem excessive to officers and contribute to their sleep deficits. For example, it is reported that most ALR judges allow even simple hearings to become mini-trials that take as long as 90 minutes. In response to this problem, the managers and officers of the DWI Unit have requested establishment of a night court for DWI and ALR cases.

Prosecutors and judges were unfamiliar with roadside assessment procedures.

It became apparent that many prosecutors and judges did not understand the purpose of NHTSA's SFST battery and were unfamiliar with the procedures, scientific background, and related legal issues. The prosecutors have limited time and opportunity to remain informed of issues, such as the SFSTs, and the judges often find themselves having to make decisions based on the facts presented by the prosecutors and the obfuscation offered by defense attorneys.

In response to this problem, officers of the DWI Unit organized a training session to provide information about the SFSTs and DWI detection techniques to municipal court judges and prosecutors. The training was conducted in a classroom environment, away from the chess game of the witness stand, and provided hands-on experience similar to the training that officers receive. The session increased judicial understanding of SFST procedures and educated prosecutors and judges concerning the scientific and legal issues.

New recruits lacked confidence regarding DWI enforcement.

Police cadets received instruction in DWI detection techniques and administration of the SFSTs at the Austin Police Academy. However, it was found that many new officers had lost the essential skills and knowledge learned at the academy and lacked confidence in their DWI enforcement abilities by the time they received their first patrol assignments. The policy of requiring all new officers to serve a two-week tour of duty with the DWI Unit was implemented to provide the refresher training and supervised on-the-job experience necessary to create competence under operational conditions. The positive comments of defense attorneys concerning the abilities of rookie officers who have completed their tours with the DWI Unit provide anecdotal evidence of the policy's merit.

Prosecution is difficult when a DWI suspect refuses all chemical tests.

In Austin, the probability of a successful prosecution of a DWI case is diminished when the suspect refuses to provide any form of chemical sample for analysis of BAC. Many law enforcement agencies have worked with their local judicial personnel to

establish procedures for obtaining the warrants necessary to forcibly draw blood when a motorist refuses to provide a breath sample. Austin Police Department managers intend to meet with a committee of local judges to begin working on a plan for obtaining search warrants to allow the forcible drawing of a blood sample when a person who has been arrested for DWI refuses all chemical tests.

Also, the Texas Transportation Code prohibits paramedics from drawing blood for the purpose of blood alcohol or drug analysis, even with the consent of the person arrested. Officers of the DWI unit have submitted legislation that would allow paramedics to draw blood upon consent of the arrested person or at the direction of a search warrant.

PROGRAM STRENGTHS

The primary strength of the Austin Police Department's efforts are attributable to having a special unit of officers dedicated to DWI enforcement. This practice allows those officers to increase their detection and roadside assessment skills and to become more confident in their abilities. As a consequence, officers who serve in the DWI Unit are more likely to interpret SFST results in strict adherence to the NHTSA guidelines and to make correct arrests decisions that other officers might not make, especially in borderline cases. Officers of the DWI Unit also become familiar with the judicial process and comfortable providing testimony in court. DWI Unit officers testify frequently and from this experience learn which aspects of the arrest process that defense attorneys are likely to challenge. The officers convey this information to their colleagues and adjust the established operating procedures, when necessary. Additional strengths are summarized below.

- Managers of the Austin Police Department have been very supportive of the DWI Unit, especially by providing training opportunities. The support has benefited the department by (1) improving the performance of individual officer's in the detection and assessment of impaired drivers; (2) allowing DWI Unit officers to assist other officers in the department to improve their skills; (3) increasing the level of professionalism of the force; and (4) enhancing the credibility of officers' testimony in court.
- Currently, the Austin PD's DWI Unit uses patrol cars configured specifically for DWI/DUI Enforcement. Officers believe that the public can become desensitized to the sight of a police car; however, the DWI Enforcement decals on the special unit's vehicles distinguish their patrols from all others, elevate awareness of the unit's activities, and sometimes provide opportunities for pleasant interactions. Officers of the DWI Unit report seeing drivers at intersections mouth "DWI Enforcement" as they read the decals on the patrol cars and many citizens have made positive comments to the officers concerning their special duty. The officers believe that the distinctive lettering on their vehicles contributes immensely to the successful performance of their mission.

- The DWI Unit's DREs expand the APD's abilities to detect drivers whose performance is impaired by substances other than alcohol, including recreational drugs and prescribed medication. The unit's DREs also help educate the public and other officers concerning the performance-degrading effects of specific drugs and of drugs and medications when taken in combination with alcohol.
- Officers of the DWI Unit occasionally borrow unmarked vehicles from other units to augment their regular, high visibility DWI patrols. Similarly outfitted unmarked patrol cars are on order for use by the DWI Enforcement Unit. The new patrol vehicles will be equipped with moving radar and digital video systems to provide additional capabilities.



SUGGESTIONS FROM THE PROGRAM ORGANIZERS

Judicial Issues

Work with prosecutors and judges. Advise them that their DWI case loads will increase dramatically as a result of a special enforcement program. After that, educate the judicial personnel about impaired driving issues and the enforcement effort. Begin with information about the SFSTs and DWI detection, then move to discussion of other drugs and medications that impair driving.

SFSTs and DWI Detection

The NHTSA's DWI Detection guidelines and the SFSTs must be the central components of the DWI enforcement program. The agency's managers must support the use of the SFST battery to help officers make roadside arrest decisions. Like many members of the public and judicial personnel, law enforcement managers might not fully understand the systematic procedures that have been developed by NHTSA. Some judicial personnel and law enforcement managers will require education concerning alcohol and other drugs that impair driving performance.

Training

Officers selected for special duty with a DWI unit must be willing to seek continuing education and training to preserve their understanding of procedures and case law regarding DWI detection and the SFSTs. A well-trained and disciplined DWI unit will quickly earn a reputation for professionalism and reliability among judges, prosecutors, and even defense attorneys.



Officer Motivation

Managers of the Austin Police Department allow the members of the DWI Enforcement Unit to use their patrol vehicles for transportation between shifts. This unusual privilege recognizes the importance of the officers’ special duty, mitigates the burden imposed by lengthy and inconvenient court appearances, and contributes to general awareness of the special enforcement program by exposing the public to patrol vehicles announcing “DWI Enforcement” during daylight hours.

EVIDENCE OF PROGRAM EFFECTS

A recent NHTSA study of the Austin Police Department’s DWI Unit found that the number of DWI arrests made by the department doubled as a consequence of the reassignment of general patrol personnel and the command emphasis on impaired driving enforcement. The authors of the report also suggest that the 25 percent decrease in alcohol-involved fatal crashes in Austin between 1997 and 2001, and the 10 percent increase in the conviction rate during the same period are attributable to the special enforcement efforts of the APD’s DWI Unit.

CHANGES ATTRIBUTED TO DWI UNIT BETWEEN 1998 AND 2001

	DWI Arrests	+100%
Drivers in Fatal Alcohol-Involved Crashes		-25%
	DWI Conviction Rate	+10%

Source: Wiliszowski, C.W. and Jones, R.K, *Evaluation of the Austin Police Department DWI Enforcement Unit*, National Highway Traffic Safety Administration, Washington, DC, DOT-HS-809-641, 2003.

The following tables present crash data obtained from the Texas Department of Public Safety. The first table presents the numbers of alcohol-related crashes in the City of Austin and in all Texas cities combined (minus the number of crashes in Austin) for the years 1998 through 2001 (the four-year period following formation of the Austin Police Department’s DWI Unit in January of 1998). The table shows that the total number of alcohol-related crashes in Austin declined by 16 percent between 1998 and 2001, compared to no change in alcohol-related crash incidence in all other cities in Texas.

ALCOHOL-RELATED CRASHES IN AUSTIN AND ALL TEXAS CITIES (MINUS AUSTIN)

	1998	1999	2000	2001	Change
Austin	1,102	991	987	927	-16%
Texas Cities	15,930	15,361	16,233	15,911	0%

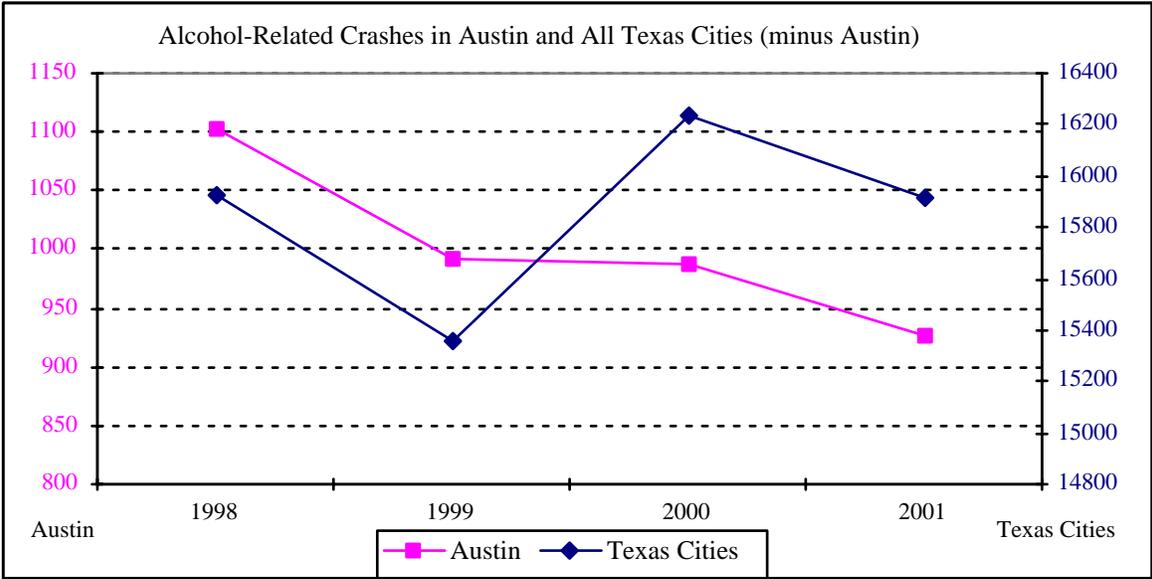
The second table, below, presents the total numbers of crashes in Austin and in all Texas cities (minus the Austin crashes) for the same four-year period. The table shows that total crash incidence declined in Austin by 32 percent between 1998 and 2001, compared to a 6 percent increase in all other Texas cities, combined.

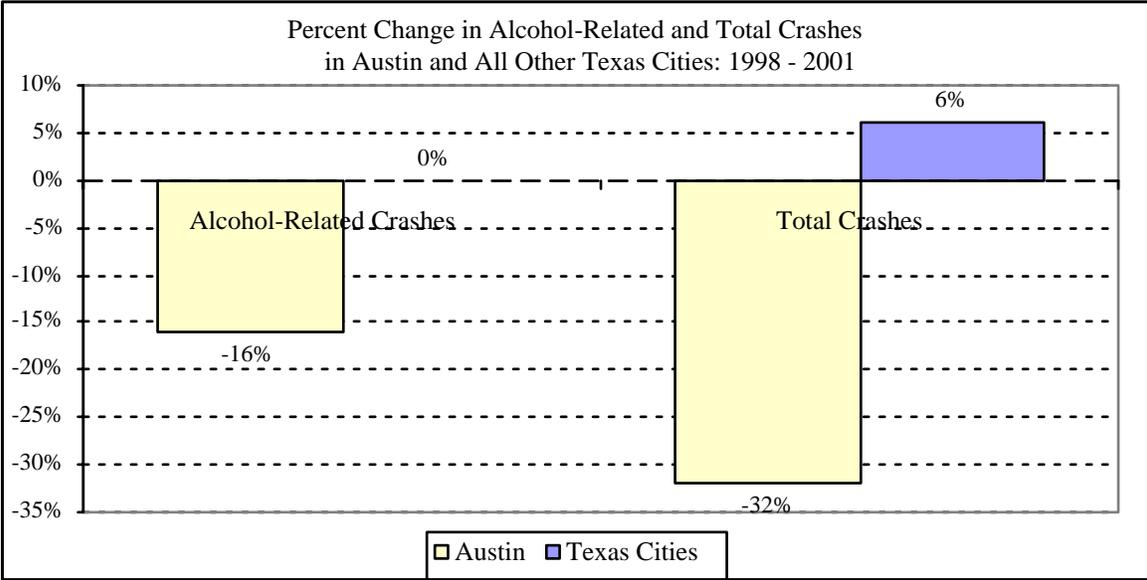
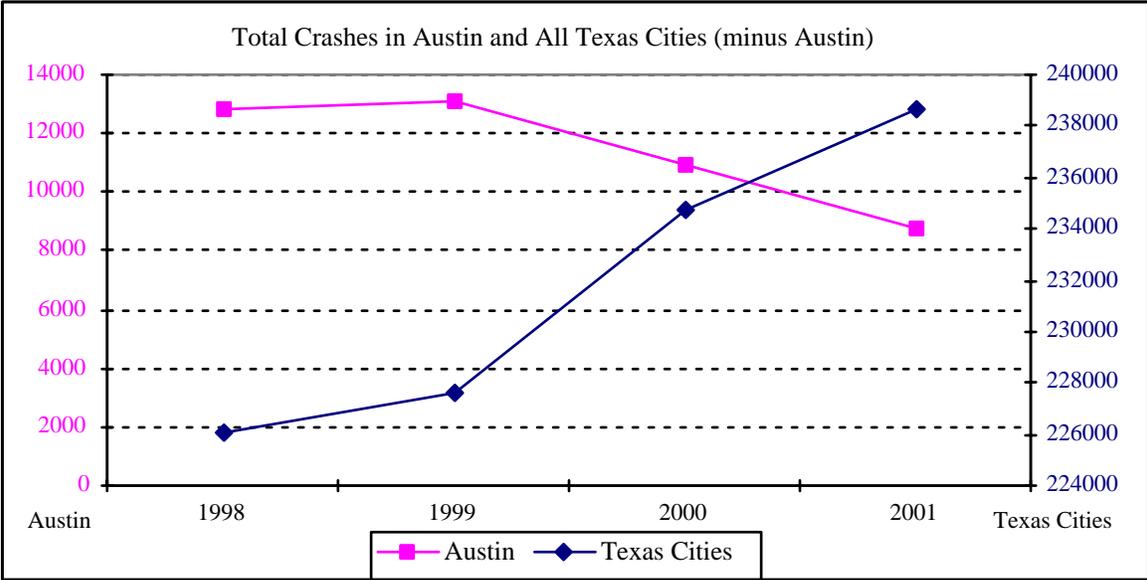
TOTAL CRASHES IN AUSTIN AND ALL TEXAS CITIES (MINUS AUSTIN)

	1998	1999	2000	2001	Change
Austin	12,835	13,132	10,897	8,772	-32%
Texas Cities	226,070	227,655	234,779	238,678	+6%

Source: *Motor Vehicle Traffic Accidents (1998, 1999, 2000, 2001)*, Texas Department of Public Safety, Austin.

The data presented in the tables and illustrated in the following three figures provide substantial evidence to support the hypothesis that the efforts of the Austin Police Department’s DWI Unit have materially improved traffic safety within their city.





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CLAREMONT POLICE DEPARTMENT

CLAREMONT, CALIFORNIA

AVOID THE 50

DISTINGUISHING FEATURES

The *Avoid the 50* program is distinguished by its size (the “50” refers to the number of participating law enforcement agencies), and by the commitment to traffic safety exhibited by the managers and officers of a small police department to sustain an important, countywide program.

SETTING

Los Angeles County is the central component of a major population region that stretches from the Pacific Ocean in the west to the Mojave Desert in the east, and from the San Gabriel Mountains in the north to the smaller San Diego Metropolitan Area to the south. The County of Los Angeles is centralized around its core, the City of Los Angeles, and at the same time, is dispersed and fragmented. Many of the communities within Los Angeles County once were suburbs of the City of Los Angeles, but today the county consists of scores of major business districts and cities, each one surrounded by its own suburbs that blend imperceptibly into adjacent communities. There are 88 cities and 140 unincorporated communities within Los Angeles County, ranging in size from the City of Los Angeles with 3.7 million residents to Vernon, located in the interstices of LA’s industrial area, with 95 residents counted by the 2000 Census. Other major cities include, Long Beach (population, 472,412), located to the south near the Port of Los Angeles; Glendale (199,430), Pasadena (139,712), and Burbank (102,913), located north of downtown LA; Pomona (153,555), near the eastern border of the county; and, the cities of Torrance (141,615) and Inglewood (114,959), located to the west, where the Los Angeles International Airport (LAX) serves as the region’s major portal to the world.



Nine out of ten residents of the County of Los Angeles live in one of the 88 incorporated cities. People from all over the world, speaking nearly 100 different languages call LA their home. Signs in Spanish, Vietnamese, Korean, Thai, Chinese, Japanese, Armenian, and Russian are more common in some areas of the county than signs in English; diversity dates from the origins of the region, when Indians, Blacks, Mestizos, and Spaniards were among the 44 settlers who first arrived from the Mexican provinces of Sonora and Sinaloa in 1781. The Year 2000 Census reports that 45 percent of county



residents are Hispanic, 31 percent White, 12 percent Asian, and 10 percent Black. The predominance



of Hispanic residents reflects both California's historic origins and the region's proximity to Mexico; the population's ethnic diversity also reflects historical factors, but perhaps more important, a culture characterized by intimate familiarity with mobility. The automobile and freeway permit individual mobility and commerce throughout Los Angeles County and are the primary icons of the region. With an area of 4,084 square miles, Los Angeles County is 800 square miles larger than the combined area of the states of Delaware and Rhode Island; and, with more than 10 million residents, it is the most populous county in the nation—a population larger

than 42 of the 50 States. A countywide traffic safety program in Los Angeles is a very large program, indeed.

BACKGROUND/ PLANNING PROCESS

The *Avoid the 50* program was conceived by the Traffic Committee of the Peace Officer's Association of Los Angeles County and then proposed to the California Office of Traffic Safety (OTS). OTS initially selected a police department to administer the new program, but the agency did not provide the staff to manage the DUI enforcement portion of the grant and looked to the Traffic Committee for a grant manager. In response, Captain Paul Cooper, then a lieutenant with the Claremont Police Department,

volunteered to develop the operations plan and schedule, and to assume the reporting requirements for the enforcement components of the grant. He began by dividing the county into seven geographic regions and then contacting law enforcement agencies within each region to recruit personnel to serve as program coordinators. Cooper explained that the coordinators would be responsible for enlisting the participation of agencies in their regions, providing program information and operating procedures, and monitoring the performance of program-related tasks. He prepared an operations plan that described the program's goals and objectives and specified how the special enforcement operations should be conducted.



Los Angeles County

In this plan, administration and scheduling of program activities were centralized and all enforcement operations and accounting functions guided by established procedures. The details concerning logistics, communications, and enforcement areas were left to the discretion of the individual region coordinators.

The Los Angeles County Sheriff's Office agreed to be the host agency for the second year, because a large agency could afford to pay large sums for program labor in advance of reimbursement from the California Office of Traffic Safety. When Cooper

learned that the Sheriff's Office failed to reapply for the grant for 2003, he convinced California OTS managers to provide interim funding to continue the important enforcement operations of the program while he applied for a new *Avoid* grant, this time with the 40-officer Claremont Police Department as the host agency. Located 30 miles east of downtown Los Angeles, the City of Claremont



is best known for its tree-lined streets, historic buildings, and quiet college campuses. But more than that, this city of only 36,000 residents is the jurisdiction of a police department with a sincere commitment to traffic safety. There are many larger cities in the county that would be capable of hosting this type of grant, but the Claremont Police Department, City Council, and city manager are committed to reducing fatalities and injuries from drinking drivers and believe the *Avoid the 50* program is a means to accomplish that objective. The Claremont City Council agreed to provide, from the city's general fund, up to \$585,000 over the 18 months of the *Avoid the 50 - Teen Choices* grant period, in order to sustain the county-wide program between quarterly reimbursements from the California Office of Traffic Safety. In addition to providing the required credit, accounting, and administration for the program, Claremont also provided the leadership necessary for program success.

SPECIAL ENFORCEMENT METHODS

The region coordinators ensure that all agencies participate in the special enforcement operations, as scheduled, and must quickly fill any patrol vacancies that arise. The coordinators provide supervision and direction within their regions during the deployments, then fax the enforcement statistics and overtime slips to the Claremont Police Department at the conclusion of each operation. The participating agencies in each of the seven regions conduct joint operations, including periodic sobriety checkpoints and monthly saturation patrols in which officers from neighboring communities work together, two officers per patrol vehicle. The practice of teaming officers from different agencies in a large-scale, long-duration, countywide program is unusual and contributes to public awareness of the special enforcement program. The practice also provides opportunities for officers to share information about tactics and procedures.



The City of Claremont in
Los Angeles County

In addition to the impaired driving patrols, two special “warrant arrest” operations have been scheduled that target DUI violators who have failed to appear in court. (Approximately 25 percent of the 1.2 million outstanding felony arrest warrants in Los Angeles County are for DUI.) Two “court stings” also have been scheduled, operations that place an undercover officer in courtrooms where criminal arraignments for DUI are conducted. The undercover officer sends a message to uniformed officers waiting in the parking lot when a violator with a suspended license leaves the courtroom. If the person attempts to drive, that person is arrested for driving on a suspended license and the vehicle is impounded for 30 days under Section 14602.6 of the California Vehicle Code.

FREQUENCY OF OPERATIONS / DURATION OF PROGRAM

In each of the seven regions, an average of one eight-hour impaired-driving patrol is conducted per month, with the hours of operation in each of the seven regions determined by the local regional coordinators. Sobriety checkpoints are conducted occasionally throughout the year in each region to create additional public awareness and contribute to the general deterrence effects of the *Avoid the 50* program. For example, seven special patrol deployments, two sobriety checkpoints, two court sting operations, and two warrant arrest details were scheduled in each region from May to December 2004. The program’s 2004 education component included 14 “mini DUI expos” and seven real DUI court trials at high schools, 20 traffic safety presentations to various community groups throughout the seven enforcement regions (for example, to employee groups, Kiwanis, Rotary, Lions Club, PTA), 12 MADD Victim Impact Panels for teens and their parents, and the development of five professionally produced traffic

safety videos for use in public presentations and for distribution to Traffic Committee member agencies. This is the fourth year of sustained operations.

PARTICIPATION

The seven regions of the *Avoid the 50* program are composed of between four and 14 communities. Cooper's region includes the cities of Claremont, La Verne, Pomona, Glendora, Azuza, and Covina, six communities with a combined area of 90 square miles and a combined population of 350,000. The special DUI patrols are conducted by at least one officer from each agency, supplemented by reserve officers and supervisors (approximately 10 officers in Cooper's region) and focus on areas of approximately 25 square miles. Each of the seven regions within Los Angeles County receives proportionately the same impaired-driving enforcement effort during each monthly operation. That is, at least 50 officers and an unknown number of reservists have been deployed in the past for each special operation within the member communities throughout the county. Ten agencies in the South Bay region have departed the program to form a separately funded task force. However, the member agencies of the *Avoid the 50* program have retained the program's well-known name and still attempt to deploy at least 50 sworn officers for each impaired-driving patrol. More than 100 special patrols and sobriety checkpoints are conducted each year throughout Los Angeles County by the member agencies of the *Avoid the 50* program.



PUBLIC AWARENESS / PROGRAM VISIBILITY

Press conferences are held periodically to generate news coverage of the *Avoid the 50* program. For example, three press conference/media events were held between September 2003 and June 2004. The seven regional program coordinators attempt to

conduct their special deployments on the same weekends to maximize public awareness of the enforcement effort. The *Avoid the 50* program issues at least two press releases each month, one to announce an impending operation and one to report the results. The following acknowledgment is included in all press material: "Funding for this program was provided by a grant from the California Office of Traffic Safety through the Business, Transportation and Housing Agency." The program has been mentioned many times in Los Angeles newspapers and on radio and television stations, including all of the major networks and Spanish-language channels that broadcast to nearly all of Southern California and are carried by cable beyond the region. In addition to the innovative and aggressive enforcement operations, officers from the *Avoid the 50* member agencies conduct driving simulations, demonstrations, presentations to community groups, and DUI court trials at high schools and community events to educate young drivers about the risks associated with impaired driving and inform them of the special enforcement program.

