Increasing Impaired-Driving Enforcement Visibility:

Six Case Studies

U.S. Department of Transportation
National Highway Traffic Safety Administration

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Suggested APA Citation Format:

Fell, J. C., McKnight, A. S., & Auld-Owens, A. (2013, February). *Increasing impaired-driving enforcement visibility: Six case studies*. (Report No. DOT HS 811 716). Washington, DC: National Highway Trafffic Safety Administration.

Technical Report Documentation Page

1. Report No.	2. Government Accession No.	3. Recipient's Catalog No.
DOT HS 811 716		

4. Title and Subtitle	5. Report Date
Increasing Impaired-Driving Enforcement Visibility: Six Case Studies	February 2013
	6. Performing Organization Code

7. Author(s)	8. Performing Organization Report No.
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9. Performing Organization Name and Address	10. Work Unit No. (TRAIS)
Pacific Institute for Research and Evaluation 11720 Beltsville Drive, Suite 900 Calverton, MD 20705-3111	11. Contract or Grant No. DTNH22-06-D-00035, Task Order 0019

12. Sponsoring Agency Name and Address	13. Type of Report and Period Covered
National Highway Traffic Safety Administration 1200 New Jersey Avenue SE. Washington, DC 20590	Final Report February 2013
	14. Sponsoring Agency Code

15. Supplementary Notes

Kari Kinnard was the Task Order Manager for this project.

16. Abstract

Research has shown that an effective way to reduce impaired driving is to increase the perceived risk of being stopped and arrested by law enforcement if driving while impaired. One of the most successful strategies for doing this is the coupling of intense and highly visible enforcement with publicity about the enforcement campaign. The term "high-visibility enforcement" (HVE) is used to describe law enforcement efforts aimed at deterring unsafe driving behavior by increasing the public's perception of being caught, arrested, and prosecuted.

Two common enforcement strategies of HVE operations are sobriety checkpoints and saturation patrols. Checkpoints concentrate law enforcement officers at the roadside to identify impaired drivers passing through. Saturation patrols involve an increased number of officers patrolling a limited area where impaired driving is prevalent. Both use highly visible elements (such as a concentration of law enforcement officers, bright lights, signs, and marked patrol cars) to heighten their visual impact. Enforcement efforts must be supported by an equal amount of publicity and communications. Publicity regarding the operations also raises awareness, and the perception of increased likelihood of detection of impaired driving. Research has indicated that HVE operations that are well-publicized, conducted frequently, and have high visibility deter impaired driving.

This report presents six case studies of HVE programs currently operating in the United States. Three operate at the county level—Anoka County, Minnesota; Charles County, Maryland; and Pasco County, Florida. One operates at the city level in Escondido, California. One operates in a region of a State (Southeast Wisconsin). One operates in six States (Delaware, Kentucky, North Carolina, Maryland, Virginia, and West Virginia) and the District of Columbia. Each case study includes discussion of the HVE program's history, enforcement strategies, visibility elements, operation, resources, use of media, educational components, funding, support from political leaders and the community, barriers encountered, and strengths of the program. Some case studies include statistics on the HVE operations (e.g., number of checkpoints, number of officers per saturation patrol) and impaired-driving crashes, arrests, and/or convictions before and after the program began.

The report is intended to provide information on impaired driving HVE programs for regional, State and local agencies considering incorporating HVE strategies into their efforts to curb impaired driving or to modify existing HVE programs.

17. Key Words	18. Distribution Statement
Driving While Intoxicated; DWI; Impaired Driving; Sobriety Checkpoint; High-Visibility Enforcement; Highway Safety; Publicity	Document is available to the public from the National Technical Information Service www.ntis.gov

19 Security Classif. (of this report)	20. Security Classif. (of this page)	21 No. of Pages	22. Price
Unclassified	Unclassified	144	

Form DOT F 1700.7 (8/72)Reproduction of completed page authorized

Acknowledgements

We appreciate the assistance of State and program-based representatives who provided us with extensive information about their implementation of highly visible impaired-driving enforcement. Without their help, we would not have had adequate data to complete this project. Key officials who provided important information for the individual case studies follow.

- *Anoka County Police, Minnesota*—Lieutenant Paul VanVoorhis, Minnesota State Patrol, and Sergeant Jeff Warner, Blain Police Department, City of Blaine, Minnesota
- *Checkpoint Strikeforce*—Beth Baker and Stephanie Hancock, NHTSA Region 3 Office
- *Charles County, Maryland*—Rebecca "Bucky" Martin and Sergeant William Donelly
- *Escondido, California*—Lieutenant Tom Albergo, Sergeant Doug Sams, and Lieutenant Chris Wynn
- *Pasco County Sheriff's Office, Pasco County, Florida/New Port Richey Police Department*—Sergeant Art Rowand
- *Southeast Wisconsin High-Visibility OWI Task Force, Wisconsin*—Sheriff David A. Clark, Jr. and Lieutenant William A. Brown

Acronyms Used in this Document

Acronym	Meaning
AAA	American Automobile Association
AGED	Alcohol and Gambling Enforcement Division
ASAP	Alliance for Substance Abuse Prevention
BAC	blood alcohol concentration
BAT	breath alcohol testing
CDC	Centers for Disease Control and Prevention
CCSO	Charles County Sheriff's Office
CTSP	community traffic safety program
DDACTS	Data-Driven Approach to Crime and Traffic Safety
DUI	driving under the influence
DWI	driving while intoxicated
EMS	emergency medical services
FARS	Fatality Analysis Reporting System
FY	fiscal year
IACP	International Association of Chiefs of Police
HVE	High-visibility enforcement
LED	Light-emitting diode
MADD	Mothers Against Drunk Driving
MHSO	Maryland Highway Safety Office
MSP	Maryland State Police
MCSO	Milwaukee County Sheriff's Office
MSD	Minnesotans for Safe Driving
NHTSA	National Highway Traffic Safety Administration
NSA	National Sheriffs Association
NightCAP	Nighttime Concentrated Alcohol Patrol
OHSP	Office of Highway Safety Programs
OWI	operating while impaired
PIRE	Pacific Institute for Research and Evaluation
POLD	place of last drink
PSA	public service announcement
STEP	Selective Traffic Enforcement Patrol
START	strategic traffic accident reduction tactics
SFST	Standardized Field Sobriety Test
SHSO	State Highway Safety Office

Acronym	Meaning
TEU	traffic enforcement unit
TOM	Task Order Manager
VMT	vehicle miles traveled

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Executive Summary

Background

The solutions to impaired driving lie mainly at the State and community levels. That is where the laws are applied and enforced, where programs are implemented, and where changes can be made. State and community leaders need countermeasure strategies that can increase the perceived risk of drivers being stopped and arrested by law enforcement if driving while impaired. Among the most successful strategies is the coupling of intense and highly visible enforcement with publicity about the enforcement campaign. The focus of this enforcement strategy is to deter driving after drinking in the first place by increasing the public's perception of being caught, arrested, and prosecuted for impaired driving (a general deterrent strategy).

The objectives of this project were to:

- Determine, as best as possible, the existence of impaired-driving (or DWI) enforcement programs designed to increase public visibility;
- Identify and document 10 to 15 examples of such programs operating at the Regional, State, community, or law enforcement agency level;
- Identify and document the evidence (if it exists) that these strategies have, indeed, increased impaired-driving enforcement visibility and can be successful in other States or communities;
- Prepare five to seven case studies of strategies that increase impaired-driving enforcement visibility and provide directions and guidelines on how law enforcement agencies can implement these activities effectively in their own communities; and
- Create a user-friendly, readable, visually pleasing guide and series of case studies for increasing impaired-driving enforcement visibility based upon these real-world examples.

Methods

Using various sources and methods, we documented information about impaired-driving enforcement programs that emphasize or increase visibility to the public. We collected and documented this information using the following questions as guidelines:

- ***Who*** – Which regions, States, communities, or law enforcement agencies are conducting the program?
- ***What*** – What highly visible enforcement strategies are being used?
- ***Where*** – Where is the enforcement strategy being conducted (town, city, county, community, State, region)?
- ***When*** – When did the program start? Is it ongoing? Have there been changes?
- ***How*** – How is the strategy implemented and conducted? How many law enforcement officers does it take? What are the visibility components?

- ***Evidence*** – Is there any evidence of success? Is the program increasing visibility? How? Is there evidence of a decrease in impaired driving associated with the program?

Based upon these sources, details of 17 highly visible impaired-driving enforcement programs were compiled and submitted to the National Highway Traffic Safety Administrationfor review.

After a thorough review of numerous potential program sites, NHTSA selected the following programs for case studies:

- Checkpoint Strikeforce (NHTSA Region III States);
- Charles County Sheriff's Office (Charles County, Maryland);
- Anoka County, Minnesota;
- Southeast Wisconsin High-Visibility Operating-While-Impaired Task Force (Wisconsin);
- Pasco County Sheriff's Department in conjunction with the New Port Richey Police Department (Pasco County, Florida); and
- Escondido Police Department (Escondido, California).

Results

The individual case studies contain some or all of the following sections:

- *Historical data* – This section covers the initiation and implementation of high-visibility enforcement strategies: historical data, timeframes, and so on.
- *Major parties involved in initial implementation of HVE strategies* – This section describes the parties initially involved with implementing the HVE strategies (law enforcement, other agencies/organizations, government officials, task forces, community members, etc.).
- *General description of the HVE program* – This section describes the HVE activities: late-night checkpoints, saturation patrols, happy-hour checkpoints, etc. (including changes to the types of enforcement over time).
- *HVE program goals and objectives* – This section includes information about the initial goals, how they were established, necessary approvals, and so on. The section also notes how the program changed over time, if at all.
- *HVE programmatic strategies* – This section describes the types of HVE strategies implemented. It includes details on:
    - *HVE program resources* – details about the number of officers, equipment, driving-under-the-influence vests or other labeled apparel, high-visibility signs, mobile command post or other highly visible processing unit, extra squad, specially marked vehicles, and so on.
    - *HVE program operation details* – HVE locations, the setup strategy, the number of officers, and the information documented for each strategy.

- *Coordinating publicity with HVE efforts* – This section includes the type of information that is publicized before the HVE is conducted; the use of paid media (including budget, types used, etc.); details of earned media; and media "hits," as applicable.
- *Coordinating community education components with HVE efforts* – This section covers the HVE program's community education components.
- *Funding HVE efforts* – This section describes how the program is funded, how funding commitments are arranged, and how to find additional funding, if needed.
- *Political leadership and community support of HVE efforts* – This section covers the political leadership and community support of the HVE program.
- *Strengths of the HVE program* – This section describes the strengths of the HVE program and how its strengths are used.
- *Barriers/obstacles to the HVE program's implementation* – This section covers the barriers and obstacles the HVE program has encountered and how these barriers and obstacles have been addressed or overcome.
- *HVE program partnerships* – This section provides information about coalition support of the HVE program (e.g., who the members are—citizen activists, alcohol industry, hospitality industry, media) and noncoalition partnerships (e.g., other law enforcement agencies).
- *Effectiveness measures — including:*
    - *Measures of HVE program visibility* – This section covers public surveys, if any, to obtain awareness data and changes in public awareness, attitudes, and self-report behavior regarding impaired-driving enforcement.
    - *Measures of community progress in reducing impaired-driving outcomes* – This section includes changes in alcohol-impaired driving crashes, DWI arrest data and other pertinent measures as they relate to the HVE implemented by the program.
    - *Law enforcement measures* – This section includes information such as the number of contacts/stops during each HVE initiative (e.g., checkpoint, saturation patrol), and the average number of arrests during each initiative.
- *Use of positive results to gain additional HVE support* – This section describes how positive results have garnered additional support, resources, and so on for the HVE program.
- *Future Plans for the HVE Program* – This section covers some short- and long-term goals of the HVE program.

Following each case-study report is a summary of the HVE elements in that case study.

HVE Elements

The following are HVE activities used by law enforcement operations in the six case studies:

Data-driven identification of problem sites, using data related to alcohol-impaired crashes, DWI activity, and other criminal activity to identify areas most in need of HVE operations.

Sobriety checkpoints, including:

- ***Large-scale*** checkpoints, staffed by at least 10 people;
- ***Small-scale*** checkpoints staffed by 3 to 5 people;
- ***Happy-hour*** checkpoints operated between 4 p.m. and 7 p.m.;
- ***Nighttime*** checkpoints, operated between 9 p.m. and 2 a.m.;
- ***Roving*** checkpoint operations that are set up and operated at one location, then broken down and moved to a new location the same evening;
- ***Phantom*** checkpoints, in which law enforcement officers set up what appears to be a checkpoint with the signs and cones, but never actually conduct one, or have one squad car present to ensure the equipment is not vandalized and take action if a passing vehicle displays erratic driving behavior; and
- ***Holiday or special occasion*** checkpoints (e.g., Saint Patrick's Day or Monday Night Football checkpoints to address increased drinking associated with those occasions).

Saturation patrols in which an increased number of patrol cars patrol a segment of roadway or a neighborhood and trained law enforcement officers look for drivers who show signs of impairment. These special DWI patrols are generally conducted at the times and places where impaired driving crashes and/or DWI arrests are more likely to occur. To increase visibility, some of the saturation patrols are conducted during happy hours and on holiday weekends.

High-visibility elements of checkpoint and saturation patrol operations are used to increase the visibility and clear purpose of the operations. These elements include the following:

- ***Lighted and/or variable message signs*** placed near the entrance of a checkpoint operation or segment of roadway associated with a saturation patrol to notify drivers of the checkpoint or saturation patrol.
- ***High-intensity lights*** that increase the visibility of checkpoint operations. They also provide extra lighting for law enforcement to work by and increase safety.
- ***Large signs*** placed near the entrance of a checkpoint operation or a segment of roadway associated with a saturation patrol to notify drivers of the checkpoint or saturation patrol. These are often reflective and are usually highly portable.
- ***Large vans or trailers with specialized insignia*** often used for breath or blood testing, booking offenders, and workspace for administrative tasks. The size of the vans or trailers is often coupled with the use of reflective police insignia and anti-DWI slogans that adds visual impact to the HVE operations.

- ***Specialized insignia on patrol cars*****,** especially those associated with saturation patrols, identifying them as being part of DUI or DWI enforcement efforts. These could be permanent or temporary magnetic signs.
- ***Specialized insignia on officers***, such as badges or lettering on reflective vests, identify officers as being part of the anti-DWI efforts. These can be worn by law enforcement officers both at checkpoints and on saturation patrols so that DWI enforcement is more evident to passing motorists when the officers are out of their vehicles during traffic stops.

Use of media raises awareness of enforcement operations and educates the community regarding impaired-driving issues. Publicity concerning the HVE efforts is essential in each case study. These activities include the following:

- ***Paid media*** on television, on the radio, in newspapers, on billboards, etc.
- ***Earned media:*** publicity you get for free such as news reports & articles, etc.
- ***Press releases*** from program officials to local media to encourage news stories about program activities.
- ***Letters to the editor and articles*** written by program officials for publication in the local media.
- ***Mock*** checkpoints conducted for the news media to demonstrate how checkpoints operate, raise media interest in checkpoints, and potentially provide video footage for future television news stories.
- ***Signs on marquees*** used to raise awareness of anti-DWI activities. These changeable signs are the type associated with movie theatre marquees and are used by many local businesses, churches, schools, and other enterprises.
- ***Posters, coasters, etc.,*** in local bars and restaurants with anti-DWI information specific to local enforcement activities.
- ***Flyers or cards*** given to motorists at checkpoints or traffic stops.
- ***Posters and billboards*** used to promote enforcement efforts.

Table 1 is replicated from Table 2 in the full report to indicate the common elements of the six HVE case study programs documented in this report.

Table 1. Common Elements of HVE Programs

	AC	CC	CS	E	PC	SE WI
Data-driven identification of problem sites	X	X	X	X	X	X
Checkpoints						
Large scale		X	X	X	X	
Small scale		X	X			
Happy Hour		X	X			
Nighttime		X	X	X	X	
Roving			X			
Phantom		X	X			
Mock			X			
Holiday/special occasion		X	X	X	X	
Saturation Patrols	X	X	X	X	X	X
Happy Hour		X	X			X
Holiday/special occasion	X	X	X	X	X	X
High-Visibility Elements						
Lighted (variable) message signs	X	X	X	X		X
High-intensity lights		X	X	X	X	
Large signs		X	X	X	X	X
Vans or trailers with specialized insignia	X	X	X	X	X	X
Specialized insignia on patrol cars	X[a]	X[b]				X
Specialized insignia on officers	X					X
Media						
Paid media			X			
Earned media	X	X	X	X	X	X
Press releases	X	X	X	X	X	X
Letters to the editor/articles	X		X		X	
Signs on business marquees		X				X
Posters/coasters/etc. in establishments	X	X		X	X	X
Flyers/cards given to stopped motorists	X	X		X	X	X

[a]Did initially but stopped.
[b]Sometimes.
AC-Anoka County; CC-Charles County; CS-Checkpoint Strikeforce; E-Escondido; PC-Pasco County; SE(WI)-Southeast Wisconsin

HVE strategies can be creative and flexible. They need not depend on the use of sobriety checkpoints. In several States in which sobriety checkpoints are not allowed, agencies conducting HVE activities nevertheless incorporated many of the high-visibility elements normally associated with checkpoints (e.g., publicity in media, increased concentration of law enforcement officers, lighted signs, reflective vests) into their HVE strategy.

Additional Guidelines

Based upon information gathered in the case studies and discussions with case study officials, communities interested in developing and conducting a HVE program should consider the following:

- Identify the impaired-driving problem in the community. How many deaths, injuries, and traffic crashes are associated with impaired driving? Where does impaired driving stand as a public health issue in the community? Is it on the radar screen? If not, get the numbers and compare them to other public safety issues in the community that are receiving attention.
- Is there a local impaired-driving or traffic safety task force, coalition, or council? If so, use it to provide the foundation and support for the HVE program. If not, make an effort to create such a task force. This can provide the impetus to initiate the HVE program.
- What are the existing resources for impaired driving enforcement? Can resources be combined with other law enforcement agencies? Combining resources can help to sell the HVE program.
- Are sobriety checkpoints allowed in the State? Are they conducted in the community? If so, they can be the centerpiece of the HVE effort. They have inherent high-visibility qualities. If not, other highly visible strategies should be considered such as saturation patrols with patrol cars marked "DWI Enforcement" as an example.
- Are there potential barriers or opposition to HVE in the community? If so, work with those groups or organizations to come up with compromises that will satisfy all parties.
- Determine whether political support can be obtained from community leaders to conduct an HVE program (e.g., mayor, county supervisors, sheriff, criminal justice system). Political support can speed up the implementation process.
- Try to enlist local businesses and transportation alternatives as support for the program. They can help publicize the enforcement efforts and provide alternatives for would-be drinking drivers.

Introduction

Substantial progress has been made in reducing impaired driving in the United States since the early 1980s. According to NHTSA's Fatality Analysis Reporting System, 10,228 people were killed in alcohol-impaired driving crashes in 2010. This accounted for 32 percent of the total traffic fatalities in that year. The proportion of all drivers involved in fatal crashes estimated to have been legally intoxicated (blood alcohol concentration ≥.08 grams per deciliter) has decreased from 35 percent in 1982 to 22 percent in 2009. However, since 1997, that percentage of drivers in fatal crashes with illegal BACs has remained stagnant at 21 to 22 percent. One measure of the recent extent of the problem and the wide variability in each State appears in Figure 1. This figure shows the percentage of drivers in fatal crashes with illegal BAC levels State-by-State averaged over a recent 5-year period. The percentages range from a low of 12 percent in Utah to a high of 31 percent in Montana. The variability within States at the community level is likely to be similar.

Among many reasons for this wide variability in the States are the strategies used for impaired-driving enforcement. Accounting for demographic and socioeconomic factors, States with highly visible, highly publicized impaired-driving enforcement programs tend to have lower impaired driving rates in fatal crashes. Georgia is a good example. It has had highly visible, frequent, publicized sobriety checkpoints conducted throughout the State for the past several years (Fell, Langston, Lacey, Tippetts, & Cotton, 2008). Georgia now has one of the lowest impaired-driving rates in fatal crashes in the Nation (see Figure 1).

It has also been evident that high-risk, high-BAC drivers have been affected substantially by impaired-driving countermeasures. The proportion of fatally injured drivers with very high BAC levels (≥.20 g/dL) has declined from 22 percent in 1982 to 15 percent in 2007. In addition, the ratio of the number of drinking drivers involved in fatal crashes to nondrinking drivers in fatal crashes (a measure used in research and evaluation studies) has declined from 0.7 in 1982 to 0.3 in 2005, a 57-percent decrease (NHTSA, 2007).

As stated earlier, however, progress as measured by the percentage of drivers in fatal crashes with illegal BACs, has stagnated in recent years. While alcohol-impaired-driving fatalities did decrease 7.4 percent from 2008 to 2009 (from 11,711 to 10,839), fatalities not involving an alcohol-impaired driver decreased by a greater percentage (10.7%) decreasing from 25,712 in 2008 to 22,969 in 2009. An additional estimated 200,000 people were injured in impaired-driving crashes in 2009 and impaired-driving crashes of all severities cost U.S. society at least $51 billion annually (in year 2000 dollars). Many experts believe that public complacency, competing social and public health issues, and the lack of political fortitude have all contributed to this stagnation. The number of alcohol-impaired-driving crashes, injuries, and fatalities is still unacceptable, and most are preventable. The public needs to be aware that the problem has not been solved; political leaders need guidance on which measures will affect the problem; and stakeholders need to be motivated once again to implement effective strategies.

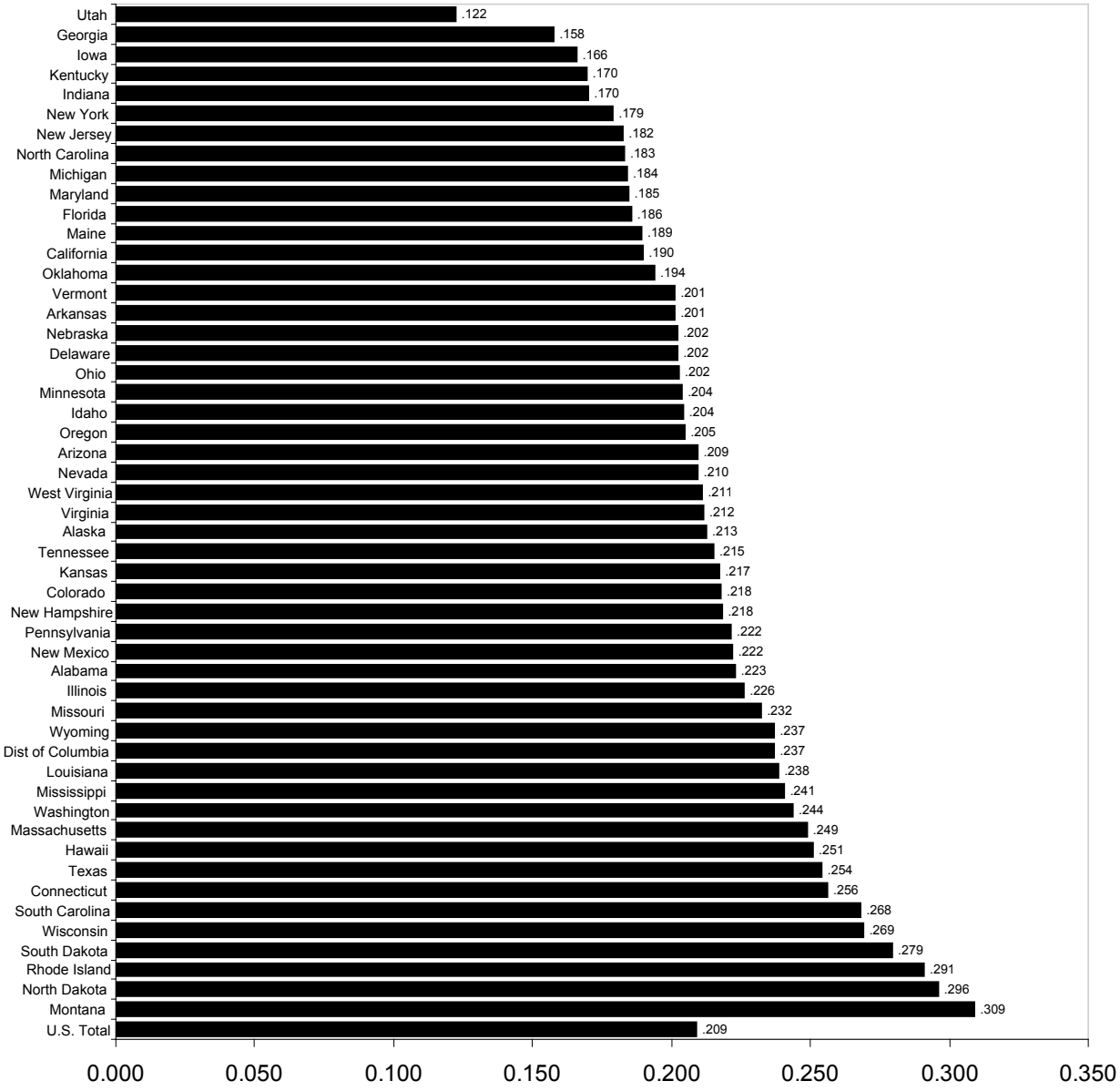


Figure 1. Percentage of Drivers Involved in Fatal Crashes With BACs >.08 g/dL, 5-Year Average (2002-2006), Ranked by State (Source: NHTSA, 2008)

Background

The solutions to impaired driving lie mainly at the State and community levels. That is where the laws are applied and enforced, where programs are implemented, and where changes can be made. State and community leaders need strategies that can increase the perceived risk of being stopped and arrested by law enforcement if driving while impaired. Among the most successful strategies is the coupling of intense and highly visible enforcement with publicity about the enforcement campaign. The focus of this enforcement strategy is to deter driving after drinking by increasing the public's perception of being caught, arrested, and prosecuted for impaired driving.

Several enforcement approaches have been used to deter, detect, and apprehend motorists who drive while intoxicated. One approach is the establishment of special patrols with officers dedicated to apprehending DWI offenders. Typically, such patrols double the number of DWI arrests in the community. Saturation patrols bring together a large number of officers, sometimes from more than one jurisdiction, to patrol a limited area where impaired driving is prevalent. Another approach is sobriety checkpoints that usually achieve the highest enforcement visibility. At sobriety checkpoints, law enforcement officers either stop all vehicles or systematically select vehicles to evaluate drivers for signs of alcohol or other drug impairment. To minimize public concern about the activity and to comply with court rulings, checkpoint operations (not necessarily their locations) are typically publicized in advance, and signs are posted at the approaches to the checkpoints warning drivers that a checkpoint is ahead. These signs increase the visibility of these operations. Drivers going through the checkpoint, as well as drivers going past a checkpoint, become aware of the enforcement activity. Many drivers who see or go through checkpoints tell their friends about it the next day or the next week. This communication provides increased visibility and awareness.

Research has indicated that sobriety checkpoints that are well publicized, conducted frequently, and have high visibility deter impaired driving (Epperlein, 1985; Lacey et al., 1986a, 1986b; Voas, Rhodenizer, & Lynn, 1985; Levy, Shea, & Asch, 1988; Levy, Asch, & Shea, 1990; Wells, Preusser, & Williams, 1992). A demonstration program in Tennessee *(Checkpoint Tennessee)* was sponsored by NHTSA to determine whether statewide crackdowns, conducted in all 95 counties, and sustained enforcement—highly publicized sobriety checkpoints conducted weekly throughout the State—would reduce impaired driving. An evaluation of the program, using interrupted time series, showed a 20 percent reduction in alcohol-related fatal crashes when compared to projected alcohol-related fatal crashes if the program had not been implemented. It was also reported that the effects of the program extended at least 21 months after conclusion of the formal program (Lacey, Jones, & Smith, 1999). Lacey, Kelley-Baker, Ferguson, and Rider (2006) documented that low-staff checkpoints, publicized through earned media approaches, can be conducted weekly in relatively small and rural communities and can reduce alcohol-impaired driving dramatically.

In a systematic review of the evidence conducted by a Centers for Disease Control and Prevention panel of experts (Shults et al., 2001), 15 studies on the effectiveness of sobriety checkpoints were summarized. A meta-analysis was conducted that showed a median reduction of 20 percent in fatal and injury crashes associated with sobriety checkpoint programs. The CDC panel concluded that these studies "provide strong evidence" that sobriety checkpoints are

effective in preventing alcohol-related fatalities and injuries. Visibility and community awareness of these checkpoint programs played a key role in their success.

In an effort to support the use of high-visibility sobriety checkpoints in the United States, NHTSA issued guidelines to communities on conducting sobriety checkpoints (Compton, 1983; NHTSA, 1990); produced a law enforcement training video on sobriety checkpoints (NHTSA, 1999); and produced a how-to guide for planning, setting up checkpoints, increasing their visibility, and publicizing them (NHTSA, 2000). Although some law enforcement officers and other officials have been skeptical of the cost benefit of sobriety checkpoints, at least one study has indicated that checkpoint programs can yield considerable cost savings (Miller, Galbraith, & Lawrence, 1998).

