

A Guide for Local Impaired-Driving Task Forces

Volume II: Local Task Force Case Studies



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16. Abstract The purpose of this guide is to assist officials and members of the public interested in establishing an impaired-driving task force at a local or regional level (city, county, or region, not statewide) or who are exploring ways to improve their current task forces. This guide is based on case studies of nine local task forces in Costa Mesa, California; Pikes Peak Region, Colorado; Leon County, Florida; Southeastern Louisiana; Gallatin County, Montana; Broome County, New York; Bexar County, Texas; Fairfax County, Virginia; and Kent, Washington. The task forces selected represent a range of histories, structures, and approaches. This guide addresses several issues: (1) how local task forces are formed, (2) the structure and operation of local task forces, (3) the types of activities in which local task forces are involved, (4) how local task forces obtain and manage funding and other resources, (5) task force strengths and weaknesses, and (6) how to avoid pitfalls and obstacles that confront task forces. The task force contacts for this study are included in Appendix A to this report. Complete case studies are included in Volume II.					
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Executive Summary

Background

Impaired driving task forces exist to address problems caused by impaired driving, primarily through enforcement and education activities. These task forces are sometimes created by State agencies and operate at the statewide level. Research has shown that statewide impaired-driving task forces can have a beneficial effect on the incidence and occurrence of impaired driving and impaired-driving crashes. The National Highway Traffic Safety Administration has published *A Guide for Statewide Impaired-Driving Task Forces* (Fell & Langston, 2009) to assist State officials and other stakeholders who are interested in establishing an impaired-driving statewide task force or who are exploring ways to improve their current task force.

There are also many task forces that operate at the city, county, or regional level. These local task forces may be similar to statewide task forces in many ways, including the types of people and agencies that participate in them. They may differ in some ways, including the amount of funding and other resources they have available, the type of activities in which they participate, and how they measure the effectiveness of their efforts. The purpose of this guide is to assist State and local officials in government and law enforcement, activists, and other stakeholders who are interested in establishing a task force at the local or regional level, or who are exploring ways to improve their current impaired-driving task force. The two-volume guide describes nine local impaired-driving task forces and the approaches that were taken to create them, decisions made on who to include as members, and how they address impaired driving in their communities. Task forces selected for study represent a range of histories, structures, and approaches to conducting task force activities. Nevertheless, there are many similarities between them.

Volume I is a guide for local impaired-driving task forces. The guide summarizes the information collected from the various task forces and includes recommendations by task force members. Summaries of nine local task force case studies are presented at the end of Volume I. Volume II contains the full-length case studies for each of the nine local task forces upon which the Volume I guide was based.

Methodology

Many local driving while intoxicated (DWI) or impaired-driving task forces consist entirely of members of law enforcement agencies (LEAs); however, this project focused on task forces that include members from a variety of disciplines and are engaged in activities in addition to law enforcement. To be considered for this study, task forces must also have been locally or regionally based (rather than statewide) and primarily dedicated to impaired-driving issues (rather than general traffic safety, substance abuse, or youth safety issues).

To prepare this guide, various key State and national organizations were contacted to identify local DWI task forces with which they were familiar. Internet and literature searches were also conducted. More than 100 local DWI task forces were identified. Task force representatives were contacted using telephone calls or e-mail. Information on certain task forces was collected to help select candidates for case studies. The list of potential case study task forces was narrowed to 23, from which further information was collected. Project staff, working with NHTSA, then selected nine task forces for in-depth case studies. Task forces were selected based upon their willingness to participate, their ability to provide geographic diversity, and the variety of disciplines of task force members.

The task forces selected for case studies were located in:

- Costa Mesa, California
- Broome County, New York
- Pikes Peak Region, Colorado
- Bexar County, Texas
- Leon County, Florida
- Fairfax County, Virginia
- Southeastern Louisiana, Louisiana
- Kent, Washington
- Gallatin County, Montana

Case study reports were created from the information collected from the task forces. The case studies have been reviewed by task force representatives to ensure their accuracy.

Summary of Findings

Histories and Structure

The local task forces studied have varied histories and structures. The majority began as law-enforcement-based groups that expanded over time to include an array of organizations and people. Some were created as multidisciplinary task forces by local governments. One task force grew out of the activities of a single activist and expanded over time. Some were formed as a result of a decision made at the State level to set up a system of task forces operating at the local level. Although all task forces studied were primarily focused on impaired driving, some began with and maintained an exclusive focus on impaired driving, while others later branched out to include other traffic safety or substance abuse issues such as underage drinking. Two task forces grew out of larger public health committees that created task forces to deal specifically with impaired-driving issues.

The overall objective of all task forces studied is to reduce impaired driving. The task forces approached this in several different ways. All task forces engaged in activities involving community education and awareness, or law enforcement activities. Other approaches include providing alternative transportation and responsible beverage service training programs. Enforcement-centered activities included high-visibility enforcement and training for law enforcement officers, prosecutors, and judges. Educational and public

awareness activities often include media campaigns on the consequences of impaired driving, the importance of combating it, current law enforcement efforts aimed at increasing the perception of being caught if one drives while impaired, and sanctions for driving impaired.

Nearly all task forces meet at least quarterly and most meet once a month. The majority meet in the same place and on the same day (e.g., third Thursday) each month. Most have a small core of members who handle much of the work of organizing meetings and task force activities. There may be a single officially designated coordinator or administrator. Some coordinators are paid; however, most paid positions are not full-time. Most task forces have a chair or co-chairs. These positions may be reassigned periodically.

Task force membership typically is comprised of people who serve as representatives of member organizations or agencies that have a stake in impaired-driving issues. Most include representatives of many or all local LEAs. Others may represent courts, alcohol beverage control agencies, local high schools and colleges, the medical community, addiction treatment providers, and drinking establishments. Some task forces also include community activists or advocates interested in the issue of impaired driving. In addition to the core group of members, some task forces have a second tier of participants, sometimes referred to as community partners, who are distinct from task force members. Community partners frequently are people and representatives of organizations who cannot participate fully in all aspects of the task force, but wish to contribute to the cause and support the work of the task force by hosting or sponsoring a particular program or event. Community partners often are invited to attend meetings, receive information, and address the task force, but lack some of the privileges of full membership. Some task forces make decisions by a majority of the votes; others use a consensus process for decision-making.

Some task forces form subcommittees or working groups to address particular issues. Subcommittees may exist only long enough to achieve the task for which they were created, or may be standing committees that function continuously.

Funding

Funding for the task forces varied substantially, ranging from no funding to a maximum of about \$460,000 per year. Some task forces started with initial funding, but have lost it over time. Some have never received funding. Task forces often receive support in the form of goods and services, in-kind donations, contributions of cash or waived fees, and volunteer labor. These may come from the community or member organizations.

Evaluations

Task forces try to collect data that indicates the effectiveness of their activities, but this data can be limited. Most of the local task forces that were studied do not have the resources or expertise to conduct scientific evaluation studies. Three task forces, however, did collect sufficient data to observe changes in impaired-driving measures in their area. The most sophisticated analysis found was that of the task force in Fairfax County, which conducted a time-series analysis of alcohol-involved crashes from 2000 to 2005. The study concluded that crashes involving drinking drivers declined significantly (by about 9% in Fairfax

County) after a sobriety checkpoint program was implemented. The resources necessary for the analyses were donated to the task force by a non-profit research institute.

Comparing data for Broome County with data for the rest of the Nation, the Broome County STOP-DWI Program, found decreases in some indicators of impaired driving. Single vehicle nighttime fatal and personal injury crashes in Broome County fell 42.1 percent from 1995 to 2007, but no such trend was observed nationally. Reductions of nearly 30 percent were observed in Broome County from 1995 to 2005 in police-reported alcohol-related crashes. There was a 50.3 percent reduction in the number of people injured in alcohol-related crashes from 1995 to 2007, but no decline Nationwide in alcohol-related injuries.

The Kent Drinking Driver Task Force found a 45-percent reduction in the proportion of crashes involving drivers with BACs of .08g/dL or higher between 1993 and 2005. In that time, the population in the area more than doubled while arrests for driving under the influence of alcohol (DUI) increased by only 30 percent in the face of increases in DUI enforcement. This suggests that DUI enforcement may have been working to reduce impaired driving.

Most other task forces collected data related to impaired driving, such as impaired-driving crashes, arrests, and citations. However, various barriers may prevent them from effectively using those data to evaluate their task forces. Task forces often do not have access to data for the period before the task force was established, and therefore are unable to determine how indicators of impaired driving have changed in association with task force activities. In less populated areas, crash data can be a problematic measure of effectiveness because the number of crashes can be very low, highly variable, and susceptible to many influences other than that of the task force. Arrest and citation data can be problematic because it is difficult to determine whether changes in arrests or citations are a function of changes in enforcement or changes in impaired driving. Given this, most local task forces tend to express effectiveness in terms of a process evaluation – for example, successful completion of task force goals; increasing membership; supporting successful legislative efforts; raising awareness of impaired-driving issues; the ability of members to work more effectively due to increased communication, collaboration, and access to information through the task force; or simply continuing to be active as a task force.

Strengths and Barriers

Task forces were asked to describe what they considered to be the strengths that positively influenced their effectiveness and the barriers that negatively influenced their effectiveness. Frequently mentioned strengths included members' very strong interest (described as "passion," "commitment," "determination," or "persistence") in impaired-driving issues; "flexibility" and the ability to adapt to changes in environments and situations; access to the expertise of people from diverse backgrounds and with a range of knowledge and perspectives; ability to share staff, funding, material, equipment, and facilities; beneficial relationships and improved communication between people and agencies; and the ability to identify, focus upon, and solve local issues quickly and efficiently. Frequently mentioned barriers included lack of adequate resources and funding, difficulty recruiting and retaining members, and the difficulty in keeping impaired-driving issues as a high priority among

community and government officials. Other barriers included convincing the community to take impaired driving more seriously; lack of progress due to attempts to be inclusive and obtain consensus; overly ambitious goals set by overly enthusiastic members; and lack of access to important impaired-driving data.

Activities and Accomplishments

Some task forces considered it an accomplishment to continue to remain active for a substantial period of time (one close to 30 years). Some mentioned increases in membership and/or geographic coverage as an accomplishment. Indications that a task force was receiving support from the community, or that attitudes toward impaired driving were changing for the better were also seen as accomplishments.

Many activities and accomplishments involved enforcement, including facilitating checkpoints and other high-visibility efforts; purchasing equipment for LEAs; training officers in standardized field sobriety testing, drug recognition evaluations, and providing effective courtroom testimony; hosting educational workshops for judges and prosecutors on current impaired-driving issues; and working with law enforcement and alcohol beverage control agencies to help identify and sanction establishments that sell alcohol to underage people or serve to obviously intoxicated patrons.

In general, task forces often consider it an accomplishment to have raised awareness of or maintained focus upon impaired-driving issues. Specific educational and awareness-related activities often mentioned include media awareness campaigns; presentations and awareness campaigns at high schools and colleges, military bases, and churches; responsible beverage service training; awards programs for anti-DUI efforts; and submitting op-ed pieces and statistics to local news media.

Other accomplishments include drafting and promoting legislation and facilitating programs that provide alternatives to impaired driving such as sober-ride programs.

To the extent that some local task forces engage in activities related to safety issues other than impaired driving (e.g., speeding, safety belt use, pedestrian safety), they also listed accomplishments related to those issues.

Recommendations and Final Thoughts

Some basic recommendations made by task force representatives include:

- Be passionate, persistent, patient, creative, and flexible. Maintain a sense of humor;
- Keep things simple. Focus on reasonable short-term goals.
- Avoid duplicating effort. Let groups or organizations that do a task well handle that task.
- Focus on working in cooperative relationships rather than combating adversaries.
- Focus on positive messages and not scare tactics.

- Facilitate membership participation by holding meetings in the same, centrally-located place and at the same time each month, or by combining task force meetings with other events members will be attending.
- Encourage member participation by giving members a sense of ownership of task force activities and accomplishments.
- Understand the importance of media expertise and exposure. Having a voice for the task force is critical to educating leaders and the public and gaining buy-in to impaired-driving countermeasures.
- Foster working relationships with community institutions that can support task force efforts.
- Base activities on research and data that suggests they will be effective.

Alcohol Impaired Driving Task Force of Costa Mesa, California



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History

The Alcohol Impaired Driving Task Force of Costa Mesa was established in November 2005 in response to data collection and analyses undertaken three years earlier to investigate environmental and other factors associated with DUI incidents in Orange County, California. The primary purpose of the research was to gather information to develop community-based DUI prevention interventions. To collect the necessary data to inform prevention efforts in the county, self-report surveys were group-administered over a three-month period from February to April 2002 to DUI offenders enrolled in the court-mandated Orange County Drinking Driver Program who volunteered to complete them. Among data collected were items on city of last drink and city of arrest. Analyses conducted by the Orange County Health Care Agency's Alcohol and Drug Education and Prevention Team (ADEPT) were used to assess where and when arrestees had been drinking prior to their arrests and where they were arrested for DUI.

The findings were published in a report titled *Circumstances of Drinking Prior to DUI Arrest: A Report of the 2002 Orange County Drinking Driver Program Survey*. Several coastal communities were identified as having high city-of-last-drink and city-of-arrest data. Because Costa Mesa ranked first in Orange County in terms of city of DUI arrest (35.35 per 10,000 population) and third in terms of city of last drink (29.72 per 10,000 population), it was decided to target prevention efforts in this community in Orange County.

The Orange County Health Care Agency's ADEPT took the lead in organizing the task force. There is no task force charter. In December 2008 a proclamation from the county board of supervisors recognized December as National Drunk and Drugged Driving (3D) Prevention Month and noted the work of the task force in reducing impaired driving. Efforts such as that serve to keep the task force and its efforts on the radar of the board of supervisors and demonstrate support for the task force to the community.

Task Force Objectives

In November 2005, the initial planning meeting was held to kick off the task force, whose vision was to "plan, develop, and sustain program(s) to improve the well-being of Costa Mesa residents via the impaired-driving task force, which is comprised of key community leaders." The goal of the task force is to reduce alcohol impaired-driving in Costa Mesa among 21- to 34-year-olds. The task force seeks to achieve this goal using a three-pronged approach to DUI: (1) Responsible Beverage Service (RBS) trainings to Costa Mesa alcohol servers and staff; (2) communitywide media campaigns to increase awareness of the social, legal, and financial consequences of DUI; and (3) education of community officials on criteria and options for integrating RBS trainings as a requirement for new conditional use permits (CUPs).

The goal of the task force and the topic areas used to address it were developed by the group's members based on considerations of the data, research on best practices, and determinations of what was feasible in the initial stages. For example, although there are now three topic areas of focus for the task force, initially it started with the first two. RBS training and media campaigns were seen as good complements to police checkpoints. With

time, the group decided that RBS should not simply be available to alcohol establishments, but should be a requirement. The task force then talked to the police chief, who in turn talked with the city manager and the city planning department. Now there is a third area of focus--educating officials about the importance of requiring RBS training for alcohol servers.

No topic was declared off limits when the task force was established. In fact, many of the community members who joined the task force were not prevention specialists and were not aware of the full spectrum of prevention strategies. Thus, some issues that might have met with some resistance if members had been aware of them never raised concern.

Although nothing was off limits, there are some constraints on the activities in which the sponsoring Orange County Health Care Agency can participate. As a county agency, it cannot lobby for legal or policy changes; however, it can educate local leaders on various options and strategies. Therefore, with respect to making RBS mandatory for CUPs, the sponsoring agency has worked to educate community officials. In fact, the current police chief, who is an enthusiastic supporter of the task force, has volunteered to take the proposals on this issue to city officials.

In terms of changes in the task force goals and objectives over time, Orange County is launching a new countywide task force using the Costa Mesa task force as a blueprint. The task force in Costa Mesa will be incorporated into this new countywide effort. Although there was consideration of starting another citywide task force using Costa Mesa as a template, a recent community forum decided a countywide effort would be more productive.

Goals of the countywide task force, which launched on September 16, 2009, will likewise expand. The task force will still focus on RBS training and media campaigns, but there will be additional components such as one on policy, one on enforcement, and others that have yet to be determined. The new county task force is expected to offer participating cities various options for dealing with impaired-driving issues. Although they will take part in the larger group efforts to work on DUI prevention countywide, representatives from individual cities may form ad hoc committees to focus on issues of particular interest and concern to them.

Funding

Operating funds for the task force come from the sponsoring agency in the form of Tobacco Settlement Funds and Substance Abuse Prevention and Treatment Block Grant funds from the Substance Abuse and Mental Health Services Administration; this amount from the Orange County Health Care Agency is approximately \$10,000. The Automobile Club of Southern California provides another \$5,000. In addition to this core funding that partially covers the operating costs of the task force, members and other community partners provide in-kind and financial resources to support programs and events (e.g., police provide space for meetings, AAA provides food for events). With the launch of the new expanded task force, it is anticipated that funding arrangements, which have heretofore been informal and worked out on a yearly basis among the coalition members, will become more institutionalized.

The hospitality industry has been involved in funding and supporting task force activities through a number of local retailers. An owner of a night club, who is a fervent supporter of RBS training and an active member of the task force, routinely offers his establishment as the location for RBS trainings, which means closing down for several hours. The manager of this particular establishment is an RBS facilitator who regularly participates in trainings. Additionally, the Orange County Marketplace, a swap meet where alcohol is served, has allowed the task force to collect surveys from patrons about its recent media campaign, “Can You Pay the Price?”

Timeframes

The task force in Costa Mesa has been in existence almost four years as of this writing. The group meets approximately once a month, for a total of 10 meetings per year. Meetings are held at the Costa Mesa community center. There were no plans to discontinue the task force; rather, it evolved into a countywide task force in mid-September 2009, called the Orange County DUI Prevention Task Force, with an expanded agenda. Currently, the first hour of the meeting is for the entire group to discuss administrative business; the second hour is set aside for the working committees to plan their activities.

Operational Issues

Structure

The current task force in Costa Mesa is comprised of 18 active members representing 11 separate agencies. These agencies represent law enforcement (Costa Mesa Police Department), education (University of California, Irvine [UCI] and Orange County Department of Education), research (UCI Center for Trauma and Injury Prevention Research), public health (County of Orange Health Care Agency ADEPT), the hospitality industry (night club), other businesses and business organizations (Orange County Marketplace, Costa Mesa Chamber of Commerce, Automobile Club of Southern California), citizen activists (MADD) and other community-based organizations (Community Service Program – Project PATH). The active members are those who attend the task force meetings, make the decisions that guide the task force, and are actively engaged in task force activities (e.g., distributing media campaign materials, RBS training, conducting surveys, etc). Membership on the task force is open – any interested party is welcome to participate. Over the four years of its operation, membership has stayed consistent. A few people have been added and a few have left, but overall the core members have continued to participate. No subset of members dominates the task force activities.

One of the members, a health educator with the sponsoring organization, provides staffing support for the task force (develops agendas, facilitates meetings, distributes meeting minutes, and provides other logistical support for activities). She spends about one third of her time managing the task force. Although the task force members set the broad objectives and focus on the bigger picture, the task force facilitator deals with the details of how to address the issues (e.g., exactly how many RBS trainings need to be held).

In addition to the core group of active members, there are 13 other people and organizations who are interested in keeping abreast of the task force activities and participating in events. These people and organizations are referred to as community partners and are on the e-list for distribution of meeting minutes. The community partners are representatives of the Newport Beach Police Department, California Alcohol Beverage Control Agency, Orange County District Attorney Office, Orange Coast College, Mason Insurance, RADD (Recording Artists, Actors and Athletes Against Drunk Driving), the Costa Mesa Planning Department, and the California Office of Traffic Safety.

The three working committees correspond to the three activities on which the task force focuses: (1) RBS training, (2) coalition infrastructure (includes education and media campaigns), and (3) RBS training requirements. When the task force started, there were no committees as the group was small enough that everyone could participate in each strategy. Over time, it became apparent that people were interested in focusing on one issue. Thus, the task force moved to a working committee structure to accommodate differences in interest and expertise.

Task Force Agenda

The agenda is driven primarily by the three focus areas that support the task force's goal to reduce impaired driving. Additionally, in putting together the meeting agendas, the task force facilitator considers topics from the previous meeting and future plans. She also gives members an opportunity to add items, make announcements, and leaves time at the end of the agenda for discussion of emerging issues.

Although the broadly stated goals and objectives of the task force have not changed over the four-year period, special events do affect the agenda and the specific priorities in the three areas of focus. For example, several events in the community have received attention by the task force. In April 2009, Anaheim Angels pitcher Nick Adenhardt and two other passengers were killed in nearby Fullerton when the car they were riding in was broadsided by an impaired driver. In another incident, a college student was dared to run across a busy highway in a hazing incident after an evening of partying; the young man was struck and killed by a car as he attempted to cross the busy road.

Over the four years, the task force has been able to successfully address a number of items on its agenda and has made progress on each of its three focus areas. Working with a neighboring local restaurant association in Newport Beach, the task force facilitator is participating on the California Statewide Highway Safety Implementation Plan (SHSIP). As one of its 17 recommendations, the group is developing a toolkit that communities can use in localized DUI prevention task forces. As a result of its RBS emphasis and work with local alcohol establishments, the task force has successfully trained more than 150 Costa Mesa alcohol servers, expanded the RBS training curriculum to include a 30-day follow-up component, and co-researched existing RBS training requirements in California. It developed a multipronged media campaign that earned statewide coverage. In terms of RBS policy, it has made inroads with the police department to incorporate RBS training in CUPs for new establishments and eventually requiring RBS training activities for existing establishments.

Although considerable progress has occurred in each area of focus, there have also been some limitations. In most cases, however, the task force has been able to make adjustments to programmatic efforts relatively quickly to overcome the challenges faced. Barriers with the RBS training component in the first year or two included the unwillingness of owners and managers to participate voluntarily in the training. This problem was addressed by using more proactive means to recruit owners and managers (using a uniformed police officer to provide assistance with recruitment, using letters of invitation and flyers to recruit on-premise outlets) and having three task force members become certified as RBS trainers so they could facilitate the trainings. In terms of the media campaign, distribution of material has increased 180 percent; however, despite this increase in reach, material is not getting to everyone who needs it. A number of specific barriers were encountered with the media component in the first couple of years. For example, it was found that the movie ad campaign had relatively little exposure because public service announcements are shown 10 to 15 minutes before the trailers and feature attraction. As a result, audience members often come too late to see them or, if exposed to them, often have little recall of them. Another issue was the unwillingness of some alcohol establishments to display media pieces. To remedy these problems, the task force replaced the movie ad with bus ads that gained greater exposure and made the media pieces for use in establishments more appealing and receptive to retailers. With respect to the RBS training requirement, the incorporation of RBS training in CUPs is not happening as quickly as desired, which is due partly to changes in local budgets and response to the California economy.

Political Leadership and Community Support

As noted earlier, the task force does enjoy support, in some cases limited, from community leaders. As with many task forces, support by community leaders is more easily garnered from some groups than others and may shift over time. When the task force first began, one police sergeant was involved extensively with the task force; however, after he retired, there was a short period during which no one from the police participated. This was quickly resolved when the city acquired a new police chief who is highly interested in and supportive of efforts to address DUI-related issues in Costa Mesa. The current police chief is on board with the task force and an active member. In addition, the County Board of Supervisors was part of the proclamation process that brought public awareness to the task force's efforts to prevent impaired driving. Because of the sponsoring agency's limitations, the task force facilitator cannot lobby or advocate for policy change; however, issues of concern to the task force have been presented to educate them on various options or strategies.

Support from the broader community is evident by the number of people and organizations who have come to participate in the process, either by formally joining the task force or supporting its activities. A diverse group of community members and organizations have worked with the task force including the alcohol establishment that hosts RBS training, the Orange County Marketplace that has allowed surveying for the media campaign, the movie theatres that showed the movie ads, the community center that provides task force meeting space, and the Chamber of Commerce that periodically highlights the task force and its activities in its newsletter.