The *Avoid the 50* program recently received grant funds to purchase a multi-purpose trailer to facilitate DUI traffic education and enforcement activities. The trailer may be used by any law enforcement agency in Los Angeles County to transport the equipment necessary to conduct sobriety checkpoints, and it stores and transports the two electric GEM Cars purchased previously by the *Avoid the 50* program to conduct the Mini DUI Expos and driving simulations. The trailer also is equipped with media capabilities for educational presentations.



The *Avoid the 50* Program's Multipurpose DUI Education Trailer.

FUNDING

Jan Nichols, whose daughter was killed in a crash involving a drunk driver, was executive director of the Peace Officer's Association of Los Angeles County when the *Avoid the 50* program was conceived. She has helped many agencies prepare proposals for traffic safety grants during the past two decades and wrote the initial proposal to the California Office of Traffic Safety that resulted in the *Avoid the 50* program. The

California Office of Traffic Safety continues to support the program, but each agency is expected to contribute officer labor and other resources to the special enforcement and education components of the program.

LESSONS LEARNED

The principal lessons derived from the *Avoid the 50* program are presented in three categories. The first concerns some of the obstacles encountered and the actions taken in response, followed by a discussion of the features believed to contribute to the success of the program. Specific suggestions from the organizers of the program are presented third.

OBSTACLES

Consistent participation.

The most difficult obstacles encountered during the *Avoid the 50* program have been the constraints on consistent participation by all agencies. Traffic operations are often the first activities to be cut by law enforcement managers during periods of heavy workload or when agencies are short on personnel or funds. For example, one particular agency temporarily reassigned all its traffic officers to patrol because of staffing issues; the agency could not provide personnel to the special enforcement program, even on an overtime basis.

Contractual issues.

The various agreements and labor contracts among the participating agencies made it impossible to deal with each one individually. The solution was to reimburse agencies for officers' overtime labor, but not for benefits. The *Avoid the 50* program pays a flat rate under contracts arranged with each agency. All that is necessary is to multiply the number of hours worked by the agency's contracted pay rate to calculate the amount of that agency's reimbursement. Limiting payment to direct labor costs greatly streamlined the process, eliminated a source of error and confusion, and reduced the burden of performing the accounting tasks.

Communications.

Radio communications in Los Angeles County can be problematic because of the many different frequencies used by the participating law enforcement agencies. The solution to this problem was to delegate responsibility for establishing protocols that permit interagency communications to the seven region coordinators.

Scheduling the education component.

The captain reports that the scheduling of countywide special enforcement operations is not particularly difficult once the procedures have been established, coordinators recruited, and the process set into motion. However, the scheduling of individual education activities can be difficult because the *Avoid the 50* program does not reimburse the participating agencies for officer labor devoted to presentations, demonstrations, and other educational activities. The varying levels of commitment among the

agencies have required the Claremont Police Department to extend itself considerably to meet the program's goals.

It also can be difficult to obtain permission to conduct special activities at local schools. There is much that must be accomplished during a school year and few school administrators are able to schedule time for outside organizations to present demonstrations or training, even about a topic as important as traffic safety. The organizers of the *Avoid the 50* program have found it requires patience and a good relationship with school district administrators and on-site principals to obtain the cooperation necessary to conduct effective traffic safety education activities in schools.

PROGRAM STRENGTHS

The primary strengths of the *Avoid the 50* program are the simultaneous, county-wide, impaired-driving enforcement operations, the tracking of enforcement statistics, and the accounting necessary to reimburse the many agencies for their participation. A further strength of the program is the willingness of the participating agencies to work together to address an important social problem. The managers and officers of the *Avoid the 50* program sincerely believe that impaired driving is not a local issue that can be solved by the actions and policies of an individual community. The *Avoid the 50* program's cooperative, countywide special enforcement and education activities are based on the understanding that DUI is a problem that transcends jurisdictional boundaries.

SUGGESTIONS FROM THE PROGRAM ORGANIZERS

It is difficult to conduct the program's educational activities and to meet the educational objectives because of the enormous scale of the program. It might be better to continue conducting the enforcement program as a countywide effort, but provide "mini" grants to individual agencies to support educational activities. The educational components of the program require strong support and buy-in, which can be lacking from agencies when they are not immediately responsible for planning and implementing the activities. Grants to individual agencies might foster the necessary commitment and support to accomplish the educational objectives.

The program organizers encourage anyone interested in implementing a large-scale traffic safety program to first form a regional Traffic Committee that includes law enforcement and emergency medical personnel, educators, representatives of advocacy groups, the PTA, and others who seek to improve traffic safety in their communities. The long-term success of the Los Angeles Countywide Traffic Committee is built on a history of mutual aid and friendships that have been developed during monthly meetings and by working together on projects such as the *Avoid the 50* program.



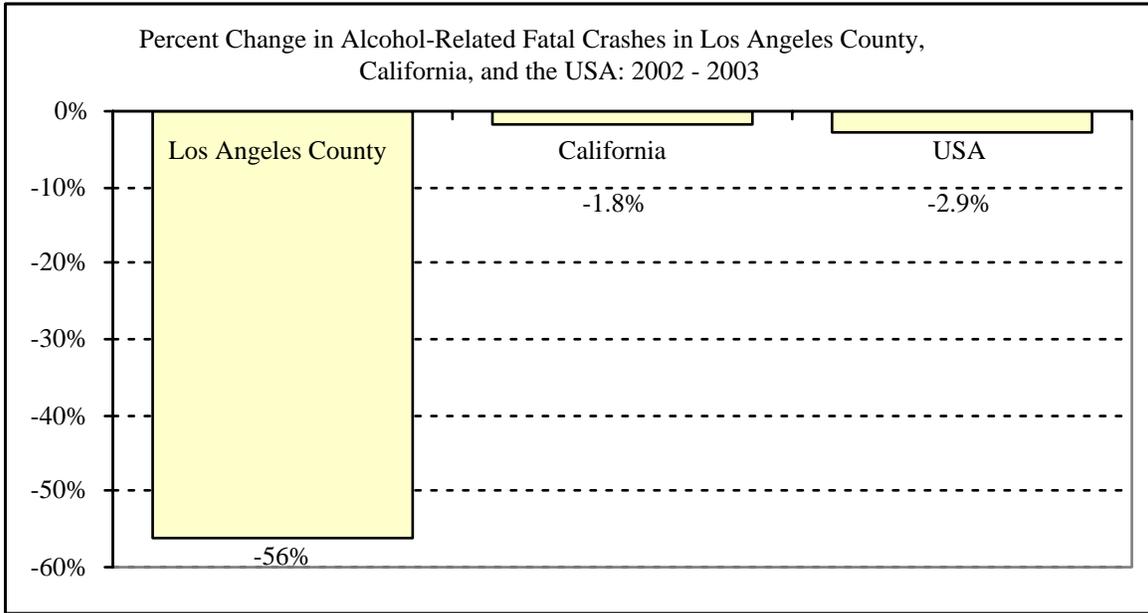
EVIDENCE OF PROGRAM EFFECTS

The crash data summarized in the following table show that the number of alcohol-related injury crashes in Los Angeles County declined by 34 percent between the years 2002 and 2003, compared to an increase of more than 6 percent nationwide. The table and following figure also show that alcohol-related fatal crashes declined by 56 percent during the same period, compared to declines of less than 2 percent in California and 3 percent, nationwide.

NUMBERS OF ALCOHOL-RELATED CRASHES AND PERCENT CHANGES
IN LOS ANGELES COUNTY, CALIFORNIA, AND THE USA: 2002 - 2003

	2002	2003	Change
Los Angeles County			
Alcohol-Related Injury Crashes	5,043	3,348	-34%
Alcohol-Related Fatal Crashes	273	121	-56%
California			
Alcohol-Related Injury Crashes	32,073	n/a	n/a
Alcohol-Related Fatal Crashes	1,466	1,439	-1.8%
USA*			
Alcohol-Related Injury Crashes	258,000	275,000	+6.60%
Alcohol-Related Fatal Crashes	17,524	17,013	-2.90%

Data Sources: *California Integrated Statewide Record System, 2002*; *NCSA 2003 Annual Assessment* (www-nrd.nhtsa.dot.gov/pdf/nrd-30/ncsa/ppt/2003AAReleaseBW.pdf)



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EAST VALLEY DUI TASK FORCE

MARICOPA COUNTY, ARIZONA

SUPER SATURATION PATROLS

DISTINGUISHING FEATURES

The East Valley DUI Task Force conducts one of the largest and longest-running impaired-driving enforcement programs in the country. NHTSA's guide for conducting saturation patrols (DOT-HS-807-903), published in 1993, is based largely on the early experiences of the member agencies of the East Valley DUI Task Force. Since then, the task force has evolved into a year-round special enforcement program.

SETTING

Maricopa County is the nation's fourth most populous county and the 14th largest in the continental United States in land area, encompassing more than 9,220 square miles and 23 diverse communities distributed throughout what is known as the Valley of the Sun. Phoenix is the largest city within the county (population 1.3 million), followed by Mesa (440,000), Glendale (219,000), Scottsdale (202,000), and Tempe (170,000). Approximately 60 percent of Arizona's 5.1 million residents live in Maricopa County. Only three other counties in the United States grew faster than Maricopa County during the last decade of the 20th century, and the population continues to soar, from 2,122,100 residents in 1990 to 3,524,175 in 2004, representing a 66 percent increase in just 14 years. During this period, Maricopa County evolved from a tourism and resource-based economy to a center for high-technology industries, including semiconductors, electronics, and aerospace components. As the seat of Arizona's State capital, Maricopa County is the center of the State's political activity. Also, more than 277,000 students are enrolled in local community colleges, Arizona State University, and the 11 private colleges and universities located within the county. It is likely that the population of Maricopa County will continue to increase as economists have predicted the Greater Phoenix Area to be the Nation's "second-largest job growth engine" during the next 20 years.



BACKGROUND/ PLANNING PROCESS

The saturation patrols conducted by the East Valley DUI Task Force require an enormous organizational effort, which is guided by the detailed procedures that have been established during two decades of sustained operation. Planning for each enforcement event begins months in advance and is accomplished with military precision, despite the complexities associated with coordinating the involvement of a consortium of more than a dozen law enforcement agencies, the courts, and other government entities. The planning process begins with an officer of the lead agency sending letters announcing the operation to the DUI coordinators of all member agencies of the task force. Specific issues that must be addressed during the process include the following:

- | | |
|---|---------------------------------|
| Funding | Fingerprint equipment |
| Patrol area | Check-In desk and procedures |
| Command center location | Tables and chairs |
| Personnel rosters | Volunteers (e.g., MADD) |
| Security badges | Ride-alongs |
| Pursuit policies | Refreshments and sponsors |
| Command/processing vans | Staging area for taxicabs |
| Vans for transporting violators | Statistics |
| Radios, chargers, and frequencies | Media relations |
| Cell phones | Press conferences |
| Gun locker | News releases |
| Dispatch coordinator | Publicity materials |
| Court coordinator (for each jurisdiction) | Exceptional Incident procedures |
| Court Information | Pre-deployment briefing |
| Drug recognition experts | Certificates and awards |
| SFST area | Fundraiser/annual picnic |

SPECIAL ENFORCEMENT METHODS

The principal component of the East Valley DUI Task Force program is the conduct of large-scale, highly visible saturation patrols that focus on specific geographic areas within the eastern portion of Maricopa County. A multi-agency command post is established in a large, centrally located parking lot. Several special vehicles, converted motor homes, and large vans owned by member agencies are parked conspicuously to serve as bases of operation and processing facilities. A fax machine is located in one of the command vans and a judge remains on call during the operation to issue and transmit warrants authorizing forced drawing of blood if a violator refuses to provide a breath sample. A heavy steel chair, built by officers, also is available to restrain violators, if necessary. The chair is a clever aid to efficiency during high-volume operations; usually one glance at the scarcely used device tames the most unruly or abusive drunk, permitting the continuous processing of DUI offenders to proceed unperturbed. Many of the officers are licensed phlebotomists, which allows them to draw blood samples immediately and without having to transport violators to hospitals and/or jails. It is amusing, at first, to observe an officer retrieve his kit from a motorcycle saddlebag and don his lab coat to prepare for drawing blood, but it is yet another example of efficiency at work; the practice costs less than other methods, saves officers' time, and most important, allows officers to return to patrol more quickly.



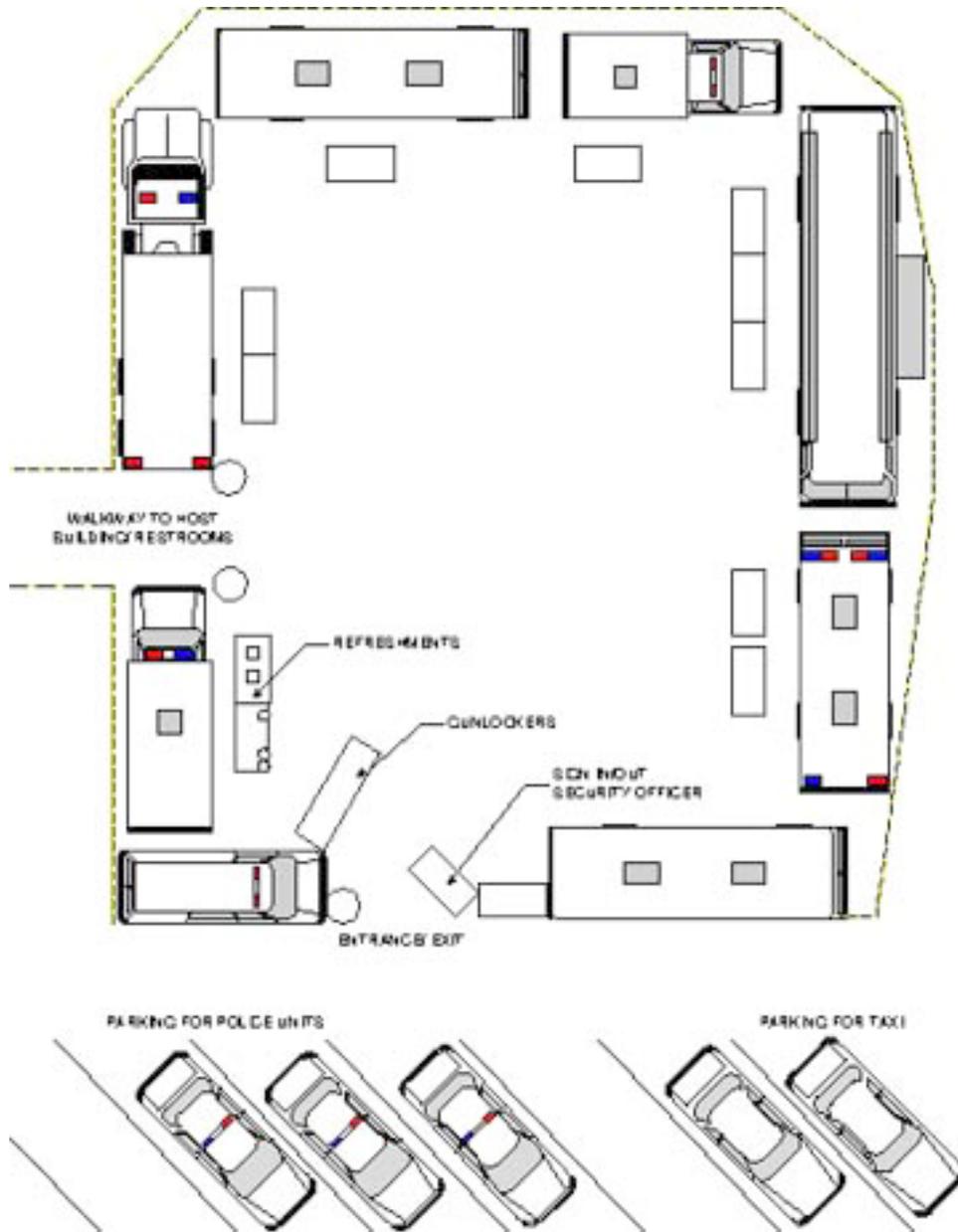


Diagram of a typical East Valley DUI Task Force Command Post.

FREQUENCY OF OPERATIONS / DURATION OF PROGRAM

The East Valley DUI Task Force saturation patrol program began in 1986 as a holiday period DUI countermeasure. Within a few years, the original December campaigns were expanded to include Thanksgiving, then additional holidays and, eventually, other high-risk occasions throughout the year. The East Valley DUI Task Force gradually evolved into the current, year-round impaired-driving enforcement program. Now, approximately 30 large-scale saturation patrols are conducted each year, primarily during the following holiday periods and special occasions, but also between the

usual holidays and events to foster the perception among drinking drivers that saturation patrols represent a continuous impediment to their dangerous behavior.

St. Patrick's Day (four nights)	Labor Day Weekend	Graduation Nights
Cinco de Mayo	Halloween	Prom Nights
Memorial Day Weekend	Thanksgiving Weekend	Super Bowl Sunday
4th of July Weekend	Holiday Period (14 nights in December)	

PARTICIPATION

The original five agencies that formed the East Valley DUI Task Force deployed a total of 20 to 25 officers for the initial operations, beginning in 1986. The numbers of participating agencies and officers doubled by 1990 and have continued to increase. Now, as many as 150 officers from more than a dozen agencies participate in East Valley DUI Task Force saturation patrols, making them among the largest, countywide, multi-agency deployments in the Nation. The East Valley DUI Task Force has emerged as an important element in the law enforcement culture of the area; the task force binds the officers of the member agencies together in a tradition of pride and professionalism concerning DUI enforcement.



The East Valley DUI Task Force has emerged as an important element in the law enforcement culture of the area; the task force binds the officers of the member agencies together in a tradition of pride and professionalism concerning DUI enforcement.

The Task Force's special operations usually are conducted from 9 p.m. to 3 a.m., but occasionally begin an hour earlier and continue until 4 a.m. Patrol areas vary in size, for example, from a 35-square-mile section of Phoenix to a 60-square-mile area that encompasses portions of the cities of Mesa and Scottsdale and unincorporated areas of Maricopa County, depending on the number of officers available for the special duty. The large numbers of officers deployed during one of these operations results in the patrol areas usually becoming saturated to the extent that several officers pass by and/or offer assistance within the first few minutes of each enforcement stop. Camaraderie and friendly competition among the member agencies contribute to the large numbers of DUI arrests that are made during every saturation patrol conducted by the East Valley DUI Task Force. Officers from the following agencies participated in the deployments that were conducted during a recent special enforcement operation.

Arizona Department of Public Safety	Maricopa County Sheriff's Department
Arizona State University Police	Mesa Police Department
Chandler Police Department	Paradise Valley Police Department
Fountain Hills Marshals Department	Phoenix Police Department
Gila River Indian Police Department	Scottsdale Police Department
Gilbert Police Department	Tempe Police Department
Maricopa County Parks Police Department	Salt River Pima-Maricopa Reservation PD

Even the Task Force's relatively small deployments of 70 to 90 officers generate considerable television and newspaper coverage of the event. (Note: A 70-officer deployment would be considered a major enforcement effort anywhere else in the United States, but it is small by local standards.) Dozens of civilian volunteers participate in the special operations by providing refreshments to the officers when they make periodic visits to their base of operations during all East Valley DUI Task Force enforcement events. Community and judicial support have helped sustain task force activities for nearly two decades. The large numbers of arrests resulting, at least in part, from task force operations, motivated local prosecutors to develop a PowerPoint template that greatly reduces the preparation time for court cases. The prosecutor's office reports that no cases have been lost in which the presentation tool has been used; it is a further example of innovation stimulated by the requirement to render high volume operations more efficient.



Officers, volunteers, and observers gather for a pre-deployment briefing.

PUBLIC AWARENESS / PROGRAM VISIBILITY



The large, brightly-illuminated command center, several command vans, dozens of police motorcycles, and many other police and emergency vehicles in the area increase public awareness of the saturation patrols to all motorists in the vicinity. The special operations are so conspicuous that they attract considerable public attention and always receive coverage in local newspapers and on television and radio stations. The Task Force also has obtained the participation of

several taxi companies that provide free transportation from bars during saturation patrols; the service is announced on radio and TV stations during the days prior to the special operations.

The Task Force's publicity and education campaigns include press conferences, media interviews, public service announcements, and distribution of printed materials by the participating agencies and the Arizona Governor's Office of Highway Safety. Press conferences are conducted throughout the year to announce Task Force activities

and every saturation patrol is preceded by press releases and invitations to news organizations to observe the special operations, and followed by press releases with results of the enforcement efforts. The Task Force enjoys a mutually beneficial relationship with local reporters, because Task Force saturation patrols never fail to produce dramatic results (e.g., a record of 145 DUI arrests during the first of a series of saturation patrols in November 2003). A dedicated press line has been established for the officer in charge to leave voice messages with statistics and exceptional incidents for news reporters during task force operations. The service is updated every night immediately following the end of operations to provide 24-hour access to current information. Also, the Task Force conducts DUI Awareness Days at police departments and area shopping malls during which DUI processing vehicles are displayed and educational booths and interactive devices are provided to inform the public of the risks of impaired driving and to publicize the special operations.

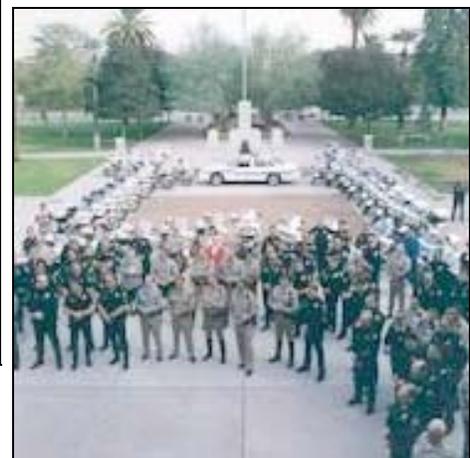
DUI Task Force Nets 328 Arrests

The East Valley DUI Task Force kicked off its annual holiday enforcement Friday, making 328 DUI arrests by Sunday morning, said Michael Hegarty, deputy director of the Governor’s Office of Highway Safety. Thirty-five of those arrested had prior convictions for driving under the influence, Hegarty said. There were 24 underage DUI arrests. "There are more accidents involving DUIs during the holidays," said Mesa police Sgt. Mike Bellows. "People have the opportunity to get together to celebrate family and to drink a lot more than other weekends."

Friday and Saturday night’s task force had 167 officers participating from Scottsdale, Tempe, Chandler, Mesa, and Gilbert police departments, along with Salt River Pima-Maricopa Indian Community and Arizona State University Police Departments, the Maricopa County Sheriff’s Office, and Arizona’s Department of Public Safety and Department of Liquor and License Control. Officers made 1,376 traffic stops. Of the 328 DUI arrests, 121 were for extreme DUI, Hegarty said. The legal limit is a blood alcohol concentration of 0.08. Extreme DUI is 0.15 or higher.

First-time misdemeanor DUI offenders can expect to spend at least one day in jail and pay a fine of about \$750. A person convicted of extreme DUI will spend a minimum of 10 days in jail. "And for some, if you lose your license, you lose your job," Bellows said. "If a family member is killed by a drunk driver, it will taint the holiday season pretty much for the rest of your life."

By Kristina Davis and Hayley Ringle
East Valley Tribune



FUNDING

Most officer participation is an overtime assignment, funded by grants from the Arizona Governor’s Office of Traffic Safety. Member agencies also redirect personnel from normal duties to support the program. Members of the East Valley DUI Task Force also solicit donations from businesses and industry and hold fundraising events.

LESSONS LEARNED

The principal programmatic lessons identified by the organizers of the East Valley DUI Task Force are presented in three categories. The first concerns some of the obstacles that were encountered and the actions taken in response, followed by a discussion of the features that are believed to contribute to the success of the program. Specific suggestions from the organizers are presented third.

OBSTACLES

Command and control issues.

Command and control can be a delicate issue with multi-agency operations. The organizers of the East Valley DUI Task Force addressed this issue by combining the normal chain of command with mission-specific leadership. That is, each participating law enforcement agency appoints a single agency coordinator to the task force, usually a ranking officer. The agency coordinator reports to the task force coordinator, a position that is rotated to a different agency each year. The task force coordinator is responsible for planning and implementing all special operations, which requires considerable communications and organizational skills. Problems or concerns that emerge are resolved among the task force and agency coordinators. Individual officers report to their agency coordinators. Having the support of their command staff is essential for officers to be full participants in task force operations.

Inter-agency communications.

