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1. INTRODUCTION

This report describes project activities and results obtained at the Clearwater/Largo test site of the NHTSA-sponsored project "Enforcement and Public Information Strategies for the General Deterrence of DWI." This was a two-phase project in which Phase I activities were focused on reviewing previous experience in efforts at achieving DWI general deterrence through enforcement or enforcement combined with public information activities. The second phase of the project involved planning and implementing combined DWI enforcement and public information activities at selected sites and monitoring their effectiveness in reducing alcohol-related (A/R) crashes. Three sites were recruited and selected (Clearwater/Largo, Florida; Boise, Idaho; and Indianapolis, Indiana). Each site was given the opportunity to implement programs of their design based on a selection of candidate enforcement techniques provided to them by the project staff. This report contains a description of the project activities at the Clearwater/Largo test site as well as a discussion of the evaluation results both in terms of public perceptions and effects on crashes.

1.1: Basic Philosophy

The basic premise to be tested under this project was that by raising the public's perceived risk of being detected, arrested and subsequently punished for DWI to a high enough level, a measurable portion of potentially impaired drivers could be deterred from engaging in that behavior and A/R crashes in turn could be affected. The primary emphasis in this project was on raising public awareness and perceived risk of DWI detection and arrest (enforcement).

Regarding strategies to be implemented, the basic philosophy guiding this project was to use strategies which had both a high potential for increasing perceived risk of arrest and which could be implemented at relatively low cost. The hope was that the techniques used, if found to be effective, would be attractive to and feasible for other communities to adopt and implement. Thus, enforcement techniques selected for implementation were, to the extent possible, ones that could be implemented with minimal funding from the project. In particular, project funding was not used to fund overtime hours for the purpose of enforcement because experience has indicated that enforcement efforts which rely heavily on outside funding for enforcement manpower usually cease when that outside funding is removed.

Thus, under this project, manpower-intensive strategies such as roadblocks or checkpoints were conducted using local resources (usually through reallocation of manpower) rather than by buying additional person hours with project funds. Project funding for each site was limited to a maximum of \$75,000 with those funds largely being spent for training, public information and education (PI & E) materials reproduction and limited equipment purchase.

Test sites were recruited which already had DWI enforcement programs in place. This was done to reduce the likelihood that the effects of the program would be attributable to a prior lack of enforcement efforts rather than to the enforcement and public information activities being tested.

1.2: Phase II - Background

As mentioned earlier, the activities reported here represent Phase II of a two-phase project. The first phase consisted of a review of existing knowledge and practices in DWI enforcement approaches and associated PI&E efforts. Two reports which resulted from that effort were used to help recruit field test participants and plan Phase II activities. "Enforcement, Adjudication and Public Information Strategies for the General Deterrence of Driving While Intoxicated: Information for Potential Field Site Participants" listed twelve potential DWI enforcement techniques, ten sanctions and six additional PI&E themes which had potential for raising public perceptions of the risk of arrest and punishment for DWI. A brief description, specific general deterrence objectives, critical use features, critical assumptions and candidate PI&E tie-ins were provided for each enforcement technique and sanction. Additional public information themes were also briefly described. These were intended to indicate to potential project participants the types of enforcement and public information strategies that could be implemented but were not intended to limit the range of techniques which might be employed. A listing of these techniques, sanctions and additional PI&E themes appears below.

1.2.1: Deployment Strategies

High DWI Accident Locations (Highly Visible) - In this strategy specific locations and times are identified where there have been concentrations of DWI accidents, and units are assigned to patrol these areas in a highly visible fashion (e.g., marked cars, DWI patrol signs, etc.).

High DWI Accident Locations (Unobtrusive) - Patrol units are assigned to locations selected as in the high visibility strategy but in an unobtrusive fashion (e.g., unmarked cars).

High DWI Incidence Locations (Highly Visible) - Patrol units are assigned to specific locations and times where it has been determined there are concentrations of DWI incidents (usually measured by DWI arrests). They are instructed to patrol in a highly visible manner (e.g., marked cars, signs, etc.).

High DWI Incidence Locations (Unobtrusive) - Units are assigned to patrol locations as selected in the high visibility strategy but in an unobtrusive manner.

Drinking Establishments (Highly Visible) - Patrol units are assigned to the areas around and at drinking establishments in a highly visible manner (e.g., marked cars, patrolling bar parking lots, walking into bars, etc.).

Drinking Establishments (Unobtrusive) - Patrol units are assigned to areas around drinking establishments in an unobtrusive manner.

Roadblocks or Checkpoints - DWI sobriety checkpoints are conducted at locations selected to gain maximum visibility to the potential DWI population and to generate DWI arrests.

1.2.2: Detection and Screening Strategies

DWI Detection Guide - Use of NHTSA's training program and materials to instruct patrol officers in the use of specific visual cues for detecting drunk drivers at night.

Improved Psychomotor Tests - Use of improved standardized psychophysical tests to enable officers to make more accurate roadside pre-arrest determinations of whether a stopped driver has a blood-alcohol concentration (BAC) over the legal limit. This technique involved the use of a three test battery including a walk and turn test and a one leg stand test as well as alcohol gaze mystagnus.

Preliminary Breath Testers - Use of preliminary breath testers (PBT's) to assist in making the decision of whether to arrest a subject already stopped as a probable DWI. PBT's are small portable breath-testing devices.

Citizen Involvement - Implementation of a citizen reporting program to assist in the detection of DWI's. Through a public information program, citizens are encouraged to watch for and report drunk drivers to the police by telephone or citizens band radio.

Breath Test For Any Traffic Violation - Implementation of a policy where a preliminary breath test would be administered to every driver stopped for a traffic violation or to some systematically determined subset of that group.

1.2.3 Strategies Designed to Improve the Processing of DWI Arrestees

Audio/Video Tapes - Providing police officers with audio and/or video taping capabilities used either at the roadside or in the police station to assist in the documentation of impairment and to substantiate that proper procedures had been followed (e.g., Miranda warning, evidential testing procedures).

Four Hour Lock-Up - Adopting a policy which mandates holding DWI arrestees for a minimum of four hours so that no suspects are released until sober.

Impound Car - Adopting a policy where vehicles of DWI arrestees are towed to an impound lot.

1.2.4 Sanctioning Strategies

These strategies focus less on specific police strategies than on the legal consequences of DWI arrest or conviction. They are to a large degree dependent on the laws in the jurisdiction and would primarily involve publicizing how those laws are being applied.

Administrative Per Se - A procedure whereby licensing sanctions are applied at the time of arrest to DWI offenders who exceed the legal limit or refuse to submit to a chemical test. This sanction is triggered by the arrest rather than conviction.

Short-term License Suspension/Revocation - A program to publicize certain license suspension for persons convicted of DWI.

Mandatory Minimum Sentences for DWI - A program to publicize mandated minimum sanctions for DWI convictees (e.g., fines, license suspension, jail, etc).

Severe Sanctioning - A program emphasizing severe sanctions for DWI's sought by prosecutors and imposed by judges.

Victim Restitution - Implementation of a program providing restitution for victims of drunk driving crashes in addition to other sanctions.

Severe Penalties for Refusing a BAC Test - A program emphasizing that license sanctions for refusing to submit to a chemical test are as severe or more severe than for a DWI conviction.

Illegal Per Se Law - Emphasizing legislation which makes it illegal to drive above a certain BAC level without regard to demonstrated behavioral impairment.

Traffic Violation Aggravated by Alcohol - Publicizing a new class of traffic violation for hazardous violations committed by drivers whose BAC's are high enough (e.g., 0.05%) to pose an increased risk but below the presumptive limit (e.g., 0.10%). The sanctions would be more severe than for the violation itself but less severe than those imposed for DWI.

Lower Illegal Per Se - Publicizing legislation, if passed, which lowered the illegal per se level or presumptive level from earlier levels.

1.2.5 Additional Public Information Themes

Numbers - Public information efforts to highlight increases in the number of arrests and convictions as a result of increased DWI enforcement efforts.

Penalties - Public information efforts emphasizing the severe consequences of a DWI conviction including loss of license, monetary costs, inconvenience, embarrassment, etc.

Arrest Experience - Public information materials graphically portraying how unpleasant and degrading the DWI arrest experience can be.

Embarrassment - Materials highlighting the embarrassing aspects of the consequences of a DWI arrest and/or conviction.

Typical DWI - Materials emphasizing that persons of all ages and socioeconomic groups are arrested and convicted of DWI.

Newspaper Reports of Arrests and Convictions - A program in which the names and BAC's of persons arrested for drunk driving are published in the newspaper.

A second publication, "Existing DWI Enforcement-Oriented Public Communications Themes and Materials" (DOT HS-806-359) contained brief descriptions of sixteen PI&E themes related to DWI enforcement and references to existing materials and sources. Most of those themes were closely related to the strategies and themes listed above.

In addition to the above strategies, one salient finding of the Phase I activities was the importance of command emphasis and commitment to DWI enforcement to a successful program. For example, it was the consensus of a panel of enforcement officers as well as mail survey respondents from a sample of Northwestern University Traffic Institute (NUTI) long course graduates that few strategies would achieve the desired objectives, no matter how attractive, without true and continued support from the highest levels of command within the enforcement agency.

1.3: Site Recruitment

Because the intent of the project was to test procedures that, if proven successful, could be adopted and implemented by other jurisdictions, the

monetary inducements that were offered to potential test sites for participation were kept to a minimum. The major inducements offered were in the area of technical assistance in developing enforcement procedures, conducting training, and developing public information and education plans and materials.

Letters were sent to every Governor's Highway Safety Program outlining the project goals and requesting assistance in identifying and recruiting potential test sites for Phase II activities. Each regional office of NHTSA was also contacted for input as to prospective test sites.

To be considered for inclusion in the study, potential jurisdictions had to be of sufficient size to be able to generate an adequate sample size of nighttime and A/R crashes to allow the detection of program effects of present. They had to show a willingness to participate in an evaluation-oriented activity, be already active in DWI enforcement and be willing to try a number of different combined DWI enforcement and PI&E techniques for a minimum of a one year operational period. Jurisdictions identified by Governor's Highway Safety Representatives and NHTSA regional offices as potential test sites were contacted by telephone to explore their interest in participating in the project. An information packet was sent to jurisdictions indicating an active interest in participating. After their review of these materials, an initial meeting at the test site was scheduled with project and NHTSA personnel. At this time, the project was discussed in more detail. Potential contributions of the project and test site requirements were outlined and the list of DWI enforcement techniques reviewed to identify techniques for possible use at the candidate test site. One important aspect of those meetings was to assess the level of commitment of command personnel in the police departments concerned. It was felt, particularly without other inducements such as overtime pay, that it would be unlikely that an appropriate level of effort from the patrol officers would be obtained without extensive command support.

As a result of the initial meeting with officials from Clearwater and Largo, it was agreed that they would be a test site for the project. Subsequent meetings were held to determine the specific enforcement and public information strategies to be implemented in Clearwater/Largo. A subcontract document was then negotiated which outlined enforcement strategies, the period of performance, and the level of financial support to be afforded the jurisdictions by the project.

At this time comparison sites were identified for the purposes of monitoring public awareness and A/R and nighttime crash patterns. To enable evaluation of the effectiveness of the activities in Clearwater/Largo, an effort was made to identify comparison jurisdictions in the same region, which had comparable demographic characteristics and, to the extent possible, were of comparable size. Ideally, the comparison jurisdiction would be one that did not plan to undertake extensive changes in their DWI enforcement and PI&E activities during the anticipated test period. Sarasota and Bradenton, Florida were selected as the comparison jurisdictions for Clearwater and Largo.

1.4: Project Implementation Methodology

After the initial negotiations were complete, a kickoff date for the enforcement and public information program was set (September 30, 1983). This date was selected so that a reasonable amount of planning time would be available to schedule the implementation of the selected enforcement techniques and to coordinate the development and distribution of their attendant PI&E materials. Special data collection activities on the part of the enforcement agencies were also agreed upon during this period.

Two types of measures were used in the evaluation of the effectiveness of the approach. One was to measure public awareness of DWI enforcement activities and issues, and perceptions about the likelihood of arrest and punishment in both the test and comparison jurisdictions before, during and after the conclusion of the planned implementation. This was accomplished through telephone interviews. A sample of 400 licensed drivers who were also drinkers was obtained through random digit dialing in both the test and comparison jurisdictions on each administration of the telephone questionnaire. The initial wave of the questionnaire was conducted using local funds and locally available interview specialists. Subsequent waves were conducted through a separate NHTSA contract with Market Facts, Inc. and are discussed in Chapter 6. The second measure of program effectiveness was achieved by monitoring both nighttime and alcohol-related (A/R) crash trends over time in both the experimental and comparison jurisdictions. Time series analytic methods were used to determine whether there were differential changes in those measures coincident with implementation of the enforcement and PI&E in the test jurisdictions.

Other measures of program activity included a monitoring of public information activities both in terms of media coverage (particularly newspaper

articles) and program participant activities (e.g., speaking engagements, etc.) in the test jurisdictions. It was initially planned that the active phase of the project would be 12 months; however, due to slippage in implementation schedules of some of the PI & E activities, the test period was extended to December 1984.

2. DESCRIPTION OF TEST JURISDICTIONS

The test jurisdictions which are the subject of this report are Clearwater and Largo, Florida, two adjoining cities on the west coast of Florida near Tampa and St. Petersburg. At the time that they were recruited to participate in the study, they were planning a joint DWI enforcement effort and had already developed a cooperative working arrangement for DWI enforcement. (In Florida the offense is labelled "driving while under the influence." In this report DWI and DUI are used interchangeably.) Those activities had not yet begun, and resources from this project supplemented and enhanced both the implementation and evaluation of their intended effort. Sarasota and Bradenton, Florida, two adjoining communities south of Clearwater and Largo on the west coast of Florida, were selected as the comparison jurisdictions. Though active in DWI enforcement, they had no special programs in effect during the project period. This section of the report briefly describes those two sets of jurisdictions.

2.1.1: DWI Enforcement in Clearwater and Largo, Florida

At the beginning of the project period, the Clearwater Police Department had a strength of 175 sworn officers and 89 civilian employees and was housed in a single facility centrally located in the city with a substation to be opened in early 1984 in the growing northeastern area of the city. The Clearwater Police Department is divided into five divisions: administration, community services, vice and intelligence, support services and field operations. There is also an independent selective enforcement unit which fills a variety of special enforcement functions including special events, criminal investigations surveillance and occasionally traffic enforcement. DWI enforcement is primarily housed in the field operations division which has a patrol and investigation section.

Largo Police Department had 81 uniformed police officers and 51 civilian employees at the inception of the project. The Largo police department has five divisions and bureaus which are operations, support services, public safety communications, administrative services and professional standards. DWI enforcement is housed in the operations division. All officers on both forces receive basic police training at the Pinellas County Police Academy which provides 600 hours of general law enforcement instruction. Each agency also provides additional training about their local procedures and practices to supplement the basic training received at the police academy. Both agencies

have training officers who provide in-service training which includes some traffic-related issues.

Prior to the operational phase of the project, DWI enforcement in both jurisdictions was primarily conducted through encountering suspected DWIs in general patrol activities. Very little special emphasis was placed on deployment in high DWI areas or on special training in cues for DWI detection. Stops were generally made on general patrol when erratic driving behavior was observed. After the stop, officers generally administered a series of field sobriety tests to form an opinion as to whether or not to arrest the individual for DWI. The field sobriety tests were of the officer's choosing and were not standardized. Often a back-up vehicle would come to the scene of the stop though there was no formal policy to ensure that. Generally the apprehending officer and the back-up officer would jointly determine whether it was appropriate to make a DWI arrest. Upon arrest, the individual was transported to the police station where, if the person agreed to submit to a breath test, he or she was put under the direct observation of a breath-testing officer for twenty minutes before the test was administered. Blood samples were also occasionally drawn for testing in the case of injured drivers. After completion of the chemical test or refusal, the arresting officer would fill out a booking form on the suspect and begin processing the suspect, including fingerprinting, photographing, making an inventory of possessions and conducting a thorough search of the subject. At that point, the arrestees were incarcerated, usually at the Pinellas County Jail which is located some distance from both the Clearwater and Largo police departments.

Once transported to the jail, sheriff's department employees took over custody of the individual. The suspect would be held there until bond was arranged or a bond hearing was held before a judge the next morning. Occasionally the judge would release the persons on their own recognizance. Generally, the police officers would complete all further paperwork before returning to patrol. This included several forms such as the arrest citation, notice of request for chemical test or notice of refusal if refused, a Person's Form providing information on all persons involved in the incident including witnesses and victims, and a vehicle impoundment form. Usually supplementary sheets were added to these forms to provide a narrative description of the incident. The above procedures were followed by the Clearwater Police Department. The Largo Police Department combined the incident, persons, and impoundment forms into one form and continuation sheets. Both agencies also

used a DWI arrest form which contains information describing the individual, dress, performance, appearance and demeanor. It was estimated by a supervisor that this procedure took from three to five hours per arrest.

2.1.2: Adjudicative Procedures in Clearwater/Largo

Florida's DUI laws, as amended in 1982 and 1983, establish two definitions of DUI: a qualitative standard called "driving while under the influence" and a quantitative standard prohibiting vehicle operation with a blood alcohol level of 0.10 or above, called "driving with an unlawful blood alcohol level" or "DUBAL". DUI and DUBAL are punishable by the same penalties.

Florida law provides for increasingly severe criminal and administrative penalties for multiple DUI offenders. First offenders receive a minimum \$250 fine and at least 50 hours mandatory community service. Additional discretionary penalties include up to six months' confinement to jail, up to a year's probation, and a year's license suspension imposed by the Department of Highway Safety and Motor Vehicles (DMV). First-offense DUI is grounds for a mandatory, court-imposed license revocation for one year; however, several statutory provisions allow a first offender to regain limited driving privileges (i.e., to and from work only), provided (s)he enrolls in an alcohol rehabilitation course. License restoration is a multi-step procedure involving separate applications before the trial court and the DMV. All persons convicted of DUI in Florida are required to complete a substance abuse course at their own expense. Second offenders receive a minimum of 10 days' confinement to jail (the maximum term is nine months), fines ranging from \$500 to \$1,000, and a court-imposed license revocation for a minimum of five years. Third offenders receive fines of \$1,000 to \$2,500, at least 30 days' confinement to jail (the maximum period is 12 months), and license revocation for ten years. Third offenders also may be sanctioned by the DMV as habitual traffic offenders. Effective July 1, 1982, fourth offenders were made permanently ineligible for drivers' licenses.

DUI cases are tried at the county court level, branch courts of which may be established in municipalities which provide adequate facilities. Clearwater has such a branch court. Judges must be attorneys and serve full-time. They are elected for four-year terms. DUI's are prosecuted by the State Attorney or his assistants. They, as well as public defenders, are also elected to four-year terms. Clearwater and Largo fall within the Sixth Judicial District which is made up of Pinnellas and Pasco counties. Florida has a speedy trial law

which requires that all such cases (with few exceptions) come to trial within 90 days of the arrest date.

DUI defendants' first opportunity to enter a plea comes at arraignment. About 50 percent enter guilty pleas, and sentencing generally occurs at that time. For those requesting court-appointed representation, eligibility is determined at arraignment and attorneys appointed if appropriate. For those who plead not guilty a trial date is set approximately six weeks from arraignment. Florida's court rules are quite liberal about pretrial discovery, and defense attorneys frequently examine the State's evidence in DUI cases. Partly as a result of this, approximately 90 percent of defendants who originally plead not guilty change their pleas to guilty before trial.