Strengths

The task force has several strengths. One is the passion and determination of its members to address the DUI issue. On the RBS training issue, for example, the task force is interested not only in making RBS training available, but also in making it mandatory. A second strength of the task force has been its ability to involve high level leaders to make a difference. Another strength of the task force is its flexibility and ability to change programs when evidence has shown that the results weren't working. Many barriers encountered in the first several years of operation with the RBS training and media pieces were addressed successfully. Finally, the task force has been able to attract a cross-section of public, private, and business organizations that offers many avenues for getting the message across to a wide array of people with differing knowledge, skills, and expertise on which to draw.

Barriers

Some issues considered strengths also have a down side. For example, task force members' passion has sometimes led them to be too ambitious in their efforts and to take on more than can realistically be accomplished. Also, the task force's consensus orientation at times has slowed down the process. Although working collaboratively and gaining widespread support for initiatives is recognized as important, it is also important to know at what point the discussion needs to end and a decision must be made. Sometimes the desires to be all-inclusive can make it hard to move forward if everyone is not on board with a plan. A third general issue that can pose a barrier is that, as with many coalitions, a lot of the work falls to a few members. This is probably due in part to the fact that some members want to be nominally involved for networking and other purposes, but are not able to devote substantial time and effort to activities. As a result, getting an idea from conceptualization to implementation can be lengthy due to lack of manpower and other resources. Related to the lack of manpower has been the relative difficulty of recruiting members of the general public to participate. Although many businesses and community organizations are involved in the task force, there are few city residents. A final issue that poses barriers is the issue of funding, specifically not having enough financial support to address the many issues related to impaired driving.

Accomplishments

As noted above, the task force has succeeded in RBS training and media campaign components. The task force has trained more than 150 Costa Mesa alcohol servers, expanded the RBS training curriculum to include a 30-day follow-up component, and co-researched existing State RBS training requirements. It developed a multipronged media campaign that has earned statewide coverage. It has made inroads with the police department to incorporate RBS training in CUPs for new establishments and to eventually require RBS training for existing establishments.

Accomplishments include new collaborations with alcohol establishments and renewed and strengthened cooperative relationships with the police department. One of the most exciting developments is the plan to expand into a countywide task force. The countywide

task force will broaden its DUI prevention efforts to all of Orange County and will incorporate components not currently covered by the Costa Mesa task force, including an enforcement component and a legislative/policy component that will track events in Sacramento.

Programs

- RBS training – An expanded RBS curriculum and evaluation component has been developed and RBS training has been provided to more than 150 Costa Mesa alcohol servers and related staff.
- Media campaigns – Three media campaigns have been developed and disseminated throughout the city to increase awareness of the social, legal, and financial consequences of impaired driving, with the theme, “DUI: Can You Pay the Price?”
- RBS training requirements – These have involved establishing relationships with key community stakeholders and developing a framework for encouraging and mandating alcohol establishments to participate in and complete RBS training for all employees in a designated timeframe.
- Community forum – In December 2008, the task force hosted a community forum on drinking and driving in Orange County designed to discuss innovative strategies for reducing drinking and driving and to promote local efforts that deal effectively with drinking and driving-related issues. The all-day multidisciplinary conference attracted more than 130 people with a shared interest in and commitment to reducing impaired driving in the county. It also served to set the stage for the launch of the countywide task force.

Partnerships

As noted, the task force is comprised of a diverse group of people and organizations as both core members and community partners. Representatives on the task force include businesses and organizations from Costa Mesa as well as from nearby cities such as Newport Beach, Irvine, Fullerton, Tustin, and Santa Ana. Advocacy groups are participants: MADD is a task force member and RADD is a community partner. As a result of the task force’s work, the task force facilitator has been invited to serve on a statewide group who have been tasked with developing recommendations concerning impaired driving. An SHSIP has been developed with 17 recommendations addressing different components of impaired driving. In the near future, the group will look at developing the toolkit for use by communities to develop grassroots coalitions. Thus, the task force has gained recognition and developed working relationships not only with partners in Costa Mesa and nearby communities, but in Orange County and throughout California.

Media Involvement

Media campaigns are a major component of the task force’s approach to reducing impaired driving; however, there are no members of the media represented on the task force. The task force uses both paid media to raise community awareness of the DUI issue (movie ad

campaign, bus ads, etc.) as well earned or donated media to inform the public about its activities (e.g., newspaper articles, mentions in the Chamber of Commerce newsletter, a community forum that received coverage by 13 media outlets in TV, print, and radio). Additionally, AAA has media experts and, as a member of the countywide task force, provides a bridge between the project and the media. Many times when the Auto Club contacts the media about its activities, it mentions the task force and its work. Other members such as the police department likewise refer to the task force when it contacts the media for its own events such as checkpoints.

Evaluation of Effectiveness Measures

Costa Mesa is starting to examine its data on alcohol-impaired fatalities, injuries, crashes, and DUI recidivism rates. It is difficult to evaluate the success of the task force by comparing Costa Mesa's arrest data to neighboring cities because the Costa Mesa Police Department has two full-time-equivalency positions dedicated to it, whereas many neighboring police departments do not have a designated DUI unit. As is often the case with enforcement data, it is unclear whether the number of arrests for Costa Mesa represents a large DUI problem or reflects greater law enforcement efforts. The city does have recent compliance check data that was collected as part of the requirements for a grant from the California Department of Alcohol Beverage Control. The assessments conducted in alcohol establishments indicated that all but two were in compliance.

The positive results of the task force have been used to leverage additional resources. The move to a countywide task force is seen as evidence of the accomplishments of the Costa Mesa task force. The strong member participation, community partnerships, and financial and in-kind contributions also demonstrate the effectiveness of the task force. As noted previously, the focus of the task force has been on media, RBS, and enforcement. The police have often conducted checkpoints and work with MADD and other organizations on enforcement. However, the upcoming countywide task force will include both of these topics in its committee structure.

Recommendations and Final Thoughts

Time, patience, and perseverance are critical factors to the success of any coalition group process. Additionally, having a strategic plan in place, sustained funding, strong membership recruitment and retention, and communication efforts are keys. The process can be a very lengthy learning process that evolves over time. Having at the table the right people who have a passion to make a difference is critical to making achievements.

The Pikes Peak Region DUI Task Force

Colorado Springs, Colorado



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History

The Pikes Peak Region DUI (PPRDUI) Task Force was formed in September 2005 as a response to an unusually high proportion of fatal crashes involving alcohol or drugs. In that year, 73 percent of fatal crashes in Colorado Springs involved alcohol or drugs. This was well above the national average. In response, the Colorado Springs Police Department started the task force.

DRIVE SMART Colorado is a 501(c) 3 nonprofit organization formed in 1989 by the Colorado Springs City Council to address issues related to driving safety in the area. The PPRDUI was started as a joint venture between a Colorado Springs Police Department detective, a Colorado State Patrol trooper, and DRIVE SMART Colorado. When the task force was created it was comprised entirely of representatives from local law enforcement agencies, DRIVE SMART and the local district attorney's office.

Knowing that the problem extended beyond Colorado Springs, other law enforcement agencies in the Pikes Peak region were soon invited to participate in the task force. The Pikes Peak region is comprised of the El Paso and Teller counties. El Paso County is larger and contains the city of Colorado Springs. Teller is a much smaller county in terms of both area and population. More recently, the city of Pueblo (while not officially considered part of the Pikes Peak Region) has also been invited to be a part of the task force, because it has a large impaired-driving problem and benefits from access to a blood alcohol testing mobile unit (BATmobile) that is available to task force members. The two largest cities in the region are Colorado Springs and Pueblo, in Pueblo County.

The task force was created to pool the resources of law enforcement agencies in El Paso, Teller, and Pueblo counties, and to increase traffic safety and impaired-driving enforcement and education. Believing that enforcement alone is not likely to reduce impaired-driving fatalities, the task force decided to include members from community and business organizations such as DRIVE SMART COLORADO and the Memorial Health System. There are approximately 20 member agencies represented on the task force.

Task Force Objectives

The purpose of the PPRDUI task force is to reduce the number of DUI drivers, crashes, and fatalities in the area by identifying impaired drivers and removing them from the roads of Colorado. An important goal of the PPRDUI is the education and increased awareness of the community regarding the negative consequences of driving while impaired. The task force believes that by accomplishing this goal it will reduce the number of DUI-related traffic fatalities in the area. Another major goal is the education of underage drinking drivers. The large military presence in the area includes Cheyenne Mountain Air Force Station, Schriever Air Force Base, the U.S. Army's Fort Carson, and the U.S. Air Force Academy. For this reason, an early task force goal was to work with representatives of the military bases regarding impaired-driving issues.

There was no written charter when the task force began. The task force later created a Memorandum of Understanding between the task force and participating agencies.

Funding

The task force has no institutional funding. It has received some funding in the past in the form of donations and grants, discussed below. The task force has also organized several law enforcement training seminars, one of which generate more funds than it cost, so the overage was applied to other task force activities. The task force is investigating the possibility of doing this again. It is looking for more sources of grant funding, and considering working with businesses that might sponsor it or some of its activities. MADD has been a useful source of information on possible funding sources.

Timeframes

The task force began in 2005. There was no discussion then or later about a time at which the task force would cease. The task force will continue unless and until a decision is made by all member agencies to dissolve it. They recognize that they are a relatively new task force but describe themselves as being “in it for the long haul.”

The task force currently meets for approximately 90 minutes on the second Tuesday of each month at the Colorado Spring Police Department. Earlier meetings were 60 minutes; however, more input from increasing numbers of members has resulted in a need to increase the length of meetings. Between meetings, “hot” issues are discussed via e-mail.

Operational Issues

Structure

The task force recently established positions of two co-chairs and a secretary; these officers are essentially the same people who have been guiding task force meetings all along. Four subcommittees were set up:

- Statistics subcommittee -- works to compile and analyze statistics related to impaired driving;
- Media subcommittee -involved with the news media, press releases, and public information officer duties
- Awards subcommittee – include preparation of the “Above and Beyond the Call of Duty” letters of commendation for officers and deputy district attorneys who put extra effort into combating impaired driving; and
- Web site subcommittee -- creating a Web site for the task force separate from the Drive Smart site, of which it had been a part.

Task Force Agenda

The task force agenda is typically set by the two co-chairs; however, any member may suggest items for discussion at meetings, which have been described as “round table discussions.” Agenda items are fluid and change over time based on the priorities of task force members. Some decisions are made by voting. All member agencies present at a given

meeting have one vote. Decisions are based upon the majority votes of those members in attendance.

Political Leadership and Community Support

Support for the creation of the task force came from the participating agencies that make up the task force, as well as from the district attorney's office. In the beginning, there was no involvement from the public or from other groups; however, since its founding the task force it has worked to recruit community members and business owners. Local politicians were not involved in the creation of the task force and have not been involved since it was established; however, it should be noted that their support was not solicited. Task force members believe they have access to politicians should the need to work with them arise. They do have direct access to officials of the Colorado State DUI Task Force and the Colorado DOT, which work with elected officials at the State level. There has been discussion about projects such as changing felony DUI laws, which would require working with legislators. PPRDUI has had good support from the local district attorney's offices and chiefs of police, who helped win the grant that funded the BATmobile. A task force representative suggested that independence from State-level agencies and politicians allows the task force to avoid a certain amount of bureaucracy and, therefore, work more efficiently.

Strengths

The PPRDUI task force considers the diversity of its membership to be one of its strengths, both for the different perspectives and different types of resources they provide. Issues are brought to the attention of task force members who help to address them. Another strength is the ability of "larger agencies" to assist "smaller agencies" on events such as DUI checkpoints and educational opportunities. Besides sharing personnel, the task force also is able to share material and equipment as necessary.

Barriers

Time constraints have been a barrier to completing projects taken on by the task force. The task force has created subcommittees to handle specific projects in order to overcome this barrier. Difficulty obtaining funding, establishing a budget, accessing data from agencies recruiting and retaining members, especially from smaller agencies or agencies with high rates of turnover, are other barriers. In general, the task force has achieved its goals without much adversity. This is attributed, in part, to setting reasonable goals.

Accomplishments

Accomplishments include:

- The task force obtained a Colorado DOT grant for \$280,000 to purchase a mobile blood, breath and DRE testing facility (the BATmobile) available to all task force agencies as needed.

- The task force sponsored and organized law enforcement training sessions that include:
 - A statewide training on horizontal gaze nystagmus (HGN) and pharmaceutical diversion (the diversion of licit drugs for illicit purposes). This program generated about \$2,000 that can be used for other task force projects.
 - A local multijurisdictional training with the district attorney's office regarding courtroom testimony;
 - Three agency-specific classes to educate new district attorneys about DUI enforcement and legal issues; and
 - Four HGN/standardized field sobriety test trainings.
- Interagency cooperation to provide staffing for sobriety checkpoint operations. This has been especially useful to the smaller law enforcement agencies.
- As a direct result of the task force, the number of drug recognition experts in the area has increased from 5 in 2005 to 15 in 2007.
- The task force was able to get a change in the blood draw policy in the Colorado Springs from two draws one hour apart to three draws one hour apart. This allows a more accurate extrapolation to blood alcohol concentration at the time of driving and better testimony in court.

The task force believes that the request by members to increase the length of the monthly meetings is a sign of buy-in and success of the task force. Ongoing and improved communications and cooperation between all task force agencies are also deemed important accomplishments.

LEAs are finding their budgets reduced in part due to the recession and partly due to a successful campaign to reduce local taxes. Given this situation, the ability to share resources has other LEAs been very helpful, as in the sharing of sobriety checkpoint staff.

Programs

- The task force worked in conjunction with Drive Smart Colorado to make approximately 50 presentations to high schools on the topic of drug- and alcohol-impaired driving and approximately 10 presentations to military groups regarding drugs, alcohol, and traffic safety.
- The task force worked with two civilian agencies to give free rides home to impaired drivers. One ensures the driver's car is also driven home.
- The task force regularly assists the Colorado Department of Transportation in staging press conferences to kick off statewide enforcement campaigns. One very press conference focused on a "mock DUI crash" where many task force agencies were involved.

Partnerships

The PPRDUI task force began primarily as a law-enforcement-based organization. All El Paso, Pueblo, and Teller county LEAs were invited. Drive Smart Colorado was a charter

member. Since the task force began, it has been joined by representatives from local military groups, members of the public, and business owners. There is a core of members who attend meetings regularly and others who attend from time to time.

Agencies involved in the task force include representatives from the Colorado Springs Police Department, Colorado State Patrol, Drive Smart Colorado Springs, El Paso County Sheriff's Office, Fort Carson Army Substance Abuse Program, Fort Carson Police Department, Fountain Police Department, Fourth Judicial District Attorney's Office, M.A.D.D., Manitou Springs Police Department, Memorial Hospital Trauma Center, Metro Crime Lab, Monument Police Department, Pueblo Police Department, Schriever Air Force Base Safety Office, Teller County Sheriff's Office, University of Colorado at Colorado Springs Police Department, and the Woodland Park Police Department.

The local MADD chapter and its representatives also perform work for the task force. MADD is involved via victim advocacy and by attending law enforcement meetings prior to saturation patrols. With the assistance of MADD, sobriety checkpoints are often dedicated to specific victims.

There are no alcohol industry partners in the task force. Up until now, there have been no suggestions by any of the members to include representatives of the alcohol industry on the task force. The task force members are not aware of opposition to task force activities from the alcohol industry.

Media Involvement

There are no members of the media among the task force membership. The task force has a designated public information officer who maintains contacts with local media. The task force does not purchase media but relies on earned media coverage. Media releases are prepared for larger events and media are invited to attend. The media has been responsive to these events and the task force has received significant media coverage for many of these events. The task force believes it is important to maintain good relations with the media and to be accessible to them as they are an important part of communicating the task force's message to local residents. Members of the task force caution that not all task force business is appropriate for the media. For example, task force discussions involving law enforcement officers and agencies sometimes include sensitive issues that are best not shared with the media.

Evaluation of Effectiveness Measures

The task force has been examining data on fatal crashes and proportions of these with drug or alcohol involvement. They have also been tracking DUI arrest data. The numbers suggest a sharp decline in impaired driving in the first year after the formation of the task force, followed by a return to pre-task force numbers. However, given the short time the task force has been in operation and the large variability in the numbers of crashes, it seems premature to attempt to find an influence of the task force in the data. Additionally, more law enforcement agencies have reported DUI arrest data each year since the task force began. While this is a positive development, it does not provide a stable population base

from which data can be compared over the years and complicates interpretation of the data. With that caveat, fatal crash and DUI arrest data are presented in the next two tables, below.

Fatal Crashes in the Pikes Peak Region -- Numbers and Percentages before and after task force formation in 2005

	2000	2001	2002	2003	2004	2005	2006	2007	2008
Colorado Springs Impaired Driving Fatalities	14	10	14	16	13	22	3	15	14
% of Total Fatalities	41	48	56	62	48	73	30	71	64
El Paso County Impaired Driving Fatalities	25	21	27	29	23	26	9	18	22
% of Total Fatalities	35	39	51	46	40	55	29	46	47
Teller County Impaired Driving Fatalities	X	X	X	1	2	1	1	0	X
% of Total Fatalities	X	X	X	20	100	33	33	0	X

It should be noted that:

- Colorado Springs crashes are a subset of the El Paso County crashes,
- The task force started in 2005 and,
- It was in response to the high proportion (73%) of fatal crashes involving drug or alcohol impairment in Colorado Springs in 2005 that the task force was formed.

Below are DUI arrest figures from several Pikes Peak region law enforcement agencies.

Pikes Peak DUI Arrests before and after task force formation in 2005*

	2002	2003	2004	2005	2006	2007	2008
El Paso County Sheriff's Office	651	653	640	540	608	440	593
Teller County Sheriff's Office	115	125	86	152	122	116	121
Colorado Springs PD	1690	1951	1896	2139	2143	2190	2507
Woodland Park PD	135	150	163	121	112	80	107
Colorado State Patrol—El Paso County	X	X	X	X	X	3487	4001
Totals from 8 smaller PDs	X	X	X	X	X	311	414

*In addition to the arrests listed in the above table, there were 307 total DUI arrests by the Colorado State Patrol in Teller County in the years 2002 – 2006.

Leon County Multi-Agency DUI Strike Force

Leon County, Florida



DUI Strike Force Launch, 2003

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History

The Leon County Multi-Agency DUI Strike Force was started in October 2003 by Maj. Mark Trammell of the Florida Highway Patrol (FHP). Data from Florida's Department of Transportation indicated that a subset of 20 counties in the State contributed to 78 percent of the DUI crashes and fatalities. Because Leon County was one of the counties contributing disproportionately to DUI incidents, it was designated a sustained enforcement county. This required the county to make enforcement an ongoing or sustained activity rather than a periodic one and to report regularly on these enforcement efforts.

Despite eagerness to get Leon County off the sustained enforcement list, FHP did not have the manpower to conduct the necessary sustained enforcement. Thus, Maj. Trammell contacted other enforcement agencies and convened several meetings to discuss how they could work together to maintain sustained enforcement in Leon County and maximize that effort. In addition to FHP, other agencies at these planning sessions included the Leon County Sheriff's Department, Tallahassee Police Department, Florida A & M University Police Department, and Florida State University Police Department. This group of founding members decided on a name, means of operating, commitment level of members, and meeting schedule. They decided to call themselves a strike force rather than a task force as it was felt that the term "task force" implies a group with a relatively short-term goal and a clear end date, whereas the efforts of law enforcement agencies supporting one another to reduce DUI was seen as a continuing activity. They also deliberately chose to operate as a loose confederation rather than a more formal group as each member agency is autonomous, with its own chief, budget, and orders.

Task Force Objectives

The goal of the strike force has consistently been to form a confederation of law enforcement agencies to work collaboratively to create omnipresence for law enforcement in Leon County. Ultimately, it is hoped that this force multiplier impact (i.e., whereby a host agency can staff an operation with minimal draw on its own resources) resulting from law enforcement agencies working together will lead to a reduction in DUI crashes and fatalities and the removal of Leon County from the sustained enforcement list. However, even in the event that the county was to be taken off the sustained enforcement list, plans are to continue the efforts of the strike force to maintain sustained enforcement. Being off the sustained enforcement list would simply release enforcement agencies from the reporting requirements to Florida DOT.

The strike force has neither a charter nor by-laws, although the issue of a charter or becoming more formalized sometimes arises. There is reluctance to create a more formalized structure for the strike force for several reasons. First, each participating agency has its own chief, budget, and general orders and policies, which cannot be superseded by any directives of the strike force. Often, the people who attend the strike force's meetings are not agency decision makers and cannot commit manpower or other resources. Thus, the strike force is careful not to usurp the authority of the heads of individual members' departments. Second, there is concern that if the strike force formed as an independent

entity, there could be liability issues (i.e., if one agency did something that got it into trouble, other members might be liable). Thus, for simplicity and out of concern for the autonomy of member agencies, the strike force has chosen to remain as an informal group.

Funding

As a loose confederation with no central fiscal agent, the strike force has no operating budget. Each participating agency has its own budget for dedicating personnel, and all expenses for enforcement operations such as overtime are paid by individual agencies. Local community members and coalitions (e.g., MADD, a local consortium of restaurants, bars, and others in the hospitality industry) provide monetary or in-kind donations (food, bottled water, etc.) for refreshments for officers conducting checkpoints. These donations typically range from \$50 to \$125, but have diminished in recent years as the economy has worsened. The alcohol industry has been a supporter of enforcement operations. A local alcohol distributor, Tri Eagle Sales, has also provided water and energy drinks to strike force officers conducting checkpoint operations.

Timeframes

The strike force has been operating for nearly six years as of this writing, and the intent of members is to continue their cooperative efforts. The expectation is that it will remain a decentralized and perpetual collaboration, with no specified end date. To plan for enforcement operations and conduct general business, the strike force meets once a month over lunch, typically on the third Wednesday or Thursday of the month.

Operational Issues

Structure

The core members of the strike force are the five founding law enforcement agencies that collaborate to provide intensified enforcement throughout the county. Participation is open to any enforcement agency that wants to be part of the strike force and can commit to two enforcement operations per month (such as one saturation patrol, one checkpoint or two checkpoints). This level of commitment lets the strike force achieve its goals of two operations per week. Membership on the strike force has been stable. The five founding members are still active participants and a few new agencies have come on board as affiliates. They include the Office of Motor Carrier Compliance, which is responsible for enforcement focused on commercial vehicles; the Florida Capitol Police; the Florida Park Police; and the Division of Alcoholic Beverage and Tobacco in the Florida Department of Business and Professional Regulation, which licenses the alcoholic beverage and tobacco industries, collects and audits taxes and fees paid by the licensees, and enforces the laws and regulation of the alcoholic beverage and tobacco industries. Affiliated agencies represent those enforcement agencies that do not have the resources to commit to sustained enforcement but help out as they can.

The strike force is also assisted by numerous community partners that are invited to and attend meetings and help support enforcement efforts. These community partners include Florida's DOT, State prosecutors, Tri Eagle Sales (a local alcohol distributor), Tallahassee Concerned Vendors (a consortium of restaurants, bars and others in the hospitality industry interested in prevention), Responsible Alcohol Coalition, MADD, and a student group, KARMA (Knowing About Responsible Management of Alcohol and Other Drugs).

A member of one of the founding agencies serves as chair of the strike force. Since its inception six years ago, the chair has been affiliated with Florida State University; however, in October 2009, the chairmanship rotated to a member of the Tallahassee Police Department. Because of its informal structure, the strike force chair's main responsibility is to keep track of which agencies are doing enforcement each weekend and thus is informally referred to as "the calendar keeper." The chair also facilitates the monthly meetings including developing the agenda and sending out reminders to members, affiliates, and community partners. The chair has typically been the media's point of contact.

Meetings are held at various locations around Tallahassee, in restaurants or a local police station. Having set meetings and face-to-face contact has been critical to creating cohesion. Another important factor in maintaining the strike force's efforts is the calendar that formally documents agencies' commitments to enforcement operations and ensures that they happen as planned. Decisions are made by the group, and there are no subcommittees. Members participate and contribute equally.

Task Force Agenda

The chair of the strike force puts together the agenda for the monthly meetings in consultation with others. Queries are made before each meeting to find out if members have any issues they want put on the agenda and an open item is always designated at the end of the agenda for emerging issues. As the strike force is centered on DUI enforcement, the focus of the agenda does not change substantially over time. However, special events and activities do arise. If an agency is conducting an event and would like strike force members to attend, such an item would be on the agenda. The strike force participates in events or activities that are sponsored by and under the auspices of a member agency.