Communication among officers from different agencies can be a problem because of differences in the radio equipment and frequencies used. For this reason, the task force and agency coordinators must establish an arrangement with the effected dispatchers prior to a special operation. If possible, a radio channel should be dedicated exclusively to task force use during the operation. The East Valley DUI Task Force also issues radios donated by the manufacturer for this purpose to ensure that all officers have communications capability.

Jurisdiction issues.

Arizona enjoys statewide jurisdiction for law enforcement officers. However, jurisdictional issues for law enforcement personnel must be resolved prior to conducting multi-agency operations.

PROGRAM STRENGTHS

The participating officers' commitment to impaired driving enforcement is the factor that contributes most to the success of the East Valley DUI Task Force. Long hours of patrol can be difficult, especially during holiday periods when others are home with their families. However, the officers of the East Valley DUI Task Force are painfully aware of the consequences of alcohol-impaired driving and are sincerely committed to removing this source of crash risk from the streets of the East Valley. The knowledge that their enforcement effort saves lives fuels their commitment to improving traffic safety. The relationships that develop among the officers of the many participat-

ing agencies motivate one another and contribute to a shared understanding of the mission. That shared understanding fosters camaraderie and cooperation among the officers of the various agencies. Also, civilian volunteers and representatives of community organizations motivate and encourage the officers. The volunteers' participation in task force events demonstrates that impaired driving is not only a law enforcement problem, but also a community problem.

SUGGESTIONS FROM THE PROGRAM ORGANIZERS

Plan ahead.

Planning is critical for a successful special operation. Planning begins as early as August for the series of saturation patrols conducted by the East Valley DUI Task Force during a 14-day period in December. A weekend operation may only require coordination one month in advance. Several months of meetings and planning usually are necessary for each operation added to the task force's calendar of events.

Communicating with affected court jurisdictions during the planning phase allows court managers to prepare for the case load and facilitate the proper flow of written reports. Generally, the agency coordinators collect the reports from their officers during the special operation, make copies, then send the copies to the appropriate court(s). The coordinators retain the original reports for the authoring agency. The reports must be completed and distributed promptly.

Involving court personnel and prosecutors in the planning phases relieves their apprehension about the special operations and benefits the program by providing access to important information (e.g., potential schedule conflicts, legal issues) and obtaining their support.

Inviting prosecutors to special enforcement operations can benefit relations between law enforcement agencies and the courts, and even increase DUI prosecution rates. Observing a saturation patrol helps prosecutors develop an understanding of the magnitude of the impaired driving problem, and like most observers, they are impressed by the officers' professionalism and commitment to DUI enforcement. The experience encourages prosecutors to hold offenders accountable. Prosecutors have become an essential component of the East Valley DUI Task Force.

Prepare maps and other materials.

Prepare maps of the special operations area that depict court jurisdictions and court locations, and list the hearing dates for each court. The maps will assist officers who are unfamiliar with the area in citing offenders into the proper court.

Involve the news media.

Newspapers, television, and radio can reach far more people than the members of the task force by themselves. Fostering good relations and being responsive to reporters' deadlines will help educate the public about the dangers of impaired driving and contribute to awareness of the special enforcement program.

Recognize and reward.

Agency coordinators should recognize the efforts of their participating officers. A simple certificate of appreciation for each participant and, perhaps, a commendation for top performers will go a long way toward encouraging members to return for the next special operation.

Don't waste time re-inventing the wheel.

Multi-agency task force operations are conducted throughout the country. Contact other agencies, request information about their procedures, and incorporate what appears to be the most relevant advice in the planning process. Organizing and coordinating the activities of a multi-agency task force can seem overwhelming, but the contribution to a community can be well worth the effort.

EVIDENCE OF PROGRAM EFFECTS

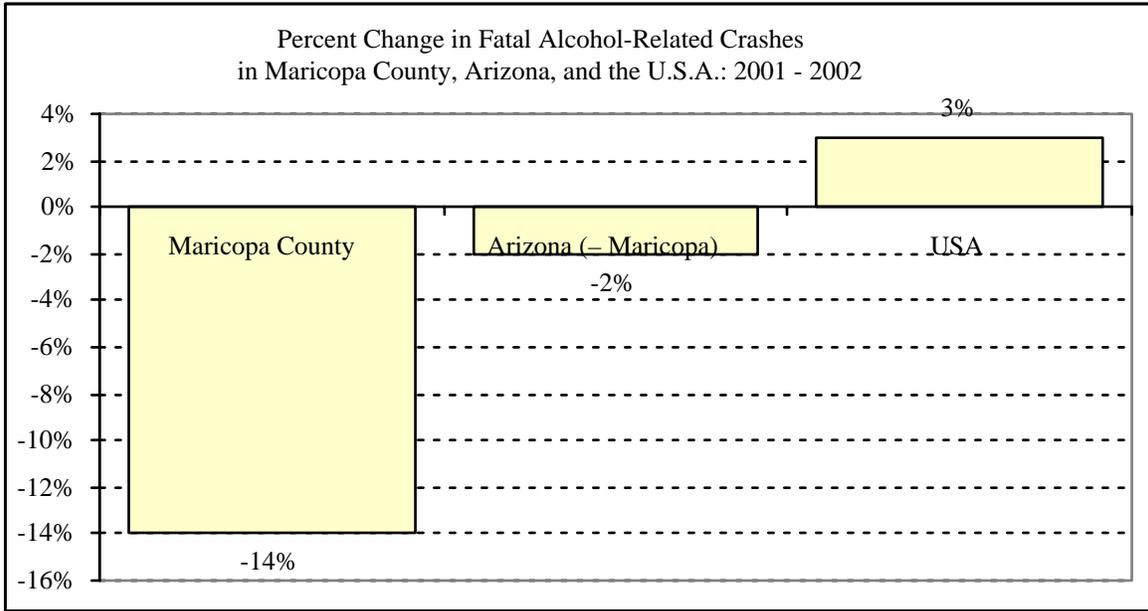
Between 70 and 200 DUI arrests are made during each saturation patrol conducted by the East Valley DUI Task Force; participating officers made a total of 1,866 DUI arrests during the 2002 holiday deployments and 2,135 arrests during the same period in 2003. Many arrests continue to be made during each saturation patrol, despite the extensive publicity, news coverage, and frequency of these large-scale, special enforcement operations. The continuing large numbers of arrests may be attributable to the continuous population growth of the area.

The following table shows the numbers of alcohol-related fatal crashes, total crashes, and the proportions of all crashes that were alcohol-related in the United States, Maricopa County, and in all of Arizona less the Maricopa County values. (Note: The East Valley DUI Task Force conducts its special operations in the more densely-populated eastern third of the county.) The table shows that the proportion of alcohol-related fatal crashes in all of Maricopa County declined by 14 percent in 2002, compared to the previous year, while the proportion declined by only 2 percent in all other regions of Arizona, and increased by 3 percent, nationwide. The changes are illustrated in the accompanying figure.

FATAL CRASHES IN THE U.S.A., MARICOPA COUNTY, AND OTHER AREAS OF ARIZONA
IN THE YEARS 2001 AND 2002

	2001			2002			
	Total	Alcohol-Related	Percent Alcohol	Total	Alcohol-Related	Percent Alcohol	Change
Maricopa County	492	240	49%	489	207	42%	-14%
Arizona (minus Maricopa)	559	247	44%	628	270	43%	-2%
USA	42,116	17,448	41%	43,005	17,970	42%	3%

Data Sources: Arizona Department of Transportation; NCSA 2002 Annual Assessment (www-nrd.nhtsa.dot.gov/pdf/nrd-30/ncsa/ppt/2002AAReleaseBW.pdf)



Note: Lieutenant Bill Peters of the Mesa Police Department and Sergeant Chris Andreacola of the Tucson Police Department have developed a 50-slide PowerPoint presentation that describes in detail the steps necessary to organize a multi-agency task force for the purpose of conducting frequent, high-visibility, impaired-driving enforcement operations.

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FRESNO POLICE DEPARTMENT

FRESNO, CALIFORNIA

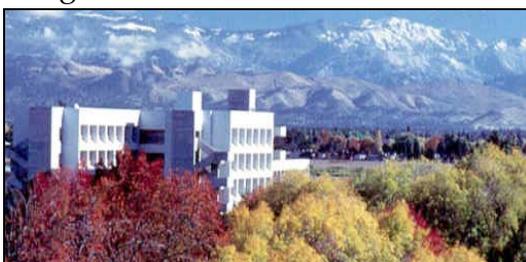
REMOVE ALCOHOL- IMPAIRED DRIVERS (RAID)

DISTINGUISHING FEATURES

The most salient feature of the Fresno Police Department's *RAID* program is that it is the product of a systematic analysis of local conditions related to impaired driving and the department's enforcement procedures and practices. This systems approach allowed the Fresno PD to identify several actions, from education through adjudication, with the ultimate objective of reducing the incidence of alcohol-involved crashes.

SETTING

The City of Fresno encompasses 101 square miles in the heart of California's San Joaquin Valley. It is a progressive, culturally diverse, and fast growing community. With a population approaching 500,000 residents, Fresno is the sixth most populous city in the State. The San Joaquin Valley produces agricultural products that are consumed throughout the United States and exported abroad. For this reason, many farm workers live in and around Fresno, either permanently or as migrants, and most are recent immigrants or undocumented residents; 26 percent of Fresno's population lives below the Federal poverty level, compared to 16 percent of the State as a whole and 13 percent nationally. With 88 ethnic backgrounds represented and 105 languages spoken in the local school district, the 2000 Census rated Fresno's population as one of the most culturally-diverse in the nation, composed of 40 percent Hispanic, 37 percent White, 11 percent Asian, 8 percent African American, and 1 percent Native American. Fresno's unique local conditions present many obstacles to government agencies, and especially to the law enforcement officers who seek to reduce the incidence of impaired driving and in other ways improve traffic safety. However, the officers and managers of the Fresno Police Department viewed the obstacles as challenges.



BACKGROUND/ PLANNING PROCESS

In 2002, the number of fatal crashes in Fresno jumped to 52 from a 5-year average of 33. The six alcohol-involved fatal crashes included in that total was more than twice the 5-year average. The chief of the Fresno Police Department was alarmed by the sudden increase in crashes and determined to take immediate action.

The chief's first goal was to secure permanent funding for the additional officers and other resources that would be necessary to address the issues in a manner that might produce lasting changes. The Fresno Police Department previously had received grants to support countermeasure programs from the California Office of Traffic Safety, but a sustained effort of the magnitude needed in Fresno could not be based on the annual cycle of uncertain grant funds. The City of Fresno could not afford to supplement the police department's budget, which meant that a novel source of funding was required if the department was to respond credibly to the sudden increase in serious crashes.

Since the 1970s the City of Fresno, along with other California cities, had received no revenue from traffic citations; most revenue from fines has gone to the State, with some redistributed to the counties. However, because officers of the Fresno Police Department write the vast majority of all traffic citations issued in Fresno County, it seemed reasonable to approach the county supervisors with a plan to review and modify the long standing revenue sharing agreement with the County of Fresno. Although it was a bold proposal, the agreement was modified in 2003. The County of Fresno would continue receiving its current level of revenue from traffic fines, but fines in excess of that level, generated by Fresno Police citations, would be paid to the City of Fresno to support increased traffic enforcement operations. The objective was to hold violators accountable for their own traffic enforcement, rather than tax the law-abiding taxpayers of Fresno. The additional resources received would be used by the Fresno Police Department to address traffic safety issues.

SPECIAL ENFORCEMENT METHODS

The systems analysis performed by the Fresno Police Department included detailed reviews of collision reports, citations issued, traffic related arrests, and the agency's procedures and enforcement strategies. The analysis led to the identification of a broad spectrum of actions to be implemented, with the ultimate intentions of deterring impaired driving and in other ways reducing the incidence of vehicle crashes. First, the review of collision reports identified impaired driving, occupant safety, speeding, and red light and turning violations as the leading contributors to the sudden increase in injury and fatal crashes. Next, the Fresno Police Department's Traffic Bureau was reorganized and the force increased from 24 to 44 officers. Then, all patrol officers, and the members of the Traffic Unit in particular, were directed to focus their enforcement on the violations that had been identified by the review of collision reports.

The surge in enforcement effort resulted in more than 62,000 citations issued during 2003, two and a half times the number issued during the previous year.

At the same time, the Fresno PD also created a full-time DUI squad of 26 officers to implement the next phase of the agency's traffic safety plan. It would be the new DUI Squad's responsibility to conduct an extraordinary special enforcement program consisting of routine saturation and roving patrols, and frequent sobriety checkpoints. The DUI Squad also was tasked with providing DUI-detection/SFST training for all 700 Fresno PD officers.



The systems analysis also identified procedural and logistical impediments that contributed to inefficiencies of enforcement effort. Identification of the problems led the officers and managers of the DUI Squad to modify the existing operating procedures with the intention of reducing the time required to process DUI arrests. For example, a technician was hired to facilitate the timely drawing of blood samples, which allowed officers to return to patrol quickly and has had the added benefit of eliminating the \$159 fee per arrest that the Fresno Police Department formerly was required to pay to the hospital for obtaining a blood sample.

The systems analysis also identified repeat DUI offenders as a contributing factor to the sudden increase in alcohol-involved injury and fatal crashes. This discovery led the Fresno Police Department to adopt unconventional tactics to target drinking drivers, with an emphasis on repeat offenders. The tactics include a DUI Tip Line for motorists to report obviously impaired drivers on the road, a method that had proved to be effective in elevating public awareness in Albuquerque and Tucson. Other tactics include stakeouts and court sting operations, a technique promoted by Chris Murphy of the California Office of Traffic Safety. A court sting operation places an undercover officer in courtrooms where DUI arraignments are conducted. The undercover officer sends a message to uniformed officers waiting in the parking lot when a violator with a suspended license leaves the courtroom. Violators who attempt to drive are arrested for operating a vehicle on a suspended license and their vehicles are impounded. Most of the violators arrested in these special operations are repeat offenders.

FREQUENCY OF OPERATIONS / DURATION OF PROGRAM

At least 15 DUI specialists patrol the streets of Fresno each night between the hours of 9 p.m. and 3 a.m., in addition to the normal complement of patrol officers. Even more remarkable, the Fresno Police Department conducted 32 sobriety checkpoints during 2003, on some occasions deploying a checkpoint during daylight hours, then again at the same or another location that night; and 75 checkpoints were

conducted in 2004. The high tempo of special enforcement operations included 15 DUI checkpoints during a 17-day period as part of the national Labor Day Crackdown.

The Fresno Police Department has committed to conducting at least five sobriety checkpoints each month for the next two years in addition to conducting multiple special enforcement campaigns, such as the 15 checkpoints preceding and following the Labor Day weekend.

PARTICIPATION

Each 10-hour checkpoint operation is staffed by 10 traffic officers and 2 supervisors. The program is conducted exclusively by Fresno PD officers and civilian volunteers. Officers of the agency arrested 2,415 DUI drivers in 2003 and expect to increase the number of DUI arrests by 10 percent in 2004.

PUBLIC AWARENESS / PROGRAM VISIBILITY

The Fresno Police Department conducts press conferences to announce all new grants, programmatic initiatives, and relevant equipment acquisitions, such as the new DUI/Educational display trailer, or the Crashed Car Exhibit, obtained through community donations. Press packets containing background information and statistical summaries are distributed at the larger press conferences to provide news reporters with sufficient materials to generate the free publicity for the program that is the primary objective of all media events conducted by the department. The



The Fresno PD follows the press conferences with frequent news releases to keep the public informed of each operation or program; many of the news releases and informational materials are produced in the primary languages spoken by the residents of Fresno. In addition, nightly news line updates are issued to provide news media with current operational statistics, such as the numbers of citations for safety belt or school zone violations, and the numbers of DUI arrests made at sobriety checkpoints. In addition, Traffic Bureau officers are frequent guest speakers at meetings of local community and professional groups, service clubs, and school organizations, and on radio news programs on a weekly basis.



The Fresno Police Department uses its community-built Crashed Car Exhibit extensively to elevate public awareness of the agency's impaired driving enforcement program. The innovative trailer-mounted exhibit is displayed frequently at schools, sobriety checkpoints, local fairs, and shopping centers. The exhibit includes DVD recordings projected on four television

monitors; several program options are available which allow the information to be presented in a manner that is most appropriate for the intended audience. Similarly, the department produces traffic safety material specifically for the major ethnic groups of the area; posters, educational pamphlets, and safety messages in four languages are distributed by the thousands.



English, Laotian, Hmong, and Cambodian language publicity materials.

The Fresno Police Department's special enforcement program is supported by extensive, multicultural publicity and education campaigns. For example, the department conducted nine child safety seat checkups at highly accessible locations throughout the city during 2003, and distributed educational and general deterrence information at dozens of local events, including cultural celebrations, assemblies, baseball and football games, and during the 13-day Fresno Fair. Special attention is devoted to educating young drivers; Fresno officers participated in presenting the "Every 15 Minutes," "Reality Check," and "Seat Belt Challenge" programs at local schools during 2003. The department also produced entertaining and informative public service announcements that were broadcast by a local network affiliate, including during prime viewing periods. Program events are

highly publicized and frequently involve live coverage by local radio and television stations.



FUNDING

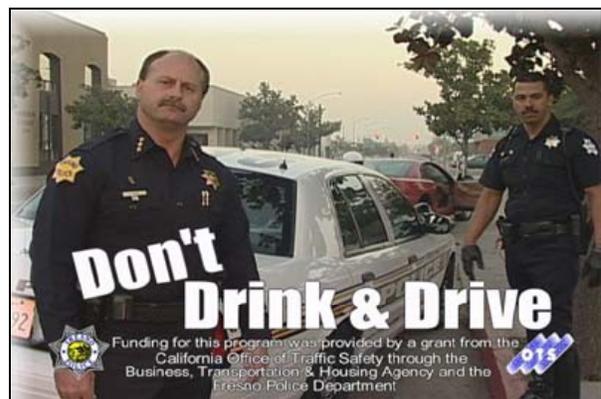
Funding is provided by the California Office of Traffic Safety (OTS), the Fresno Police Department, and the modified revenue-sharing agreement with Fresno County, as described previously. The agency expects to derive approximately \$1.5 million each year from the modified agreement. Also, the Fresno PD places a priority on writing high-quality grant proposals to obtain additional funding to support its traffic safety program. For example, the department recently received more than \$750,000 from Cal-OTS to design and implement a stakeout program targeting the “worst of the worst” multiple DUI offenders; the grant includes funding for an assistant district attorney position to specialize in DUI prosecution and handle the increased numbers of arrests resulting from the Fresno Police Department’s extensive special enforcement efforts.

LESSONS LEARNED

The principal lessons derived from the experiences of the Fresno Police Department are presented in the following three sections. The first describes some of the obstacles that were encountered and the actions taken in response. The second includes a discussion of the program strengths that are believed to contribute to the success of the Fresno PD’s efforts. The third section presents specific suggestions from officers and the management staff of the Fresno Police Department’s Traffic Bureau.

OBSTACLES

The first obstacle encountered was the requirement to obtain the funds that would be needed to implement a sustained, highly visible special enforcement program of sufficient magnitude to counter the sudden increase in motor vehicle crashes in Fresno. The Fresno Police Department responded with a bold plan to approach the Fresno County supervisors with the intention of negotiating a revenue-sharing agreement that would provide the necessary funding without adversely affecting the county’s revenue. That is, the



citation revenue generated by the Fresno PD above the 2002 level would be paid to the department specifically to support the operations of the Traffic Bureau. This sustained funding source now largely supports the department's increased and continued special enforcement efforts.

Language and cultural barriers previously had constrained the effectiveness of law enforcement efforts to educate the many immigrants who live in and around Fresno concerning traffic safety issues. Most of the immigrants are from rural Mexico, several Central American countries, and the highland regions of Southeast Asia, and few qualify as experienced drivers. Further, State and national policies restricting access to driver licensing compel undocumented residents to drive illegally and without benefit of training and testing that would ensure their knowledge of traffic laws and regulations. The Fresno Police Department responded to the language and cultural barriers by celebrating local cultural diversity through participation in cultural events and sincere efforts to reach the several immigrant communities with traffic safety information conveyed in their native languages.

PROGRAM STRENGTHS

The primary strengths of the Fresno Police Department's special enforcement program derive from the systems analysis that was conducted as the first step in the planning process. The results of the analysis provided information that allowed the managers and officers of the Traffic Bureau to create a strategic approach to reducing the incidence of fatal and injury crashes in the community. Among the elements of that approach is a commitment to sustained, high-visibility, special enforcement.

The Fresno Police Department's special enforcement efforts are made possible by the new arrangement, under which the agency receives a share of citation revenues. The arrangement was followed by a sharp increase in the number of citations issued by the Fresno Police Department, from 26,000 in 2002 to 62,000 in 2003 (and 85,000 in 2004). The resulting revenue has allowed the program to be largely self-sustaining, and to expand. For example, the DUI Squad increased from 26 to 30 officers (and 2 sergeants) following the first year of operation. The department also benefits from the services of dedicated support staff, including a specialist in the preparation of grant proposals and technical reports.

The Fresno Police Department's special enforcement program further benefits from the agency's commitment to training in DUI detection and SFST administration. The highly trained specialists of the DUI Squad provide the core expertise of the department's DUI countermeasure efforts, but the specialists also are responsible for elevating the knowledge and skills of their colleagues who have duties other than DUI enforcement.

SUGGESTIONS FROM THE PROGRAM ORGANIZERS

The managers and officers of the Fresno Police Department are convinced that obtaining “buy-in” from the public is essential for program success. They adamantly describe the purpose of issuing citations as a means for improving traffic safety for all citizens by changing unsafe driving behaviors. This message is conveyed by individual officers along with each citation issued; in public service announcements and informational materials; and, during countless presentations at schools, public meetings, and community events. Program organizers warn that officers must devote considerable time to defending their actions in the absence of proactive efforts to obtain the public’s support for a special enforcement program.

Fresno PD officers and managers also suggest that the free publicity necessary to achieve a general deterrence effect can be obtained by conducting interesting or unusual enforcement activities to attract the attention of news reporters, or by injecting a routine activity with an unusual element. For example, the Traffic Bureau conducted a daytime sobriety checkpoint in the downtown area to serve as a backdrop for a press conference about the department’s special enforcement program.



EVIDENCE OF PROGRAM EFFECTS

The Fresno Police Department more than doubled its previous special enforcement efforts in 2003 by deploying daily DUI patrols, conducting 32 sobriety checkpoints supported by a vigorous publicity campaign, and arresting 2,415 impaired drivers. All measures of traffic safety improved substantially in Fresno following implementation of the department’s increased enforcement and publicity efforts. The improvements are even more impressive when compared to statewide and national measures.

The following table shows that the incidence of fatal crashes declined by 11.5 percent in Fresno from 2002 to 2003, compared to a 1.9 percent increase in California and a decline of less than 1 percent nationwide. Further, alcohol-related injury and fatal crashes declined by 17.4 percent and all alcohol-related crashes combined declined by 25 percent, compared to a 6 percent increase in alcohol-related crashes nationwide during the same period. It is reasonable to conclude that the dramatic improvement in traffic safety is associated with the Fresno Police Department’s special enforcement and publicity efforts, which included an 11.3 percent increase in the number of DUI arrests during 2003 and a 140 percent increase in the number of citations issued for all hazardous moving violations.