Between 2000 and 2003, NHTSA funded demonstration projects designed to reduce impaired driving through well-publicized and frequent enforcement in seven States: Georgia, Louisiana, Pennsylvania, Tennessee, Texas, Indiana, and Michigan. Significant reductions in fatal crashes in the intervention States relative to surrounding States were obtained in Georgia, Tennessee, Indiana, and Michigan when an interrupted time-series analysis of FARS data was used comparing the ratio of drinking to nondrinking drivers in fatal crashes (Fell et al., 2008). Significant reductions in a second measure, alcohol-related fatalities per 100 million vehicle miles traveled, were also obtained in Indiana and Michigan. The other three States showed only marginal, nonsignificant changes relative to their comparison jurisdictions or States. As compared to surrounding States, fatal crash reductions in Georgia, Tennessee, Indiana, and Michigan ranged from 11 to 20 percent. In these four States, the programs were estimated to have saved lives ranging from 25 in Indiana to 43 in Tennessee to 57 in Michigan to 60 in Georgia. Another key finding was that the Michigan results provide evidence that visible and highly publicized enforcement strategies other than sobriety checkpoints—in this case, saturation patrols—can be effective in reducing drinking driver fatal crashes statewide. Michigan is prohibited by State law from conducting sobriety checkpoints. In summary, it appears from this study that a variety of media and enforcement procedures that supplement ongoing statewide efforts can yield meaningful crash reduction effects among alcohol-impaired drivers.

As indicated above, the use of saturation patrols is another strategy by law enforcement to enforce impaired-driving laws. This strategy essentially involves sending more officers than normal to patrol areas where alcohol-related crashes frequently occur and/or areas where there are a high number of arrests for DWI. Saturation patrols appear to be effective in reducing impaired driving if they are highly publicized. The research on this strategy is limited, however, and is not as extensive or as convincing as that on sobriety checkpoints. Because deterrence is based on the perceived risk of apprehension and sanctioning, traffic safety laws must be enforced and publicized to be effective. Many communities are making special efforts to enforce impaired-driving laws but find it difficult to attract sufficient media coverage to produce strong levels of deterrence to impaired driving. Deterrence, as described by Ross (1984), is a function of the perceived probability of apprehension, the severity of the resulting sanction, and the swiftness with which the penalty is administered. There is substantial evidence that the most important of those factors is the probability of apprehension because the public is generally unaware of the sanctions and tends to believe they can be avoided or ameliorated (Ross, 1992; Ross & Voas, 1989). Thus, raising the perceived probability of apprehension is the most essential element of an effective DWI enforcement program. The perceived risk of apprehension is not necessarily the number of officers engaged in the enforcement activity or the number of

DWI arrests, but the public's perception of that enforcement. Thus, publicizing enforcement activities, along with increased and visible enforcement, is a major component of an effective deterrence program.

Although it is generally accepted that enforcement programs must be well publicized to be effective and the public must have some evidence that the enforcement is being implemented, research on the influence of publicity and visibility on deterrence has been limited. Wilde, Hoste, Sheppard, and Wind (1971) conducted a comprehensive review of safety campaigns and concluded that public information efforts that were not part of some "action" program were unlikely to be effective in changing behavior. Conversely, Ross (1973) demonstrated in his study of the British Road Safety Act Campaign that where new legislation leading to new enforcement procedures was being implemented, publicity had a major influence on crash involvement. Voas and Hause (1987) documented a 30 percent decrease in weekend nighttime crashes in Stockton, California, during the first year of an intensified enforcement program when the effort received substantial coverage by the local press and electronic media. During the following 2 years, however, the crash-reduction benefit was halved when the program was given little attention in the news media, whereas enforcement activities remained at about the same level with no increase in visibility.

Perhaps the clearest demonstration of the role of media and visibility in influencing DWI enforcement is provided by the results of the "Community Trials" program (Holder et al., 2000), which documented a major effort to use media advocacy to publicize DWI enforcement programs in three communities. In a study (Voas, Holder, & Gruenewald, 1997) of this program, the immediate outputs of the media and enforcement efforts were measured, such as the number of mentions of the enforcement program on the local nightly news accompanied by videos of the checkpoints in action. Telephone surveys were used to assess the combined influence of the two factors on the public's perception of risk. In addition, the number of high-BAC drivers on the road was measured through roadside surveys; and finally, crash data were used to determine the extent of reductions, if any, in alcohol-related crashes. The positive results, however, clearly represented the combined effects of visible and increased enforcement and publicity rather than publicity alone. Unfortunately, the most effective methods for attracting media coverage are not well understood or documented, and the resources available to most law enforcement agencies for publicizing their programs are limited. Therefore, some communities are attempting to increase their impaired-driving enforcement visibility using a variety of strategies. It is the goal of this study to provide some promising examples of the methods used to increase impaired-driving enforcement visibility.

Objectives

The objectives of this project follow:

- Determine, as best as possible, the existence of impaired-driving (or DWI) enforcement programs designed to increase public visibility.
- Identify and document 10 to 15 examples of such programs operating at the Regional, State, community, or law enforcement agency level.
- Identify and document the evidence (if it exists) that these strategies have, indeed, increased impaired-driving enforcement visibility and may be successful in other States or communities.
- Prepare five to seven case studies of strategies that increase impaired-driving enforcement visibility and provide directions and guidelines on how law enforcement agencies can implement these activities effectively in their own communities.
- Create a user-friendly, readable, visually pleasing guide and series of case studies for increasing impaired-driving enforcement visibility based upon these real-world examples.
- Prepare a final report on the process and outcome of this project.

Methods

Identification of High-Visibility, Impaired-Driving Enforcement Programs

The following sources, officials, and organizations were contacted or their databases were searched to determine the programs, strategies, and methods currently being used to increase impaired-driving enforcement visibility:

- ***NHTSA's Web site*** – We searched NHTSA's Web site for all past *Traffic Tech* publications, all past *Traffic Digest* publications, and all past Traffic Safety Research Reports. Additionally, we searched Lexis-Nexis and other sources NHTSA deemed appropriate for descriptions of high-visibility impaired-driving enforcement programs.
- ***NHTSA Regions*** – The task order manager telephoned and e-mailed each NHTSA Regional Administrator and described the project. The TOM asked for the best contacts to determine which States in each region might have some innovative impaired-driving enforcement programs that increase visibility to the public. We followed up with calls to the recommended contacts.
- ***MADD*** – We requested that the Public Policy Office of Mothers Against Drunk Driving send an e-mail to all of its chapters and affiliates describing the study and asking about any highly visible DWI enforcement programs in their States and communities.
- ***Other Sources*** – PIRE staff contacted other sources suggested by NHTSA in the initial project meeting and afterwards (e.g., specific law enforcement agencies known to conduct highly visible impaired driving enforcement activities and organizations such as the International Association of Chiefs of Police, and National Sheriffs Association).

Program Selection Rationale

Using the aforementioned sources and methods, we documented information about the existence of any impaired-driving enforcement programs that emphasize or increase visibility to the public. We collected and documented the additional information using the following questions as guidelines:

- ***Who*** – Which Regions, States, communities, or law enforcement agencies are conducting the program?
- ***What*** – What highly visible enforcement strategies are being used?
- ***Where*** – Where is the enforcement strategy being conducted (town, city, county, community, State, Region)?
- ***When*** – When did the program start? Is it ongoing? Have there been changes?
- ***How*** – How is the strategy implemented and conducted? How many officers does it take? What are the visibility components?

- ***Evidence*** – Is there any evidence of success? Is the program increasing visibility? How? Is there evidence of a decrease in impaired driving associated with the program?

Based upon all of these sources, details regarding 17 highly visible impaired-driving enforcement programs were compiled and submitted to NHTSA for review.

Program Selection

After a thorough review of the 17 potential program sites, NHTSA selected the following programs for case studies:

- Checkpoint Strikeforce (Program involving NHTSA Region III States: Delaware, District of Columbia, Kentucky, Maryland, North Carolina, Virginia, West Virginia);
- Charles County Sheriff's Office (Charles County, Maryland);
- Southeast Wisconsin High-Visibility OWI Task Force (Covering several counties in the southeast region of Wisconsin);
- Anoka County, Minnesota;
- Pasco County Sheriff's Department in conjunction with the New Port Richey Police Department (Pasco County, Florida); and
- Escondido Police Department (City of Escondido, California).

Data Collection and Analysis

To create case-study reports, we combined information from telephone discussions, e-mail correspondence, and site visits using a protocol that helped to prompt discussion of important issues. We prepared the first draft case-study reports from preliminary and follow-up information obtained from the selected programs. These case-study reports were sent to the representatives with requests for additional information and clarification. Representatives reviewed the draft case study reports, made corrections as necessary, and provided additional information and clarification. We then revised the reports and sent them to the program representatives for a second review before submission to the NHTSA TOM. After comments were received from the NHTSA TOM and other NHTSA officials, revisions were made in the case studies as appropriate for clarity and enhancement purposes.

Results

This section begins with a summary of findings across all case studies. Following the summary are the six case study reports.

The summary of case studies, as well as the individual case studies, contains some or all of the following sections:

- *Historical data* – This section covers the implementation of HVE strategies: historical data, timeframes, and so on.
- *Major parties involved in initial implementation of HVE strategies* – This section describes the parties initially involved with implementing the HVE strategies (law enforcement, other agencies/organizations, politicians, community members, etc.).
- *General description of the HVE program* – This section describes the HVE activities: late-night checkpoints, saturation patrols, happy-hour checkpoints, etc. (including changes to the types of enforcement over time).
- *HVE program goals and objectives* – This section includes information about the initial goals, how they were established, necessary approvals, and so on. The section also notes how the program changed over time, if at all.
- *HVE programmatic strategies* – This section describes the types of HVE implemented. It includes details on:
    - *HVE program resources* – details about the number of officers, equipment, driving-under-the-influence vests or other labeled apparel, high-visibility signs, mobile command post or other highly visible processing unit, extra squad, specially marked vehicles, and so on; and
    - *HVE program operation details* – HVE locations, the setup strategy, the number of officers, and the information documented for each strategy.
- *Coordinating publicity with HVE efforts* – This section includes the type of information that is publicized before the HVE is conducted; the use of paid media (including budget, types used, etc.); details of earned media; and media "hits," as applicable.
- *Coordinating community education components with HVE efforts* – This section covers the HVE program's community education components.
- *Funding HVE efforts* – This section describes how the program is funded, how funding commitments are arranged, and how to find additional funding, if needed.
- *Political leadership and community support of HVE efforts* – This section covers the political leadership and community support of the HVE program.
- *Strengths of the HVE program* – This section describes the strengths of the HVE program and how its strengths are used.

- *Barriers/obstacles to the HVE program's implementation* – This section covers the barriers and obstacles the HVE program has encountered and how these barriers and obstacles have been addressed or overcome.
- *HVE program partnerships* – This section provides information about coalition support of the HVE program (e.g., who the members are—citizen activists, alcohol industry, hospitality industry, media) and noncoalition partnerships (e.g., other law enforcement agencies).
- *Effectiveness measures – including:*
    - *Measures of HVE program visibility* – This section covers public surveys, if any, to obtain awareness data and changes in public awareness, attitudes, and self-report behavior regarding impaired-driving enforcement.
    - *Measures of community progress in reducing impaired-driving outcomes* – This section includes changes in alcohol-impaired-driving crashes, DWI arrest data and other pertinent measures as they relate to the HVE implemented by the program.
    - *Law enforcement measures* – This section includes information about the number of contacts/stops during each HVE initiative (e.g., checkpoint, saturation patrol), including the average number of arrests during each initiative.
- *Use of positive results to gain additional HVE support* – This section describes how positive results have garnered additional support, resources, and so on for the HVE program.
- *Future Plans for the HVE Program* – This section covers some short- and long-term goals of the HVE program.

At the end of each individual case-study report is a summary of that HVE program.

Individual case-study reports may have format variations that reflect individual differences in the HVE programs. These differences are a function of the need for HVE efforts to be fluid and tailored to the specific needs of the area where activities are being conducted. The inclusion in this report of different HVE programs, with varied approaches to HVE, offers the opportunity for jurisdictions and States to choose elements and strategies that may be useful for their individual traffic enforcement needs.

HVE Elements

The following are an accumulation of HVE activities used by law enforcement operations in these case studies:

Data-driven identification of problem sites, using data related to alcohol-impaired crashes, DWI activity, and other criminal activity, identifying areas most in need of HVE operations.

Sobriety checkpoints, including:

- ***Large-scale*** checkpoints, staffed by at least 10 people;

- ***Small-scale*** checkpoints staffed by 3 to 5 people;
- ***Happy-hour*** checkpoints operated between 4 p.m. and 7 p.m.;
- ***Nighttime*** checkpoints, operated between 9 p.m. and 2 a.m.;
- ***Roving*** checkpoint operations that are set up and operated at one location, then broken down and moved to a new location the same evening;
- ***Phantom*** checkpoints, in which law enforcement officers set up what appears to be a checkpoint with the signs and cones, but never actually conduct one, or have one patrol car present to ensure the equipment is not vandalized and take action if a passing vehicle displays erratic driving behavior; and
- ***Holiday or special occasion*** checkpoints (e.g., Saint Patrick's Day or Monday Night Football checkpoints to address increased drinking associated with those occasions).

Saturation patrols usually involve a large number of patrol cars that patrol a segment of roadway or neighborhood and look for signs of impaired driving.

High-visibility elements of checkpoint and saturation patrol operations are used to increase the visibility and clear purpose of the operations. These include:

- ***Lighted and/or variable message signs*** are placed near the entrance of a checkpoint operation or segment of roadway associated with a saturation patrol to notify drivers of the checkpoint or saturation patrol.
- ***High-intensity lights*** are used to increase the visibility of the checkpoint. They also provide light to work by and increase safety.
- ***Large signs*** are placed near the entrance of a checkpoint operation or segment of roadway associated with a saturation patrol to notify drivers of the checkpoint or saturation patrol. These are often reflective and usually highly portable.
- ***Large vans or trailers with specialized insignia*** are often used for breath or blood testing, booking offenders, and workspace for administrative tasks. The size of these vehicles, often coupled with the use of reflective police insignia and anti-DWI slogans, increase the visual effect of HVE operations.
- ***Specialized insignia on patrol cars***, especially those associated with saturation patrols, identify them as being part of DUI or DWI enforcement efforts. These insignia can be permanent or temporary magnetic signs.
- ***Specialized insignia on officers***, such as badges or lettering on reflective vests, identify the officers as being part of anti-DWI efforts. These can be worn by officers both at checkpoints and on saturation patrols so they are more visible to passing motorists when officers are out of their vehicles at traffic stops.

Use of media raises awareness of enforcement operations and educates the community about impaired-driving issues. This includes:

- ***Paid or earned media*** on television, on the radio, in newspapers, on billboards, etc.
- ***Press releases*** from program officials to local media encourage news stories about program activities.

- ***Letters to the editor and articles*** written by program officials for publication in local media.
- ***Mock checkpoints*** conducted for news media to demonstrate how checkpoints operate, raise media interest in checkpoints, and potentially provide video footage for television news stories.
- ***Signs on marquees*** can be used to raise awareness of anti-DWI activities. These changeable signs, similar to those used on movie theatre marquees, are used by many local businesses, churches, schools, and other enterprises.
- ***Posters, coasters, etc***. can be placed in local bars and restaurants with anti-DWI information specific to local enforcement activities.
- ***Flyers or cards*** are given to motorists at checkpoints or traffic stops.
- ***Posters and billboards*** used to announce enforcement efforts.

Summary of Case Studies

This section summarizes the elements of the HVE efforts across all six case studies. The format of the summary follows the general outline used for the individual case-study reports.

Historical Data

Most of the case study HVE operations are part of programs established within the last 10 years. These include *Checkpoint Strikeforce* (2002), Charles County (2005), Anoka County (2007), and Southeast Wisconsin (2009). Escondido and Pasco County reported that their HVE operations grew out of previously operating programs with no clear start date for the HVE elements. Most of the case study programs began and continue to operate at the county (Anoka County, Pasco County) or city (Escondido) level. The Southeast Wisconsin program began and operates in one region of the State. The *Checkpoint Strikeforce* program includes several States in one region of the country. The Charles County program began as part of the *Checkpoint Strikeforce* program in Region III around 2002 but became a standalone local program in 2005.

Major Parties Involved in Initial Implementation of HVE Strategies

HVE operations by case-study programs generally were started by senior law enforcement officers at one or more local law enforcement agencies. In some cases, these expanded to include more local law enforcement agencies. Some program officers found it beneficial or necessary to work with local elected officials (e.g., city council) and other agencies. HVE operations may be part of a larger DWI task force effort that includes representatives from the local substance abuse treatment community and medical community, and private citizens. The initial implementation of *Checkpoint Strikeforce* operations is unique in that it began as a NHTSA regional initiative that sought to obtain cooperation with law enforcement agencies at the State and local levels.

General Description of the HVE Programs

All of the case study programs incorporate saturation patrols as part of HVE operations. Four of the six also use sobriety checkpoint operations. In Minnesota and Wisconsin, sobriety checkpoints are not allowed; therefore, the Anoka County and Southeast Wisconsin programs

must find ways to achieve the high visibility associated with checkpoints without actually conducting them. They do this by using many of the same elements of HVE operations used when conducting checkpoints (e.g., signage, DUI trailers, publicity). All case-study HVE programs incorporate media and communication strategies to raise awareness of impaired-driving enforcement operations. All case study programs implement their HVE strategies on at least a monthly basis. More detail is provided under "HVE Program Operation Details."

HVE Program Goals and Objectives

The general goal of all HVE programs is to reduce death and injuries caused by impaired driving. Where HVE is used as part of a DWI task force, the stated goals of the HVE program are essentially those of the task force. Case-study programs reported specific goals of achieving alcohol-impaired driving crash reductions through increased enforcement, collaborations between law enforcement and other agencies, educational activities, and the use of data to identify locations most in need of HVE operations (i.e., Data-Driven Approaches to Crime and Traffic Safety principles). The adoption of HVE programs generally was based on research showing that the HVE concept has been successful.

Changes over Time

The overall goals of the programs have not changed since the programs began. Individual changes include:

- The cessation of using magnetic signs on patrol cars in Anoka County due to problems with them falling off;
- Charles County implementing the *Report Drunk Drivers—Call 911* campaign, the incorporation of happy-hour and phantom checkpoints in 2008, and conducting standalone checkpoints in addition to participating in *Checkpoint Strikeforce* campaigns; and
- The *Checkpoint Strikeforce* program uses a different theme each year (e.g., *You Drink and Drive, You Lose; Over the Limit, Under Arrest; Drive Sober, Or Get Pulled Over*).

HVE Programmatic Strategies

A summary of the key features of the six HVE programs follows:

Visibility

- Visibly marked breath alcohol testing vans ("BATmobiles");
- Light towers and visibly marked trailers;
- Large warning signs to notify motorists of enforcement activity;
- Enforcement publicized as dedicated to DUI victims;
- Additional enforcement during holiday periods;
- Enforcement at key locations and events (e.g., large sporting events);
- Happy-hour enforcement conducted between 4 and 7 p.m.;
- Phantom checkpoints set up to resemble an active checkpoint;

- Using preliminary breath testers (PBTs) at the roadside;
- Safety vests marked with "DUI Enforcement";
- Highly visible cameras and lights on each side of the road to record impaired-driver behavior.

Publicity

- Television, radio, and print stories;
- Media events;
- Use of billboards;
- Use of posters;
- Use of coasters;
- Use of business cards or brochures;
- Social marketing (YouTube, Facebook, Twitter, etc.);
- Letters to the editor;
- Articles to local newspapers (announcing checkpoints and publicizing results);
- Mock checkpoint events for television and controlled drinking demonstrations for the radio; and
- Media tours.

HVE Program Resources

The number of officers used for checkpoint and saturation patrol operations differs between case-study programs and between instances of checkpoint or saturation patrol activities within a given program.

Charles County officials reported using from 5 to 20 officers per checkpoint, depending on traffic volume. Escondido uses a combination of law enforcement officers of different ranks and cadets and community volunteers to staff checkpoints with about 40 people ("big production" checkpoints).

Anoka County data indicate an average of 13 officers who participate in each Saturation Patrol. Escondido Saturation Patrols involve an average of 8 officers. Southeast Wisconsin's regional Saturation Patrols involve 45 to 50 officers per patrol, substantially more than routine patrol.

Other resources necessary to conduct HVE operations include equipment such as breath-testing devices; high-intensity lights; high-visibility portable signs; vans or trailers used for breath or blood testing, reflective vests, cones, and flares. Often, food and drinks are provided for checkpoint staff.

HVE Program Operation Details

Table 2 shows common elements of HVE operations used by case-study programs. Less commonly used elements are not included in the table but are described in the individual case studies.

Table 2. Common Elements of HVE Programs

	AC	CC	CS	E	PC	SE (WI)
Data-driven identification of problem sites	X	X	X	X	X	X
Checkpoints						
Large scale		X	X	X	X	
Small scale		X	X			
Happy Hour		X	X			
Nighttime		X	X	X	X	
Roving			X			
Phantom		X	X			
Mock			X			
Holiday/special occasion		X	X	X	X	
Saturation Patrols	X	X	X	X	X	X
Happy Hour		X	X			X
Holiday/special occasion	X	X	X	X	X	X
High-Visibility Elements						
Lighted (variable) message signs	X	X	X	X		X
High-intensity lights		X	X	X	X	
Large signs		X	X	X	X	X
Vans or trailers with specialized insignia	X	X	X	X	X	X
Specialized insignia on patrol cars	X[a]	X[b]				X
Specialized insignia on officers	X					X
Media						
Paid media			X			
Earned media	X	X	X	X	X	X
Press releases	X	X	X	X	X	X
Letters to the editor/articles	X		X		X	
Signs on business marquees		X				X
Posters/coasters/etc. in establishments	X	X		X	X	X
Flyers/cards given to stopped motorists	X	X		X	X	X

[a]Did initially but stopped.
[b]Sometimes.
AC-Anoka County; CC-Charles County; CS-Checkpoint Strikeforce; E-Escondido; PC-Pasco County; SE(WI)-Southeast Wisconsin

Coordinating Publicity With HVE Enforcement Efforts

All case-study sites rely on unpaid publicity efforts to raise awareness of HVE activities. All reported using press releases, which were sent to local news outlets and posted on the Web sites of agencies affiliated with the program. Anoka and Charles Counties and *Checkpoint Strikeforce* reported submitting letters to the editor and writing articles for local news media. Only *Checkpoint Strikeforce* reported using paid media to publicize its efforts.

All programs notified the media of upcoming checkpoints and saturation patrols and the results of those efforts. Only Southeast Wisconsin reported including the dates, times, and locations of upcoming activities in communications with the media.

None of the case-study programs reported attempting to track the amount of news coverage generated by press releases.

Coordinating Community Education Components With HVE Efforts

All case-study sites reported including a community education component as part of the activity. These generally took the form of informational handouts given to motorists at checkpoints and traffic stops and posters or coasters used at local businesses.

Funding HVE Efforts

All case study programs are funded primarily by Federal grant funds distributed through State Office of Highway Safety agencies. These funds are used to pay for law enforcement staffing (primarily overtime pay) and equipment. Additional funding may be provided via State or local funds. In some cases, law enforcement agencies may provide staff from their own budgets for a portion of the HVE activities. For example, Anoka County conducts one saturation patrol every 3 months in which officers are paid from the budgets of their own agencies. In some cases, unpaid police cadets and community volunteers may assist in HVE activities.

Political Leadership and Community Support of HVE Efforts

Most case-study sites reported support from political leadership, other State and local agencies, and the public. Political support is evidenced by the continued funding for activities and the public statements of support. The support of other agencies is the continuing cooperative relationships. Types of community support include statements of thanks and support from citizens at checkpoints, traffic stops, telephone calls and letters, and the cooperation of businesses and citizens in support of the HVE activities. The Escondido program reported protests from a portion of the community that perceives the HVE activities as an attempt to target community members because of their immigration status.

Strengths of the HVE Programs

Key strengths of all of the case-study programs are the variety of strategies used to increase enforcement visibility. Research clearly shows that frequent, highly visible, publicized enforcement is effective in reducing impaired driving. HVE programs create a perception in the community of an increased level of enforcement targeted at impaired drivers and an increased likelihood that impaired drivers will be identified, arrested, and sanctioned.

Another strength of the HVE programs is the cooperation created between law enforcement agencies, other agencies, and the community. Cooperation between law enforcement agencies leads to a beneficial ability to pool resources to increase enforcement intensity. Program representatives stated the belief that cooperation between different law enforcement agencies also sends a message to the community that impaired driving enforcement is a priority for those agencies. States can also benefit from cooperation in sharing media markets, as is the case with the *Checkpoint Strikeforce* program in media markets in Washington, DC, and nearby areas of Maryland and Virginia.

In the two States that cannot conduct checkpoints (Minnesota and Wisconsin), officials expressed the belief that the high-visibility saturation patrols provided an effective, highly visible alternative to checkpoints.

Barriers/Obstacles to HVE Programs' Implementation

Barriers to continued effective use of HVE programs reported by case-study sites include:

- Difficulties maintaining funding, especially given current National and State economic conditions;
- Difficulties getting cooperation from law enforcement agencies and individual officers for a concept (general deterrence) that may be novel to them and that may go against their principle of "catch the bad guys" rather than deterring them from committing the crime;
- Difficulties maintaining interest in the program by law enforcement officers, law enforcement agencies, media, and the community over a long period;
- Challenges to the legality of some checkpoint operations; and
- Challenges to the program from segments of the community that believe it unfairly targets some citizens.

HVE Program Partnerships

The primary partners in the case-study HVE programs are local law enforcement agencies. All case-study representatives listed law enforcement agencies as first among their program's partners.

Most sites listed MADD and other local citizens groups as important partners in HVE activities.

Charles and Pasco Counties work with local governmental agencies associated with health services and substance abuse treatment.

Several of the HVE program representatives reported working with local businesses, including those that serve alcohol. These relationships make it possible to advertise program activities on business marquees and put posters and coasters in bars and restaurants. The relationships are generally limited, however, and not considered partnerships per se.

Effectiveness Measures

Evaluation of the HVE Program's Effectiveness/Measures of HVE Program Visibility

Published Reports

The first three years of the *Checkpoint Strikeforce* program was evaluated in a study sponsored by NHTSA (Lacey et al., 2008). Results indicated that it was feasible to implement such a DWI enforcement and public information program on a region-wide and continuing basis. Each jurisdiction was able to meet and generally dramatically exceed the goal of conducting at least one checkpoint per week throughout the program period. This included even the smaller jurisdictions in Delaware. Public awareness measures indicated some modest shifts in the desired direction in terms of awareness of the checkpoint program and self-reported behavior. Roadside

breath-test surveys of the BACs of nighttime drivers in two of three jurisdictions revealed reductions in the proportion of drivers with BACs of .05 g/dL or greater. Analysis of fatal crash data indicated a reduction in alcohol-involved drivers in fatal crashes of about 7 percent when compared to the rest of the United States. This reduction approached, but did not reach, statistical significance.

Public Surveys

Anoka County has conducted telephone surveys to gauge awareness of and attitudes toward the program in the community. Results from the August 2010 survey are included in the Anoka County case-study report. These results show that 80 percent of respondents reported hearing about increased DWI enforcement in the past 30 days, 26 percent had personally driven through a DWI enforcement area in the past 30 days, 72 percent believed strict DWI enforcement was very important, and 19 percent believed it was somewhat important.

Charles County hands out surveys at checkpoints to be completed later and returned by post; however, they reported receiving few responses. Southeast Wisconsin reported that they plan to conduct awareness surveys in the future.

Law Enforcement Measures

HVE programs keep track of enforcement intensity by maintaining statistics regarding their activities. These include the number of:

- Checkpoints and saturation patrols;
- Officers involved in each operation;
- Drivers stopped;
- Drivers arrested for DWI;
- Drivers arrested for other crimes; and
- Drivers issued traffic citations.

Most case-study sites provided statistics related to the listed activities. These are provided in the individual case-study reports. These are useful in understanding the nature of the programs' activities and the "beyond-the-ticket" benefits. For example, when *Checkpoint Strikeforce* began in 2002, the Region conducted 700 checkpoints resulting in 1,731 DUI arrests. In 2006, 1,533 checkpoints were conducted resulting in 5,051 DUI arrests.

Measures of Community Progress in Reducing Impaired-Driving Outcomes

HVE programs track statistics such as alcohol-impaired driving crashes, DWI arrests, and DWI convictions as a way to understand the effects of their activities. Most case study sites provided such data and those data are included in the individual case studies. For example, in Anoka County, the proportion of fatal crashes involving an alcohol-impaired driver decreased from 47 percent when the program began in 2007 to 38 percent in 2009. In Charles County, impaired driving fatalities decreased from 19 in 2005 when the program began to 6 in 2009. During the course of the Escondido program, the number of people injured in alcohol-impaired driving crashes decreased from 152 in 2005 to 87 in 2010. In Pasco County, impaired-driving fatal crashes have decreased from 38 in 2005 to 23 in 2009.