The strike force has been quite successful in gaining the necessary cooperation among agencies to produce sustained enforcement in Leon County, with two enforcement operations conducted each week. Although impaired-driving fatalities and crashes have not fallen enough relative to other counties to take the county off the sustained enforcement list, the level of collaboration and support among law enforcement agencies is seen as a major accomplishment.

Agenda items that have not been successful revolve largely around publicity and awareness efforts (e.g., getting a billboard for the strike force). Efforts that require financial resources cannot be undertaken by the strike force as an entity but only happen if a member agency takes the lead and provides the funding. Especially given the current economic conditions, member agencies do not have resources to invest in non-enforcement activities.

Political Leadership and Community Support

Leon County includes the city of Tallahassee, which is home to Florida State University. As a college town there is awareness and acceptance among politicians and the larger community of the need for alcohol enforcement, including underage drinking as well as DUI enforcement.

Political support for the task force has been shown in different ways. When the strike force first launched, there was a kick-off ceremony on the steps of the State capitol building, where the deputy director of Florida's DOT spoke. If the strike force calls a press conference, civic and government leaders will come out and speak on its behalf when requested. Several years ago, the mayor of Tallahassee issued a proclamation that recognized the efforts of the strike force.

There are several indicators of community support for the strike force. People coming through checkpoints or passing by checkpoints often thank officers for conducting them. There has been no pushback from the public or community leaders saying that the enforcement operations are not a good use of resources. In addition to the positive feedback, community support for the strike force has been shown by the donations for refreshments for officers conducting checkpoints. The feeling the strike force gets is that it receives strong support from political and civic leaders, and the public in general.

The alcohol industry has also been a strong supporter of DUI enforcement and often supports stronger DUI penalties. In addition to providing non-alcoholic refreshments for officers carrying out DUI checkpoints, the local distributor engages in a substantial amount of responsible beverage service training. Supporting DUI enforcement is politically beneficial for the industry.

Strengths

There are two primary strengths of the strike force. One is the dedication and commitment of the member agencies and affiliates to DUI enforcement, which have been critical to its success. Everyone who participates in the strike force is involved because DUI is a priority and they believe in enforcement as an effective means to reduce DUI. The second strength is the operating structure. The fact that things are kept simple and informal has supported the strike force's flexibility and sustainability.

Barriers

The strike force's loose structure also poses some of its challenges. For example, participation in the strike force is dependent on individual agencies' motivation and commitment, and there are no external incentives (e.g., extra funding) or penalties that can be applied. If a member agency stops coming to meetings or participating in enforcement activities, the strike force has no leverage to promote behavior change. The only recourse available to the strike force is to have a member call and inquire about what is going on and whether the agency is going to meet its commitments. There are no other means available for gaining cooperation.

Also, because it is organized as a loose confederation there is no opportunity to bring financial resources into the strike force. Because it is not a corporation and does not have a fiscal agent, it cannot obtain financial support such as by requesting grants because it cannot apply for money as the strike force. A member agency can step up and make an application, but then the funding goes to that member. Thus, the operating structure that makes it flexible and viable also places limitations on the strike force's ability to expand, get funding, and evolve into a more powerful organization. On balance, however, the feeling is that the benefits of the structure are greater than the weaknesses inherent in it.

Accomplishments

The strike force has successfully created and maintained sustained enforcement, the purpose for which it was founded. The collaboration has not only improved the efficiency of enforcement efforts (the "force multiplier effect"), but has helped foster better communication among law enforcement agencies.

Another accomplishment has been the ability to keep members focused and committed. In voluntary collaborative efforts, there is sometimes a tendency for participants to become complacent and reduce their level of participation (e.g., start missing meetings) as time goes on and things become routine. At times, the strike force has found that some agencies have started sending lower ranking officers to meetings. Time and effort has been invested to make direct personal contacts to ensure that command staff, who can commit resources and make decisions, stay more actively involved in planning efforts and meetings. This ability to keep decision makers at the table has contributed to the strike force's sustained enforcement efforts.

Programs

The goal of the strike force is sustained enforcement. Thus, programs such as multi-agency patrols and checkpoints are its focus as they support its core mission. The strike force, as a collaborative, however, does support programs and activities that are hosted or sponsored by its members. Examples of programs that the strike force supports include:

- Outreach to students – the Florida State University Police Department (FSU PD) has conducted outreach to students and involved them in alcohol/DUI awareness classes and as subjects in standard field sobriety test (SFST) training activities; in support of this latter effort, other agencies have sent members to participate in the SFST training.
- Lamplighter Project – this is also an FSU PD program that conducts checkpoints on campus and gives sober designated drivers with gifts; although the project is under the auspices of one member, other member agencies help in the execution by manning the checkpoints.
- Florida Law Enforcement Challenge – this is a grant award program sponsored by Florida DOT and the International Association of Chiefs of Police, in which individual law enforcement agencies can submit applications highlighting their traffic safety efforts and compete to earn points toward equipment used in alcohol enforcement; although individual agencies submit applications under this program, they highlight their efforts as part of the strike force.

- Partnership for Alcohol Responsibility – this was a grant-funded program at FSU’s Thagard Health Center that has since ended and evolved into the Responsible Alcohol Coalition that is focused strongly on reaching high school students with alcohol and DUI awareness and education activities.
- Simulated Impaired Driving Experience – college events sponsored by the FSU PD and Thagard Health Center educate students about impaired driving, such as having them drive a go-cart with delayed response to simulate impairment.

Partnerships

The strike force core group of five agencies is supported by other enforcement agencies that serve as affiliates and business and community groups such as educational institutions, student groups, prosecution, the hospitality and alcohol industries, and public activist groups including MADD.

Media Involvement

There is no member of the strike force representing media. Thus, publicity about strike force activities occurs when individual agencies issue their own press releases when conducting enforcement operations. If other members of the strike force participate in the enforcement, the press release mentions the lead organization hosting the event and the DUI strike force. Most of the publicity surrounding strike force activities occurs through earned media, although occasionally a member will use paid media (e.g., buy an ad in the newspaper). Each agency in the strike force has its own public information officer who conducts media outreach. Publicity efforts are tracked by individual agencies, as such information is often used in applications such as for the Law Enforcement Challenge. As a group of agencies, however, the strike force does not engage much in publicity efforts. The chair functions as the public information officer for the strike force and fields inquiries.

Evaluation of Effectiveness Measures

Since the strike force began in 2003, Leon County’s alcohol-related fatality rate has not declined. In fact, in 2008, there was a slight uptick in alcohol-involved crash fatalities from 8 to 14.

Arrest rates for DUI did increase initially after the strike force was instituted. Rates increased dramatically for FSU and likely for other participating agencies as well. More recently, there has been a slight decrease in DUI arrests as officers whose primary duty was DUI enforcement have switched assignments. New officers taking on this responsibility are still learning and gaining expertise and thus are not as efficient as those who were well acquainted with this duty. This change in personnel experience has had a substantial impact on DUI arrest rates.

Data on recidivism rates are not available. Leon County, like many college or university towns, it has a transient population, making it difficult to ascertain reoffending rates.

Strike force members used the successes of the collaboration to build on their accomplishments and gain additional resources through different government award programs. For example, the Florida Law Enforcement Challenge is a program in which individual agencies participate to highlight their traffic safety programs. Strike force agencies are able to point to their affiliation with the strike force and it helps them obtain awards and funding from NHTSA and Florida DOT. The benefits (equipment, funding, etc.), however, go to the individual agencies that submitted applications, not the strike force as a collective.

Recommendations and Final Thoughts

Strike force members have found that when checkpoints are held on campus, student groups can be good partners, providing giveaways and other rewards to students who serve as designated drivers. The group BACCHUS (Boost Alcohol Consciousness Concerning the Health of University Students), a college alcohol education program that now has over 200 chapters in the United States and Canada, is focused heavily on prevention of drinking and driving by college students. It has been an excellent partner and supporter of the strike force's efforts.

In a broader sense, the strike force in Leon County has found that it is helpful to work with institutions of higher education, including their health promotion and alcohol awareness programs and other student groups, where possible. College and university prevention efforts cannot be effective if they do not address the influences in the surrounding community that contribute to students' choices to consume alcohol illegally and to excess. Similarly, community coalitions may not be useful if they don't include colleges and universities. Partnership and cooperation help establish consistent community norms that laws will be enforced and that drinking and driving is not acceptable.

Finally, there is considerable value in not overcomplicating things. Keeping things simple has helped the Leon County strike force in terms of longevity. Remaining flexible makes it easy to maintain. Advice to other local task forces combating DUI is to get together and pledge to support one another and then go out and do it.

The Southeastern Louisiana DWI Task Force



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History

The Safe Communities Coalition (SCC) was formed in 1997 as an initiative from NHTSA to identify major causes of unintentional injury and death in the Greater New Orleans area. A high incidence of alcohol-related crashes and fatalities in metropolitan New Orleans, coupled with a perceived lack of emphasis in DWI enforcement and prosecutions by State agencies and the recognition that the DWI/DUI issue was a specialized problem requiring expertise not found in SCC, led to the formation of the Southeast Louisiana DWI Task Force (known as SELA) as a subcommittee to SCC. SELA was formed less than a year after the formation of the local SCC.

Task Force Objectives

The overall goal was to change the culture that was permissive of impaired driving. The specific goal was to change the thinking of criminal justice participants to aggressively arrest, prosecute, and sentence drunk drivers.

According to SELA's official mission statement, SELA's mission is to "form a partnership between law enforcement, prosecutors, the judicial system, communities, businesses, leaders, civic organizations, and individuals in an effort to reduce the incidence of DWIs/DUIs throughout the Orleans Parish area and the surrounding parishes.... Other parishes interested in joining the SELA effort are encouraged to join SELA.

"SELA will attempt to reduce the incidence of DWI/DUI through:

1. "DWI drug courts. Providing assistance to SELA parishes in obtaining DWI drug court grants and establishing DWI drug court programs.
2. "Training. Providing training and training materials to law enforcement, district attorneys, judiciary, and others on arrests, prosecutions, and how to reduce the number of DWI/DUI offenders.
3. "Legislation. Provide input to Legislators on proposals for new laws to combat DWI/DUI statewide. Represent SELA at legislative committee hearings that may influence DWI/DUI laws. SELA only provides information to the Legislature, if requested, and does not engage in lobbying practices.
4. "Louisiana Highway Safety Commission (LHSC). Support efforts of the LHSC in curbing the problem of DWI/DUI driving."

Topic areas to be covered by the task force were determined based on the expertise and recommendations of the participating members. There were no topic areas that were considered off limits to the task force. The focus of the task force has remained consistent since its inception.

Funding

The task force is unfunded. Some member agencies make in-kind contributions. A Traffic Safety Resource Prosecutor grant from NHTSA to the Louisiana District Attorneys

Association is used to underwrite annual training conducted by SELA. The Louisiana State Police provide a meeting space. The Louisiana Highway Safety Commission provides a paid staff member to contribute administrative support.

Timeframes

The task force has been in constant operation since about 1997. SELA meets the second Friday of every month except in December, at the Louisiana State Police Troop B headquarters in Kenner. The meetings begin at 10 a.m. and last approximately one and a half hours. Meeting agendas are divided between legislative issues and educational issues affecting the communities. The education issues are always discussed. Legislative issues tend to be discussed at certain times of the year based on the timing of legislative sessions (March through June). Very little legislative-related discussion takes place in July through September. Legislative discussions begin to ramp up again around October, in part because the task force has received advice that the best time to approach legislators with proposed legislation is early, so that they have time to consider it. Guest speakers at the task force meetings have suggested that proposals brought to legislators shortly before legislative sessions tend not to be taken as seriously.

There are no current plans to terminate the task force.

Operational Issues

Structure

The structure of the task force is relatively informal and the chairperson changes periodically. There are no rules or set schedule regarding when the chairperson position changes. There is an informal executive committee comprised of former chairpersons and some of the more active members in the task force. Often, these task force members meet for lunch on the day of a task force meeting and this essentially becomes a very productive meeting of the executive committee. Tasks or activities undertaken by the task force are assigned by the executive committee to individual task force members. A committee system allows for both working and ad hoc committees, but some members stated that the committee system is not working well. There is a tendency for work assigned to committees to be performed by people instead of collectively. There is an interest among task force leadership in working to make the committee system function as it was intended. Committees include a legislative committee that translates suggestions for legislation and writes them in the format the legislature is familiar uses, and a membership committee that contacts agencies to recruit representatives.

Task Force Agenda

The chair sets the agenda. Task force participants provide reports on DWI-related activities of their agencies. These include law enforcement agencies, DWI court officials, and treatment providers. These voluntary reports are considered educational, as they provide not only news about activities but perspectives of the people and agencies reporting.

Educational meetings cover a spectrum array of issues such as DWI drug courts, ignition interlocks, “894” pleas,¹ insurance issues, DWI enforcement, prosecutorial and judicial issues, Drug Evaluation and Classification program, field sobriety testing, the Booze ‘N Cruise – You Lose program, teen discussion panels, and mock crashes. These presentations are sometimes conducted by guest speakers.

Legislative meetings are dedicated to keeping the task force informed and aware of steps being taken on DWI/DUI issues in the legislature. The meetings are used as a forum to discuss what the task force’s agenda will be during the legislative sessions.

All task force members have a say in what actions the task force will take. No action is taken without a consensus of members. The overall task force agenda has remained stable, though it can change if task force priorities change.

Political Leadership and Community Support

The task force does not consider itself an organization that brings about change; it relies on member agencies to work toward change. Therefore, the task force itself does not take on activities for which it needs political or community support. Necessary political and community support is not sought by the task force itself but by the member agencies. The task force maintains a low profile and stays “under the radar” of political and community leaders.

In parishes outside New Orleans, member agencies generally receive support from political leaders and the community. There has been some difficulty in persuading agencies in Orleans Parish to participate in the task force and work toward DWI reduction. Reasons cited include the fact that the economy of New Orleans is largely based on entertainment, and it is therefore not in the best economic interest of New Orleans to discourage drinking. Additionally, since Hurricane Katrina, New Orleans law enforcement agencies have had to work with fewer resources and had other issues to focus upon which are considered higher priority.

While the task force does not directly try to influence legislation by addressing political leaders, it has sought to support the State DWI Task Force that has been directly influential on DWI issues in the State Legislature.

Strengths

The key strength of the task force is the knowledge and motivation of each task force member that it can bring to bear on assessing problems and formulating solutions.

Barriers

Legislation that the task force has supported, through member agencies and the State DWI task force, is often watered down through the legislative process. This is frustrating to

¹ These are pleas that result in deferred prosecution. Convictions are removed from the records of offenders who comply with court requirements.

many of the members. Also, many at SELA would like any impairment, whatever the cause (e.g. drugs other than alcohol), to be the standard for a violation. There is no discussion of this in the legislature.

Accomplishments

1. The past three years have witnessed considerable success in legislative changes. Jefferson, Orleans and St. Tammany parishes have adopted aggressive DWI enforcement policies.
2. Modifications to the DWI refusal for chemical testing and DWI suspension laws were passed in 2005, 2007, and 2008. SELA was part of the impetus for those changes. Also, the administrator's panel at the Annual Conference for Law Enforcement has resulted in review of internal procedures in Jefferson Parish.
3. The task force hosts two conferences per year for law enforcement.
4. The task force supports resources for law enforcement.
5. Members are educated via presentations by guest speakers.
6. Provided assistance to the Orleans Parish DWI court grant funding request and sponsored trainings for appropriate grant-writing procedures.
7. Assisted Terrebonne Parish in establishing the first DWI court in Louisiana.
8. Provided trainings for drug recognition experts.
9. Sponsored training by West Huddleston, director of the National Drug Court Institute, on establishing DWI courts.
10. Supported a law passed by the State legislature establishing a DWI database. However it has not been funded.

Programs

Starting in 1997, SELA held annual training conferences that include a forum for police, administrators, judges, and prosecutors to address them directly and collectively. Issues covered by the training events are based upon results of evaluations and surveys of task force members. Issues have included police and prosecutor relations, investigations of fatal crashes where drugs and alcohol are involved, and search and seizure procedures. The training sessions include lunchtime panel discussions, begun as an incentive to keep attendees from leaving during lunch, but they have now become highlights of the conference. Panel members from different disciplines are given questions in advance and discuss the issues, followed by questions from the audience. These panel discussions have resulted in agencies changing policies as a result of a broader understanding. So far all the panel discussions have been with officials in the legal community and focused on legal issues, but there are plans to invite professionals from treatment, insurance industry, and other types of agencies represented on the task force in order to better understand their perspectives.

The most recent training conference had 80 attendees. Attendance has been as high as 120. The conference has been promoted and been attended by members of the public and officials from outside the New Orleans area that SELA normally serves.

Partnerships

The membership list was created at the beginning of the task force and has remained largely unchanged since the beginning. Most changes have been in representatives who attend meetings, or the level of participation by representatives, not the agencies they represent. The task force membership is relatively open. All law enforcement, prosecutor, judicial, community awareness, and other groups interested in DWI issues from parishes around the metropolitan New Orleans area are invited and encouraged to participate in the task force. No agency has been turned away from participating in the SELA DWI Task Force and agencies outside of the surrounding parishes are invited to participate. Law enforcement agencies, prosecutors, and Louisiana Highway Safety Commission employees have tended to be the dominant members of the task force, in terms of both numbers and assertiveness. Currently this is beginning to change as non-law-enforcement participants are becoming numerous and more assertive. Participation in the task force has been very good and increasing with recent legislative successes.

Representatives of the alcohol industry have not participated in the task force, nor have they worked against any task force activities, according to members.

MADD has been an active participant throughout the history of the task force.

Other member organizations include AAA, the Council on Alcohol and Drug Abuse for Greater New Orleans, Dependable Source Corp., Louisiana Property and Casualty Commission, Federal Highway Administration, Hartman Engineering, Louisiana Highway Safety Commission, Jefferson Parish Public Schools Safe & Drug-Free Schools and Communities, the Metropolitan Safety Council's South Louisiana Chapter, the Medical Center of Louisiana at New Orleans, the Charity Hospital Trauma Program, Mothers Against Drunk Driving, Progressive Insurance Company, Remove Intoxicated Drivers, State Farm Insurance, Touro Rehabilitation Center, and area schools.

Member law enforcement, prosecutors, and EMS agencies include the East Jefferson Levee District Police, Gretna Police Department and EMS, Harahan Police Department, Jefferson Parish Sheriff's Office, Kenner Police Department, Mandeville Police Department, New Orleans District Attorney's Office, New Orleans Police Department, New Orleans Traffic Court, Orleans Levee District Police, Plaquemines Parish Sheriff's Office, Priority Mobile Health EMS, Slidell Police Department, St. Bernard Sheriff's Office, St. Charles Parish District Attorney's Office, St. Charles Parish Sheriff's Office, St. John Parish Sheriff's Office, St. Tammany Parish District Attorney's Office, Jefferson Parish District Attorney's Office, Louisiana State Attorney General's Office, Louisiana Bureau of Emergency Medical Services, Louisiana Office of Public Health, Louisiana State Police, and the U. S. Drug Enforcement Agency

Media Involvement

The task force does not work directly with media itself but works through its member agencies. Examples include Terrebonne Parish working with media to inform the community about a pilot DWI court program in the parish. This media and community outreach activity included the creation of posters, working with high schools, and advertising about the DWI court and its meaning to the community.

Evaluation of Effectiveness Measures

The task force refers to impaired driving crashes and arrests to understand the possible effects of its activities. For the past 10 years the numbers of impaired-driving crashes in the State have remained relatively stable. The number of impaired-driving crashes and DWI arrests in the State were lower this past year. This may be a function of the economy and gasoline prices causing people to limit driving. It is difficult to interpret statistics for Southeast Louisiana because populations remain low since hurricanes Katrina and Rita in 2005. This has also affected DWI arrests, as there are fewer people, fewer officers, and enforcement efforts have been refocused. The creation of a DWI offender database was passed by the State legislature but remains unfunded.

Because the task force keeps a low profile and tends to work through its member agencies, it is difficult to assess its success. The task force approach tends to be one of affecting policies by assembling administrators, posing questions, furnishing additional information, and having agencies compare activities to one another. Task force agendas are written to direct discussion toward policies that are questionable or in need of change. This strategy is used rather than telling representatives of agencies that their policies should be improved. Task force members believe this approach is better than a more direct approach, which might be perceived as confrontational and result in defensiveness on the part of the members or agencies being addressed. So, although the task force does not actively recommend that agencies change policies, policies have been reviewed and changed as a result of the task force meetings and lunchtime panel discussions.

Recommendations and Final Thoughts

SELA task force members recommend the following for other local task forces:

- Keep the task force goals short-term and simple and show successes to the members;
- Schedule meetings in a central location;
- Host meetings adjacent to another meeting that the same members attend to increase participation;
- Submitting legislative proposals early to increase the probability of success. Last-minute proposals are usually met with skepticism by legislators.

The Gallatin County DUI Task Force

Gallatin County, Montana



LOCAL DUI TASK FORCES

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History

The Gallatin County DUI Task Force was established as a result of a drunk-driving fatality in Gallatin County. On Memorial Day weekend 1978 a young woman was struck and killed by an intoxicated driver while walking in her driveway. The woman's mother, Doris Fisher (now Doris Heckerman), was a nurse and a county coroner. In the aftermath of the incident she came to the conclusion that DUI was not being treated as an important issue in her area and drunk drivers were not being held properly accountable. She assembled a group called Montanans Against Drunk Driving. This group engaged in various activities to raise awareness of the DUI issue. These activities included following DUI cases through arrest, prosecution, and adjudication. The group would question officials about cases in which charges were dropped or pled down and would sit in courtrooms to monitor DUI cases. Heckerman's position as a coroner gave her access to wrecked cars from DUI cases. These cars would be displayed prominently around the community and the circumstances of the crashes were publicized.

As part of an effort to raise awareness of the issue she began working with John Vincent, a local state legislator, who had been one of her daughter's high school teachers. They tried unsuccessfully to encourage Montana to pass anti-DUI legislation in 1979 and 1981. In March 1983, the task force was successful and Montana passed a law that authorized county governments to create local DUI task forces funded by license reinstatement fees. The law, MCA § 61-2-106 – "County Drinking and Driving Prevention Program," describes the purpose and operation of the local task forces. It is included as of this case study. The law went into effect in October 1983. The Gallatin County DUI Task Force was created on March 1, 1984, by the Gallatin County Commission. After the Gallatin County Task Force was created, Montanans Against Drunk Driving disbanded, and most of its members became part of the county task force. Heckerman is not a member of the current task force.

The task force has provided a forum for proactive discussion about the problem of DUI, and a place for professionals in the field and citizen activists to come together to design constructive and effective courses of action.

We were unable to confirm whether there had been an official charter for the task force at its inception. Task force records prior to 1991 were lost in a fire. The task force has bylaws, which are updated periodically.

Political and community support for the task force has waxed and waned over the years. Key informants who we interviewed report that Montanans tend to be strongly in favor of personal liberties, which makes it difficult to sustain strong support for strict DUI laws and their enforcement. Therefore, political leaders often do not feel that it is in their best interest to concentrate on DUI issues or support strong anti-DUI initiatives. For a period), the task forces in Montana were without funding when the state legislature neglected to pass through funding to the counties. Key informants reported that legislators may have felt that the local task forces had fulfilled their purpose. The Gallatin County task force continued to operate without funding while spearheading an effort to reestablish funding for all local task forces throughout the State. This success is described in the section on funding.

Task Force Objectives

The general purpose of the task force is to develop and fund public education and enforcement projects to reduce the number of alcohol-related crashes and deaths in Gallatin County. More specifically, the goals of the task force, as described on the task force Web site (http://www.gallatin.mt.gov/Public_Documents/gallatincomt_duitaskforce), are to:

- Support increased, focused, and effective DUI enforcement;
- Provide a collaborative environment where solutions to DUI can be addressed;
- Improve communication and collaboration of professionals in the field with citizens;
- Promote citizen education and awareness on the issue of DUI;
- Provide the tools and motivation to combat DUI on a personal/family level;
- Educate local politicians, decision makers, and the community about DUI; and
- Support, inform, and energize everyone involved in the continuum of DUI prevention, intervention and enforcement.