CRASHES IN FRESNO, CALIFORNIA, AND THE USA IN THE YEARS 2002 AND 2003

Fresno	2002	2003	Change
Total Reported Crashes	4,420	3,955	-10.5%
Total Injury/Fatal Crashes	1,772	1,640	-7.4%
Fatal Crashes	52	46	-11.5%
Total Alcohol-Related Crashes	444	333	-25.0%
Alcohol-Related Injury/Fatal Crashes	138	114	-17.4%
Alcohol-Related Fatal Crashes	6	3	-50.0%
DUI Arrests	2,169	2,415	+11.3%
Hazardous Citations Issued	26,000	62,000	+140.0%
<u>California</u>			
Fatal Crashes	3,654	3,722	+1.9%
Alcohol-Related Fatal Crashes	1,466	1,439	-1.8%
<u>USA</u>			
Total Fatal Crashes	38,491	38,252	-.6%
Total Alcohol-Related Crashes	275,524	292,013	+6.0%
Alcohol-Related Injury Crashes	258,000	275,000	+6.6%
Alcohol-Related Fatal Crashes	17,524	17,013	-2.9%

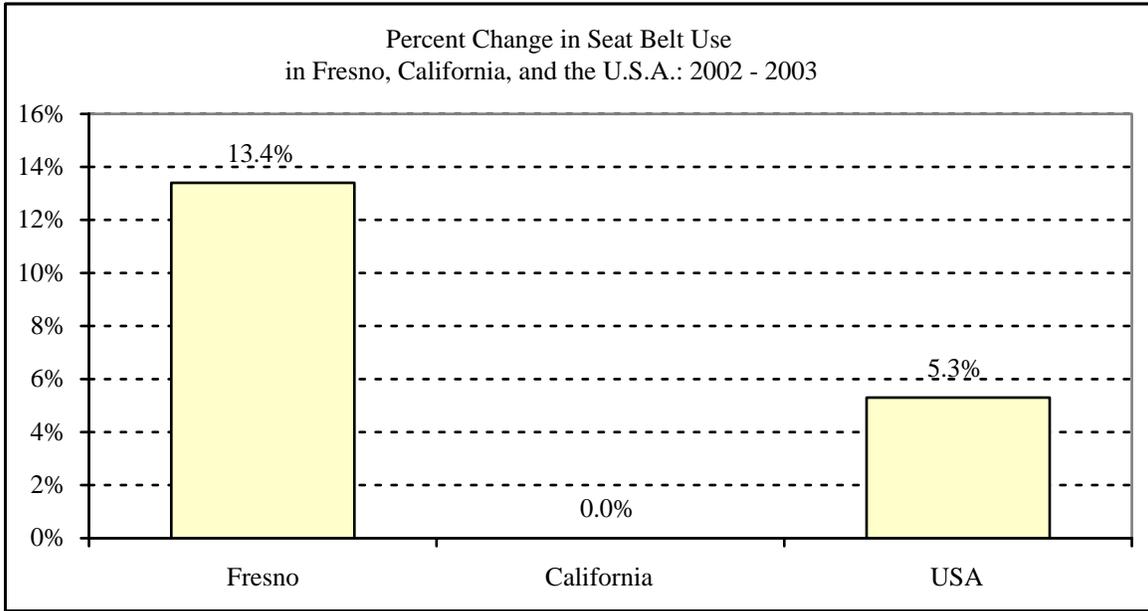
Data Sources: NCSA 2003 Annual Assessment; Fatality Analysis Reporting System (FARS) Web-Based Encyclopedia , www-fars.nhtsa.dot.gov/main.cfm

The following table presents data obtained from the Fresno Police Department and the U.S. Department of Transportation concerning safety belt usage. The data shows a 13 percent increase in safety belt use in Fresno between 2002 and 2003, compared to a 5 percent increase nationwide and no measurable change in the already high statewide compliance rate. The data presented in the table are illustrated in the accompanying figure.

SAFETY BELT USE IN FRESNO, CALIFORNIA, AND THE USA IN THE YEARS 2002 AND 2003

Safety Belt Use	2002	2003	Change
Fresno	82.0%	93.0%	+13.4%
California*	91.0%	91.0%	0.0%
USA*	75.0%	79.0%	+5.3%

*Data Source: Safety Belt Use in 2003 – Use Rates in the States and Territories DOT HS 809 713



In recognition for these and other accomplishments, the Fresno Police Department received the prestigious 2003 Chief's Challenge Award from the International Association of Chiefs of Police.



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HILLSBOROUGH COUNTY SHERIFF'S OFFICE

HILLSBOROUGH COUNTY, FLORIDA

SHERIFF'S TRAFFIC OPERATIONS PLAN

DISTINGUISHING FEATURES

County sheriffs are responsible for providing the full range of law enforcement services, which can place limits on an organization's capacity to perform well in all aspects of its mission. As a result, county sheriffs often assign a relatively low priority to traffic enforcement to preserve resources, and occasionally, to avoid complaints. However, many sheriffs consider traffic safety to be an important responsibility and are willing to devote the effort necessary to address the issues. The Sheriff's Traffic Operations Plan, developed by the Hillsborough County Sheriff's Office, includes impaired driving enforcement and education efforts that rival the programs of many state agencies for which traffic safety is the primary mission.

SETTING

Hillsborough County, located midway along the sunny west coast of Florida, encompasses 1,048 square miles of land and 24 square miles of inland waterways. The unincorporated portion of the county consists of 931 square miles, or more than 86 percent of the total area. The county is home to 1.1 million people, of which more than 700,000 reside in the unincorporated area and are served by the Hillsborough County Sheriff's Office. The City of Tampa is the county seat, the largest of the three cities in Hillsborough County, and the third most populous city in Florida, with 321,490 residents. Tampa is located approximately 200 miles northwest of Miami, 180 miles southwest of Jacksonville, and 20 miles northeast of St. Petersburg, the oldest continuously occupied community in the United States. Plant City, with a population of 32,000, is located in the northeastern corner of Hillsborough County and Temple Terrace, with a population of 22,000, is a suburb of Tampa. Plant City





derives its name from a founder rather than the surrounding agricultural industry, but Temple Terrace is named for the variety of orange that was cultivated there in what was, until the hard freeze of 1928, the largest orange grove in the world.

Agriculture still plays a large role in Hillsborough County (e.g., 75 percent of the Nation's midwinter strawberry crop is produced in the vicinity of Plant City), but the diverse economic base also includes tourism, construction, finance, health care, government, technology, and the port of Tampa.

BACKGROUND

More than 30,000 motor vehicle crashes occur in Hillsborough County each year, resulting in more than 19,000 people injured and an annual average of 200 fatalities. A 26 percent increase in traffic fatalities in 2002 prompted Sheriff's Office staff to question the effectiveness of the agency's traffic enforcement efforts and to form a committee to study the issues. The committee was chaired by a major and composed of two sergeants, five corporals, and an analyst from the agency's Criminal Investigations Division. The committee analyzed crash investigation reports and found that most of the injury and fatal crashes in the county were caused by aggressive or impaired drivers, and the toll in human suffering was made worse by the failure of many drivers and vehicle occupants to buckle up. The command staff of the Hillsborough County Sheriff's Office responded to the study committee's report by directing the development of an operations plan with the objective of reducing the incidence of serious crashes and in other ways improving traffic safety in the county. The study committee was expanded and established as a permanent activity with responsibility for implementing the new Sheriff's Traffic Operations Plan (STOP).



PLANNING PROCESS

The Sheriff's Traffic Operations Plan includes the following components: Traffic Analysis, Procedures and Training, Enforcement Strategies, Public Awareness and Education, and Evaluation.

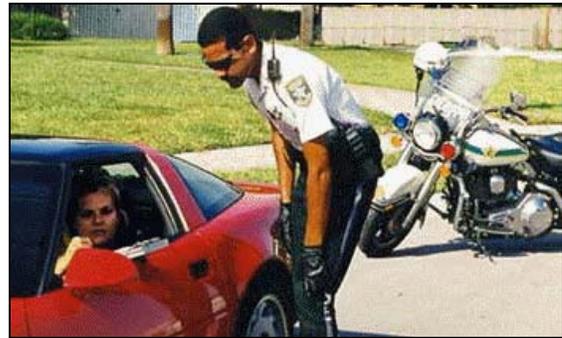
TRAFFIC ANALYSIS

Agency managers realized that a systematic, data-driven approach would increase the probability that their efforts would have an effect on the county's crash

problems. A full-time traffic analyst was hired to work with state and local traffic engineers, deputies, and other law enforcement personnel within the county. The analyst uses advanced software tools and the Geographic Information System (GIS) to prepare a report each month that graphically illustrates the previous month's crash locations, day of week and time of day of the crashes, contributing factors, DUI activity, and emerging trends.² The report is presented at the monthly meetings of the STOP committee and serves as the basis of discussion for the commanders, deputies, traffic analyst, and engineers in their efforts to identify issues and plan enforcement strategies.

ENFORCEMENT STRATEGIES

The STOP committee selects the enforcement strategies and locations for the next month's countywide selective traffic enforcement events and special DUI enforcement activities. The traffic units of the four districts within the Hillsborough County Sheriff's Office also conduct individual initiatives on a daily basis. In addition, Patrol Zone deputies are encouraged to conduct proactive traffic enforcement as time and duty permit.



PROCEDURES AND TRAINING

The authors of the HCSO's plan recognize that an effective traffic safety program requires detailed procedures to guide the actions of competent and well-trained personnel. The agency prepared detailed operating procedures and then conducted training sessions for 930 deputies during 2003; the sessions included instruction concerning the procedures and the importance of traffic enforcement to achieving the agency's goal of reducing the incidence of crashes.

ASSESSMENT

The four district traffic supervisors and staff committee members assess program performance and officer productivity through daily, weekly, and monthly supervision, close monitoring of special enforcement events, and review of crash and arrest statistics. The members of the STOP Committee are encouraged to identify any deficiencies or particularly successful strategies observed during the month to discuss at the next STOP meeting. The program is guided by a policy of continuous evaluation and receptivity to new ideas.

² Geographic Information Systems geodatabase using ESRI ArcView 9.0 and Intersection Magic.

SPECIAL ENFORCEMENT METHODS

The Hillsborough County Sheriff's Office has implemented several special enforcement activities as a consequence of the STOP Committee's analyses of crash and DUI data. The strategies include patrols that focus on speeding and aggressive driving, occupant restraint violations, and maintaining a high-visibility presence in the locations and corridors identified as disproportionately represented in the crash statistics. The



Hillsborough County Sheriff's Office also conducts "Operation 3D," a county-wide, multi-agency DUI enforcement program that includes frequent deployment of saturation patrols and sobriety checkpoints at strategic locations that are identified by the analysis of crash and citation data. The sustained, high-visibility special operations are periodically supported by HCSO aircraft to

facilitate surveillance and to increase public awareness and the deterrence effect of the enforcement programs.

TAMPA – Jesus Rosendo had an appointment with his probation officer Friday afternoon. So he drove himself to the Florida Department of Corrections office on Florida Avenue, despite not having a valid driver's license and driving a stolen car. Turns out Hillsborough County Sheriff's Office deputies were watching for Rosendo and other habitual traffic offenders who didn't seem to understand that revoked or suspended licenses make driving illegal. Especially to the probation office. Deputies from District 1 ran the undercover sting during office hours. Such stings take place every four to five weeks, sheriff's spokesman Lt. Albert Frost said. "It's just a way to keep people who shouldn't be driving off the road," he said. Deputies arrested 11 people as they drove away. Rosendo, 25, of Tampa, told deputies the car was stolen, Frost said. Rosendo remained at Orient Road Jail on Friday, charged with grand theft auto and driving while his license is revoked. Bail was set at \$4,000.

- Sherri Ackerman / Tampa Tribune

FREQUENCY OF OPERATIONS / DURATION OF PROGRAM

During 2003, the Hillsborough County Sheriff's Office conducted 24 multi-district operations that focused on speeding and aggressive driving; 24 days of special enforcement in high-crash locations; four safety belt and child restraint mobilizations; 12 aircraft missions in support of traffic programs; 19 sobriety checkpoints; and, 48 patrols dedicated to DUI enforcement. In addition, the agency conducted 366 DUI awareness programs, 186 safety belt and child restraint programs, and 54 aggressive driving programs. More than 23,000 residents were reached by the agency's publicity campaigns.

PARTICIPATION

The special enforcement activities of the Hillsborough County Sheriff's Office are conducted by the agency's deputies and with the participation of all other law enforcement agencies in the county. Twenty deputies usually are deployed to conduct the agency's special enforcement operations. During the year 2003, a total of 480 deputies were deployed for 24 multi-district, or county-wide, operations; 960 deputies were deployed for 48 DUI saturation patrols; and 380 deputies staffed the 19 sobriety checkpoints that were conducted. Each traffic operation is 8.4 hours in duration; saturation patrols are conducted for 8 hours; and, sobriety checkpoints usually operate for 5-hour periods; that is, deputies of the Hillsborough County Sheriff's Office conducted nearly 14,000 hours of special enforcement during 2003.



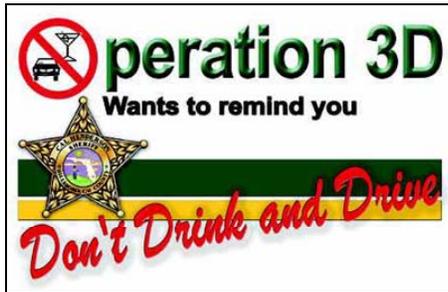
Traffic enforcement operations typically deploy during the hours of 9 a.m. to 6 p.m. or noon to 8 p.m., but change as needed based on crash data analysis. Sobriety checkpoints are conducted from 11 p.m. to 4 a.m. DUI saturation patrols deploy from 10 p.m. to 6 a.m. The special traffic enforcement operations are conducted throughout the 900 square miles of unincorporated Hillsborough County; DUI operations also include the municipalities, and cover all 1,100 square miles of the county.

PUBLIC AWARENESS / PROGRAM VISIBILITY

The Hillsborough County Sheriff's Office conducted five press conferences and issued 36 news media announcements during 2003 in support of special traffic enforcement operations; 1,500 posters and 4,100 brochures were distributed to businesses, neighborhood watch groups, schools, and civic organizations. Two public service announcements were produced (one each in support of DUI and safety belt enforcement) and broadcast during 2003 on HTV (Hillsborough TV, the local public access channel). It is unknown how frequently the PSAs were broadcast, but HTV reaches 950,000 viewers. The Hillsborough County Sheriff's Office received more than



20,000 inquiries via the agency Web site's Traffic Enforcement Page, which is used to post information about safety issues and scheduled events.



In addition, the Hillsborough County Sheriff's Office provides traffic safety education by participating in community events, employer activities, and safety expositions; deputies conducted 138 sessions at local high schools during 2003 to educate young drivers about the consequences of aggressive and impaired driving, and made many presentations to community groups about DUI, safety restraint use,

and other traffic safety issues.

The Hillsborough County Sheriff's Office obtained permission from the local transit agency to decorate a bus with colorful graphics that promote awareness of the Operation 3D DUI enforcement program. The transit agency frequently rotates the routes assigned to this highly visible "moving billboard" to maximize awareness of the agency's impaired-driving enforcement program throughout the county.



The Hillsborough County Sheriff's Office "moving billboard."

FUNDING

The special enforcement and education programs are partially funded by grants, but mostly by the residents of Hillsborough County, Florida.

LESSONS LEARNED

The principal lessons derived from the experiences of the Hillsborough County Sheriff's Office are presented in three categories. The first concerns some of the obstacles that were encountered and the actions taken in response, followed by a discussion of the features that are believed to contribute to the success of the agency's efforts. Specific suggestions from the deputies and civilian staff who created and implemented the HCSO's Sheriff's Traffic Operations Plan are presented third.

OBSTACLES

A consistent approach was lacking.

An important outcome of the STOP development process was identification of the requirement to have consistent supervision and direction of traffic enforcement activities. Each of the four patrol districts has a traffic motor unit, accident Investigators, and DUI deputies. The committee discovered substantial differences in the manner in which the special enforcement activities were conducted in the four districts. There was little evidence of a strategic approach to deployment (e.g., where and when traffic enforcement activities were conducted) and supervision was minimal. In response, the committee recommended that a corporal in each district be assigned the responsibility of supervising all traffic enforcement activities within the district. A Traffic corporal position was created at the discretion of the district major, or the duties were assigned to the existing district administrative corporal. Currently, the traffic corporal position has been established in two of the four districts with responsibility for supervising all traffic enforcement activities within the district commands. The administrative corporal in the other two districts handles the responsibility and delegates planning and other administrative duties to senior motor deputies, as needed. The duties and responsibilities of the traffic corporal continue to expand, which strongly suggests the requirement for permanent positions in all four of the districts.

Personnel were deployed ineffectively.

The traffic analyst who was hired as part of the program discovered that most of the crashes in the county were occurring in the afternoon and evening hours and primarily on Thursdays and Fridays. However, further investigation found that most of the selective district enforcement patrols were being conducted during the morning rush hours and early in the week. The STOP Committee responded by directing the districts to conduct the special patrols during the periods in which they might have the greatest deterrence effect. Traffic enforcement deputies initially resisted the change to strategic deployment, but the effectiveness of the selective enforcement patrols improved when the activity schedules were aligned with the periods of higher crash risk that were identified through analysis.

Court schedules were inconvenient for officers.

Law enforcement personnel were spending inordinate amounts of time in court, which resulted in substantially reduced availability for patrol duty. In response, the Hillsborough County Sheriff's Office and the three municipal police departments approached the Hillsborough Clerk of Court to discuss ways to improve communications and reduce the burden on officers, deputies, and their agencies resulting from the existing court appearance requirements. The discussions led to the adoption of a traffic court schedule in which each law enforcement agency was assigned a specific day of the week that would be devoted to the agency's traffic cases. The new schedule limits the amount of time a deputy must spend in court, facilitates scheduling of other activities, and reduces overtime expenses.

PROGRAM STRENGTHS

The traffic analyst position and the Traffic Crash Management System were funded by a grant from the Florida Department of Transportation. These assets of the Hillsborough County Sheriff's Office contribute immensely to the program's success by enabling the agency to identify specific locations of disproportionate crash risk and other traffic safety problems that previously would have remained undocumented and unnoticed. The systematic approach to the identification of traffic-related issues allows the agency to develop new initiatives and enforcement strategies and to use existing resources more efficiently than in the past.

Creation of the traffic corporal position within the patrol districts is another feature that contributes to the success of the Sheriff's Traffic Operation Plan. The many tasks associated with planning and coordinating the special enforcement activities of a District Traffic Unit now are performed by individuals for whom the tasks are their primary responsibilities. Consolidating the workloads and responsibilities in a single point of contact for each district results in improved communication, consistency of approach, and more effective operations. Creation of the traffic corporal position also elevates the level of professionalism and symbolizes the command emphasis placed on traffic safety.

The ability of the Sheriff's Traffic Operation Plan committee to obtain grants to fund special enforcement activities continues to provide fuel for innovation and effort. For example, the Florida Department of Transportation recently awarded \$137,000 to the Hillsborough County Sheriff's Office for a program to reduce the incidence of aggressive driving. The grant funds will be used to purchase four unconventional patrol vehicles and implement a dynamic media campaign targeting aggressive driving

Open lines of communication and a partnership with the Hillsborough County Clerk of Court continue to contribute to program success. For example, a grant recently was approved for funding a full-time prosecutor for the Hillsborough State Attorney's Office to focus on repeat DUI offenders. The purpose of this grant is to identify repeat DUI offenders, then assign a specialist prosecutor to the cases. It is believed that a consistently high level of prosecution will result in stiffer penalties for repeat offenders.



SUGGESTIONS FROM THE PROGRAM ORGANIZERS

Commitment

First and foremost, the agency must have a commitment to traffic safety. Managers, supervisors, and officers must view traffic enforcement as an important and integral component of the agency's overall mission.

Consistency

Some agencies have a centralized traffic enforcement unit. While this can help, it is not essential to a successful program. However, agencies with decentralized traffic functions, such as the Hillsborough County Sheriff's Office, must ensure that operations are conducted in a standardized manner by each regional or functional component. Close supervision of the planning process and special enforcement operations contributes to a consistent approach throughout the agency.

Analysis and planning

All programs should begin with an analysis of available data, followed by a systematic planning process. That is, all participants should understand that, to be effective, special operations must be guided by strategic goals, and more than simply writing tickets. Analysis and planning ensure that enforcement operations are conducted where and when crashes are occurring, and that officers are writing tickets for the violations that contribute to the elevated crash risk.

Public awareness

Safety presentations and demonstrations should be provided, and brochures and flyers should be distributed to assist the public in understanding the issues and becoming safer drivers. Presentations and materials aimed at high school students and other novice drivers about the dangers of impaired driving are particularly important.

A media campaign to inform the public about the agency's special traffic enforcement operations can (1) help generate support for the programs among concerned citizens; (2) contribute to the general deterrence effect by elevating the perceived risk of being stopped for traffic infractions; and (3) inform citizens that officers and deputies are issuing citations with the intentions of reducing the numbers of crashes and saving lives, rather than to generate revenue.

EVIDENCE OF PROGRAM EFFECTS

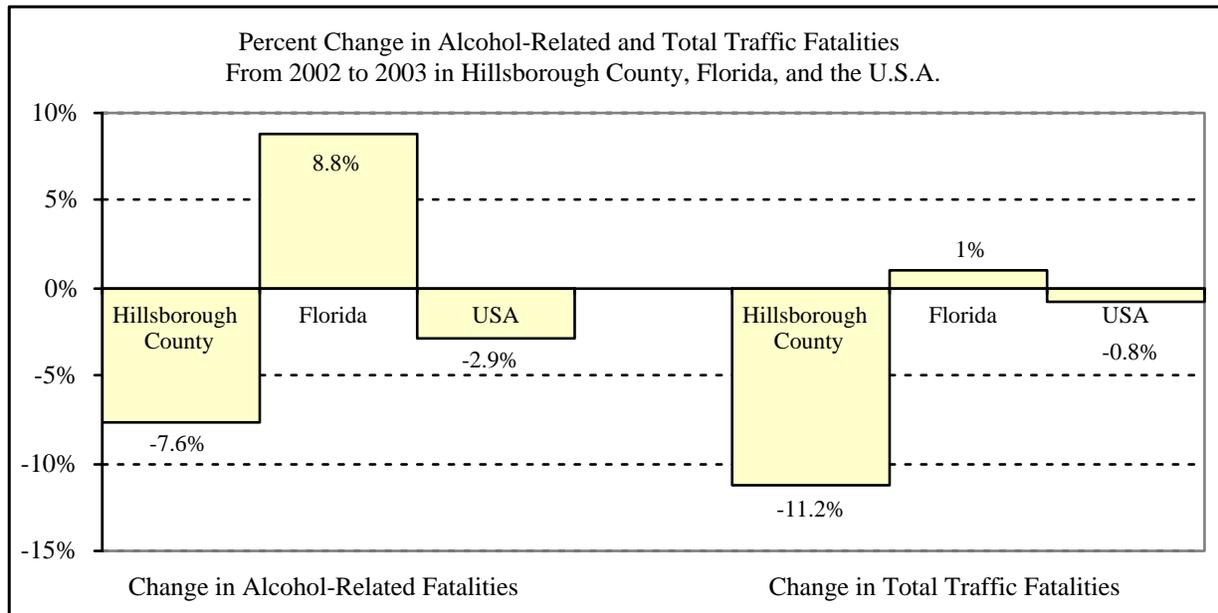
The Hillsborough County Sheriff's Office reports that deputies issued 17 percent more citations in high-crash-rate corridors during the year 2003, compared to the previous year, and 7 percent more citations overall. The number of traffic fatalities in Hillsborough County declined from 223 in the year 2002 to 198 in 2003, the first full year of the Sheriff's Traffic Operation Program, and alcohol-related crash fatalities declined from 79 to 73.

The following table and figure show that the agency's special enforcement efforts are associated with a 7.6 percent decline in alcohol-related fatalities and an 11.2 percent decline in all traffic fatalities in Hillsborough County, from 2002 to 2003, compared to an 8.8 percent increase in alcohol-related fatalities and a 1 percent increase in all traffic fatalities throughout the State of Florida.

ALCOHOL-RELATED TRAFFIC FATALITIES IN HILLSBOROUGH COUNTY, THE STATE OF FLORIDA, AND THE UNITED STATES IN THE YEARS 2002 AND 2003

	Year		
	2002	2003	Change
Alcohol-Related Traffic Fatalities in Hillsborough County	79	73	-7.6%
Alcohol-Related Traffic Fatalities in Florida	1,007	1,096	+8.8%
Alcohol-Related Traffic Fatalities in U.S.*	17,524	17,013	-2.9%
Traffic Fatalities in Hillsborough County	223	198	-11.2%
Traffic Fatalities in Florida*	3,136	3,169	+1%
Traffic Fatalities in U.S.*	43,005	42,643	-0.8%

*Data Source: NCSA 2003 Annual Assessment
 (www-nrd.nhtsa.dot.gov/pdf/nrd-30/ncsa/ppt/2003AAReleaseBW.pdf)



In recognition of the agency's substantial accomplishments, the Hillsborough County Sheriff's Office received the first place award among sheriff's offices with 1,001-2,000 sworn officers, for the 2003 *National Law Enforcement Challenge* of the International Association of Chiefs of Police .