2.2: Comparison Jurisdictions - Sarasota and Bradenton, Florida

Sarasota and Bradenton are nearby cities located south of Tampa Bay on the central west coast of Florida. The population of Sarasota is over 55,000 and that of Bradenton over 33,000, with both cities growing. Both cities have a large number of older residents and cater to tourist influxes in both winter and summer months. In this regard they are similar to Clearwater and Largo.

The level of DWI enforcement in recent years has varied as a function of command emphasis at the shift supervisor level rather than on the basis of adopting specific policies or special enforcement techniques. Detection of DWI generally is accomplished by the observation of erratic driving behavior by officers on general patrol or evidence of intoxication of drivers stopped for other reasons.

Procedures for handling DWI suspects and paperwork are fairly standard in both jurisdictions with the exceptions that in Bradenton field sobriety tests and appropriate warnings are redone in the jail facility and recorded on video tape, and in Sarasota breath samples are sealed in an Indium Crimper collection device and analyzed the next day by a certified technician. One-half of the sample is not analyzed but kept until the case reaches final disposition in the courts.

Generally, pre-program enforcement and adjudication procedures in the comparison jurisdictions were similar to those in the experimental jurisdictions. More detailed descriptions of the enforcement and adjudication practices in both sets of jurisdictions appear in Appendix A.

3. ENFORCEMENT STRATEGIES

The Clearwater and Largo Police Departments selected several specific enforcement procedures for implementation during the project year. These included increased enforcement at high DWI accident and incident (arrest) locations, improved in-station DWI testing and processing procedures (including videotaping of arrestees), use of DWI checkpoints, training in DWI detection and screening procedures (including eye gaze nystagmus) and increased command emphasis on DWI enforcement. The implementation period for the project began September 30, 1983, with a kick-off press conference. The two months preceding that date constituted the planning period. Each police department detailed a sergeant to handle planning, coordination and implementation of the DWI enforcement and public information program. During at least the first six months, they devoted their full-time effort to these activities. This section contains descriptions of the basic enforcement strategies which were implemented. At the conclusion of the operational phase of the project, a questionnaire about DWI enforcement was administered to 94 officers in the two departments. A special consolidated DWI report form was also used during the project period. Pertinent results from tabulations of these data sources are presented where appropriate.

3.1: Command Emphasis

The Chiefs of Police in both Clearwater and Largo embraced the project and were very supportive of its intent. This commitment was evidenced both through public pronouncements and internal activities. Both chiefs attended and spoke at a kick-off news conference announcing the program. They also appeared jointly in a TV public service advertisement announcing the program and indicating that DWI checkpoints would be conducted. They made several public presentations during the project period indicating their commitment to the DWI enforcement effort. One resource often used during these talks was a slide/sound presentation describing the project which was prepared by the project staff. Another public indicator of the importance they attached to DWI enforcement was the appointment of an advisory committee to the project which included representatives of agencies concerned with dealing with drinking drivers (e.g., the courts, local National Safety Council Chapter), the business community and local media.

The importance of DWI enforcement to the chiefs was communicated to the personnel of the police departments in a number of ways. One way of indicating the importance was the appointment of the project coordinators in each of the departments. This was made known to all enforcement personnel. Additionally, new general orders were promulgated in each of the departments delineating DWI enforcement policies and procedures. A copy of such general orders for the Clearwater Police Department appears as Appendix B. The implementation of enforcement strategies themselves constituted an indication of the level of command emphasis. Of particular importance in this regard was the special training that all officers received at the beginning of the implementation period. A review of general DWI enforcement procedures and training in special DWI detection techniques was conducted during these training sessions. They were structured to reach all patrol officers in each of the departments. During these sessions, the importance of DWI enforcement to the leadership in the departments was stressed.

In summary, clear indications were given to both the general public and the personnel in the enforcement agencies that DWI enforcement was a top priority in both departments.

3.2: Police Officer Training in DWI Enforcement

In the first month of the operational phase of the project, each patrol officer in each of the departments received eight hours of instruction in departmental DWI enforcement policies and procedures and DWI detection techniques. The instruction included an orientation to the project, including a discussion of the enforcement techniques to be introduced during the project year, discussion of the new departmental general orders relating to DWI, instruction in standardized roadside and in-station psychophysical testing procedures for suspected DWI's, videotaping procedures and instruction in the use of NHTSA's "Guide for Detecting Drunk Drivers at Night."

The standardized psychophysical testing procedures taught at this time did not include horizontal gaze nystagmus (which was introduced later in the project year) but rather was intended to institute standardized testing procedures. The tests taught were walk and turn, one-leg-stand and a finger-to-nose test. The walk-and-turn and one-leg-stand test procedures taught at this time were virtually identical to the tests included in NHTSA's Improved Sobriety Testing (DOT HS-806-512) battery that includes gaze nystagmus. Thus, when gaze nystagmus was introduced later in the project year, there was substantial

transfer from this training activity. The walk-and-turn test involves having the suspect take nine heel-to-toe steps in a straight line, turn around and take nine such steps back with his hands at his side, counting each step out loud. The one-leg-stand test involves having the suspect stand with his hands at his side, raise one foot about six inches off the ground and count aloud for thirty seconds. The officers are also trained in an objective means of scoring performance on these tests.

The training in DWI detection used the standard NHTSA training materials, including a twenty minute videotape. This training involves instructing the officers in the use of twenty specific detection cues which indicate a specific probability that a driver exhibiting those behaviors is under the influence. An example is turning with a wide radius. Based on an empirical study, sixty-five percent of drivers exhibiting that behavior at night have a BAC of .10 or greater. Other cues and their associated probabilities of DWI include straddling the center or lane marker (.65), weaving (.60), speed slower than 10 mph below the limit (.50), signaling inconsistent with driving actions (.40) and headlights off (.30). Each officer was provided with a copy of the "Guide for Detecting Drunk Drivers at Night" (DOT HS-805-711), reprinted to incorporate the project logo and theme "Arrest Drunk Driving" on the cover. Additionally, officers were provided with plastic-coated cards listing the detection cues.

Eighty-seven percent of the officers surveyed late in the project period indicated that they had received DWI Detection Guide training. Given personnel turnover during the project year, this indicates that virtually all eligible officers received the training. All but one of the officers who indicated they had received the training reported using it in the field. The mean response on a scale of one (lowest) to nine (highest) on how often the skills learned were used in the field was 6.2. Generally the officers found the training in this area useful. Seventy-seven percent of the officers who received the training rated its usefulness at six or higher on the one-to-nine scale.

3.3: High Priority Enforcement Locations

Based on accident and arrest experience in the previous year, 12 high priority DWI enforcement areas were identified (six in each jurisdiction) in which to emphasize DWI enforcement.

Initially it had been planned to identify separate high DWI incident (arrest) locations and high DWI accident locations and label intensified

enforcement in those areas as separate enforcement techniques. However, it became clear that they generally were one and the same, so in the operational context no such distinction was made.

This enforcement technique was implemented primarily through emphasizing those locations as areas to receive special attention during routine patrol. In other words, at shift briefings, officers were told that these areas were ones of high DWI activity and should receive extra nighttime patrol exposure as other duties would allow. Additionally, when DWI checkpoints were conducted, they were located in these high-priority areas.

When queried as to whether they had been made aware of high accident or incident locations, over 75 percent of the officers responded affirmatively. Forty-nine and one-half percent of DWI arrests made during the project were made at these high-priority locations.

3.4: Videotaping of DWI Arrestees

Through a separate grant, the police departments obtained videotaping equipment for the purpose of taping arrestees receiving their rights and performing psychophysical screening tests. This videotaping was generally conducted at the breathtesting facilities located in each of the main police stations and later at the Clearwater substation when it opened. Initially, it was planned to conduct videotaping and breathtesting on-site at checkpoint locations using a portable generator to power lights, cameras and testing equipment. This was attempted at one of the early checkpoints and determined not to be feasible largely because of difficulties in providing adequate lighting.

The videotapes were then used both in pre-trial disclosure and in open court. A separate videotape cassette was used for each arrestee and retained until the case had been cleared through the court system. At that time the videotapes were reused.

3.5: Improved DWI Processing Procedures

Report forms were revised to consolidate necessary reporting requirements on fewer forms. The use of videotaping during in-station processing also helped streamline the process in that standard procedures were followed and the tapes provided clear documentation of the tests conducted and of the advising of rights. Through another grant, improved, faster breath-testing equipment was

acquired. The opening of the substation in Clearwater in early 1984 also helped speed processing for arrests made in the northern part of the city.

3.6: DWI Checkpoints

During the course of the project, 12 DWI checkpoints were conducted in the test jurisdictions.

In order to provide the least disruption to other enforcement functions in the two cities, each checkpoint was jointly staffed by the two departments. A typical checkpoint used fourteen uniformed officers and six volunteer reserve officers. An operational plan including a drawing of the setup at the checkpoint location, officer stations and responsibilities was prepared for each checkpoint. An example of such a plan appears as Appendix D.

Before each checkpoint, the local media were given notice that a checkpoint would be conducted and told its location on the evening of the checkpoint. Most checkpoints received some media coverage either through on scene coverage or through follow-up coverage based on press releases generated by the departments. Four of the checkpoints were covered by TV film news.

3.7: Use of Gaze Nystagmus

In the fall of 1983 the project coordinator from Clearwater received instructor training from NHTSA in the Improved Sobriety Testing battery which includes the Horizontal Gaze Nystagmus, Walk-and-Turn and One-Leg-Stand tests.

Horizontal gaze nystagmus is a jerking of the eyes as they gaze to the side. Many persons exhibit some nystagmus if their eyes track to the extreme side. However, as level of alcohol intoxication increases, the onset of nystagmus occurs after fewer degrees of tracking towards the side. The training involved teaching officers to detect the nystagmus and measure whether the nystagmus begins at a degree of gaze to the side which would indicate intoxication. This test coupled with the Walk-and-Turn and One-Leg-Stand tests described earlier constitutes a field sobriety test battery which is quite reliable in identifying alcohol-impaired individuals.

In February of 1984 the patrol officers in both departments were trained in the use of these tests for screening suspected DWI's. Officers were then encouraged to practice administering the test while making DWI stops until they felt proficient in administering the tests but were instructed not to formally use gaze nystagmus in the arrest decision process until they were certified as proficient by the instructor.

During this time, briefings were conducted to familiarize court personnel with the test.

With the exception of videotaping, gaze nystagmus and full implementation of improved processing (the Clearwater substation was not opened until January 1984), all enforcement techniques were implemented in October 1983 and continued throughout the project period.

The implementation schedule is shown in Figure 3.1

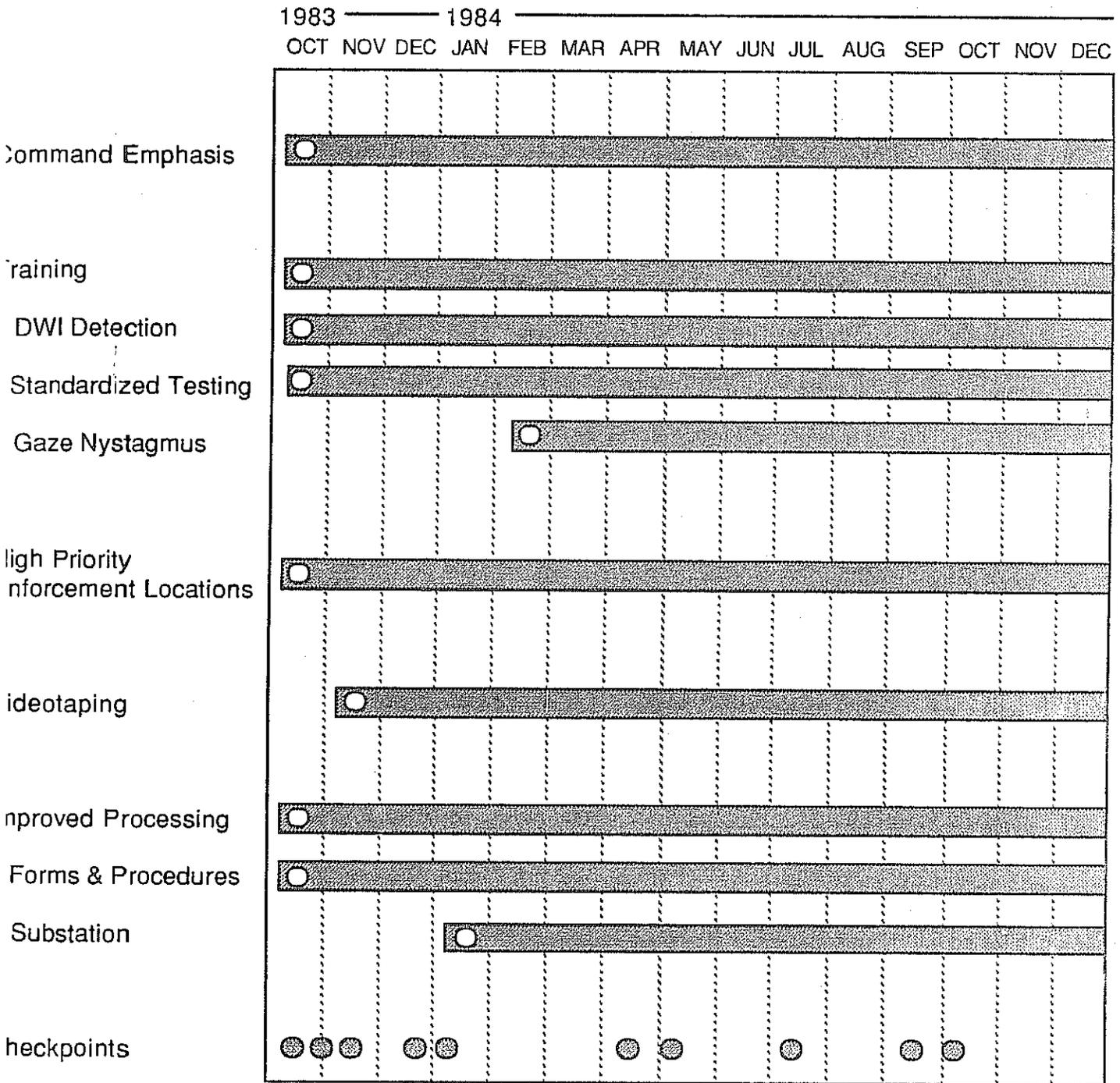


FIGURE 3.1. ENFORCEMENT TECHNIQUE IMPLEMENTATION SCHEDULE.

4. PUBLIC INFORMATION AND EDUCATION ACTIVITIES

The main purpose of the public information and education (PI&E) activities was to enhance the potential effectiveness of the DWI enforcement efforts by bringing them to the attention of the public. Whenever possible, major PI&E activities focused on specific enforcement techniques that were being used to detect, arrest and effectively prosecute DWI offenders in an effort to insure that the public was aware that there was a continuing commitment to DWI enforcement and that the police departments were taking tangible steps to make DWI enforcement more effective in their communities. The PI&E efforts supporting these strategies were introduced throughout the project.

Our approach was to work with the enforcement agencies in developing an overall PI&E plan for the project period and provide technical assistance in materials development where necessary. For the most part, we relied on the local agencies to carry out materials production and distribution and other aspects of implementing the plan. For example, project staff developed storyboards for television public service announcements (TV PSA's), but obtaining assistance from local TV stations in production, duplicating, and airing of the spots were largely left to the local personnel. In most instances camera ready copies of print materials were supplied to the local project coordinators. This was not possible in the case of TV PSA's. However, preparation of the storyboards proved to be a very useful tool in soliciting the cooperation of local TV stations in filming the TV PSA's. The television stations were accustomed to receiving such requests in a less thoroughly described format. Having a script and sketches of the desired PSA assisted the local coordinators in communicating their request and assisted the local TV stations in more readily producing the PSA.

The PI&E plan that was developed (Appendix D) provided an ambitious set of goals for implementation of a number of PI&E activities built around themes which highlighted specific enforcement techniques as well as auxiliary themes supportive of the overall project. The plan served as an ideal target for PI&E activities and not all aspects of the plan were actually implemented, nor was the initial schedule followed strictly. This section of the report describes the PI&E activities that were actually implemented through December of 1984.

At the outset a project slogan ("Arrest Drunk Driving") and a logo (a symbol indicating no drinking and driving much like international road signs)

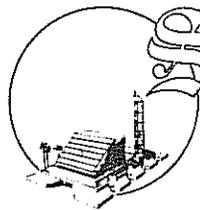
were developed. The slogan was selected because of its double-entendre: stop (arrest) drunk driving by apprehending (arresting) and sanctioning drunk drivers. These elements were used in virtually all PI&E materials during the project to afford continuity to the PI&E effort and project identification.

High-visibility applications of the logo included billboards, bumper stickers, vehicle window decals, key chains, brochures and folders. The logo was also displayed on specially made reflective signs mounted below speed limit signs in the participating communities. The media often used the logo within their coverage of the campaign. (The logo was designed to allow easy conversion to newspaper art.) Figure 4.1 illustrates some of these applications of the project logo.

For each PI&E theme, local personnel were provided the tools to generate the public information activities themselves. A typical theme package included: (1) text for a press release and a suggested media event to highlight the topic; (2) a storyboard for a TV public service announcement (PSA); (3) scripts for radio PSA's; and (4) artwork for a print ad. Figures 4.2 through 4.5 are examples of the materials provided. Additional examples of PI&E materials are included in Appendix F. Print media coverage shown chronologically by theme is documented in Appendix G.

4.1: Core Enforcement Strategies for PI&E Efforts

Five of the specific DWI enforcement techniques or elements within the techniques lent themselves to such themes. These were: (1) checkpoints, (2) use of visual detection cues from the "Guide for Detecting Drunk Drivers at Night" (training), (3) high priority enforcement locations, (4) use of standardized roadside sobriety tests, including gaze nystagmus, and (5) videotaping of post-arrest processing. These enforcement strategies were implemented in phases during the life of the project. The checkpoint, location, and detection cue strategies were implemented when the project started in October of 1983. The video strategy was started in late November and the roadside tests strategy followed in early February 1984. An effort was made to start each of the enforcement strategies early in the project so their impact could be felt during the project evaluation period. Each of the enforcement strategies was accompanied by supporting PI&E themes and messages which are detailed later in this section. The PI&E efforts in support of the enforcement strategies were phased in during the year. These enforcement strategies all had one common PI&E theme. That theme emphasized new initiatives that increased the likelihood that drunk drivers would be detected, convicted, and sanctioned.

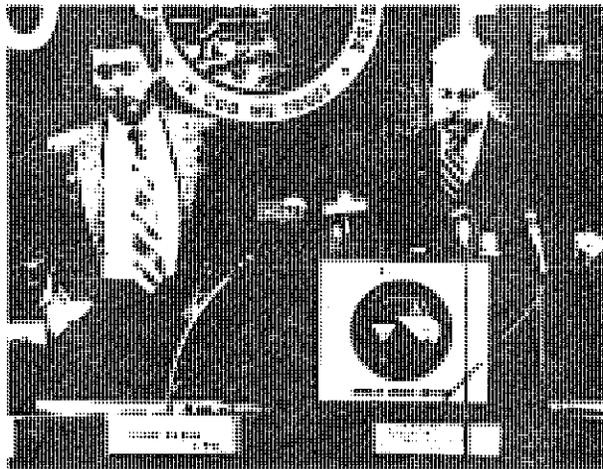


St. Petersburg Times clearwater times

EDITION

Belleair, Dunedin, Largo, Palm Harbor, Tarpon Springs, Safety Harbor, Oldsmar and all Upper Pinellas.