The original mandate for the task force was that it should have a strong but not exclusive focus on enforcement.

Funding

The task force budget for 2009 was \$76,213. This is about \$10,000 higher than usual because of a one-time infusion of funds to be used for three larger-than-normal projects. The task force has been funded by the State via DUI reinstatement fees. Although the funding is specifically set aside for the task force, the county government maintains fiscal oversight for the program because money goes through the county government. A fee is paid to the county for administering and overseeing the funds. A perceived benefit of this system is that the State provides funding while leaving decisions on how to run the task force to those at the local level.

There was a period of about two or three years during which the task force received no funding. One informant suggested that the legislature may have believed the task force was no longer necessary. The Gallatin County Task Force worked with the chair of the Great Falls DUI Task Force and a local State legislator to convince other legislators that the county task forces were still necessary. State funding was, in fact, restored and the new legislation included an increase in the driver's license reinstatement fee upon which the funding for task forces is based. The fee increase was, to some extent, intended as a point of negotiation that might be dropped in the course of getting the legislation passed. Ultimately the increase remained in the legislation so that the program now receives double the amount it received previously. Under the current system, the State gets half of the \$200 reinstatement fee; counties that have DUI task forces get the other half.

Prior to the years when the State funding was dropped, additional funding for the task force was sometimes available through grants, using funds provided to the State by NHTSA. During the funding gap, the State, perhaps under the belief that the task forces were no longer necessary, stopped approving the use of Federal grant funds for the task

forces. These funds were used instead to support Safe Kids, Safe Communities programs. Later, when State funding was reestablished, the Federal grant funds continued to go to the Safe Kids, Safe Communities programs, and the local task forces were still unable to apply for Federally funded grants. Recently the State has advised the local task forces that they may once again apply for grants from these Federal funds.

Gallatin County has a relatively high DUI rate, possibly due in part to the presence of Montana State University. The high DUI rate, coupled with the relatively large size of the county, results in a large number of county DUI offenders paying reinstatement fees after license suspension. Because task force funding comes from reinstatement fees from county residents, there is sufficient funding such that the task force does not need to seek other funds and has adequate funding to take on promising projects.

Timeframes

The Gallatin County Task Force has been in operation since 1984. It should be noted that the current task force grew out of the Montanans Against Drunk Driving organization that began in 1978 and provided the impetus for the creation of the States' local DUI task force programs. The initial goal of the Gallatin County Task Force was to study DUI and make recommendations to the Gallatin County Commission in six months of its creation. Beyond that, there was no pre-determined timeframe for task force activities to end or for the legislation to expire. The task force creates a yearly report on its activities that it submits to the County Commission and the State. The task force meets monthly for 11 months of the year (not in December) on the third Wednesday of the month.

Operational Issues

Structure

The task force is made up of residents and representatives from several agencies, led by a paid citizen coordinator. Because task force funding is passed through the county government from the State, the coordinator is a county employee. The coordinator position is part-time; however, the hours per week for this position have increased over time. It was suggested that the citizen-led nature of the task force makes it very important that there be a paid coordinator. Though people are interested in the issue, it would be difficult to get sufficient volunteer time to lead the task force effectively. Additionally, although it might be possible to fund the coordinator's position by making it part of one of the agencies involved (e.g., law enforcement), such an arrangement could result in one agency having undue influence on the focus of the task force. Key informants felt that the collaboration of different groups and agencies is essential and that balance can best be achieved by having the coordinator not be affiliated directly with any one of those groups or agencies.

The membership of the task force is open. The task force Web site (http://www.gallatin.mt.gov/Public_Documents/gallatincomt_duitaskforce) encourages people to contact the task force about becoming members. The county can also advertise for members. The focus has been to find members who are enthusiastic and will attend meetings rather than attempting to get a large membership that includes people who

do not actively participate. Meetings are always held in the same conference room in downtown Bozeman.

In addition to the coordinator position, the task force has a chair person, vice chair person, and a secretary/treasurer. The membership structure is established in the bylaws. Originally all task force members were approved by the three full-time county commissioners. This practice tended to slow the appointment process. About eight years ago, the bylaws were revised to allow certain approved agencies to send liaisons of their choosing. Agencies that have been approved include all member police organizations, the county attorneys' office, Bozeman city attorney's office, alcohol and drug services, and a student organization from Montana State University. In addition to agency representatives, there are 12 volunteers from the general public who still must be approved by the county commission. There are no standing subcommittees. Subcommittees are sometimes created to address specific needs, often because groups of members want to work on specific activities. Once the activity is completed, the subcommittee is disbanded. Sometimes the committee will appoint members to take on necessary tasks, such as rewriting bylaws.

Task Force Agenda

The task force agenda is set primarily by the task force coordinator and the chairman. Because the purpose of the task force is to serve as a think tank, substantial importance is placed on leaders' eliciting advice from other members regarding task force activities. Taking advantage of the abilities and ideas of members has a double benefit, as it allows the task force to take advantage of the members' expertise and ideas, and provides a sense of empowerment to task force members, which in turn is motivation for them to participate. For this reason, the coordinator finds it important to acknowledge the ideas and contributions of members.

The legislation that created the task forces puts a focus on issues of drinking and driving; thus, the task force tends to stay away from issues that are not specifically related to DUI, such as youth access to alcohol. Task force members feel it is important to leave other alcohol-related issues to groups that are able to deal with them more effectively. For example, the local MADD organization is in a better position to lobby for legislation and can address issues such as sales of alcohol to underage patrons. It was stressed that a task force can be more effective if it refrains from duplicating the efforts of others, or taking on efforts that other agencies can handle more effectively. In cases where the task force feels that a given issue is outside its purview, it may elect to come out in support of the issue, without actually working on it.

The agenda of the task force has not changed over time as the nature of the task force's work continues to be mandated by the legislation that created it. However, the specific activities of the task force have changed and evolved over time. For example, the task force's work to provide equipment for police agencies has expanded. At one point the task force was part of an effort to obtain video recorders for patrol cars. Once police agencies had some cameras and began to realize the benefits, they began purchasing cameras themselves. At that point, the task force began to look at other equipment it could help provide, and began to look into providing preliminary breath testers (PBTs) for officers. Now the police agencies are buying more PBTs for their officers, the task force is looking for

other activities. Our key informants stressed that the task force can be most effective if it remains flexible and ready to adapt to the changing environment.

Political Leadership and Community Support

The amount and nature of support for the task force from political leaders and the community has varied over time. As noted earlier, the culture in Montana places great importance on personal freedom, and this has made it difficult to fight for stronger penalties and enforcement against DUI. Over the years, there has been positive change. This is due in part to changing attitudes throughout the country, and the work being done by the task force and other groups such as MADD. Still, the task force continues to struggle against older, entrenched attitudes. When there is support for the task force, it tends to be in reaction to recent events. Several high-profile DUI crashes over the years have raised awareness and resulted in increased support for the task force and its activities. Often the support from the community and politicians tends to be passive rather than active. For example, agencies may report that they support the task force, but members do not attend task force meetings or participate in task force activities. A key informant has the sense that although many agencies consider DUI to be an important issue, they may feel that the existence of the task force means that the issue is being handled without requiring their participation. At the legislative level, support depends on how “palatable” or politically feasible a given issue is. The task force is currently supporting an upgrade to a primary seat belt law and efforts to change the laws regarding refusal to submit a breath test. Legislators have been resistant to these initiatives.

Strengths

A key to the success of the task force has been to maintain achievable goals by limiting the number of high priorities addressed so as to avoid overextending the abilities of the task force. By keeping goals reasonable in number and scope, the task force can build on successes rather than becoming discouraged by failures. A critical strength of the Montana task force system is that task forces are locally based even though the funding comes through the State government. Allowing task forces to make decisions locally capitalizes on local citizens’ support to address situations in a community in a timely manner.

The idea behind the local task force program in Montana is to create a place where people from different disciplines can share their knowledge, experience, and creativity to engage in activities that hold the promise for curbing impaired driving. This creates an educational opportunity for these professionals, and allows them to feel supported in their efforts and as though they are a part of something larger.

An important aspect of the task force is that it remains flexible. As the environment changes, the task force is free to change with it. When a group comes along that can take over some of the work of the task force (as MADD did with the legislative work), it can adapt to refocus its energy and resources on other activities. When efforts that had been successful in the past cease to be, the task force can search for other opportunities. For instance, a DUI prevention activity involving staged crashes at a high school and the removal of students from class to represent fatalities resulting from that crash can be a

powerful tool for a while, but eventually the effect wears off and a different activity must be sought. Similarly, placing wrecked cars in a high profile location can be effective for a short period of time but the impact may dampen with time. As with repeated exposure to the same strategies, community members may lose interest in the task force over time. Old allies in agencies may be replaced by officials who are not as supportive. New residents may become interested in the task force and new situations may provide new opportunities. The task force coordinator made the comparison between opportunities and open doors. "Open doors close, closed doors open. We don't batter ourselves on the closed doors but work with the doors that are open or where there is interest." By remaining vigilant and adaptable, the task force continues to use its resources effectively.

Barriers

A general barrier has been an environment in which DUI has not been considered a serious issue. Such an environment focused on concerns for individual freedom has led to a tendency to protect the drinking driver or to consider a DUI crash to be a regrettable outcome from a mistake in judgment rather than a crime.

The specific types of barriers that the task force has encountered have changed over time. This changing atmosphere underscores the importance of remaining vigilant for changes in situations and being ready to take advantage of new opportunities when they present themselves, especially when old opportunities cease. One specific barrier encountered involved a plan to issue regular reports on DUI citations to local radio stations, which proved impossible due to the inability to obtain data in a timely manner from the computer-aided dispatch system administrator for Gallatin County 911 communication.

Accomplishments

A primary measure of accomplishment is that the task force has managed to keep the issue of DUI in front of the public. This has required keeping the message out there, which has in turn required creating new ways to do so.

At the State level, the Gallatin County Task force was able to work with a State legislator and a coordinator of another DUI task force to reinstate funding after it had been stopped. The refunding affected DUI task forces across the State. This is especially important as Montana has many local DUI task forces. General anti-impaired-driving lobbying efforts of MADD during that time also helped reinstate funding. Another measure of the accomplishments of the Gallatin task force is that its "Swimming Upstream Awards" program has been picked up for use by other task forces in the State.

Programs

Activities that have been implemented by the task force include:

- Submitting guest op-eds and letters on the DUI issue to local newspapers;
- Gathering and disseminating DUI-related statistical information;
- Coordinating the collection of place-of-last-drink data until that activity was taken over by the State Department of Health and Human Services;
- Funding interagency DUI checkpoints and saturation patrols during holidays and special events;
- Funding equipment purchases (e.g., in-car video recorders, PBTs) for police forces;
- Holding demonstrations of the “Fatal Vision” goggles to illustrate alcohol impairment;
- Establishing and funding the Late Night Streamline Ride Service, a free ride service for impaired drivers. These rides are available on Thursdays, Fridays and Saturdays from about 8:30 p.m. until about 3 a.m. Hours may be modified to accommodate increased ridership for some holidays. This service provided 7,787 rides from September 2007 through June 2008;
- Working with tavern owners in downtown Bozeman to reduce underage drinking and open container and DUI violations. The effort included funding wristbands for customers using ID to show they are 21 or older, confining the area in which open containers are permitted, and providing and advertising the free ride program.
- Creating the “Swimming Upstream” awards program to honor community members who work to change how the county perceives the negative consequences of alcohol misuse;
- Funding and organizing the dissemination of anti-DUI messages through posters, and innovative methods such as flyers on pizza boxes used during the Super Bowl, key chains for distribution to new drivers at State DMVs, and public service announcements in unexpected places such as in the form of classified ads in local newspapers (e.g., “for sale – your truck if you get a DUI and lose your license”);
- Maintaining the task force Web site.
(http://www.gallatin.mt.gov/Public_Documents/gallatincomt_ DUI/duitaskforce).

Partnerships

The task force is described as a citizens organization. A recent list of task force members indicated 18 members, including 4 private individuals, 9 law enforcement representatives, 2 members of city or county attorney’s office, 1 representative of the county health department, a representative of the Associated Students of Montana State University, and a representative of Alcohol & Drug Services of Gallatin County. Over time certain task force members have become inactive, as others have joined. This is seen as acceptable, because it assures that current members are active and looking forward with a positive outlook. Including participants from outside of the law enforcement community is described as being very important in seeing the “big picture.” Including treatment providers was described as being particularly important.

MADD is not directly involved in the task force, yet the two groups work together in many ways. The task force works in consort with MADD to support its efforts and to avoid

duplication. In the past, the task force held periodic round table meetings that included the task force members and the local MADD chapter; however, regular meetings have been discontinued in favor of holding meetings related to specific projects. A key informant noted that an advantage of joining with MADD, rather than having the task force as a part of MADD, is that the task force can generally be more responsive to the local community and is not constrained by the national level priorities set by MADD. The task force has had a more collaborative approach to its work, by way of its many partners, whereas MADD is perceived by our key informants to work as a single entity.

Media Involvement

There are no media representatives serving as task force members. Many of the task force activities involve the use of media for publicizing DUI issues such as paid advertising and public service announcements. Media used include radio, newspapers, and media outlet Web pages. In some cases, media access is purchased; however, media outlets have volunteered marketing resources to aid in task force activities in the past. Relationships with the local media have changed as members of the media have changed. The task force coordinator has found that relations with the media rely heavily on personal relationships. There have been both television and newspaper reporters who have been interested in DUI issues and were supportive, but who moved on and were replaced by people who were not as supportive. For a time a television reporter invited the task force coordinator to report statistics and make a monthly comment. This ended when that reporter left the television station. Recently another television reporter has begun to express an interest in the issue. When invited for an interview, the task force coordinator spent 20 minutes suggesting other potential stories. There is ongoing media interest in the issue of repeat DUI offenders, so the task force coordinator is rewriting an article on DUI drivers to focus on repeat offenders in an attempt to interest the media. These are examples of the “open door, closed door” analogy described earlier, i.e., watching for opportunities and taking advantage of them.

The coordinator expressed the view that much of the task force’s work is essentially social marketing. She has a background in marketing and has used her background to find ways to get coverage of task force events and DUI issues without cost. She has used techniques she has described as “guerilla marketing” to get the message out. This includes placing what are essentially anti-DUI messages in the classified sections of local free newspapers. She has suggested to State officials that they provide training in marketing to local task force coordinators. She has the impression that many people think that effective marketing is simpler than it actually is, and that they would benefit from training in marketing. A key component to that training would be the need to concentrate on what one can do, creatively, working with available resources.

Evaluation of Effectiveness Measures

The task force tries to keep track of statistics such as DUI arrests, conviction rates, and proportion of crashes involving alcohol in the county. Because DUI arrests, crashes, and fatalities don’t tell the whole story, other factors are viewed as being indicative of success. One issue mentioned is that attitudes in the larger community appear to be shifting more

toward viewing DUI as being socially unacceptable and the issue as being important. People are more willing to publicly stand with the task force on the issue. The fact that media outlets have volunteered marketing resources is seen as a sign of change in attitude.

Broome County STOP-DWI Program

Broome County, New York



www.bcstopdwi.com

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History

In November 1981, the New York State Legislature passed legislation creating the Special Traffic Options Program for Driving While Intoxicated (STOP-DWI). The STOP-DWI legislation permits each of the State's 62 counties to establish a county STOP-DWI Program. The purpose of the legislation is to empower county governments across the State to coordinate local efforts to reduce alcohol and other drug-related traffic crashes in the context of a comprehensive statewide alcohol and highway safety program.

Several factors served as the impetus for the STOP-DWI program in New York. First, by the late 1970s, there was a heightened awareness of and priority given to reducing impaired driving. The increased level of public concern about the issue developed out of the grassroots advocacy efforts in the mid- to late 1970s undertaken by activist groups such as MADD and Remove Intoxicated Drivers (RID). Second, after investigating the situation in the State, the legislature concluded that the general deterrence efforts in New York were quite weak and needed to be strengthened. Following analysis of the problem by the Senate Special Task Force on Drunk Driving, the State legislature found that New York's laws did not provide strong penalties for impaired-driving offenders. Other issues exacerbating the DWI problem and weakening deterrence included insufficient use of breath test laws and widespread plea bargaining. Prior to 1981, a person arrested for DWI in New York had an average BAC of 0.19g/dL. DWI offenders had little chance of being detected (chances of being arrested were estimated to be as low as one in 2,000 drunk driving events) and, if apprehended, often pled guilty to non-alcohol-related charges with minimal penalties (the average fine in 1979 was \$11 and the loss of a driver's license was rare).

After examining the research literature from other countries (notably Europe) and other States, the New York State Legislature concluded that rather than imposing harsh sanctions to prevent impaired driving, it needed to enhance its general deterrence approach by focusing on higher levels of enforcement and prosecution coupled with workable penalties and a public awareness and education campaign. Thus, the Legislature committed itself to setting up a program in the State that provided (1) a strong local option that would support communities' efforts to develop and implement anti-impaired-driving programs tailored to their particular needs (i.e., established a mandate to the localities that provided them with great discretion), (2) a dedicated funding mechanism to ensure each county's program continued funding and self-sufficiency via the return to the communities of any alcohol-related vehicle and traffic and penal law fines collected in those locales, and (3) a public policy rooted in an evidence-based research model. In addition to creating the county-level programs to coordinate comprehensive DWI countermeasures, the New York State STOP-DWI legislation increased the civil and criminal penalties for drunk driving and restricted plea bargaining in DWI cases.

Shortly after the STOP-DWI legislation was passed, New York's 62 counties began setting up their local programs. (The five counties [boroughs] of New York City were merged into one program.) In early 1982, Broome County took steps to establish its local STOP-DWI program. The Broome County executive appointed a coordinator, who is charged with developing and coordinating the county's comprehensive DWI countermeasures program. The county executive also appointed a STOP-DWI Advisory Board to assist with the

development of Broome County's program. At the time the Broome County STOP-DWI Program was established, impaired driving was the "hot button" public health and safety issue, and there was widespread political and community support for efforts to reduce impaired driving. Although citizens' advocacy groups such as MADD and RID had laid the groundwork that helped make prevention of DWI a priority, the issue continues to be an important one for community residents. As an example, in 2002 a Gallup poll conducted less than a year after the attacks on September 11, 2001, found that just before the July 4th holiday, an overwhelming proportion of respondents reported more concern over getting hit by a drunk driver than being a victim of a terrorist activity.

Task Force Objectives

As specified in the legislation that established the STOP-DWI program – Section 1197 of the New York State Vehicle and Traffic Law – the mission of the STOP-DWI program is "to develop and coordinate a comprehensive DWI counter-measure program to deter the incidence of drunk driving and the occurrence of alcohol-related traffic injuries and fatalities." To accomplish its mission and as required by statute, the STOP-DWI Program in Broome County has developed and implemented a comprehensive DWI prevention approach that places a high priority on enhancing general deterrence, i.e., increasing the certainty of detection, arrest, and sanctioning for impaired driving. Key programs include maintaining a highly visible law enforcement campaign, supporting prosecution efforts, lobbying for tougher laws to deal with DWI offenders, and developing an education and public awareness campaign to keep the issue of impaired driving out in front of the public. Consistent with legislation, Broome County's program, like those of all counties in New York, is charged with creating and funding programs that serve to enhance the deterrent effect of New York's DWI laws. That is, funds returned to the counties for the STOP-DWI Program are limited to enhancement programs and cannot be used for maintenance-of-effort activities (i.e., those already being conducted by police, prosecutors, etc.). The goals and objectives of the Broome County STOP-DWI Program have not changed over the course of time; however, the specific activities that serve to accomplish the goals and objectives may vary from year to year.

Funding

The legislation that established the STOP-DWI Program provided a funding mechanism that makes each county's program financially self-sufficient. By setting up a county STOP-DWI Program, each county qualifies for the return of all fines collected for any alcohol and other drug-related traffic and penal law offenses in that jurisdiction. Pursuant to state legislation passed in the 1990's, counties were also authorized to charge monthly supervision fees to those serving a sentence of probation for DWI. Broome County STOP-DWI uses the supervision fees to support its DWI probation programming. Thus, by using DWI fine revenues and DWI probation supervision fees, the program operates at no expense to local taxpayers. In addition to the fines paid by offenders and supervision fees paid by probationers, Broome County's STOP-DWI Program is also supported by private/corporate sponsorship, state and/or federal grants, in-kind donations and event entry fees that provide upwards of \$600,000 in additional value. In 2009 the operating

budget for the Broome County STOP-DWI Program was \$420,000 total (\$370,000 in fine revenues; \$35,000 in probation supervision fees; and \$15,000 in event revenue that is dedicated to partially fund a full-time Program Manager). The projected budget for 2010 is \$460,000.

Over the years, the alcohol industry has provided limited in-kind donations such as literature or posters. In some cases, it has also provided some monies for sponsoring special projects. Many of the special events managed or supported by Broome County STOP-DWI transcend the impaired-driving issue to embrace a broader fitness/healthy lifestyle message. Thus, the policy of Broome County STOP-DWI has been that alcohol industry money is not accepted for any event for which industry sponsorship would be inconsistent with the event's theme and which involve youth (e.g., the Chris Thater Memorial Run and Cycling events held in memory of a victim of drunk driving or events such as the STOP-DWI Holiday Classic and STOP-DWI Tournament of Champions that focus on youth). However, the Broome County STOP-DWI Program has no issue if the industry (i.e., local bars) participates in a designated driving program or alcohol server programs that it endorses.

The dollar value of the STOP-DWI Program at the State level (the 58 county STOP-DWI programs) is about \$24 to \$25 million. In the early 1990s when the State was experiencing financial difficulties, there was an attempt to hold back 2 percent of the DWI offender fees to fund the Department of Motor Vehicles, which provides oversight of the STOP-DWI Program and reports to the Legislature. However, local governments sued and prevailed, forcing the State to return all DWI fine revenues to the counties. There have been no attempts since then to try to take STOP-DWI funds from the localities and use it to fund State-level programs.

Timeframes

The Broome County STOP-DWI Program has been in existence since 1982. Given that the county-level DWI countermeasure program was established by State legislation to provide a long-term comprehensive approach to address impaired driving, the program is expected to continue into the foreseeable future. Additionally, given the institutionalized funding mechanism provided by the legislation, the program's end would be tied to sustained programmatic success (i.e., if the number of DWI offenders and probationers were reduced dramatically and consistently, then the county would receive little fine and probation fee revenues that support the STOP-DWI Program).

The coordinator provides strong centralized leadership and works in collaboration with the STOP-DWI Advisory Board in developing and managing the program. The coordinator keeps the advisory board in the loop and consults with its members on special issues. There are 2-3 scheduled meetings a year when all the board members and the coordinator meet, once in the spring for the coordinator to provide an update and once in the fall for the advisory board to review the plan before it is submitted to the legislature. Meetings are held in the coordinator's office in Binghamton.

Operational Issues

Structure

The Broome County STOP-DWI Program does not have a charter or by-laws. As with the programs across the State, the STOP-DWI Program in Broome County operates under the provisions of the authorizing legislation. Under Article 31 Section 1197 of the New York State Vehicle and Traffic Law, and 15NYCRR Part 172, the New York State Department of Motor Vehicles Rules and Regulations, a STOP-DWI coordinator is appointed to oversee each county's program, with specific duties to develop the program, coordinate efforts by agencies involved in alcohol and highway safety, and submit fiscal and program data to the Commissioner of Motor Vehicles. In Broome County, the coordinator is appointed by the county executive. The current coordinator has been in this position since 1983. The coordinator is a strong administrator and takes the lead in running the program. Rather than reporting to the advisory board, he reports to the county executive. The board serves in an advisory capacity.