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JEFFERSON COUNTY SHERIFF'S OFFICE

JEFFERSON COUNTY, COLORADO

HIGHLY MOBILE SOBRIETY CHECKPOINTS

DISTINGUISHING FEATURES

The Jefferson County Sheriff's Office routinely conducts roving patrols dedicated to DUI enforcement, but the most distinguishing feature of the agency's program is the frequent deployment of high-mobility/low-staffing-level sobriety checkpoints, following procedures derived from previous NHTSA field studies and experimental evaluations.

SETTING

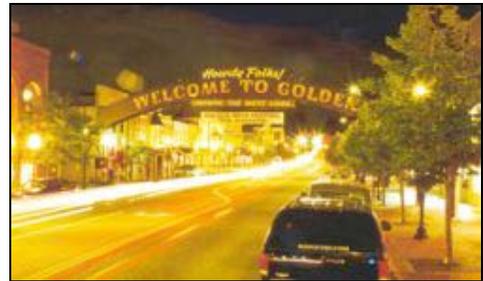
Jefferson County, Colorado, consists of 774 square miles located just west of Denver, where the Great Plains rise majestically to become the Rocky Mountains. The major population centers of the county are located on the broad expanse of elevated plain and in the foothills of the Front Range, but Jefferson County consists mostly of mountainous terrain and includes portions of Pike, Roosevelt, and Arapaho National Forests. Reports of gold in the nearby streams of Pike's Peak brought prospectors to the area beginning in 1858, then coal was discovered. The prospectors were followed by miners and later by settlers who built ranches and farms in the area. There are eight cities within the county, the largest of which are Lakewood (population 143,000) and Arvada (100,000); 85 percent of the county is unincorporated and home to 185,000 of Jefferson County's 530,000 residents. The county was once an agricultural and mining area, but now is a thriving suburban, business, industrial, and residential center; it is the location of the Colorado School of Mines, the Coors Brewery, the Denver Federal Center, and several tourist attractions. Jefferson County also serves as a gateway to the spectacular beauty of the Rocky Mountains and maintains nearly 200 miles of hiking trails that attract visitors from all over the world.



BACKGROUND/ PLANNING PROCESS

Prior to 2003, the Jefferson County Sheriff's Office usually conducted one large sobriety checkpoint each year. It was a difficult task to assemble the 45 to 65 officers and support staff from several local agencies to conduct the checkpoints, and although local managers recognized the merits of checkpoints, they were not very supportive because of the costs involved and public perceptions of such large operations. Then, three children were killed in separate crashes in the county during the first few weeks of 2003 and several DUI crashes occurred in local cities.

During this period, a sergeant of the Jefferson County Sheriff's Office was inspired by a presentation at a traffic safety meeting and, in response, proposed to conduct a series of sobriety checkpoints that would be operated by far fewer officers than the agency's customary approach, and the checkpoints would be moved from one location



to another several times during each deployment. The managers of the Jefferson County Sheriff's Office gave their approval.

I attended a meeting where the guest speaker, Randall Smith, founder of the Tennessee Checkpoint Program, spoke about conducting checkpoints with fewer than the usual number of officers and for briefer durations, and moving them from one location to another. Randall Smith inspired me to think about how we could conduct similar checkpoints, which would be more efficient and could be conducted in mountainous areas where we have a substantial DUI problem. Shortly after this meeting, a crash occurred that resulted in the death of four young juveniles, all students from a nearby high school in the southern part of Jefferson County; alcohol was determined to be the cause. The press coverage was extensive, as you might imagine. I spoke about the crash with the CDOT coordinator, Lanney Holmes, on several occasions and he encouraged me to look again at these smaller checkpoints. I agreed and two weeks later we conducted the first of what we call "hit and run" checkpoints. Although Lanney wanted me to conduct it on a Friday or Saturday night I was skeptical, having never seen this type of operation before. Instead, I elected to experiment with the concept on a Thursday night and on the quietest streets I could find to see if we could actually move the operation around and be effective. I recruited about 15 officers and three supervisors from three different agencies to help. We pulled into our first location and were surprised to find news reporters, cameras, and lights everywhere; it appeared that Lanney had spread the word. We set up within ten minutes and were underway. Within 15 minutes we already had two DUIs and I was sold. We continued the checkpoint for about two hours then moved to another nearby location. We didn't find any DUIs there; however, people came out of their houses to see what all the flashing lights were about. The officers were delighted with the success of the first checkpoint of the evening and spoke freely to the residents about why we were there. The public's extremely positive response was gratifying and gave us all further encouragement to proceed. We continued at that location for another hour or so, then moved the checkpoint again. The third location scared me a little because the volume of traffic was greater than expected and we have had many DUI crashes on that stretch of highway over the past several years. The highway leads to one of the gambling communities in the mountains, about 18 miles away. We pulled up, deployed the equipment, and within about an hour we had made an additional eight DUI arrests. I had to shut the checkpoint down because we had run out of personnel to operate it safely. We have grown in experience, become more knowledgeable, and refined the procedures since then. However, we conduct the sobriety checkpoints now in about the same way as we did on that first night of experimentation.

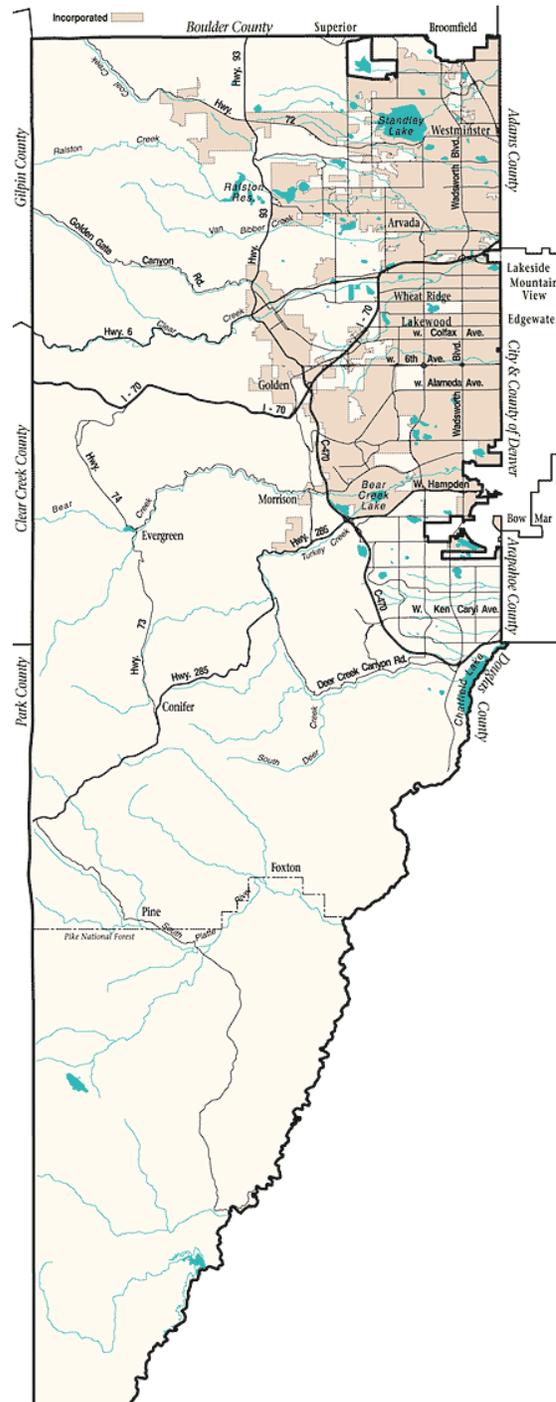
– Sergeant Robert Vette, Jefferson County Sheriff's Office

SPECIAL ENFORCEMENT METHODS

Beginning in 2003, the Jefferson County Sheriff's Office has conducted a series of mobile sobriety checkpoints. Deputies deploy quickly, shutting down traffic for fewer than 15 minutes while they set up the signs and cone patterns. They then open the checkpoint and contact the drivers of every vehicle in the approach lane, informing them of recent DUI crashes in the area and checking for visible signs of impairment; contacts are brief, usually fewer than 30 seconds. The checkpoint is operated in this manner for about two hours, then quickly moved to another location for a two-hour deployment, then to a third location. Representatives from other Colorado agencies frequently observe JCSO checkpoints with the intention of conducting similar operations. The Jefferson County Sheriff's Office also has developed a six-person checkpoint for quick deployment in problem neighborhoods or mountainous areas.

JCSO sobriety checkpoints usually are staffed by at least three on-site supervisors. One supervisor is designated the line supervisor (where the officers make contact with drivers). The line supervisor is responsible for ensuring that the officers are safe, acting appropriately, and adhering to the operational plan; the line supervisor also monitors traffic flow and serves as back-up for the line officer in the event of an emergency. Although the operational supervisor will make any announcement about the "flushing of the pattern" (allowing vehicles to proceed without contacting the drivers) it is the line supervisor who must ensure that the pattern is "flushed" expeditiously and who alerts the operational supervisor when the pattern can return to normal operation.

A second supervisor is assigned to the processing area. This supervisor's responsibilities are again to ensure the safety of the officers and motorists and that



information about everyone entering the processing area is collected and recorded appropriately. This supervisor also assists the line officer by ordering trucks to tow violators' vehicles, completing the tow slips, and coordinating vehicle searches. This support from the supervisor allows the line officer to focus attention on the violator and return to the contact position on the line as quickly as possible.

The third supervisor is designated as the operational supervisor and is responsible for planning and coordinating all aspects of the checkpoint. The operational supervisor monitors safety issues, ensures that everyone performs their tasks in accordance with the operational plan, and serves as back up to any of the other supervisors during periods of heavy workload. During low-staffing-level checkpoints, all personnel have at least two jobs, a primary and a secondary assignment.



FREQUENCY OF OPERATIONS / DURATION OF PROGRAM

The Jefferson County Sheriff's Office conducts dedicated DUI patrols on every Friday, Saturday, and Sunday night of the year (between 9 p.m. and 3 a.m.); these special DUI patrols are in addition to 24 to 37 deputies on normal patrol duty each night. Also, the Jefferson County Sheriff's Office conducts at least one checkpoint each month during the winter and at least two checkpoints each month during the spring and summer, usually deploying during the same hours as the dedicated DUI patrols. The agency conducted more than 40 checkpoints in May 2003 and June 2004.



PARTICIPATION

At least two Jefferson County Sheriff's Office deputies who specialize in DUI enforcement conduct the routine weekend DUI patrols. They focus their special enforcement on approximately 10 square mile areas of the county at a time. The agency's mobile sobriety checkpoints are staffed by 6 to 25 deputies or officers from municipal police departments working together. The number of officers needed to conduct a checkpoint safely is

determined by the characteristics of the location.

PUBLIC AWARENESS / PROGRAM VISIBILITY

The high-visibility, special enforcement operations are preceded by press releases and the distribution of educational information to increase public awareness of the program. In addition, the Jefferson County deputies created posters that list the approximate costs of a DUI arrest then distributed them to DMV Offices, schools, and alcohol programs as part of the agency's ongoing outreach activities. The posters also were distributed to every establishment in the county that sells alcoholic beverages, with the intention of reinforcing the agency's aggressive approach to over-serving at bars. The deputies had conducted frequent visits to bars to inform operators that over-serving is not tolerated. Then they began asking every person arrested for DUI, whether at a checkpoint or during a saturation or normal patrol, where the person had been drinking. If the person specifies a bar within the jurisdiction, the back-up deputy or officer later visits the bar to obtain the names of the servers, doorman, and other personnel; the information is provided to the agency's Intelligence Unit, which is responsible for investigating liquor license establishments. In response to a deputy's visit, the owners of a bar recently had glasses made with the JCSO's DUI cost poster printed on them. They use the glasses to serve nonalcoholic drinks to customers who appear to be approaching inebriation.



JEFFERSON COUNTY, COLORADO
SHERIFF
800 JEFFERSON COUNTY PARKWAY • GOLDEN, CO 80421 • (303) 277-0211

It is everyone's responsibility to know and obey the laws concerning alcohol possession and consumption.

It is unlawful to sell, provide, or permit the sale of any alcoholic beverage to any person under 21, to a visibly intoxicated person, or to a known habitual drunkard.

It is unlawful for any person under 21 to obtain or attempt to obtain any alcoholic beverage in any place where alcoholic beverages are sold.

It is unlawful for any person under 21 to possess alcoholic beverages in any store, in any public place, including public streets or highways, or upon property owned by the state of Colorado or any subdivision thereof, or inside vehicles while upon the public streets or highways.



SHERIFF
JEFFERSON COUNTY
COLORADO
1859

It is unlawful for a parent or guardian of any person under 21 to knowingly permit or compel that person under 21 to violate these laws.

It is unlawful to consume alcoholic beverages (except 3.2 beer) in any public place, except on licensed premises permitted to sell alcohol by the drink. Alcoholic beverages consumed on those premises must be purchased from that establishment.

If you live in an incorporated part of the county, your local jurisdiction may have other laws or policies related to possessing, consuming, or selling alcoholic beverages. It is your responsibility to know and obey the laws in your area.

Report suspicious people or vehicles to the Sheriff's Office
(303) 277-0211
Non-emergency

9-1-1
Emergency

To find out more ways you can protect your home, property, and neighborhood, please contact your Crime Prevention Deputy at (303) 271-5363 or (303) 271-5113.
www.jeffcosheriff.com

ATTENTION - CRIME PREVENTION TIP FROM THE SHERIFF'S OFFICE - ATTENTION

One of many "Crime Prevention Tips" distributed by the Jefferson County Sheriff's Office.

Editor: I want to thank the officers who were out this past Friday night on Highway 74 by the Evergreen Nursery. My friend and I were driving back from Morrison to Evergreen when we were surprised to see so many patrol cars and officers out on a cold, snowy night to check for drunk drivers. I think it was great! We passed through the checkpoint just fine, but you never know who could be driving while impaired right behind us. So, again I thank the officers for being there and looking out for our safety.

– Laura Smith, Evergreen

\$8,866⁰⁰

Drinking and Driving is a Costly Mistake.

Defense attorney's fee	\$2,500*
Cost to tow your car	\$65
Car storage fee per day	\$10
Bail fee (coverage 10% of required bond)	\$70
Minimum fine	\$300
Victim Assistance Fund	\$80
Victim Compensation Fund	\$60
Law Enforcement Assistance Fund	\$90
Alcohol evaluation	\$156
Restitution cost for chemical testing	\$30
Probation supervision fee	\$50
Community service supervision fee	\$60
License reinstatement fee	\$40
Drivers' license re-testing and new license	\$25

Add These Probable Additional Costs:

Alcohol evaluation classes	\$525**
Victim Impact Panel assessment (if ordered)	\$25
Auto insurance increase	\$4,800
	(\$1,600 penalty for three years!)

Total **\$8,866**

IS IT WORTH IT TO YOU?

* Defense attorney fees for a 30-day arraignment to the facts of a case, the attorney's individual rates, and whether the attorney also handles the Department of Motor Vehicle suspension hearing. Because there are other options from the various state contractors of the Sheriff's Department, based on other contractors.

**SOBRIETY
CHECK-
POINT**

YOU DRINK. YOU DRIVE. YOU LOSE.

JEFFERSON COUNTY, COLORADO

SHERIFF

300 JEFFERSON COUNTY PARKWAY • GOLDEN, CO 80401 • (303) 277-0811

www.jeffcosheriff.com

63 SHERIFF

Public awareness poster developed by the Jefferson County Sheriff's Office.

FUNDING

The Colorado Department of Transportation administers the Colorado Law Enforcement Assistance Fund (LEAF), an effective and uniquely appropriate means for supporting efforts to counter drinking and driving. Approximately \$90 from each DWI/DUI fine paid in Colorado is allocated to LEAF for disbursement to municipal and county law enforcement agencies in the form of grants to help support DWI enforcement activities. More than \$20 million in LEAF grants have been awarded since the program began in 1984. Two of the criteria for receiving LEAF grants are that an agency must have at least 80 percent of its officers trained in SFST administration, and the agency must conduct SFST refresher training according to the State standard. The special enforcement and education programs conducted by the Jefferson County Sheriff's Office are partially funded by Colorado LEAF grants, but most of the support is provided by the residents of Jefferson County.

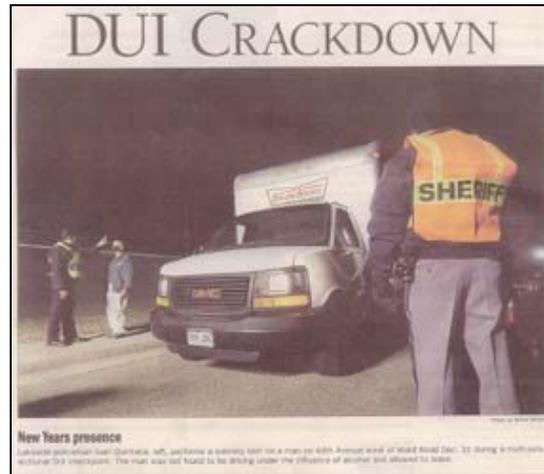
LESSONS LEARNED

The principal programmatic lessons identified by the Jefferson County Sheriff's Office are presented in three categories. The first concerns some of the obstacles that were encountered and the actions taken in response, followed by a discussion of the features that are believed to contribute to the success of the program. Specific suggestions from the organizers of the program are presented third.

OBSTACLES

Acceptability.

Some of the police managers in Jefferson County resisted participating in the checkpoints at first, believing that it was necessary to commit large numbers of officers to an operation and that more DUI arrests could be made if the resources were devoted to roving patrols. In response, Sergeant Vette invited all of the metro agencies in the county to observe a mobile sobriety checkpoint. The experience convinced most of the police managers of the tactic's feasibility and merit. The sergeant then arranged for a checkpoint to be conducted in one of the cities that continued to question the method; the deputies and officers made 16 DUI and three other arrests in the first hour and 45 minutes of operation. That city became one of the most active supporters of the program, which now includes all law enforcement agencies within Jefferson County.



Relations with the Courts and DMV.

Department of Motor Vehicle (DMV) hearings resulting from DUI arrests made at sobriety checkpoints had been frustrating for some deputies. In response, Sergeant Vette invited the chief DMV hearing officer to a checkpoint and explained the

procedures thoroughly. The hearing officer was impressed with the operation, became a strong advocate, and now teaches at JCSO academies and provides in-service training concerning relevant legal issues.

PROGRAM STRENGTHS

Among the strengths of the program are the variety of special enforcement tactics used by the Jefferson County Sheriff's Office. In addition to the routine roving DUI patrols, the agency occasionally conducts traditional, high-staffing-level sobriety checkpoints, but most operations are highly mobile and staffed by a minimum number of personnel. The checkpoints are particularly effective because the procedures have been developed specifically for the local conditions (i.e., city streets, major arterials, mountain roads, cold weather). Additional strengths are access to Colorado's LEAF program and the technical support and encouragement provided by the Colorado Department of Transportation. Perhaps most important, the program benefits from the sergeant's hands-on leadership and the support provided by the managers of the Jefferson County Sheriff's Office.

SUGGESTIONS FROM THE PROGRAM ORGANIZERS

Supply Food and Water.

Jefferson County encompasses a lot of territory, so officers and deputies often are unfamiliar with the area selected for a sobriety checkpoint, especially in the mountains. They might only know how to find the local jail or their way back to their own jurisdictions. Sergeant Vette discovered that if you allow these officers to depart the location for dinner, they may never find their way back to the checkpoint. The low-staffing-level approach compounds the problem because there are no extra personnel to fill in if traffic becomes busy while an officer is trying to find something to eat. Also, there may not be restaurants or stores open during checkpoint hours, especially in the mountains and in small communities. For these reasons, the sergeant suggests that it is more effective to supply some sort of food for the participants at the checkpoint location (e.g., pizza, coffee, sodas, water). He advises that officers will want something hot to drink during the winter checkpoints and an abundance of water at all checkpoints, but especially those conducted during the summer.

Supervisors must monitor performance closely to ensure safety.

Summertime checkpoints require attention to safety issues, but the burden on supervisors is much greater when conducting checkpoints during the winter due to the additional risk factors associated with cold weather. When temperatures approach freezing, it is important to remind all personnel that they must use periods of low traffic volume to periodically retreat to their vehicles for warmth. This is usually the officers' opportunity to eat, as well. Officers will sit in a warm car for 15 minutes, or until the traffic begins to increase, then exit and immediately receive a cold blast of frigid air on their way back to the contact point where they can become severely chilled while waiting for approaching vehicles. It is during these periods when the supervisors must be especially vigilant. The sergeant suggests that when officers begin to shiver you may

want to switch to saturation patrol and release the officers who are too cold to function safely. Supervisors must be aware that temperatures can drop quickly and they must take immediate action to ensure the safety of the officers and public. For these reasons, the number of supervisors assigned to a checkpoint should be doubled during the winter.

Highway conditions also must be monitored closely during winter checkpoints. Conditions can change frequently and quickly. Many snowplows have the capability to measure the temperature of the highway surface; the operational supervisor should be in frequent contact with road crews to ensure that the condition of the highway will allow motorists to slow down and stop prior to entering the cone pattern that defines the checkpoint. Ice will form when the surface temperature drops below 30 degrees in the presence of moisture of any kind (snow, rain, sleet). During these conditions, the cone pattern should be lengthened and narrowed. A narrow cone pattern will force motorists to slow down and if icing occurs, the officers will begin to see the cones falling as drivers attempt to maintain lane position with poor traction. This would be a good time to close the checkpoint for the night. High winds that knock cones over and lightning in the area are other reasons to interrupt or discontinue the operation. Everyone working a sobriety checkpoint during the winter should remain vigilant of changing environmental conditions.

It is reasonable to ask why the Jefferson County Sheriff's Office conducts sobriety checkpoints under what might be described as extreme environmental conditions. The answer is that the program organizers believe it is important to conduct checkpoints in all weather conditions in order to obtain the maximum general deterrence effect. In Sergeant Vette's words, "We want motorists to know that we conduct checkpoints during all seasons of the year and under all environmental conditions. It sends the message to the public that we are committed to our mission."

Caravan to the location of the checkpoint.

All personnel and vehicles should travel together in a caravan to the locations of large checkpoints (15 to 35 officers). Personnel and equipment arriving at a site simultaneously minimizes the time required to set up the cone patterns, deploy the signs, establish processing areas, and ensure that an exit is provided prior to entering the approach lane. The caravan also reduces the possibility of someone becoming lost en route to a distant or unfamiliar location.

Traveling to a sobriety checkpoint in a caravan can be dangerous. With equipment trucks and trailers, generators for lighting, variable messaging signs in tow, and several patrol vehicles, the caravan may be as long as a mile and quite a sight with the patrol vehicles' emergency lights in operation. The caravan causes motorists to stop and watch the display, which contributes to public awareness of the special enforcement effort. Occasionally, a vehicle in the caravan must reduce speed and, although the caravans move slowly, rear-end crashes can occur if the drivers of following vehicles do

not react quickly. For this reason, all drivers in the caravan should be warned before departing that they must be prepared to stop at any time.

Caravans are not necessary when conducting low-staffing-level checkpoints (6 to 8 officers). Fewer items of equipment are needed and usually all of it can be transported to the checkpoint site in the patrol vehicles.

Document everything.

It is recommended that all law enforcement agencies involved in a checkpoint retain copies of the operation plans, briefing sheets, and the diagrams that were presented at the operations briefing prior to deployment. The plans and diagrams should be incorporated in all DUI arrest reports resulting from the operation. This helps the prosecutors to determine the type of case and verifies that the checkpoint was conducted properly. The operational supervisor should maintain a file of all original documents to serve as backups if anyone misplaces a report, and to send a set to the local prosecutor. Finally, inform the District Attorney's Office of planned sobriety checkpoints and invite the staff to attend to personally observe the operation.