THURSDAY, SEPTEMBER 29, 1983



Police Chiefs Sid Klein of Clearwater and Jerald Vaughn of Largo behind their logo.

Clearwater and Largo join forces in drive to 'Arrest Drunk Driving'

By JUDY BRENNAN
Clearwater Times Staff Writer

LARGO — Blurred vision or no, the drunken driver will have a tough time determining where Clearwater and Largo police territories lie starting Saturday.

It has to do with an effort by both agencies that may put them in the national spotlight. The police departments have combined forces to "Arrest Drunk Driving."

The departments, with \$62,500 in a state grant, hope to halt the increase in fatalities and serious injuries in traffic accidents involving drunken drivers. The police get the money to put the joint effort into action Saturday. (More money is expected from the National Highway Traffic Safety Administration, but at this point both departments say they don't know how much.)

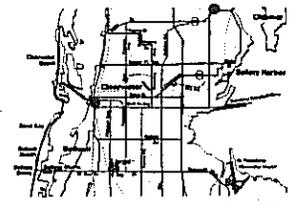
"What it all means is we will be the model for the nation," Largo Police Chief Jerald Vaughn said in a press conference Wednesday. "This is a test project."

TO CREATE THE project, the agencies have doubled the training of 300 patrol officers in detecting drinking and drunken drivers, have equipped the officers with video recorders and have put intaximeters at the two headquarters and the Clearwater police substation off McMullen-Bloch Road. At those spots, a driver's alcohol level will be tested through breath, blood and urine samples.

None of this comes without fair warning, say both police chiefs.

The slogan "Arrest Drunk Driving" and a version of the international motorist symbol — this one banning drinking while driving — will be posted everywhere, says Clearwater's Chief Sid Klein. On patrol cars. On street signs in both cities.

"Everywhere," emphasized Vaughn, "so no one can say they haven't seen it before."



The three testing stations.

Expect the media to be saturated with promotions for this program, say both chiefs. Billboard space has been donated. There will be plenty of television and radio public service announcements. Brochures and posters are being printed. Speakers will be available for any interested group.

So why is this pilot project targeted for Clearwater-Largo?

Vaughn says, "Because we applied for it. Look at our statistics." (See box.)

KLEIN NOTED that from 1979 to 1982, fatalities for both cities increased by 55 percent and injuries increased by 25 percent. Those are statistics that police can no longer live with, the chiefs say.

See ARREST, Page 11

POLICE SAY:

- From 1979 to 1982 there were 32,304 traffic accidents in Clearwater and Largo.
- 9,679 people were injured in those accidents.
- 110 people died in the accidents.
- 65 percent of the accidents involved deaths related to alcohol or drug use.

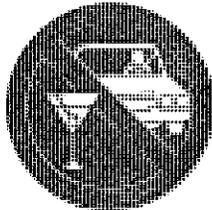


FIGURE 4.1. EXAMPLES OF MEDIA AND PROJECT USE OF LOGO AND SLOGAN.



FIGURE 4.1. CONTINUED.

OFFICE OF POLICE CHIEF



NEWS RELEASE

FOR RELEASE WEDNESDAY, SEPTEMBER 28, 1983

CLEARWATER/LARGO ANNOUNCE SPECIAL D.W.I.

ENFORCEMENT PROGRAM

Clearwater Police Chief Sid Klein and Largo Police Chief Jerald Vaughn jointly announced at a news conference today, the kick-off of a Cooperative D.W.I. Enforcement Program. The innovative program will commence October 1st and continue through 1985.

The program is a result of the growing concern on behalf of both cities, in regard to the number, frequency and severity of alcohol related crashes. During the calendar years 1979-82 there were 32,304 traffic accidents in Clearwater and Largo. These accidents were responsible for 110 deaths and 9,679 non-fatal injuries. Analysis indicates that 65% of the fatal accidents were alcohol or drug related.

The cooperative program is being funded by a grant from the State of Florida, Bureau of Highway Safety. Concurrent with the enforcement program, the National Highway Traffic Safety Administration has selected Clearwater and Largo as a test site for a drunk driving deterrence and public information study; and will be adding additional funds to the program as well as technical assistance.

FIGURE 4.2. PRESS RELEASE ANNOUNCING PROGRAM.

The goal of the Cooperative D.W.I. Enforcement Program is to "Arrest Drunk Driving". The specific objectives of the program include:

1. To reduce fatalities and serious injuries resulting from alcohol related accidents by 20%.
2. To reduce the enforcement officer's time of involvement in each case by one hour (currently 3-4 hours is needed).
3. Increase the number of D.W.I. arrests by 25%.

To "Arrest Drunk Driving", that is to say to stop people from driving when they have been drinking and arresting those who do choose to drink and drive, Clearwater and Largo Police Departments are embarking on a multi-phased comprehensive enforcement program involving public awareness and education, extensive police officer training, increased enforcement and the establishment of three fixed site alcohol and drug testing laboratories.

Both agencies feel obligated to both inform as well as educate the citizens of our communities concerning the enforcement strategies and recognition of the overall D.W.I. problem. To accomplish this, television and radio public service announcements have been produced to be aired throughout the program. To augment the public information campaign, billboard space has also been donated by various outdoor advertising agencies. Brochures and posters are being printed and both the Clearwater and Largo Police Departments will have speakers available for interested groups or meetings.

FIGURE 4.2. CONTINUED.

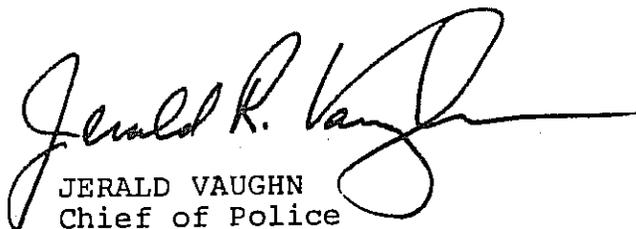
Police officer training is an integral part of the overall project. Concentrated training began September 19, 1983 and within the next 120 days all patrol officers of the Clearwater and Largo Police Departments will have received 8 hours training. The training includes: improved D.W.I. detection procedures, standardized field sobriety or psychomotor testing, as well as new techniques of breath alcohol, urine testing and sound video taping.

Police officers of both jurisdictions will be applying their training in at least two clearly defined areas. First, those locations that data indicates are high D.W.I. accident sites, and secondly, by performing several spot D.W.I. checkpoints throughout both cities on a long term basis.

It is our contention that both law enforcement and sincere community action can and will have a positive impact on the growing D.W.I. problem that affects each and every one of us. We are certain that working together we can "Arrest Drunk Driving" and make our communities a safer place for all of us to live.

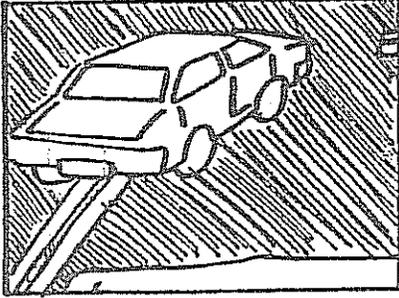


SID KLEIN
Chief of Police
Clearwater Police Department

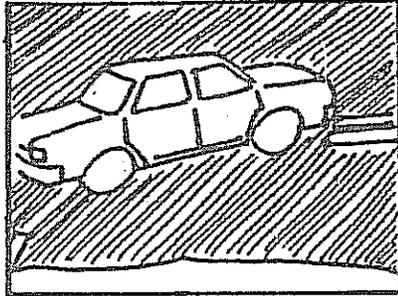


JERALD VAUGHN
Chief of Police
Largo Police Department

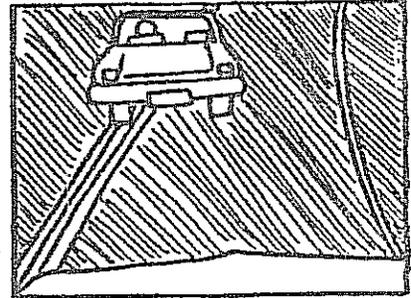
For further information contact Sgt. John McNeilly, Public Information Officer, Clearwater Police Department, 462-6280.



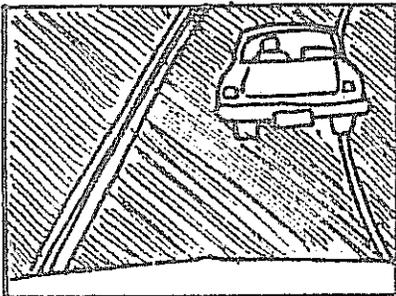
(NIGHT SCENE: CAR TURNING WITH WIDE RADIUS, VIEW FROM FOLLOWING VEHICLE)
VO: Drunk drivers don't know they're a dead giveaway to police. Look at this wide turn.



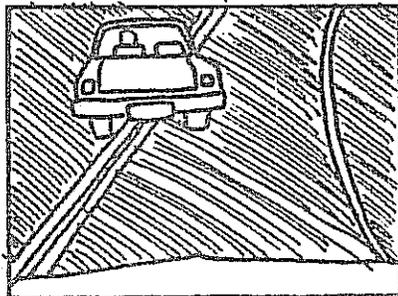
(VEHICLE COMPLETING WIDE TURN)
VO: It's a cue that the driver is under the influence.



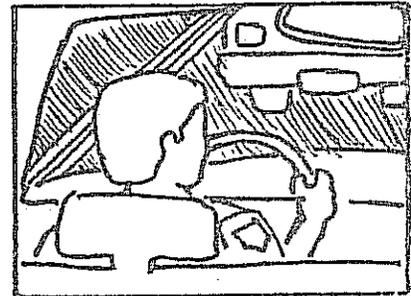
(VEHICLE WITH TWO WHEELS ON CENTER LINE)
VO: The drunk driver can't compensate to avoid detection either.



(VEHICLE DRIFTING TO SHOULDER)
VO: This gradual drifting doesn't seem obvious but the police have been trained to spot it.



(VEHICLE DRIFTING BACK TO CENTER LINE)
VO: The drunk driver has a tough time with line straddling, another good tip-off that he's intoxicated.



(PULL BACK TO POLICE OFFICER BEHIND WHEEL OF FOLLOWING VEHICLE)
VO: So don't take a chance. These and other . . .



(PULL BACK TO REAR VIEW OF POLICE CAR WITH FLASHING LIGHTS. SFX: SIREN)
VO: . . . cues are used to ARREST DRUNK DRIVING.



(LOGO)

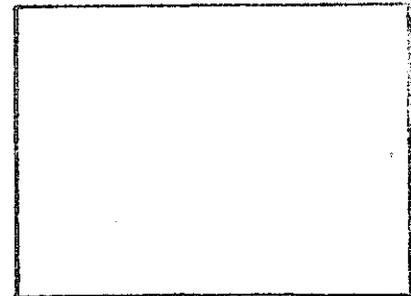


FIGURE 4.3. STORYBOARD FOR TV PSA ON DETECTION CUES.

CITY OF LARGO
P.O.Box 296, Largo, Florida 33540
(813) 586 2666

CITY OF CLEARWATER
644 Pierce Street, Clearwater, Florida 33516
(813) 462-6000

OFFICE OF POLICE CHIEF



RADIO PUBLIC SERVICE ANNOUNCEMENT
NUMBER THREE (45 SECOND SPOT)

THE D.W.I. CHECKPOINT IS AN INESCAPABLE CONCLUSION FOR DRUNK DRIVERS. TO ARREST DRUNK DRIVING, THE CLEARWATER AND LARGO POLICE ARE COOPERATING TO SET UP ROADBLOCKS AT UNANNOUNCED TIMES AND LOCATIONS.

RESPONSIBLE DRIVERS WILL BE DIRECTED THROUGH THE ROADBLOCKS WITHOUT DELAY. DRUNK DRIVERS, ON THE OTHER HAND, WILL BE DETECTED AND ARRESTED.

SINCE THEY WON'T KNOW WHEN OR WHERE THE ROADBLOCKS WILL BE, DRUNK DRIVERS WILL HAVE DIFFICULTY AVOIDING THEM. ONCE CAUGHT IN THE ROADBLOCK, THEY WILL NOT BE ABLE TO TURN AROUND OR EVADE SURVEILLANCE. FOR THEM THE CONCLUSIONS ARE INESCAPABLE; ARREST WITH THE PENALTIES THAT GO WITH IT.

THIS LIFE SAVING MESSAGE IS BROUGHT TO YOU AS A PUBLIC SERVICE BY

FIGURE 4.4. SCRIPT FOR RADIO PSA ON CHECKPOINTS.

TIME IS RUNNING OUT FOR THE DRUNK DRIVER.



Since the beginning of the ARREST DRUNK DRIVING Program, arrests of drunk drivers have increased by over 70%. That means drunk drivers have a much greater chance of being arrested than ever before.

Many would-be drunk drivers are now heeding this warning and choosing not to drink and drive. Fewer drunk drivers on the roads will result in a decline in drunk driving accidents. And that means driving will be safer for all of us.



ARREST DRUNK DRIVING IT'S WORKING!

ARREST DRUNK DRIVING, a cooperative program of the Clearwater, Largo, Dunedin and Tarpon Springs Police Departments, thanks this publication for participating in this public information campaign.

FIGURE 4.5. PRINT AD ON RESULTS THEME.

4.2: Other Enforcement Measures and PI&E Themes

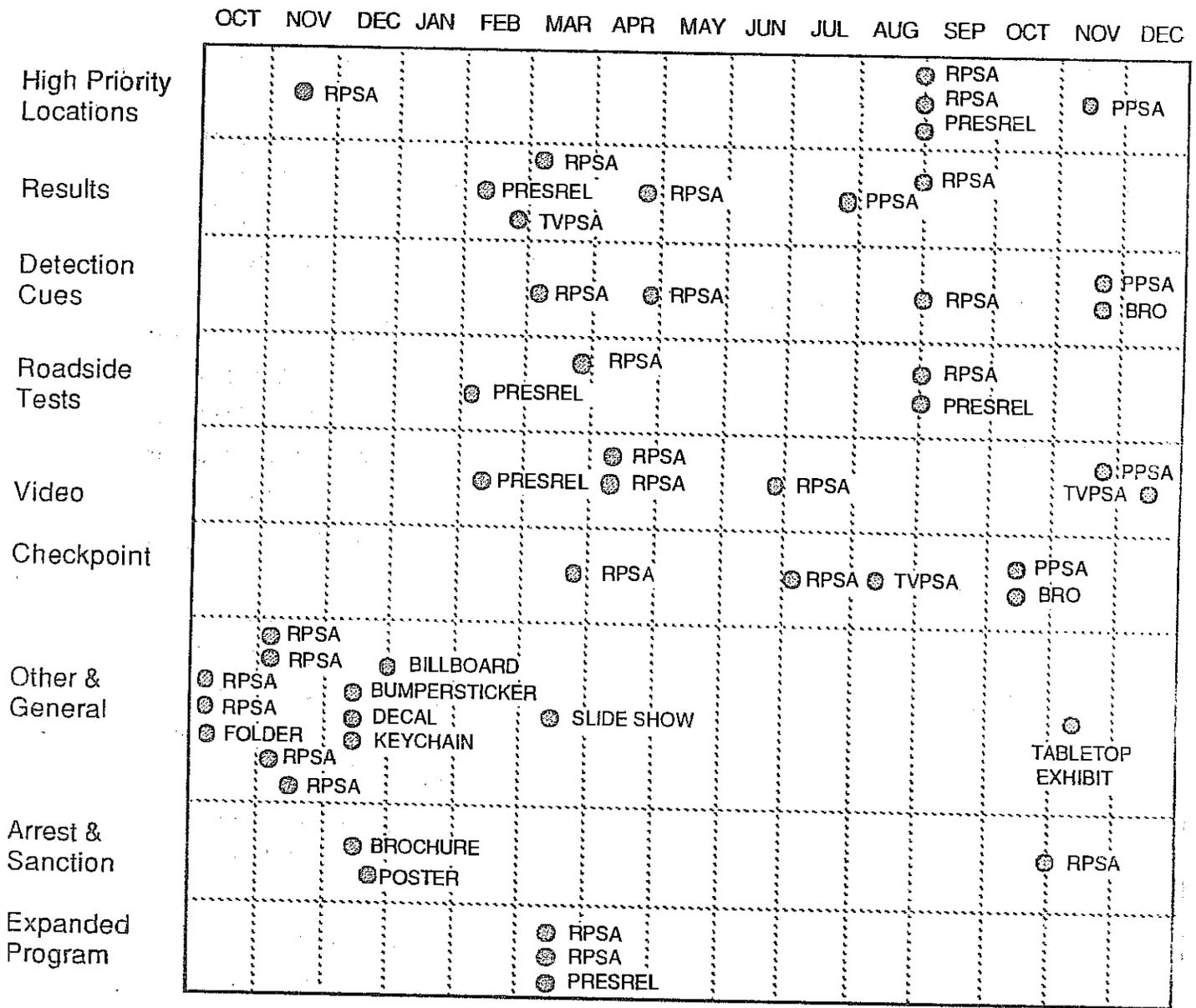
Accompanying the core enforcement strategies were other enforcement measures and supporting PI&E themes. Early in the project, general orders were issued by the local law enforcement jurisdictions that DWI enforcement would be given high priority and that resources would be brought to bear so that stepped-up enforcement would be a real and a permanent initiative, not just a temporary campaign. This increased patrol emphasis was buttressed by training in DWI enforcement given to all patrol officers rather than a limited enforcement team. PI&E messages were developed to communicate this long-term commitment to tough enforcement and to substantiate it with messages about augmented resources, improved facilities, and better trained personnel. The details of these latter PI&E themes and messages are also presented later in this section.

In addition to DWI enforcement, a number of opportunities emerged for developing PI&E themes and messages that could help deter DWI. At the start of the program, general information was provided on the hazards of DWI, alcohol effects, and the need for tough enforcement. This was followed by information on penalties for DWI prescribed by state law, and the other social consequences of being convicted of DWI. The local media gave a good deal of independent support to these messages. About three months into the program, some favorable results became available in terms of increased DWI arrests. These results were publicized in an effort to reduce drunk driving by reminding the public that the chances of being arrested for drunk driving had increased. Later, when two neighboring jurisdictions joined the program, publicity was developed on the expanded enforcement program. Details of these related PI&E themes, and how they related to enforcement strategies, are described in the following sections.

Figure 4.6 shows when the PI&E themes were actually implemented. Most of the early PI&E activity is in the "General and Other" category. This PI&E stressed the need for and commitment to DWI enforcement and patrol emphasis, as well as more general messages conveyed by billboards, bumper stickers, and decals. PI&E materials and activities about specific enforcement techniques occurred throughout the project year.

4.3: Project Enforcement Themes

4.3.1: High Priority Enforcement Locations. This enforcement strategy was launched at the beginning of the project in early October of 1983. Law



RPSA - Radio Public Service Announcement
 TVPSA - TV Public Service Announcement
 PPSA - Print Public Service Announcement
 PRESREL - Press Release
 BRO - Brochure

FIGURE 4.6. P I & E MATERIALS SCHEDULE.

enforcement personnel reviewed files and identified areas of high DWI incidence and accidents, and patrols were emphasized in these areas. Although high incidence locations were known to surround drinking establishments, patrols in these areas were not publicized by specific location in order to avoid community relations problems.