In addition to a coordinator, a board is charged with assisting the coordinator in developing a comprehensive DWI prevention plan. In some counties, existing traffic safety boards or public safety committees of the county legislature/county board of supervisors already existed when the legislation went into effect and were therefore tasked with assisting in the development of their county's STOP-DWI Program. In Broome County, the county executive appoints a STOP-DWI Advisory Board to assist with the development of Broome County's program. The current board is comprised of 11 people representing a cross section of professionals and activists who deal with the DWI problem. The following areas are represented on Broome County's Advisory Board: prosecution (the district attorney), law enforcement (chief of police, captain of State Police), school administration (2 high school principals), probation (probation director), media (general sales manager at a local radio station), alcohol and treatment professional (director of addictions and outpatient services at a local hospital), university official (alcohol and other drugs coordinator from a local university), hospitality/beverage industry (president of a distributorship), and marketing and advertising (vice president/owner of an advertising agency). Members of the advisory board are appointed by the county executive, after consulting with the coordinator, who provides a list of recommendations. Members serve for two-year terms. In some areas, there are specific people who are always represented on the advisory board because of their position (e.g., district attorney, probation director); however, specific people representing the police and the high school tend to rotate. There is a cordial, collaborative atmosphere in which no individual advisory board members dominate activities, but rather members defer to one another with respect to their areas of expertise. Some of this deference may be due in part to the fact that the board does not function to set policy but rather assists the coordinator.

Along with the coordinator, the Broome County STOP-DWI Program employs 2 additional full-time staff to help administer the program: a program manager and an administrative assistant/secretary. There has been a concerted effort in Broome County to keep the

number of full-time staff to a minimum to ensure adequate funds for programmatic activities and events.

Although the development and implementation of STOP-DWI Programs rests with the counties, the commissioner of motor vehicles is charged with program oversight as per 15NYCRR Part 172. To this end, he or she reviews and approves the county plans prior to the expenditure of STOP-DWI funds and submits periodic evaluations of the program to the governor and the State Legislature.

Task Force Agenda

The coordinator is responsible for program development, implementation, and coordination of efforts with other relevant agencies. As such, the coordinator sets the agenda for the program and is the primary individual responsible for making plans and decisions about the program in Broome County. Specific agenda items and activities may change with time; however, the priorities and objectives of the program have remained unchanged since it was established.

In addition to the regular two or three meetings per year with the advisory board, the coordinator also consults on an as needed basis with members of the advisory board when issues come up relevant to their area of expertise. If an enforcement issue arises, the coordinator will work directly with the police representative; if a school issue arises, he will consult with the high school principals. This mechanism of accessing appropriate people for their expertise on specific issues is seen as an efficient mechanism for obtaining members' input without having a large number of meetings that involve the entire board.

Many items have been successfully addressed by the Broome County STOP-DWI Program, including the development and implementation of a comprehensive DWI countermeasures program. The program has been able to strengthen law enforcement efforts to ensure ongoing high-visibility enforcement. The program in Broome County has also succeeded in expanding and enhancing various prosecutorial and probation activities. It also conducts an extensive public awareness campaign that includes large print and electronic media components in addition to several nationally recognized and widely attended special events.

Items that have proven to be more challenging to accomplish include efforts to develop a comprehensive case tracking system due to problems in matching records across police, prosecution, courts, and other agencies.

The alcohol industry has not been substantially involved in the STOP-DWI Program in Broome County, although on occasions the coordinator has worked with its leadership on issues such as alcohol server training and designated driver programs. The industry has also at times provided some funds for projects, although financial support is not accepted for events where such industry sponsorship would be inconsistent with a project's theme or mission. There are no reports of the industry blocking any proposed programs or opposing any recommendations of the Broome County STOP-DWI Program. Like the county STOP-DWI programs across New York State, the industry also lobbies at the State level and its positions can be in opposition to anti-DWI efforts such as fighting efforts to restrict happy hour promotions or working to allow wine sales in grocery stores.

Political Leadership and Community Support

There is considerable political support for the Broome County STOP-DWI Program. The program is well respected and legislators are supportive of the program and the coordinator. The county executive issues news releases to announce upcoming enforcement efforts and other special events. Local municipal leaders also provide support for the program. For example, the mayor of Binghamton will attend news conferences for events. Several politicians, including the mayor of Binghamton, the New York state senator for the 52nd District and the New York state assemblywoman for the 126th district have provided letters of support for the program.

Community support for the STOP-DWI Program in Broome County was strong at its initiation and continues to be strong today. The community actively supports the public awareness events sponsored by the STOP-DWI program. Several events, such as the Chris Thater Memorial Races (cycling and running), the STOP-DWI Tournament of Champions (women's softball) and the STOP-DWI Holiday Classic (a high school basketball tournament) each draw high participation both from the community and those residing outside of Broome County. The events are some of Broome County's marquee events. For example, the Chris Thater Memorial is held in honor of Chris Thater, a Binghamton University graduate and cycling enthusiast who was killed by a drunk driver. The Chris Thater Memorial is one of the Nation's premier cycling and running events, has grown into a 2-day festival that includes musical performances, a large expo/vendor area, bicycle rodeo, and sports clinics in addition to its premier cycling and running events that attract over 1,200 regional, national, and Olympic level athletes from more than 21 countries and 28 States. The event draws over 10,000 spectators. Broome County STOP-DWI also hosts an annual STOP-DWI Holiday Classic, a 16-team national invitational high school basketball tournament recognized as one of the top holiday tournaments in the United States. The program uses the popularity of high school basketball to reach out to youth about substance abuse and healthy lifestyles. The athletes attend workshops and motivation seminars that are scheduled around the tournament competition. This event draws more than 11,000 attendees. Finally, STOP-DWI is a title sponsor of the STOP-DWI Tournament of Champions, a 42-team girls' softball tournament, using this event to reach teenage girls with its message.

In addition to public attendance for events it sponsors, support for the Broome County STOP-DWI Program is also evident in corporate sponsorship of these special events. In 2008 and 2009, more than 50 corporate sponsors helped sponsor the Chris Thater Memorial Races and more than 40 organizations supported the STOP-DWI Holiday Classic including the school district, the parks and recreation department, numerous media outlets, sporting goods merchants, restaurants, financial institutions and insurance companies, and many other small businesses. Support also is manifested by the willingness of civic groups to assist with program activities and events. The program also has considerable support from professional groups in community that work with it on special issues.

Strengths

There are several strengths of the STOP-DWI Program in general, as well as the particular program in Broome County.

First, the State program was established to allow the counties broad discretion in the direction of their programs. Rather than designating a “one size fits all” approach for the entire State, the STOP-DWI Program gives coordinators and their boards the freedom to tailor a program to reduce impaired driving in ways that meet their particular needs and local priorities. The “local option” concept merely requires that the programs address alcohol and highway safety issues and be non-duplicative of related ongoing efforts.

In addition to the flexibility provided in New York’s STOP-DWI law, the program in Broome County operates as a county program (department) that is part of an executive form of government (reports to the county executive). This operating structure results in the program being somewhat more insulated from the micromanagement that can occur with programs that are located in other non-executive forms of government (e.g., when the coordinator reports directly to the Public Safety Committee of the Board of Supervisors, which may also serve as the program’s advisory board).

A second core strength of the State’s STOP-DWI Program is that it was set up as a funded mandate, with an institutionalized mechanism of financial support. This has meant that the program operates without cost to the taxpayers and has an ongoing and predictable funding stream that does not rely on annual or bi-annual legislative budgetary processes. Operating as a self-sufficient program helps ensure the sustainability of these county-level programs. Another advantage to the funding mechanism is that counties are free to develop programs based on what works, rather than fitting programs to particular funding priorities in an effort to “chase the dollars.” As a result, most of the programs across the State have stayed true to the core principles of the program as it was originally set up, rather than morphing from its original mission.

A third strength of the New York STOP-DWI Program has been the emphasis on the general deterrence model, an evidence-based approach to preventing impaired driving. Using a model based on research helps ensure that programmatic activities will have the desired positive impact on impaired driving. In line with this mandate, the program in Broome County has continued to focus its efforts on high-visibility enforcement, meaningful penalties, and continuing public awareness and education.

Another strength of the program in Broome County has been the ability to leverage private resources in support of programmatic efforts, most notably for the special events that help promote public awareness. As noted, the Chris Thater Memorial and the STOP-DWI Holiday Classic are nationally recognized events, have large audiences and draw large number of participants, and are widely known and supported in the community. As a result of the reputation of these events, the program is able to obtain considerable donated media to promote them, which then provide youth with a strong positive message and alternative activities. Thus, events that may bring hundreds of thousands of dollars into the community and are successfully branded with the anti-impaired-driving message are able to bring in nearly all of the funding necessary to conduct them.

Barriers

An ongoing challenge is maintaining momentum and keeping the program in the spotlight. Public awareness is essential to creating deterrence and changing community norms. People have to know the police are out there and looking for drunk drivers, and they must perceive there to be a meaningful likelihood of being detected and sanctioned if one drives impaired. As time goes on and other public health issues come to the fore and become priorities, there is a need to work hard to keep impaired driving in the spotlight.

Another challenge is taking anti-impaired-driving efforts to the next level. Key to strengthening DWI issues in the 1970s and 1980s was the power of public scrutiny – letters to the editor, court monitoring programs, and police watch programs. Although many of the citizens' activist groups from that time are still active in the impaired-driving issue today, many have reduced their efforts in this domain and are focused on other strategies. However, it continues to be important to bring public scrutiny to bear on the issue and show politicians that there is considerable public support for tough DWI laws.

Although not an issue in Broome County, another challenge noted in other STOP-DWI programs in the State is the potential for financial management issues especially in light of New York's economic conditions. In some cases, counties may try to "back fund" existing programs with STOP-DWI funds, which are designated for enhancement (i.e., additional DWI) efforts and cannot be used to make up shortfalls in other areas or fund maintenance of effort (i.e., existing) activities. The likelihood for the misuse of funding is real as STOP-DWI revenue is non-taxed-based.

Another general challenge is the fact that the program operates independently of the judiciary. As such, it does not have the ability to affect what judges do or how the courts operate.

Accomplishments

Overall, the key to the accomplishments of the Broome County STOP-DWI Program has been the development of a comprehensive, research-based DWI countermeasures program that has continually been focused on its core components to effect general deterrence: a high-visibility law enforcement campaign, support of prosecution efforts, development of an education and public awareness program, and lobbying for tougher laws to deal with DWI.

Consistent with its strong programmatic emphasis on general deterrence, the Broome County STOP-DWI Program points to decreases over several decades in the annual incidence of many DWI indicators in Broome County as one of its greatest successes, including alcohol-related motor vehicle crashes, alcohol-related fatalities, alcohol-related personal injuries as well as surrogate measures of alcohol involvement in traffic crashes such as nighttime personal injury and fatal crashes, and weekend nighttime personal injury and fatal crashes. (A more detailed description of these empirical findings on program success/effectiveness is provided in a later section on Evaluation of Effectiveness Measures.)

The Broome County STOP-DWI Program has earned a statewide reputation for its multi-media public awareness campaign. Since 1991, Broome County's STOP-DWI's photography, graphic arts, and media partners have won 12 Binghamton Ad Club Genesis Awards for their print and television ad campaigns to prevent DWI. Additionally, in 1995 and 1999, a stop STOP-DWI commercial won first place in the New York State Broadcasters Association Public Service Announcement division.

As part of its awareness and education focus, the Broome County STOP-DWI Program sponsors several nationally recognized community events. The STOP-DWI Holiday Classic is rated one of the top high school boys' basketball tournaments in the Nation and was recognized as the outstanding alcohol education/intervention program in New York State in 1994. Similarly, the Chris Thater Memorial Races, which the Broome County STOP-DWI Program has sponsored since 1984, also received the L. Richard Novelli Award as the outstanding alcohol education/intervention program in New York State in 2001. Not only do these events and others receive widespread support and accolades, the STOP-DWI Program in Broome County has been successful in linking its numerous sporting events with a healthy lifestyle/anti-DWI message. This branding of popular sports events is seen as particularly important in reaching young people.

The Broome County District Attorney's Office, which receives funding from the Broome County STOP-DWI Program to fund a full-time assistant district attorney (ADA), has consistently had one of the top conviction rates for drunk driving offenses in New York State (ranked 6 out of 62 counties in 2007 and 7th among the counties in 2008). The position of a full-time ADA was created with STOP-DWI funding in 1982 to specialize in prosecuting misdemeanor and felony drunk-driving cases.

Programs

Components of the Broome County STOP-DWI Program and associated activities include:

1. Enforcement and Adjudication Component:
 - Funding of extra police patrols that are dedicated to DWI enforcement (dedicated full time patrols, overtime patrols)
 - Funding of a specially marked patrol vehicle for the STOP-DWI Task Force Patrols
 - Provision of specialized breath testing equipment and video cameras to police agencies
 - Support for specialized crash investigation and reconstruction efforts among Broome County's law enforcement agencies
 - Provision of funds to the district attorney's office to assist in hiring an additional prosecutor to specialize in DWI cases
 - Funding of a position with the Broome County Probation Department to deal with recidivist DWI offenders
 - Support for an in-house random drug testing program for DWI probationers

2. Education and Public Awareness Component:

- Conducting large print and electronic media campaign to educate the public about dangers of drunk driving and increase perceptions of the likelihood of detection, arrest, and sanctions for DWI
- Sponsorship of numerous training seminars for professionals who deal with various aspects of drunk driving issue (e.g., prosecutors, police, educators, treatment professionals)
- Co-sponsorship of alcohol server training awareness program
- Support of local community groups including local middle and high school SADD Chapters
- Conducting outreach and community-based education efforts including public speaking engagements, booths at health fairs and trade shows
- Management of a variety of special events, including numerous sporting events and tournaments, which use the popularity of sports to further promote the STOP-DWI message including the Chris Thater Memorial Races, the STOP-DWI Holiday Classic; and title sponsorship of the STOP-DWI Tournament of Champions

Administrative/Evaluation Component:

- Collaboration with STOP-DWI Advisory Board, local officials and public and private community groups to develop and coordinate a comprehensive DWI countermeasure program
- Monitoring and evaluating of traffic accident, arrest, and conviction data to assess the effectiveness of the Broome County STOP-DWI effort
- Seeking private/corporate sponsorship to help finance education and promotional efforts

Partnerships

The Broome County STOP-DWI Program has many collaborations and partnerships in a series of concentric circles ranging from those immediately involved in the program to those in the larger community. As noted previously, the advisory board comprises a broad cross section of organizations and people involved in the impaired-driving issue. In addition to its board, the Broome County STOP-DWI Program collaborates extensively with many agencies involved in its enforcement and adjudication component (including law enforcement agencies, the district attorney's Office, Probation Department) and its public education and awareness (schools, community groups and the media). Finally, the program partners with a wide number and variety of corporate sponsors that support several of the large public awareness events.

Citizen activists groups such as MADD and RID have been involved in the past, having served as ex-officio (i.e. non-voting) members, but are not currently represented on the advisory board as both organizations no longer have a local presence.

Media Involvement

The Broome County STOP-DWI Program enjoys an excellent relationship with the media. The program buys large amounts of television, print, and radio time to support its public awareness and education component. Broome County's paid media placement brings added value to the public awareness effort as it helps leverage significant public service contributions (i.e., earned media and sponsorship of events) from the media and the production of media spots are done for free. Media efforts are measured in terms of number of ads run, total gross rating points, percentage of audience reached, and dollar value of media placements. Although the STOP-DWI Program is responsible for media outreach, its media promotional efforts are facilitated by the county executive for news releases/news conferences and the participation on the advisory board of the general sales manager of one of the large communications companies and the owner of a marketing and advertising agency.

STOP-DWI has developed an excellent partnership with Time Warner Cable. STOP-DWI in Broome County buys media placement in sports, movies, and news targeting the teen to mid-50s age group, with a focus on males. For 2008, the Broome County program paid for 1,206 commercials across 16 Time Warner cable stations, and received another 1,229 earned media spots on 6 of the stations. The total year-long schedule of 2,445 ad spots reached 96 percent of the 21- to 54-year-old audience an average of almost 12 times. In addition to the paid and earned commercials, the partnership with Time Warner Cable included a year-long advertising campaign on News 10 Now (with a viewing area of more than 20 counties) to make the public aware of the statewide STOP-DWI Crackdown campaign. Time Warner Cable is also a major sponsor of many of the special events managed or sponsored by STOP-DWI including the Chris Thater Memorial (2,886 donated ad spots) and the STOP-DWI Holiday Classic (1,750 donated ad spots). Along with their donated advertising to promote the STOP-DWI Tournament of Champions, this represented about \$80,225 of donated ads in support of the program's special events. In addition to paid ads and donated spots, the media also cover many of the STOP-DWI events. For example, the annual Chris Thater Memorial Races have been broadcast live nationally on WCSN-TV, regionally on Time Warner Sports, and globally on WSCN.com.

In addition to cable TV, the Broome County STOP-DWI Program also works extensively with the local broadcast networks, WBNG-TV (CBS), WBXI-TV (CW), and FOX40, and the two large communications companies that own local radio stations, Citadel Communications and Clear Channel, on promotions that include paid ads, donated advertising, and media sponsorship of special events. In 2008, Broome County took the lead in developing and coordinating an inter-county ad campaign that involved the 6 county STOP-DWI programs in the WBNG/WBXI viewing area. The ad schedule targeted the NCAA Tournament of mid-March to April and the prom/graduation period of May to June. The March/April scheduled ads reached 85 percent of the market with an average frequency of 4. The May/June schedule reached 96 percent of the market with a frequency of 13. The program also used paid placement, public service spots, and media sponsorship on FOX40 to reach the younger demographic group (teens to 34-year-olds) with paid advertising of \$3,875 and about \$22,600 in sponsorship and donated spots. Radio buys with Citadel Radio Group and Clear Channel (over 1,050 ad spots purchased for May/June

prom/graduation and September/October back to school periods) were estimated to have reached 77 percent of the 12-and-older target audience on average 15.6 times; this campaign represents only part of STOP-DWI's radio advertising campaign, which also included public service placements and on-air mention of the STOP-DWI Crackdown weekends. The local newspaper, the *Press & Sun Bulletin*, runs paid ads for the program and provides major sponsorship of events.

The Broome County STOP-DWI Program also relies on other means to get its message out to the community and keep the impaired-driving issue in the public consciousness including news releases/news conferences (e.g., STOP-DWI sports events, New Year's Eve Safe Rides Program, STOP-DWI Crackdown Campaigns) and collaboration with local organizations and businesses to hand out information and place signage and banners at stadiums and arenas promoting STOP-DWI New York/.08 Don't Blow It.

Evaluation of Effectiveness Measures

Since the Broome County STOP-DWI Program was initiated 28 years ago, the county has made substantial progress in reducing motor vehicle crash fatalities and injuries. For example, single vehicle nighttime fatal and personal injury crashes (often used as a surrogate for alcohol-related crashes) fell from 292 in 1995 to 169 in 2007, which represents a 42.1 percent reduction. During this same period, no such downward trend in single vehicle nighttime crashes was observed nationally. Similarly, reductions of nearly 30 percent were observed in Broome County from 1995 to 2005 in police-reported alcohol-related crashes. After 2005, changes in New York State DMV's data collection resulted in a significant increase in the reporting of property damage only crashes and make comparisons to prior years difficult (see 2008 Broome County STOP-DWI Program Plan Annual Report). Indicators of program effectiveness are also found in the number of people injured in alcohol-related crashes, which steadily declined from 161 in 1995 to 80 in 2007 (50.3% reduction) at a time when nationwide alcohol-related injuries did not decline. Broome County, like many localities, has too few fatal crashes annually to provide stable estimates and, thus, it would be inappropriate to use these data for comparisons to national trends.

Arrest and recidivism data are more variable and harder to interpret. Arrests for DWI in Broome County have ranged from about 600 per year in 1978 to a high of about 1,100 in 1984, with data from 24 of 31 years falling in the range of 600 to 850 DWI arrests per year. For the 5 most recent years for which data are available (from 2004 to 2008), DWI arrests have ranged from 730 to 762. Data on recidivism are harder to obtain and assess, but rates are thought to be essentially stable at between 25-30 percent of offenders.

As mentioned, the County STOP-DWI Programs in New York are represented at the state and national levels through membership in the New York State STOP-DWI Association. The New York State STOP-DWI Association is at the forefront of public policy and legislative debate and often partners with the district attorney's, Probation, Police Chiefs and Sheriff's Associations to lobby for legislation (e.g., aggravated DWI legislation, enhanced BACs and others) that have been passed in New York State.

Other accomplishments associated with the Broome County STOP-DWI Program and its law enforcement and prosecution partners include efforts to improve the DWI system,

including development of a single standardized investigation packet used in making DWI arrests by police across agencies, revisions to plea policies by the district attorney's Office (i.e., requirement that in any cases of a reduction to a plea the offender have the fine at the time of disposition to ensure the collection of fine monies), implementation of different treatment screening options, efforts to enhance probation and monitoring programs (more intensive supervision programs, electronic monitoring for those under house arrest, random testing of probationers, training for police, probation, prosecutors, and treatment professionals to keep them updated on new developments in the law and technologies).

Recommendations and Final Thoughts

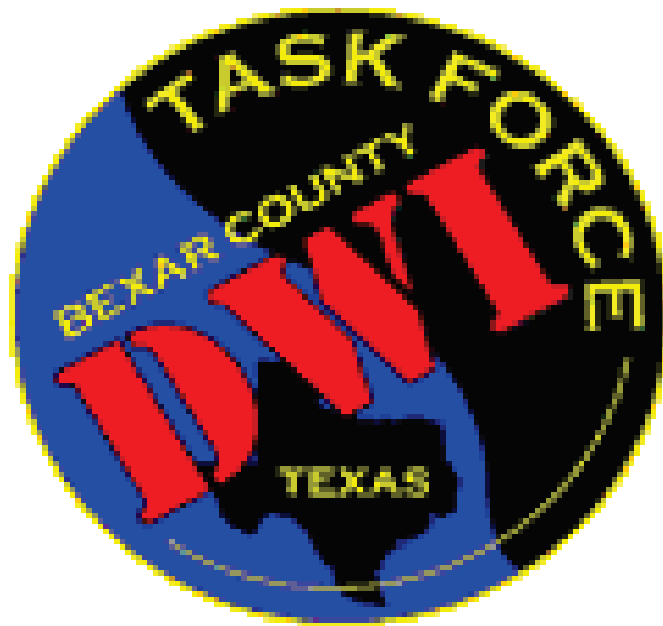
Local communities can benefit from creating comprehensive evidence-based programs and then maintain those initiatives on a long-term basis to raise awareness, change social norms, and create general deterrence.

Funding should not be applicant-driven but should be research-driven (i.e., support evidence-based initiatives). Local governments should seek out and fund those programs and services that clearly mirror the proven research models to develop comprehensive and effective programs.

Funding of programs should be awarded based on performance and merit.

The Bexar County DWI Task Force

Bexar County, Texas



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History

The Bexar County DWI Task Force was created in 1985 using a seed grant from the Texas Department of Transportation. At the time, Bexar County was consistently ranked among the top counties in Texas for alcohol-related crashes. Following research by the community leaders that recommended coordinated efforts between law enforcement agencies as a best practice for combating DWI, Bexar County law enforcement agencies formed a multi-agency task force.

At its inception, the task force involved prosecution and law enforcement agencies across San Antonio and the 25 incorporated cities surrounding San Antonio. The first task force chair (also referred to as the DWI task force coordinator) was a paid staff member whose office was located in the district attorney's office. Prosecutors and district attorney's investigators were assigned to focus on DWI enforcement. One of the first activities the task force undertook was a large public information and education campaign that was conducted throughout the county titled, "Bexar County DWI Task Force: Taste the Bexar County Cooler." Money was available for media support and marketing for the increased enforcement, including billboards, bumper stickers and T-shirts. Following this campaign, the task force started conducting multi-jurisdiction saturation patrols through mutual aid agreements among agencies to increase police manpower. Despite defense challenges (e.g., claims that officers were operating outside of their jurisdiction), the effort to increase enforcement was successful.

During the past two decades, substantial changes have affected how the task force operates. In the early 1990s, task force funding dwindled substantially and instead money became available for other activities such as purchasing equipment for law enforcement. Civic and political leaders became less enthusiastic about enforcement out of concerns that police would cast too wide a net (e.g., picking up their children) and in time a new district attorney came on board who felt that resources should be spent on issues other than DWI. As a result, the task force chair position eventually became unpaid. Despite the lack of funding and decreased support for enforcement, the task force kept meeting for updates, trainings, and so forth. Various law enforcement officials chaired the task force and agencies participated voluntarily in collaborative enforcement operations. The task force also joined with the Texas Alcoholic Beverage Commission (ABC) to conduct minor stings and other underage drinking and impaired-driving prevention efforts for during San Antonio's Fiesta Week, an 11-day festival every April.