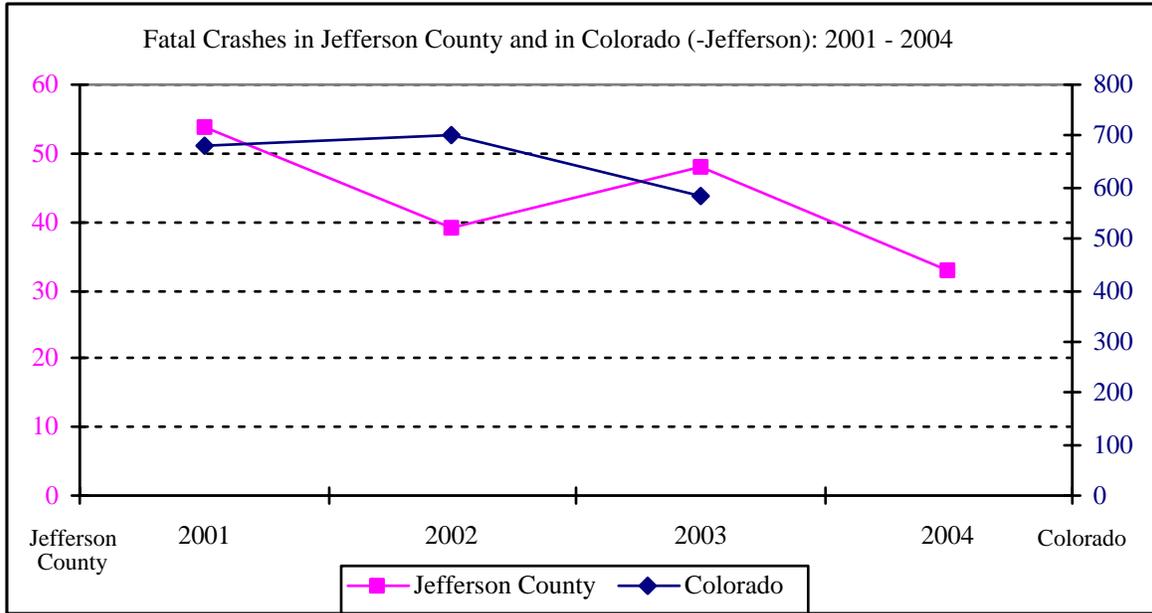
EVIDENCE OF PROGRAM EFFECTS

The Jefferson County Sheriff's Office began its sobriety checkpoint program in June 2003 in response to an inordinate number of fatal crashes early in the year. Only data concerning fatal crashes is available at this time for 2004, the first full year of the special enforcement program. The following table presents the numbers of fatal crashes in Jefferson County for the years 2001 through 2004 and the numbers of fatal crashes in all other counties of Colorado, combined, for the years 2001 through 2003. The following figure illustrates the 31 percent decline in the number of fatal crashes in Jefferson County during 2004.

NUMBERS OF FATAL CRASHES IN JEFFERSON COUNTY AND IN ALL OF COLORADO: 2001 - 2004

	2001	2002	2003	2004
Jefferson County	54	39	48	33
Colorado (minus Jefferson County)	682	704	584	n/a

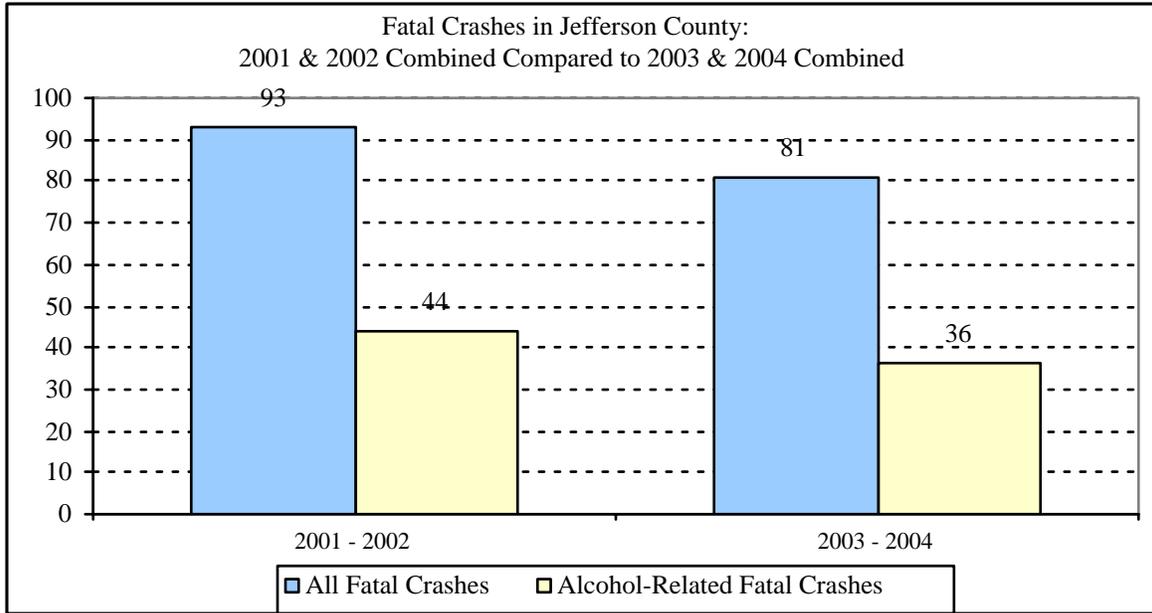
Data Source: Colorado Department of Transportation.



The following table presents the total numbers of fatal crashes in Jefferson County and the subsets of those in which alcohol was involved in the years 2001 through 2004. The accompanying figure compares the combined totals for the years 2001 and 2002 to the combined totals for the years 2003 and 2004. Crash data by month is not available and because the checkpoint program was implemented in June 2003, the totals for the program period necessarily include crashes from the first six months of 2003 (i.e., before the program began). Nevertheless, the table and figure reveal substantial declines in both the numbers of fatal crashes and alcohol-related fatal crashes in Jefferson County during the 2-year period that includes the first 18 months of the special enforcement program.

NUMBERS OF FATAL CRASHES AND ALCOHOL-RELATED FATAL CRASHES
IN JEFFERSON COUNTY: 2001 - 2004

	2001	2002	2003	2004
All Fatal Crashes	54	39	48	33
Alcohol-Related Fatal Crashes	31	13	20	16



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RAINBOW BABIES & CHILDREN'S HOSPITAL

CUYAHOGA COUNTY, OHIO

DUI TASK FORCE AND PUBLICITY CAMPAIGN

DISTINGUISHING FEATURES

Parochial concerns, city/suburb rivalry, and the absence of a shared sense of purpose had prevented the 60 law enforcement agencies in Cuyahoga County, Ohio, from engaging in cooperative traffic safety programs. A solution was found in 2002 with the formation of the Cuyahoga County Speed, Reckless, and Aggressive Driving / DUI Task Force, an organization administered by the Rainbow Babies & Children's Hospital of Cleveland. The leadership provided by this nongovernmental entity has mitigated traditional competition and rivalries among the law enforcement agencies, replacing jurisdictional friction with sincere cooperation and dedication to a sustained, highly visible and innovative program of impaired-driving enforcement, publicity, and education.

SETTING

Cuyahoga County is located in northeastern Ohio, encompassing 458 square miles along the southern shore of Lake Erie. Manufacturing provided the historic foundation for the county's economy. But heavy industry declined rapidly during the last quarter of the 20th century, with aging plants unable to compete with cheaper goods from overseas. Manufacturing has declined, but the county still maintains one of the principal ports on the Great Lakes and continues to serve as a collecting point for highway and railroad traffic from the Midwest. Large quantities of iron ore, limestone, gravel, cement, and iron, steel and petroleum products pass through the Port of Cleveland each year. International trade is made possible by the Saint Lawrence Seaway, which provides oceangoing ships with access to America's heartland. However, the population of Cuyahoga County has declined steadily during the past four decades, despite the commerce of a busy port, extensive renovations, and creative efforts to revitalize the area, such as the founding of the Rock and Roll Hall of Fame and Museum and other world-class architectural projects. Cuyahoga County's population has declined from 1.7 million in 1970 to



Cleveland's Rock and Roll
Hall of Fame and Museum

1.3 million in 2004. The population of Cleveland, the county seat, has declined correspondingly, losing 100,000 residents since 1980. Despite the declines, Cuyahoga County remains the most populous county in Ohio.

BACKGROUND/ PLANNING PROCESS

In March of 2002, the Ohio Department of Public Safety identified Cuyahoga County as one of Ohio's top 10 problem areas for alcohol-related crashes. Representatives of Rainbow Babies & Children's Hospital were aware that the National Highway Traffic Safety Administration was strongly encouraging states to adopt a low-staffing-level approach to sobriety checkpoints and that State traffic safety personnel were searching for a mechanism to implement the concept in Ohio. During preliminary discussions with staff of the Ohio Governor's Highway Safety Office, representatives of Rainbow Babies & Children's Hospital proposed a DUI Task Force for Cuyahoga County that would develop and test a model program consisting of frequent low-cost, low-staffing-level checkpoints with coordinated special DUI patrols and an innovative publicity campaign. A key feature of the plan was to limit reimbursed costs to \$2,500 per checkpoint in order to stretch the budget and maximize the special enforcement activity.



In November 2002, the Ohio Department of Public Safety awarded a grant to the Cuyahoga County Safe Communities Program, which is administered by the Rainbow Babies & Children's Hospital, to create a countywide DUI Task Force. The grant agreement stipulated that the Task Force would share its experiences with others in the state with the intention of encouraging Ohio law enforcement agencies to adopt the strategies and procedures developed by the Task Force if they were found to be successful in Cuyahoga County.

Program organizers established the formation of the countywide task force as their primary objective and set the following specific goals for the first year.

- 10 percent increase in DUI enforcement and arrests.
- 5 percent increase in DUI convictions.
- 5 percent fewer crashes in which alcohol is a contributing factor.

Initial funding for the Cuyahoga County DUI Task Force was insufficient to support the planned special enforcement effort and no funds were available to implement the officer training and large-scale publicity and education campaign that the organizers hoped would transform the impaired driving enforcement



efforts of individual police departments into a coordinated, countywide general deterrence program. Thus, the task force organizers were confronted with three challenges: (1) obtain the cooperation of as many of the county's law enforcement agencies as possible to conduct a sustained program of frequent, high-visibility special enforcement activities; (2) obtain the participation of businesses, the media, and the public to support the program; and (3) develop and implement a countywide publicity and education (PI&E) campaign intended to reduce the incidence of drinking and driving. The task force's plan for meeting the challenges during the first year of operation is outlined below.

LAW ENFORCEMENT ACTIVITY

- Develop procedures for conducting low-staffing-level sobriety checkpoints.
- Train at least 50 law enforcement officers and supervisors to plan and conduct sobriety checkpoints and special DUI patrols.
- Train at least 75 law enforcement personnel in Alcohol Detection and Prosecution (ADAP) techniques, including the administration and scoring of NHTSA's Standardized Field Sobriety Test battery.
- Invite judges to the training sessions.
- Encourage participating law enforcement agencies to conduct a minimum of four sobriety checkpoints.
- Link the DUI special enforcement efforts to existing Safe Communities programs to increase "buy-in" and obtain economies of scale.

COALITION BUILDING

- Build a multidisciplinary, multijurisdictional, multi-agency DUI Task Force with a membership of at least 60 people representing law enforcement, judges, prosecutors, community leaders, businesses, MADD, news media, hospital and EMS staff, and Safe Communities program personnel.
- Create a partnership with the owners of bars and restaurants to promote the *You Drink & Drive. You Lose.* message.
- Involve local licensed beverage distributors to help spread message.

PUBLICITY AND EDUCATION

- Increase community awareness of DUI as a problem.
- Increase community support for DUI reduction/enforcement initiatives such as DUI checkpoints.
- Increase community support for strict DUI adjudication.
- Implement Sports Fan Campaign Patrols on weekend days and evenings in the vicinity of sports bars.

- Encourage alcohol-serving establishments to display program messages on window stickers, posters, table tents, and patrons' receipts.

JUDICIAL ISSUES

Task force members met with several Municipal Court judges in Cuyahoga County to learn about the issues related to the successful adjudication of impaired driving offenses. The information obtained from the judges was used to develop the training program that would be offered to the participating agencies. For example, the training included instruction about proper problem identification for locations of sobriety checkpoints, and every "line officer" was required to be SFST/ADAP-certified. The first three hours of the Sobriety Checkpoint Training session focused on the legalities of conducting a sobriety checkpoint. Participating agencies have conducted more than 60 checkpoints and made more than 100 DUI arrests since the program began. No charges have been dismissed nor has a suit been filed objecting to the constitutionality of the procedures used during the checkpoints.

Interviews with local district attorneys revealed staggering caseloads for many prosecutors, which contributed to the practice of pleading down DUI cases. Also, it was learned that many prosecutors have no training or experience concerning DUI detection, evaluation, and adjudication. In response, the task force sponsored two training sessions for prosecutors, "Protecting Lives, Saving Futures," developed by the National Traffic Law Center, and a seminar concerning Ohio's impaired-driving laws. The task force encouraged the participation of county prosecutors by offering free continuing education credits.

PUBLIC AWARENESS / PROGRAM VISIBILITY

Program organizers realized that the publicity had to be relevant to all residents of the county, an area in which people are accustomed to Nickel Beer Night and the "Dawg Pound" at Brown's Stadium, and to fostering the image of a hard-drinking, hard-working, blue-collar town. The organizers of the program from Rainbow Babies & Children's Hospital convinced the managers of 33 of the 60 local law enforcement agencies to participate in the program, and were even more successful in engaging popular and financial support for the program. They accomplished this objective by conducting a series of unusual and highly memorable events that attracted enormous media attention to the program at very little cost. For example, they held a "Holiday Mocktail Party," in which area hospitals, police departments, and fire departments competed to create the best nonalcoholic holiday drink. Local radio and television news personalities were recruited to serve as judges, with the intention of obtaining media coverage. Recipe books resulting from the event were later sold throughout





the county. The program organizers also held a press conference in a hotel ballroom, with empty tables surrounded by yellow police tape to symbolize the victims of DUI crashes. A line of officers in full-dress uniforms stood at attention near the podium, contributing to the dramatic effect.

The ballroom was prepared with 10 tables set for dinner with 81 place settings, each one representing a victim of a DUI crash on Cuyahoga County roads since 1998. Two places were set with highchairs and wrapped presents for the two children who were killed. Thirty police officers in dress uniform stood at attention at the front of the room, representing 16 Cuyahoga County law enforcement agencies and demonstrating their commitment to removing impaired drivers from the road. One table displayed ideas for responsible party hosting, including a selection of protein-rich foods (cold cuts and cheeses), alcohol-free wine, dessert and coffee, a clock, and "mocktail" recipe books. Victims' family members, program organizers, and law enforcement officers were available for interviews following the press conference.

The organizers of the Cuyahoga County Safe Communities Program sent press packets and press-conference-related incentives to members of the media on three occasions before each conference to remind them to attend; 160 press packets were sent; 5,000 *Designer Drinks, Designed to Keep You Safe* recipe books were distributed by area businesses; 1,000 "Fast Facts" flyers were distributed by a bank and 2,500 at checkpoints and during special patrols; and 500 program decals were distributed to grocery stores, bars, and restaurants to display on their windows and cooler doors.



Reminders of the special enforcement activities were broadcast on local cable-access channels a total of 100 times (reaching an estimated 60,000 residents) and a public service announcement produced by the Cleveland Police Department was aired 40 times and was seen by at least 200,000 residents. Forty-five television and 50 radio news stories about the impaired driving enforcement program were broadcast and 25 articles were published in local newspapers; officers appeared on local television and radio stations several times to further publicize the enforcement activities. The news coverage was highly supportive and extremely effective in elevating public awareness of the program. Also, officers presented information about the program at 20 community meetings (attended by approximately 500 local people) and made 30 presentations at local high schools, reaching an estimated 13,000 students.

The program's extensive publicity efforts included 20 municipal signs that displayed the program's message; four Ohio Department of Transportation variable message trailers parked on Interstate 71 throughout the campaign flashing the message; one message sign deployed in various locations in the county; the message board at the Cleveland Hopkins International Airport flashed the program message to vehicles leaving the airport during the campaign; and, all police cruisers displayed magnetic door shields emblazoned with the program logo during the special DUI patrols.



You Drink & Drive. You Lose.

SOBER... SAFE

DON'T DRINK & DRIVE

CLEVELAND Indians™

You Drink & Drive. YOU LOSE

THE GREATER CLEVELAND AREA AUTOMOBILE DEALERS ASSOCIATION

CUYAHOGA COUNTY IMPAIRED DRIVING FACTS

- Alcohol related crashes are deadlier and more serious than other crashes.
- In 2000, alcohol related crashes accounted for over 120 million dollars in economic loss in Cuyahoga County.
- Alcohol related crashes accounted for 33% of all fatal crashes, even though they accounted for only 3.7% of total crashes.
- 25% of all alcohol related fatalities involve a drinking driver under the age of 21.
- Statewide, 92% of errant drivers in fatal crashes have a BAC of .08 or more.
- **As of July 1st, 2003 the legal BAC level will change from .10 to .08.**

DUI COSTS

\$4,900 is probably more than you planned on spending for a night out with a friend, right? A first offense DUI (Driving Under the Influence) charge could add up to that much.

You can be convicted of a DUI for driving under the influence of alcohol, narcotics, prescription drugs, or any other mind-altering substance.

Your license can be revoked for refusing to take a blood alcohol test and begins immediately upon arrest. First offense results in a one-year suspension, second offense is a two-year suspension, third offense is a three-year suspension and a fourth or more offense is a 5-year suspension.

PENALTIES FOR DUI ARE SERIOUS

# of Offenses within 5 years	Possible Jail Time	Mandatory Jail Time	Possible Fine	Driver's License Suspended For:	Possible Occupational Driving Privileges After:
1st Offense	3-days to 6-months	3-days	\$200- \$1000	6-months to 3-years	15-days
2nd Offense	10-days to 6-months	10-days	\$300- \$1500	1 to 3-years	30-days
3rd Offense	30-days to 1-year	30-days	\$500- \$2500	1 to 10-years	None
4th Offense or more	60-days to 6-months	60-days	\$750- \$10,000	3-years to Life	None

In addition you can plan on spending over \$4900 dollars:

Towing Fee - Car Storage.....	\$50
Bail	\$ 50
Defense Attorney (no trial)	\$1500
Court Costs	\$ 75
SR-22 Form for 5 years of higher insurance rates ...	\$2000
Driver License Reinstatement Fee	\$425
Failure to Surrender Driver License or plates	\$50
Vehicle Registration reinstatement	\$100
Court suspension reinstatement	\$30
Driver Intervention Program	\$275
Community Service	\$65
Alcohol Education Program	\$300
Total	\$4920

Funded by USDOT/NHSTA/FHWA and ODPS/GHSO through Rainbow Babies & Children's Hospital.

The impaired driver may be closer than she appears.

If you drink and think about driving your kids home... don't.

Drinking and driving threatens our children's safety. But it might surprise you to know that most children who are killed in alcohol related crashes are passengers riding with an impaired driver—not victims of drivers who crash into them.

YOU DRINK & DRIVE. YOU LOSE.

University Hospitals HealthSystem

Rainbow Babies & Children's Hospital

forever changed

DO NOT CROSS

Task force members obtained the assistance of the Greater Cleveland Auto Dealers Association, the Cleveland Indians baseball team, and Clear Channel Outdoor to implement a summer-long campaign that included 15 billboards, PSAs, police and judicial training, handouts for motorists at sobriety checkpoints, and a kick-off press event at the Indians' Jacobs Field. The total cost to the task force for the entire campaign was less than \$5,000, with donations exceeding \$150,000.



KEY PARTNERSHIPS

The Greater Cleveland Automobile Dealers' Association (GCADA) previously had helped the local Safe Kids/Safe Communities Coalition promote child passenger safety. Task Force members encouraged the association's leadership to expand their involvement in traffic safety issues to include impaired driving. The GCADA responded with financial and technical support to further the goals of the Task Force.



Clear Channel Outdoor, the primary supplier of outdoor advertising in Cuyahoga County, had supported the local Safe Kids/Safe Communities Coalition in the past. Company managers also agreed to help the DUI Task Force by donating 30 billboards with the *You Drink & Drive. You Lose.* message during the national campaign periods.

Ed Gallek, a local Action News (CBS affiliate) reporter, contacted the task force for information about traffic safety issues. Task force members cultivated a relationship with Gallek, eventually inviting him to formally educate the task force about prevailing news media perspectives on traffic safety and law enforcement issues. Gallek's presentation taught the task force and participating agency personnel how to maintain mutually beneficial media relations and to present a traffic safety story with



the intention of elevating public awareness of program-related issues. The task force discovered that a news story with a clear link to a program message can generate more effective publicity than the most sophisticated and expensive paid advertising.

SPECIAL ENFORCEMENT METHODS

Officers from the member law enforcement agencies of the Cuyahoga County DUI Task Force participate actively in the ongoing publicity campaign, receive SFST and checkpoint training, and conduct sobriety checkpoints and special DUI patrols throughout the county. Between 10 and 14 uniformed officers conduct the checkpoints, with the force composed of full-time and reserve officers. All checkpoints are conducted according to the standard operating procedures (SOP) that were established by the task force during the planning phase of the program. The SOP requires that locations be selected on the basis of alcohol-involved crash statistics and officer safety.



FREQUENCY OF OPERATIONS / DURATION OF PROGRAM

Between October 2002 and September 2003, the agencies of the Cuyahoga County DUI Task Force conducted 32 sobriety checkpoints, during which more than 9,800 vehicles were contacted and 51 drivers were arrested for DUI; 1,791 officer hours were devoted to the checkpoint operations. Agencies also conducted 1,100 hours of special DUI patrols during the same period, which resulted in 83 DUI arrests and several hundred citations for other violations.

PARTICIPATION

For every national and State campaign, and for local "Aggression Suppression Patrols," the Cuyahoga County DUI Task Force coordinates the focused, high-visibility enforcement activities of 33 law enforcement agencies and supports the special enforcement with extensive low-cost/high-impact publicity and education. On average, a force of 11 full-time and reserve officers work each checkpoint, consistent with the

organization's low-cost, low-staffing-level model that limits reimbursement to \$2,500 per checkpoint. Usually only one officer is assigned per special patrol, but three or more officers were deployed in 10 of the 123 DUI patrols conducted between October 2002 and September 2003; this approach also is consistent with the model that limits reimbursement to \$500 per patrol.

FUNDING

The Cuyahoga County DUI Task Force is funded by the Ohio Department of Public Safety, by financial and in-kind contributions from businesses and citizens, and by the participating law enforcement agencies. The grant from the Ohio Department of Public Safety for the first year of task force operation was \$169,500.

LESSONS LEARNED

The principal lessons derived from the experiences of the Cuyahoga County DUI Task Force are presented in three categories. The first concerns some of the obstacles encountered and the actions taken in response, followed by a discussion of the features the organizers believe contributed to the program's success. The section concludes with specific suggestions from the program organizers.

OBSTACLES

Program organizers encountered many problems during the planning and implementation of task force activities. The following is a list of the most important obstacles and the methods used to overcome them.

Sobriety checkpoints were perceived as staffing-intensive and expensive.

The task force worked with law enforcement instructors to develop a low-staffing-level checkpoint SOP that incorporated cost-cutting ideas that did not compromise officer safety. Then, two sobriety checkpoint training classes were conducted to which all Cuyahoga County law enforcement agencies were invited.

There was more law enforcement interest than there were dollars.

It was not uncommon for law enforcement agencies to spend \$5,000 to \$10,000 per checkpoint in labor costs, usually as overtime expenses. The Task Force imposed a \$2,500 reimbursement limit for checkpoints and a \$500 limit for saturation patrols to encourage efficient operations and obtain the maximum special enforcement effort from the limited resources available.

It became increasingly difficult to sustain the interest of the news media.

Extensive news media coverage accompanied the kick-off of the impaired-driving enforcement program. When the reporters' and editors' interest began to fade, the Task Force developed innovative techniques to attract news coverage and the resulting free publicity on which the program depended (the "Empty Ballroom" is a good example). Also, the task force produced messages and press releases that linked program objectives and activities to State issues, such as the debate over Ohio's compliance with NHTSA's BAC limit of 0.08 grams per deciliter, and to national events.



The members of the Task Force remained vigilant for opportunities to elevate awareness of their program by "piggy-backing" on coverage of related news stories.

Monthly data and fiscal management for more than 20 separate agencies.