A chronology of PI&E materials, activities, and news coverage for this strategy is shown in Figure 4.7. The materials were designed to promote two basic messages: (1) police know where most of the drunk driving activity is located (in some cases, specific areas were mentioned), and (2) increased patrols in these areas make it more likely that drunk drivers will be detected. A radio public service announcement was issued in mid-November 1983, and three events and associated press releases also occurred.

For example, one type of special event involved a coordinated event to hand out project brochures at high incidence locations. Police stopped motorists, gave them brochures (one about DWI sanctions and the other about checkpoints) and sent them on their way. This event was conducted during the holiday seasons in four locations in 1983 and sixteen locations in 1984. The coordinated brochure distribution efforts, which are referred to as Events 1 and 3 on Figure 4.7, attracted TV news coverage on both occasions.

Another event involved use of a variation in this enforcement technique called "Wolfpack" by police. This involved using teams of patrol vehicles in high priority locations. These teams were deployed during the Christmas/New Year holiday season of 1984. The public was warned of the patrols in a series of press releases. The patrols attracted TV news coverage.

The locations theme had two primary exposures during the project -- one during the holiday season of 1983 and the other during the holiday season of 1984.

4.3.2: DWI Detection Cues. This strategy, the training in and use of DWI detection cues contained in the "Guide for Detecting Drunk Drivers at Night", was launched at the beginning of the project. The chronology of PI&E materials, activities, and news coverage is shown in Figure 4.8.

PI&E materials and activities were developed to promote three general themes: (1) all personnel are trained in the use of detection cues, (2) by using detection cues, police can detect drunk drivers more effectively, and therefore (3) detection cues increase the chance of being arrested for drunk driving.

This theme received primary exposure during the February-April period of 1984. Much of the PI&E for this strategy was generated by speaking engagements.

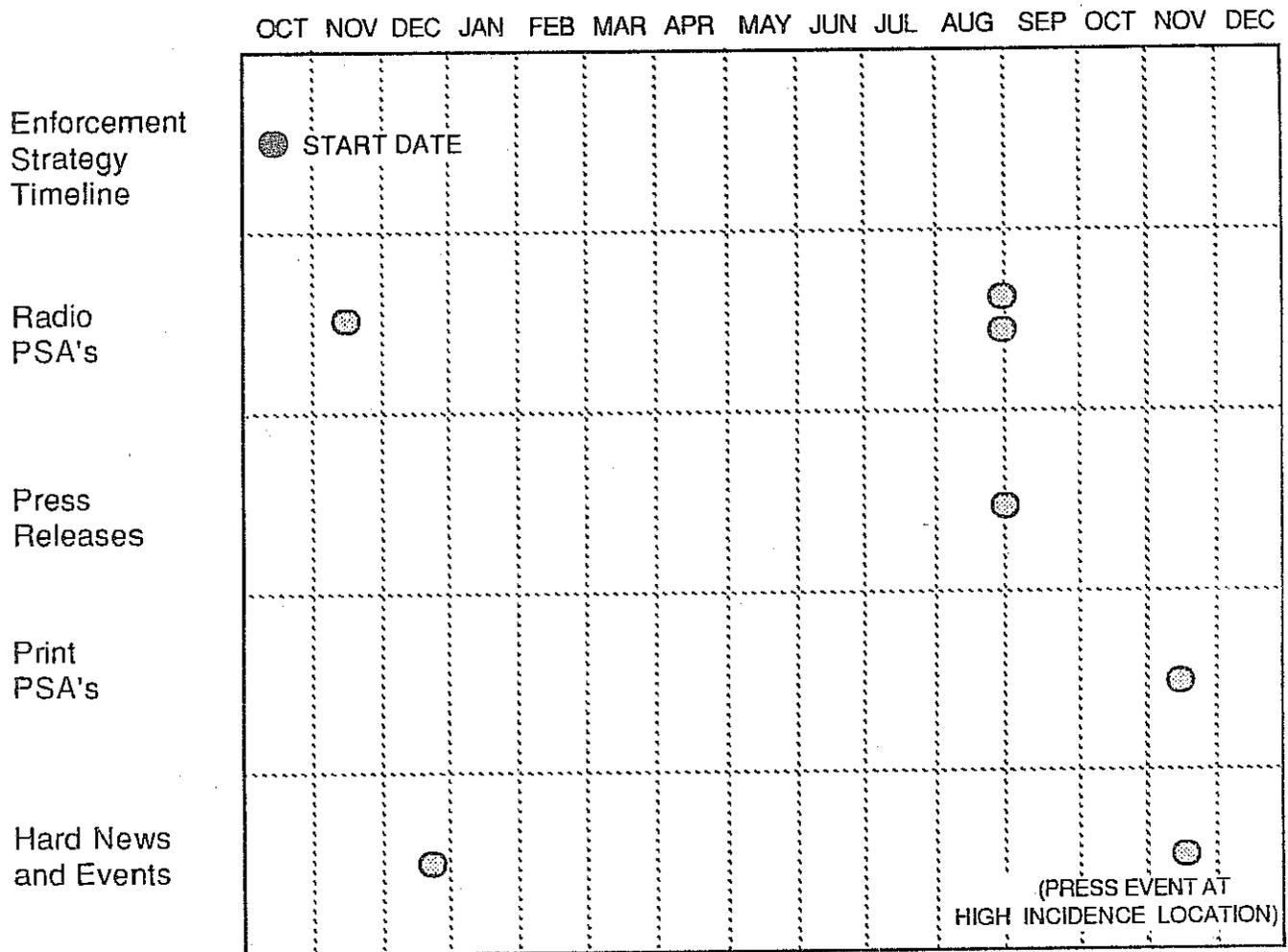


FIGURE 4.7. HIGH PRIORITY LOCATIONS THEME.

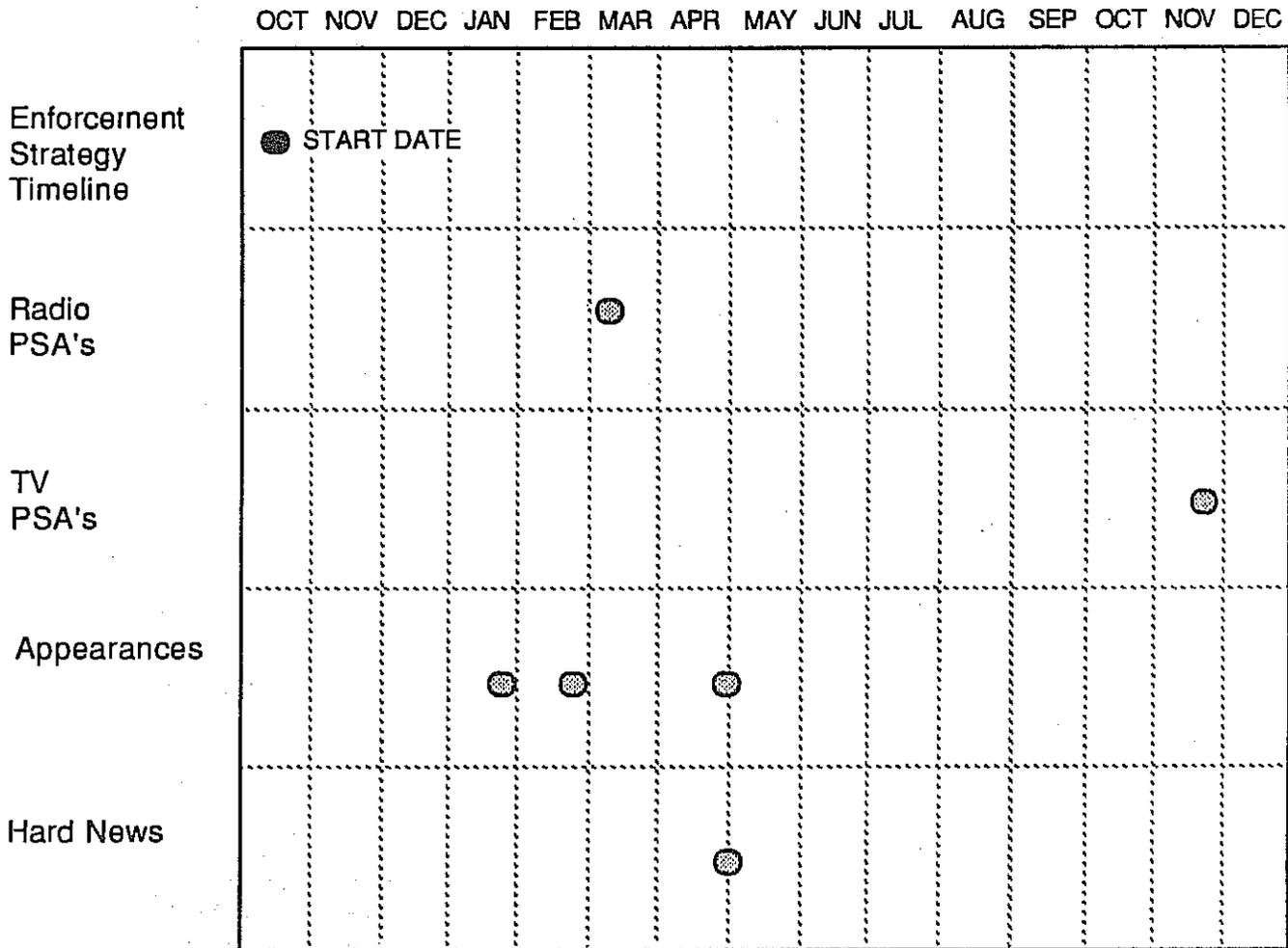


FIGURE 4.8. DETECTION CUE THEME.

Since communication of the nature of detection cues is a complex task, speaking engagements appeared to be the appropriate channel. A slide/tape program, developed by the project, provided further explanation of detection cues and was used extensively in speaking engagements. A radio and a television public service announcement was developed for this theme.

The NHTSA publication "Guide for Detecting Drunk Drivers at Night," a brochure describing each of the visual cues and how to use them, was reprinted using the project logo, slogan and identifying text. These were used not only in training the officers, but as handout brochures.

4.3.3: Standardized Roadside Tests (Training). This strategy was begun in early February 1984. Its implementation was timed to coincide with training of patrol personnel in the use of horizontal gaze nystagmus. The specific tests used were: walk and turn, one-leg stand, and gaze nystagmus. Since the gaze nystagmus test was considered to be the most newsworthy among the roadside tests, it was decided to focus PI&E on the gaze nystagmus test.

A chronology of PI&E activities, materials, and events, as well as hard news, is shown in Figure 4.9. The enforcement strategy was launched in early February as soon as a sufficient number of patrol personnel had been trained. The strategy was announced in a press release which was accompanied by a radio PSA and nine speaking engagements. A second press release in late August was accompanied with three additional speaking engagements. Hard news was provided by newspapers during the August period.

PI&E materials and activities were developed to promote four themes: (1) all police are trained to administer tests that enable them to tell accurately whether a driver is intoxicated; (2) drunk drivers can't pass these tests and look sober when they're not; (3) the gaze nystagmus test adds precision to the determination of whether a driver is drunk; and (4) roadside tests increase the chance that drunk drivers will get caught and convicted.

Although hard news was generated by this PI&E theme, it appears that a greater amount of information was communicated in speaking engagements. The slide/tape show, prepared by the project, was considered to be very useful by local personnel in speaking engagements.

4.3.4: Videotaping of Arrestees (Improved Processing). The video strategy was implemented in November of 1983 when all necessary equipment became ready and staff was trained in its use. This strategy called for installing videotape equipment at police stations and substations where processing of drunk drivers took place. Sobriety tests, performed during in-station, post-arrest processing

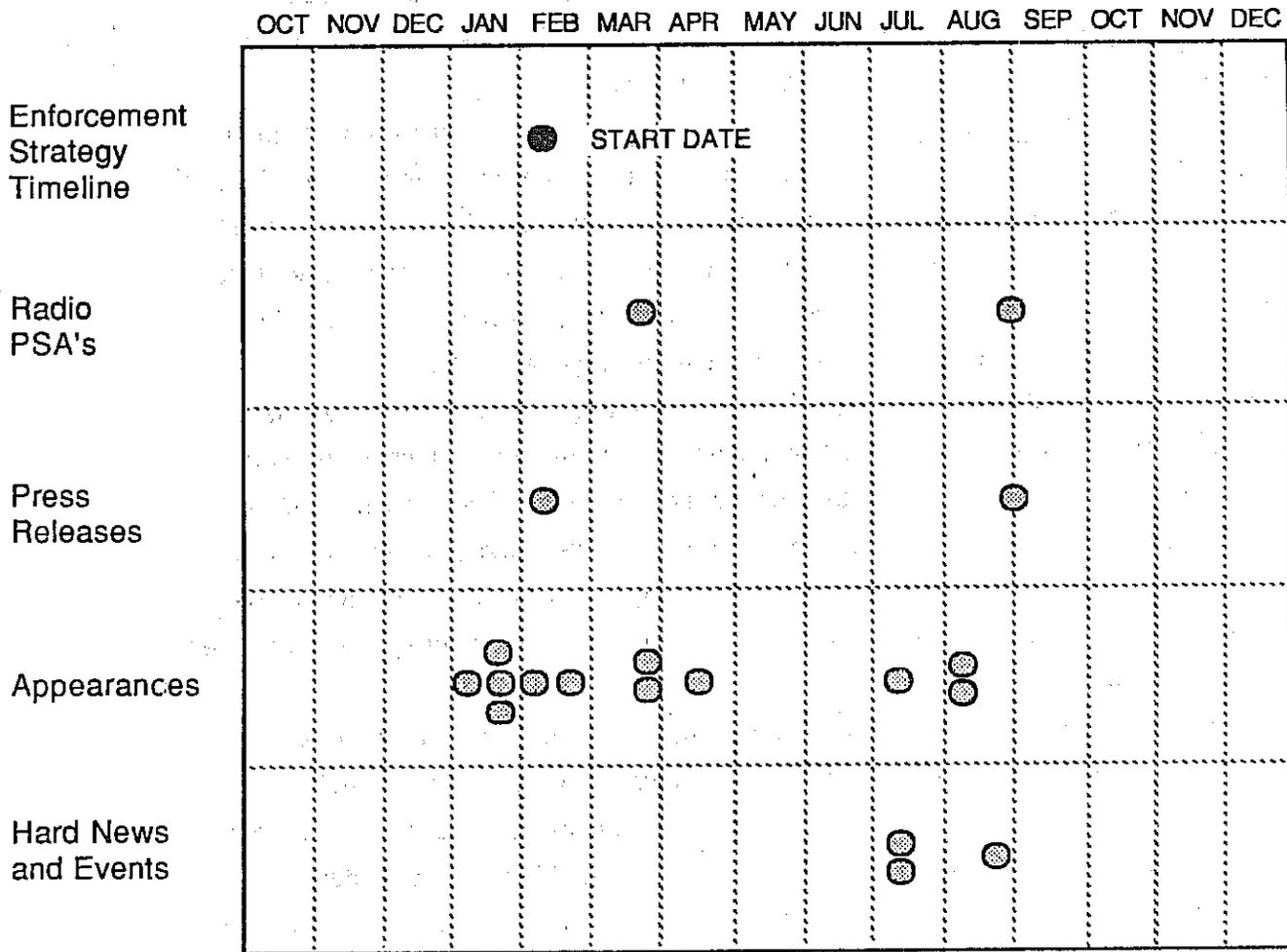


FIGURE 4.9. ROADSIDE TESTS THEME.

were videotaped. These videotapes could later be used, if necessary, as evidence for conviction of drunk drivers.

The chronology of PI&E materials, activities, and events, as well as hard news coverage, is shown in Figure 4.10. PI&E materials and activities included a press release, a TVPSA, three radio PSA's, two speaking engagements, and a media event.

These PI&E materials and activities were developed to promote two general themes: (1) videotapes provide irrefutable evidence that can be used to convict drunk drivers, and (2) improved evidence increases the likelihood that drunk drivers will be convicted. Actual airing of the TV PSA did not occur until well into 1985.

4.3.5: Checkpoints. The last of the core enforcement PI&E strategies is checkpoints. This strategy called for roadblocks to stop drivers at predetermined intervals in a line of traffic. The details of how the checkpoints were conducted are described in Appendix D. The Checkpoints strategy, which began at the start of the project in October 1983, was planned as a sustained effort designed to continue for the life of the project. Checkpoints were scheduled at the start of the project, during holiday seasons, and at regular intervals throughout the life of the project.

The chronology of PI&E materials, activities, events, and hard news coverage is shown in Figure 4.11. Like the enforcement strategy, itself, no particular concentration of PI&E effort was planned. Each checkpoint was considered to be a media event by itself. During the early part of the project, media representatives were called and informed about the upcoming checkpoints, just a few hours before they were set up. This maintained the secrecy of the location while, at the same time, helped to maximize print and broadcast coverage. Later, when police decided to announce the locations of checkpoints ahead of time, media representatives were notified well in advance.

PI&E materials, including two radio PSA's, a print PSA, a TV PSA, and a brochure, were issued during the course of the project. Speaking engagements, on the other hand, were concentrated in a five-month period beginning late in 1983 and extending to the early part of 1984.

This enforcement strategy attracted far more hard news coverage than any of the other enforcement strategies promoted by this project. The hard news was related simply and directly to the actual conduct of checkpoints. The nature of this hard news coverage was a combination of paper and broadcast (mostly TV) stories about what actually happened (when, where, how many stopped, how many

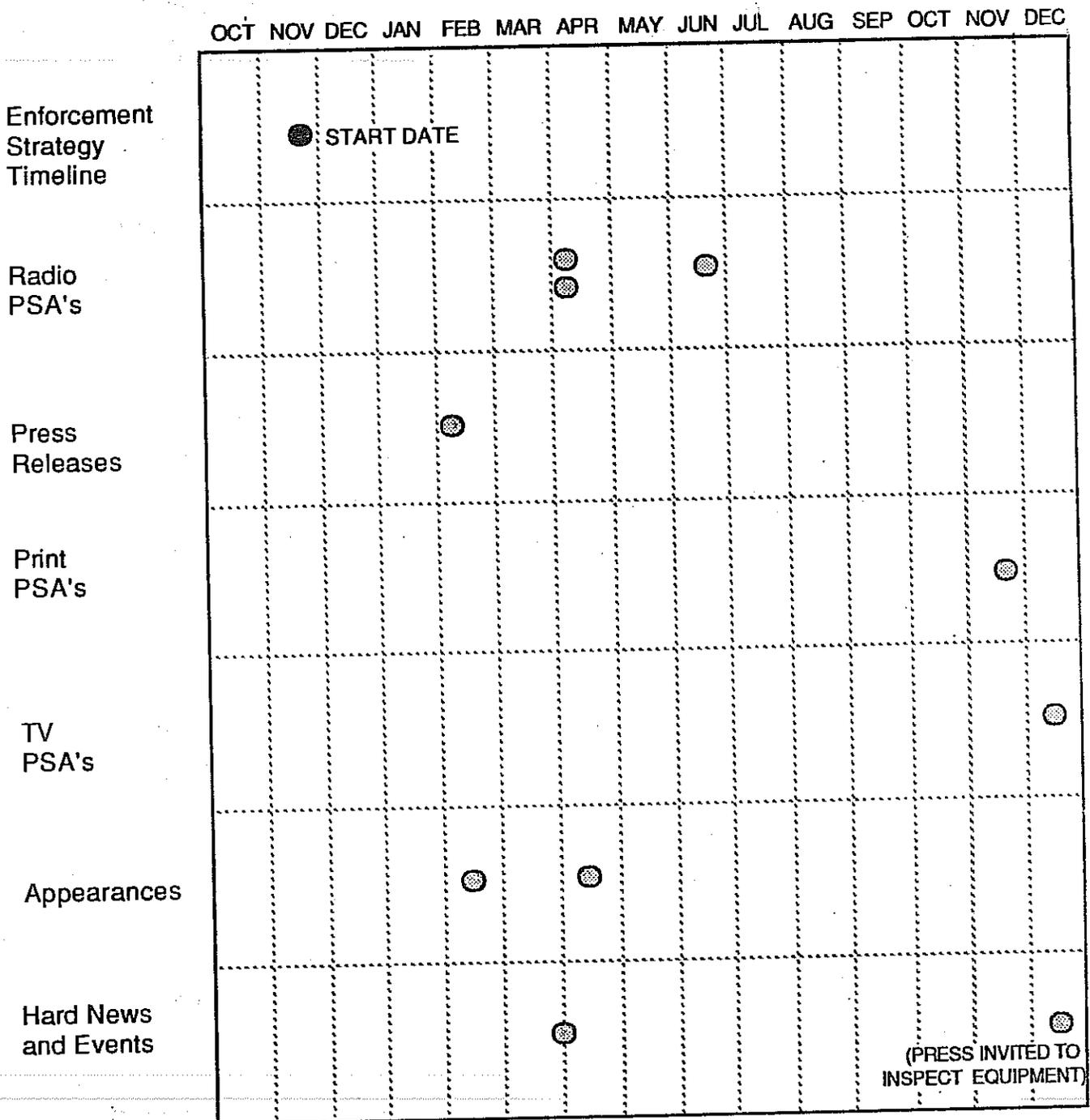


FIGURE 4.10. VIDEO THEME.

arrested), and the legality of checkpoints. During the early part of the project, there were many newspapers articles and editorials on the constitutionality of checkpoints. Later on, as checkpoints were upheld in the local courts, this issue seemed to die down and attendant coverage diminished. Sustained coverage of each successive checkpoint continued, however, for the life of the project.