It is difficult to understand with certainty the relationship between the statistics reported by officials in the case study sites and the effects of the HVE program. For example, a reduction in arrests or convictions could indicate that a program is less successful in identifying and arresting impaired drivers, or it could indicate the program has been successful in deterring impaired driving. The relatively few crashes that occur in a local community and the high degree of variation from year to year can make it difficult to understand the effect that the HVE program might be having on crash rates. Other factors in a given area may also be affecting crash, arrest, and conviction rates.

CASE STUDY REPORTS:

CHECKPOINT STRIKEFORCE (NHTSA REGION III STATES)

Historical Data

This is a unique case study in that it involves a region composed of several States.

The NHTSA Region III *Checkpoint Strikeforce* is a research-based, multiState, zero-tolerance initiative designed to: (1) deter and remove impaired drivers from the roadways using checkpoints and patrols when and where alcohol-impaired driving is most likely to occur, and (2) educate the public about the dangers and consequences of impaired driving. Within the current participating States in the Region (Delaware, District of Columbia, Kentucky, Maryland, North Carolina, Virginia, and West Virginia), sobriety checkpoints are conducted every week at some location in each State, so area drivers never know when or where they may encounter one. *Checkpoint Strikeforce* has created a friendly competition among the Region III States. Participating States share best practices and resources.

The program began on July 4, 2002, as a 6-month initiative. Because of its success, it was expanded to a year-round effort in 2005. The year-long program currently includes 6 months of intense enforcement (at least one checkpoint per week from July through December), and 6 months of sustained enforcement (at least one checkpoint per month from January through June in each State). The checkpoints are multiagency, cross-jurisdictional, and low-staff operations that are conducted during happy hour times, holiday periods, and weekend nights. Efforts are made for every checkpoint to be highly publicized and visible. They usually are supplemented with saturation patrols.

The primary goal of the initial program was to have every State in Region III (at that time, these were Delaware, District of Columbia, Maryland, Pennsylvania, Virginia, and West Virginia) conduct, at minimum, one highly visible and well-publicized checkpoint per week from July 4, 2002, through January 4, 2003. The program also would include special emphasis periods (e.g., National Crackdowns) and fall under one name, logo, and slogan. Another key goal of this program was to have it evaluated professionally for its effectiveness.

In January 2002, the Region III staff hosted a "Best Practices in Impaired-Driving Enforcement" conference. The purpose of the conference was threefold: (1) to bring together the Region's impaired-driving enforcement experts and practitioners to discuss and share best practices; (2) to re-focus and re-energize the States' impaired-driving programs; and (3) to lay the groundwork for a NHTSA region-wide general deterrence, sustained sobriety checkpoint initiative. This conference's sessions covered new technology; an update on impaired-driving legislation; and outcomes of recent research supporting frequent, well-publicized sobriety checkpoints (presented by the keynote speaker). After the conference, NHTSA Region III Administrator, Dr. Beth Baker, her staff, and representatives from Kelly-Michener (communications/public affairs contractor) met with each of the State Highway Safety Office (SHSO) coordinators, SHSO impaired-driving coordinators, and a small group of law enforcement officers to formally present the program idea. Since the groundwork was already in place, the SHSO coordinators agreed to the region-wide program. At this meeting, the representatives from Kelly-Michener presented a sampling of program names and logos. After much discussion, the group agreed to a program

name and logo: *Checkpoint Strikeforce*. Meeting participants also agreed to use both the National slogan: *You Drink and Drive. You Lose.* and the *Checkpoint Strikeforce* logo. They agreed on a timeframe for the program (July 4, 2002 – January 4, 2003).

Figure 2. Program Launch

On June 27, 2002, the *Checkpoint Strikeforce* program was launched in Washington, DC. Then-NHTSA Administrator Dr. Jeffery Runge, was the keynote speaker at the event, launching *Checkpoint Strikeforce* (see Figure 2). MADD's National President, Millie Webb, and then-DC Councilwoman Carol Schwartz also participated. Law enforcement officers from each State and DC were on hand to show their support. Cruisers from each State's law enforcement agencies and a local department from each State with *Checkpoint Strikeforce* magnets provided a backdrop for the event. The DC Metropolitan Police Department conducted a mock sobriety checkpoint after the press conference with assistance from other Region III law enforcement agencies, illustrating that the initiative is a multiagency endeavor. Press coverage of the event was extensive: six newspapers, four wire services, five radio outlets, and four television stations. In the week following the Regional kickoff in Washington, DC, Region III States hosted their own statewide kickoffs. The Region III office staff provided technical assistance by drafting press releases and speaker talking points, hanging podium signs, and speaking at some of the events. SHSO coordinators found creative methods to get the media to their events (see Figures 4 and 5).

Figure 3. Checkpoint Strikeforce Logo

Figure 4. Baltimore, Maryland—Empty chairs symbolize those lives lost in alcohol-related crashes

Figure 5. Richmond, Virginia—Mock sobriety checkpoint conducted

In Delaware, an actual checkpoint was the press event. West Virginia law enforcement conducted a series of local briefings on the initiative, a method they found particularly effective with their *Click It or Ticket* seat belt enforcement program.

The Region III Office hosted an "Impaired-Driving and Strategic Planning Workshop" in Fredericksburg, Virginia, in early 2003 to provide the SHSO coordinators with an opportunity to provide feedback on the previous inaugural year's *Checkpoint Strikeforce* program and to plan for the continuation of this program into 2003. Law enforcement agencies agreed to conduct happy-hour checkpoints, border-to-border checkpoints (checkpoints conducted on or near State,

county, and city borders where multiple agencies can participate), and phantom (or mobile) checkpoints in 2003. The NHTSA Region III Office staff developed a *Checkpoint Strikeforce* Web site in the second year that allows users to download talking points, sample press releases, proclamations, copy for brochures, PSAs, billboards, and other public information and education materials. The web site also contains "how to" sections on conducting multiagency and low-manpower checkpoints and conducting a press event. More importantly, the Web site serves as a database for enforcement data, such as the number of checkpoints conducted and the number of vehicles passing through checkpoints. One objective is to make Region III the "checkpoint" region, institutionalizing the idea of conducting checkpoints among the region's law enforcement agencies. The ultimate goal of the program is to significantly reduce alcohol-impaired-driving deaths and injuries in Region III. The annual strategic planning meetings fostered new ideas and different ways to cooperate.

Figure 6. Aerial View of *Checkpoint Strikeforce* DUI Enforcement in Fairfax Virginia

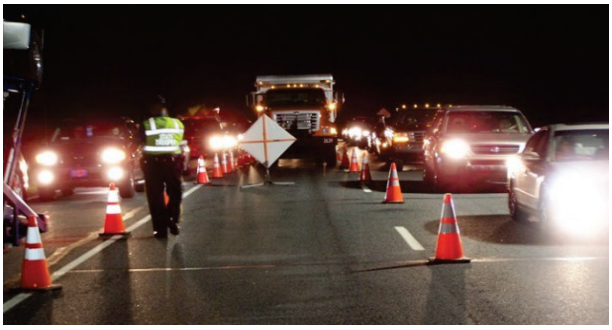


Figure 7. *Checkpoint Strikeforce* Conducting DUI Enforcement in Delaware

The *Checkpoint Strikeforce* program continued through 2004 using the same general strategy. In 2005, the program expanded to a year-long initiative with at least one checkpoint each month in the first 6 months and weekly checkpoints in the last 6 months. In 2009, the effort lost some steam because it was year-long; consequently, it went back to the July-December emphasis in order to keep law enforcement on-board. The 2010 program continued the 6-month emphasis using the "Over the Limit, Under Arrest" theme and using DDACTS methods. In 2011, the theme changed to "Drive Sober or Get Pulled Over."

Major Parties Involved in Initial Implementation of HVE Strategies

In 2010, , the enforcement efforts of *Checkpoint Strikeforce* covered approximately 10 percent of the U.S. population (30 million people). North Carolina agreed to adopt all the elements of the *Checkpoint Strikeforce* campaign under their existing *Booze It and Lose It* campaign. Rural, urban, and suburban areas are all included in the enforcement activities of *Checkpoint Strikeforce*. The major parties involved in the implementation include NHTSA Headquarters, NHTSA Region III, each SHSO Coordinator from each of the States in Region III, State, county, and local law enforcement agencies including Sheriff's offices.

General Description of HVE Program

All of the participating States, except North Carolina, agreed to use the *Checkpoint Strikeforce* name and logo in their materials (media, etc.). All State law enforcement agencies and most local police jurisdictions participate in at least some of the *Checkpoint Strikeforce* initiatives during the year. A variety of enforcement strategies are used:

- Border-to-border checkpoints (multiagency conducted at or near State borders);
- Checkpoints conducted at least once a week;
- Happy-hour checkpoints;
- Low-staffing checkpoints;
- Phantom checkpoints;
- Roving checkpoints;
- Saturation patrols in conjunction with checkpoints; and
- Monday night football checkpoints.

HVE Program Goals

The basic goal of *Checkpoint Strikeforce* is to reduce impaired-driving crashes in NHTSA's Region III States.

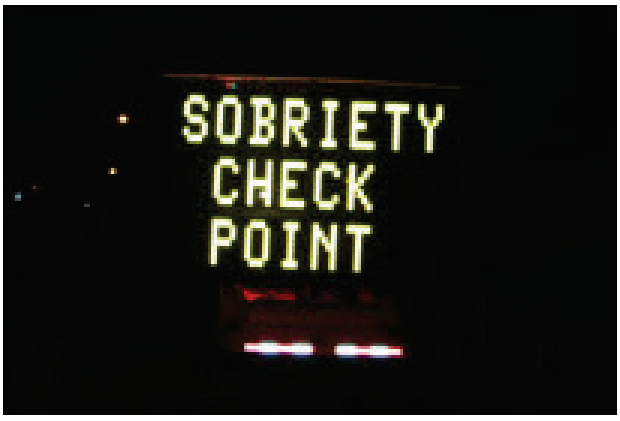


Figure 8. Digital Sign Posted During *Checkpoint Strikeforce* Enforcement in Maryland

HVE Programmatic Strategies

Checkpoint Strikeforce uses many strategies to increase enforcement visibility. These include:

- Visibly marked BATmobiles at checkpoints;
- Light towers and visibly marked trailers at checkpoints;
- Large warning signs prior to entering checkpoints;
- Checkpoints publicized as dedicated to DUI victims;
- Additional checkpoints during holiday periods;
- Checkpoints at key locations and events (e.g., large sporting events);
- "Happy-hour" checkpoints conducted between 4 and 7 p.m.; and
- Phantom checkpoints set up to resemble an active checkpoint that will be conducted.

Coordinating Publicity With HVE Efforts

Both paid and earned media are used to publicize *Checkpoint Strikeforce.* Media strategies include:

- Television, radio, and print advertisements;
- Media events;
- *Checkpoint Strikeforce* billboards;
- Social marketing (YouTube, Facebook, Twitter, etc.);
- Letters to the editor;
- Articles to local newspapers (announcing checkpoints and publicizing results);
- Mock checkpoint events for television and controlled drinking demonstrations for the radio; and
- Media tours.

Figure 9. *Checkpoint Strikeforce* Billboard

Media materials are developed by the Region III media contractor (which for the past 3 years has been the McAndrew Company) for States to use and adapt for their own media efforts. Some States create their own media materials. Periodically there is a different "hook" in order to keep up media interest. These include:

- You Drink and Drive, You Lose;
- Over the Limit, Under Arrest;
- Halloween Just Got Scarier;
- Border to Border Checkpoints; and
- Drive Sober or Get Pulled Over.

Funding HVE Efforts

All States use their federal section 402 and 406 funds to pay for overtime; additionally, States do pay for ads and some billboards. All States in Region III qualify for 410 grant funding, and some of that funding is used for *Checkpoint Strikeforce.* Some States also use their section 154 and 164 funds for the program.

The paid media budgets in 2010 for *Checkpoint Strikeforce* were:

- Delaware – $150,000;
- District of Columbia – $104,000;
- Kentucky – $300,000;
- Maryland – $433,000;

- North Carolina – $85,000;
- Virginia – $425,000; and
- West Virginia – $25,000.

The *Checkpoint Strikeforce* enforcement budgets for each participating State were:

- Delaware – $87,000;
- District of Columbia – $110,000;
- Kentucky – $275,000;
- Maryland – $175,000;
- North Carolina – does not fund overtime;
- Virginia – $300,000; and
- West Virginia – $150,000.

Administrative Support

The NHTSA Region III staff provides administrative support for *Checkpoint Strikeforce.* For example, they have hosted strategic planning meetings, provided training, created a program web site, coordinated media efforts, and provided guidance to the States on funding issues. Law Enforcement Summits and/or strategic planning meetings, supported by the Region III office, have been conducted in 8 of the 9 years of the program.

Political Leadership and Community Support of HVE Efforts

The NHTSA Region III Administrator has provided leadership for this effort. Other leaders in the Nation or the States who have provided important support include:

- NHTSA Administrator;
- Delaware Governor, Secretary of Homeland Security and Attorney General;
- Maryland Governor, Lt. Governor, and State Police Superintendent;
- Virginia Governor, Attorney General, Secretary of Public Safety, State Police Superintendent;
- Kentucky Lt. Governor, Secretary of Transportation;
- West Virginia Governor;
- District of Columbia Police Chief.

Strengths of the HVE Program

The following are key strengths of the program:

- The combination of six States and the District of Columbia participating in the initiative provides a synergistic effect (i.e., employing a regional branding of the HVE model).

- Many of the States have shared borders and large media markets (e.g., the District of Columbia, Maryland, and Virginia).
- Many secondary arrests for felony crimes are made at the checkpoints.
- Many of the checkpoints are multiagency law enforcement efforts.
- Many visibility strategies are used (see section titled "HVE Programmatic Strategies").

Barriers/Obstacles to the HVE Program's Implementation

Checkpoint Strikeforce has been operational for 9 years, so it is difficult to keep up the interest and motivation of law enforcement. The following barriers still need to be overcome:

- Shortage of law enforcement officers having time to participate—competing priorities;
- Other easier opportunities for law enforcement to receive overtime pay;
- Lack of availability of using overtime for officers in some States;
- Convincing law enforcement to use low-staff checkpoints;
- Difficulty in finding new media "hooks" to keep the media interested in the issue.

HVE Program Partnerships

Checkpoint Strikeforce is truly a federal-State-local partnership. Conceived at the NHTSA Regional level and approved by NHTSA Headquarters, the program partners with State highway safety officials, State Police, local police agencies and Sheriff's offices. Communications and public affairs officials are also key partners.

Effectiveness Measures

Checkpoint Strikeforce is the first coordinated, region-wide, multiState, high-visibility impaired-driving enforcement program. During a time of fiscal austerity, the program enables States to pool their resources to maximum effect throughout the Region. Joint enforcement efforts and joint media buys promote a clear, consistent message to the public throughout the Region III States (e.g., Halloween).

A formal NHTSA sponsored evaluation of the *Checkpoint Strikeforce* program indicated a 7-percent decrease in drinking drivers (i.e., BAC$\geq$.01 g/dL) in fatal crashes associated with the overall program (Lacey, Kelley-Baker, Brainard, Tippetts, & Lyakhovich, 2008). This reduction approached, but did not reach, statistical significance. In West Virginia, however, the reduction was 17 percent, which was significant (p<.018). Also, Maryland, Virginia, and the District of Columbia all have remained at low-fatality rates.

Public awareness survey results indicated slight shifts in the desired direction in terms of self-reported drinking-driving behavior and perceptions of impaired-driving enforcement, particularly checkpoints. For example, proportionally more respondents in January 2005 compared to those in June 2002 reported a perception of an increased likelihood of being stopped by police after having too much to drink. Further, there was an increase in the proportion of respondents reporting they had seen or heard of *Checkpoint Strikeforce*, though that slogan was less well recognized than the Nationwide theme at that time of, *"You Drink & Drive. You Lose."*

The intensity of the checkpoint program was compared in each jurisdiction (as measured by checkpoints per 100,000 population) with the effect observed on crashes. It was found that the intensity of checkpoint activity had a pattern that closely reflected effects on crashes.

Roadside BAC measurements were conducted on 3,475 drivers in Maryland, Delaware, and Virginia. These surveys were conducted in conjunction with existing sobriety checkpoints in the summer of 2004 and 2005. The objective of this data collection activity was to obtain breath test samples from a random sample of nighttime drivers. Results in Virginia and Delaware revealed a decrease in the proportion of drivers with BACs $\geq$ .05 g/dL.

The report concluded that the Mid-Atlantic Region's *Checkpoint Strikeforce* program has illustrated that a regionwide impaired-driving checkpoint enforcement program can be successfully implemented and sustained for at least three years. Previous national and regional mobilizations have accomplished brief blitzes of DWI enforcement on a regional and national level, and some States have implemented long-term checkpoint programs. *Checkpoint Strikeforce*, however, has resulted in a continuing sustained checkpoint operation over an extended period (10 years) throughout the Mid-Atlantic region of the country (see Table 3).

Analyses of process data indicated that every jurisdiction was able to meet or exceed the target of at least one checkpoint per week throughout the 6-month period in each of the years.

Lessons learned from this program should help guide subsequent region-wide efforts currently being planned, in terms of both implementation and evaluation. For example, efforts should continue to be made to ensure that media activities reach the target audience that accounts for most of the impaired driving, that is, 21- to 34-year-old males, and expanded use of low-staff checkpoints could help increase the intensity of the program.

Law Enforcement Measures

Table 3. ***Checkpoint Strikeforce* Overall Checkpoint Enforcement Statistics**

Year	# Checkpoints	# DUI Arrests	# Vehicle Contacts
2002	737	1,944	405,052
2003	859	2,514	503,268
2004	940	3,187	562,388
2005	1,054	2,519	607,285
2006	1,535	5,057	810,140
2007	1,257	5,694	394,934[a]
2008	12,295	18,378	480,167[b]
2009	12,700	18,493	350,146[c]
2010	36,511	15,688	175,226[c]

[a] Data not available in Pennsylvania
[b] Transition to North Carolina and Kentucky with Pennsylvania moving out of Region III. Data not available for Kentucky and North Carolina
[c] Data not available for North Carolina

In 2007, Pennsylvania moved to another Region and North Carolina and Kentucky joined Region III. North Carolina alone conducts more than 10,000 checkpoints a year under their *Booze It and Lose It* campaign.

Each year, the regional program has a special emphasis. For example, in 2008, DWI enforcement on rural roads was emphasized. In 2010, the Thanksgiving holiday period and the Super Bowl weekend were emphasized.

Future Plans for the HVE Program

The Region III Office developed an enforcement plan that outlines six HVE waves for the July through December 2011 timeframe that includes unique media hooks. They plan to market heavily and use the new R3Communications.org Web site as an aid to launching the revised program successfully. Best practices will be posted and updated on the web site, which will also have easy-to-use media tools. Nighttime seat belt enforcement strategies will also be recommended. These have potential to increase seat belt usage and decrease impaired driving, as more impaired drivers do not use seat belts. Alcohol-impaired-driving crashes have been overlaid on maps and high-concentration areas sometimes fall outside major media markets. Alternative strategies need to be implemented to reach these smaller markets effectively.

The six wave periods are centered on the following holiday periods:

- July 4th;
- Labor Day/National Crackdown;
- Halloween;
- Thanksgiving (in conjunction with seat belt enforcement);
- Christmas; and
- New Year.

In addition, although the following fall outside of the 6-month program focus, they also represent impaired-driving enforcement nights:

- Super Bowl and
- St. Patrick's Day.

A portion of the 2010 regional ad buys was used to purchase ads on various social-media channels (YouTube, Facebook, etc.). To date, these online and targeted ads have garnered 1.09 percent "click-thru rate" (anything over 1% is considered a successful online ad); consequently, these videos have already been seen by thousands of people.

Additional Information

Television: www.redlasso.com/player.htm?id=db8752c4-5eae-4477-a727-2c132b9d3298 (WTVR-TV interview broadcast as part of that CBS-TV station's popular "Virginia this Morning" weekday news program)

Radio: drop.io/cj1alas/asset/checkpoint-strikeforce-mp3?ref=yahoo
(MAX Media Hampton Roads interview broadcast on the above five Hampton Roads radio stations)
Websites: www.checkpointstrikeforce.net/
www.youtube.com/DUIcheckpoint

Summary of High-Visibility Strategies and Elements

The following summarizes the key features of *Checkpoint Strikeforce*:

Publicity

- Paid advertisements supplement the earned media of the enforcement efforts in each State; and
- New media "hooks" are established each year.

Visibility

- Visibly marked BATmobiles at checkpoints;
- Light towers and visibly marked trailers at checkpoints;
- Large warning signs prior to entering checkpoints;
- Checkpoints publicized as dedicated to DUI victims;
- Additional checkpoints during holiday periods;
- Checkpoints at key locations and events (e.g., large sporting events);
- Happy-hour checkpoints conducted between 4 p.m. and 7 p.m.; and
- Phantom checkpoints set up to resemble aa active checkpoint that will be conducted.

Collaboration

- This is a regionwide HVE effort that involves six States and DC and has been institutionalized over the years because of the effectiveness.
- Combining nighttime seat belt enforcement with impaired-driving enforcement demonstrates an efficient use of resources. This will be recommended for future activities by the NHTSA Regional staff.

CHARLES COUNTY, MARYLAND, SHERIFF'S OFFICE

Historical Data

In response to the number of impaired-driving crashes, injuries, and fatalities, the Charles County Sheriff's Office, with the assistance of the Community Traffic Safety Program coordinator, developed a comprehensive impaired-driving program approximately 10 years ago. The program included a combination of enforcement, education, and media events.

Charles County is mostly a rural area with two-lane county roads and up to four-lane State highways. The CCSO is the primary law enforcement agency in Charles County, Maryland. The Special Operations Division is home to the Traffic Operations Unit. This unit's staff is responsible for coordination of impaired-driving enforcement activities. The unit staff coordinates sobriety checkpoints and saturation patrols using data provided by the CTSP from the Maryland Highway Safety Office.

Major Parties Involved in Initial Implementation of HVE Strategies

HVE was established by the CCSO and the CTSP Coordinator through an evaluation of crash data and a review of the effectiveness of ongoing impaired-driving enforcement. Their HVE strategies were based on a review of available enforcement strategies that have been shown to reduce impaired driving.

Political support for impaired-driving HVE was obtained through discussions with local elected officials on the value of sobriety checkpoints and increased saturation patrols to arrest impaired drivers. These elected officials agreed that the need for this type of program was apparent by the increase in crashes, injuries, and fatalities that had been occurring in the years before 2005. The CCSO officers began conducting checkpoints 10 years ago in conjunction with the Maryland State Police as part of the initiation of the regional *Checkpoint Strikeforce* program. CCSO began standalone sobriety checkpoints in 2005.

General Description of the HVE Program

The CCSO officers currently conduct approximately one sobriety checkpoint per month. These include nighttime checkpoints (conducted between 8 p.m. and 2 a.m.), happy-hour checkpoints (conducted between 4 and 7 p.m.), and phantom checkpoints (checkpoints set up but not conducted). Between the dates on which checkpoints are conducted, a number of saturation patrols are conducted. Press releases are issued concerning each checkpoint. Visibility strategies include the use of variable message signs, posters, marquee messages, and a marked DUI trailer. In addition, informational brochures are handed out at checkpoints.

HVE Program Goals and Objectives

The initial goals and objectives of the HVE operation were to reduce the number of impaired-driving crashes, injuries, and fatalities. Deterring and removing impaired drivers from Charles County roadways through integrated enforcement is the main strategy. In addition, an educational component is included to inform the public of the hazards of impaired driving and to let the public know that the CCSO is conducting enforcement to reduce the incidence of impaired driving.

The CCSO representative and the CTSP Coordinator participate in a county task force that reviews crash data and decides what strategy to use in efforts to reduce impaired driving. This task force also decides how to use the funds available for overtime enforcement based on data and citizens' input. The task force is comprised of elected officials, law enforcement, county businesses, and community members with an interest in traffic safety.

The goals and objectives of the HVE program were established using available data and current best practices. The Sheriff reviewed the plans for the program and approved them on behalf of the Sheriff's Office. In order to use State and Federal grant funds to provide overtime enforcement, the CTSP submitted descriptions of the HVE projects and received approval from the MHSO.

Changes over Time

The checkpoints initially were conducted in coordination with the MSP, but in 2005, the CCSO began conducting its own checkpoints. The *Report Drunk Drivers—Call 911* campaign was added in 2009. Happy-hour and phantom checkpoints were integrated into the program in 2008. The goals of the HVE remain the same—to reduce impaired-driving crashes.

HVE Programmatic Strategies

Most HVE efforts are conducted on county-maintained roads. State highways are routinely patrolled by the MSP. The HVE-selected roadways are determined using available crash data to determine where high rates of impaired-driving crashes are occurring. Roadways are also selected using crash maps obtained from the National Study Center for Trauma, Emergency Medical Services reports, and the Maryland State Highway Administration.

The date and the area where the checkpoint will be conducted are announced to the public. No specific roadway is included in the press release, however. Checkpoints are conducted at least monthly and, based on officer availability, two or three times a month. Saturation patrols are conducted once or twice a month based on officer availability and funding. The CCSO conducts low-staff checkpoints, large-scale checkpoints, nighttime checkpoints, phantom checkpoints, and happy-hour checkpoints. All checkpoints are conducted using lights and signs according to the policy of the agency. Officer safety is always a priority. Phantom checkpoints are conducted using signs and a patrol car to inform drivers passing by the site that officers are targeting impaired drivers. Their purpose is to increase the perceived risk of being apprehended if a driver is impaired by alcohol. In some instances, drivers who make a U-turn to avoid the phantom checkpoint are pursued by a patrol officer.

Happy-hour checkpoints and saturation patrols are conducted between 4 and 7 p.m. (see Figure 10). Nighttime checkpoints are conducted between 8 p.m. and 2 a.m. (see Figure 11). After the completion of a checkpoint, officers routinely conduct saturation patrols in areas known to have a high number of impaired-driving crashes or arrests.

"DUI Patrol" magnets on patrol cars are sometimes used by officers on saturation patrol duty. Standard agency-issued vests are worn by officers conducting checkpoints according to agency protocol (no special designation on them).

"Sobriety Checkpoint Ahead" signs are used to notify drivers of a checkpoint (see Figure 10). The variable message sign is used when conducting large-scale checkpoints on high-volume roads.

Additional signage is used when needed.

Figure 10. "Sobriety Checkpoint Ahead" Sign

HVE Program Operation Details

Sobriety Checkpoints

Sobriety checkpoints are coordinated by the CCSO Traffic Operations Unit. Officers from throughout the agency are used to staff the checkpoints. Low-staffing (5 to 10 officers) checkpoints are preferred to minimize the cost. The agency has specific procedures for conducting checkpoints to ensure that the checkpoints are conducted legally, effectively, and safely. Roadways with a high number of impaired-driving crashes are selected for the checkpoints. The safety of drivers and officers and the effect on traffic flow are also factors used in roadway selection.

Figure 11. Nighttime Sobriety Checkpoint in Progress

Happy-hour checkpoints are conducted earlier in the evening to reach those who choose to drink and drive early in the evening and to increase visibility and the perceived risk of arrest. Sobriety checkpoints are also used as an educational tool to help modify the behavior of individuals who otherwise would drink and drive without thinking about the potential consequences. At least one sobriety checkpoint is conducted per month.

Saturation Patrols

Saturation patrols are used in conjunction with the sobriety checkpoints as another form of impaired-driving enforcement. A minimum of two officers are used in a designated patrol area to search for, identify, apprehend, and arrest impaired drivers. At least two to three saturation patrols are conducted each month.

Phantom Checkpoints

Phantom checkpoints are used as another deterrent to impaired driving (see Figure 12). Checkpoint signs are posted to warn of a checkpoint ahead. A vehicle is then placed with lights on to simulate a checkpoint being set up. Officers on saturation patrol are available to evaluate vehicles turning around to avoid the checkpoint. The phantom checkpoint is considered by the CCSO to be a cost-effective and educational enforcement operation for their agency. The use of cadets to set up signs and sit in vehicles helps to make this type of checkpoint a cost-effective initiative.

Variable Message Signs

The CCSO uses variable message signs to warn drivers of impaired-driving enforcement in the area. They are used with sobriety checkpoints, saturation patrols, and phantom checkpoints. One of the signs is owned by the agency so that minimal costs are incurred. The messages warn drivers that impaired-driving enforcement is taking place throughout the area as another form of behavior modification and as a general deterrent to impaired driving.

Marquee Signs

In 2009, the CCSO participated in a program to remind citizens that drunk drivers were still driving on the county roads and that they could do something to help. The *Report Drunk Drivers – Call 911* campaign was reported by county officials to be very successful in getting the word

Figure 12. Phantom Checkpoint

Figure 13. EMS & Auxiliary Company Marquee:
Report Drunk Drivers – Call 911

Figure 14. Car Wash Marquee: "Report Drunk Drivers – Call 911"

out using local businesses, schools, and churches as partners (see Figures 13 through 17). Many businesses without marquee signs displayed posters in their windows with the "Call 911" message.