Over time, the task force diversified the Texas ABC, university police departments, South Texas Injury Prevention and Research Center, military bases, local school districts, and MADD, among others, joined. Just as important, in the last several years the original enforcement-based task force developed a collaboration with a community coalition, which led to the task force's involvement in education, prevention, rehabilitation, and community affairs in addition to law enforcement. Extensive education efforts often precede enforcement campaigns to give the public with substantial information and warnings, which has garnered substantial support for enforcement operations from community members.

Task Force Objectives

The Bexar County DWI Task Force's mission is to (1) reduce alcohol- and drug-related motor vehicle accidents, injuries, and deaths in Bexar County, (2) seek out and arrest those who disobey impaired-driving laws through law enforcement special operations, training, and community involvement; and (3) create a safer community through law enforcement and education of the public.

At the outset, the task force focused exclusively on enforcement of impaired-driving laws. After becoming unfunded, the task force's emphasis evolved from DWI exclusively to a broader focus on all types of alcohol-related criminal incidents. The law enforcement agencies in the task force are committed to enforcing the laws of the State and arresting intoxicated drivers and violators of other alcohol-related laws such as furnishing to minors and underage drinking. To support its capabilities, the task force strives to educate member police agencies in DWI enforcement, training, case law updates, and DWI recognition. Although it has not been able to reinstitute multi-jurisdiction saturation patrols due to lack of funding, the task force encourages its members to participate in law enforcement special campaigns.

Another objective is to educate the public about the dangers of impaired driving and other alcohol-related incidents through public information and education campaigns. This is accomplished through media campaigns and special programs and events. This branching out beyond enforcement has also been facilitated by the increasing diversity of the task force's membership. Additionally, the current task force chair is particularly interested in education, prevention, rehabilitation, and fostering greater community involvement. Several years ago, the task force chair attended meetings and workshops of the Circles of San Antonio (COSA), a coalition of community representatives that was an initiative of the San Antonio Council on Alcohol and Drug Abuse (SACADA). As a result, the mission and activities of the coalition and the DWI task force substantially overlapped. The two organizations have established an ongoing collaboration and hold joint meetings. Thus, the current Bexar County DWI Task Force is essentially a union of the original law enforcement task force funded in 1985 with COSA and the 40 or more organizations that it comprises. Coalition members support enforcement campaigns and COSA has provided financial resources for the task force's activities. Law enforcement members participate in community events and are given information that lets them engage in prevention and education by referring people they encounter with alcohol problems to appropriate services.

Although no areas were declared off limits when the task force was established, it has not been approached to deal with policy or legislative issues. The task force's perspective has been that these areas are MADD's purview; thus, the task force would not get involved. When people or organizations seek support for a piece of legislation, the task force chair typically puts them in touch with the appropriate parties such as MADD. However, since its merger with COSA, one of whose committees focuses on policy and legislative initiatives, the task force will begin participating in policy issues.

Funding

Although founded with State DOT grant money, the Bexar County DWI Task Force only received funding through this source for a few years, and then the seed grants dwindled. Funding through the attorney general's office and governor's grants became available in the early 1990s for purchasing equipment such as in-car cameras. Texas A & M University gave money for computers that supported development of an internet-based DWI report writing system, which served as the model for the nationwide LEADRS program (Law Enforcement Advanced DUI/DWI Reporting System).

When the grant funding ceased in about 1990, the task force chair's position funding went from a Texas DOT grant to being picked up by the county commissioner's court. This full-time chair held the task force together, developed meetings and trainings, and kept up with legislative updates. Then this funding transferred to the district attorney's office. When a new district attorney came in who felt that there should be an emphasis on other issues, this position was defunded and has never been re-funded. Members of the various disciplines represented on the task force (e.g., medical/health, law enforcement, non-profits/community advocates) were committed to keeping the task force together, and split the duties of the previously paid staff position among several people.

With no money for an operating budget, participation in enforcement operations is encouraged but ultimately must be conducted by individual police departments. The task force chair has the ear of most agency administrators and encourages them to participate in special enforcement efforts such as stepped-up holiday enforcement campaigns, including the recently implemented "No Refusal" procedures that allow police obtain a warrant to draw blood from a DWI arrestee who refuses to provide a breath sample. Most member agencies take part in national campaigns to the extent they can, but the task force has not been able to bring back multi-agency saturation patrols.

Special programs, events, and media campaigns rely on contributions from member agencies or community partners. The organization that provides the most financial support to the task force is SACADA, a non-profit community organization that receives funding from the Texas Department of Health. The agency must join with law enforcement to maintain its grant funding. Thus, SACADA has funded several of the task force's officer training programs and nearly always conducts the public information and education programs of the task force. For example, for a large training on the Standardized Field Sobriety Test (SFST), SACADA provided the supplies, books, and penlights for police officers to use. When the task force chair developed a script and pocket-sized reference sheet summarizing proper SFST procedures to address defense challenges regarding its proper administration, SACADA printed up 15,000 laminated cards that the task force distributed to officers across Bexar County. If a book comes out that would be useful to police officers, the coalition will purchase thousands and the task force chair will distribute them.

The alcohol industry also supports the task force's efforts. The restaurant association works with Texas DOT and a traffic safety coalition. When Budweiser conducted a program to give vouchers to bar owners for free cab rides home for patrons, the restaurant association helped promote the program and distribute vouchers. Also, the restaurant association

participates in Fiesta Week activities to promote responsible drinking and use of a designated driver. For the 2009 Labor Day weekend, one alcohol distributor for about 40 of the local bars and restaurants, in partnership with SACADA and Texas DOT, participated in the “Arrive Alive: Designate a Driver” campaign. The distributor agreed to use the 150,000 quart-size liquor bags imprinted with its message to remind the public to have a safe weekend and use a designated driver. Nearly every year Anheuser-Busch provides the task force with false identification detection books through its Responsibility Matters program. This year, the company hosted a DWI summit provided through the district attorney’s office that trained about 1,000 officers throughout Texas. The local distributors, which have large training rooms with satellite feeds, allowed law enforcement and prosecutors to use these facilities for the training.

Timeframes

The Bexar County DWI Task Force was founded in 1985. Task force meetings are held at least quarterly. Because they are joint COSA/Bexar County DWI Task Force meetings, they are typically held at SACADA, the parent agency of COSA. In addition to the regular business meetings, there is also an annual Christmas/Recognition Day luncheon in which people’s special efforts are celebrated.

There are no plans to discontinue the task force. To the contrary, despite having no regular funding for its operation, the task force has grown in membership and scope of activities over time. There are now more than 40 organizations including the coalition, COSA, that is comprised of about 40 community organizations that participate in the task force, and its focus has expanded to include trainings, prevention, treatment, and rehabilitation. Ever since the original grant funding ceased sometime about 1990, the task force has functioned through informal, voluntary agreements. As such, it has relied on the commitment and dedication of its members to keep it functioning.

Operational Issues

Structure

The Bexar County DWI Task Force is comprised of more than 40 member organizations representing 22 cities in the county. There are approximately 30 law enforcement and justice system agencies that participate in the task force including numerous local police departments, the Bexar County Sheriff’s Department, the Bexar County District Attorney’s Office, the Texas ABC, the Texas Department of Criminal Justice and Parole, and the Texas Department of Public Safety. A large part of the current task force is COSA, the community coalition with more than 40 community organizations. Other members of the task force include several health services agencies (University Health System, South Texas Injury Prevention and Research Center), institutions of higher education (police departments of Trinity University, St. Mary’s University, University of Texas at San Antonio, and University of the Incarnate Word), local school districts, several military bases, and community organizations including SACADA and MADD.

Anyone who is interested is invited to participate in the task force. Special efforts are made, however, to ensure that the task force maintains its multi-disciplinary nature. When there is a vacancy, members from each discipline provide input to maintain representation (i.e., make informal nominations). The recommendations are discussed, a consensus is reached, and then the designated person is invited to participate. Thus, although the disciplines represented on the task force remain constant, people who represent disciplines and agencies change over time. An index of the dedication of members is the fact that many times, when an individual moves on to work in a new agency, that person will remain active with the task force by simply representing a different agency.

In addition to its members, the task force is supported by community partners that support the task force's programs and participate as they can. These partners include the restaurant association and the Anheuser-Busch local distributor, which assist with activities such as trainings and alternative transportation programs, and EMS and fire departments, which participate in special programs such as the Shattered Dream program.

As noted, because there is no operating budget for the task force, it has no paid staff. Since the chairperson's position was defunded, it has traditionally been filled by a volunteer representative of a law enforcement agency. Because this individual is a full-time police officer, the responsibilities of the original full-time, paid chairperson tend to be shared by several volunteers. Currently, the chair is an Alamo Heights police officer and the informal co-chair is a former lieutenant with the Texas ABC.

The task force currently operates without a charter or by-laws. There were some general by-laws years ago that were grant-driven but have since fallen by the wayside as funding ceased and the task force became self-sustaining. There are general protocols and understanding in place now but nothing formal and in writing.

The task force now operates as a combination of the original enforcement task force funded in 1985 and the community coalition, COSA, which had several committees. As a result, the enforcement agencies have in essence become the law enforcement committee by virtue of its membership. Other committees that are directly associated with COSA include public relations, special events, and legislative.

Task Force Agenda

Input from task force members is widely solicited when the agenda is developed. As meetings are a collaborative endeavor between COSA and the task force, the task force chair puts together the agenda in consultation with the chair of COSA and a representative from SACADA.

The task force uses a data-driven approach to determine the programs and activities on which to focus. The task force and COSA engage in a strategic planning process that involves assessments of COSA's detailed data on crashes, crime, and other problem indicators, needs, and resources. Therefore, agenda items change as priorities shift based on patterns of problems and resources.

Agenda items that have been successfully addressed include enforcement of DWI laws, the original singular focus of the task force. In addition, with time, the task force has made

education, rehabilitation, and community involvement a major priority. With the ongoing collaboration with COSA and funding support from SACADA, the task force has been successful in actively supporting these activities to complement its enforcement focus.

One agenda item or priority that has not been successful to date has been the inability to reinstitute multi-jurisdiction saturation patrols due to lack of funding. Although individual police departments engage in enforcement in their jurisdictions and participate in special campaigns, agencies do not have resources to dedicate personnel to multi-jurisdiction efforts. Additionally, COSA's legislative subcommittee has pushed for legislation that would facilitate or strengthen DWI enforcement. However, the law in Texas still fails to address sobriety checkpoints and keg registration.

Political Leadership and Community Support

There is considerable support from political leaders for the task force including the mayor and council members. Additionally, judges and the district attorney's office are very supportive and work collaboratively with the task force. When the "No Refusals" initiative began (see section on Accomplishments), the district attorney's office issued a press release. Representatives will also attend special events hosted by the task force. Not only will leaders support the task force, but often if a judge or a district attorney sees a problem, the individual will contact the task force chair to talk about the issue and inquire about what can be done to address it.

Most of the task force's recommendations are addressed by the leadership as well. For example, recent changes to Texas' laws on impaired driving have led to changes in procedures to facilitate enforcement; these changes to policies and procedures have been worked out with the district attorney's office.

The community is usually supportive of the task force and its activities. As noted earlier, the fact that every enforcement operation is preceded by a community outreach and education piece has built strong community support for the task force's efforts. Support from the community, especially over the past two years, has also been manifest in the large numbers of volunteers including middle school, high school, and college students and business people who have staffed the many prevention activities put on by the task force during Fiesta week.

Strengths

The task force in Bexar County has several strengths. One is the commitment of its members. As noted previously, the task force was defunded in a relatively short time after it was established; however, members were dedicated to working together. The chair position has been filled by volunteers and the duties of the chair have been split among several people. Each time a chair has moved on, there has been a concerted effort made to ensure that the position was filled by a replacement so that there was no void.

A second strength is the diversity in the task force's membership. Although originally comprised of law enforcement and prosecution agencies, the task force has evolved into a broad collaborative that has the expertise to address the entire continuum of care in

substance abuse from education and prevention through treatment/rehabilitation. In addition to the multi-disciplinary focus, the task force has broadened its vision in the area of law enforcement, with task force efforts now focused on issues such as underage drinking and furnishing alcohol to minors along with impaired driving. In addition to broadening its focus, the ability of the task force to capitalize on opportunities to collaborate with other organizations such as SACADA has brought substantial financial benefits as well. Because SACADA is required to work with law enforcement to maintain its grant funding, it has been able to support trainings, provide books and other supplies for enforcement, and conduct much of the task force's efforts at public information and education. Finally, the cross-agency/cross-disciplinary cooperation has resulted in increased communication between agencies and facilitated information sharing with the public.

Barriers

The task force has encountered some barriers. As noted, the lack of funding has constrained some activities, such as the ability to conduct multi-jurisdiction saturation patrols. The lack of funding dedicated to enforcement operations has also limited the number of officers who have specialized training in DWI enforcement. A second constraint has been that being an all-volunteer group, it may take more time to accomplish things than if there were some paid dedicated staff. Currently, everyone who works on the task force has a full-time job so time available to focus on task force activities is limited. Finally, some of the legislative initiatives the enforcement agencies would like to see adopted and that COSA's legislative committee has worked for such as sobriety checkpoints and keg registration have not been successful.

Accomplishments

Several accomplishments of the task force and its partners surround enhanced law enforcement efforts to combat DWI. In the past few years, collaboration on impaired-driving enforcement and changes in laws have been undertaken that should serve to increase general deterrence as well as provide additional tools to aid in prosecution of impaired drivers who may have attempted to "beat the system" under the existing laws. These legal changes are considered successes both because they have been supported by task force members and because they facilitate law enforcement, which is the mission of many of the members.

Starting in 2008, Bexar County DWI Task Force agencies have taken part in the Bexar County District Attorney's Office "No Refusals Accepted" initiative, which is used on high-peak holiday enforcement periods. The initiative allows police officers to obtain blood evidence from DWI suspects by applying for search warrants. Upon issuance of the warrant, blood is drawn from a person who has refused to provide a breath specimen after being stopped and where probable cause exists for a DWI arrest. During these "No Refusal" periods, an assistant district attorney is on duty around the clock to advise and assist law enforcement agencies in this process, judges are on call to review requests for search warrants, and a nurse is on site at the detention facility to draw blood. Results from

previous “No Refusal” weekends have shown that the average person refusing the breath test had a BAC in excess of .16 g/dL, twice the legal limit.

In June 2009, new legal provisions were signed into law in Texas (SB328, "Relating to operating a motor vehicle or a watercraft while intoxicated or under the influence of alcohol") and became effective September 1, 2009. The most significant change is that it allows officers to obtain blood evidence without warrants from impaired drivers who are under arrest for (1) a repeat offense of DWI that is classified as a felony, (2) DWI and have a minor child in their vehicles, or (3) causing an accident and bodily injury to another person. In preparation for changes in the updated law, efforts to train and educate the members of the Bexar County DWI Task Force were undertaken as well as efforts to educate the community to increase general deterrence. This law change also addressed prior legal constraints such as limitations in some jurisdictions allowing only certain types of judges to review and sign the warrants. The update to the law under SB328 has expanded the types of judges that will be allowed to review and sign the warrants. This change should serve to increase the number of blood warrant initiatives across the state and will give some jurisdictions the ability to obtain warrants without the need to have an officer travel a long distance to locate a judge.

Also related to enforcement, the task force chair has recently worked closely with local judges and the district attorney’s office to streamline the procedures in Bexar County for processing those arrested for DWI. Previously, when an officer made an arrest for DWI, the processing of the offender took the police officer off the street for the remainder of the shift and was a disincentive for making arrests. The efforts to change the procedures and paperwork have made it possible for officers to get back on the street much faster.

Aside from enforcement, other accomplishments of the task force relate to its ability to adopt and promote a focus on prevention, education, and treatment/rehabilitation. This allows the task force to address the entire continuum of care and complements its efforts with respect to enforcement. Law enforcement members are actively involved in community coalition efforts and are given substantial resources on alcohol-related services to share with members of public who appear to have an alcohol or drug problem. The task force’s philosophy is that if it succeeds in collaborative efforts to provide effective prevention and education to the community, enforcement activities may be needed less.

Programs

- Shattered Dreams – is a two-day, school-based program that promotes responsible decision-making among high school students regarding underage drinking and impaired driving (driving after drinking or riding with a drinking driver) by showing them how irresponsible choices can destroy lives and “end all dreams.” The program was developed by the Bexar County DWI Task Force Advisory Board on Underage Drinking in 1998 as an expansion of the "Every 15 Minutes" program introduced in Chico, California. "Shattered Dreams" is designed to be a comprehensive drinking and impaired-driving prevention program that involves the school administration and faculty, students, parents, community organizations, law enforcement, emergency medical services, and area hospitals in the planning and implementation of the activities. The program involves the dramatization of an alcohol-related crash on or near

a high school campus, complete with police and EMS response, emergency room treatment, family notifications, and the arrest and booking of the driver. The crash scene drama is played out before the student body during a school day. To give students a better understanding of the number of DWI-related deaths, an individual dressed as the "Grim Reaper" appears periodically throughout the school day to select a new victim. The next morning a wrap-up assembly is held featuring those who played roles in the previous day's drama, including the "crash" victims, the drunk driver, their parents, and participating law enforcement and medical personnel. Impact statements from community members whose lives have been affected by teenage alcohol use and drunk driving bring closure to the program and reinforce its dual message for the teenage audience--Don't drink until you are 21, and never drink and drive.

- Fiesta Week activities – The task force participates in a number of prevention and education initiatives aimed at keeping the millions of people who attend Fiesta Week activities safe. Fiesta is held every April in San Antonio, during which alcohol is served at many of the more than 100 events. In 2009, the task force collaborated with SACADA, Texas DOT, Texas ABC, and MADD to engage in efforts to prevent and deter the abuse and misuse of alcohol and other drugs at Fiesta. These efforts resulted in a substantial increase in voluntary compliance and active prevention partnerships by alcohol vendors.
- Circles of San Antonio Community Coalition -- was formed in 1998 and is comprised of local, county and state organizations; law enforcement authorities; drug and alcohol counselors; and other community partners. The vision of the coalition is to promote multiple strategies across the multiple sectors or “circles” that comprise the Bexar County community to prevent and reduce substance use; strengthen the prevention, intervention, and treatment continuum; and impact community processes to effect environmental change. Several years ago, the coalition and task force collaborated to develop a summertime education campaign to inform the community about upcoming enforcement to combat underage drinking. To get the message out, 5,900 cards with prevention messages were printed up (funded through the coalition) and distributed in residents’ water bills, at restaurants, in churches, and handed out to the public by police officers. Task force members contacted clergy members and asked that they incorporate messages about alcohol-related problems in their services, which many did. The program was well received in the community and ever since that program, the community has supported the task force when it has participated in national enforcement campaigns.
- Alternative transportation programs – Several alternative transportation programs have been implemented in San Antonio or are planned. Every year during Fiesta week, the task force promotes a designated driver program “Drinking? Or Driving?” Another effort that the task force gave Budweiser the concept for has involved a local cab company, Alert Cab Program, which offered vouchers to bars for patrons to get free rides home. An upcoming business in San Antonio is planning an endeavor in which they would offer a service that would pick up impaired drivers and take them as well as their vehicle home.

Partnerships

The current Bexar County DWI Task Force consists of an ongoing collaboration between the original enforcement-agency-based task force started in 1985 and COSA, its community coalition partner, which is comprised of about 40 community-based organizations. These agencies are joined by numerous other task force members representing colleges and universities, public school districts, health services, military bases, and other groups such as MADD. The task force is also supported by Traffic Jam Coalition, which consists of grant-funded agencies engaged in selective traffic enforcement programs.

Media Involvement

Much of the task force's efforts to inform the public about its activities are undertaken by COSA, which uses radio and television (e.g., interviews, news reports), press conferences, and internet-based media (e.g., YouTube, social networking sites, news Web sites, Webcasts). Although there is no member representing media on the task force, there is excellent coverage by the media of task force activities, with television stations always covering events. Most media is earned; however, for an underage drinking initiative, COSA did purchase billboards and televised public service announcements. Depending on the type of event, media outreach will most often be conducted by COSA's public relations representative; sometimes, the task force chair will issue a press release about an upcoming event.

Evaluation of Effectiveness Measures

Since the task force has been in existence, Texas' national rank with respect to alcohol-related fatalities has probably changed little (the State may have dropped down from #1 to #2 nationwide in fatalities). On the other hand, fatalities have decreased in Bexar County. Data for the past several years are not currently available as responsibility for managing crash data has recently transitioned from Department of Public Safety to the State Highway Department. Therefore, expected improvements that may accrue due to recent legal changes and enforcement may not be evident for several years as the reporting of data catches up with legal and law enforcement efforts.

Arrest rates have increased because of the increases in officer training to support detection of impaired driving. COSA's legislative/policy committee has supported various legal changes, some of which have been adopted while others (sobriety checkpoints, keg registration) have not. The task force has succeeded in developing new policies and procedures (e.g., paperwork changes with blood draws) in collaboration with the district attorney's Office that have been implemented and facilitate enforcement.

Recommendations and Final Thoughts

As an unfunded task force, a large part of the success of the Bexar County DWI Task Force has been its ability to attract and maintain the support of passionate, dedicated people and organizations willing to donate substantial time and resources. This commitment by both

professionals and community members has been a necessity in filling the void created by the loss of funding. It has been critical to the task force's start up as well as its continuation and growth.



**Oversight Committee on
Drinking and Driving,
Fairfax County, Virginia**



Commitment, Contribution, Success

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History

After MADD was established in 1980, many States and local communities began to pay attention to the drunk driving issue. A number of State and local task forces were established as part of this momentum. One task force was established in Fairfax County,² Virginia, in early 1982.

In December 1982, following a comprehensive review of the driving while intoxicated (DWI)³ system in the county, the recently established Fairfax County Task Force on Drunk Driving recommended a series of sweeping changes in the ways that drinking and driving laws should be enforced, prosecuted, and adjudicated, as well as in the way offenders should be rehabilitated. Recommendations were also made for changes in the laws themselves and for systems to be put in place to publicize the laws and their enforcement. In all, a total of 35 primary and secondary recommendations for local and state action were presented. By 1990, 60 percent of the original recommendations had been achieved in whole or in part.

The task force also recommended the establishment of a permanent Oversight Committee to monitor DWI activities and make recommendations as necessary. Since that date, many, but not all, of these recommendations have been realized in Fairfax County and the Commonwealth of Virginia, and similar changes have taken place in other jurisdictions around the country. The Fairfax County Board of Supervisors (BOS), in responding to these recommendations, established the Fairfax County Oversight Committee on Drinking and Driving (OCDD) in 1983. The purpose of the OCDD is to ensure that the BOS is adequately and appropriately informed about drinking and driving-related conditions in the county that may impact public safety and mobility.

The OCDD is strictly advisory, with no authority or budget to implement any recommendations. With the exception of a representative from each of seven major county agencies with responsibility in the DWI system, it is voluntary and membership ranges from 20 to 25 members at any given point in time.

Statewide History

In Virginia, the minimum purchasing age for alcohol was raised from 18 to 21 in 1984 and the illegal per se and presumptive threshold for blood alcohol concentration (BAC) lowered from 0.10 percent to 0.08 percent in 1994. Administrative license revocation and mandatory sentencing requirements were also enacted in 1994. In Virginia, as in every other state since 1998, it is illegal for people under age 21 to drive after consuming any alcohol (commonly known as “zero tolerance”).

² Fairfax County is located in northern Virginia, across the Potomac River from Washington, DC. The county is Virginia’s most populated jurisdiction, with more than 1 million residents, an area of 400 square miles, 2 incorporated towns, 27 public high schools, the largest municipal police agency in the State, and an annual budget in excess of \$3.3 billion.

³ In Virginia law the terms “driving while intoxicated” (DWI) and “driving under the influence” (DUI) are interchangeable

People caught driving on licenses suspended as a result of alcohol-related offenses can have their vehicles impounded. A drivers convicted of a second DWI offense must now equip any vehicle he or she drives with an alcohol ignition interlock device for the duration of any restricted driving privilege granted by the court. A driver convicted of DWI for a first or second time must attend an Alcohol Safety Action Program (ASAP) for assessment, education, and monitoring. In 1999, Virginia enacted legislation making a third DWI conviction within 10 years a Class 6 felony; a fourth conviction carries a mandatory one-year prison term.