Project-developed PI&E materials and activities were designed to promote three themes: (1) drunk drivers never know when or where they'll run into checkpoints (early stages of the project); (2) once drunk drivers are caught in a checkpoint, it is impossible for them to turn around or avoid detection; and (3) checkpoints increase the chances that drunk drivers will be detected.

4.4: Other DWI Themes Supported By Project PI&E

The previous section described PI&E efforts associated with five specific enforcement strategies that were implemented in Florida. In addition to the five PI&E themes accompanying these enforcement strategies, the project implemented three supporting PI&E themes. These themes are: Results, Expanded Program, and Arrest/Sanction. They are described in the following subsections.

4.4.1: Results. The Results campaign was started in early January 1984, as soon as the first quarter arrest results became available. The chronology of PI&E materials is shown in Figure 4.12. The campaign was launched with a press release and TV PSA. Numerous press releases followed on a monthly basis, as well as two radio PSA's and a print PSA. PI&E materials were developed by the project to promote four themes: (1) that project enforcement strategies are working, (2) that DWI arrests are up by more than 70 percent, (3) that the chances of being arrested have increased, and (4) that stepped-up enforcement efforts would continue.

Most of the hard news coverage occurred during the first few months of the project and came not as a result of project-initiated press releases, but rather reports generated by the newspapers themselves. This coverage generally focused on the increased volume of arrests.

4.4.2: Expanded Program. This theme was not included in our original project plan. It was added midway through the project to inform the public that neighboring Dunedin and Tarpon Springs had chosen to join the Arrest Drunk Driving Program. The chronology of PI&E materials, events, and hard news is shown on Figure 4.13. Project PI&E was limited to a press release, a press conference, and a speaking engagement. Project PI&E was developed to promote

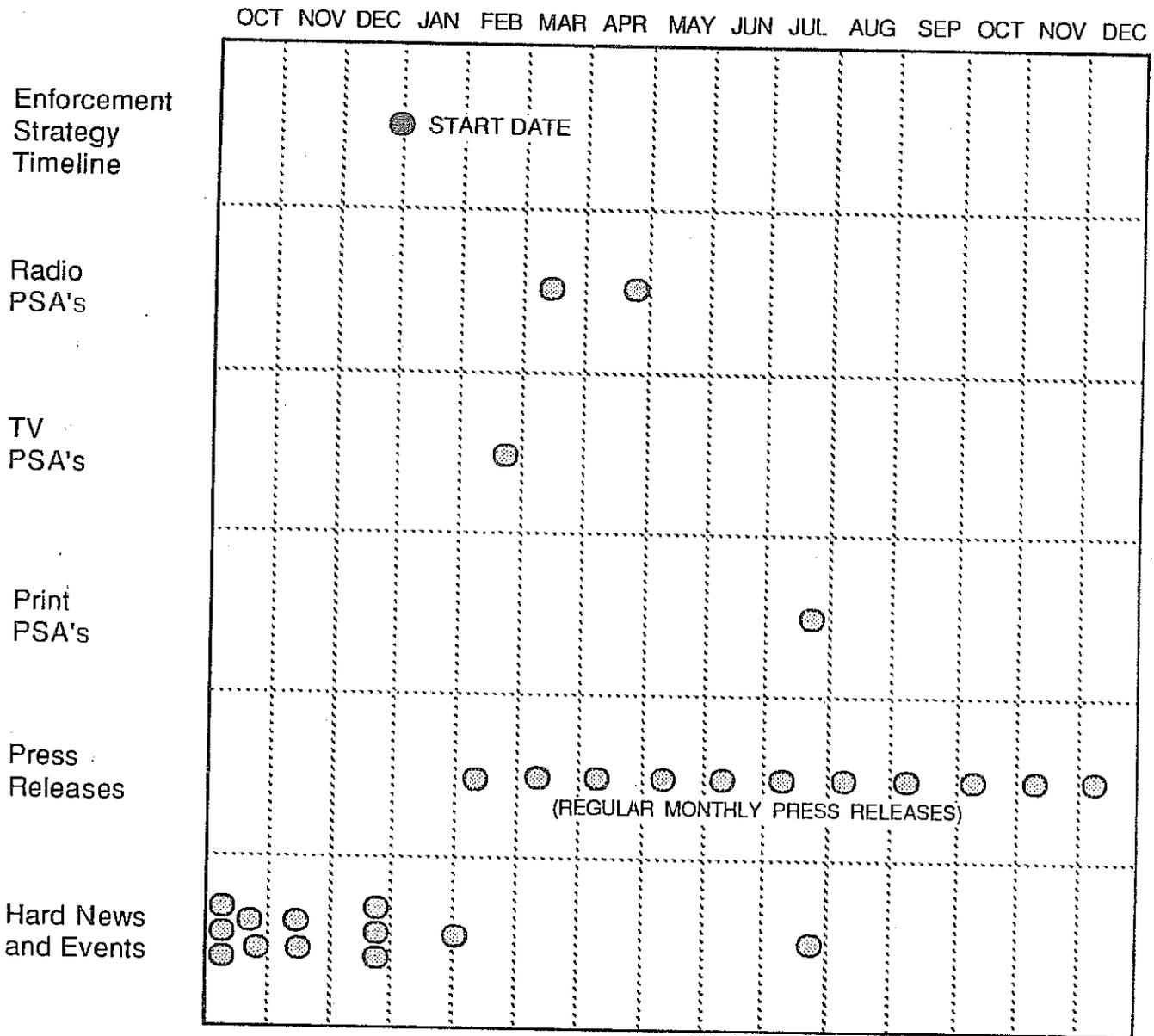


FIGURE 4.12. RESULTS THEME.

two themes: (1) that the expanded program means more and more people are no longer accepting DWI, and (2) that wider coverage extends the likelihood that drunk drivers will be arrested.

As expected, the project PI&E effort generated hard news coverage. This coverage was provided immediately following the press conference. A second wave of coverage, which was provided after the time period shown on Figure 4.13, occurred in conjunction with further expansion of the project. The fact that the program expanded twice during its history provided some indication to the public that it was viewed to be successful.

4.4.3: Arrest/sanction. This theme, while not directly related to specific enforcement strategies, was used to supplement enforcement themes. It was felt that in order for the public to be adequately deterred by enforcement messages, they would need to be aware of sanctions for DWI and what it's like to be arrested. This was accomplished with a poster, a brochure, and a speaking engagement, together with hard news coverage. The chronology of PI&E materials, events and activities is shown in Figure 4.14. Project developed PI&E materials and activities were designed to promote four themes: (1) being arrested for DWI is a very unpleasant experience; (2) a DWI arrest involves a minimum four-hour lockup; (3) Florida law provides for specific sanctions for first offenders and for second offenders; and (4) there are many indirect penalties for DWI (e.g., increased insurance premiums).

4.5: Other DWI Themes Supported by the Project and Media

The project developed numerous PI&E materials to support initial start-up, as well as important project milestones such as set up of new breath testing equipment, installation of street signs, and opening of the Clearwater substation. General start-up materials included radio PSA's, a billboard, slide/tape program, folder, bumper sticker, tabletop exhibit, decals and keychains. Other materials included a radio PSA with a holiday safe driving message and two radio PSA's about improved training. The timetable for implementation of these materials is shown in Figure 4.15.

A billboard was designed which presented the project slogan and logo. Project funds paid for printing ten copies and a local outdoor advertising firm donated ten billboards for one month in the beginning of 1984.

Bumper stickers bearing the project logo and slogan were also designed, and 2500 were printed and distributed. Twenty-five hundred window decals were also printed and displayed on all city-owned vehicles. Five-hundred reflective

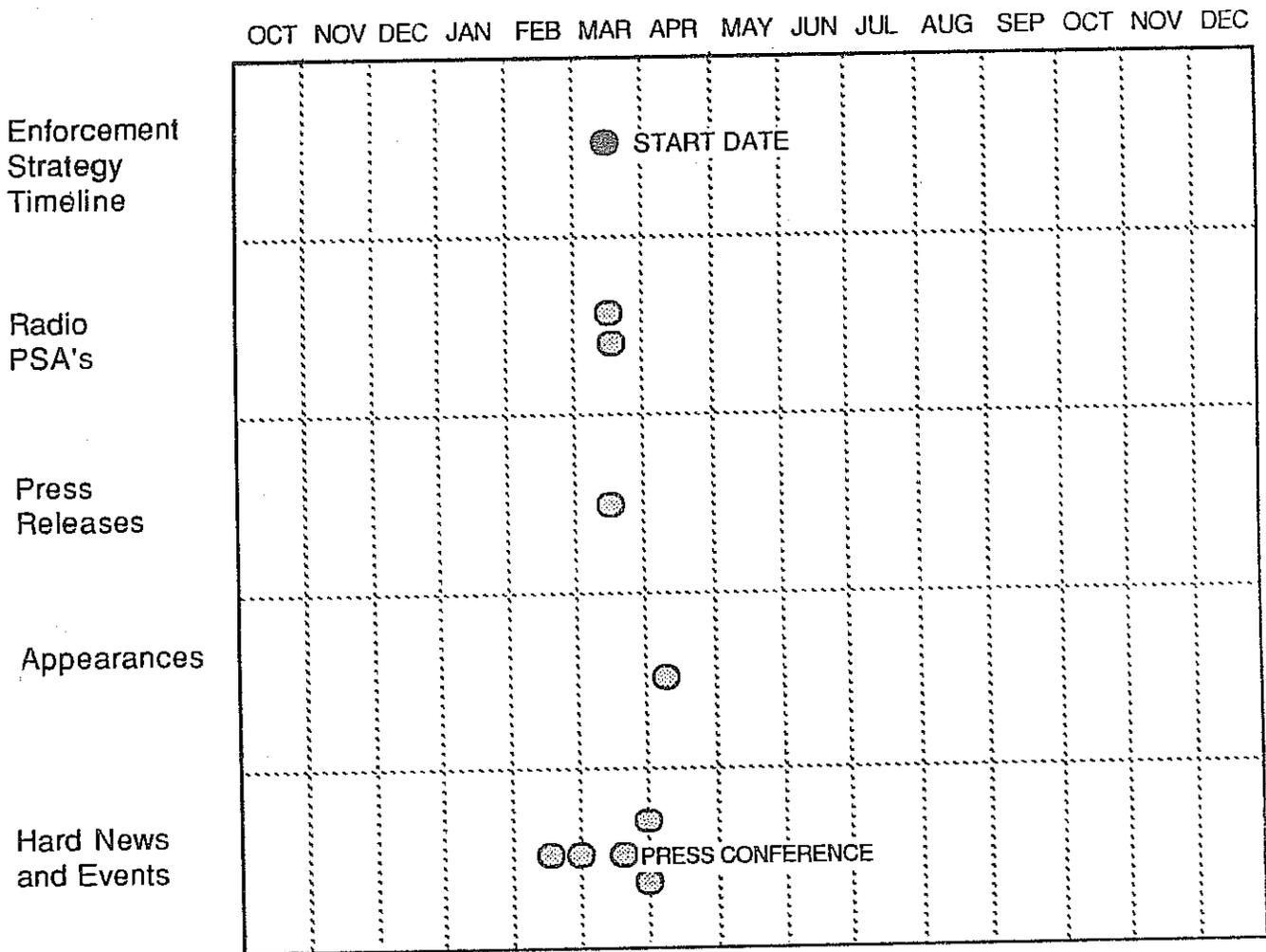


FIGURE 4.13. EXPANDED PROGRAM THEME.

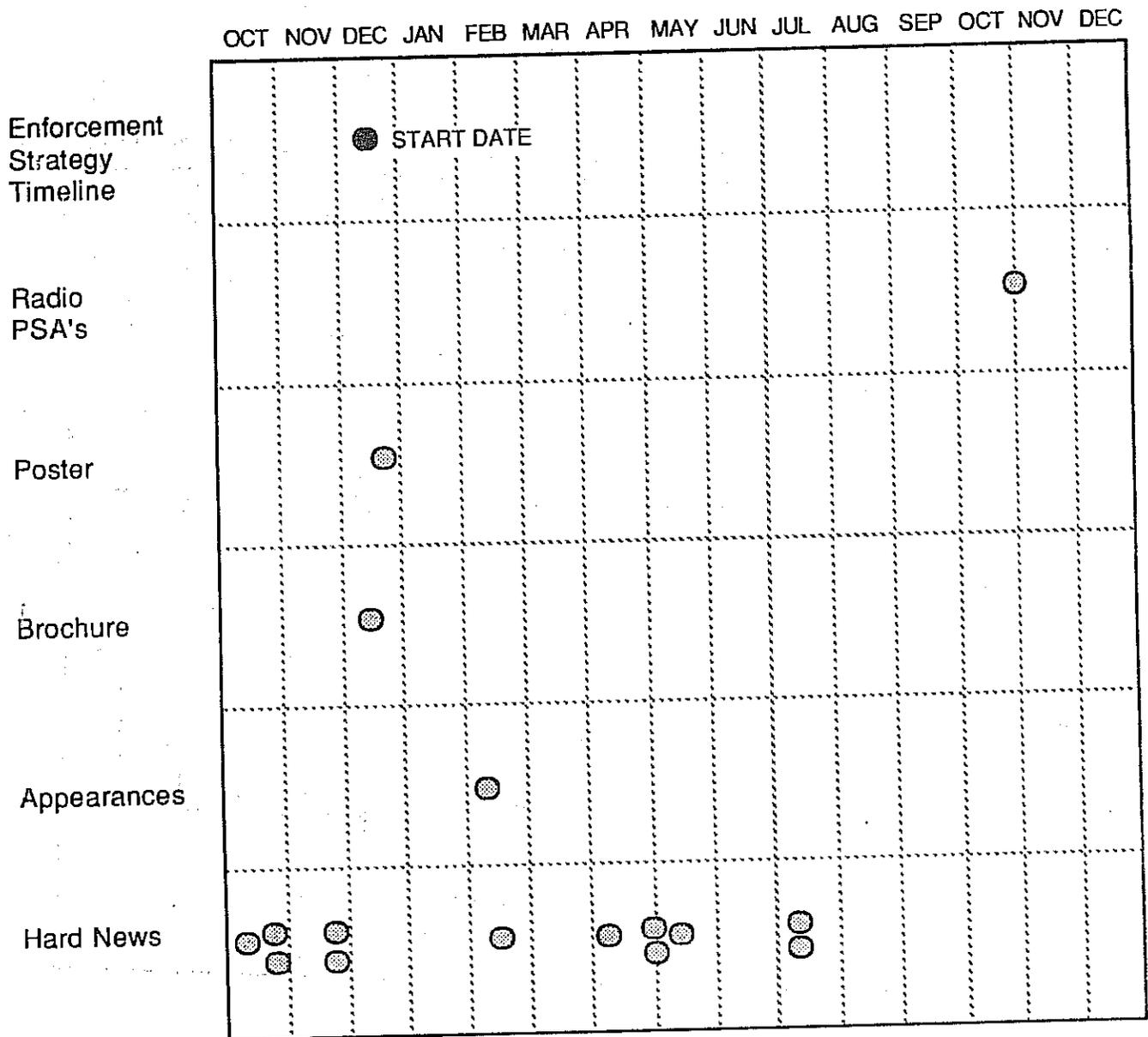


FIGURE 4.14. ARREST/SANCTION THEME.

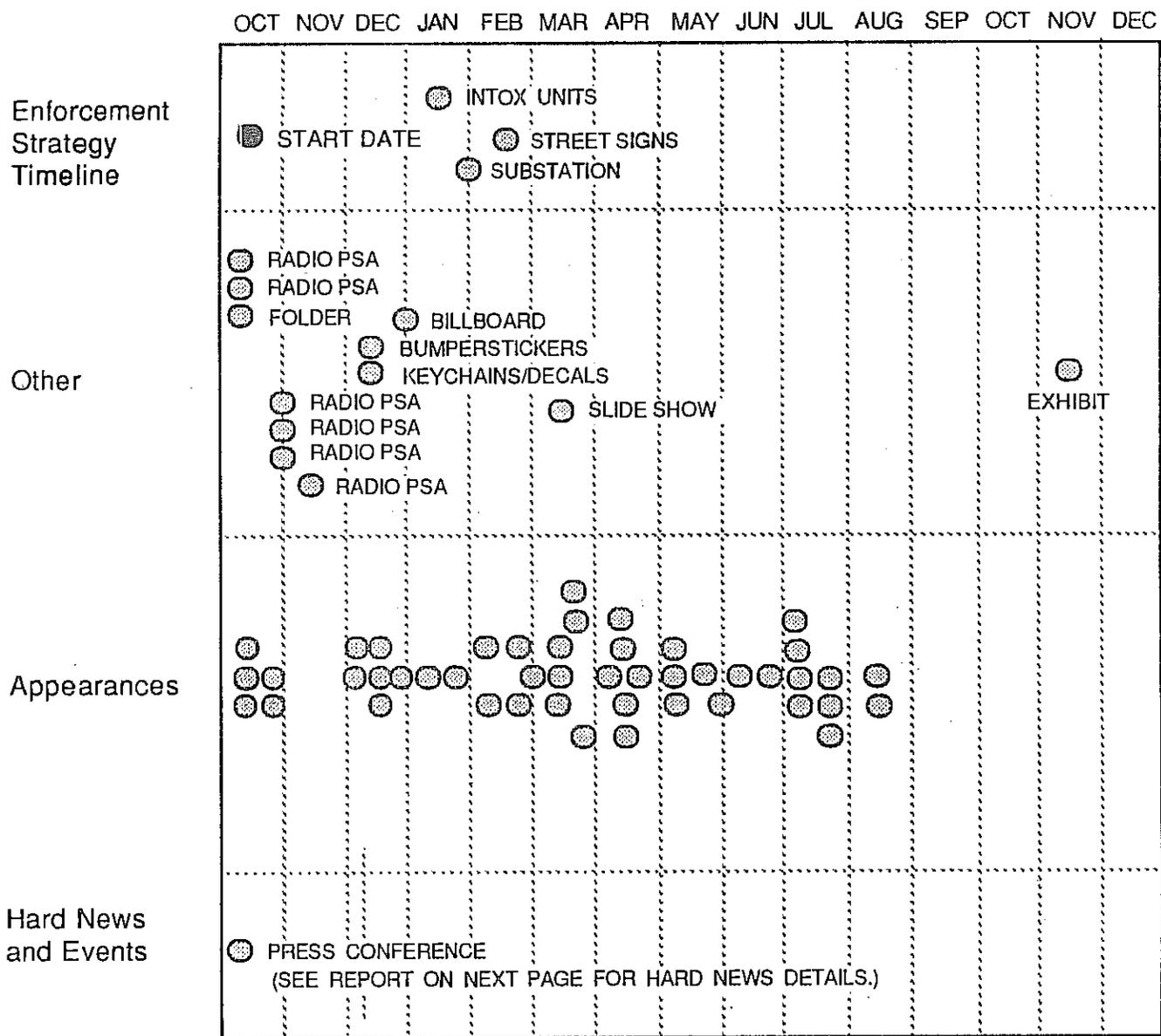


FIGURE 4.15. OTHER DWI THEMES COVERED BY MEDIA.

decals bearing the project logo were produced and placed on all police cruisers. Forty-eight thousand brochures were printed and distributed. A stand-up display was prepared for use in malls and at fairs.