DUI Trailer

A trailer that is used specifically for checkpoints was purchased by the agency. This trailer houses all supplies and equipment used for the sobriety checkpoints (see Figure 18). The trailer has markings on the back indicating impaired-driving enforcement.

Roadway Selection

Roads with high impaired-driving crash rates are selected for saturation patrols and checkpoints to target impaired drivers. Sobriety checkpoints are conducted on high-volume roadways to reach a larger number of drivers. Traffic flow can sometimes become a problem with high-volume roads, but the officers open the road and let traffic flow until the backup is gone. While alleviating the backup, drivers do not stop at the checkpoints, but their exposure to the signs, the cones, and the officers may be a deterrent to those who might otherwise drink and drive in the future.

Figure 15. Liquor Store Sign: *Report Drunk Drivers – Call 911*

Figure 16. Church Marquee: *Report Drunk Drivers – Call 911*

Figure 17. High School Marquee: *Report Drunk Drivers – Call 911*

Figure 18. DUI Trailer

Other Enforcement Activities

The Charles County CTSP Coordinator participates in a regional Strategic Highway Safety Plan program. One of the activities funded was a billboard with an impaired-driving message that warned of enforcement efforts during upcoming minor league baseball games.

Sobriety Checkpoint Operations

Using data to determine key enforcement areas, the Traffic Operations Unit and CTSP determine appropriate dates, times, and roadway segments for enforcement. The number of officers needed is based on traffic volumes (metro count is used to determine volumes). The checkpoints begin with a briefing of the on-duty officers to show the location of the staging area, where chase cars will be parked, and any other pertinent information, including officer assignments.

Checkpoints are conducted in accordance with Maryland law and policy. From 5 to 20 officers are used, depending upon the traffic volume. See Figure 19 for an example of a diagram of a checkpoint.

The sobriety checkpoints typically are conducted between 9:30 p.m. and 1 a.m. A briefing is held at 9 p.m. for the on-duty officers. The setup includes stationary cameras on both sides of the road to film drivers approaching and the suspected impaired drivers exiting their vehicles for the SFSTs. License plate "tag" readers are also in patrol vehicles several yards up the road from the checkpoint setup. Officers in those vehicles radio to officers interviewing drivers if they receive a "hit" (expired registration; suspended driver; etc.). The checkpoint setup includes several patrol vehicles with their emergency lights on, parked on the side of the road, and a DUI trailer for transporting the signs, lights, cones, and other equipment.

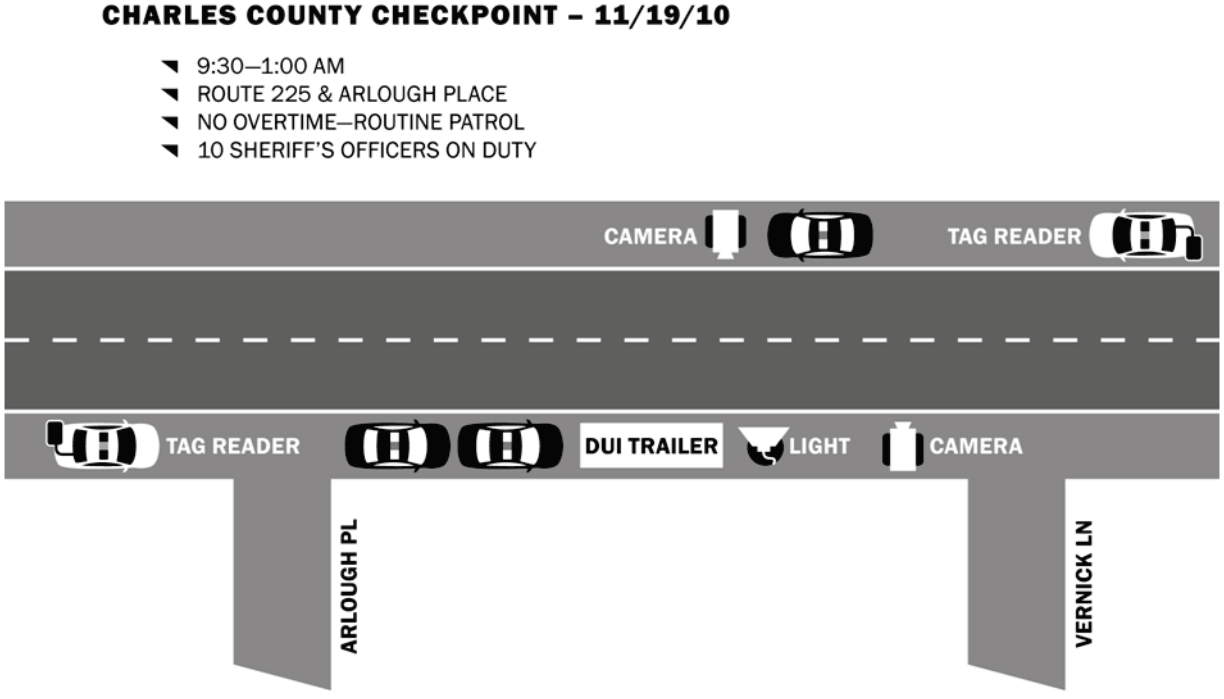


Figure 19. Example of Sobriety Checkpoint Setup

Every vehicle is stopped at the checkpoint except emergency vehicles. Seat belt citations are issued to unbelted drivers. A pamphlet is handed to each driver after the interview (see Appendix 2-A). At the end of the night, DWI arrests and seat belt and other citations and warnings are tallied. Drivers suspected of being impaired, are instructed to pull over into a bay area off the main road. They are given the three SFSTs and then a preliminary breath test. If they are over the BAC limit (.02 for drivers under 21; .08 for all drivers), they are arrested, handcuffed, and taken to the nearest Sheriff's Office for an evidential breath test. During one observation period between 10 and 10:30 p.m. at the checkpoint shown in Figure 19, a 19-year-old male with a BAC of .07 g/dL was arrested for DWI, and a 31-year-old female with a BAC of .09 g/dL was arrested for DWI.

Coordinating Publicity With HVE Efforts

Publicity for the impaired-driving HVE efforts is obtained through press releases, radio public service announcements, and the Internet. Newspapers, local community newspapers, radio, and television are the media outlets used most often by the agency. No additional funding is available for media, so press releases, op-eds, and letters to the editor are used and coordinated by the CTSP. Local radio and television are available for large enforcement events or special programs on impaired driving.

Coordinating Community Education Components With HVE Efforts

Each driver passing through a sobriety checkpoint receives a brochure describing sobriety checkpoints, their effectiveness, their legal basis, and Maryland's DUI law. A telephone number to call for further information, to issue complaints about the checkpoint, or to voice support is provided at the end of the handout (see Appendix 2-A).

Posters are distributed to local bars and restaurants by the CTSP during local and national enforcement initiatives. In 2009, the CCSO participated in a special educational effort that promoted sober driving and citizen awareness. The CTSP produced fliers that were distributed to many local businesses, churches, and schools that posted the slogan *Report Drunk Drivers – Call 911* during November and December. Approximately 35 local businesses posted the message, and 30 others used the fliers inside their businesses.

The HVE program is conducted in coordination with the Substance Abuse Advisory Coalition and the Partnerships for a Healthier Charles County. A MADD representative also attends the checkpoints when available in the Charles County area.

Funding HVE Efforts

The Charles County Sheriff's Office receives funding for impaired-driving enforcement from the Maryland Highway Safety Office at the Maryland State Highway Administration. This is a "soft match" grant that is coordinated by the CTSP coordinator who is responsible for grant coordination and reporting.

Overtime enforcement funding is requested from MHSO through the CTSP for checkpoints and saturation patrols.

Federal funding is requested, approved, and monitored according to State and Federal requirements. The grant is administered through the CTSP. This is a reimbursement grant from

MHSO. Federal funds (from NHTSA) are sent to the State and administered through the local CTSP.CTSP submits an activity request to MHSO for funding for impaired-driving enforcement. Once approved by MHSO the enforcement is conducted and results reported to MHSO per grant requirements. This is a reimbursement grant that is paid quarterly.

At times, there are no overtime funds available for checkpoints. During these times, the agency has conducted the checkpoints using the Command staff as line officers. This is done to demonstrate to the line officers that the Sheriff and other Command officers are committed to removing impaired drivers from Charles County roadways.

Political Leadership and Community Support of HVE Efforts

The CTSP, local business owners, the liquor board, law enforcement, politicians, educators, community members, and the media all have shown support for the HVE program.

Strengths of the HVE Program

The strengths of the Charles County HVE program include the cooperation between the officers, the CTSP, and the citizens of the county in trying to deter impaired driving.

Barriers/Obstacles to the HVE Program's Implementation

The CTSP program is changing, and the county will not have the resources to conduct a comprehensive HVE program on the scale that it currently operates. Over time, funding for the checkpoints will no longer be available through the CTSP. Each law enforcement agency will need to submit an application for grant funds that will pay for overtime when conducting impaired-driving enforcement activities. The CTSP program, which in the past had accomplished this for law enforcement agencies, is scheduled to be discontinued at the county level. The program will be regionalized, and law enforcement agencies will be required to request funding on their own. The community education programs and efforts sustained by the CTSP to enhance the enforcement efforts no longer will be conducted on the current scale. Programs, however, will be conducted on a smaller scale.

HVE Program Partnerships

The CCSO coordinates its HVE efforts with input from the following partners:

- The Charles County Community Traffic Safety Program;
- Maryland State Police;
- Maryland Highway Safety Office;
- Mothers Against Drunk Driving;
- Local businesses;
- Substance Abuse Advisory Coalition; and
- Partnerships for a Healthier Charles County.

Effectiveness Measures

Measures of HVE Program Visibility—Public Surveys

The Charles County CTSP distributes Action Measure survey tools throughout the county. There is a problem in getting these surveys completed and returned. However, no complaints have been reported to the CCSO agency since checkpoints began. Many citizens actually thank the officers on the line for keeping drunk drivers off the road.

Measures of Community Progress in Reducing Impaired Driving

After the HVE program began in 2005, arrests for DUI climbed steadily until 2009 and 2010, and then they declined (see Table 4).

Table 4. Charles County, Maryland, DUI Arrest Rates

	DUI Arrests	DUI Arrests per 10,000 Licensed Drivers
2005	947	97 per 10,000
2006	1,070	107 per 10,000
2007	1,274	125 per 10,000
2008	1,281	124 per 10,000
2009	985	95 per 10,000
2010	926	88 per 10,000

Other Law Enforcement Measures

Law enforcement measures of the HVE program include the number of vehicles passing through checkpoints and the number of citations for all offenses resulting from the checkpoints. The number of vehicles passing through checkpoints ranges from 600 to 1,400. See Case-Study Appendix 2-B for an example of the Checkpoint Reporting Form.

Measures of Community Progress in Reducing Impaired-Driving Outcomes

Impaired-driving fatalities have decreased dramatically in Charles County since 2005, Charles County officials believe their HVE program has helped drive down impaired-driving fatalities (see Table 5).

Table 5. Charles County, Impaired-Driving Fatality Rates

	Impaired-Driving Fatalities	Percentage of all Fatalities
2005	19	48
2006	16	53
2007	5	22
2008	3	21
2009	6	40

Sources for the arrest and crash data include the Maryland Crash Outcome Data Evaluation System, the Maryland District Court, and the Maryland Motor Vehicle Administration.

Use of Positive Results to Gain Additional HVE Support

Positive results have led to additional funding for impaired driving in Charles County from State and Federal grant programs. Additional funding for HVE equipment also was awarded as a result of the enforcement efforts. Telephone calls from citizens and letters of support are also viewed by Charles County officials as a positive result.

Future Plans for the HVE Program

Unless funding from Federal and/or State sources can be obtained, the current HVE program will be conducted at a much smaller scale.

Summary of High-Visibility Strategies and Elements

Increased Frequency and Intensity of DUI Enforcement

- At least one sobriety checkpoint each month;
- Saturation patrols at least two to three times per month using two officers; and
- Locations of DUI enforcement based upon principles of the DDACTS using prior DUI arrests and impaired-driving crashes.

Visibility

The Charles County HVE strategy incorporates the following elements:

- DUI trailer;
- Preliminary breath testers;
- A light tower;
- Cones;
- Flashlights;
- Safety vests;

- Turbo flares;
- "Sobriety Checkpoint Ahead" signage;
- License tag readers; and
- Cameras on each side of the road to record driver behavior.

Appendix 2-A: Sobriety Checkpoint Brochure

Rex Coffey
Sheriff

Charles County
Commissioners

Sobriety Checkpoint

You have just passed through a Charles County Sheriff's Office Sobriety Checkpoint. This type of enforcement is used throughout Maryland to reduce impaired driving related crashes and the resulting injuries and fatalities.

The purpose of the sobriety checkpoint is to assist officers in the identification and removal of impaired drivers from our highways.

Thank you for cooperating in this enforcement effort, hopefully any inconvenience you experienced at the checkpoint was minimal and did not unnecessarily delay your travel.

Sobriety checkpoints are an effective law enforcement tool involving the stopping of vehicles or a specific sequence of vehicles at a pre determined fixed location to detect drivers impaired by alcohol or other drugs. These operations not only serve as a specific deterrent by arresting impaired drivers who pass through checkpoints, but more importantly, as a general deterrent to persons who have knowledge of the operation.

The key to deterring impaired driving is **highly visible enforcement.** *Prevention and not arrest is the goal.* The research is clear on the effect highly visible enforcement has on deterring impaired driving. When drivers perceive the risk of being caught is high their behavior changes immediately.

DRUNK DRIVING
OVER THE LIMIT. UNDER ARREST.

Are Sobriety Checkpoints Legal?

The U.S. Supreme Court in 1990 (Michigan v. Sitz) upheld the constitutionality of sobriety checkpoints. The Court held that the interest in reducing alcohol impaired driving was sufficient to justify the brief intrusions of a sobriety checkpoint. If conducted properly sobriety checkpoints do not constitute illegal search and seizure in most states.

Maryland's Law

21-902—Driving while under the influence of alcohol, while under the influence of alcohol per se, while impaired by alcohol, or while impaired by a drug, a combination of drugs, a combination of one or more drugs and alcohol, or while impaired by a controlled dangerous substance.

(a) *Driving while under the influence of alcohol or under the influence of alcohol per se.*

(1) A person may not drive or attempt to drive any vehicle while under the influence of alcohol.

(2) A person may not drive or attempt to drive any vehicle while the person is under the influence of alcohol per se.

(b) *Driving while impaired by alcohol.*

(1) A person may not drive or attempt to drive any vehicle while impaired by alcohol.

(c) *Driving while impaired by drugs or drugs and alcohol.*

(1) A person may not drive or attempt to drive any vehicle while he is so far impaired by any drug, any combination of drugs, or a combination of one or more drugs and alcohol that he cannot drive a vehicle safely.

If a police officer suspects a person has been drinking they can request the driver take a BAC test. If you do and your level registers at a concentration of .08 or more, you are legally considered intoxicated. For more information please call: 301-932-3056

CHECKPOINT STRIKEFORCE
You drink & drive. You lose.

Appendix 2-B: Checkpoint Reporting Form

2007 CHECKPOINT STRIKEFORCE You drink & drive. You lose. 2007

Name of Person Submitting Form: PFC William Saunders #453 **Agency: Charles County Sheriff's Office**
Date of Report: 11-19-2010 **Phone Number: 301-609-6225** **E-Mail: Saunderswb@ccso.us**

Check type of DUI enforcement:
(please submit a single form for each operation)
X Sobriety CheckPoint
☐ DUI Saturation / Roving Patrol
☐ OTHER: _____

Was this a Low-Staffing CheckPoint (10 officers or less)?
☐ Yes X No
Was this a joint operation involving multiple agencies?
☐ Yes X No
(If a joint operation, only one agency should submit form)

Enforcement Date :
11-19-10
Location of Operation
County: Charles
City or Town: La Plata
Route or Street of ChkPt:
Hawthorne Rd (MD-225) @ Vernick Lane

Starting Time : 2100 Hrs **Ending Time : 2400 Hrs Abbreviated by Weather? No**

List ALL Participating Law Enforcement Agencies (including yours) and select type of agency

AGENCY NAME (coordinating agency listed first)	# Regular Hours Worked	# Overtime Hours Worked	State	Co.	City	Sheriff	Munic	Other
Charles County Sheriff's Office	48					X		

List Other Participating Government/Non Government Entities (e.g., MADD)

Entity:
Entity:

LAW ENFORCEMENT ACTIVITY

Sobriety CheckPoint Activity:	**Saturation Patrol Activity:**
# of Vehicles Passing thru CheckPoint: 420	# of Vehicles Stopped: _____

Number of Vehicles Pulled Aside with Suspected Impaired Drivers: 3

Total Number of **PERSONS** Arrested for DUI/DWI: 3 ► # of age '**21+**': 2 # of '**under-21**': 1

Total Number of Citations for **OTHER** (Non-DUI) **Traffic Violations**: 12 Total Warnings: 6
X # of Suspended / Revoked Licenses: _____(cites)
☐ # of SeatBelt Violations: _____(cites)
☐ # of Registration Violations: _____(cites)
☐ # of Child Restraint Violations: _____(cites)
☐ # of Speed Violations: _____(cites)
☐ # of Uninsured Motorists: _____(cites)

Total Number of **OTHER** (non-DUI) **Criminal Arrests**: _____ (**Persons Charged**: include Criminal & Civil)
Total Charges filed:
☐ # of Drug Violations: _____
☐ # of Fugitives Arrested (Warrants): _____
☐ # of Underage Drinking Violations: _____
☐ # of Weapons Violations: _____
☐ # of Other Charges: _____ briefly explain:

SEIZURES: Type of **Narcotics:** _____ # and type of **Weapons:** _____ # of **Stolen Vehicles Recovered:** _____

Media Activity
Number of Press Notifications Sent by Police/CTSP: TV _____ Radio _____ Print Media 1
Number of Press Present at Checkpoint: TV _____ Radio _____ Print Media 0

PRESS ACTIVITY (**FOR CTSP & MHSO USE ONLY**) Media Activity this Month in Support of Enforcement Activities
Paid Media- $$$

Total	TV Ads	Radio Ads	Print Ads	Billboards	Other: Specify

Earned Media

Press Events	TV news stories	Radio news stories aired	Print news stories	Other: Specify

SUBMIT FORM BY FAX: 410-787-4020 or E-Mail: laguilalemaster@sha.state.md.us

SOUTHEAST WISCONSIN HIGH-VISIBILITY OWI TASK FORCE

Historical Data

Wisconsin reportedly has a reputation for a tradition of heavy drinking and overall acceptance of impaired driving. Proportions of alcohol-impaired crashes in Wisconsin are consistently around 40% with OWI arrests averaging greater than 40,000 annually throughout the State. Milwaukee County is the largest metropolitan area in Wisconsin and Milwaukee County Sheriff's Office (MCSO) is the largest law enforcement agency in Wisconsin.

Working with other traffic safety advocates, the Milwaukee County Sheriff's Office created and implemented a comprehensive, multi-dimensional, data-driven, aggressive, and sustained High-Visibility OWI Task Force Enforcement model. The model, used by two OWI task forces in Southeast Wisconsin, focuses on elements of high-visibility enforcement to reduce impaired driving by enhancing citizens' perceived risk of apprehension and conviction.

In MADDs' November 20, 2007, "Rating of the States" report, Wisconsin's poor ranking was determined by three factors: (1) a weak ignition interlock law, (2) a first OWI offense that is not classified as a crime, and (3) no sobriety checkpoints. As a result, in 2009, patterned after the model of the original MCSO OWI Task Force, the multi-jurisdictional Southwest WI OWI Task Force was formed to include 15 agencies from two highly populated counties in Wisconsin.

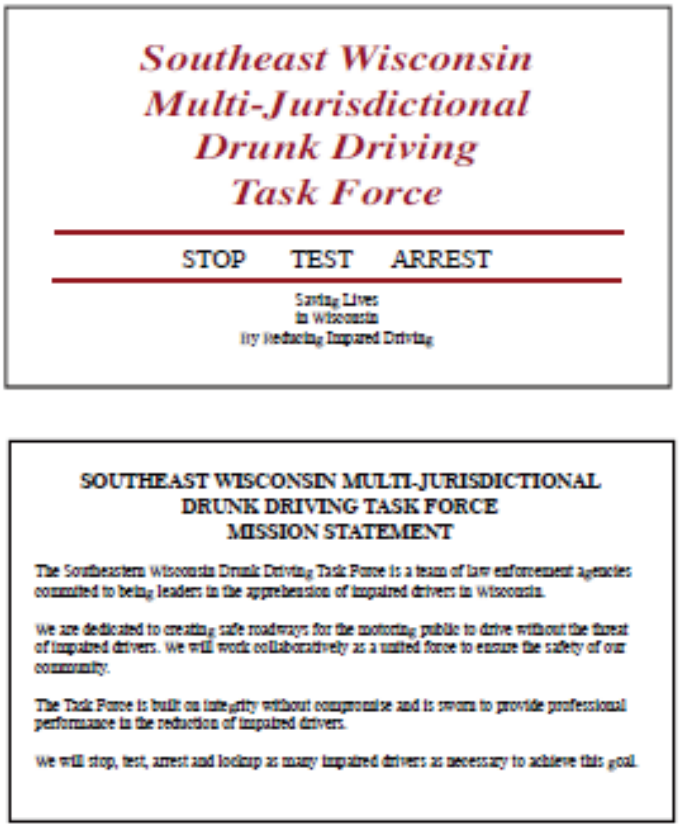


Figure 20. Business Card (Front and Back) Handed Out at Each Traffic Stop

The program's growth continues with interest from agencies around the State that have identified the benefit of this model. A training component is included to allow other agencies to understand this model and the concept of high-visibility enforcement. The task force is dedicated to the concentrated and coordinated effort to reduce impaired driving. These agencies work together to conduct specialized enforcement efforts to stop, test, and arrest impaired drivers. Task force representatives believe that HVE is necessary to save lives in Wisconsin (see Appendix 3-B: Mission Statement). The Milwaukee County Sheriff's Office believes that the model has been successful at decreasing alcohol-impaired crashes and consequences, increasing OWI arrests, and increasing public awareness and interest in this issue.

Major Parties Involved in Initial Implementation of HVE Strategies

To initiate the currently in-place Southeast Wisconsin Multi-Jurisdictional Task Force (also referred to as the Southeast Wisconsin Multi-Jurisdictional Drunk Driving Task Force), hereafter referred to as "the Drunk Driving Task Force," Lt. William A. Brown, of the Milwaukee County Sheriff's Office**,** and a community traffic safety advocate called a stakeholders meeting of traffic safety colleagues in Southeast Wisconsin and stakeholders from NHTSA to establish the currently used, highly visible enforcement strategy (see Appendix 3-A).

Figure 21. ***Southeast Wisconsin Drunk Driving Task Force*** **Poster**

Agencies included were participating law enforcement agencies (Appendix 3-C), the Milwaukee County District Attorney's Office, and the Bureau of Transportation and Safety. Victims of OWI crashes were also involved.

Local businesses were considered important in the implementation of the initial HVE strategies. These included:

(1) Lamar Advertising – agreed to assist with the publicity of the HVE program. Their willingness to display anti-DUI messages on their billboards at no cost on the day before the initial HVE deployment and the day of the deployment saved the task force $500,000.00.

(2) FedEx/Kinkos – made 5,000 Drunk Driving Task Force business cards (see Figure 20) at no expense.

(3) Target Corporation –A Wauwatosa Police Department's Lieutenant (a participant in the Drunk Driving Task Force) submitted a grant application to the Target Corporation. A contribution of $ 1,000 was given to the task force, which used the funds to purchase posters to be placed in the entryways of each of the Drunk Driving Task Force's participating agencies. (See Figure 21.)

Figure 22. ***The Drunk Driving Task Force's*** **Billboard Announcing Enforcement Date**

Figure 23. ***The Drunk Driving Task Force's*** **Billboard With an Anti-OWI Slogan**

Figure 24. HVE OWI Task Force Vest

General Description of the HVE Program

The Drunk Driving Task Force achieves high visibility of its DUI program by conducting "Directed Patrol Missions" that focus on OWI prevention activities. Two high-visibility saturation patrols are conducted monthly in addition to the daily enforcement by the OWI task force. The deployments are targeted on high-volume roads where data indicate a higher rate of OWI crashes and/or citations. The Sheriff, David A. Clarke, Jr., has designated the identified stretch of freeway as "Death Valley" due to the extensive rate of alcohol-impaired crashes and fatalities.

Days and times of the deployments (including Happy Hour initiatives) are varied to increase visibility. These deployments are in addition to the originally formed MCSO OWI Task Force which operates daily from 8 p.m. to 4 a.m. Six large digital billboards, strategically placed throughout the freeway system, broadcast the task force's various messages; some informing the public of the dates of scheduled enforcement (Figure 22); and others with informative anti- OWI slogans (Figure 23).

A multijurisdictional roll call kicks off the Drunk Driving Task Force's large-scale saturation patrol efforts. Each participating officer wears a reflective vest that identifies him/her as a member of the task force (Figures 24, 25, and 26).

Reflective road signs are placed, using data driven strategies, at locations within the 158-mile freeway systemto notify motorists that OWI enforcement is taking place on the roadways.

The mobile command Post is placed in "Death Valley" during each deployment. It is relocated during each deployment from westbound traffic to eastbound traffic.

Officers working as part of the enforcement effort saturate the designated roadways and observe driving behaviors. Drivers who behave in a manner that may suggest impairment (e.g., swerving, going too fast or too slow, unable to keep control of the lane) are pulled over and informed of the enforcement efforts. Each driver is also given a business card (Figure 20) that states the mission of the task force, providing an opportunity for community education.

If a driver emits an odor of alcohol on his or her breath and performs poorly on the Standardized Field Sobriety Test, the driver is placed under arrest and conveyed to one of the police sub-stations. Upon arrival the arresting officer reads the offender the *Informing the Accused Form* (see Appendix 3-D). If the subject agrees to give a sample of his or her breath, an Intoximeter EC/IR II operator will administer the breath test.

Figure 25. Multijurisdictional Roll Call Before Saturation Patrol

Figure 26. Members of the Press Often Attend Roll Call

HVE Program Goals and Objectives

The goal of the Drunk Driving Task Force is to save lives in Wisconsin via the implementation of a concentrated and coordinated effort to reduce impaired driving. Specifically, the task force:

- Provides dedicated DWI patrols on all 158 miles of freeway within Milwaukee County, which includes enhanced saturation within "Death Valley."
- Coordinates resources with municipal law enforcement agencies to include major thoroughfares off the freeway system.
- Launches high-profile media campaigns during the week before the HVE effort to educate the public and warn of the consequences for OWI.
- Coordinates resources to maximize effectiveness and efficiency, which allows coordination of the involved agencies to significantly enhance patrol coverage and improve the enforcement effectiveness.
- Deploys the mobile command Post with signage that States, *Drunk Driving Enforcement Zone.* The Command Post is deployed in two spots throughout the HVE mission.

HVE Programmatic Strategies

Frequency of Enforcement

Two multijurisdictional deployments (saturation patrols) are conducted and publicized each month. Additionally, saturation patrols are conducted during Miller Park baseball events, the Summerfest Festival, the Wisconsin State Fair, and on special holidays when DUI increases (e.g., St. Patrick's Day and New Year's Eve).

Location Selection

All saturation patrols are concentrated in targeted enforcement areas based on DUI crash and fatality data.

Staffing

Forty-five to 50 law enforcement officers from the participating task force agencies work each of the HVE saturation patrols. This is substantially more DWI enforcement officers than normal.

Visibility

The following HVE equipment and supplies are used for each of the saturation patrol efforts:

- Mobile Command Post – Specially marked with OWI enforcement messages (see Figure 27).
- Reflective road signs – Forty-two highly reflective "Drunk Driving Enforcement Zone" signs are placed, using data driven strategies, at locations within the 158-mile freeway system (see Figure 28).
- Variable message boards – placed on the roadways at the outer boundaries of each of the saturation patrol efforts (see Figures 29, 30, and 31).
- Reflective vests – Law enforcement officers participating in saturation patrol enforcement wear reflective vests labeled "HVE OWI Task Force" (see Figure 24).
- Billboards – Six large, strategically located electronic billboards continually run the Southeast WI HVE OWI Task Force message throughout the freeway system on rotation with other advertising. The digital message changes to inform the public of specific enforcement activity immediately preceding, and during deployments (Figures 22 and 23).

Figure 27. Mobile Command Post

Figure 28. "Drunk Driving Enforcement Zone" Reflective Road Sign

- Posters – Posters supporting the enforcement message are distributed by each agency throughout their communities (see Figure 28). Some of the locations of the posters are:
    - Headquarters of each of the 15 participating law enforcement agencies;
    - General Mitchell [Milwaukee] International Airport (Concourses, Baggage Claim, General public areas);
    - Court Houses;
    - Businesses;
    - Restaurants; and
    - Bars (pending).
- Business Marquees – Local businesses post the Southeast WI HVE OWI Task Force enforcement message throughout the communities.
- Business Cards – Business cards are handed out to drivers at every traffic stop during deployments. The cards include information on the task force mission and message ("Stop, Test, Arrest") to reduce impaired driving (see Figure 20).