Countywide History

During the past two decades, the Fairfax County government has consistently supported major statewide DWI legislative initiatives. The police department has maintained an active DWI enforcement program, initiated the use of sobriety checkpoints, and underage alcohol stings. At the urging of the OCDD, the department has also purchased more than 500 preliminary breath test devices for patrol use and passive alcohol sensors for sobriety checkpoints. The county now provides office space for the Fairfax ASAP. Initiated by the OCDD, ASAP, in cooperation with the juvenile court and INOVA Fairfax Hospital, began an educational program for juvenile alcohol offenders in 1999. The Commonwealth's attorney's office continues to support aggressive DWI enforcement and unsuspended jail sentences in cases where people drive in violation of DWI-revoked or restricted permits. By adopting the State DWI statutes into the county code, money received from fines from DWI convictions charged under the code goes to the county general fund. The public school system has established and maintained a strong alcohol and drug use prevention program. The Alcohol and Drug Services Office of the Community Services Board has developed a full continuum of adult and youth intervention and treatment services. Over the years Fairfax County has been a participant in the Washington Regional Alcohol Program.

Task Force Objectives

The OCDD was established by the BOS, under its authority to create permanent boards and commissions; as such the committee's function is to serve as an advisory group directly to, and at the pleasure of, the Board. The committee has no authority or subpoena power. The delineated objectives of the OCDD include:

1. Monitor local, State and national drinking and driving-related activity and policy, including community action, legislation, education, enforcement, adjudication, treatment, and rehabilitation.
2. Identify issues that have or could have an impact on the illegal and unsafe use of alcohol and drugs and develop recommendations for appropriate action by the BOS.
3. Provide timely and pertinent information and recommendations concerning the drinking and driving situation in the county.

County boards and commissions are prohibited by law from doing any type of lobbying; a restriction strongly adhered to by OCDD as a group.

Over the years, the committee has attempted to be more involved in carrying out projects, as opposed to only recommending they be done, in an effort to facilitate more timely action. Those efforts, for the most part, were unsuccessful; primarily due to lack of operational authority, funding sources, or interest and time available on the part of committee members.

Time Frames and Funding

The OCDD has been operating continuously since 1983. The committee meets quarterly and sometimes more frequently on an as needed basis, usually on Monday nights. While no funding is given to the OCDD, the BOS had created a new county position in 1983 – DWI coordinator. That position, for expediency purposes, lies within the Fairfax County Police Department and is filled by a citizen, not a sworn police officer. The DWI coordinator schedules the OCDD meetings in a county building, collects and analyzes DWI-related data, coordinates special DWI enforcement activities, and ensures that the members have information that they request or need.

Twice over the past 20 years, there have been significant budget shortfalls in Fairfax County. Initially, the DWI coordinator position was cut from the county budget. But at the urging of the OCDD and MADD, the position was reinstated by the BOS.

Operational Issues

Structure

There are citizen representatives of each of the 10 supervisors on the board, a chairman (independent citizen), another 2 or 3 interested residents, the president of Northern Virginia MADD, the president of the Washington Regional Alcohol Program, the director of the Fairfax County ASAP, an assistant commonwealth attorney, the chief magistrate of the 19th Judicial District, a captain in the Sheriff's Department, the deputy chief of police investigations/operations support in the Fairfax County Police Department, the youth director of the county Alcohol & Drug Administration, the coordinator of the Fairfax County Public School Safe & Drug Free Youth, and the county DWI coordinator. As staff person to the committee, the DWI coordinator does not vote.

Membership appointments are for two years, but have unlimited renewal at the pleasure of the BOS. The county clerk to the Board of Supervisors is responsible for overseeing the structure and appointments to all of the county's boards and commissions. Reappointments to the OCDD are submitted automatically by the clerk for board approval unless the member leaves the committee. The turnover on members is one or two per year. Residents who ask to be on the OCDD are usually accepted but must be approved by the BOS.

Task Force Agenda

The chairman of the OCDD, in coordination with the DWI coordinator, sets the agenda for the meetings. Members send their recommendations to the chairman for agenda items. Typically, the agenda items will be:

- Support (or nonsupport) for upcoming DWI legislation in the Virginia Assembly.
- The merits of various strategies in enforcing DWI in the county (e.g. sobriety checkpoints; directed patrols; routine patrol).
- Sanctions that appear to be effective in reducing DWI recidivism (e.g. alcohol ignition interlocks; secure continuous remote alcohol monitoring (SCRAM) device; treatment programs).
- Data issues (tracking DWI offenders from arrest to final disposition; tracking alcohol-related crashes; access to court data; etc.)
- Underage drinking (e.g. decriminalization of an underage drinking violation in Washington, DC; strategies to reduce underage drinking such as compliance checks and shoulder tap programs; school programs).
- Publicizing the drinking-and-driving problem and the underage drinking problem in the county.
- Strategies on how to implement proven effective measures (e.g., highly visible, highly publicized, frequent sobriety checkpoints; more frequent use of alcohol ignition interlocks as a DWI sanction; changing parental and adult attitudes about underage drinking).
- Court rulings that affect the DWI arrest and adjudication process.

The chairman periodically establishes short-term ad hoc sub-committees to address certain issues and report back to the full OCDD.

Political Leadership and Community Support

Letters to the BOS are sent periodically by the OCDD recommending support for legislation or for some DWI program. Full reports to the BOS are also sent periodically documenting the drinking and driving problem in the county and making recommendations to the BOS. The BOS address each recommendation, but do not necessarily implement each one (due to budget or political restrictions).

In the past 25 years, OCDD has submitted 25 major recommendations resulting in a 60 percent implementation rate. Another indicator of political support is seen in the frequency that the BOS makes requests of the OCDD for information or opinions. In the past 15 years this form of interaction has decidedly decreased. It is believed that the turnover of supervisors and board leadership during this period resulted in a number of board members not familiar with the OCDD and its capabilities. An indicator in 2009 was a request from one supervisor for OCDD to provide an opinion on the value of the SCRAM system to dealing with alcohol issues in Fairfax County.

The public generally supports the recommendations by the OCDD. For example, in order to measure support for the sobriety checkpoint program, the OCDD worked with the police department to conduct a public survey of the drinking and driving attitudes and behaviors of Fairfax County drivers. As an example, over 84 percent of the public is in favor of weekly sobriety checkpoints or wants them conducted even more frequently. However, only 32 percent had ever seen a checkpoint and only 20 percent said they had been through one.

Strengths

The OCDD is a continuous oversight committee (over 26 years now) and provides constant and consistent monitoring of the issue. It is made up of a broad, comprehensive membership with many points of view. It is voluntary and, therefore, usually has enthusiastic and motivated members. The county BOS established the OCDD and tend to listen to and strongly consider any recommendations. Reports by the OCDD are periodic and not that frequent such that they would be ignored. The DWI coordinator is the glue that keeps the OCDD together and operating efficiently. Without the DWI coordinator, it would be very difficult for the OCDD to function.

There are usually three or four activist members of the committee who are very passionate about the issue and demand some action. They tend to make the committee more effective.

Barriers

It is difficult to obtain consensus on any issue because of the broad representation of the membership and because of the political leanings by some of the supervisors' representatives. Some consider this wide variability as a strength, but it can be a barrier when a letter or a report to the BOS must be developed and delivered in a timely manner. The 2008 report to the BOS from the OCDD took over 8 months to develop because of the comments and revisions by the members.

There are no direct representatives of the alcohol industry on the OCDD. While WRAP has alcohol industry sponsors and the WRAP president is a prominent member of the committee, recommendations that some in the alcohol industry would oppose are usually adopted by the committee. Examples include the use of frequent sobriety checkpoints and alcohol ignition interlocks for all convicted first DWI offenders.

Since the OCDD has no real authority, many recommendations cannot be implemented without BOS approval. This takes an inordinate amount of time in some cases. Minor issues are, however, sometimes resolved due to work by the agency members on the committee.

There is very little visibility of the OCDD – most of the general public in the county are not aware of its existence. There are currently no representatives of the judiciary on the OCDD as they view membership as an advocacy role. There are also no representatives of the growing Hispanic community in the county and there is no vice chair.

Accomplishments

In 2000, the OCDD recommended that the following actions should be taken to help improve DWI enforcement proficiency, efficiency, and effectiveness in the county. These recommendations addressed the major concerns identified in the enforcement phase of the committee's DWI system analysis project at that time and were aimed specifically at increasing impaired-driver detection, decreasing DWI arrest processing time and increasing impaired-driving deterrence and prevention.

1. To improve the efficiency and effectiveness of DWI detection and apprehension, the Fairfax County Police Department should use the SFST battery for DWI enforcement as prescribed by NHTSA and the International Association of Chiefs of Police.

Status: All Fairfax County police officers are now trained on the use of the SFST.

2. To improve the detection of impaired drivers who are stopped, the Fairfax County Police Department should obtain additional passive alcohol test instruments for use on patrol and sobriety checkpoints and should provide, as a part of the in-service training curricula, the instruction necessary to develop the skills, and the incentive for their use.

Status: As a result of this recommendation, additional passive sensors were purchased and officers were trained on their use at sobriety checkpoints. However, more recently, the use of passive sensors by the police at checkpoints has waned.

3. To significantly decrease the amount of time currently needed to process a DWI arrest during high-DWI time periods, the department should substantially increase the number of street-effective patrol officers licensed to conduct evidentiary breath tests. This will enable officers to conduct their own evidentiary breath tests, as permitted by Virginia law, and return to patrol duty without delay.

Status: Some additional officers were trained and licensed, but not a substantial number. This may change due to a recent U.S. Supreme Court ruling concerning the use of test results in court.

4. To significantly increase the public's perception (and fear) of being apprehended for impaired driving and thereby increase the deterrence effect of the enforcement effort, the Fairfax County Police Department should continue to increase its use of sobriety checkpoints and high-visibility saturation patrols throughout the county year around.

Status: In June 2003, sobriety checkpoints were instituted in the county on a weekly basis. This continued through 2006 when they were cut back to every other weekend.

5. Fairfax County should research the possibility of obtaining and equipping a special vehicle to provide mobile blood alcohol testing and magistrate services for DWI enforcement operations, such as saturation patrols and sobriety checkpoints. This mobile field support van or small bus would decrease the amount of time needed for officers to process DWI arrests. The unit would carry evidentiary breath test instrument and video-magistrate equipment to be operated by the arresting officers for their own DWI arrests. After obtaining the BAC information and arrest warrant, the prisoner could be released to a deputy sheriff for transportation to the Adult Detention Center. The officer could then return immediately to patrol or sobriety checkpoint service. When not in use for selective enforcement activity, the unit could be placed strategically in the county to aid officers in reducing arrest-processing time for any criminal arrest and during high-volume DWI weekends.

Status: Due to funding constraints, this recommendation was never implemented.

6. To support and enhance the efforts of all county agencies involved with DWI prevention, the Fairfax County Office of Public Affairs should develop and conduct a comprehensive 3- to 5-year impaired-driving prevention public information and

education campaign aimed at both general and specific target groups. This campaign should include a specific component designed to publicize the sobriety checkpoint operations of the police department.

Status: With help from members of the OCDD, the Office of Public Affairs did develop a 3-year plan for publicizing enforcement activities. This plan was submitted in the 2008 Report to the BOS.

7. In order to ensure that all necessary police services will be available without sacrificing DWI enforcement, Fairfax County should ensure the support necessary for maintaining recommended sworn-officer staffing levels in the Police Department.

Status: Due to several budget cuts, this never materialized.

Partnerships

There are two coalition groups that specifically support the OCDD: Northern Virginia MADD and WRAP. Those two groups are represented on the committee by the presidents of each group and when they agree on recommendations, they provide further support for them through their coalitions. A recent example was both groups independently urging the BOS to restore the DWI coordinator position in the budget.

Media Involvement

There are no specific members of the OCDD who are with the media. Media coverage of the OCDD is sporadic. If any recommendations by the OCDD to the BOS are controversial, media coverage is usually present. The committee chairman serves as the spokesperson for the OCDD.

The OCDD is considering inviting members of the media to serve on the committee, but it has not happened yet.

Evaluation of Effectiveness Measures

As a result of efforts by the OCDD and all the stakeholders in the county to reduce DWI, Fairfax County has realized significant reductions in the number of impaired drivers and in the number and percent of alcohol-related crashes. Reductions also have occurred in the Commonwealth and throughout the United States.

When OCDD began its work in 1983, the numbers of alcohol-related traffic crashes in Fairfax County were on an accelerated climb, reaching 1,638 crashes in 1986 before that trend was reversed. Alcohol-related crashes are those designated by the police to involve a drinking driver (or a drinking pedestrian if one is involved). Since 1986, the numbers of alcohol-related crashes have fluctuated considerably, dropping to a low of 676 in 1993 and climbing again to 1,106 in 2001.

The turn of the century, however, brought a new downward trend, which continues today. In 2007, alcohol-related crashes numbered 851, almost half of that all-time high of 1986 and

16 percent lower than the annual average of 1,066 over the past 25 years, and a full 30 percent below the beginning number in 1983. Figure 1 shows this 25-year trend.

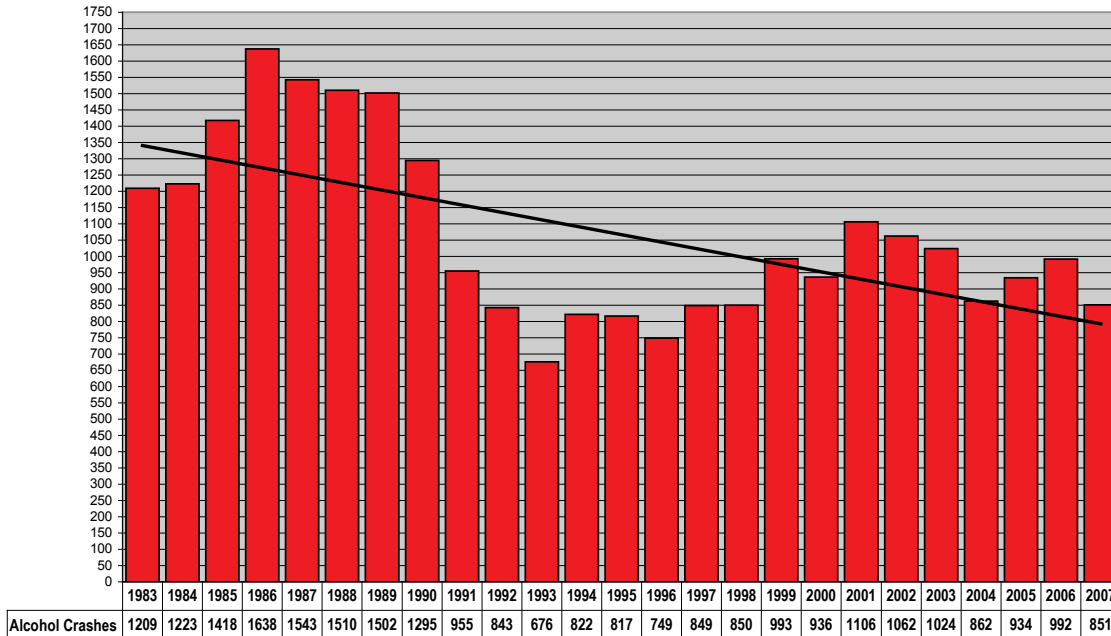


Figure 1. Fairfax County—Alcohol-related crashes, 1983-2007, with 25-year linear trend line

Fairfax County at a Glance

Over the years 2003 to 2007 Fairfax County averaged 936 alcohol-related crashes per year. Two percent of these crashes were fatal, killing an average of 19 people per year; 36 percent were injury crashes and 62 percent were property-damage-only crashes. Annually alcohol-related crashes account for 5 percent of all traffic crashes.

Taking into account demographic changes in the 5-year period from 2002, Table 1 and Figure 2 show that substantial progress has indeed been made.

Table 1. Fairfax County Demographics—2002 versus 2007

	2002*	2007	Change
MAJOR DEMOGRAPHICS			
Population.....	1,004,435	1,041,507	+3.7%
Licensed Drivers.....	755,808	746,357	-1.3%
Registered Vehicles.....	789,441	840,022	+6.4%

	2002*	2007	Change
Public School Population.....	162,828	165,710	+1.8%
High School Population	50,702	53,458	+5.4%
VEHICLE CRASHES			
All Reportable Crashes.....	18,903	17,165	-10%
Alcohol-Related Crashes.....	1,062	851	-20%
Crashes Alcohol-related	5.6%	5.0%	-11%

* Base year

The current 6-year trend for alcohol-related crashes in Fairfax County is downward. See Figure 2. From 2002 to 2007, alcohol crashes declined by 20 percent.

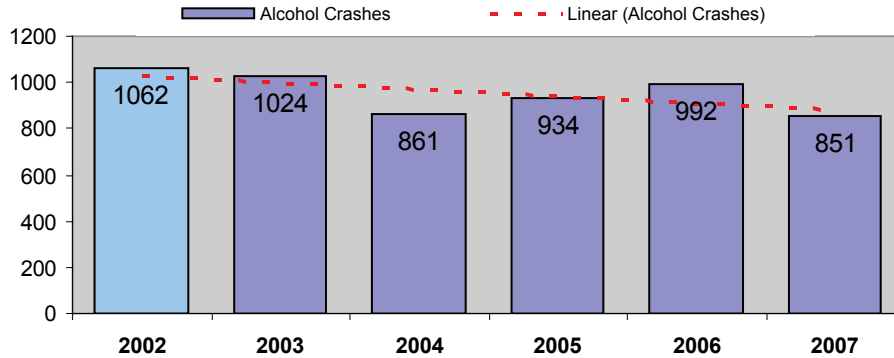


Figure 2. Fairfax County Alcohol Crashes, 2003-2007 (Fairfax County Police Data)

Fairfax County in Comparison to Other Virginia Jurisdictions⁴

By all measures, Fairfax County is clearly the largest county in Virginia, making jurisdictional alcohol crash reduction comparisons difficult, especially when the raw data are cited. However, by using a rate or ratio, such as the rate of alcohol crashes as a percentage of all crashes or the number of alcohol crashes per 1000 licensed Virginia drivers, jurisdiction numbers can be normalized, making comparisons more meaningful. DMV data for the most recent 5-year period shows that Fairfax County has consistently had a lower percentage of alcohol crashes to all crashes when compared to Northern Virginia, Virginia, and the Nation. The county is also the only one showing a downward trend over the past five years. See Figure 3.

⁴ DMV data for Fairfax County include data reported by Herndon, Vienna, and the Virginia State Police. Besides giving a more comprehensive picture of what is happening in the boundaries of Fairfax County, DMV data must be used when making jurisdictional comparisons.

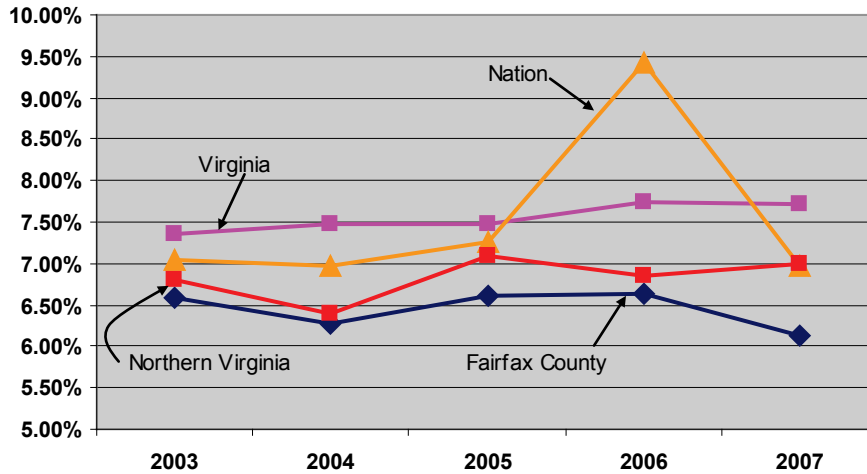


Figure 3. Annual Rate of Alcohol Crashes as a Percentage of All Crashes, DMV Data, Fairfax County, Virginia, Nation, and Northern Virginia, 2003-2007

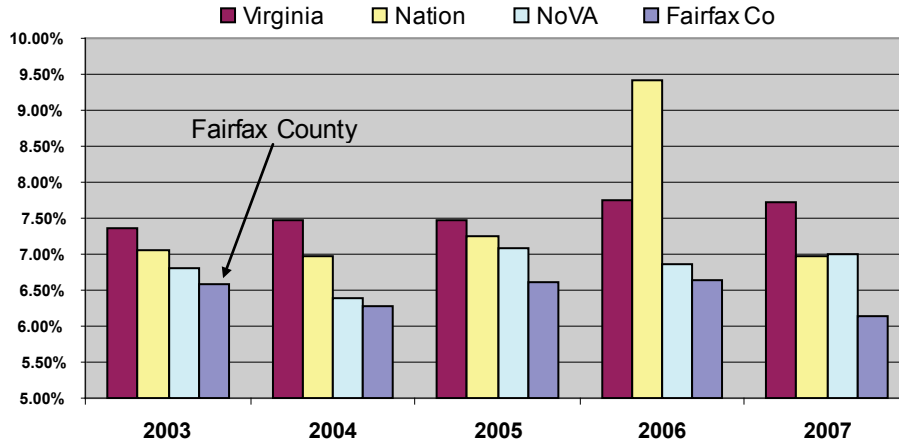
For 2007, the Virginia Department of Motor Vehicles lists five jurisdictions with 200,000 or more registered Virginia licensed drivers: Fairfax County, Virginia Beach, Prince William County, Chesterfield County, and Henrico County. Table 2 compares and ranks these jurisdictions by their alcohol crash rates.

Table 2. Vehicle Crashes in Virginia Counties/Cities With 200,000 or More Licensed drivers—2007

DMV Data	Licensed Drivers		Alcohol-Related			Alco Crash Rate Per 1000 Drivers		Alco Death Rate Per 1000 Drivers		Alco Injury Rate Per 1000 Drivers	
	Count	Ranking	Crashes	Fatalities	Injuries	Rate	Ranking	Rate	Ranking	Rate	Ranking
Fairfax Co.	746,357	1	1,051	22	648	1.408	1	0.029	1	0.868	1
Va. Beach City	301,099	2	630	14	341	2.092	5	0.046	2	1.133	3
Prince William Co.	249,269	3	484	12	288	1.942	2	0.048	3	1.155	4
Chesterfield Co.	221,613	4	457	14	265	2.062	4	0.063	5	1.196	5
Henrico Co.	208,628	5	430	11	221	2.061	3	0.053	4	1.059	2
Virginia	5,436,825		11,215	378	7,130	2.063		0.070		1.311	

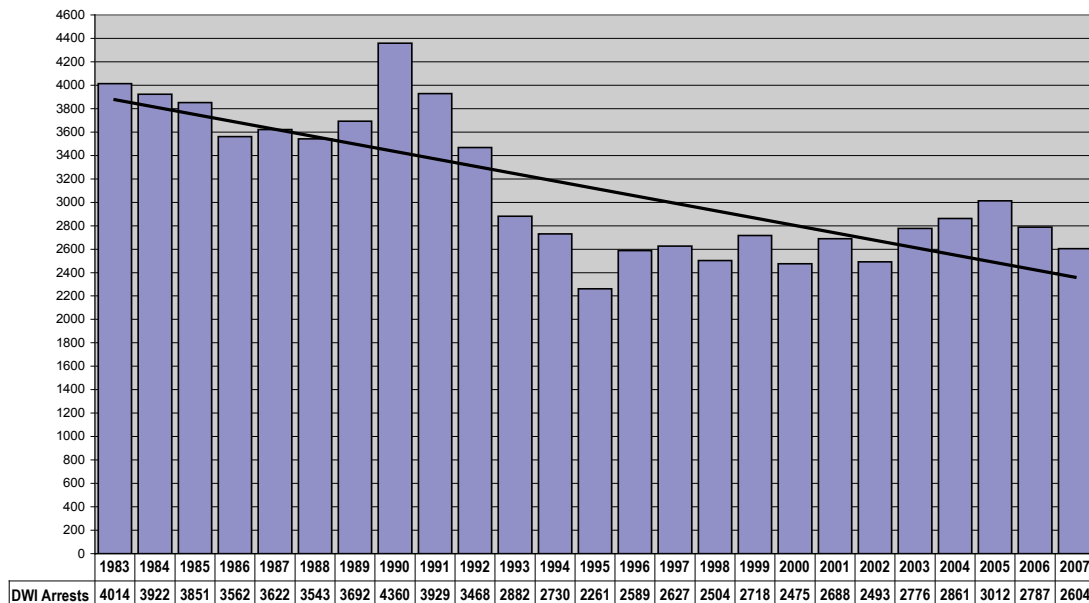
Even though Fairfax County has more than twice the number of registered Virginia drivers than the next largest community (Virginia Beach), it continues to have the lowest rate for alcohol-related crashes, the lowest alcohol crash death rate, and the lowest alcohol crash injury rate per 1,000 registered Virginia licensed drivers.