In addition to PI&E materials, a large number of speaking engagements were held. Most of these announced the start up of the project. These were held before a variety of civic groups and schools, and were conducted primarily by the two site coordinators and the Chiefs.

During the project period over 220 public speaking presentations were given, directly reaching nearly 13,000 persons. Many of these presentations included the use of a fifteen-minute slide/sound presentation describing the project and its objectives. Local enforcement personnel also appeared on fifteen radio talk shows and five TV talk shows to discuss project activities.

5. PROCESS ASSESSMENT OF PI & E EFFORTS

The preceding section contained descriptions of PI&E materials, activities, and events supporting each enforcement theme as well as other project and non-project PI&E themes. This section contains a discussion of the process effectiveness of these PI&E materials, activities, and events, taking into consideration both the project effort and non-project media coverage.

5.1: Overall Exposure

One measure of overall exposure is the month-by-month quantity of PI&E hard news in print form. This is a reasonably objective method because it is a direct measure of print coverage. The following table shows the overall exposure for the period six months prior to implementation and the project period. Like other projects designed to raise public awareness, a pronounced increase in exposure can be seen at the beginning, followed by a noticeable

Table 5.1. OVERALL NEWSPAPER EXPOSURE

	<u>Month</u>	<u>Exposure (Words)</u>
Pre- Project	March, 83	0
	April, 83	3830
	May, 83	3750
	June, 83	0
	July, 83	14225
	August, 83	1190
Project Period	September, 83	8090
	October, 83	10593
	November, 83	5170
	December, 83	6165
	January, 84	8590
	February, 84	3720
	March, 84	8625
	April, 84	6800
	May, 84	5260
	June, 84	3735
	July, 84	5147
	August, 84	1380
September, 84	2725	

decrease in exposure. Although a fall-off in exposure is clearly evident, it can be seen that the project sustained an increased level of exposure throughout its duration. In the aggregate, the pre-implementation monthly exposure was 3,833 newspaper words compared with 5,846 during the project, an increase of more than 70 percent. Exposure during the implementation period is marked by wide fluctuations and a gradual decrease toward the end of the project. The high value for July 1983, a pre-project month, is largely accounted for by a lengthy, multi-part feature article describing the circumstances surrounding the outcome of a number of DWI arrests.

We are able to conclude from this analysis that the project was able to increase and sustain hard news exposure throughout its duration. Although it is not possible to sustain high initial exposure levels, we conclude that it is possible to sustain continued improved exposure levels over the long term, at least for a period of a year. What seems to make this possible is a communication approach that sustains media interest by periodically introducing new PI&E themes and a high level of interest and enthusiasm on the part of local personnel. Peaks and valleys in exposure appear to be unavoidable and may actually be beneficial in the long term. Low levels of exposure may be attributable not only to low levels of project PI&E activity but also to the media's attention being directed to other topics of interest.

5.2: Project Enforcement Themes

High Priority Enforcement Locations. This theme received its most successful publicity through the handing out of brochures at high priority locations and the "Wolfpack" patrols. It attracted limited mass media attention with one radio PSA and press release implemented. Hard news associated with these activities was limited to one newspaper article.

DWI Detection Cues. A radio PSA, TV PSA, a radio talk show, and two speaking engagements were implemented. In addition, coverage was provided in one newspaper article.

Standardized Roadside Tests. PI&E materials implemented were one radio PSA, two press releases, and twelve speaking engagements. This generated three newspaper articles. Approximately 1,940 people were exposed to this theme in speaking engagements.

Videotaping of Arrestees. This theme involved a concerted project PI&E effort in terms of developing materials for potential use by local personnel. These included press releases and radio and TV PSA's.

Few of these materials were actually used during the project period. Although only one newspaper article was realized, more articles may have been generated from use of these materials subsequent to the period of this study.

Checkpoints. This theme received more exposure, by a wide margin, than any of the other enforcement related themes. The project PI&E effort included two radio PSA's, one TV PSA, a brochure, a print PSA, seven speaking engagements, and the checkpoints themselves. In addition, hard news coverage included ten newspaper articles, four TV news spots, and at least two radio news spots. There is no question that project PI&E, combined with hard news, word of mouth, and the visibility of checkpoints themselves created a high degree of exposure and awareness. A measure of controversy regarding Checkpoints, particularly during the early stages of the project, added to the exposure.

5.3: Other DWI Themes Supported by Project PI&E

Results. Although this theme was not directly related to a specific enforcement technique, the interest of the media in Results was almost as intense as it was in Checkpoints and was largely self generated. That is, the news media showed great interest in the topic well before project-generated materials were offered to them. Newspaper articles were published at the start of the project without any prompting by project PI&E and before any valid results were available. A total of twelve newspaper articles were published. The project issued press releases on a monthly basis starting in January 1984. These received less play on the part of the media than their self-generated reports. In addition, two radio PSA's and a TV PSA were aired, and a print PSA was published.

Expanded Program. This was a concentrated effort involving a press release, press conference, and speaking engagement. Four newspaper articles appeared that were related to this theme.

Arrest/Sanction. This was a limited effort designed to supplement enforcement messages with facts about DWI sanctions and arrest experience. Project PI&E included a radio PSA, a poster, brochure, and speaking engagement. Twelve newspaper articles resulted.

5.4: Other DWI Themes Covered by the Media

A number of articles related to DWI appeared during the project period which were not a direct intended result of project PI&E activities but

nevertheless are likely to have affected public awareness. They were categorized into the themes discussed below.

Adjudication. Most of this hard news described sentences given to drunk drivers who were either arrested or involved in accidents. A few articles dealt with the penalties provided by state law.

Alternatives to DWI. These articles described intervention and designated driver efforts.

Arrest of Official. Most of this hard news described the stopping of Largo's mayor and a Pinellas County Sheriff's deputy for DWI and the ultimate disposition of their cases. A few articles dealt with arrest of officials outside the project area.

Crash - DWI Related. This news described accidents in the project area that were alcohol related.

Drinking Age. News presented the issue of lowering Florida's drinking age.

DWI Problem. This news described the magnitude of the DWI problem and why action was needed.

General Start-Up. This hard news dealt with the start up and general description of the ARREST DRUNK DRIVING Program.

Graduation. Articles described local efforts to keep celebrating graduates from drinking and driving.

National Campaign. Articles referred to the President's task force and its recommendations.

Open Container. News described the legality of operating and riding in a motor vehicle while drinking alcoholic beverages.

PI&E. Articles described the PI&E effort being implemented by the project.

Processing. This news presented how drunk drivers are processed once they are arrested.

The following table shows the number of hard news items that covered each of the above themes. Several themes achieved significant exposure levels even though they were not directly supported by project PI&E efforts. Among these, the Arrest of Official theme got the most exposure with twenty-seven newspaper articles. This exposure rivals that of Checkpoints. Though not directly supportive of the program, this incident served to focus media attention on the program.

Table 5.1. HARD NEWS COVERAGE OF OTHER THEMES

<u>Theme</u>	<u>Number of Newspaper Articles</u>
Adjudication	24
Alternatives to DWI	2
Arrest of Official	27
Crash - DWI Related	7
Dram Shop	7
Drinking Age	16
DWI Problem	3
General Start Up	5
Graduation	3
National Campaign	2
Open Container	3
PI&E	3
Processing	9
Other	20

The Adjudication theme also received extensive coverage with twenty-four newspaper articles. In this case, the media appeared to be very interested in the disposition of sentences, particularly when injury accidents were involved. The media were also interested in legislative deliberations on future DWI laws and penalties. Coverage of this theme is likely to have furthered the project goals by supporting the Arrest/Sanction theme.

The Drinking Age theme had little to do with the project but was the subject of legislative controversy and accordingly generated substantial exposure with sixteen articles. This was indirectly supportive of the project in that it helped focus the public's attention on the DWI problem.

Other DWI themes, whether they were about issues within or outside the project area, were beneficial in helping to focus attention on DWI.

5.5: Relationships Between Project PI&E and Hard News Coverage

Some themes were able to leverage a great deal of hard news coverage in the relative absence of project PI&E. The Arrest of Official theme is a notable and obvious example. The experience discussed above allows formulation of a typology of themes according to their propensity for attracting hard news. Themes with a low ratio of project PI&E to hard news fall in the low leverage type while themes having a high project PI&E/hard news ratio fall into the high leverage type. The following list shows the themes considered in this report within the typology.

<u>Low Leverage Type</u>	<u>High Leverage Type</u>
Locations	Checkpoints
Detection Cues	Results
Roadside Tests	Arrest/Sanction
Video	Arrest of Official
Expanded Program	Adjudication
	Drinking Age

One of the most noticeable patterns of the typology is that four of five of the specific enforcement themes fall into the low leverage type. Among enforcement strategies, only Checkpoints seems to have a strong independent attraction to the media. Because of the nature of the Checkpoints strategy (the scheduling of a series of checkpoint events), this theme lent itself more readily to continuous hard news coverage than other themes whose primary news value was more concentrated (e.g., the Expanded Program theme). It appears that most themes have to be prompted aggressively and continuously with a creative mix of PI&E interventions.

5.6: Public Service Publicity

Public service advertising was constrained in this project by two crucial factors: (1) no monies were budgeted to buy services for producing PSA's -- all production work was donated, and (2) the project site was a part of a major metropolitan area characterized by a highly competitive media market. Our strategy was to set up meetings with media outlets including radio, TV, newspaper, and billboard companies. The merits of the project were promoted at these meetings and requests were made for frequent and well-situated placements of our ads. In addition, TV stations were asked to provide production assistance which included shooting and editing from our storyboards. In nearly all cases, we obtained pledges of cooperation. The following sections describe our experience with public service publicity.

Radio

Radio PSA scripts were prepared in ten, twenty, and thirty-second formats, and these were delivered to the site coordinator for distribution. Before the first PSA was created, a mailing list of target radio stations was prepared that included the name of the public service director, address, and phone number. The local site coordinators were given the responsibility to deliver radio spots to the station public service directors, to follow-up by phone to confirm that they were received, and to follow-up later to get reports on when and how often the spots were played.

Seventeen radio PSA's were distributed by the site coordinators. Data collection on actual airing of radio public service announcements proved difficult. The stations in the Clearwater/Largo area, like stations in many other areas, do not keep records of when PSA's are played. Radio PSA's are used, at any time, as fillers. We were assured by station personnel that the spots received priority and were aired frequently during good time slots. Success in getting radio PSA's aired depended on project and site personnel continuously promoting the ARREST DRUNK DRIVING Program to the stations.

TV

Each of the four major TV stations produced a PSA for the project and were willing to air one another's PSA's.

Print

As reported earlier, four print PSA's were distributed by local personnel and received good play in local weekly newspapers. However, the major dailies were unwilling to donate advertising space.

Outdoor Advertising

This campaign was severely constrained by a new outdoor advertising law which caused a shortage of advertising space. The project was limited to ten billboards for a thirty-day period. This exposure came early in the project and may have served to enhance public project identification.

6. PUBLIC PERCEPTIONS OF DWI

One of the intermediate goals of the project was to raise the public's awareness of DWI enforcement and thus elevate their perceived risk of being apprehended for DWI. To measure whether this intermediate goal was being met, a series of three waves of telephone interviews were conducted in both the experimental and comparison jurisdictions.

The waves were conducted in September of 1983, March of 1984 and October of 1984. The intent was to obtain survey responses from 400 licensed drivers who were also drinkers in both the experimental and comparison jurisdictions. To this end, households within Clearwater and Largo, Florida and Sarasota and Bradenton, Florida were contacted through a random-digit-dialing technique using the telephone exchanges. This technique allowed for contacting both listed and unlisted households. Interviews were conducted on weekday evenings and weekend days.

Once a household was contacted, the household was screened for a qualified respondent. A qualified respondent was a licensed driver at least 18 years of age who lived within the city corporate limits. Once the household was established as eligible, the interviewer asked to speak to the youngest male licensed driver in an effort to get an adequate sample of young male drivers which were perceived to be a high-risk group for DWI. If the youngest male driver was not at home, the interviewers were instructed to ask to speak to any licensed driver, and, if no licensed driver was at home but one did live there, an attempt was made to schedule a call back with the youngest male driver in the household.

Once a respondent was identified, that person was interviewed about his/her drinking and driving behavior. The initial question involved whether or not the respondent drank beer, wine or liquor. The results described in this report reflect only the responses of licensed drivers who were also drinkers. A copy of the interviewer instructions, initial screening instrument and the questionnaire for licensed drivers who were drinkers appears in Appendix E.

Table 6.1 reveals that, with the exception of the first wave in the experimental sites, the male respondents accounted for over 50 percent of respondents at all sites and all waves. The mean age of the respondents was about 44 on each of the waves in both sets of jurisdictions.

Respondents were asked the following question. If you were to drive after drinking too much in _____, what do you feel would be the chances of getting caught and punished given what you know about the police and courts

TABLE 6.1. SURVEY RESPONDENTS BY SEX BY WAVE (Percent)

	<u>Experimental</u>			<u>Comparison</u>		
	<u>Sept 83</u>	<u>Mar 84</u>	<u>Oct 84</u>	<u>Sept 83</u>	<u>Mar 84</u>	<u>Oct 84</u>
Male	192 (48.7)	217 (54.5)	206 (51.5)	229 (56.4)	227 (57.2)	202 (50.8)
Female	202 (51.3)	181 (45.5)	194 (48.5)	177 (43.6)	170 (42.8)	196 (49.2)

TABLE 6.2. MEAN PERCEIVED RISK OF BEING CAUGHT AND PUNISHED BY WAVE

	<u>Sept 83</u>	<u>Mar 84</u>	<u>Oct 84</u>
Experimental	35.7	32.4	37.7
Comparison	33.7	26.7	29.3

TABLE 6.3. PERCENTAGE OF RESPONDENTS NOTICING CHANGES IN DWI ENFORCEMENT

	<u>Sept 83</u>	<u>Mar 84</u>	<u>Oct 84</u>
Experimental	48.7	69.1	58.3
Comparison	52.3	47.4	41.5

in _____? How many times out of 100 would you be caught and punished? As one can see from Table 6.2, there is little change in this perceived risk of arrest and punishment in the experimental jurisdictions. The slight rise at the end to a level of 37.7 chances out of 100 may be contrasted with a slight decrease from the initial level in the comparison jurisdiction to 29.3.

Respondents then were asked about their perceived risk of different components of the enforcement process, beginning with their chances out of 100 of being seen by the police. Clearwater and Largo respondents actually indicated a decrease from one wave to the next, from a high of 45.7 in the pre-implementation wave to a low of 30.4 in October of 84 as contrasted with a relatively stable level of 30.5 to 30.3 in the Sarasota and Bradenton area.

They were then asked the question, given that they were seen driving after drinking too much, what were their chances of being stopped by the police? Here the mean response remained relatively stable in both jurisdictions, at about 35 chances out of 100 across all three waves. When asked, once stopped what were their chances of being recognized as a drunk driver if they had too much to drink, the respondents in both jurisdictions estimated that nearly three-quarters of the time that was a likely event.

The respondents were also asked, "In the past month, how many times have you driven after you have had too much to drink?" In response to this query about self-reported drinking and driving, the percent of Clearwater and Largo respondents who reported not having done so increased gradually from 86.5 percent to 91.8 percent, as did the percent of Sarasota and Bradenton respondents in this category, which increased from 89.0 percent to 91.4 percent.

However, Sarasota-Bradenton had an increase in those who reported multiple drinking and driving occasions in the previous month whereas Clearwater-Largo experienced a reduction in people reporting multiple occasions. Thus, the mean response in Clearwater-Largo decreased from .29 drinking driving incidents per respondent in the first wave of interviewing to .13 in the third wave while the mean response in the comparison jurisdictions remained relatively stable. Inspection of Table 6.3 reveals that in Clearwater and Largo, there was a notable increase in those respondents indicating that they had noticed changes in DWI enforcement in the previous six months from the first wave to the second wave with a reduction thereafter as compared to a gradual reduction in the comparison jurisdictions. One could interpret this as indicating that more respondents were aware of changes that took place in the first six months of the program than were aware of additional changes that took place during the second six-month period.

For those who did indicate that they had noticed changes in enforcement in the past six months, they were further asked to indicate what those changes were. On the initial wave, 72.2 percent of the Clearwater-Largo response indicated that the changes that they had perceived had been in enforcement. This percent increased to 78.2 percent in the second wave and 91.3 percent on the third wave. The corresponding figures for Sarasota-Bradenton are 63.1 percent, 78.2 percent and 78.8 percent. Thus not only did a large proportion of Clearwater-Largo respondents indicate that they had perceived changes, most also indicated that these perceived changes were in the enforcement of the DWI itself rather than more general statements about the law or risk of crash.

Perhaps even more telling is the pattern seen in addressing a specific enforcement strategy. In the pre-test, .5 percent of the Clearwater-Largo respondents volunteered roadblocks as a description of the change in enforcement that they had perceived, as opposed to 32.5 percent in the second wave and 45.7 percent in the third wave. This is contrasted with .5 percent, 1.6 percent and 11.3 percent for the Sarasota-Bradenton respondents. Clearly the respondents in Clearwater-Largo were sensitized to the presence of roadblocks.