Coordinating Publicity with HVE Efforts

Before each saturation patrol, the following information is publicized via press release, electronic signage, and often a televised press conference on the lawn of a participating law enforcement agency's headquarters:

- Date and time that the enforcement activity will occur;
- Locations of the saturation patrols; and
- Hours that the enforcement will be conducted.

Coordinating Community Education Components with HVE Efforts

Each saturation patrol effort is accompanied by an educational communication aspect. Included are:

- Bumper stickers;
- Business cards – Handed out at each traffic stop when the subject is not arrested for OWI (see Figure 25);
- Billboards (Figures 22 and 23); Business marquees; and
- Posters displayed at various locations including: law enforcement agency headquarters, businesses, General Mitchell International Airport, etc. (see Figure 28).

Figure 29. View 1: Variable Message Sign; "Don't Drink & Drive or You Will be Arrested"

Figure 30. View 2: Variable Message Sign; "Don't Drink & Drive or You Will be Arrested"

Figure 31. View 3: Variable Message Sign; "Don't Drink & Drive or You Will be Arrested"

Funding HVE Efforts

Each of the 15 agencies participating in he Drunk Driving Task Force receives $10,000.00 annually to cover expenses related to their participation. The disbursement of these funds is managed by Lt. Brown who receives information on hours worked for all personnel who work each deployment. At the end of each month, Lt. Brown compiles all the information received from the various agencies and forwards the necessary data to the Fiscal Office of the Milwaukee County Sheriff's Office and the Bureau of Transportation and Safety. The Bureau of Transportation and Safety provides the Milwaukee County Sheriff's Office with reimbursements that cover the expenses of all of the agencies; each agency is then reimbursed as appropriate by the Milwaukee County Sheriff's Office. These funds are only for the Drunk Driving Task Force.

Political Leadership and Community Support of HVE Efforts

The Southeast Wisconsin High-Visibility Task Force does not receive direct political support for its efforts, but so far, there has been no active opposition either.

Community support, however, is offered from private citizens who submit letters of appreciation to the task force, and local businesses offer free printing and supplies for the business cards that are used during traffic stops.

Strengths of the HVE Program

Key strengths of the program follow:

- Fifteen law enforcement agencies from two major counties in Wisconsin participate in the Drunk Driving Task Force enforcement efforts.
- The program includes a training component to communicate information about the program and the concept of high-visibility enforcement to potential participating agencies
- Multiple visibility strategies (billboards, posters, pre- and post-enforcement press releases and press coverage) are used to communicate the task force's "*Stop, Test, Arrest*" message.
- The Drunk Driving Task Force continues to have success in arresting impaired drivers although they are not able to conduct the additional enforcement strategy of sobriety checkpoints.

- All agencies participating in the task force receive funding from the Bureau of Transportation and Safety.
- High-profile press conferences are often televised to publicize the startof the task force's saturation patrol efforts.
- The large scale of Drunk Driving Task Force saturation patrols gives citizens the perception that there are many officers engaged in the enforcement efforts.

Barriers/Obstacles to the HVE Program's Implementation

The major barriers faced by the Drunk Driving Task Force follow:

- Sobriety Checkpoints are illegal in Wisconsin; therefore, all HVE efforts must be done in alternative ways.
- In Wisconsin, a first OWI offense is not classified as a crime; impaired motorists who are stopped for their first offense during enforcement activities do not face criminal charges.
- Program representatives believe that Wisconsin's long-standing tradition of heavy drinking and overall acceptance of impaired driving may impede efforts to reduce impaired driving in the State.
- The Drunk Driving Task Force is currently unable to administer roadside BAC tests that could expedite the overall arrest process and allow officers more opportunity for additional traffic stops.
- The mobile command post is not used for processing arrests.

HVE Program Partnerships

To accomplish its goals and mission, the Drunk Driving Task Force has formed partnerships, as follows:

- Local Media – Members of the local media are welcome and encouraged to ride along with members of the task force during their large-scale saturation patrols. Media also attend, televise, and report on scheduled enforcement activities.
- Local Businesses – Local businesses support the task force by encouraging intoxicated patrons to find alternative transportation and posting enforcement messages. The Governor's Sub-Committee on Impaired Driving –The task force works closely with the Governor's Sub-Committee on Impaired Driving that was formed in 2008 and has provided recommendations for the State. These recommendations are incorporated insofar as possible into the task force's objectives.
- The Criminal Justice System – An assistant district attorney has been assigned to oversee all OWI-arrest charging and prosecution, and conducts training for all of the law enforcement agencies that participate in the task force.
- Victim's Organizations – Each year, the task force dedicates one of its large-scale enforcement efforts to the memory of a person who was killed as a result of a driver

who drove while impaired. This "dedicated" effort is kicked off with a roll call attended by the victim's loved ones, the press, and local government officials.

Private Citizens – Private citizens are allowed to attend roll call and share their victim stories with officers. They are also allowed to observe the entire process of dealing with an impaired driver including the traffic stop, arrest, and an offender's submission of a breath sample.

- Various Community Organizations – Numerous presentations on impaired driving are given quarterly by Lt. Brown to groups such as Rockwell Automation; Sertoma, Inc.; and the Milwaukee Public School system.

Effectiveness Measures

Measures of HVE Program Visibility

The program is relatively new, but the task force plans to measure visibility by monitoring OWI arrests. Program representatives will interpret reductions in OWI arrests under the increased enforcement intensity and visibility as evidence that general deterrence may be working. A survey is also planned to determine public awareness of the HVE program.

To date the task force has received letters from nonparticipating agencies stating that during specific enforcement deployments officers have noticed an increase in vehicles that were left at bars. Although this cannot be measured formally, it does suggest that the program may be having an effect on impaired driving.

Law Enforcement Measures

Saturation Patrols

See Appendix 3-D (OWI Task Force Enforcement Report) for an example of data recorded from an 8-hour enforcement activity

Program representatives believe that it is too early for the Drunk Driving Task Force to measure its effectiveness, and that it will need three-year's worth of data before it can look for effects of the program. With the founding of the task force occurring in 2009, the 3-year mark will occur in 2012.

Use of Positive Results to Gain Additional Resources

Although it is too soon to use DUI data to gain additional resources, in 2010 only 6 of the 15 task force agencies received funding; in 2011, all 15 agencies received funding.

Future Plans for the HVE Program

The Drunk Driving Task Force representatives believe they have developed and implemented an extremely effective program through innovative high-visibility enforcement. Their philosophy is to prevent drinking and driving behavior by increasing the perceived risk of being caught rather than using arrests alone to combat the drinking culture in Wisconsin. Nightly enforcement combined with specialized enforcement activity and saturation patrols a minimum of two times per month will continue. These initiatives will vary in day and time to cover effectively the hours between 3 p.m. and 4 a.m.

The Drunk Driving Task Force is being expanded to include more jurisdictions and counties in an attempt to eventually cover the entire State.

The Drunk Driving Task Force plans to conduct a mock checkpoint as a public awareness and educational tool for community and State leaders, as well as the public.

The Drunk Driving Task Force will continue to incorporate high-visibility strategies into its operational and educational efforts. They believe the combination of highly visible enforcement activities, public education, and community outreach has been a successful method of reducing impaired-driving crashes.

Summary of High-Visibility Strategy and Elements

Key features of the Drunk Driving Task Force's HVE program are summarized below

Enforcement

- Two large-scale saturation patrols with 45 to 50 officers dedicated to OWI enforcement each month
- Additional saturation patrols conducted during large sporting events, State Fair, and festivals
- Holiday saturation patrols when DUI increases (e.g., St. Patrick's Day and New Year's Eve)

Visibility

- Large-scale saturation patrols with 45 to 50 officers dedicated to OWI enforcement
- Reflective road signs
- Variable message boards
- Standardized "Task Force" reflective vests
- Mobile command post
- Increased squad-car activity

Publicity

- Bumper stickers
- Billboards
- Posters
- Business cards handed out at traffic stops
- Business marquees
- Extensive earned media
    - Television, radio, and print media coverage
    - Media ride-alongs regularly granted
    - Media invited to attend multiagency roll call prior to deployment

  - Press conferences
  - Pre- and post-enforcement activity press releases

Other

- Multijurisdictional effort involving 15 law enforcement agencies
- Local businesses support the HVE efforts via donations of goods and services
- Partnerships with victims organizations and The Governor's Subcommittee on Impaired Driving
- Assistant District Attorney provides training for participating law enforcement agencies
- Private citizens welcome to observe the process of a DUI traffic stop, arrest, and breath sample collection

Appendix 3-A: Task Force Invitation Letter

MILWAUKEE COUNTY SHERIFF'S OFFICE

February 9, 2009

Dear Traffic Safety Colleague,

As law enforcement personnel, we create the biggest impact in the fight to reduce the carnage on the roadways caused by impaired drivers. No one else has the opportunity to save more lives in Wisconsin than those of us on the front line. We need your commitment to get involved and save lives.

It was a pleasure to see so many agencies at the Multi-Jurisdictional High-Visibility OWI Enforcement Initiative on Thursday, January 15, 2009. The Statistics throughout Milwaukee County show an exceptionally high number of impaired drivers supporting the need for this Initiative.

The Bureau of Transportation Safety recognizes the critical need of concerted and coordinated enforcement efforts to be successful and achieve our common goals. The National Highway Transportation Safety Administration (NHTSA) encourages the use of Sobriety Checkpoints-or High-Visibility Enforcement for States like Wisconsin who cannot conduct checkpoints.

It is critical that we come together as a team to reduce alcohol-related injuries and fatalities in our community. This Multi-Jurisdictional High-Visibility OWI Initiative will work. Your partnership in this movement will save lives in Wisconsin.

For the 1st time in the history of Milwaukee County - Grant Money has been secured for this Initiative. Further details will be discussed as this Initiative is launched.

Although there was a recent Reduction in Force that eliminated the majority of the MADD WI State Office. Former State Executive Director of MADD Wisconsin, Kari Kinnard, has agreed to continue her commitment to this Initiative and help us save lives in Wisconsin.

We need you to participate in this Initiative. Please respond and let us know if your agency is willing to be part of this history making Initiative to reduce alcohol-related injuries and fatalities.

Thank you for the work you do – we look forward to working with you.

Respectfully,

William A. Brown

William A. Brown

Co-Chair

Kari

Kari Kinnard

Co-Chair

Appendix 3-B: Mission Statement of the Southeast Wisconsin High-Visibility OWI Task Force

Mission Statement

The Southeast Wisconsin Drunk Driving Task Force is a team of law enforcement agencies committed to being leaders in apprehension of impaired drivers in Wisconsin.

We are dedicated to creating safe roadways for the motoring public to drive without the threat of impaired drivers. We will work collaboratively as a united force to ensure the safety of our community.

The task force is built on integrity without compromise and is sworn to provide professional performance in the reduction of impaired drivers.

We will stop, test, arrest, and lockup as many impaired drivers as necessary to achieve this goal.

Appendix 3-C: OWI Task Force Members

- Bayside Police Department
- Cudahy Police Department
- Franklin Police Department
- Greendale Police Department
- Milwaukee Police Department
- Milwaukee County Sheriff's Office
- South Milwaukee Police Department
- St. Francis Police Department
- Wauwatosa Police Department
- West Allis Police Department
- Wisconsin State Patrol
- City of Brookfield Police Department
- Village of Elm Grove Police Department
- Village of Menomonee Falls Police Department
- Town of Brookfield Police Department

Appendix 3-D: OWI Task Force Enforcement Report

INFORMING THE ACCUSED
SP4197 4/2010-2 s.343.305(4) Wis. Stats.

Wisconsin Department of Transportation
Police Number

Under Wisconsin's Implied Consent Law, I am required to read this notice to you:

You have either been arrested for an offense that involves driving or operating a motor vehicle while under the influence of alcohol or drugs, or both, or you are the operator of a vehicle that was involved in an accident that caused the death of, great bodily harm to, or substantial bodily harm to a person, or you are suspected of driving or being on duty time with respect to a commercial motor vehicle after consuming an intoxicating beverage.

This law enforcement agency now wants to test one or more samples of your breath, blood or urine to determine the concentration of alcohol or drugs in your system. If any test shows more alcohol in your system than the law permits while driving, your operating privilege will be suspended. If you refuse to take any test that this agency requests, your operating privilege will be revoked and you will be subject to other penalties. The test results or the fact that you refused testing can be used against you in court.

If you take all the requested tests, you may choose to take further tests. You may take the alternative test that this law enforcement agency provides free of charge. You also may have a test conducted by a qualified person of your choice at your expense. You, however, will have to make your own arrangements for that test.

If you have a commercial driver license or were operating a commercial motor vehicle, other consequences may result from positive test results or from refusing testing, such as being placed out of service or disqualified.

In addition, your operating privileges will also be suspended if a detectable amount of a restricted controlled substance is in your blood.

Will you submit to an evidentiary chemical test of your _____? ☐ Yes ☐ No
(breath, blood, urine)

I certify that I have read the above information to _____,

who has been arrested for a violation of _____, and have

provided him/her a copy of this form. He/She was identified by _____.

_____ _____
(Citation Number) (Date and Time Signed) a.m./p.m.

_____ X_____
(Agency) (Law Enforcement Officer)

Distribution: 1 - Agency Requesting Test; 2 - Review Examiner; 3 - Person Requested to Submit to Test

Appendix 3-E:
OWI Task Force Enforcement Report

SOUTHEAST WISCONSIN - MULTI-JURISDICTIONAL H.V.E
O.W.I. TASK FORCE REPORT

TO: **Multi-Jurisdictional Command Staff**

FROM: ***William A. Brown, Lieutenant***

Date of Operation: 03-17-11		Hours of Operation: 8p-4a
Location of Operation: Milwaukee & Waukesha County		
Total Number of Personnel: 107	Weekly Stops: 674 Year to Date Stops: 1,546	Total Number of Citations: 375
Total Officer Hours: 577.1	Total Overtime Hours: Bureau of Transportation & Safety	
Average Prohibited Alcohol Concentration: .13	Average Time of Arrest: N/A	
Year to Date Multi Jurisdictional Task Force: 142		

CITATIONS ISSUED

Auto Speed	OWI	OWI - Drugs	Absolute Sobriety	PAC	OWR/OWS/OWL	Seat Belt	Juvenile Alcohol	Kee0p Open Intoxicants MV/Driver/Passenger	Dev fr Designated Lane	Unsafe Lane Deviation	No Headlights	Inattentive Driving
110	33			32	49	35	3	3		4	2	

OTHER ACTIVITY

Warrant Arrests			Summary Arrests				OWI Accidents						Vehicles Towed	
Felony	Misdemeanor	Ordinance	Felony	Misdemeanor	Conveyances	Back Up Squad	Fatal	PI	PDO	Prior Convictions – OWI	Pac - Average	Vehicle Searches	Arrest	Accident
		6	1	1	9	8			1	3	.13	41	34	

Types of Summary Arrests: (25) No Insurance, (23) Nonregistration of Vehicle, (7) Vehicle Operating After Registration Suspended, (17) Defective Headlamps, (1) Failure To Carry DL, (3) Defective License Plate Lamp, (5) No Front Display, (4) Defective Taillamps, (3) Unauthorized Display of Registration, (2) Improper Turn, (1) Failure To Follow Indicated Turn, (1) Mirror Violation, (13) Failure To Obey Sign, (1) Improper Stop, (1) Illegal Tint

Appendix 3-F: The Governor's Subcommittee on Impaired Driving Criminal Justice Recommendations

The Governor's Subcommittee on Impaired Driving

Criminal Justice Recommendations

The Governor's Subcommittee on Impaired Driving Makes the Following Recommendations:

08 - .99 PAC

Recommend that all first offense PAC convictions be penalized the same as first offense OWI convictions, removing the exceptions for PAC convictions between .08 - .099.

Making Third and Fourth Offenses A Felony

Recommend that making the third and fourth offense a felony is not a priority at this time, as we feel that there are more effective options to pursue.

Mandatory Minimums for Seventh and Subsequent

Recommend that mandatory minimum periods of incarceration be enacted for seventh and subsequent OWI offenses.

Statewide Sentencing Guidelines

Recommend that uniform, statewide sentencing guidelines be adopted and utilized given the significant disparity in sentencing that exists in the State right now.

Injury Enhancer

Recommend that the current penalty scheme for convictions under s. 346.63(2) be revised so that the number of prior convictions can be taken into account This should be accomplished by creating a penalty enhancer that would consider the number of prior convictions, similar to the current minor passenger penalty enhancer.

Alcohol Treatment Courts

Recommend the expanded use of alcohol treatment courts for OWI offenders.

Transdermal Continuous Alcohol Monitoring Devices

Recommend the expanded use of continuous alcohol monitoring devices in pre and post-conviction settings.

Alcohol Assessment

Recommend treatment/the alcohol assessment process be reviewed to ensure its effectiveness. In making this recommendation, the subcommittee is not suggesting that the current process is ineffective.

Probation

Recommend expanding the availability of probation for offenses prior to the fourth. Recommend expanding the length of probation and/or extended supervision on all OWI offenses where probation is currently allowed.

Public Awareness and Education

Recommend a statewide public awareness campaign that emphasizes the punitive and social consequences of impaired driving.

Recommend to review and expand education about drug and alcohol use as it relates to impaired driving.

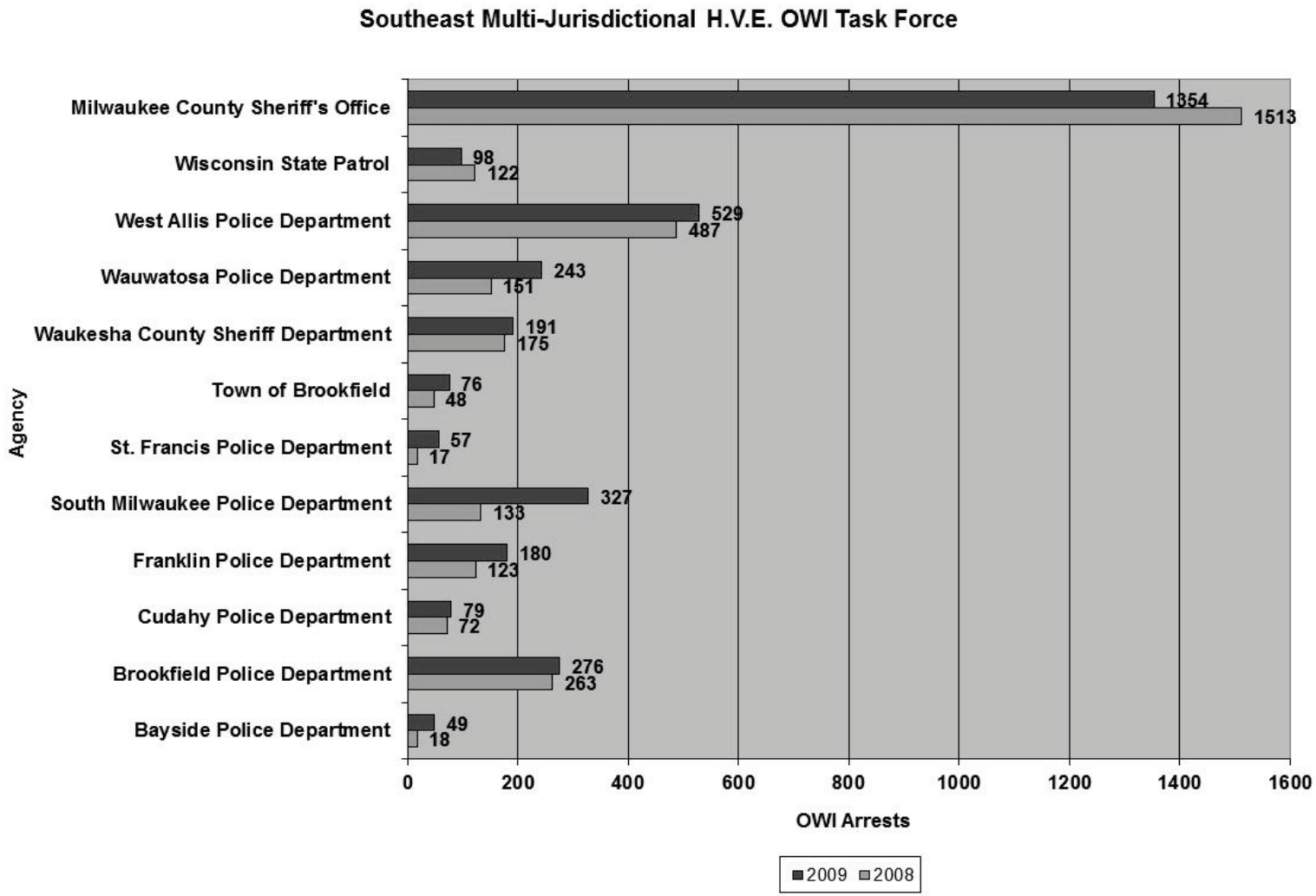
Criminalization of First Offense

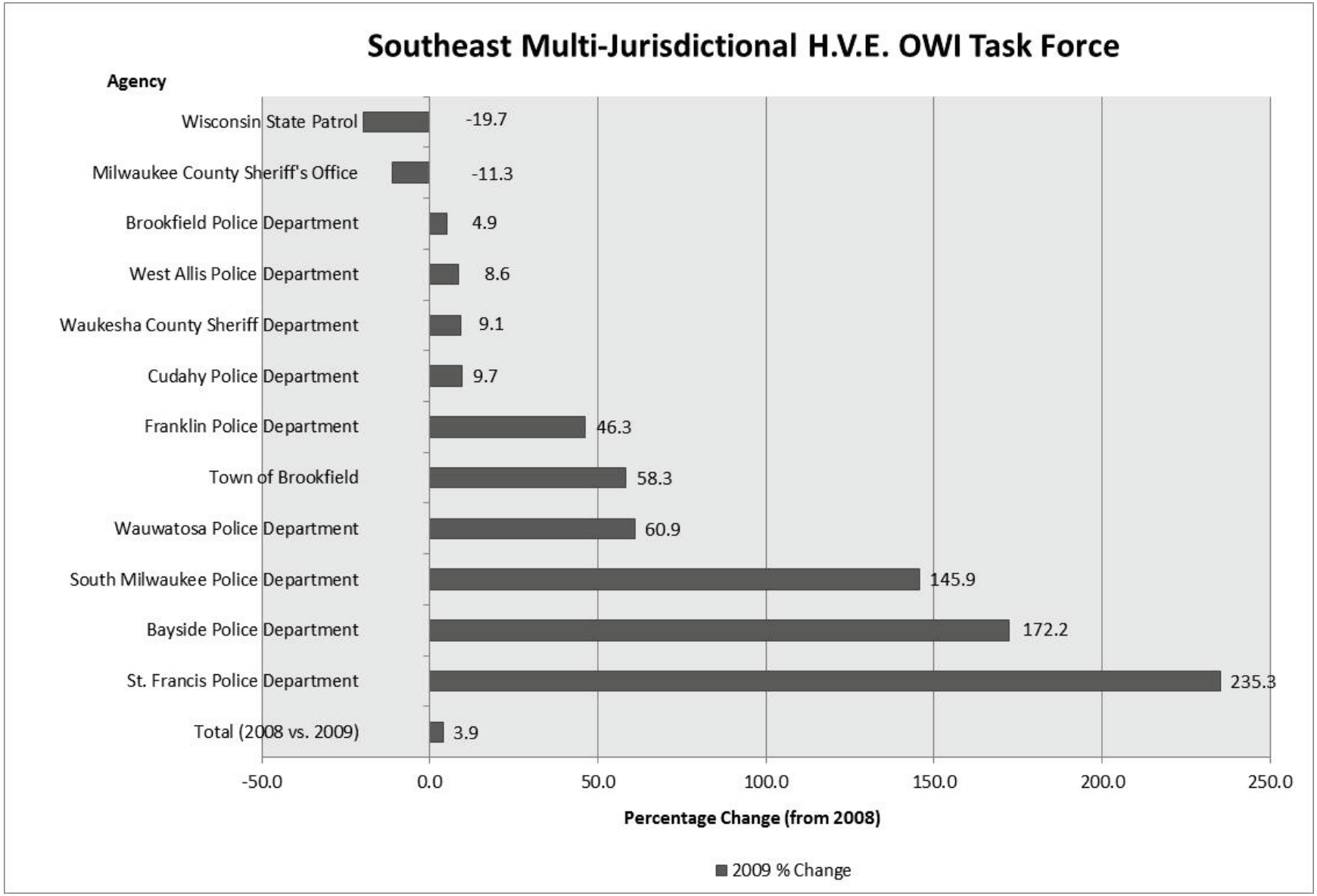
One of the initial priorities identified by subcommittee members was the criminalization of first offense. After extensive discussion and careful consideration, the subcommittee remained divided on submitting a recommendation that first offense be criminalized.

Those in support of the criminalization of first offense felt there would be a deterrent effect. Additionally, those members felt that making first offense a crime would send a stronger message that impaired driving is not tolerated in Wisconsin.

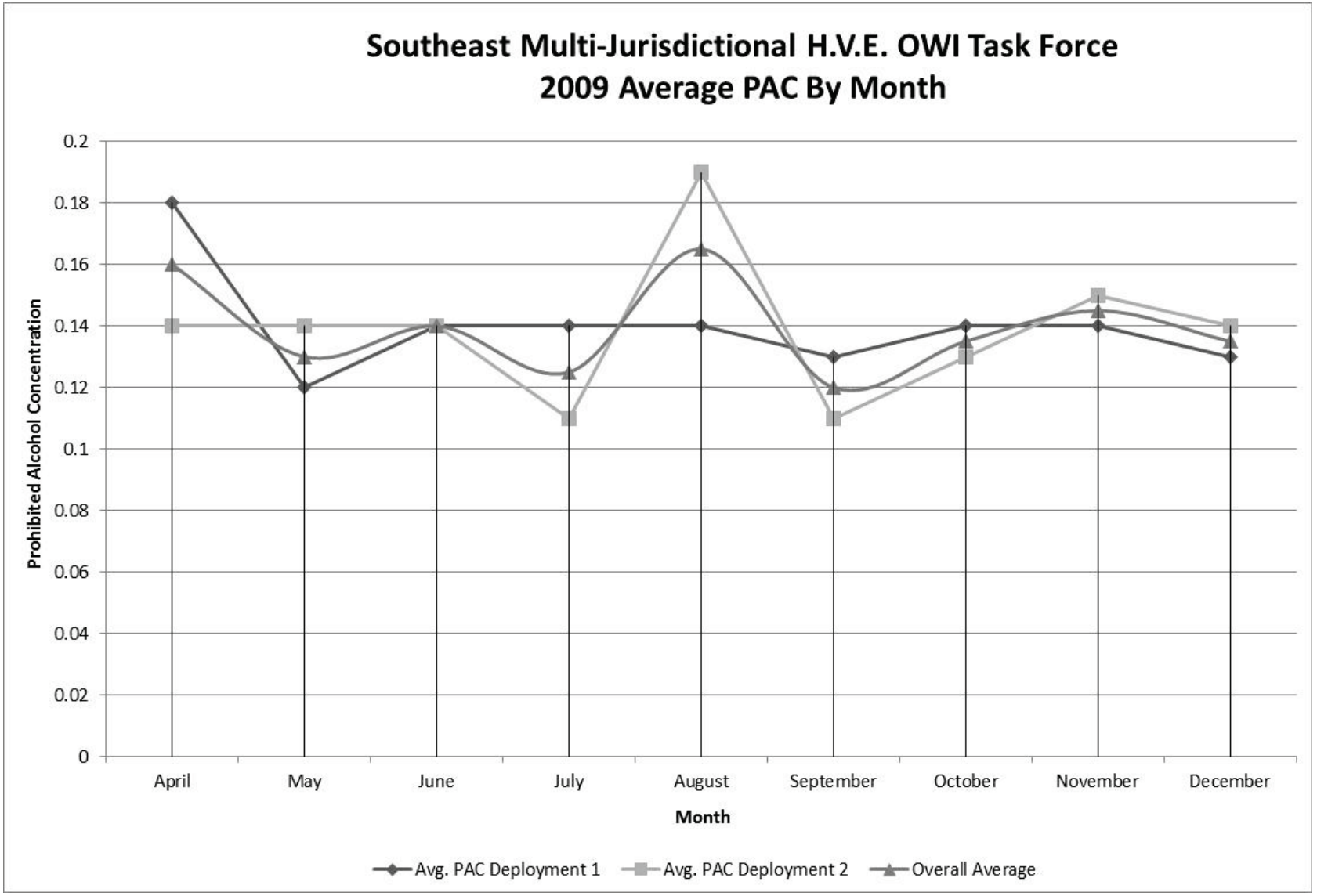
Those in opposition felt the fiscal impact was prohibitive. They further felt there were more cost effective countermeasures that could be implemented.

Appendix 3-H:
Southeast Multi-Jurisdictional H.V.E. OWI Task Force Enforcement Data





Percent change in number of OWI arrests



PAC = Prohibitive Alcohol Content

ANOKA COUNTY, MINNESOTA

Historical Data

The Anoka County DWI Task Force has developed *Operation NightCAP* (*Nighttime Concentrated Alcohol Patrol*), which is an HVE strategy to reduce impaired driving. The program was developed between late 2006 and early 2007 and put into effect in May of 2007. This strategy reflects the fact that sobriety checkpoints are not permitted in the State of Minnesota.