The collection of performance data and financial accounting tasks became a burden and serious drain on resources almost immediately. In response, a CD was developed for each participating agency that included all of the reporting forms and deadlines. The agency coordinators entered the required information each month and sent the forms to the lead agency as email attachments. This procedure allowed the program administrators to assemble the data in master reports without having to reenter the information. Electronic reporting greatly facilitates the process and improves the timeliness of data collection and financial accounting.

Equipment availability for simultaneous checkpoints.

The task force began the program with one set of checkpoint equipment to be shared, as needed, by the participating agencies. It soon became evident that additional equipment would be necessary, particularly if the task force was to increase the visibility of the special enforcement program by conducting more than one sobriety checkpoint in the county on the same night. In response, the task force used grant funds to purchase the cones, signs, lights, generator and other equipment necessary for conducting a sobriety checkpoint, and then convinced the board of the local Safe Kids Coalition to pay for the trailer needed to store and transport the items.

Staff availability.

Smaller police departments lack sufficient personnel to conduct sobriety checkpoints in the traditional manner. The task force's low-cost/low-staffing-level model allowed even the smallest departments in Cuyahoga County to participate.

Convincing local politicians to allow sobriety checkpoints in their cities.

Officers and managers of the individual police departments did much of this work themselves. Several departments found it helpful to first encourage their city councils and mayors to pass resolutions supporting national efforts such as 3-D Month and the *You Drink & Drive You Lose* campaign as a means to “warm,” or prepare, them for a further commitment to improving traffic safety. The law enforcement personnel then presented participation in the countywide sobriety checkpoint program as an effective and readily available countermeasure to the impaired driving about which the council members had demonstrated their concern.

PROGRAM STRENGTHS

The principal strengths of the Cuyahoga County DUI Task Force are a skilled and creative program staff, a sincere willingness to cooperate, and a clear sense of ownership of the program that is shared by all members. The cooperation and shared vision are fostered by the organization’s policy of frequent communication among the members and participating agencies. Everyone is informed routinely about all aspects of the program, including finances, training opportunities, equipment availability, data and accounting requirements, legal and political issues, special enforcement schedules, and the special needs of member departments. A few examples of the teamwork and solidarity that contribute to this program’s success are described below.

- Personnel from two member departments donated their labor and all of the materials necessary to modify a trailer to transport the equipment necessary to conduct sobriety checkpoints.
- The task force’s two checkpoint trailers are moved from department to department without any centralized coordination by the task force organizers. Each participating agency is provided with a schedule of the year’s checkpoints that allows the local coordinators to personally arrange for the transportation of the trailers to the agencies in the county that need them next.
- Member agencies are periodically surveyed concerning their traffic safety training requirements. The task force is informed of the results and members then use their network of contacts to arrange for training sessions among themselves, at greatly reduced cost.
- Task Force members share a sincere commitment to the organization’s objectives and recognize the benefits of frequent special enforcement supported by a strong publicity and education campaign. Whenever there is a task to perform -- for example, when calls must be made to non-member departments -- task force members immediately volunteer to do what is needed.
- When new departments show interest in joining the task force, often it is because they have been recruited by current members. Many times a department will become a

mentor to incoming departments and help them with the reporting and public information requirements.

- All the member agencies are eager to do their part whenever a new enforcement, publicity, or evaluation requirement is presented.
- Task force members realize that outside funding is critical to the continuation of the overtime component of the special enforcement program. For this reason, they are quick to respond to all requests for information about their program from State and Federal agencies.

SUGGESTIONS FROM THE PROGRAM ORGANIZERS

Communications

The program organizers found it useful to prepare their information in a visual format (e.g., graphs, charts, photos) to illustrate the problem and support the argument that a countermeasure program is needed. They also suggest distributing the information to all potential partners (e.g., community leaders, law enforcement managers, news reporters, representatives of advocacy groups, and potential donors).

Assessment

The task force suggests, as an initial step in the planning process, to assess the capacity of local law enforcement agencies to participate in the program: Do the agencies have ADAP/SFST-trained officers? Do they have (or can they obtain) the support of local elected officials to conduct a crackdown on impaired drivers using checkpoints and/or DUI patrols? Do the agencies have the equipment and personnel they need to conduct a special enforcement program (e.g., evidentiary breath testing device and certified operator, arrest forms, traffic cones, signage, lights, and generator)? Is the local prosecutor's office qualified and willing to support the program? Answers to these questions will help determine many of the tasks that must be performed to prepare for a special enforcement program.

Training

Program organizers consider the training they provided to be the most important component of their preparation for the program. The training sessions developed the skills and knowledge necessary to conduct the special enforcement and publicity activities safely and legally. Further, the training elevated the level of professionalism and generated additional agency support and officer buy-in to the program.

Training for Law Enforcement Management Personnel

The task force conducted several 8-hour sessions of sobriety checkpoint training, each one tailored to the personnel in each department who would be responsible for planning and implementing the sobriety checkpoints. The training included:

- a train-the-trainer program on CD ROM accompanied by notebooks containing the procedures and documentation for the checkpoint coordinators to use when training officers during role call sessions and pre-deployment briefings;
- instruction on how to develop written checkpoint policies and operations plans.
- Instruction concerning relevant case law and court decisions; and
- hands-on experience deploying all checkpoint equipment in compliance with State of Ohio guidelines for temporary lane closure.

Training for Government Officials and Community Leaders

The Task Force conducted a three-hour training session designed for police chiefs, mayors, law directors, prosecutors, judges, and members of city councils. The training included:

- background information about checkpoint rationale and efficacy;
- instruction concerning relevant case law and court decisions; and
- hands-on experience setting up a mock sobriety checkpoint.

Equipment

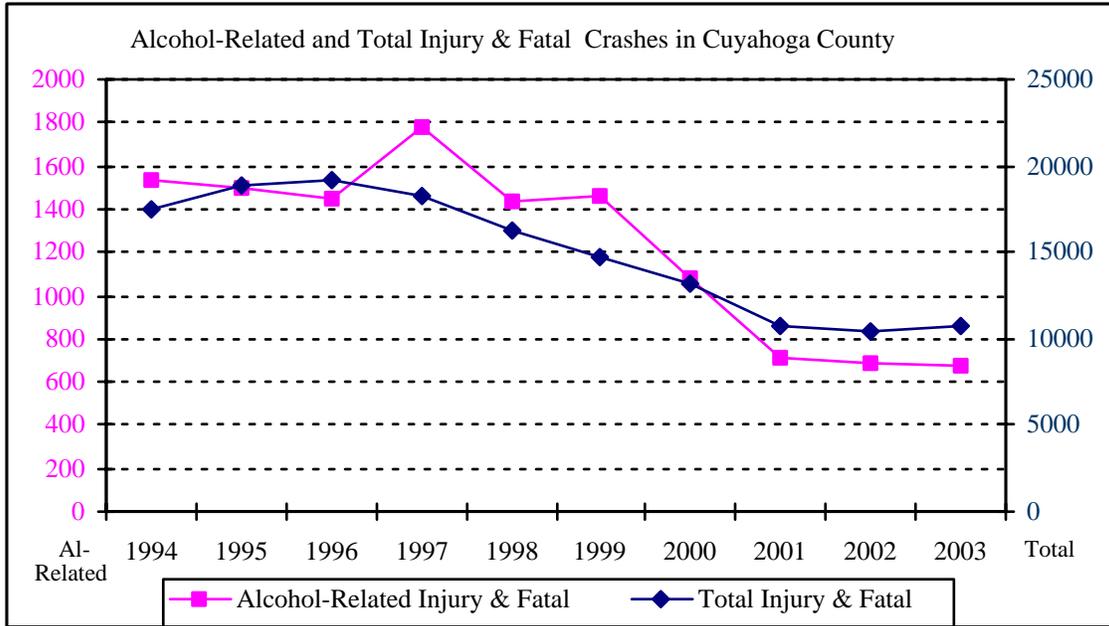
Program organizers contacted the California Highway Patrol for information about the many sobriety checkpoint trailers that have been designed and built for use by grantees of the California Office of Traffic Safety. The CHP provided equipment and trailer specifications, which were reviewed by a working group composed of Cuyahoga County law enforcement personnel. The working group’s analysis led to a design that is responsive to local conditions and the legal requirements of the State of Ohio. The resulting trailer has a telescoping light tower, trailer-mounted lights on the sides, a large, fixed, gasoline-powered electrical generator, and several portable generators. The trailer houses hundreds of traffic cones, barricades, signs, and supplies, including retro-reflective vests, flashlights, portable breath testing devices, and publicity material to distribute.

EVIDENCE OF PROGRAM EFFECTS

The incidence of alcohol-related injury and fatal crashes are the primary dependent measures for all DUI countermeasure programs. The first of the following three tables and figures shows the number of alcohol-related injury and fatal crashes (scale on the left in the figure) and the total number of injury and fatal crashes (scale on the right) that occurred in Cuyahoga County each year from 1994 through 2003. The second table and figure provide the same information for the State of Ohio, as a whole.

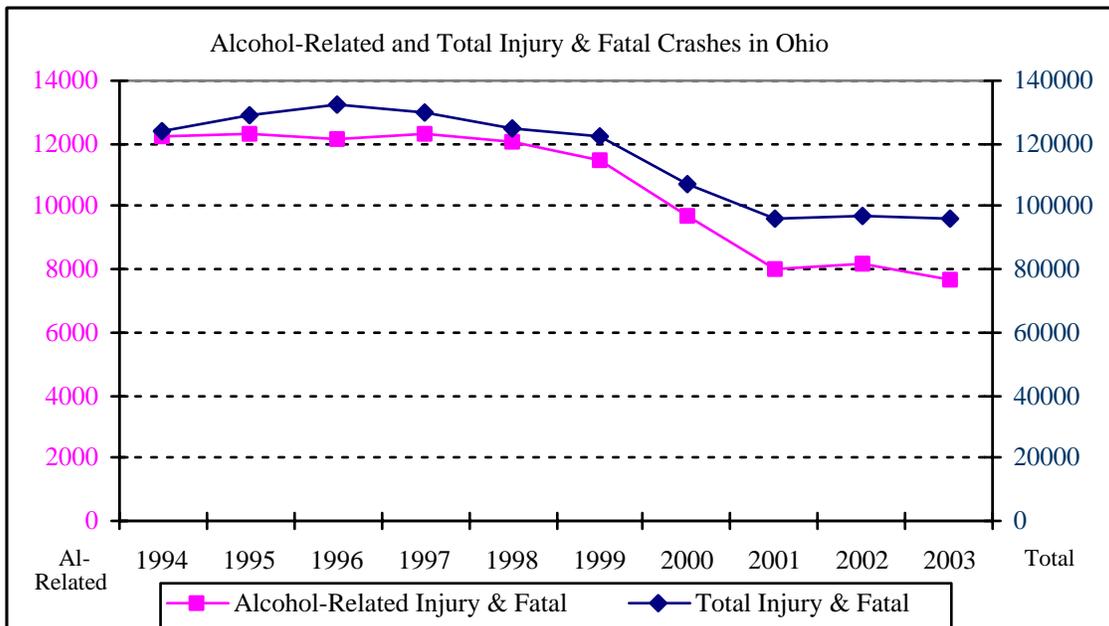
ALCOHOL-RELATED AND TOTAL INJURY AND FATAL CRASHES IN CUYAHOGA COUNTY

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
Alcohol-Related	1536	1491	1450	1775	1434	1462	1080	707	688	679
Total	17468	18922	19202	18239	16326	14733	13132	10694	10364	10663



ALCOHOL-RELATED AND TOTAL INJURY AND FATAL CRASHES IN THE STATE OF OHIO

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
Alcohol-Related	12231	12274	12116	12283	12055	11489	9701	8044	8194	7692
Total	124312	129177	132041	129564	125075	122363	106783	96229	96652	96138

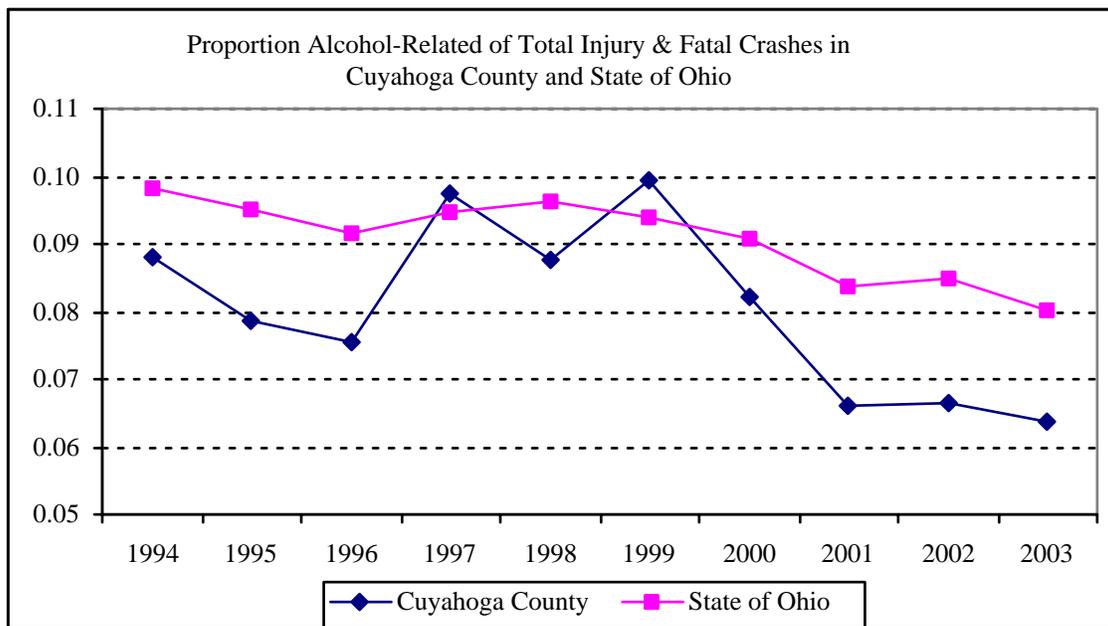


The data shows that the numbers of alcohol-related injury crashes and total injury crashes have declined in Cuyahoga County and throughout the State of Ohio. However, the data suggests a proportionately greater decline in alcohol-related injury crashes in Cuyahoga County. Comparisons such as these are facilitated by calculating

the proportion of all injury and fatal crashes in which alcohol was reported to be involved. Calculating the proportions of alcohol-related crashes per year controls for differential crash incidence caused by other factors, such as numbers of drivers, vehicle miles traveled, and weather. The following table and figure show the proportions of all injury and fatal crashes that involved alcohol during each year from 1994 through 2003 in Cuyahoga County and in the State of Ohio.

PROPORTION ALCOHOL-RELATED OF TOTAL INJURY CRASHES

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
Cuyahoga County	0.088	0.079	0.076	0.097	0.088	0.099	0.082	0.066	0.066	0.064
State of Ohio	0.098	0.095	0.092	0.095	0.096	0.094	0.091	0.084	0.085	0.080



The data shows that Cuyahoga County experienced an alcohol-related crash rate greater than the statewide average only twice during the 10-year period depicted, and that the county's lowest involvement of alcohol in injury and fatal crashes was achieved in 2003, the first full year of Cuyahoga County DUI Task Force operations.

The following table was provided by the Cuyahoga County DUI Task Force to show the number of alcohol-related injury and fatal crashes in nine of the municipalities that conducted sobriety checkpoints during the 2002-2003 program. The months in which checkpoints were conducted are in parentheses.

Most of the municipalities conducted checkpoints during the summer campaign, between June 27 and July 13. Comparing the number of crashes from the third and fourth quarters is one way to measure the effectiveness of the program. In six of the cities, the number of crashes dropped in the fourth quarter. In cities where the number

of crashes increased in the fourth quarter, closer examination shows positive results: in Parma, no alcohol-related injury crashes occurred within a month after the July 3 or August 30 checkpoints; in Garfield Heights, no alcohol-related injury crashes occurred for two months following the June 27 checkpoint; in South Euclid, the only alcohol-related injury crash occurred more than a month after its June 28 checkpoint.

ALCOHOL-RELATED INJURY AND FATAL CRASHES IN SELECTED COMMUNITIES

City	1 st Quarter	2 nd Quarter	3 rd Quarter	4 th Quarter
Bedford Heights (Dec, Jun)	2	2	2	0
Bedford (Jun-July, Aug)	2	4	1	0
Brooklyn (Jun, Sept)	6	5	2	1
E. Cleveland (Nov, Jul, Sep)	2	2	3	2
Euclid (Nov,Dec,May,Aug,Sep)	4	6	5	2
Garfield Heights (Jun, Sep)	0	2	2	4
N. Royalton (May,Jun,July,Aug)	5	3	1	0
Parma (May,Jul,Aug)	2	4	1	4
S. Euclid (Jul,Sep)	1	0	0	1
Totals	24	28	17	14

Source: Cuyahoga County DUI Task Force.

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History and Funding

Lorrie Laing, Administrator, Ohio Governor’s Highway Safety Office: 614-466-3250.

Law Enforcement Operations

Commander Mark Kwiatkowski, Bedford Heights Police Department: 440-786-3262.
 Captain David Dearden, East Cleveland Police Department: 216-681-2332.
 Patrolman Mark Fyock, North Royalton Police Department: 440-237-8686

Media and Outreach

Ed Gallek, Reporter, ActionNews: 216-310-3031

Partnerships

Chuck Cyrill, Greater Cleveland Auto Dealers’ Association: 440-746-1500



WASHINGTON STATE PATROL

WASHINGTON STATE

A FULL CALENDAR OF SPECIAL EMPHASIS PROGRAMS

DISTINGUISHING FEATURES

The Washington State Patrol is a full-service law enforcement agency with responsibility for all aspects of public safety. However, the many special traffic enforcement programs conducted by the WSP reflect the agency's emphasis on the core mission of reducing the incidence of fatal and injury crashes on state and interstate routes. The Washington State Patrol participates in all national mobilizations, but more important, the agency conducts many additional "special emphasis" programs each year that are custom-designed to target specific local issues throughout the state. The Washington State Patrol's calendar is filled with innovative special enforcement events and programs, most of which are intended to reduce the incidence of impaired driving.

SETTING

The State of Washington is one of the greatest sources of hydroelectric power in the world and is home to the U.S. Navy's most advanced submarines, the largest software company and, until recently, the largest manufacturer of commercial airplanes. The ports of Puget Sound are gateways to the world and major centers for Pacific Rim trade. Despite Washington's high-tech industries, the State's economy is based primarily on agriculture and timber products. Washington is the nation's leading producer of apples, cherries, and pears, and is a major source of wheat, corn, onions, potatoes, apricots, and grapes. More than half of the State is forested and the lumber and wood products industry remains one of the largest components of the economy; most of the major cities in the State began as sawmills. The Cascade and Olympic mountain ranges divide the forested coastal region from the vast semiarid expanse of Eastern Washington. The 700 troopers of the Washington State Patrol's Field Operations Bureau are responsible for policing more than 17,000 miles of highway, through desert, farmland, rainforest, and urban environments, and for improving traffic safety for the State's 6 million residents.



BACKGROUND/ PLANNING PROCESS

The Washington State Patrol adopted the “Problem-Oriented Public Safety” (POPS) philosophy in 1997, following the award of a Community-Oriented Policing Grant from the Federal government; the grant added 72 trained POPS officers to the patrol during the following three years. The POPS approach fosters the development of partnerships among law enforcement agencies, citizens, and other stakeholders, who together help solve public safety problems. The Washington State Patrol made a commitment to bring POPS and its governor’s Quality Improvement Initiative together and to train all employees in this new philosophy of public service.

POPS Mission Statement: The Washington State Patrol, in partnership with our communities, uses problem-solving, education, enforcement, and assistance activities to improve public safety.

The Washington State Patrol traditionally responded to public safety issues with additional patrols and responses to calls for service. The agency now combines traditional methods with the cooperative philosophy of Problem-Oriented Public Safety. Problems suitable for the POPS approach are any series of repeat incidents that have related characteristics (e.g., behavior, location, people, time) that concern a community or the agency and fall within the mission and jurisdiction of the Washington State Patrol. The principal components of the agency’s POPS approach are:

- partnerships (engaging citizens and organizations in the problem-solving process); and,
- problem-solving using a model called SARA (for scanning, analysis, response, and assessment).

The Washington State Patrol describes the four steps of the SARA model of problem-solving in the following manner.

Scanning is the process by which a problem is detected, characterized, and defined.

Analysis involves the collection of relevant data to establish a statistical baseline to help determine if the issue is, indeed, a problem and, if so, to estimate its magnitude. This

step includes the identification of relevant stakeholders, who can be individuals or organizations affected by, or can bring resources to bear on, the identified problem.

Response begins by establishing a goal for reducing or eliminating the problem, followed by development of an action plan that describes the specific role of each stakeholder.

Assessment is the process of evaluating the effectiveness of the problem-solving efforts by collecting and comparing data to the baseline that was established previously during the analysis.

The Washington State Patrol has deployed the 72 specially selected and trained POPS troopers throughout the state to engage in problem-solving efforts, and all levels of the agency have embraced the POPS approach and the SARA model of problem solving. Everyone from the troopers in the field to the chief and senior commanders at WSP Headquarters use the method to identify issues and improve performance.



The Washington State Patrol recently implemented a structured program of individual and management accountability that involves frequent performance reviews, beginning with individual troopers reporting assessment data to sergeants and culminating with bureau chiefs reporting to the chief of

the agency. This data-driven review process focuses on accomplishments, challenges, and use of resources, and it encompasses all operations of the Washington State Patrol. Preparation for and conduct of the reviews are time-consuming and, occasionally, uncomfortable for individuals, but the frequency of the reviews and the emphasis on personal accountability leaves little within the agency unscrutinized. The relentless emphasis on accountability might seem harsh, but the reviews are conducted within the cooperative atmosphere generated by the POPS approach and the objective always is to improve performance in the pursuit of public safety.

SPECIAL ENFORCEMENT METHODS

The troopers of the Washington State Patrol employ a variety of methods, including:

- patrols during specified times and in areas known for DUI activity;
- participation in multi-agency emphasis patrols;
- use of drug recognition experts and drug detection dogs;
- use of unmarked patrol vehicles and aircraft; and
- participation in *You Drink & Drive You Lose* and other national campaigns.



Examples of the Washington State Patrol's special emphasis programs are listed, below, followed by additional information about two of the programs.

Traffic Safety Blitz: Five traveling special emphasis teams saturate areas for a one-week period.

Drive Hammered – Get Nailed: Saturation patrols in each district.

Target Zero: WSP used grant funding to increase DUI patrols and other enforcement efforts.

DUI Squads: Troopers are selected on the basis of their DUI detection skills to form special units that concentrate on DUI enforcement and do not respond to routine calls for service; these special troopers are assigned to a squad for a period of eight weeks and may work in any area within the district they choose.

Reduce Underage Drinking: Established as a partnership with the Washington State Liquor Control Board and other city and local law enforcement and public agencies, this program concentrates on “party patrols” and known areas of underage drinking.

Aggressive Driving Apprehension Team (ADAT): Uses unmarked/unconventional police vehicles equipped with mobile video cameras to apprehend aggressive drivers; 46 specially-equipped ADAT cars are located throughout the state.

Night of 1,000 Stars: Legislators, judges, and media representatives ride with officers to observe impaired driving enforcement. The title refers to the badges worn by approximately 1,000 law enforcement officers who participate in the program.

El Protector: Adapted from the CHP's successful efforts to educate Hispanic drivers who are disproportionately represented in alcohol-related crashes.

Surround the Sound: Officers from 10 counties surrounding Puget Sound conduct this special emphasis program during the weekend closest to Halloween.

DUI Need-A-Ride Taxi Project: Troopers work with liquor agents and the Breath Test Section to determine which taverns and bars had high incidents of over-serving. Troopers and liquor agents then contact the establishment owners to advise them of the problem and provide training concerning responsible serving policies.

Serious Highway Crime Action Team (SHCAT): This unit was created in 2000 to focus on criminal activity occurring on highways, including aggressive and impaired driving, driving on suspended or revoked licenses, and violating drug and firearms laws. The teams consist of a trooper and two K-9 officers in marked and unmarked patrol cars.

Under Age Prevention: Troopers provide a unique educational experience for young drivers who have been arrested for alcohol and drug offenses.

Every 15 Minutes: This teenage drinking and driving education program is based on the premise that a person is killed in an alcohol-related crash every 15 minutes and includes a practical scenario, assembly, and presentation by a loved one of a DUI victim.