On the last wave of the questionnaire, respondents in both jurisdictions were asked, "Over the past six months, how many times would you say you drove a car after you had had enough to drink to violate the driving under the influence law?" This was followed by the question, "Compared to six months to a year ago, is this more, less, about the same or don't know?" Sixteen and a half percent of the Clearwater-Largo respondents indicated that it was less, as compared to 12.3 percent of the comparison jurisdiction respondents. They were further asked why their rate of drinking and driving had changed. Of those responding to that question, 45.7 percent of the respondents in Clearwater-Largo indicated it was because they might get caught or the law was enforced more now, as opposed to 29.3 percent in Sarasota-Bradenton.

On the first wave of the interview, 9.8 percent of Clearwater-Largo respondents either strongly agreed or agreed somewhat with the statement, "I would drive after drinking enough to be legally drunk." This figure rose to 10.6 on the second wave and then fell to 5.9 percent on the third wave, as opposed to corresponding figures of 7.2, 9.5 and 7.0 in Sarasota-Bradenton.

In response to the question, "In your opinion, how strongly are the drunk driving laws enforced in your city?" the Clearwater-Largo respondents became more likely to say that the law was being enforced too strictly as the project went on, both as compared to their previous wave responses and as compared to the respondents in Sarasota-Bradenton.

Of the Clearwater-Largo respondents, 1.9 percent felt that the laws were being enforced too strictly in September of '83 and this rose to 7.3 percent in October of '84 as opposed to figures of 2.0 percent and 3.3 percent respectively for Sarasota-Bradenton.

In summary, the survey results seemed to indicate that though the perceived risk of arrest for DWI as measured by reported chances out of 100 of being caught and punished or seen, stopped and determined to be under the influence, have not varied much as a result of the program. A general awareness of the enforcement effort seems to have been elevated in the experimental jurisdiction, particularly in respect to being able to identify specific enforcement activities that may have changed as a result of the project. In particular, a sizable fraction of respondents in the experimental jurisdiction were aware of checkpoint or roadblock activities whereas very few in the comparison jurisdiction indicated awareness of those types of activities. There were also reductions in the reported frequency of driving after drinking too much in the experimental jurisdiction as compared to the comparison jurisdiction. However, those reductions in reported frequency of that behavior were mostly accounted for by a decrease in the number of respondents indicating multiple instances of drunken driving. Of course, this last measure under discussion is reported drinking-driving behavior, and the more meaningful measure of changes in drinking-driving behavior is found by examining alcohol-related and night-time crashes, the topic of the next section.

7. EFFECT OF PROGRAM ON CRASHES

The ultimate criterion of effectiveness for a program such as this is whether a measurable reduction in affectable crashes can be discerned. The intent of the combined DWI enforcement and public information activities was to deter the driving public from engaging in drinking and driving which leads to crashes. Two of the measures frequently used in examining such programs are nighttime crashes and alcohol-related crashes. For this study, nighttime crashes were defined as those occurring between 8 p.m. and 4 a.m. and crashes were categorized as alcohol-related (A/R) if in the opinion of the investigating officer at least one driver had been drinking. Nighttime crashes are considered a proxy measure of alcohol-related crashes because a much higher proportion of nighttime than daytime crashes are found to involve drinking drivers in in-depth studies which objectively measure the extent of alcohol-involvement through breath or blood sample analysis. Though only a proxy measure of drinking and driving crashes, nighttime crashes have the virtue of being defined by an objectively determined variable -- time of day. Alcohol-related crashes, as defined in this study, rely on the officer's subjective assessment of whether one of the drivers had been drinking. The virtue of this measure is that it is a direct measure of the outcome variable being addressed by the program; it's drawback is that it relies on the subjective judgment of the officer. In this study, we examined each outcome separately. If the results obtained from both analyses are similar, there can be enhanced confidence in the results of each one considered separately.

Traffic accident data were obtained from the Florida Department of Highway Safety and Motor Vehicles for both the experimental cities (Clearwater, Largo) and comparison cities (Bradenton, Sarasota). Monthly accident frequencies over the time period of January 1980 through December 1984 were then examined. The goal of the analyses of these data series was to examine them to identify any changes (or lack of change) which could be attributed to the special DWI enforcement efforts and public information and education activities which were begun in the experimental cities in October 1983.

Initial examination of the alcohol-related and night accident frequencies seemed quite promising. Both series visibly decreased during the experimental period (Oct. 1983 - Dec. 1984). Both series also decreased for the comparison cities, but to a lesser degree. However, when a series of alcohol-related crashes as a percent of total crashes in Clearwater and Largo was examined, this series increased dramatically during the experimental period (Figure 7.1)

meaning that the total number of crashes during the period had decreased. The same was true for the night crash series, and for the comparison cities. This was because a statewide change in the accident reporting threshold (an increase from \$200 to a disabled vehicle) had occurred at the same time the experimental program began in Clearwater and Largo. This change reduced the number of accidents which met the criterion of being reportable. Since crashes involving drinking drivers are generally among the more severe, the effects of the changed reporting threshold on these types of crashes were less than on accidents in general. Hence, the increasing percentages of alcohol-related and night crashes. This meant, however, that neither the raw frequencies, themselves, nor the percentages of total crashes were very suitable indicators of possible program effects.

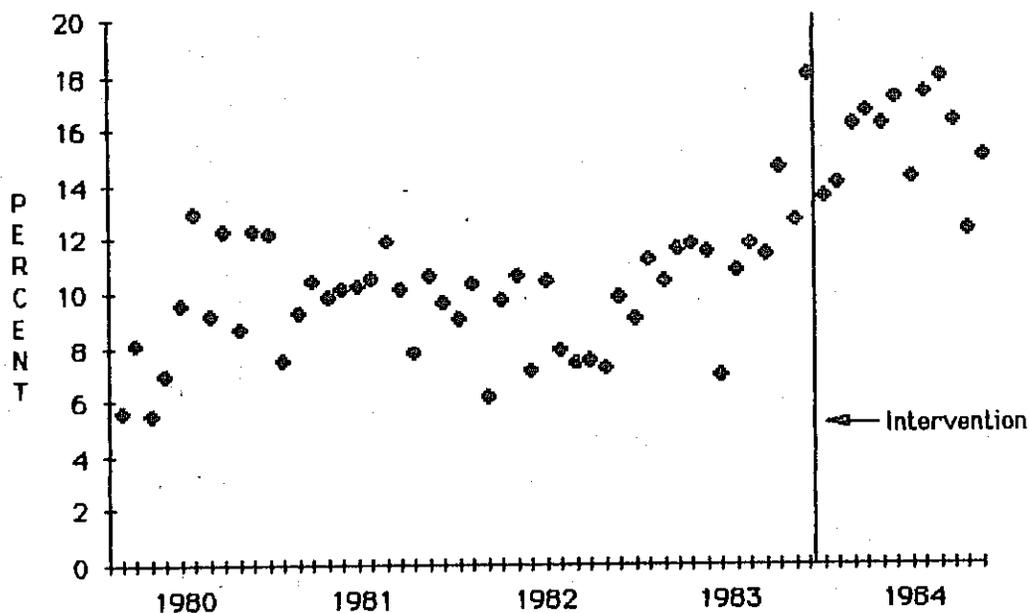


FIGURE 7.1. ALCOHOL-RELATED CRASHES (PERCENT OF TOTAL CRASHES) IN EXPERIMENTAL CITIES.

If it can be assumed that the change in reporting threshold had the same effect in both the experimental and control cities, then some function such as the ratio of alcohol-related crashes in the experimental cities to alcohol-related crashes in the comparison cities or the percentage of the total alcohol-related crashes from both sites that occurred in the experimental cities, should still be sensitive enough to indicate changes due to the experimental program. In particular, if the experimental program reduced drinking and driving activities, and, hence, accidents in the experimental

cities, then the percentage of alcohol-related accidents from these cities relative to total alcohol-related accidents in both experimental and control cities should be decreased during the experimental period.

An autocorrelational analysis for this series showed it to have no significant seasonable autocorrelations and only marginally significant low order autocorrelations, probably due to the slight upward trend in the first three-fourths of the series. A regression program which adjusts for autocorrelated residuals, (SAS PROC AUTOREG), was used to fit a model consisting of a linear trend with a shift at the time the experimental program went into effect. Both the slope of the trend line and the shift parameter were highly significant, ($p = .0005$ and $p = .0001$, respectively). Figure 7.2 shows the data series together with the fitted model. The shift represents a decrease of over 12.5 percentage points in the percent of total alcohol-related crashes that occurred in the experimental cities. From Figure 7.2 it appears that the slope of the trend line in the experimental period may also be flattening out, but the data were too sparse to determine this at that time.

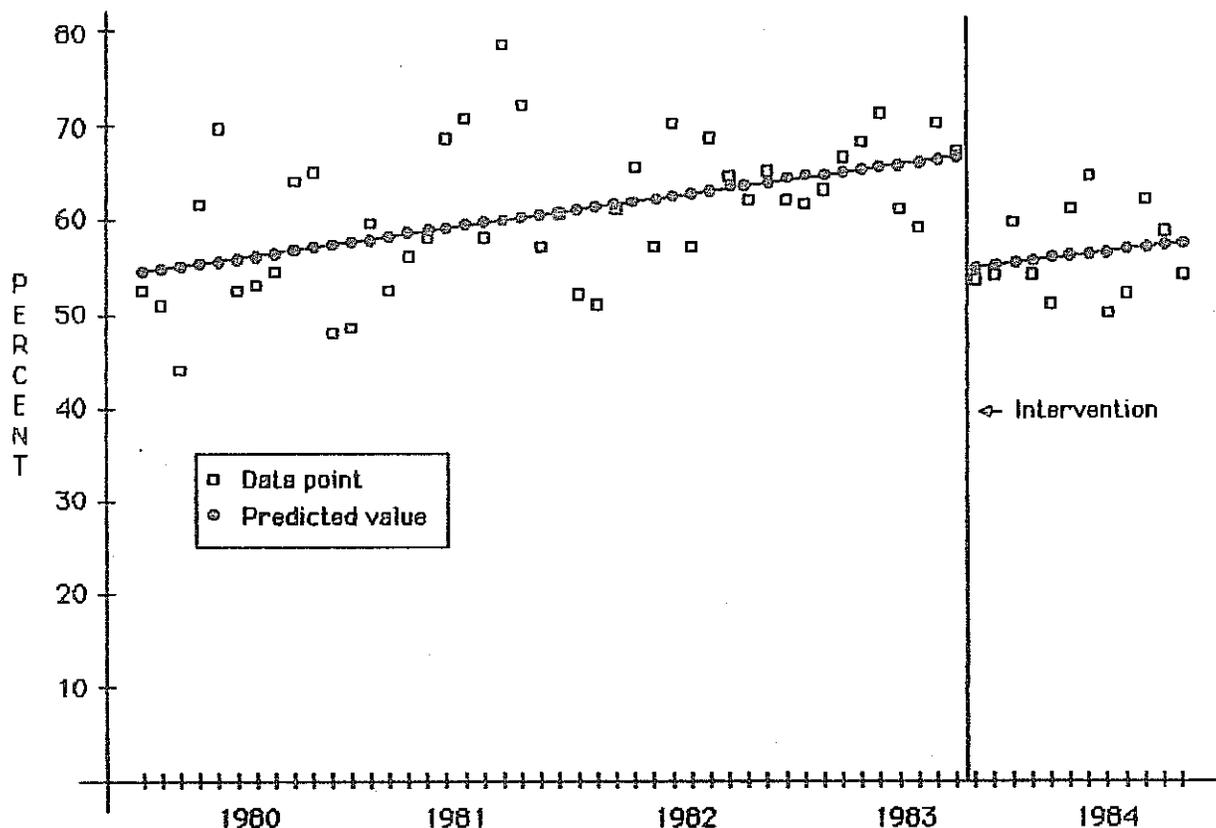


FIGURE 7.2. ALCOHOL-RELATED CRASHES IN EXPERIMENTAL CITIES AS A PERCENT OF ALCOHOL-RELATED CRASHES IN EXPERIMENTAL AND CONTROL CITIES WITH REGRESSION.

To further analyze these data, a time series model with a shift in level was also fit to this data series. Examination of the autocorrelations, partial autocorrelations, and inverse autocorrelations indicated that a 2nd order moving average model was an appropriate model for this data. This model is of the form

$$Z_t = Z_{t-1} - \delta (X_t - X_{t-1}) - \theta_1 A_{t-1} - \theta_2 A_{t-2} + A_t,$$

where Z_t represents the data point for month t (i.e., percent of the alcohol related crashes that occurred in the experimental cities), X_t is a sequence of numbers that is identically zero prior to the beginning of the experimental period and identically one from that point onward, and A_t is the random error at month t . Thus in this model the predicted value of Z_t depends on the previous value, Z_{t-1} , on whether or not month t represents the beginning of the experimental period, and on the past two error terms, A_{t-1} and A_{t-2} . The parameter δ is estimated by fitting the model to the data by the method of least squares and represents a shift in the level of the series at the beginning of the experimental period. The parameters θ_1 and θ_2 are the moving average parameters (also fit by the least squares) which allow the model to follow the month-to-month fluctuations of the data series. The fit of this model to the data is shown in Figure 7.3. Parameter estimates of the moving average parameters were $\theta_1 = .765$, $\theta_2 = .336$, and the estimated shift was $\delta = 20.3$ (a shift of over 20 percentage points). The shift parameter was also highly significant ($p < .0005$).

The data series on the percentage of nighttime crashes occurring in the experimental cities behaved very similarly to that of alcohol-related crashes. A regression model fit to this series, likewise, had a positive slope and a downward shift at the time of the intervention. Both were significant ($p = .0001$ for both parameters). The shift in this case represented a decrease of 8 percentage points during the experimental period.

These same effects can be seen by aggregating the data over time into before and after (intervention) periods and analyzing the data by contingency table analyses. The results of these analyses are shown in Tables 7.1 and 7.2. In these tables the percent of alcohol related and nighttime crashes for the experimental cities relative to the control cities is seen to decrease significantly in the after period.

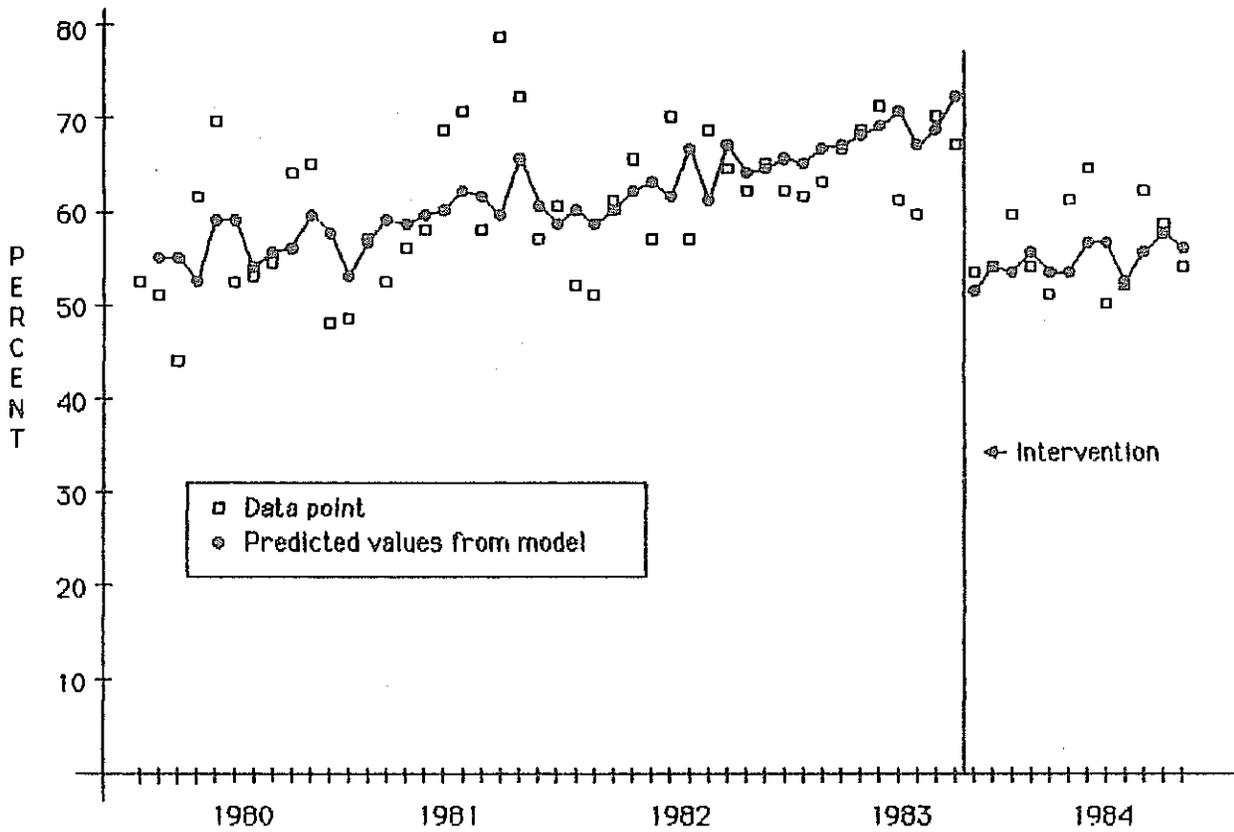


FIGURE 7.3. ALCOHOL-RELATED CRASHES IN EXPERIMENTAL CITIES AS A PERCENT OF ALCOHOL-RELATED CRASHES IN EXPERIMENTAL AND CONTROL CITIES WITH TIME SERIES MODEL.

TABLE 7.1. ALCOHOL-RELATED CRASHES BEFORE AND AFTER INTRODUCTION OF THE ENFORCEMENT PROGRAM.

	Before	After
Experimental	1749 (61.3%)	546 (56.0%)
Comparison	1106 (38.7%)	443 (44.0%)

$$\chi_1^2 = 11.20$$

$$p < .025$$

TABLE 7.2. NIGHTTIME CRASHES BEFORE AND AFTER INTRODUCTION OF THE ENFORCEMENT PROGRAM.

	Before	After
Experimental	3947 (61.8%)	1126 (58.9%)
Comparison	2440 (38.2%)	785 (41.1%)

$$\chi_1^2 = 5.12$$

$$p < .025$$

Further analyses were done on the Florida data after screening the data in an attempt to remove accident cases which would not meet the criterion of reportability as of October 1983. This was done by only including cases in which there were personal injuries or at least one vehicle was disabled. This screening reduced the total monthly accident frequencies by about 60% in the pre-period, and, surprisingly, by about 30% in the post period.

Autocorrelational analyses were carried out on the series of alcohol-related and night crash frequencies and their respective percentage of total crashes in both the experimental and comparison cities. In all cases the series were virtually uncorrelated. Regression models containing trends and shift parameters were fit to the alcohol-related and night-crash frequencies for

both experimental and comparison cities. For the experimental cities, the shift parameters in both the model for alcohol-related and the model for nighttime crashes were negative, but were not statistically significant. For the comparison cities both shift parameters were positive and, again, not significant. To test that the shifts for the experimental cities were different from those for the control cities, regression models were fit to the series of differences between alcohol-related crashes in the experimental cities and alcohol-related crashes in the comparison cities, and similarly for night crashes. Both of these models contained negative shifts parameters that were statistically significant with p-values of .023 and .001 respectively. Thus, we again see a significant reduction in alcohol-related and night crashes in Clearwater and Largo relative to Sarasota and Bradenton.

The consistency of the results on all analyses of each of the outcome variables examined leads us to conclude that the combined DWI enforcement and public information program were effective in reducing alcohol-related crashes.