Before implementation of the strategy, Anoka County law enforcement had been somewhat successful in anti-impaired-driving efforts. Law enforcement officials believed, however, that more significant effects could be achieved through general deterrence, in the form of HVE efforts. The goal of the Anoka strategy is to achieve HVE similar to that of checkpoint operations.

During the first 6 months, the program underwent some adjustments, with little change to the program thereafter. Since the program began, the State has adopted a system whereby the 13 counties with the highest number of alcohol-related crash fatalities operate high-visibility DWI patrols based on the Anoka strategy.

Major Parties Involved in Initial Implementation of HVE Strategies

The program was established by Lt. Paul VanVoorhis of the Minnesota State Patrol, Sgt. Bill Hammes of the Lino Lakes Police, and Richard Smith of the Minnesota Office of Traffic Safety. They were familiar with research from other parts of the Nation suggesting that some form of high-visibility program could be effective in reducing impaired driving. Rather than wait for another entity to develop a program, they created the *NightCAP* program being used in Anoka County and established a task force to get the strategy implemented.

General Description of the HVE Program

The *NightCAP* program achieves high visibility by strategically targeting a single major roadway (along with some adjacent side roads) for saturation patrols. Officers from multiple local law enforcement agencies patrol a section of a major roadway. Variable message signs are placed at each end of the section being patrolled, notifying drivers that they are entering a DWI enforcement area (Figure 32).

Figure 32. Variable Message Sign

Officers wear reflective vests that identify them as members of the DWI Task Force (Figures 33 and 34).

Figure 33. Reflective Vest—Front

Figure 34. Reflective Vest—Back

For larger enforcement events (approximately 25% of enforcement operations conducted), the task force has a breath alcohol testing van (a.k.a., *BAT patrol* wagon) that is parked near the roadway within the designated patrol area (Figure 35).

Figure 35. BAT Patrol Vehicle

These highly visible aspects of the operation help to make it apparent to passing motorists that anti-DWI enforcement activities are underway and it increases the public perception that impaired drivers are being identified and arrested.

Law enforcement officers stop vehicles if they see driving behavior that suggests the driver may be impaired or if they see illegal activity (e.g., speeding, improper lane changes, equipment violations). Officers also may stop vehicles if a check of the National Crime Information Center identifies the vehicle as having invalid license plates or the registered owner as not having a valid license. Because Minnesota has a primary seat belt law, drivers also can be stopped for failure to wear a seat belt. Drivers who have been stopped are informed of the reason for the stop and are told that the officers are participating in an anti-impaired-driving enforcement activity. Officers have business-sized cards with information on the program, which they may give to drivers. A copy of the card is in "Appendix 4-A: Driver Awareness Card." Drivers suspected of impaired driving are given SFSTs at the roadside. This further increases the visibility of the activity and the perception of passing drivers that impaired drivers are being identified, evaluated, and arrested. For a time, magnetic signs were used on patrol cars to indicate that they were part of the enforcement task force. These signs eventually all fell off during patrols for various reasons and were never replaced. Drink coasters announcing the presence of the task force are distributed for use in local drinking establishments.

HVE Program Goals and Objectives

At the program's inception, Anoka County was ranked as one of Minnesota's 13 "deadliest" counties for alcohol-related crashes. The initial goal of the program was to establish collaboration between agencies in the county to conduct high-visibility DWI enforcement in an effort to reduce alcohol-related crashes.

The program began by establishing a core group of representatives from each police or sheriff's department in the county. Establishing this group required approval from agency police chiefs, prosecutors, judges, court administrators, and clerical staff. A large part of the effort involved arranging for officers from one city to work in another city in the county outside their jurisdiction.

Because of the novelty of the program, those officials creating it believed the following was necessary:

- Discuss the project with everyone who would be involved to get advice and to create a sense of ownership. Consequently, the stakeholders would have input about the way they could best perform their duties and, having part ownership of the process, could be counted on to perform their tasks and solve problems.
- Create a cooperative system under which officers from all over the county could make DWI arrests, write arrest reports, issue citations, complete towing reports, and perform other functions in jurisdictions in which they do not normally work.
- Work with prosecutors and the courts to communicate the purpose and benefits of the program to gain their cooperation and to impart a sense of ownership.
- Work with law enforcement officers who may be resistant to change by communicating to them the purpose and benefits of the program. Resistance to change was overcome by moving deliberately and slowly.

The task force group initially met once a month for about 6 months to establish the goals and direction of the program. After implementing the program, it took about 1 month to adjust the procedures to address problems that arose. Currently, the group meets every 3 months to establish an enforcement schedule and correct any current problems.

HVE Programmatic Strategies

Each *NightCAP* saturation patrol is led by a supervisor and conducted by officers from multiple agencies. Generally, 10 to 15 officers participate in each NightCAP operation, with an average of 13 officers, and ranging from as few as 8 to as many as 23 in an area that would normally be patrolled by 1 to 3 officers. Every law enforcement agency in Anoka County participates, including the Minnesota State Patrol; Anoka County Sheriffs; and the cities of Anoka, Blaine, Centennial Lakes, Columbia Heights, Coon Rapids, Fridley, Lino Lakes, Ramsey, St. Francis, and Spring Lake Park.

The saturation patrols are conducted about once per week. They begin with a meeting of all officers who will be participating in the patrol and the task force leaders. Maps showing the section of the road to be patrolled are distributed along with other materials (e.g., cards to be handed to drivers and activity log forms), as necessary. Meetings usually last about 30 minutes (from 8 to 8:30 p.m.). Meetings may begin earlier for larger, more involved patrols. Meetings are held close to the designated patrol area to facilitate travel to the area. After the meeting, officers proceed to the patrol area and conduct patrols until 4 a.m. If they arrest an impaired driver, they take the arrestee to a designated testing station, which may be a mobile lab, a local police station, or a hospital, depending on the area and resources available.

The locations selected are generally (1) high alcohol-related crash areas, (2) main throughways for motorists, and (3) large enough and have sufficient traffic to support the number of officers assigned for an 8-hour enforcement shift.

During the patrol, officers stop as many vehicles as possible for moving and equipment violations. The activity, including the pre-patrol meeting; travel to the patrol area; and the patrol itself generally lasts for 8 hours, from 8 p.m. until 4 a.m. Bars close in the county at 2 a.m.

Officers document activity on logs (see Appendix 4-B: 2010 Officer Activity Report, Anoka County DWI Taskforce). The logs consist of a coversheet containing information on the patrol (e.g., officer's name and agency, date, location, number of vehicles stopped, number and type of arrests and citations) and information on each vehicle stopped (including license plate number, time of stop, reason for stop, and outcome of stop). These forms are faxed to the task force supervisor after the shift. The last page of the log summarizes the information concerning each officer's activity. This is filled out by each officer, and the information is read into the voice mailbox of the task force administrator. This includes the name and agency of the officer; the number of vehicles stopped; and the number and nature of arrests, citations, and warnings.

When an officer working under the *NightCAP* program identifies drivers with high-BAC levels (.16 g/dL or higher), the officer attempts to find out where the drivers had been drinking. This information is provided to the Department of Public Safety, Alcohol and Gambling Enforcement Division (AGED). The AGED staff will send plainclothes officers to the establishments to look for signs of service to intoxicated patrons. Establishments identified as "problem" bars based upon overservice practices may be targeted by the AGED staff for educational measures, such as server training, or the establishment may face civil fines.

Coordinating Publicity with HVE Efforts

In Anoka County, paid media is used only to publicize DWI enforcement efforts during the Labor Day and Thanksgiving/Christmas holiday periods. Paid media is *not* used as part of the weekly Anoka County enforcement activities. The program generates publicity through earned media, however. Press releases are written and disseminated by the Minnesota Office of Traffic Safety and by individual law enforcement agencies. Additional publicity is gained through public interest stories in local newspapers and on television (i.e., earned media). On rare occasions, law enforcement officials may write articles for local newspapers. Saturation patrols are generally not publicized before they are conducted. The Blaine Police Department creates video segments (called *On Patrol*) that describe the department's operations. These are broadcast on local cable-access television and are posted on YouTube. One of these video segments describes the DWI patrols (http://www.youtube.com/watch?v=Jov5XNoHj6o). The task force does not document media coverage resulting from publicity efforts.

Coordinating Community Education Components with HVE Efforts

Community education components generally are limited to handing out cards to drivers at traffic stops (Appendix 4-A), visits with managers and wait staff of drinking establishments, use of DWI Task Force drink coasters in drinking establishments, and video segments aired on local cable television and YouTube.

Funding HVE Efforts

Funding comes almost exclusively from Federal impaired-driving grants.. The funding is awarded by the State Office of Highway Safety Programs (OHSP) to the Minnesota State Patrol, which establishes contracts with the local law enforcement agencies and reimburses the departments for overtime hours worked.

Funding for the program is used to pay for overtime incurred by the extra officers working exclusively on DWI enforcement. Many law enforcement agencies have reduced their staff due to cuts in Minnesota's Local Government Aid program. Most law enforcement agencies involved have stated that they could not participate without additional funding for overtime from the Federal grant. In addition to paid law enforcement officers, volunteer officer reserves are sometimes used to assist with signs, transportation of prisoners and passengers, and waiting for tow trucks before arrest in order to remove the offender's vehicle. Funding is also used to pay for the reflective vests and for the use of light emitting diode (LED) variable message board signs. Agencies sometimes add their own paid officers to supplement the saturation patrols. Any court overtime and mileage and maintenance on the patrol vehicles is considered as a soft match to the Federal grant. Once every 3 months, the task force conducts an on-duty saturation patrol that is paid entirely by the individual law enforcement agencies. This is also considered a soft match to the grant. Current levels of funding are considered adequate by Anoka officials; hence, task force supervisors have not attempted to leverage positive results to gain additional resources.

Political Leadership and Community Support of HVE Efforts

The local DWI task force has had the support of local mayors, city councils, county commissioners, elected sheriffs, judges, and county attorneys. Before funding is allocated to the law enforcement agencies, civic leadership (e.g., county commissioners and mayors) must sign a contract explaining what must be accomplished to receive the funding. Because civic leaders must agree to these contracts, it constitutes a measure of support by political leaders. No political leader has taken a public stand against the *NightCAP* task force activities.

Community support is measured through an annual telephone survey of 400 households in the county. The budget for the survey is $10,000. Results of the survey are discussed under "Evaluation of Effectiveness Measures, Measures of Program Visibility." Study questions and study results are provided in Appendix 4-C: Awareness Survey.

Strengths of the HVE Program

Although sobriety checkpoints are not allowed in Minnesota, Anoka's strategy uses many of the same high-visibility elements as sobriety checkpoints (e.g., lighted signs, reflective vests, breath testing van) while also providing the ability to target searches for impaired drivers using "wolf pack" type roving patrols or saturation patrols. Another strength stems from the collaboration of law enforcement agencies, which allows for higher concentrations of law enforcement officers in an area than would occur with just the officers available in a single jurisdiction. It also has been suggested that drivers may see the participation of officers from outside jurisdictions as a sign of the seriousness with which those law enforcement agencies are approaching the impaired-driving problem.

Barriers/Obstacles to the HVE Program's Implementation

The program has not encountered any significant barriers to the operations thus far.

HVE Program Partnerships

Partners in the *NightCAP* program include the multiple law enforcement agencies previously mentioned and the Department of Public Safety's Division of Alcohol and Gambling. The other partners in the program are MADD, Minnesotans for Safe Driving (MSD), and the American Automobile Association (AAA) Minnesota. MSD hosts an annual award ceremony to recognize officers with high rates of DWI arrests. AAA Minnesota has also donated funding to conduct a dinner to recognize officers who have been effective in anti-DWI efforts.

There have been meetings with a local tavern owners group, but there has been limited participation in task force activities from the local alcohol establishments. One example of their cooperation, however, is the agreement by bar owners to use drink coasters that publicize the task force. Early in the program, bar owners complained that *NightCAP* activities were hurting their businesses. Task force supervisors saw this as an opportunity to meet with them, explain the purpose of the program, and ask them how they could help. Subsequently, some of the bar owners started *Safe Ride Home* programs. Some contracted with taxicab companies, and others bought vehicles to transport intoxicated patrons.

Representatives of the news media are not directly involved in task force activities as partners.

Effectiveness Measures

Measures of HVE Program Visibility

A private survey research firm has been conducting telephone surveys of local citizens to determine the extent to which people are aware of the *NightCAP* operations, and their perceptions of the likelihood of drinking drivers being detected and arrested. Questions collecting demographic information are included. The survey contains 43 questions. Responses are tallied and reported for 18- to 35-year-old respondents and for 35-year and older respondents separately. Statistics are also reported for the combined sample. The most recent survey, completed in August 2010, had 400 respondents. Appendix 4-C: Awareness Survey shows survey questions and statistics for the entire sample for that survey. Survey results from the overall sample include the following:

- Twelve percent of the respondents said they had heard of the slogan *NightCAP* and 34 percent had heard about the Anoka County DWI Task Force.
- Sixty-three percent had seen impaired-driving messages on electronic road signs, 16 percent on coasters in bars and restaurants, and 6 percent on vests worn by law enforcement.
- When asked about the likelihood of being stopped by police if driving with a BAC over the legal limit, 54 percent said it was very likely, and 22 percent said it was somewhat likely.
- When asked whether they had heard of increased DWI enforcement in the past 30 days, 80 percent said they had. When asked where they heard about or saw increased

enforcement, responses included personal observation on the road (23%), portable electronic message signs (46%), television (73%), radio (42%), and newspaper (32%).

- Twenty-six percent said they had personally driven through a DWI enforcement area within the past 30 days.
- When asked about the importance of strict DWI enforcement, 72 percent said it was very important, and 19 percent said it was somewhat important.

Measures of Community Progress in Reducing Impaired-driving Outcomes

Table 6 shows data related to DWI crashes, arrests (impaired-driving incidents), and convictions from 2004 to 2009. The number of impaired-driving outcomes generally decreased in the 2 years following program implementation in mid-2007. It is not possible to determine the extent to which changes in impaired-driving incidents (BAC tests) and convictions are a function of changes in impaired-driving behavior in the county and/or changes in enforcement levels. A legal challenge regarding the accuracy of breath tests, brought by Minnesota DWI attorneys, resulted in the suspension of using breath-test results in DWI cases for a portion of 2008 and 2009. Some court cases were put on hold until the situation was resolved. This resulted in the postponement of convictions. Reductions in impaired-driving incidents and convictions in 2008 and 2009 may be partly due to this issue.

Table 6. Anoka County Impaired Driving Statistics (2004 – 2009)

	2004	2005	2006	2007	2008	2009
Alcohol-related fatal crashes in Anoka County	8	9	10	8	8	6
Alcohol-related crashes—proportion of total fatal crashes in Anoka County	29.6	42.9	38.5	47.1	44.4	37.5
Impaired-driving incidents[a]	1,942	2,055	2,159	2,338	2,132	1,912
Impaired-driving convictions	1,648	1,814	1,779	1,851	1,665	1,232

[a]"Impaired-driving incidents" represent the number of alcohol and drug tests conducted plus th number of test refusals.

Law Enforcement Measures

Table 7 provides statistics related to *NightCAP* patrols conducted from October 1 to September 30 for years beginning is 2007. The statistics suggest that levels of program activity have decreased slightly since the program began. Some of this may be related to the breath-testing issue described in the previous paragraph.

Table 7. Anoka County Patrol Statistics (2007-2010)

	2007-2008	2008-2009	2009-2010
Total number of patrols	48	48	44
Average number of officers per patrol	13	12	unavailable[a]
Average number of stops per patrol	192	170	159
Average number of citations issued per patrol	51	41	41
Average number of arrests per patrol	16	13	9
Average number of DWI arrests per patrol	12	10	8

[a]The number of officers per patrol was not available for 2009-2010.

Other Measures of Effectiveness

Since the program began, officers involved have noted what appears to be a significant increase in the number of vehicles left at bars at the end of the night. This suggests that impaired patrons have become more concerned about the possibility of being detected for DWI and are finding alternatives to driving home, such as the *Safe Ride Home* program.

Future Plans for the HVE Program

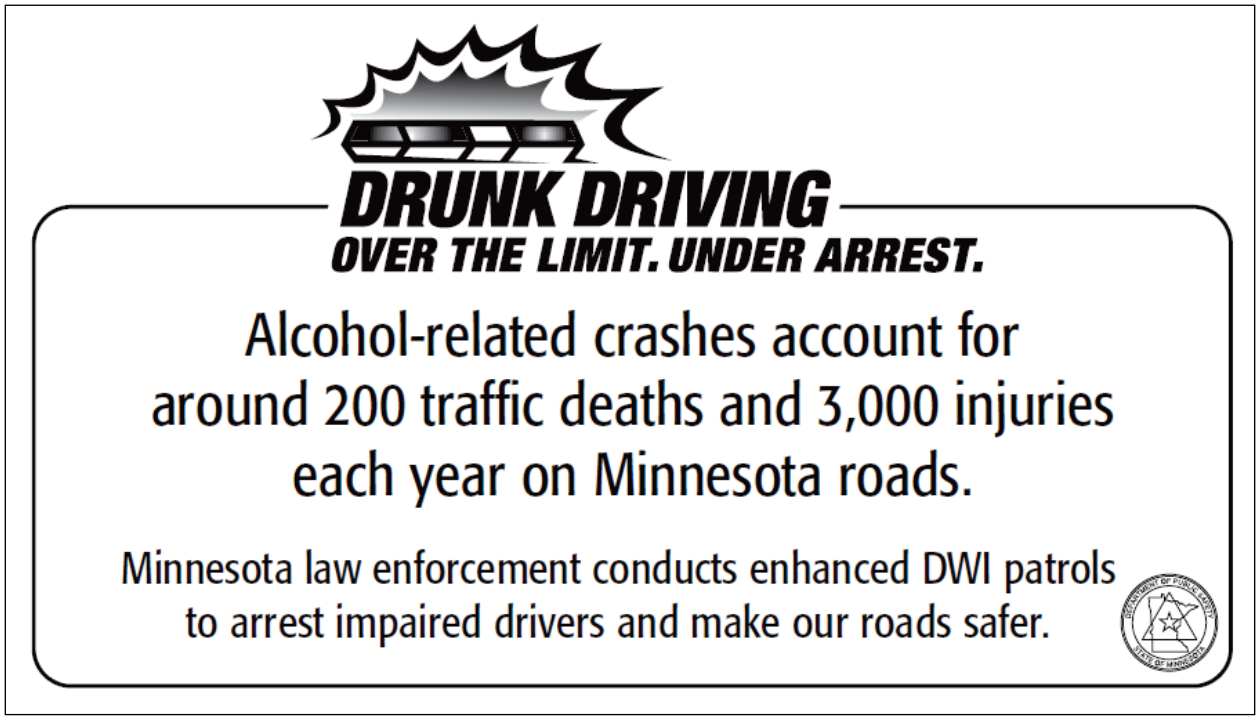
Currently, the *NightCAP* strategy is an accepted law enforcement practice and the standard approach to high-visibility law enforcement campaigns in Minnesota, not just for impaired driving, but also for speed and seat-belt-use enforcement campaigns. There are no plans to end its use.

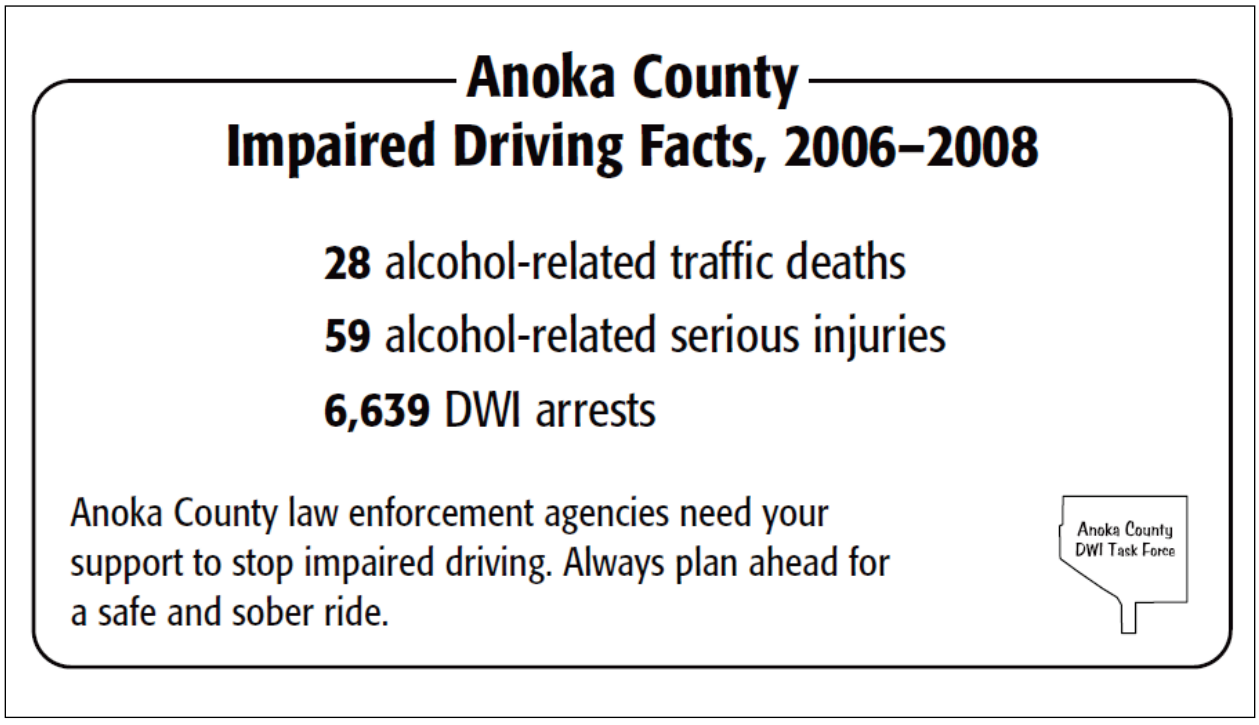
Summary of High-Visibility Strategies and Elements

The Anoka County HVE strategy incorporates the following elements:

- Data driven selection of enforcement location based upon alcohol crash statistics.
- Increased frequency and intensity of enforcement, with saturation patrols occurring about once a week (on weekends) and involving an average of 13 officers/cars per patrol.
- Visibility elements include variable message signs at each end of the targeted roadway segment, officers and patrol cars from multiple Anoka county law enforcement agencies, reflective vests with DWI task force insignia, mobile breath testing unit parked alongside the roadway, business card-sized educational handouts, and earned media publicizing of enforcement activities.

Appendix 4-A: Driver Awareness Card





Appendix 4-B:
2010 Officer Activity Report, Anoka County DWI Taskforce

County Assigned: ANOKA

2010 OFFICER ACTIVITY REPORT
ANOKA COUNTY DWI TASKFORCE

GENERAL INFORMATION

Officer/ Badge #		District/ Agency	

Date(s):	Event Type: (Check one)	Belt	DWI	Speed
			XXX	

Start Time	End Time	Total Hours Worked	Officer Pay Rate	Night Belt Hours	Total Mileage

THIS SECTION FOR STATE PATROL USE ONLY

Codes	3001	3002	3003	3007	3044	3035	3171
Time							

EVENT DATA

	Number of Vehicles Stopped *(Not including motorcycles)*
	Number of Motorcycles Stopped
	Number of Charges Issued
	Number of People Taken Into Custody
	Number of Vehicles Forfeited
	Number of Vehicles Towed *(No one in custody)*

Arrests and Citations	Warnings	Type of Violation
		Seat Belts
		Child Restraints
		Speed
		DWI
		DAR/DAC/DAS
		Zero Tolerance *(Drinking)*
		Move Over Law
		Equipment Violations
		Miscellaneous Violations
		Other Moving Violations *(Not reported above)*

	Number of Designated Drivers Contacted

Comments and Noteworthy Activities ***(Use space below)***

Fax log (no cover sheet) to Lt. Paul VanVoorhis 763-591-4749

Anoka County DWI Task Force **Activity Log**

Name: Date:

Time	Vehicle License Plate #	(W)arning (C)itation (A)rrest	Violation/Reason for stop	Citation # Or DL # of Violator

At the end of the shift, leave a voice-message with Lt. Paul VanVoorhis @ 763-XXX-XXXX and provide the following information. Speak slowly and clearly. Follow the format below.

This is _____ of _____ department.
My badge number is _____.
I worked _____ hours.

I stopped _____ Vehicles
I stopped_____ Motorcycles
Number of Charges issued _____
Took into custody _____ people
Number of vehicles forfeited _____
Towed_____ vehicles (no one in custody).

Seatbelt _____ citations _____warnings
Child Restraint _____ citations _____warnings
Speed _____ citations _____warnings
DWI _____ arrests
DAR/DAC/DAS/No MN DL _____ citations _____warnings
Zero Tolerance (drinking) _____ citations _____warnings
Move Over Law _____ citations _____warnings
Equipment_____ citations _____warnings
Miscellaneous_____ citations _____warnings
Any other Moving Violations _____ citations _____warnings

Warrant Arrests_____
Drug Arrests _____
Vehicle Forfeitures_____

Designated Drivers Contacted _____

I had the following unusual or interesting events during my shift:
-
-
-

After reporting this information on voicemail, please throw this page away (do not fax it). Thank you again for your hard work that makes this project so successful! – Paul and Jeff

Appendix 4-C: Awareness Survey

Decision Resources, Ltd.
3128 Dean Court
Minneapolis, Minnesota 55416

ANOKA COUNTY
IMPAIRED DRIVING STUDY
FINAL AUGUST 2010

OVERALL RESULTS
(N=400)

Hello, I'm _____ of Decision Resources, Ltd., a national survey research firm located in Minneapolis, Minnesota. We are conducting a survey of residents in your area and would like to ask you a few questions about issues facing both your area and the State. Before we begin, I want to assure you all of your responses will be held strictly confidential; only summaries of the entire sample will be reported.

May I speak with the adult over the age of 18 whose birthday is closest to today's date? (RE-READ INTRODUCTION, IF NECESSARY)

1. How often do you drive a motor vehicle -- almost everyday, a few days a week, a few days a month, a few days a year, or do you never drive?

ALMOST EVERYDAY	81%
A FEW DAYS A WEEK	12%
A FEW DAYS A MONTH	2%
A FEW DAYS A YEAR	1%
NEVER	5%
DON'T KNOW/REFUSED	0%

IF DRIVE A MOTOR VEHICLE, ASK: (N=382)

2. What kind of vehicle do you drive most often -- a car, a van, a sports utility vehicle, a pick-up truck, a motorcycle, or something else?

CAR	51%
VAN	13%
SUV	23%
PICK-UP	12%
MOTORCYCLE	1%
SOMETHING ELSE	0%
DON'T KNOW/REFUSED	0%

I would like to read you a list of slogans. For each one, please tell me if you recall hearing or seeing the slogan in the past thirty days. (ROTATE)

		YES	NO	DKR
3.	Friends don't let friends drive drunk.	49%	51%	0%
4.	Click it or ticket.	60%	40%	0%
5.	Buckle Up America.	29%	71%	1%
6.	Safe and Sober.	18%	82%	0%
7.	You drink and drive, you lose	34%	66%	0%
8.	Toward Zero deaths.	14%	85%	1%

	YES	NO	DKR
9. Over the limit, under arrest.	73%	26%	1%
10. Nightcap.	12%	88%	0%
11. Anoka County DWI Taskforce.	34%	66%	0%

For each of the following sources, please tell me if you recall hearing or seeing impaired driving messages on it. (ROTATE)

	YES	NO	DKR
12. Business cards.	5%	96%	0%
13. Electronic road signs.	63%	37%	0%
14. Gas station pumps.	24%	76%	0%
15. Rest room ads.	14%	86%	0%
16. Mobile truck ads.	19%	81%	0%
17. Coasters in bars and restaurants.	16%	84%	0%
18. Magnetic signs on law enforcement cars.	11%	88%	1%
19. Traffic vests worn by law enforcement.	6%	94%	0%
20. Talking advertisements in bathrooms in bars and restaurants.	7%	93%	0%

Moving on....

21. During the past thirty days have you had at least one drink of any alcoholic beverage, such as beer, wine, wine coolers or liquor?

YES.....53%
NO.....47%
DON'T KNOW/REFUSED.....0%

IF "YES," ASK: (N=212)

22. How many days out of the past thirty days did you drink alcoholic beverages?

3 DAYS OR LESS.....31%
4 TO 5 DAYS.....29%
6 TO 9 DAYS.....20%
10 DAYS.....12%
11 TO 16 DAYS.....6%
17 DAYS OR MORE.....2%

23. During the past thirty days, have you driven a vehicle after you had been drinking alcohol?

YES.....24%
NO.....76%
DON'T KNOW/REFUSED.....1%

IF "YES," ASK: (N=51)

24. How many days out of the past thirty days did you drive after drinking alcoholic beverages?

1 TO 2 DAYS	43%
3 DAYS	24%
4 TO 5 DAYS	18%
6 DAYS OR MORE	16%

25. Compared to other months during the past year, would you say the number of days you drove after drinking alcohol was higher that usual, lower than usual, or about the same?