Minor in Prevention: Teens from nine Washington counties who have had a drug or alcohol violation meet with troopers to discuss the issues.

So Your Teen Is Driving: In this program, troopers talk with parents of driver's education students at area high schools about the risks involved in driving.

Reward Opportunities for Adult Driving Skills (ROADS): This program for high school driver education students, combines classroom instruction and a low-speed driving skill course.

Warrant Apprehension Program: Troopers locate and arrest violators who are wanted for outstanding warrants resulting from DUI arrests.

Other special emphasis efforts include, *Tacoma/Pierce County Task Force, Long Beach Peninsula Car Show and Rod Run, Victim-Witness Panels, DUI High School Program, Pierce/Thurston Counties DUI Multi-Agency Jurisdictional Task Force, and Drug Impairment Training for Educational Professionals.*

WSP troopers who are assigned to the special emphasis patrols must first take refresher training in DUI detection and use of NHTSA's SFST battery, to ensure proper preparation for the duty. All enforcement campaigns involve highly publicized activities to raise citizen awareness of the issues and contribute to the general deterrence effects of the program.



EXAMPLE #1: DISTRICT 5 HOLIDAY DUI TEAM

In the Fall of 2003, the troopers and managers of District 5 of the Washington State Patrol reviewed local crash records and found an increasing incidence of alcohol-involved crashes during the holiday season. In response, they proposed forming a team to focus on DUI detection, with the intention of increasing the numbers of DUI arrests from previous holiday periods and the hope of reducing the number of crashes occurring in their district.



Planning Process. District 5 supervisors and command staff analyzed the crash data and reports from the Liquor Control Board to identify the geographic areas of greatest alcohol involvement in crashes and the drinking establishments that were known to over serve and contribute to alcohol-impaired driving. The data were used to develop a special emphasis patrol plan. Then, the managers selected a sergeant and their four most proficient troopers in DUI enforcement to participate on the team.

Obstacles. Dayshift coverage of patrol duty and responses to calls for service were negatively affected by the reallocation of key troopers to the nighttime DUI patrols. The problem was solved by temporarily assigning troopers of the motorcycle detachment to assist with responses to calls for service during daytime shifts. It was unusual duty for the motorcycle troopers, but they adapted quickly and performed the tasks well.



Partnerships. District 5 troopers and supervisors worked closely with personnel from local law enforcement agencies, including the Vancouver Police Department, Clark County Sheriff's Office, Washington State Liquor Control Board, and the Clark County Traffic Safety Task Force. Also, the troopers invited news reporters and elected officials to ride with members of the DUI Team during the statewide "Night of 1000 Stars" campaign. The ride-alongs resulted in several newspaper articles that helped elevate public awareness of District 5's

special emphasis patrols.

Program Strengths. The four troopers and one sergeant were selected for the special duty because of their DUI detection skills and motivation, which routinely generated substantial numbers of DUI arrests, even though they normally worked daytime shifts.

Moving the four top producers to nights during the eight-week holiday period greatly increased the numbers of DUI arrests made by those troopers and by the entire district. The team concept created a sense of mission and helped sustain high levels of motivation for the duration of the special enforcement period. A post-program assessment found the “First Annual District 5 Holiday DUI Team” to be a huge success, prompting district managers to add a fifth trooper to the team for the 2004 holiday season deployment.

Lessons Learned. Develop the plan well in advance of the first scheduled deployment to avoid scheduling conflicts for key personnel. Also, ensure that a supportive and flexible supervisor is assigned to the team to coordinate enforcement activities and provide assistance when issues arise. The objective is to maximize patrol time and visibility of the special, impaired driving enforcement effort. Finally, do not hesitate to change personnel or patrol strategies if the original plan is not working to satisfaction.

Results. The four Troopers and Sergeant of District 5’s Holiday DUI Team contacted a total of 2,038 drivers between October 21 and December 31, 2003, and made:

- 246 DUI arrests;
- 87 drug arrests;
- 43 warrant arrests;
- 598 speeding contacts;
- 56 aggressive driver contacts; and
- 103 suspended license arrests



Data provided by the Washington State Patrol show that the number of DUI arrests made by District 5 troopers during the eight week special emphasis period increased from 261 in 2002 to 404 in 2003 (a 55 percent increase), and that crashes declined from 392 to 360 (an 8.2 percent decline). Countless additional drivers slowed and attended to their driving when they observed the troopers on patrol and during enforcement stops.

The Holiday DUI Team developed by the managers and troopers of District 5 provides a clear example of the Washington State Patrol’s mission statement in action: “...making a difference every day by providing public safety services to everyone where they live, work, travel, and play.”



EXAMPLE #2: *EL PROTECTOR*

During the last decade of the 20th century, Eastern Washington began experiencing a dramatic increase in the numbers of fatal and injury crashes involving Hispanic/Latino drivers; alcohol was found to be a factor in many of the crashes. The disproportionate involvement of Hispanic/Latino drivers in local crash statistics prompted the managers and troopers of the Washington State Patrol's District 3 to address the problem. They determined that (1) immigrant and illegal alien drivers are likely to engage in traditional behaviors, and (2) many illegal residents have not previously received formal driver training and assessment, and as a result, were unaware of the traffic laws of the State of Washington.

District 3 command staff were aware of the *El Protector* program that had been developed by the California Highway Patrol (CHP) in 1988 to educate immigrants from Mexico and Central American countries concerning traffic safety issues. An analysis of California crash records had found that in communities where Hispanics composed only 25 percent of the population, Hispanic surnames were involved in 65 percent of all fatal crashes, and as many as 95 percent of the drivers arrested for DUI had Hispanic surnames.

The CHP developed the *El Protector* program to educate and encourage positive traffic safety behavior and to build better community relations between the Spanish-speaking population and law enforcement agencies. The *El Protector* was originally conceived as a mysterious "super-hero" and created to appeal primarily to adolescents and young men, the groups at greatest crash risk, living in California's rural Central Valley. Officers of Hispanic ancestry were recruited to serve as *El Protector* program coordinators to work with Hispanic communities with the ultimate objective of reducing the disproportionate number of Hispanic-surnamed drivers and victims involved in traffic crashes. The CHP quickly expanded the *El Protector* program throughout California and it has subsequently been adopted by other states, including Arizona, New Mexico, Texas, and Illinois. However, since its inception, the key element of the program has been for the officers to be perceived as strong but caring role models who are eager to educate and protect their fellow Hispanics. Officers' law enforcement responsibilities are de-emphasized with the intention of removing barriers to communication. Similarly, *El Protector* coordinators wear uniforms or civilian clothes, depending on the occasion, to maximize their approachability and effectiveness as agents of behavioral change.



Planning Process. WSP command staff developed the following action plan to implement an *El Protector* program in the Washington State Patrol.

- Create a standardized Spanish-language training program in all four Field Operations Bureau core mission elements (DUI, Occupant Restraints, Speed, and Aggressive Driving).
- Develop Hispanic/Latino community partnerships.
- Develop Hispanic/Latino and general media partnerships.
- Involve the Washington State Traffic Safety Commission.
- Create a mechanism for information exchange within the State's Hispanic/Latino community.
- Conduct activities to reach agricultural workers and other groups.
- Work with law enforcement partners to accomplish the program's goals.

The Washington State Patrol formed an *El Protector* Advisory Board and a Law Enforcement Committee as a means to obtain the involvement, guidance, and support of key individuals and organizations. The advisory board includes representatives from the Hispanic Chamber of Commerce, Catholic Family and Child Services Organization, Hispanic Outreach Leadership Alliance, radio and television stations, newspapers, and major employers of agricultural workers. The Law Enforcement Committee is composed of representatives from police departments, sheriff's offices, and the WSP.



The organizers realized that program success would depend on conveying consistent and meaningful messages to the intended audience. The methods used include,

- weekly messages delivered via Spanish-language radio broadcasts;
- public service announcements in Spanish on cable television stations;
- monthly programming on Spanish-language news broadcasts;
- weekly columns in each of the Spanish-language newspapers; and
- participation in cultural celebrations within the Hispanic/Latino community.

The media efforts are important and have helped earn the trust of the Spanish-speaking population of Washington State. However, the program organizers have found that the best way to reach the population of drivers at greatest risk is by providing one-on-one education in their places of work.

It was challenging to develop traffic safety training materials that people with limited English-speaking abilities could understand. The advisory committee developed a bilingual educational flyer that identifies the primary causal factors in crashes involving Hispanic/Latino drivers (based on a concept from the California Highway Patrol's

SAFE program). This document serves as the foundation for the WSP's *El Protector* training and guides the educational effort. Program organizers also created bilingual coloring books to reach children with program messages, and a bilingual pamphlet that is used to convey program messages to area businesses, growers, and community groups.

Obstacles. Program organizers gave the following list of obstacles that were encountered during the development and implementation of the Washington State Patrol's *El Protector* program:

- skepticism concerning the ability of a government agency to assemble the necessary resources in a community to address traffic safety issues effectively;
- long-term financial commitment to sustain the effort;
- traditional and pervasive fear of law enforcement officers;
- lack of commitment from stakeholders;
- continuous population movement and migration in the target community; and
- language, social, and cultural differences.

Partnerships. The program was considered to be a success from the first community meeting that was held in February 2003, despite the obstacles encountered along the way. The meeting brought together a diverse group of community leaders, activists, traffic safety experts, and law enforcement officers with the shared goal of saving lives. The *El Protector* program was immediately embraced by the Spanish-speaking population of the Kennewick and Walla Walla areas and contributed to an atmosphere of cooperation and solidarity. The organizers believe that they have overcome all barriers because of their unwavering commitment to the community and by allowing the trooper who was selected to serve as *El Protector* to form relationships built on trust and a common language. The Washington State Patrol's Problem-Oriented Public Safety philosophy has been fully integrated in the agency's *El Protector* program; the program has been designed to engage and educate the Hispanic/Latino residents of District 3, rather than focus entirely on enforcement. The *El Protector* program now reaches more than 200,000 Hispanic/Latino residents of the State of Washington by way of Spanish-language radio, television, newspapers, employee outreach activities, and participation in community events.

Program Strengths. The primary strengths of the program are the high level of community involvement, the personal qualities of the trooper who serves as the Washington State Patrol's first *El Protector*, and the sincere commitment of the agency to provide sustained support and encouragement.

Lessons Learned. (1) Program organizers stress the importance of involving members of the community early in the planning process and when ever possible thereafter. (2) The *El Protector* program should be the sole work-related responsibility of the person selected for the assignment. (3) Use mass media to send a positive message. (4) Involve

the leadership staff of the law enforcement agency. And (5) keep everyone in the agency informed about the program, especially personnel in the geographic areas where the program is focused.

Results. The *El Protector* program made 125 traffic safety presentations during its first year of operation at schools, community events, and places of work, personally contacting nearly 10,000 Hispanic/Latino residents of District 3. The number of fatal crashes in the Kennewick and Walla Walla area declined by 41 percent from the previous year's total and there were no felony crashes nor were there any fatal crashes during the harvest period.

FREQUENCY OF OPERATIONS / DURATION OF PROGRAM

The Washington State Patrol's impaired-driving enforcement efforts vary from dedicated, full-time assignments to national campaigns involving two- to eight-week periods. The WSP schedules a full calendar of seasonal, periodic, and strategic special enforcement activities. At least one of the agency's special emphasis programs is underway at all times.



PARTICIPATION

The Washington State Patrol conducts special emphasis programs alone and in conjunction with other law enforcement agencies.

PUBLIC AWARENESS / PROGRAM VISIBILITY

Many of the Washington State Patrol's programs listed previously are, essentially, public information and education activities that address the same issues as the special enforcement efforts of the agency. Also, each of the special enforcement programs conducted by the Washington State Patrol is accompanied by a publicity and education campaign intended to elevate public awareness of the enforcement effort. Press conferences are conducted to announce each major campaign during the year and news releases are issued frequently to stimulate media coverage of the enforcement activities. The Washington State Patrol recently hosted a series of town hall meetings throughout the State in collaboration with the Washington State Department of Transportation. Among other reasons, the meetings were conducted to inform the public the agency's special projects and operations. Community members, local leaders, advocacy groups, news personnel, elected officials, business associations, and government agency representatives attended the 21 sessions. The WSP's impaired-driving enforcement efforts were discussed at each meeting.

Washington State Patrol troopers provide DUI presentations to thousands of military personnel throughout the year at the request of base commanders who are increasingly concerned about traffic safety issues. Also, troopers appear at community events and safety fairs throughout the state to promote safe driving practices and increase public awareness of the agency's impaired driving enforcement activities. The Puyallup Fair is the largest of these gatherings in the State, and with more than one million visitors each year is among the 10 largest in the Nation. The 2002 and 2003 WSP exhibits at the Puyallup Fair distributed thousands of brochures and provided interactive demonstrations and educational presentations on traffic safety issues. Twenty-one Washington State Liquor Control Board agents assisted 126 WSP troopers in presenting 158 DUI demonstrations using "Fatal Vision" goggles to nearly 50,000 visitors to the fair. A "Saved by the Belt/Air Bag" victim vehicle was prominently displayed (a vehicle who had been involved in a fatal DUI crash) to provide a grim but memorable background for the presentations.

FUNDING

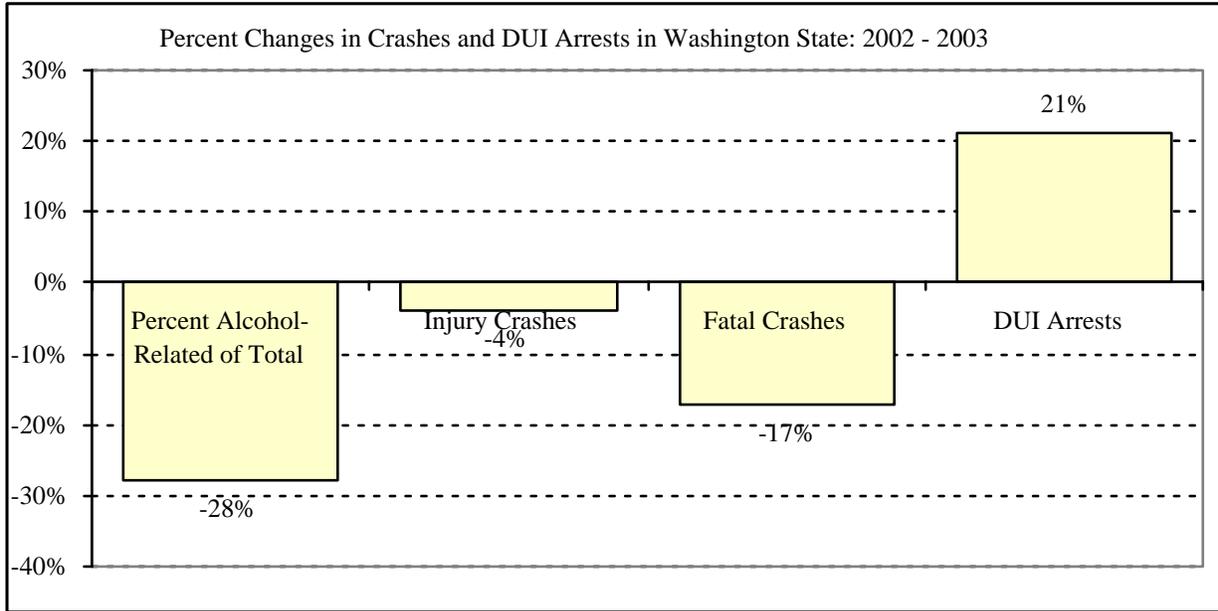
Funding is provided by the State legislature and supplemented by grants from the Washington Traffic Safety Commission and NHTSA.

EVIDENCE OF PROGRAM EFFECTS

The Washington State Patrol reports that the percentage of all fatal and injury crashes in which alcohol was involved declined from 9 percent in 2002 to 6.5 percent in 2003. Also, injury crashes on all roadways patrolled by the WSP declined by 4 percent and fatal crashes on interstate highways declined by 17 percent. The WSP made 21 percent more DUI arrests in 2003 than in 2002. Overall, the number of persons killed in traffic crashes during 2003 declined by 8.8 percent in Washington State, compared to less than 1 percent, nationwide.

PERCENT CHANGE IN CRASHES AND DUI ARRESTS IN WASHINGTON STATE: 2002 - 2003

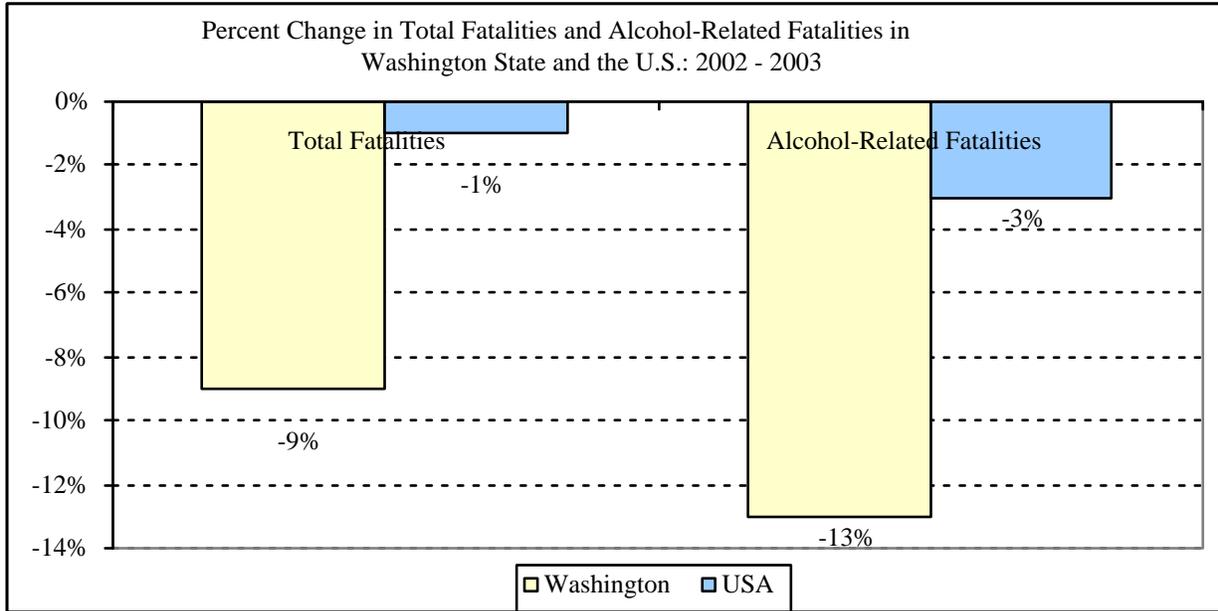
Percent Change: 2002 - 2003	
Percent Alcohol-Related of Total	-28%
Injury Crashes	-4%
Fatal Crashes	-17%
DUI Arrests	+21%



TRAFFIC FATALITIES IN WASHINGTON STATE AND THE U.S.: 2002 - 2003

	2002	2003	Change
Traffic Fatalities in Washington	658	600	-9%
Traffic Fatalities in USA	43,005	42,643	-1%
Alcohol-Related Fatalities in Washington	299	259	-13%
Alcohol-Related Fatalities in USA	17,524	17,013	-3%

Data Sources: NCSA 2003 *Annual Assessment*
 (<http://www-nrd.nhtsa.dot.gov/pdf/nrd-30/ncsa/ppt/2003AAREleaseBW.pdf>)
 NCSA *Alcohol-Related Fatalities By State, 2003* DOT HS 809 780



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APPENDIX A

PROGRAMS LISTED BY TYPE OF ADMINISTERING AGENCY

State Police / Highway Patrols	State
Arizona Department of Public Safety / <i>Operation Safe Commute</i>	AZ
Colorado State Patrol / <i>A Comprehensive, StateWide Approach to Traffic Safety</i>	CO
Florida Highway Patrol / <i>Operation RADAR (Removing Aggressive Drivers & Road Rage)</i>	FL
Utah Highway Patrol / <i>Not A Drop</i>	UT
Washington State Patrol / <i>A Full Calendar of Special Emphasis Programs*</i>	WA
Municipal Police Departments	
Mesa Police Department / <i>Collision Reduction Program</i>	AZ
Tucson Police Department / <i>Special Approach to DUI Enforcement</i>	AZ
Fresno Police Department / <i>Remove Alcohol Impaired Drivers (RAID)*</i>	CA
San Francisco Police Department / <i>San Francisco Traffic Offender Program (STOP)</i>	CA
Santa Barbara Police Department / <i>DUI Countermeasure Program</i>	CA
Albuquerque Police Department / <i>Three Strikes and You Walk</i>	NM
New York City Police Department / <i>STOP-DWI (Special Traffic Options Program for DWI)</i>	NY
Cincinnati Police Department / <i>Directed Patrols</i>	OH
Austin Police Department / <i>Creating a DWI Unit*</i>	TX
Galax Police Department / <i>The SARA Model of Police Problem-Solving</i>	VA
PD Administered Task Forces	
East Valley DUI Task Force / <i>Saturation Patrol Program*</i>	AZ
Claremont Police Department / <i>Avoid the 50*</i>	CA
South Bay Regional DUI Task Force / <i>Cooperative DUI Countermeasure Program</i>	CA
County Sheriff's Offices	
Boulder County Sheriff's Office / <i>Full-Time DUI Enforcement</i>	CO
Jefferson County Sheriff's Office / <i>Highly Mobile Sobriety Checkpoints*</i>	CO
Hillsborough County Sheriff's Office / <i>Sheriff's Traffic Operations Plan (STOP)*</i>	FL
Gwinnett County Police Department / <i>A Comprehensive and Systematic Approach</i>	GA
Programs Administered by Non-Government Organizations	
Marion County Traffic Safety Partnership / <i>Special Seat Belt Enforcement Zones</i>	IN
Traffic Improvement Association of Oakland County / <i>The Three E's of Traffic Safety</i>	MI
Rainbow Babies & Children's Hospital / <i>DUI Task Force and Publicity Campaign*</i>	OH
Programs Administered by Government Agencies	
Albany County / <i>STOP-DWI (Special Traffic Options Program for DWI)</i>	NY
Dutchess County / <i>STOP-DWI (Special Traffic Options Program for DWI)</i>	NY
Vermont GOHS / <i>An Innovative Approach to Seat Belt Enforcement in a Secondary Law State</i>	VT
University Police Department	
Cornell University Police Department / <i>Courtesy Promotes Traffic Safety</i>	NY

* Case study included in this document.

APPENDIX B

ADDITIONAL RESOURCES

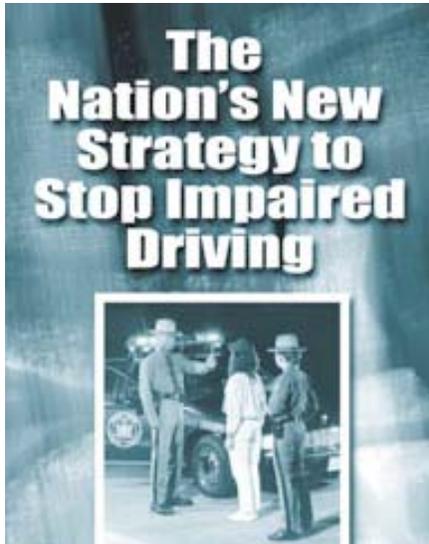
The following sources of additional information are relevant to the planning and implementation of sustained, high-visibility special enforcement programs. These and other material are available at no cost from the National Highway Traffic Safety Administration and can be downloaded directly from the URLs listed.



www.nhtsa.dot.gov/people/injury/alcohol/dwi/dwihtml/



www.nhtsa.dot.gov/people/injury/alcohol/SFST/index.htm



The Use of Sobriety Checkpoints for Impaired-Driving Enforcement

www.nhtsa.dot.gov/people/injury/alcohol/Checkpt.html

www.nhtsa.dot.gov/people/injury/alcohol/NewStrategy/index.htm

**HORIZONTAL GAZE NYSTAGMUS: THE SCIENCE & THE LAW
A Resource Guide for Judges, Prosecutors, and Law Enforcement**

www.nhtsa.dot.gov/people/injury/enforce/nystagmus/



www.nhtsa.dot.gov/people/injury/alcohol/SobrietyCheck/index.html

Stop **IMPAIRED** driving

New Research From NHTSA

www.nhtsa.dot.gov/people/injury/alcohol/StopImpaired/research-ejp.htm