A measure of Fairfax County’s success with combating drunk driving is best seen in a comparison of the alcohol crash rates, as demonstrated in Figure 4 using Virginia DMV data and NHTSA data.



**Figure 4. Alcohol Crashes as a Percentage of All Crashes
Virginia, Nation, Northern Virginia, and Fairfax County, 2003-2007**

Law enforcement is the primary component in the county’s DWI system. The Fairfax County Police Department has averaged 2,782 DWI arrests per year over those 5 years.⁵ Of those DWI arrests, juveniles accounted for 1 percent, 18- to 20-year-olds accounted for 8 percent, and the remaining 91 percent were drivers 21 or older. DWI charges are the department’s 5th most frequently occurring criminal arrest. The misuse of alcohol and other drugs account for the largest single portion of the FCPD criminal enforcement activity. Over the past 25 years, DWI arrests have decreased 35 percent. See Figure 5.



**Figure 5. Fairfax County Police DWI Arrests, 1983-2007
with 25-year linear trend line**

⁵ In addition to FCPD, there is one city, Fairfax, and two towns, Herndon and Vienna, that operate within their own jurisdictions located inside the county boundaries. The Virginia State Police primarily patrols the Interstate system. These four agencies account for approximately 1,000 additional DWI arrests per year.

Many components working together are necessary for protecting county citizens from alcohol impaired drivers, regardless of driver age. Paramount among these components are enforcement, sanctions, treatment, and education, as well as continuous public awareness and concern with the drinking-and-driving issue. The county's DWI enforcement and the sobriety checkpoint program in particular have resulted in a significant decrease in impaired-driving crashes (8.5%) and will continue.

The adjudication of drivers charged with DWI is providing effective sanctions and the increase of alcohol ignition interlocks on high-BAC offenders and repeat DWI offenders holds promise of reducing recidivism even more in the future. ASAP is a model treatment program that many States would like to emulate. The Alcohol and Drug Services program, the county school programs, Northern Virginia MADD, and the Washington Regional Alcohol Program all make substantial contributions in preventing the impaired-driving problem from increasing.

Recommendations and Final Thoughts

OCDD provides important oversight of the impaired-driving problem in the county. However, because there is no funding for the committee, many recommendations cannot be implemented immediately. The board of supervisors has over 100 oversight committees, so sometimes the recommendations do not get the priority or action that members would like. Persistence does, however, pay off. When the task force continues to make the same recommendation, the BOS eventually listens.

The Kent Drinking Driver Task Force (Now Known as the South King County Target Zero Traffic Safety Task Force) Kent, Washington



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History

The Kent's Drinking Driver Task Force (DDTF) was started in 1983 as a result of community awareness and concern regarding fatalities caused by traffic crashes in which alcohol impairment was identified as a key factor. A group of residents and police department staff, volunteer community group members, and junior and senior high school and college students began looking at the data on alcohol-related collisions, fatalities, injuries, and property loss. At the time, Kent was losing three to four high school students a year to alcohol-related traffic crashes. In addition, the city had one of the highest alcohol-involved motor vehicle crash injury rates among cities its size in Washington State. These statistics alarmed the group and spurred it into action.

At this time, the Washington Traffic Safety Commission (WTSC) had funding available for special projects throughout the State that focused on impaired driving. Kent applied to the program and was one of the first projects funded. A local ordinance was passed in 1983 establishing the task force. Then-Mayor Isabel Hogan appointed 48 community members to a steering committee to guide the priorities of the task force. Ford Kiene, then manager of City Beverages (a local distributor for Anheuser-Busch), was actively involved in the establishment of the task force, serving as its first chairperson. The task force was sponsored and led by the Kent Police Department and has enjoyed political and community support from the mayor and city council for its development and long-term support of its mission. Although the police department continues to take the lead, today's task force coordinates emphasis patrols for several law enforcement agencies in South King County.

Throughout Washington, there are approximately 24 local task forces. The Drinking Driver Task Force in Kent was the only city-based task force still operating, as the others were all county-based. Currently the task force partners with another task force to cover the geographically large and heavily populated and traveled King County.

Task Force Objectives

When it was established more than 20 years ago, the primary goal of the task force was to significantly reduce the incidence of excessive drinking and driving in Kent through education, public relations, and enhanced enforcement. Concern over the high numbers of motor vehicle crashes involving alcohol-impaired drivers and the associated costs in human lives and property damage served as the impetus for the formation of the task force.

Although at the outset it was singularly focused on impaired driving, the task force's goals and objectives have broadened over time. As progress was realized in reducing drinking-driver crashes in Kent, the task force felt it was important to expand to new areas of public safety. Currently, the task force encompasses many traffic safety issues including speeding, occupant protection, school zone issues, pedestrian and cyclist safety, child passenger safety, and automobile racing along with impaired driving. In general, the mission of the task force is to move people safely throughout Kent by supporting numerous programs that seek to promote informed and healthy decision making and the modeling of positive life skills among the citizens of Kent.

The task force goals and objectives are set by the appointed steering committee, which continually evaluates programs and relevant data. The decision about where to focus resources has been driven both by the identification of problems based on data and, especially in difficult financial times, input from funding sources to help determine how resources should be allocated. Task force priorities are consistently aligned with the traffic safety goals of NHTSA and the WTSC.

Funding

For the 2-year period from July 1, 2007, through June 30, 2009, the task force budget was \$65,750, an amount that is representative of its typical funding level. The task force receives funding from both public (i.e., government) and private sectors. The majority of funding for the task force comes from the WTSC, a State agency that directs programs and resources to traffic safety areas in Washington. For the past several years, the amount of funding received from WTSC has not increased but has remained constant. Kent's government continues to support the goals of the task force with supplemental funding. In addition to these core funding streams, the task force receives additional support from other sources in the form of grants, goods and services, in-kind donations, community organizations, donations of cash and fees, and volunteer workers. These funding sources provide partial support for specific programs and events. Currently, a Drug-Free Communities grant helps support the youth conference. Community partners such as SafeKids, State Farm Insurance, AAA Insurance, and others continue to support various programs. The current economy has affected many community partners; thus, the task force has lately been experiencing a decrease in donations of goods and services.

For the first 20 years of its existence, the task force received considerable support for its activities from the alcohol industry. As noted previously, the task force's first chairperson was the manager of a local distributorship for a major brewery. This individual was involved in the establishment of the task force and continued to be involved in its activities for many years. During the past 5 years, there has not been the same level of involvement by the alcohol industry; however, many local on-premise and off-premise establishments have allowed the task force to display window clings, posters, and brochures in their businesses and, at times, have provided give-away or educational items or prepared a banner for a program event.

Timeframes

Kent's Drinking Driver Task Force was founded in 1983 by city ordinance and without a charter; thus, there was no predetermined length of time for the task force's duration. The city has demonstrated a strong and ongoing commitment to traffic safety and, as long as funding can be obtained through WTSC, that there are no plans to discontinue the task force. Funding, however, may determine a change in focus or scope of activities that can be undertaken. For example, if supplemental funding were to discontinue, the task force would have to re-evaluate its participation in extra DUI patrols and some community programs. Currently the task force holds a countywide meeting once a month in Seattle and then a meeting specific to the city of Kent once a month at the Kent Police Department.

Operational Issues

Structure

The task force is guided by an 11-member steering committee representing a range of organizations including the city council, local law enforcement, private businesses, parents, the school district, the liquor control board, prevention specialists, victims and other public groups such as a chaplain program and the PTA. The steering committee helps guide the task force through regular meetings and by supporting programs and events when possible. Additionally, although it receives government funds and is not permitted to engage in lobbying, the task force's steering committee is expected to analyze legislative proposals to provide facts and data to Kent elected officials as appropriate.

Members are appointed to the task force steering committee by the mayor of Kent and confirmed by the city council. Each committee member is appointed for a 3-year term, with terms staggered across the membership. Most often, the task force staff provides recommendations to the mayor for appointments; however, there have been members who have volunteered from the community or who have been chosen directly by the mayor. The task force chair has been a city council member appointed by the mayor. The task force chair meets monthly with the steering committee and task force staff for approximately 1.5 hours and provides updates to the mayor.

In addition to the task force steering committee members who guide its activities, the task force is also supported by a broad array of people and community organization representatives who are invited to its meetings and actively work with the task force on specific projects. These community partners include officials representing several local government offices and departments, NHTSA regional staff, members of the Kent Police Department, private businesses (e.g., several insurance companies), a local reporter, a teen clinic, and local youth. The community partners do not have to be appointed steering committee members but do participate by sponsoring, planning, and helping to implement programs and events.

Staff to operate the task force has ranged from a high of three full-time employees and one part-time employee to today's staff of only one full-time employee who is supported in part by a grant from the WTSC. In addition to addressing local Kent-specific traffic safety issues, the task force coordinator (today known as the "Target Zero Manager") is dedicated to coordinating multijurisdictional patrols for law enforcement agencies in South King County as part of the State's Highway Safety Plan called "Target Zero." State funding helps ensure continuity in task force operations as staff positions do not change frequently compared to steering committee members who may change over time (about one-third or 3 to 4 members each year). The Target Zero manager is also a member of the 7-member, State-level task force executive board that oversees the 24 task forces in the State funded by WTSC.

On several occasions, ad hoc committees have been formed. Most recently a smaller group of volunteers worked on planning a town hall meeting to address youth alcohol and drug use and effects of driving practices. Several years ago, an ad hoc group was formed to formalize the task force's mission and vision.

Task Force Agenda

The Target Zero manager generates the agenda for monthly meetings, based on input and recommendations received from steering committee members. Thus, agenda items reflect issues that are on the radar of steering committee members and that arise from examination of data. For example, if the data show a significant increase in motorcycle fatalities, time and effort will be placed on acquiring funds, support, and other resources necessary to address the problem. The focus of the task force and placement of issues on the agenda is also driven, in part, by current priorities tied to funding. For example, if the task force receives a grant for school zone improvements, time and resources are focused on fulfilling grant requirements. No single member or small group of members dominates the task force agenda or activities.

Over the years, the task force has successfully tackled many of its agenda items. As discussed later in the section on Accomplishments during the task force's existence the percentage of motor vehicle crashes that are alcohol-related has been reduced 45 percent. Given that reducing drinking-driver collisions was the original goal of the task force, the data suggest that tremendous strides have occurred. Other issues successfully addressed by the task force include reducing the frequency of racing activities and reducing barriers between immigrant populations and law enforcement personnel.

The task force has been stymied somewhat in other areas. For example, the task force's efforts to change the message on impaired driving – to refocus from an emphasis on not driving when *drunk* or “hammered” to the importance of not driving when *impaired* by alcohol – have met with some resistance. This has also meant moving away from the .08 message as impairment can occur at lower BACs such as .05 or even .03. To some extent, the difficulty with such a reorientation or refinement in message is to be expected as the community has been used to hearing a message a particular way for so long.

Political Leadership and Community Support

City government officials (mayor and city council) have been involved in the task force since its inception. A member of the city council has typically served as task force chair and the city council confirms those people nominated by the mayor to serve on the steering committee. Staff efforts are focused on maintaining support from political leadership, including the state legislature and chiefs of police as well as continuing support from mayors and city councils. These efforts are facilitated by the fact that the State tends to be at the forefront of traffic safety issues. Washington was one of the first States to adopt a primary seat belt law and has one of the strictest child passenger safety laws. Additionally, the State's governor is a very strong supporter of traffic safety. Over the years, the task force has enjoyed considerable support from the community as well as the political leadership that has been manifest through the contributions of goods and services, volunteer hours, and positive feedback from community members.

Task force recommendations are often adopted or addressed by the city council. For example, the city is currently experiencing issues with over-service at several establishments resulting in citations for DUI. In response, a tracking method has been developed to keep closer track of business performance in this area. Information such as

calls for service around alcohol establishments and place-of-last-drink data from DUI arrestees is reviewed when a business' liquor license comes up for renewal.

Strengths

A number of strengths have contributed to the task force's ability to succeed in its original objective and have allowed it to further expand its focus to address traffic safety issues more generally. First, as part of the task force's and community's efforts to reduce impaired driving, many partnerships have been established and nurtured over the years.

Relationships have been enhanced among government and private organizations, State and local partners, and members of the task force and their community neighbors. By bringing together diverse groups and people, the task force has a wealth of expertise on which to draw for its many programs and hosted events. The pooling of talent and sharing of resources allows the task force to accomplish more and reach a wider audience with substantial efficiency (i.e., reduced expenses).

Another strength has been the dramatic increase in communication and cooperation among neighboring law enforcement agencies. Supported by the WTSC's emphasis on collaborative enforcement efforts (e.g., multijurisdictional emphasis patrols), the task force has been instrumental in breaking down boundaries between city police and other law enforcement agencies and promoting more sharing of information and program resources. This enhanced collaboration has resulted in increased police manpower for conducting traffic emphasis patrols. In addition to affecting the volume of enforcement activities, collaboration has the advantage of establishing consistency in priorities and demonstrating to the public that law enforcement agencies across the State are working together (i.e., "everyone is on the same page"). The benefits of this increased cooperation among law enforcement agencies are reflected in the reduction in motor vehicle fatality rates in both King County as well as Washington State.

The structure of the task force is also considered a strength. As noted, the task force chair has been a member of the Kent city council. Additionally, the mayor has been aligned historically with the task force, responsible for nominating members. Thus, the task force was organized around a direct link to the mayor's office. The governor's office of Washington also places a high priority on preventing deaths and serious injuries caused by traffic crashes.

Barriers

A general barrier has been the need to focus considerable time and energy looking for funding sources and applying for grants whenever possible. Budget issues at the State level have held the funding from WTSC constant, and donations to the task force from other partners have been reduced as a result of the economic downturn. This has necessitated looking to other sources for funding and, to some extent, decreased staff time available for other activities.

Another general barrier is the breadth of the demand for task force programs, presentations, support, and so forth. With so many requests, the Target Zero manager or task force simply cannot meet all needs in the community for its services.

Because the task force receives partial support from WTSC and its priorities are tied largely to the State Highway Plan Target Zero, which focuses on three priorities – DUI, occupant protection, and speed – some issues may be assigned a lower priority or may not be addressed by the task force. The activities undertaken must be based on data, with the task force committed to focusing on the major causes of deaths and injuries. Thus, some traffic safety issues that are not major contributors to traffic fatalities or injuries may not receive attention even if they are of concern in the community.

Maintaining support from legislative and executive offices can be challenging and requires investments of time. However, with staff's time and attention focused on managing the task force, coordinating with other jurisdictions on patrols, and more recently gaining additional financial support, there is not time to "sell" the task force's accomplishments.

Accomplishments

Ultimately, the biggest accomplishment of the task force has been a reduction over the past decade and a half in Kent in the percentage of collisions that are alcohol-related (i.e., involving a driver with a BAC equal to or greater than .08 g/dL). In 1993, Kent had a population of 41,000 and 4.2 percent of motor vehicle crashes were alcohol-related; in 2005, Kent's population was estimated at 86,600 and only 2.3 percent of traffic crashes involved alcohol. Additionally, although the population more than doubled between 1993 and 2005, total DUI arrests increased by only 30 percent. The less rapid increase in DUI arrests compared to population growth occurred while enhanced collaboration between city police and other law enforcement agencies resulted in increased police manpower for conducting traffic emphasis patrols. Thus, over time the city has made continual progress toward its goal of bringing alcohol-related crashes down to 1 percent. According to the most recent data, in 2008 the prevalence of alcohol-related crashes with driver BACs equal to or greater than .08 g/dL was 1.5 percent.

A number of factors help account for the progress the task force has made in attaining its goals with respect to impaired driving. First, the task force has been successful in breaking down the wall that used to separate the task force and the traffic unit of the Kent Police Department. The Target Zero manager is physically housed in the Kent Police Department, which affords her more direct contact with officers. The increased contact and opportunity to work together closely has benefitted both parties and facilitated buy-in for task force activities. The police perceive the Target Zero manager to be an expert in her field and she has gained a greater understanding of police workloads, priorities, and requirements such as police paperwork.

Second, the increased coordination and communication that has been cultivated among multiple community partnerships over the years has been quite beneficial to the task force's ability to attain its goals and work efficiently. The enhanced relationships help avoid duplication of effort and resources and ensure that the task force's work is more cost effective.

Third, media exposure has been critical to the accomplishments of the task force. Having a voice for the task force is necessary to educate the public, raise awareness of traffic safety problems, and gain community buy-in and support for activities. A benefit to the local task forces in Washington is that the WTSC does much of the media involving traffic safety issues, including issuing press releases and acquiring paid and earned media for some projects. This is especially important as the task force is not able to spend much time promoting itself with all the work it is doing. WTSC has the resources and media expertise available to keep the impaired-driving issue and the work of the task force in the public's awareness.

Programs

Activities that have been implemented by the task force include:

- **PASS-IT program:** This is a process to collect, inspect, and distribute previously owned car/booster seats to families in need as well as to eliminate unsafe seats and take them out of circulation. This program is the first of its kind in Washington and very few programs have been established nationally. After review from risk management, King County Public Health has authorized this process to help low-income families acquire car safety seats and booster seats.
- **Racing Emphasis:** The Kent DDTF acquired funding for a special emphasis on street racing that was implemented on a single evening in the spring 2008. This program has been presented to several law enforcement agencies in Washington as a model for patrols looking for racing incidents. Prior to the emphasis, it was common to see more than 100 vehicles gather in Kent for such activity. The two weekends following the patrols, there were no 911 calls for officers to respond to racer-related problems. The program resulted in the following:

Vehicles Detained	37
Vehicles Impounded	7
Number of People Arrested	83
Suspects Booked	7
Arrested for Racing	4
Arrested for DUI	2
Arrested for Reckless Driving	1
Adults Cited and Released	52
Juvenile Cases Referred to Juvenile Court	24
TOTAL CRIMINAL CHARGES FILED	166

- **Youth Conference:** A 25-member youth board held its 20th annual "Game of Life" youth wellness conference. More than 300 area youth attended. During spring 2008, teams completed 15 follow-up projects reaching 9,096 youth and 583 adults. The Kent DDTF provided mini-grants to support the school and community events that included a mock crash, guest speakers, prom promise (elementary school children write letters to seniors asking them not to drink and drive), plays on bullying, and diversity mini-conferences.

- **Early Warning System:** The task force joined with Washington’s Liquor Control Board and the Kent City Council to establish a process to review businesses applying for or renewing liquor licenses. This has bridged the gap between business owners and Kent Police, fostered a partnership among successful businesses, prevented the issuance of a beer garden license due to numerous calls for service, and keeps owners accountable for disturbances that occur on their property.

Design Contest: The 24th annual “Keep a Friend Alive” poster contest for preschool through middle school students from Kent area schools resulted in several hundred entries. Winners received prizes at a city council recognition ceremony. Selected entries were made into various educational materials and provided to schools, used for community events, and given out at special awareness activities.

Occupant Protection: Staff provides information and education on child and adult restraint devices and safety belts. More than 1,000 car seats were inspected for proper use and installation in South King County in 2007; nearly 200 seats were distributed to low-income families in Kent. Seat belt use compliance in Kent had increased over 18 months from a low of 71 percent to a high of 90 percent after conducting *Click-It or Ticket* patrols.

The Kent DDTF also generated a program for two public health clinics in Kent that provide free car seats along with 30 minutes of education for parents. This program has expanded to five additional clinics in North King County.

The development of a booster seat education program for Early Childhood Education and Assistance Program and Head Start preschool classes is now being used at several locations in Washington. In 2007, 12 classrooms were visited in Kent; a parent night followed with education and the opportunity to get an appropriate seat with a minimal donation.

- **Kent Traffic School:** This is a 3.5-hour class offered to applicants meeting the criteria who can opt to take the course instead of paying the fines and having the violations go on their driving records. There is a charge for Kent Traffic School (KTS). Several agencies in Washington have reviewed the KTS curriculum and used it as a model for their own traffic courses.

Partnerships

The diverse 11-member steering committee for the task force is supported by partnerships with an array of people and community groups who enhance its work. For example, public and private groups such as local fire and police departments, SafeKids, State Farm Insurance, AAA Insurance, and Kent Youth and Family Services support various programs of the task force. MADD has provided educational material and participated at events.

Community members including a chaplain, a parent of a teen killed in a crash, a teen who was hit by an impaired driver, and a youth who lost a friend to alcohol poisoning have all spoken at community events.

Media Involvement

WTSC developed material for statewide use but can customize it for local communities. Task force staff also use the city's cable access channel, radio public service announcements, interviews on talk shows, live broadcasts from events, school newsletters, local publications, and the Internet to keep the community informed of task force activities and events. For local events and programs, the task force staff generate the material and work with the city's graphics department. A reporter from the local newspaper who is on the Drug Free Coalition and is a representative to task force meetings is also involved in task force activities. To measure publicity efforts, the task force tracks each piece of information generated, audience reached, and the cost or value of in-kind services. Based on research conducted by the State, the values set for different media activities (e.g., a 30-second spot on television or radio) are determined by the locale and population.

Evaluation of Effectiveness Measures

As reported above, during the time the task force has been in existence Kent has made considerable progress in reducing alcohol-impaired crashes. The percentage of total collisions that involve drivers with BACs of .08 g/dL or higher has dropped from 4.2 percent in 1993 to 1.5 percent in 2008. Despite the doubling of the city's population between 1993 and 2005, the number of DUI arrests has increased at a slower pace, up only 30 percent from 247 in 1993 to 320 in 2005. As noted previously, these improvements in impaired driving have occurred throughout a period during which continued funding from WTSC has helped sustain enforcement efforts through covering overtime for city of Kent police officers to conduct DUI patrols and increased collaboration between city police and other enforcement agencies to conduct traffic emphasis patrols.

Some of this success in combating the DUI problem is due to increased enforcement. The frequency of compliance checks has increased along with emphasis patrols sponsored by WTSC for DUI, speeding, and occupant restraint use. Cooperation across jurisdictions has resulted in sharing of resources, including manpower. Additionally, increased opportunities for overtime have allowed the city to put more officers on the street. Even when overtime funding isn't available, Kent looks for internal funding opportunities to provide a consistent message on enforcement.

The task force points to its current grant funding through WTSC as well as the breadth of its financial and in-kind support from other organizations and community members as a measure of its effectiveness. If the task force were not producing results as reflected in the data, the funding would go to another recipient.

Recommendations and Final Thoughts

Gaining and maintaining support from the State legislature, representatives, mayor, chiefs of police, and city council members is an ongoing project. Having a voice for the task force is critical to educating leaders and the public and gaining buy-in. Often, however, the task force does not have a lot of time to spend selling its achievements and other ways of getting the task force due recognition so that it is “front and center” in people’s awareness.

Media experience is critical to the success of the task force. If such expertise is not represented on the task force, having a sponsoring agency that is used to developing and disseminating media pieces can be key. In Washington, the WTSC prepares most of the media releases, purchases paid airtime, and gains free airtime for projects, which is very helpful to local task forces in both reducing the financial costs of publicity and getting the word about their activities.

Finally, it is important for members of a task force to understand what law enforcement officers deal with in the field on a regular basis. Task force members have found ride-alongs with police to be very valuable in knowing what is entailed in conducting enforcement operations.

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