HIGHER	12%
LOWER	35%
ABOUT THE SAME	53%
DON'T KNOW/REFUSED	0%

Suppose you drove a motor vehicle after drinking alcohol and the amount of alcohol in your body was more than the law allows for drivers.

26. How likely is it the police would stop you -- very likely, somewhat likely, not too likely, or not at all likely?

VERY LIKELY	54%
SOMEWHAT LIKELY	22%
NOT TOO LIKELY	11%
NOT AT ALL LIKELY	10%
DON'T KNOW/REFUSED	4%

27. In the past thirty days, have you seen or heard anything about police setting up increased enforcement to catch drivers who were driving under the influence of alcohol or driving drunk?

YES	80%
NO	19%
DON'T KNOW/REFUSED	1%

IF "YES," ASK: (N=320)

Where did you hear or see this? (DON'T READ LIST, CIRCLE RESPONSES MENTIONED)

		HRD	NOT
28.	Television.	73%	27%
29.	Radio.	42%	58%
30.	Friends and relatives.	16%	84%
31.	Newspaper.	32%	68%
32.	Personal observation on the road.	23%	77%
33.	Billboards and signs.	21%	79%
34.	Job in law enforcement.	5%	95%
35.	Portable electronic roadside message signs.	46%	54%
36.	Something else.	3%	97%

37.	In the past thirty days, did you personally drive past or through an area of increased police enforcement set up to catch drivers who were driving under the influence of alcohol or driving drunk?	YES.....26% NO.....65% DON'T KNOW/REFUSED.....9%
38.	Thinking about everything you have heard or seen, how important do you think it is for Minnesota to enforce the drinking and driving laws more strictly -- very important, somewhat important, not too important, or not at all important?	VERY IMPORTANT.....72% SOMEWHAT IMPORTANT....19% NOT TOO IMPORTANT.....7% NOT AT ALL IMPORTANT...3% DON'T KNOW/REFUSED.....0%

Just a few more questions for demographic purposes.....

39.	What is your age?	18-24.....10% 25-34.....25% 35-54.....43% 55 AND OVER.....22%
40.	Which of the following best describes your household: (READ) A. Single, no other family at home. B. Single parent with children at home. C. Married or partnered, with children at home. D. Married or partnered with no children or no children at home. E. Something else.	SINGLE/NO OTHER.....23% SINGLE PARENT.....8% MAR/PARTN/CHILDREN....34% MAR/PARTN/NO CHILD....34% SOMETHING ELSE.....1% DON'T KNOW/REFUSED.....1%
41.	What is the last grade of formal education you completed?	HIGH SCHOOL OR LESS....2% HIGH SCHOOL GRADUATE...24% VO-TECH/TECH COLLEGE...12% SOME COLLEGE.....23% COLLEGE GRADUATE.....31% POST-GRADUATE.....8% REFUSED.....1%
42.	Gender	MALE.....50% FEMALE.....50%

43.	Area of County	TIER 1.....25% TIER 2.....35% TIER 3.....40%

PASCO COUNTY SHERIFF'S OFFICE/NEW PORT RICHEY POLICE DEPARTMENT, FLORIDA

Historical Data

The Pasco County Sheriff's Office has a traffic unit, Selective Traffic Enforcement Patrol (STEP), consisting of 11 officers (6 of whom are nighttime DUI-enforcement officers; the remaining 5 are motorcycle officers). Started in the early 1980s as a grant-funded program, the STEP unit has undergone several transformations which have led to the current format that includes positions that are budgeted and no longer grant-funded.

In late 2003, STEP implemented the use of Comprehensive Traffic Safety Checkpoints to further promote the safety of motorists in Pasco County. With the addition of a traffic statistician in 2006, STEP deputies, the motor unit and standard patrol deputies increased the use of Strategic Traffic Accident Reduction Tactics (START), which concentrates additional enforcement efforts at or near intersections prone to a high number of crashes.

In 2006, six STEP deputies each exceeded 100 DUI arrests for the year. In 2007 the department was awarded a DUI enforcement vehicle (Figures 36, 37, and 38) that adds a high-visibility element to both routine DUI patrols and large-scale sobriety checkpoints and saturation patrols. Additionally, unmarked vehicles are used for DUI enforcement. Enforcement activities cover the county's 868 square miles.

Major Parties Involved in Initial implementation of HVE Strategies

Several years ago, the Sheriff's Office, local law enforcement agencies, and the Florida Highway Patrol Troopers worked together to implement enhanced enforcement strategies including DUI "wolf packs" (saturation patrols) and DUI checkpoints that are conducted on a rotating basis county-wide. Although no formal meetings are held related to DUI, enforcement information is exchanged via e-mail and personal contacts. The agencies also participate in the Community Traffic Safety Team meetings and the Pasco Alliance for Substance Abuse Prevention (Pasco ASAP), which helps fund DUI enforcement.

In late 2005, a sergeant was placed over the STEP unit's night time operations allowing him to concentrate a majority of his time on the enhancement and improvement of DUI enforcement efforts. It was determined that it would be difficult for the agency to effectively deter, detect, and arrest impaired drivers alone as it did not have the manpower to conduct effective operations. The strong working relationship between county, municipal and State law enforcement agencies that was already in place played a role in the agencies cooperating to conduct DUI enforcement efforts. These cooperative efforts were enhanced by the contacts made through the Community Traffic Safety Team and Pasco ASAP.

General Description of the DUI Program

The STEP unit of the Pasco County Sheriff's Office assigns its 6 deputies to nighttime DUI patrols of the roadways where data show that DUI-related crashes are likely to occur. In addition to these nightly patrols, saturation patrols referred to as "wolf packs" are scheduled from 10 p.m. to 4 a.m. each weekend. Additionally, they occur concurrently with the DUI checkpoints that take place quarterly (see Figure 39). The STEP unit is joined in these efforts by the New Port Richey Police Department and often the Florida Highway Patrol. The enforcement schedule, including times, dates, and locations are posted in advance on the Pasco County Sheriff's Office Web site (see Figure 40). Press releases are issued prior to each of the high-visibility enforcement activities; a post-enforcement activity press release is also issued and includes the pertinent arrest statistics. This information is also available online. A DUI enforcement vehicle (see Figures 36, 37, and 38) and variable message signsand billboards, are among the high-visibility strategies used in the DUI enforcement program.

Figure 36. "Over the Limit, Under Arrest" Slogan on the DUI Enforcement Vehicle

Additionally, a 46-foot mobile command unit, stationed at checkpoint locations, (see Figure 41) contains all of the provisions necessary to arrest and detain DUI offenders as part of its aggressive driving enforcement activities.

Figure 37. "Friends Don't Let Friends Drive Drunk" Slogan on DUI Enforcement Vehicle

Figure 38. "You Drink, You Dive, You Die!" Slogan on DUI Enforcement Vehicle

HVE Program Goals and Objectives

The goals of the DUI enforcement program are to:

- Reduce alcohol-involved crashes, injuries, and fatalities
- Educate the community to promote safe driving practices.

Figure 39. Active DUI Checkpoint

To support the common goal of reducing impaired driving, a mutual aid agreement is place between the Pasco County Sheriff's Office and partnering agencies that allows for them to assist each other with DUI efforts outside of their jurisdictions during DUI checkpoints and other DUI

enforcement efforts. This cooperative arrangement further supports the common goal of reducing impaired driving.

HVE Programmatic Strategies

Overview

High-visibility enforcement is conducted on roadways where data shows alcohol-involved crashes are likely to occur. In preparation for each sobriety checkpoint, a briefing is held onsite approximately 30 minutes before the checkpoint starts. During the checkpoint, the *Checkpoint Commander* monitors traffic flow. The selection method for stopping vehicles may be adjusted in response to high-traffic volume.

Traffic cones and warning/notification signs are set up on the roadway to direct traffic into the screening area, in an adjacent parking lot. A *Flow Control Deputy* is responsible for directing vehicles from the entrance lane into the contact lanes, based on the alternating vehicle selection method being used (e.g., alternate count—every third vehicle; alternate count—every fifth vehicle, etc.). The *Contact Deputy*, as designated by the activity's Sobriety Checkpoint Operation Plan, recites a scripted statement to each driver contacted regarding the nature of the enforcement (i.e., sobriety checkpoint).

Frequency of Enforcement

The Pasco County Sheriff's Office hosts one checkpoint per quarter, and participates in three additional checkpoints per quarter that are hosted by three other local-area host agencies. Hence, the Pasco County Sheriff's Office joins in a total of 12 checkpoints per year in partnership with New Port Ritchey, Port Richey, and Dade Citypolice departments, and officers from the Florida

STEP Unit
Enforcement Activities Calendar
August 2011 / September 2011

Dates	Times	District	Target Areas	Remarks
Aug 1 - Aug 7	1700-2200	3	SR 54 from Little Rd to US 41	Aggressive Driving Enforcement
	2200-0400	3	Holiday, New Port Richey	DUI Saturation Patrols*
Aug 8 - Aug 21	1700-2200	1	SR 52 from Little Rd to Suncoast Pkwy	Aggressive Driving Enforcement
	2200-0400	1	Bayonet Point, Port Richey	DUI Saturation Patrols*
Aug 22 - Sept 4	1700-2200	3	SR 54 from Little Rd to US 41	Aggressive Driving Enforcement
	2200-0400	3	New Port Richey, Holiday	DUI Saturation Patrols*
Sept 5 - Sept 11	1700-2200	2	SR 54 & SR 56 from US 41 to Meadow Pt Blvd	Aggressive Driving Enforcement
	2200-0400	2	Wesley Chapel, Land O' Lakes	DUI Saturation Patrols*
Sept 12 - Sept 25	1700-2200	1	US 19 from Fivay Rd North to County Line	Aggressive Driving Enforcement
	2200-0400	1	Hudson, Port Richey	DUI Saturation Patrols*

* = No Operations Center or Transport

Figure 40. STEP Enforcement Activities Calendar

Highway Patrol. DUI Saturation Patrols are conducted weekly at various locations. These are posted on the PascoCounty Sheriff's Office's Web site so that the public can be informed (see Figure 40).

Sobriety Checkpoints

Sobriety checkpoints are conducted at predetermined fixed locations based upon impaired-driving crash data to detect those who are driving while impaired by alcohol and/or other drugs. In addition to increasing the number of DUI arrests as a result of detecting impaired drivers who pass through the checkpoint, the checkpoints serve as a deterrent to would-be impaired drivers who choose not to drive after drinking because they have knowledge of the enforcement activity.

Saturation Patrols / Wolf Packs

The "wolf ack" saturation patrols are conducted weekly. The location and times of operations are posted on the Pasco County Sheriff's Office Web site. STEP unit officers patrol the roads, the DUI enforcement vehicle is used, and non-STEP unit officers are actively engaged in patrolling for potential impaired drivers as well.

Variable Message Signs

Variable message boards with the words **"DUI ENFORCEMENT AHEAD"** are placed on the roadways at the outer boundaries of each of the checkpoint locations.

Mobile Command Unit

A 46-foot trailer marked "DUI Enforcement" is parked on the roadside within the parameters of DUI checkpoints (see Figure 41). The trailer along with its accompanying lighting creates a very strong visual presence for the ongoing DUI enforcement activities.

DUI Enforcement Vehicle

A DUI enforcement vehicle marked with anti-DUI messages ("Friends Don't Let Friends Drive Drunk;" "You Drink, You Drive, You Die!;" and "Over the Limit Under Arrest") was won during the FDOT's 2007 Florida Law Enforcement Challenge by the Pasco Sheriff's Office deputies. This DUI enforcement car is used routinely by officers in the STEP unit during their routine patrols for drunk drivers and DUI Saturation Patrols. During sobriety checkpoints, the vehicle is also parked on-site to accentuate the anti-DUI message in a highly visible environment (see Figures 36, 37, and 38).

Figure 41. ***Mobile Command Unit Parked in High-Visibility Location at Checkpoint***

Reflective Vests

Each officer staffing the saturation patrols and checkpoints wears a reflective vest marked with ther agency name. Although no standardized vests designating the DUI enforcement efforts are worn, each officer wearing an agency vest adds to the perception of unity amongst law enforcement working to combat DUI.

Billboards

Billboards are placed on local roadways with the wording "One Bar Leads to Another." Two scenes are depicted: the first shows young adults drinking at a bar; the second shows a young person behind bars.

Coordinating Publicity With HVE Efforts

Before conducting each saturation patrol and checkpoint, a press release is sent to various media outletsin both print and electronic formats (See Appendix 5-A). The STEP unit also posts a detailed enforcement schedule on the Pasco County Sheriff's Web site (Figure 40).

Earned media coverage also aids in the publicity efforts and includes the strategies listed below.

- Journalists are welcome to participate in ride-alongs with the STEP unit officers; their experiences often result in articles published in local newspapers (see Appendix 5-B) and/or television news coverage that increased the visibility and awareness of the enforcement efforts.
- A YouTube video (www.youtube.com/watch?v=VUc2zTmASKc) gives the public an up-close look at the DUI efforts in Pasco County, and includes a tour of the mobile operations unit, video clips of SFSTs being administered, and offenders being arrested.

Coordinating Community Education Components With HVE Efforts

Each sobriety checkpoint includes community education in that each driver stopped is given a business card explaining the checkpoint program. Additionally, the Pasco County Sheriff's Office places drink coasters in local bars so that patrons receive the anti-DUI message in an effort to reduce the number of drinking drivers.

The HVE effortsinclude the following community education components:

- Business cards – Handed out at each traffic stop explaining the DUI enforcement program when the driver is not arrested for DUI;
- Drink coasters – Placed in local bars so that patrons receive the anti-DUI message in an effort to reduce the number of drinking drivers; and
- Presentations – by STEP unit members at local schools to educate young drivers on the dangers of drinking and driving.

Funding HVE Efforts

Several grants support the agency's DUI enforcement efforts:

- The FDOT grant provides funding for overtime pay during DUI enforcement activities for one Sunday per month. Sunday was picked due to analysis of DUI-related crashes on days not traditionally worked. Additionally, the grant is used to provide overtime pay for additional deputies on Thursday through Sunday nights when there is a higher incidence of DUI crashes.
- Although the traffic analyst position was initially supported by a 3-year grant, this is now a permanent position supported by the Pasco County Sheriff's Office.
- A grant from the Pasco Alliance for Substance Abuse Prevention funds the jail-transport van (used to take DUI arrestees to jail) during checkpoint enforcement activities.
- Approximately $100,000 has been awarded to fund overtime and equipment over the past few years (this includes the current grants).

Political Leadership and Community Support of HVE Efforts

Although currently experiencing budget cuts and a reduction in specialized units, the sheriff realizes the importance of keeping impaired drivers off the roadway. The STEP unit has not been disbanded and continues to be a proactive resource in reducing impaired driving.

Agencies allow the interaction of the officers and act as a force multiplier for labor-intensive operations.

Residents have expressed their appreciation to officers during DUI efforts.

Strengths of the HVE Program

Key strengths of the program follow.

- Multiple law enforcement agencies participate in the wolf pack saturation patrol and checkpoints efforts. Typically the Pasco County Sheriff's Office and the New Port Richey Police Department are assisted in their efforts by the Florida Highway Patrol, the Dade City Police Department, and the Zephyrhills Police Department.
- The mobile DUI enforcement unit is a 46-foot-long trailer that enhances high visibility during checkpoint enforcement. The "DUI Enforcement" writing on the side of the trailer is 2½ feet high.

- Patrol deputies receive in-the-field back-up from the STEP unit officers who are available to administer SFSTs.
- Having a unit assigned to DUI enforcement allows deputies to obtain advanced knowledge and experience to make stronger cases for prosecution.
- A K-9 officer is onsite during DUI enforcement checkpoints. Aside from alcohol-related offenses, the checkpoints often produce arrests for drug-related offenses and carrying illegal drugs.

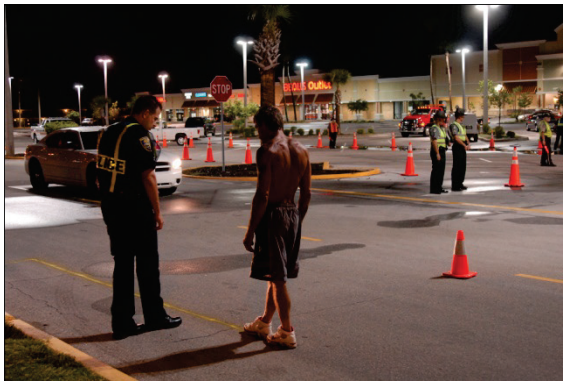


Figure 42. SFST Conducted in Public View

- The mobile command unit is a fully-operational DUI-arrest processing station with a breathalyzer, holding cells, and computers for writing arrest reports and performing driver's license checks. This allows for arresting officers to spend minimal time processing arrests as this is done on-site and arrestees are periodically picked-up from the mobile command unit and transported to the detention center.
- SFSTs and arrests conducted in public view provide another aspect to the high visibility of the DUI enforcement, confirming to other motorists that drunk drivers are being detected and arrested (see Figures 42 and 43).

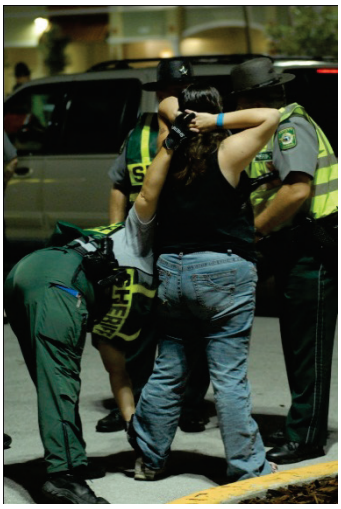


Figure 43. DUI Arrest Made in Public View

Barriers/Obstacles to the HVE Program's Implementation

The major barriers faced by the Pasco County Sheriff's Department are listed below.

- The absence of standardized anti-DUI or STEP unit reflective vests is considered a missed opportunity to provide more name-association to the unit's efforts.
- Deputies assigned to the unit are often offered transfers to other units or promotions because of their specialized experience. This causes a high turnover rate of the unit's experienced and highly trained officers.

HVE Program Partnerships

The Pasco County Sheriff's Office works particularly closely with the New Port Richey Police Department to conduct sobriety checkpoints and saturation patrols in conjunction with the Florida Highway Patrol. Manpower and finances are joined to conduct large-scale enforcement. On a monthly basis, large-scale checkpoints are conducted (each hosted by a different agency);

DUI initiatives, checkpoints, and saturation patrols are also supported by the Dade City, Port Richey, and Zephyrhills Police Departments, and the Florida Highway Patrol.

Additionally, the Pasco County Sheriff's Office works with the Pasco ASAP, a major supporter of the program. Grants from Pasco ASAP enabled the Sheriff's Office to purchase its DUI Enforcement Mobile Operations Unit. Additionally, the grant has funded overtime pay for a Transport Deputy to staff checkpoints.

In addition to the partnerships that have been formed with other law enforcement agencies, a list of community, business, and government partnerships are listed below.

- Local Media – Members of the local media are welcome and encouraged to "ride along" with members of the task force during its large scale saturation patrols. Media also attend, televise, and report on scheduled enforcement activities.
- Local Businesses – Local businesses allow coasters imprinted with anti-DUI messaging to be place in their bars.
- Private Citizens – The environment during checkpoints is such that private citizens are welcomed and encouraged to make observations. Tours of the mobile command unit and observations of SFSTs are allowed, safety permitting.
- Various Community Organizations – The Pasco County Sheriff's Office has joined with the ASAP. A representative of the Pasco County Sheriff's STEP attends the monthly ASAP meetings to assist in achieving ASAP's mission ("To develop, motivate, and encourage strategic relationships that reduce county risk factors and decrease substance abuse rates among youth and adults").

Effectiveness Measures

Measures of HVE Program Visibility

The FDOT statistics are evidence of a reduction in DUI crashes and fatalities in recent years, as shown in Table 8.

Table 8. Pasco County Impaired-Driving Statistics (2005–2010)[a]

	2005	2006	2007	2008	2009	2010
Total number of alcohol-related crashes	366	253	261	196	189*	TBD
Total number of alcohol-involved fatal crashes	38	30	30	32	23	18 thru 10/2010
Impaired-driving incidents[b]	Not available	Not available	784	610	720	680
DUI arrests	1,065	924	727	856	917	642 thru 10/2010

[a]Statistics reflect crashes during the year 1/1/2009 – 11/30/2009
[b]"Impaired-driving incidents" represent the number of alcohol and drug tests conducted plus the number of test refusals.

Law Enforcement Measures

Sobriety Checkpoints

Table 9. Pasco County Sobriety Checkpoint Statistics

	2006	2007	2008	2009	2010
Total number of sobriety checkpoints	4	4	4	4	4
Average number of officers per checkpoint	10	10	10	10	12
Average number of stops per checkpoint	228	200	169	156	160
Average number of citations issued per checkpoint	7	10	10	7	8
Average number of arrests per checkpoint	8	7	8	5	7
Average number of DWI arrests per checkpoint	3	4	6	3	4

Saturation Patrols

Table 10. Pasco County Saturation Patrol Statistics

	2005	2006	2007	2008	2009	2010
Total number of saturation patrols	100	100	141	121	99	171
Average number of officers per saturation patrol	6	6	6	6	6	6
Average number of citations issued per saturation patrol	12	7	14	18	15	12
Average number of DWI arrests per saturation patrol	2	2	2	2	2	2
Average number of other arrests per saturation patrol	6	2	4	4	4	2

Other Measures of Effectiveness

The Pasco County Sheriff's Office and New Port Richey Police Department do not have an official mechanism in place to measure the visibility of the program. Informally, however, positive e-mails and comments have been received and drivers passing through the checkpoints have been positive and supportive of the enforcement efforts.

Use of Positive Results to Gain Additional Resources

The successes of the STEP unit have allowed unit members to attend Advanced Roadside Impaired Driving Enforcement training and several members have continued their training and have become drug recognition experts.

Future Plans for the HVE Program

A citizen's survey is underway and is being conducted as part of the Sheriff's intelligence-led policing philosophy. Traffic safety continues to be a very high area of concern for local citizens and the Sheriff's Office. It is anticipated that this will lead to continued and increased efforts in the area of impaired driving enforcement

Summary of High-Visibility Strategy and Elements

Key features of the Pasco County Sheriff's Office are summarized in the following paragraphs.

Visibility

- Use of large-scale saturation patrols with 45 to 50 officers dedicated to OWI enforcement;
- Use of variable message signs;
- Use of reflective vests;
- 46-foot mobile command post surrounded by light towers and traffic cones;
- DUI Enforcement Vehicle marked with anti-DUI messaging;
- Increased squad-car activity as a result of nightly patrols of dedicated DUI officers; and
- Large DUI enforcement presence on the roadways during saturation patrols (wolf packs)

Publicity

- Billboards;
- Extensive earned media;
- Press Releases; and
- Enforcement dates, locations, and times posted on the Web site.

Appendix 5-A:
Pre-Enforcement Press Release

PASCO COUNTY
SHERIFF'S OFFICE

Selective Traffic Enforcement Patrol

Press Release:

On Friday December 28th the Pasco Sheriff's Office in conjunction with the Hernando Sheriff's Office and the Florida Highway Patrol will be conducting a DUI Checkpoint on County Line Road in the area of Shady Hills Rd. The Checkpoint will begin at 9:30 p.m. The checkpoint will mark the beginning of the New Year's enforcement efforts. Multi-agency DUI Wolf packs will be conducted during the weekend prior to New Year's Eve and on Monday the 31st.

Appendix 5-B:
DUI Arrests in Pasco County Newspaper Article (Dec. 2001)

St.Petersburg Times ONLINE PASCO COUNTY

County's DUI arrest totals jump in 2001

The number of Sheriff's Office arrests through October surpasses last year's total.

By RYAN DAVIS

© St. Petersburg Times, published December 1, 2001

The number of Sheriff's Office arrests through October surpasses last year's total.

As drunken driver hunting goes, Thursday wasn't much of a night in Pasco County.

About 9 p.m., a woman drove through a ditch while being tailed by a phone-toting driver, who alerted the Sheriff's Office. But the woman pulled into her New Port Richey house less than a minute before Deputy Timothy Harris could intercept her. Because he didn't catch her behind the wheel, he couldn't arrest her.

Shortly after midnight, a man driving from a U.S. 19 bar failed field sobriety tests and was cuffed and taken to jail. But he was released after breath tests showed that his blood-alcohol level was less than one-third the level at which the State presumes a driver is impaired.

About 1 a.m. a 911 caller spotted a swerving brown Cadillac on U.S. 19. Before deputies could catch up to it, however, the driver turned onto New Port Richey side roads, never to be found.

"It's like a cat trying to catch a mouse," said Maj. Maurice Radford of the Sheriff's Office.

Still, at the end of a slow night, three men were jailed by deputies and faced charges of driving under the influence.

After a decline in Pasco sheriff's DUI arrests for five of the past six years, the trend has reversed itself this year in a big way. In 1994, sheriff's deputies made 1,348 DUI arrests. That number gradually fell to 787 in 2000.

Already the Sheriff's Office has well surpassed last year's totals. Through October, deputies had made 999 arrests. That's a 57 percent increase over the same time period last year.

Drunken drivers can wreak deadly havoc on Pasco roads. Nearly half of last year's Pasco traffic fatalities were alcohol-related.

"It's a serious public safety issue," Radford said. "We tried to raise the awareness across the agency about DUIs."

Sgt. Erik Anthes, head of the sheriff's DUI specialist unit, attributes the increase to several factors: more staffers in his unit, more citizen assistance, extra deputy training and even the economy.

The economy explanation is simple, he said. Bad times have driven some people to drink.

But it's not just that there are more drunks on the road; there also are more traffic specialist deputies. Thursday night, Anthes' 11-deputy Selective Traffic Enforcement Program had seven deputies on the road in west Pasco and one in east Pasco. In recent years, it was rare to have that many STEP deputies on the road, Anthes said. At times, half the positions in the unit were vacant.

Officially, he has the same number of deputy positions, but those jobs are filled now, he said.

Citizen assistance has increased with the proliferation of cellular phones, Anthes said.

And more deputies know how to spot those drivers than before, Anthes said. For the past year and a half nearly all new deputies rode for at least one training shift with a STEP unit.

Now those deputies can pull over drivers and arrest them or call in a STEP unit. More than four out of five DUI arrests in Pasco are made by the Anthes' STEP unit.

Deputies in the unit focus on traffic violators. The deputies drive cars with no lights on top, some have car-mounted video cameras for taping sobriety tests and most have well-rehearsed routines for testing drivers.

Patrol Deputy David Berge Jr., who was hired last year and rode with STEP duties during his training, stopped an erratic driver Thursday on U.S. 19 just north of Little Road.

He called for STEP Deputy Matt Denney.

Denney tested the man, checking his eye movement, one-leg balance and ability to walk a line.

Then he cuffed him.

The man pleaded to be let go.

"I'm a member of the DUI unit," Denney told him. "All I do is DUI enforcement."

Though the man was released with a legal blood-alcohol level after being taken to jail, his urine sample will be examined for drugs, Anthes said.

Even with the increase in DUI arrests, Pasco is experiencing a record year for traffic fatalities. Last year, 81 people died in Pasco accidents. This year 96 have died.

It could be worse, Radford said.

Wednesday night, a driver spotted a Mitsubishi swerving across Little Road. The sheriff's No. 2 man, Col. Al Nienhuis, happened to be in the area, pulled over the sport utility vehicle and called for a STEP unit.

Harris arrested the driver, who tested with a blood-alcohol level nearly five times the the level at which the State presumes a driver is impaired. The man had an 11-year-old boy in the car with him.

"That was multiple fatalities waiting to happen," Radford said.

DUI arrests

Annual DUI arrests by the Pasco County Sheriff's Office since 1994:

1994 -- 1,348

1995 -- 1,115

1996 -- 1,059

1997 -- 1,053

1998 -- 1,055

1999 -- 918

2000 -- 787

2001 -- 1,199*

*projected

-- Source: Sheriff's Office

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Appendix 5-C: Pre-Enforcement Newspaper Article (Sept. 2010)

Deputies to step up DUI patrols during holiday

SUNCOAST NEWS STAFF REPORT

NEW PORT RICHEY » Don't say Pasco deputies didn't warn you. The Sheriff's Office is putting drivers on notice about drunken driving during the Labor Day holiday weekend.

Deputies will participate in the "Drunk Driving ... Over the Limit, Under Arrest" crackdown, according to Kevin Doll, public information director for the Sheriff's Office.

The Selective Traffic Enforcement Patrol unit has already started its latest round of saturation patrols. Violators could glance into their rear-view mirrors only to see flashing red lights of police cars signaling them to pull over.

The six STEP deputies and other officers are concentrating their patrols in Port Richey and Hudson areas through Sept. 4. A DUI checkpoint is in the works for Sept. 10 as well. Cars are stopped at random during the checkpoints.

"In 2009, we arrested 912 people for driving under the influence in Pasco County," Sheriff Bob White wrote in a website advisory.

"Don't find out the hard way," White added.

A drunken driving arrest can cost a person up to $8,000 in fines, lawyer fees, towing fees, and the costs associated from lost work hours, White calculates.

"If you are going to be drinking, don't drive," White commented. "If you might have to drive, don't drink. If you will be visiting a bar or having some drinks at a restaurant, call a taxi or choose a designated driver who will not drink and will be able to drive everyone home.

"There is no excuse for driving under the influence," White said.

For information call 727-815-0433 or go online to *www.thevolunteerway.org*.

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Appendix 5-D:
Sobriety Checkpoint Roster

Pasco Sheriff's Office **Soberity Checkpoint Roster** **Date:**	
Position	**Name**
Checkpoint Commander	
Checkpoint Supervisor	
Lane Operations Supervisor	
Traffic Control Deputy	
Entrance Deputy	
Flow Control Deputy	
Contact Deputy	
Contact Deputy	
Contact Deputy	
Contact Deputy	
Contact Deputy	
Traffic Enforcement Deputy	
Traffic Enforcement Deputy	
Traffic Enforcement Deputy	
Traffic Enforcement Deputy	
Traffic Enforcement Deputy	
Impound Deputy	
K-9 Deputy	
Prisoner Transport	

Appendix 5-E:
Sobriety Checkpoint Activity Log

Pasco Sheriff's Office
Sobriety Checkpoint
Activity Log

Name:		Agency:	
Location:			
Date:		Times:	

Citations/Warnings					
	Citations	Warnings		Citations	Warnings
Seat Belt			Uninsured Motorist		
Child Restraints			Faulty Equipment		
DWLSR Unknown			Other		
Open Container					
.02 Violations			Warrant Arrests		

DUI Arrests		
Time	Case Number	BrAC

Misdemeanor Arrests		
Time	Charge	Case Number

Felony Arrests		
Time	Charge	Case Number

Turn In Activity Log To Checkpoint Commander At The Conclusion Of The Checkpoint!

Appendix 5-F: Sobriety Checkpoint After-Action Report

Pasco Sheriff's Office

STEP Unit

Sobriety Checkpoint After Action Report

Case Number: _____

Date of Checkpoint _____

Times: _____

Location: _____

Number of Vehicles Diverted: _____

Average Length of Intrusion: _____

Arrests	
Charges	Number

Citations	
Violations	Number

Other Agencies: _____

_____

Remarks:

ESCONDIDO, CALIFORNIA, POLICE DEPARTMENT

Historical Data

The Escondido Police Department has been conducting high-visibility DUI enforcement for many years. There was no single precipitating factor that caused the department to do so. As public awareness about problems associated with DUI grew, the Escondido Police Department responded by beginning checkpoints, as did other departments across the country. Saturation patrols formally started in the mid-1980s with "the DUI Team." Prior to that, DUI enforcement was conducted more informally by an "extra" on-duty officer when the shift already had the minimum number of officers on duty.

Before the high-visibility DUI enforcement strategy began, roving patrols were conducted on nights when extra officers were available. The first dedicated DUI unit was a 4-person team established with grant funds awarded to the agency in the mid-1980s. This 4-person team of DUI officers conducted enforcement at night, coupled with performing community relations and education programs (e.g., DUI education at local high schools) during the day.

Over the years, the HVE program has grown to include 40 officers and volunteers working towards the goal of reducing impaired driving through various efforts, including saturation patrols and community education in addition to sobriety checkpoints. The checkpoints have become more sophisticated over time, as equipment has been added to increase their visibility and safety. This equipment includes lighting, cones, a 30-foot trailer, and educational materials that are distributed to drivers as they come through the checkpoint. Saturation patrols have grown to average 6 to 8 officers, instead of 1, 2, or 3.

Major Parties Involved in Initial implementation of HVE Strategies

The chief of police, working in conjunction with the city council, saw the benefits of highly visible and publicized checkpoints, and that the fact that highly publicized checkpoints are one of the best deterrents to impaired driving has been well documented.

At the direction of the chief of police, the Escondido Police Department's Traffic unit led the effort to organize and schedule highly visible sobriety checkpoints.

General Description of the HVE Program

The Escondido Police Department's Traffic Bureau coordinates the agency's DUI program. It is overseen by a lieutenant. Two sergeants are responsible for various aspects of the bureau's operations. In addition, the patrol bureau's officers arrest a significant number of DUI drivers during their normal day-to-day operations.

DUI checkpoints and saturation patrols are used to conduct the DUI enforcement programs and combat impaired driving:

The HVE efforts are augmented by:

- DUI offender warrant sweeps;
- DUI court stings (in which a DUI hearing is staked out by an officer who, after an offender's driver's license is revoked for a DUI conviction, follows the offender to the

parking lot. If the offender gets behind the wheel to drive away from the courthouse, he or she is immediately rearrested for driving with a suspended license.); and

- DUI offender stakeouts (in which the homes of DUI offenders with suspended driver's licenses are staked out. If or when they exit their residences and get behind the wheel of their vehicle, they are arrested for driving with a suspended license.)

All of the checkpoints and saturation patrols conducted by the Escondido Police Department take place on large, arterial-type roadways that serve as major transportation routes through the city. Potential checkpoint locations are those that have:

- High volume of traffic (preferably at least 2,500 vehicles between 6 p.m. and 1 a.m.) to maximize visibility;
- A safe, public-property location to conduct secondary screening operations to ensure safety; and
- Recent statistical data showing DUI arrests, alcohol-involved collisions, and other alcohol-involved crime using DDACTS methods.

HVE Program Goals and Objectives

The goals of the Escondido Police Department's DUI strategy are:

- To reduce the number of persons killed and injured in alcohol-involved traffic collisions;
- To reduce hit-and-run fatality and injury collisions; and
- To reduce nighttime fatality and injury collisions.

These goals and objectives were predicated upon statistical data collected by the Escondido Police Department and compiled by the Office of Traffic Safety. For years, Escondido scored poorly in most categories ranked by the Office of Traffic Safety. Of specific concern were alcohol-involved, nighttime, and hit-and-run collisions that were associated with injuries or deaths. The goals and objectives were established to specifically address the statistical data that were being collected.

HVE Programmatic Strategies

DUI enforcement activities, both sobriety checkpoints and saturation patrols, are scheduled based upon the fiscal year as determined by awarded grant funding. Approximately two sobriety checkpoints are conducted each month (15 are scheduled for FY 2010-2011). Saturation patrols are conducted less often (eight wre scheduled for FY 2010-2011).

HVE Program Operation Details

Sobriety Checkpoints

The checkpoint logistics are planned after the location is determined. During this planning phase, "operational orders" are written. These detail every aspect of the checkpoint, including a time schedule, in-depth checkpoint procedures, staff assignments and responsibilities for the checkpoint, the location of the command post, and radio frequencies for officer communication. During planning, dinner arrangements are made for an onsite meal to be served to the officers before the checkpoint starts, and a press release (Appendix 6-A) is distributed.

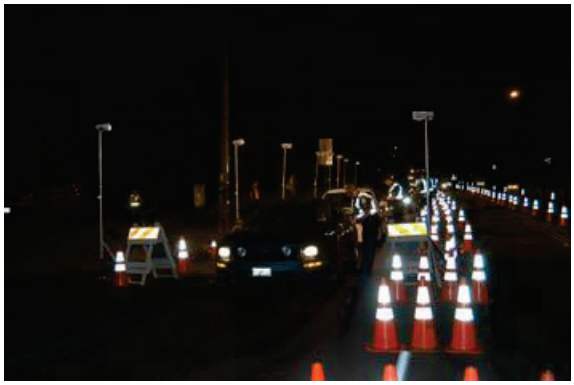

Figure 44. Vehicles in "Primary Screening Lane"

Onsite setup starts about 3 hours before the checkpoint is operational. Cones are set up, signs placed, tables and canopies set out, and food ordered. All personnel are fed at the beginning of the checkpoint and snacks, beverages, and restroom facilities (in the mobile command unit) are available during the checkpoint. All of these conveniences are provided for those staffing the checkpoint as no one is allowed to leave for personal breaks.

Checkpoints are staffed with 1 lieutenant, 2 sergeants, 18 officers, 6 community service officers, and multiple senior volunteers and police cadets. Approximately 40 people staff every checkpoint.

Figure 45. Checkpoint Command Center

Once the checkpoint is operational, vehicles are directed to enter the primary screening lane ("Primary"), which can accommodate approximately 6 to 8 vehicles at a time, depending on staffing levels (see Figure 44). When "Primary" is unable to accommodate additional vehicles, it is closed and subsequent vehicles are diverted into the Pass-Through Laneuntil "Primary" is available again. When all screenings in "Primary" have been completed, the lane is opened again; this cycle repeats itself for the duration of the checkpoint and allows for the random selection of drivers who will undergo the DUI screening.

The officer directing vehicles into Primary or "Pass-Through" has no discretion as to which vehicles go where. "Primary" is either open or closed. When in "Primary," a driver is asked to present a driver's license and a short dialog is initiated to determine whether the driver has been drinking. If the driver (1) cannot produce a driver's license; (2) appears to be under the

influence; and/or (3) is observed with an open container of alcohol onboard, he or she is sent to the Secondary Screening Area for screening. In "Secondary," a more extensive investigation into sobriety or license status is conducted.

Checkpoint Command Center

A checkpoint command center and tow vehicle are stationed at each driver's license/sobriety check location (see Figure 45). The command center has a dual purpose in that it transports all of the necessary supplies and equipment (see Appendix 6-B) to the checkpoint location, but it also increases the visibility of the law enforcement presence.

Saturation Patrols

Saturation patrols that last for approximately 8 hours are usually scheduled on a weekend night, are supervised by at least 1 sergeant, and have 6 to 8 officers involved. Statistical information, such as the frequency of accidents and DUI arrests for various locations within the jurisdiction, help determine where patrol efforts will be concentrated.

Road Signs

California law requires that sobriety checkpoints be conducted in conjunction with driver's license checks. Road signs – both reflective and variable message – are placed at the outer boundaries of each checkpoint so that they are visible by drivers approaching the activity from either direction (see Figures 46 and 47).

Coordinating Publicity With HVE Efforts

Before every checkpoint, a press release is sent to media outlets - both print and electronic media (see Appendix 6-A). Press releases are posted also on Nixle.com—a community posting Web site. After each checkpoint, another press release summarizing the outcomes of the event

Figure 46. *Sobriety/License Checkpoint* Sign

Figure 47. *Sobriety/License Check* Variable Message Sign

(arrests made, etc.) is distributed (Appendix 6-C). Although not announced to the public in advance, saturation patrol results are distributed to the public via a press release (Appendix 6-D).

Additionally, all press releases are posted on the Escondido Police Department Web site and maintained there for approximately 2 years.

News media coverage may occur during holidays and, although advertising currently is not being purchased, anti-DUI PSAs are sponsored by the California Office of Traffic Safety.

Coordinating Community Educational Components With HVE Efforts

Each sobriety checkpoint includes community education in that each driver stopped is given a brochure. Additionally, the department uses handouts, posters, and educational material from the Office of Traffic Safety. Handouts are distributed during checkpoints, posters are hung in many local businesses, and educational material are handed out at checkpoints or other community events.

Funding HVE Efforts

The Escondido Police Department was conducting sobriety checkpoints before Federal funding became available. As the funding became available, grant awards permitted improvements in the checkpoint program—through equipment purchases and overtime reimbursement for each of the operations.

All of the DUI enforcement activities (e.g., checkpoints, saturation patrols, court stings, stakeout operations, and warrant sweeps) are staffed with officers working overtime, so that DUI enforcement activities do not keep officers from performing their regularly scheduled duties. All overtime pay is provided through Federal funds administered by the California Office of Traffic Safety. The sobriety checkpoint efforts are staffed by paid officers, as well as cadets and volunteer (auxiliary) officers. Nonpaid volunteers assist with the administration of the checkpoint activities by recording the number of vehicles that enter the checkpoint.

To ensure that funding is available for the continuing operation of highly visible DUI enforcement, the department applies for grants at various times throughout the year. Once the grant is approved, the terms are agreed upon by the Escondido Police Department and the Office of Traffic Safety. The Office of Traffic Safety periodically audits the department to ensure that monies are being spent on DUI enforcement. After the monies are disbursed, the department must provide the Office of Traffic Safety with quarterly reports stating how and when the monies were used and statistical data regarding overall traffic safety and DUI-related special events.

Political Leadership and Community Support of HVE Efforts

The chief of police, city manager, and most of the city council members are supportive of DUI checkpoints. Support is displayed through approval of grant funds, publicly stated positive comments, and visits to the DUI checkpoints.

Overall, the community is supportive. However, a segment of the population believes that the checkpoints are targeting a particular group due to their immigration status. Although the police chief has stated publicly and consistently that checkpoints are conducted for the sole purpose of ensuring traffic safety, there remains a segment of the population that has protested the use of checkpoints.

Strengths of the HVE Program

The strengths of the Escondido Police Departments HVE program follow:

- The checkpoints are highly visible and highly publicized. Escondido officials believe them to be a deterrent to impaired driving. Checkpoints are considered by officials to be well organized and staffed to ensure maximum exposure.
- Escondido officials believe the HVE component of the overall DUI-reduction program has made a positive impact and the HVE program appears to be promising.
- The residents in the jurisdiction, Northern San Diego County, have come to expect the Escondido Police Department to conduct frequent checkpoints. Although checkpoints are controversial to certain residents, the public understands that checkpoints are conducted frequently in Escondido.

Barriers/Obstacles to the HVE Program's Implementation

The barriers/obstacles encountered by the Escondido Police Department in the implementation of its HVE program follow.

- Some attorneys have challenged the legality of the checkpoint procedures. All checkpoint procedures are reviewed to ensure that checkpoints are conducted consistently and are based on the most recent legal decisions.
- Some anti-checkpoint activists and one council member feel that the saturation patrols are more worthwhile than checkpoints because the "catch ratio" for saturation patrols is greater. This suggests that they misunderstand that the purpose for DUI checkpoints is public education and general DUI deterrence; not arresting DUI drivers.
- The Office of Traffic Safety protocol requires officers to ask drivers for their driver's license during the checkpoints; hence, all press releases announcing the enforcement efforts state that a DUI/driver's license checkpoint will occur. This has resulted in opposition to checkpoints from those who believe that they target minority immigrant citizens unfairly.
- Anti-checkpoint protestors standing on the roadside and warning motorists of the checkpoint ahead has resulted in motorists abandoning their vehicles and engaging in unsafe driving behaviors (e.g., making U-turns, disobeying traffic signals) to avoid the checkpoint.

HVE Program Partnerships

The Escondido Police Department is a member of *AVOID the 14*, which includes the 14 law enforcement agencies in the San Diego area, funded by the Office of Traffic Safety. Under *AVOID the 14*, the agencies work together on traffic safety concerns throughout the county and support the HVE program.

Additional support comes from MADD, whose representatives are present at almost every DUI checkpoint conducted, and the San Diego DUI Probation Office.

No financial support is provided by any of the supporting organizations. Thus far, neither the alcohol industry nor the hospitality industry has worked with the department in DWI enforcement efforts.

Effectiveness Measures

Measures of HVE Program Visibility

No official mechanism has been established to measure the visibility of the program. The department believes its enforcement efforts are highly visible to the community, based on anecdotal evidence. Informally, e-mails and comments are sent to the department from the public regularly.

Measures of Community Progress in Reducing Impaired-Driving Outcomes

Overall traffic statistics for the Escondido Police Department (2005-2010) are shown in Table 11. Comparing these data with the outcomes of the sobriety checkpoints (Table 12) and the saturation patrols (Table 13) gives a broad view of Escondido's overall DUI-related incidents and enforcement efforts.

Table 11. Escondido Police Department Impaired-Driving Statistics (2005–2010)[a]

	2005	2006	2007	2008	2009	2010
Total traffic fatalities	6	*unavailable*	16	6	10	7
Total traffic injuries	1,399	*unavailable*	1,056	1,012	864	898
Alcohol-involved fatalities	1	*unavailable*	1	0	4	3
Alcohol-involved injuries	152	*unavailable*	106	112	70	87
Department-wide DUI arrests	1,121	*unavailable*	994	895	939	906
Total DUI accidents	*Unavailable*	*unavailable*	220	196	169	167
Impounded vehicles	*Unavailable*	6,503	6,532	4,554	4,579	3,938

[a]Calendar year statistics, compiled from Office of Traffic Safety reporting and Dept. Crime Analysis

Law Enforcement Measures

Sobriety Checkpoints

Among the outcomes of sobriety checkpoints in Escondido are driver citations, DWI and non-DWI arrests, and vehicle impoundments. Table 12 details the level of sobriety-checkpoint activity and statistics for the most recent 5-year period (2005-2010).

Table 12. Escondido Police Department Sobriety Checkpoint Statistics (2005-2010)

	2005	2006	2007	2008	2009	2010
Total number of checkpoints	9	*Unavailable*	8	11	15	17
Average number of vehicles through checkpoint	1,899	*Unavailable*	2,537	2,698	2,546	2,574
Average number of citations issued per checkpoint	51	*Unavailable*	66	62	64	39
Average number of non-DWI arrests percheckpoint	1	*Unavailable*	3	4	2	1
Average number of DWI arrests percheckpoint	5	*Unavailable*	3	4	5	3
Average number of vehicles impounded	36	*Unavailable*	52	50	50	31

Saturation Patrols

Similar to sobriety checkpoints, the outcomes of saturation patrols in Escondido are driver citations, DWI and non-DWI arrests, and vehicle impoundments. Table 13 details the level of saturation-patrol activity and statistics for the most recent 5-year period (2005-2010).

Table 13. Escondido Police Department Saturation Patrol Statistics

	2005	2006	2007	2008	2009	2010
Total number of saturation patrols	2	*Unavailable*	9	5	14	17
Average number of officers per saturation patrol	7	*Unavailable*	7	7	8	8
Average number of citations issued per saturation patrol	22	*Unavailable*	26	56	41	36
Average number of non-DWI arrests per saturation patrol	2	*Unavailable*	2	2	1	1
Average number of DWI arrests per saturation patrol	5	*Unavailable*	2	2	4	4
Average number of vehicles impounded	7	*Unavailable*	9	6	11	10

Use of Positive Results to Gain Additional HVE Support

There has not been any attempt by the task force supervisors to leverage its positive results to gain additional resources, largely because they have felt that they had sufficient resources and did not explore avenues for additional funding.

Future Plans for the HVE Program

In 2011, the Escondido Police Department will be using the available funds to staff a checkpoint and a saturation patrol each month. This will result in an increase in saturation patrols and a slight decrease in checkpoints. With staffing levels changing in law enforcement jurisdictions, getting enough off-duty personnel to staff a checkpoint has become more challenging. In light of

this, the department has applied for and anticipates receiving a grant from the University of California School of Education to fund an additional six checkpoints.

Summary of High-Visibility Strategy and Elements

A summary of the key features of the Escondido HVE follows.

Enforcement

- Checkpoints are conducted at least twice a month; and
- Saturation patrols about once a month or less.

Visibility

- Roadway selection which maximizes exposure to the public;
- Reflective "DUI/License Checkpoint" roadway signs;
- Variable message "DUI/License Checkpoint" signs;
- Checkpoint trailer marked "DUI Enforcement" surrounded by light towers and traffic cones; and
- Checkpoints with 30 to 40 staff members.

Publicity

- Dates and times of checkpoints and saturation patrols released to the media in advance; and
- Flyers handed out by volunteers at the checkpoints.

Appendix 6-A: Pre-Checkpoint Press Release

ESCONDIDO
City of Choice

NEWS RELEASE

FOR IMMEDIATE RELEASE | **CONTACT:** Lt. T. Albergo

DATE: 10/07/2010 | **PHONE:** (760) 839-4901

DUI / DRIVERS LICENSE CHECKPOINT SCHEDULED

The Escondido Police Department will be conducting a Sobriety / Drivers License Checkpoint in the City of Escondido on Saturday night, October 9, 2010, from 6:00 PM until 1:00 AM.

The emphasis of the checkpoint will be to detect drunk drivers and those with suspended, revoked, or no driver license and to continue our education / awareness campaign on the dangers of driving impaired.

This checkpoint is an effort to continue the Escondido Police Department's commitment to traffic safety by reducing the number of people killed and injured in alcohol-involved collisions.

The checkpoint is being conducted in conjunction with the North County Law Enforcement Traffic Safety Council, the San Diego County DUI Probation Team, and Mothers against Drunk Driving.

Funding for this program was provided by a grant from the California Office of Traffic Safety, through the National Highway Traffic Safety Administration.

Drunk Driving: Over the Limit, Under Arrest, Report Drunk Drivers Call 911

CALIFORNIA OFFICE OF TRAFFIC SAFETY

Submitted by:

Lt. Tom Albergo

To report any suspicious activities in your neighborhood, you may contact the Police Department directly, or you may make an unidentified call on our Anonymous Tip Line at (760) 743-TIPS (8477) or via our Web site at www.escondido.org/police

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Lori Holt Pfeiler, Mayor | Dick Daniels, Mayor Pro Tem | Marie Waldron | Sam Abed | Olga Diaz

Appendix 6-B: Checkpoint Equipment and Supplies List

Checkpoint Equipment and Supplies List

√	"DUI Enforcement" Trailer with Tow Vehicle
√	Passive Alcohol Sensors
√	Portable Breath Testers (PBTs)
√	Flood Lights (Qty: 13-18)
√	"No U-Turn"
√	"No Right/Left Turn" Signs
√	Reflective Vests (Marked "Police") *Worn by all staff working at the checkpoint*
√	Flashlights
√	Folding Tables
√	Generator *To provide electricity at the command center*
√	Traffic Cones
√	Variable Message Sign (Qty: 1)
√	Arrow Board (Qty: 1)
√	"Road Closed" Signs
√	"Do not Enter" Signs
√	Police Tape *To establish command center perimeter*
√	Folding Chairs
√	Portable Overhead Awning

Appendix 6-C: Post-Checkpoint Press Release

ESCONDIDO
City of Choice

NEWS RELEASE

FOR IMMEDIATE RELEASE — **CONTACT:** Lt. T. Albergo

DATE: 10/10/2010 — **PHONE:** (760) 839-4901

On October 9, 2010, the Escondido Police Department conducted a DUI Sobriety / Drivers License Checkpoint at Lincoln Parkway and Fig Street, from 6:00 PM until 12:00 AM. The emphasis of this checkpoint was to detect intoxicated and unlicensed drivers as well as to provide a highly visible operation to deter driving under the influence and distracted driving.

The following activity resulted from this checkpoint:

- 2,568 vehicles entered the checkpoint
- 1,362 vehicles were screened in primary
- 50 vehicles sent to secondary (drivers who could not produce a drivers license or who were suspected of being under the influence of alcohol or drugs)
- 13 field sobriety tests were administered
- 5 drivers were arrested for DUI, one of those was a Felony because the driver had prior DUI offenses
- 17 vehicles were impounded at this checkpoint, 5 drivers did not have auto insurance, 4 drivers had a suspended drivers license and 6 drivers did not have a drivers license
- 12 citations were issued at this checkpoint
- 4 Child Restraint Seat were correctly reinstalled for parents free of charge

Educational material about our checkpoints was provided to motorists passing through the checkpoint.

Funding for this program was provided by a grant from the California Office of Traffic Safety, through the National Highway Traffic Safety Administration.

Drunk Driving: Over the Limit, Under Arrest, Report Drunk Drivers Call 911

CALIFORNIA OFFICE OF TRAFFIC SAFETY

Submitted by:

Lt. Tom Albergo

To report any suspicious activities in your neighborhood, you may contact the Police Department directly, or you may make an unidentified call on our Anonymous Tip Line at (760) 743-TIPS (8477) or via our Web site at www.escondido.org/police

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Lori Holt Pfeiler, Mayor — Dick Daniels, Mayor Pro Tem — Marie Waldron — Sam Abed — Olga Diaz

Appendix 6-D: Saturation Patrol Press Release

ESCONDIDO
City of Choice

NEWS RELEASE

FOR IMMEDIATE RELEASE | **CONTACT:** Lt. T. Albergo

DATE: 09/26/2010 | **PHONE:** (760) 839-4901

DUI SATURATION PATROL: September 24, 2010

The Escondido Police Department conducted a DUI saturation patrol Friday, September 24, 2010 from 6:00 PM until 2:00 AM. The emphasis of this saturation patrol was to detect drunk drivers and those with suspended, revoked, or no driver license and to continue our education / awareness campaign on the dangers of driving impaired.

The following activity resulted from this saturation patrol:

- **5** drivers were arrested for driving under the influence of alcohol / drugs
- **1** driver was arrested for driving on a suspended license and for warrants
- **1** person was arrested for being drunk in public
- **14** field sobriety tests were administered
- **53** traffic citations were issued, including **10** unlicensed and **5** suspended licenses
- **18** vehicles were impounded for drivers who were arrested, did not have a driver license, or had their driving privilege suspended

Funding for this program was provided by a grant from the California Office of Traffic Safety, through the National Highway Traffic Safety Administration.

Drunk Driving: Over the Limit, Under Arrest, Report Drunk Drivers Call 911

CALIFORNIA OFFICE OF TRAFFIC SAFETY

Submitted by:

Lt. Tom Albergo

To report any suspicious activities in your neighborhood, you may contact the Police Department directly, or you may make an unidentified call on our Anonymous Tip Line at (760) 743-TIPS (8477) or via our Web site at www.escondido.org/police

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Lori Holt Pfeiler, Mayor | Dick Daniels, Mayor Pro Tem | Marie Waldron | Sam Abed | Olga Diaz

Conclusions

Some communities in the States are conducting HVE activities, but many are not. Communities interested in conducting HVE activities can learn from these case studies. Although no formal evaluations of their effectiveness have been conducted (except for *Checkpoint Strikeforce*), the case studies presented in this report should provide good examples of HVE strategies. Research studies have shown similar community programs to be effective in reducing impaired driving (Epperlein 1985; Lacey et al., 1986a, 1986b; Levy et al., 1990; Levy et al., 1988; Voas et al., 1985; Wells et al., 1992).

HVE strategies can be creative and flexible. They need not depend on the use of sobriety checkpoints. In several States in which sobriety checkpoints are not allowed, agencies conducting HVE activities have nevertheless incorporated many of the high-visibility elements normally associated with checkpoints (e.g., publicity in media, increased concentration of law enforcement officers, lighted signs, reflective vests) into their HVE strategy.

Although numerous strategies for increasing visibility were present in these case studies, many sites found it difficult to obtain the desired publicity. There appears to be too many competing issues in the media for them to pay attention to the impaired-driving issue—until an impaired-driving fatal crash occurs in the community. Visibility of the enforcement activity can overcome some of the lack of publicity, but not all of it. Innovative ways to attract media attention must continue to be developed.

These case studies provide descriptions of innovative strategies to increase enforcement visibility. These include:

- Visibly marked trailers and patrol cars ("DUI Enforcement");
- Large warning signs at the entrances to checkpoints or saturation patrol areas;
- Enforcement at key locations and events (e.g., large sporting events);
- Happy-hour checkpoints or other enforcement conducted between 4 p.m. and 7 p.m.;
- Phantom checkpoints set up to resemble an active checkpoint;
- The visible use of preliminary breath testers; and
- Safety vests marked with "DUI Enforcement."

Publicizing the enforcement is difficult, but not impossible. These community HVE programs used a variety of methods including billboards, business marquees, coasters in bars, and flyers handed out at traffic stops. Using social media is another up-and-coming method.

Implications

Impaired-driving countermeasures are implemented mostly at the local and community level. Impaired-driving enforcement that is highly visible and frequent has been shown to be an effective deterrent to impaired driving. Communities interested in developing and conducting an HVE program should consider the following:

- Identify the impaired-driving problem in the community. How many deaths, injuries, and traffic crashes are associated with impaired driving? Where does impaired driving stand as a public health issue in the community? Is it on the radar screen? If not, get the numbers and compare them to other public safety issues in the community that are receiving attention.
- Is there a local impaired-driving or traffic safety task force, coalition, or council? If so, useit to provide the foundation and support for the HVE program. If not, make an effort to create such a task force. This can provide the impetus to initiate the HVE program.
- What are the existing resources for impaired driving enforcement? Can resources be combined with other law enforcement agencies? Combining resources will help to sell the HVE program.
- Are sobriety checkpoints allowed in the State? Are they conducted in the community? If so, they can be the centerpiece of the HVE effort. They have inherent high-visibility qualities. If not, other highly visible strategies should be considered such as saturation patrols with patrol cars marked “DWI Enforcement” as an example.
- Are there potential barriers or opposition to HVE in the community? If so, work with those groups or organizations to come up with compromises that will satisfy all parties.
- Determine whether political support can be obtained from community leaders to conduct an HVE program (e.g., mayor, county supervisors, sheriff). Political support can speed up the implementation process.
- Try to enlist local businesses and transportation alternatives as support for the program. They can help publicize the enforcement efforts and provide alternatives to would-be drinking drivers.

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DOT HS 811 716
February 2013

U.S. Department of Transportation
National Highway Traffic Safety Administration

www.nhtsa.gov
8712-021313-v3