8. CONCLUSIONS AND RECOMMENDATIONS

The objective of this project was to determine whether a combination of DWI enforcement techniques integrated with public information and education activities designed to bring specific enforcement efforts to the public's attention could result in a reduction in alcohol-related and nighttime crashes. If such changes were achieved, a second objective was to determine what were the successful mechanisms in effecting the change in terms of enhancing the public's perceived risk of DWI detection, arrest and sanction.

Examination of the crash data, described in Section 7, indicates that in the experimental jurisdictions of Clearwater and Largo, Florida, where a coordinated enforcement and public information program was in place, there was a significant reduction in alcohol-related and nighttime crashes as compared to the jurisdictions of Sarasota and Bradenton, Florida, where no such program was in place.

Analysis of survey responses in the experimental and comparison jurisdictions indicated that the public's perceived risk of arrest was not significantly altered by the program. However, it is important to note that even before the program was put in place, the public was already grossly overestimating their likelihood of detection and arrest, estimating that the chance of being caught and punished for DWI was one in every three times it occurred. It has been estimated that the actual risk of being arrested for any given DWI incident is more on the order of 1 in 500 to as high as 1 in 2000. With this dramatic overestimation of the risk of arrest, it may be unreasonable to expect a program such as this to heighten that overestimation even further.

This type of program does seem to be able to bring enforcement efforts themselves more fully into the driving public's consciousness, and this may be a mechanism by which reduction in alcohol-related crashes is achieved. Clearly the most effective single enforcement strategy in accomplishing this is checkpoints. It was reported anecdotally that the checkpoints themselves created a good deal of word-of-mouth public information and education activities during the project, and they also seemed to create a disproportionate volume of news coverage of enforcement activities. However, checkpoints are manpower intensive as indicated by the staffing plan in Appendix C, which contains the operational plan for one of the checkpoints conducted under this project. Thus, they require a commitment on the part of command to this sort of activity, particularly in the absence of outside funding.

In Clearwater and Largo we were fortunate to have a true commitment from the Chiefs of Police, who encouraged the reallocation of manpower to conduct these checkpoints. The project was also well served by the assignment of sergeant-level project coordinators, and by the fact that the persons assigned to those tasks were extremely competent and energetic in the pursuit of that assignment. Though checkpoints were the specific enforcement strategy that captured the greatest public awareness, the fact that there were continuous enforcement efforts on a number of fronts, coupled with PI & E efforts attempting to bring those enforcement activities to the attention of the public, may well have created a background awareness of enforcement on which the checkpoint activities were able to build.

Another goal of this project was to determine if long-term deterrence could be achieved through combining public information and education with DWI enforcement. The scope of this report is limited to the effectiveness of the program primarily in its first year. However, the basic orientation of the development and implementation of the program was to put in place a type of activity that really belonged to the local jurisdiction and could be implemented with minimal outside funding, with the intent that if proven effective, the local jurisdictions could continue the activity in the absence of the financial support brought by the project. This is the case in Clearwater and Largo where they have continued the program and, in fact, expanded it to include virtually all enforcement agencies within Pinellas County, Florida. Further analyses will be conducted to determine whether the project's effectiveness is continued. Thus, the project has achieved long-term effectiveness in terms of a continuation of the program. It remains to be seen whether the program continues to be effective in reducing alcohol-related and nighttime crashes. A further survey of public awareness was conducted in September of 1986. Results of that survey and results of analyses of accident data through 1986 will be reported in a future monograph.

One recommendation that does come from this activity is that the use of checkpoints should be seriously considered when mounting any special DWI enforcement effort. Even in the absence of special public information and education activities, checkpoints seems to lend themselves to news coverage and person-to-person communication of their existence. In all likelihood this increases the checkpoints' effectiveness in deterring drunken driving well beyond the direct results achieved through the actual enforcement activity.

APPENDIX A

Description of DWI Arrest and Adjudication Practices
in Clearwater, Largo and Sarasota and Bradenton, Florida

A.1. DWI ENFORCEMENT IN CLEARWATER AND LARGO, FLORIDA

A.1.1: DWI Enforcement Overview

DWI enforcement has been informally emphasized by both the Clearwater and Largo Police Departments since early 1983. DWI arrests for both departments almost doubled during that period. Police sources attribute the increases to encouragement to make DWI arrests by some shift supervisors rather than a mandate from the top command of the agencies.

There have been several recent law changes that have affected some aspects of DWI enforcement. The most important of these laws involves changes to the State's implied consent law that became effective on July 1, 1982. They increased the penalties for refusing a chemical test, permitted the use of preliminary breath-test devices, and denied a suspect the right to refuse a blood test if that suspect was involved in a collision that resulted in death or serious injury.

The general text in this Appendix refers to these characteristics prior to the implementation of the DWI General Deterrence project. Where changes occurred during the operational phase of the project, those changes are noted with identified text.

A.1.2: The Police Departments

The Clearwater Police Department (CPD) has 175 sworn officers and 89 civilian employees. The civilians hold a variety of positions including dispatching, identification, property, and clerical. The agency is housed in an older building in the downtown areas; a new substation located in the rapidly growing northeastern part of the city opened early in 1984. The trend over the past several years has been a slight increase in the general crime and decrease in traffic accident rates.

The CPD is divided into five divisions: administration, community services, vice and intelligence, support services, and field operations. Field operations is by far the largest division and contains two operational units, patrol and investigations. Virtually all police traffic services are provided by patrol unit personnel. The department also has an independent selective enforcement unit whose personnel may be assigned to tasks ranging from several events, to criminal investigations, to surveillance, or to traffic enforcement as the patrol commander deems necessary.

The Largo Police Department (LPD) consists of 135 employees of whom 84 are uniformed and 51 are civilian. Largo PD civilians hold positions similar to those in Clearwater. Crime and traffic incident occurrence rates have generally been stable over the past several years.

The LPD is also organized into five divisions and bureaus, but with some differences from the Clearwater structure. The five Largo divisions and bureaus are operations, support services, public safety communications, administrative services, and professional standards. As the name implies, almost all police operations, including DWI enforcement, take place in the Operations Division.

Largo has a special enforcement unit mounted on motorcycles that will occasionally work special traffic enforcement details.

Agency Personnel. Both departments have relatively high officer turnover rates, ranging between 5% and 10% of sworn strength per year over the past several years. Officers earn approximately average salaries for the area and officers with higher education are not uncommon. Both departments have been growing in authorized strength over the past decade, but not as rapidly as the cities' general population has grown. The Clearwater police chief has served since 1979 and the Largo chief since early 1983. Both chiefs came to their present positions from other agencies.

Officers bid for duty assignments and, every four months, for shift assignments. A senior officer, therefore, can work the same assignment for a prolonged period. All operational personnel work schedules of eight hours, five days per week. Largo schedules three shifts per day; Clearwater has five to provide overlap during shift changes and extra officers to cover peak demand periods. Largo is currently testing 10-hour, four-day scheduling.

A.1.3: Police Training

Basic police training for both departments is provided at the Pinellas County Police Academy. There, new recruits receive 600 hours of general law enforcement instruction (Florida Law requires only 320 hours). Additional training is then provided within both agencies on their local practices. Both agencies also have training officers who provide in-service training on a variety of topics. Some traffic-related training is provided through this format.

As a result of the project, all patrol officers in both departments received in-service training in departmental policies and procedures concerning DWI detection clues, improved sobriety testing, new state DWI laws, and videotape operations.

A.1.4: The DWI Enforcement Process

A.1.4.1: Local enforcement strategies. The Clearwater Police Department had only one formal, written DWI enforcement strategy: to comply with all existing laws pertaining to chemical testing. Informal policies concerning DWI enforcement were most likely to be set by shift supervisors and varied considerably among individuals. The usual policy was generally whether or not DWI enforcement would be emphasized at all. No specific enforcement strategies (such as specifically marked DWI enforcement vehicles, roadblock and selective DWI enforcement) were used. A similar situation existed in Largo.

Both the Clearwater and Largo Police Departments have adopted a new general order dealing with DWI (See Appendix B). Also, specific enforcement strategies such as the use of roadblocks, selective enforcement at high DWI accident and incident locations, videotaping suspects, and reducing processing time were implemented during the course of the project.

A.1.4.2: The enforcement process. The enforcement process in Clearwater and Largo is very similar. Unless one community is specifically mentioned, the listed practices apply to both. Most DWI's in both communities are detected as a result of driving behavior that suggests a possible DWI to the officer. Frequently, however, the officer will not suspect DWI until direct contact is made with the suspect. The officers have had no specific training in DWI detection cues.

As mentioned above, almost all officers now have training in detection cues, and officers use roadblocks and high DWI accident and incident locations as additional detection strategies.

After seeing driving behavior that indicates a possible DWI, an officer will usually stop the suspect as soon as possible. All officers ride in one-person vehicles, and there is no formal provision for backups on a DWI stop. However, most officers will report that they are stopping a possible DWI. Nearly all officers almost automatically check on another making such a stop. The second officer will serve both as a backup and as an independent witness to the various tests.

It is now a standard operating procedure for a backup officer to be dispatched on all suspected DWI stops. Whenever possible, the backup officer is one of those who has been trained in Intoxilyzer testing to facilitate the arrest and booking process. Therefore, if an arrest is made, the Intoxilyzer technician is able to begin observing the suspect for the required 20 minutes before the breath test can be given at the arrest site.

A.1.4.3: Pre-arrest screening. After making the stop, and while making the initial personal contact, the officer will look for additional cues that indicate a possible DWI. These include odor of alcoholic beverage, slurred speech, difficulty in finding a driver's license or registration, and dilated or bloodshot eyes. Once DWI is suspected, the stopping officer usually will have the suspect shut off the vehicle and exit from it.

At this point, the officer will ask the suspect to take several field sobriety (psychophysical) tests, and the officer will also observe the suspect's general balance and demeanor. The field sobriety tests usually include saying the alphabet; standing with heels together and then raising one foot while counting to thirty; walking forward a certain number of steps heel-to-toe, pivoting, and then walking back; and touching finger-to-nose. The use of these tests is not uniform within either department so they are carried out with little consistency from case to case.

The arrest decision for a DWI suspect is that of the apprehending officer, usually after consultation with any backup officers at the scene. If an arrest decision is made, the suspect is informed he or she is under arrest, read Miranda and implied consent rights, and handcuffed and transported to the police station by the arresting officer.

The arresting officer is also responsible for the disposition of the suspect's vehicle. If the vehicle is parked in a safe location, it will usually be locked up and left there. If there is a sober licensed driver in the vehicle, they may be asked to drive the vehicle to some other location.

Finally, if the vehicle is in an unsafe location, the arresting officer will call for a tow truck and have the vehicle impounded.

Whenever the Intoxilyzer is used as the breath test instrument, the technician completes the information requested on the "Intoxilyzer Test Record." The original copy of this record is given to the defendant and the bottom or hard copy is attached to the technician's operational check list. The remaining two copies are given to the arrest officer; one is attached to the defendant's advisory, and the other is attached to the original report.

At the conclusion of the breath test, the technician makes the appropriate entries in the Breath Test Log. Whenever possible, the arresting officer and the breath test technician are not the same person. If the arrested subject refuses to submit to a breath test, the technician notifies the arresting officer of the refusal. The arresting officer again explains implied consent to the subject. If the subject still refuses to submit to a breath test, the arresting officer completes a refusal form, in triplicate, and attaches all three copies to the court copy of the citation. No entries are made in the breath test log when the subject refuses to submit to the breath test.

The current practice is to make a videotape of the suspect prior to the administration of the breath test. The videotape will include a repeat of the officer reading the suspect the Miranda warning, administering a general questionnaire (if the suspect waives his/her rights to silence and the presence of an attorney), and a repeat of some or all of the field sobriety tests. A separate tape is kept for each suspect.

When a breath test cannot be administered, because of injuries, hospitalization, etc., a blood specimen is obtained. In accident investigations, when paramedics have been called to the scene, the investigating officer has the blood drawn there by a certified paramedic. The investigating officer witnesses the drawing of the blood and obtains the name of the paramedic who is then listed as a witness on the DWI report. The blood is drawn over the driver's protests only in the case of an accident involving "serious bodily injury" as defined by Florida State Statute.

If the blood is drawn at a medical facility, the officer witnessing the withdrawal fills out the "Request for Blood Test" form, and attaches it to the DWI report. The officer witnessing the withdrawal of the blood is responsible for its transport to the Medical Examiner's Office for analysis. The paperwork received from the Medical Examiner's Office is later attached to the DWI report.

When the blood test results are received from the Medical Examiner's Office, the appropriate charges are filed by the investigating officer and a supplementary report is completed. The investigation is incomplete until the blood alcohol report is received, and no other charges relating the suspect's driving can be made prior to that, unless otherwise authorized by the state Attorney assigned the case.

A.1.4.4: The booking process. After the chemical test and all field sobriety tests are completed, the arresting officer must then fill out a booking form on the suspect and begin processing him or her. This will include taking

fingerprints and photographs, making an inventory of the suspect's possessions, and conducting a thorough search of the suspect.

At that point, the suspect is incarcerated. The suspect will sometimes be temporarily held at the police department lockup. Usually, however, the suspect will be immediately transported by the arresting officer to the Pinellas County Jail which is located in a mostly rural area southeast of Largo.

The county sheriff's employees at the jail will then take custody of the suspect, and he or she will usually be held for a minimum of four hours. If bail is available for the suspect at that time, he or she will be released. Otherwise, the suspect will be held at the jail until either the bail is arranged or a bond hearing is heard before a judge; the Sheriff has the authority to release persons on their own recognizance and this sometimes does occur.

The arresting officer usually completes all necessary paperwork before returning to patrol activities. In a typical arrest situation, several forms must be completed. The actual arrest citation and a notice of request to take a chemical test must be completed while the suspect is still in the arresting officer's custody. If the offender refuses to take any chemical tests, a notice of refusal must always be completed at that time.

After the suspect is left with the jail personnel, the remaining reports are completed. For Clearwater, these will include an event form which describes the nature of the incident, a persons form which provides information on all persons involved in the incident (offenders, witnesses, victims, complaintants etc.), and a vehicle impoundment form. Supplementary sheets are usually added to this so that the arresting officer can write a complete narrative of the incident. The Largo Police Department combines these three forms in a single incident report and continuation sheets.

Instead of an event form, Clearwater officers now complete a DWI incident form which reduces the amount of narrative required of the officer. All forms used by Clearwater and Largo are now identical.

Both agencies also use a specific DWI arrest form which will contain information on the suspect's performance on various sobriety tests, general appearance and demeanor, and other information relating to DWI. If a traffic accident was involved in the incident, an accident report will be completed at this time. It is estimated by police supervisors that a typical DWI arrest takes from three to five hours from initial contact to completion of paperwork.

The overall arrest and processing time has been reduced to 2.8 hours for Clearwater and 2.0 for Largo. This includes round trip transportation to the county jail averaging 58 minutes from Clearwater and 30 minutes from Largo.

A.1.5: Personnel issues. Neither Clearwater nor Largo officers are specifically evaluated on their DWI arrest performance. Officers are evaluated by their shift sergeants, and the weight given to DWI arrests in that evaluation is dependent on the individual sergeant's interest in DWI.

If an officer puts in overtime hours for a DWI case, the officer is compensated at a time-and-one-half rate. That compensation can be either in the form of direct payment or extra time off. If an officer is subpoenaed to court, the officer is guaranteed a minimum of two hours at the overtime rate. DWI arrests late in a shift will frequently result in the officer earning overtime credit.

A.2. DUI ADJUDICATION AND SANCTIONING IN CLEARWATER AND LARGO, FLORIDA

A.2.1: Florida's DUI Laws and Court System

Florida's DUI laws, as amended in 1982 and 1983, establish two definitions of DUI: a qualitative standard called "driving while under the influence" and a quantitative standard prohibiting vehicle operation with a blood alcohol level of 0.10 or above, called "driving with an unlawful blood alcohol level" or "DUBAL." DUI and DUBAL are punishable by the same penalties.

Florida law provides for increasingly severe criminal and administrative penalties for multiple DUI offenders. First offenders receive a minimum \$250 fine and at least 50 hours' mandatory community service. Additional discretionary penalties include up to six months' confinement to jail, up to a year's probation, and a year's license suspension imposed by the Department of Highway Safety and Motor Vehicles (DMV). First offense DUI is grounds for a mandatory, court-imposed license revocation for one year; however, several statutory provisions allow a first offender to regain limited driving privileges (i.e., to and from work only), provided (s)he enrolls in an alcohol rehabilitation course. License restoration is a multi-step procedure involving separate applications before the trial court and the DMV. All persons convicted of DUI in Florida are required to complete a substance abuse course at their own expense. Second offenders receive a minimum of 10 days' confinement to jail (the maximum term is nine months), fines ranging from \$500 to \$1,000, and a court-imposed license revocation for a minimum of five years. Third offenders receive fines of \$1,000 to \$2,500, at least 30 days' confinement to jail (the maximum period is 12 months), and license revocation for ten years. Third offenders also may be sanctioned by the DMV as habitual traffic offenders. Effective July 1, 1982, fourth offenders were made permanently ineligible for drivers' licenses.

DUI prosecution is carried out almost exclusively under state law, although some municipalities have their own drinking driving ordinances.

While Florida has a prearrest-test law, no prearrest test can be administered to a driver without his or her consent; thus the prearrest-test law appears to be for the benefit of drivers rather than law enforcement officers and/or citation (Figure 7) are forwarded to the court clerk's office. An arraignment date, which is usually two weeks after the arrest date, is selected by the arresting police officer; this date is noted in the citation form sent to court. A week before the scheduled date, court personnel prepare a computerized docket from the list of persons to be arraigned.

Florida has a unified court system under the supervision of the Florida Supreme Court. There are four levels of courts in Florida: the Supreme Court, intermediate appellate courts called District Courts of Appeal, and two levels of trial courts called circuit and county courts. Circuit courts are trial courts of general jurisdiction, and county courts have limited jurisdiction including misdemeanors and traffic infractions. The Florida Constitution allows branch courts to be established in municipalities that provide adequate facilities. Judges are required to be attorneys and to serve full-time. While judges are elected, a nominating commission screens gubernatorial appointments

to fill vacancies. County Court judges, who preside over DUI trials, are elected for four-year terms.

In Florida, DUI and DUBAL are misdemeanors. DUI resulting in personal injury or property damage to another is a "first degree misdemeanor," and if death to another results from DUI it is classified as manslaughter, a felony. Criminal cases arising under state law, including DUI and manslaughter, are prosecuted by the State Attorney, who is elected to a four-year term. Public defenders are also elected to four-year terms in Florida. Assistant state attorneys and public defenders are appointed. The right to trial by jury applies to all DUI prosecutions.

A.2.2: Clearwater and Largo Adjudication Practices

Pinellas and Pasco Counties make up Florida's Sixth Judicial Circuit, which, in turn, is located in the Second Appeals Court District. The Pinellas County Court serves the 24 municipalities plus the unincorporated territory that make up the county. The principal criminal court facility, called the Criminal Court Complex, is located adjacent to the Pinellas County Jail. DUI jury trials are held in the Complex. There are also three branch courts that hear traffic cases, including DUI bench trials and arraignments; these court facilities located in Clearwater and Saint Petersburg, and also in the northern part of the county, between Clearwater and Tarpon Springs. DUI cases originating in Clearwater and Largo are heard either in the Complex or the Clearwater branch location. The court has 13 judges, who are rotated between civil and criminal dockets. The Pinellas County Court hears an average of 5,000 to 7,000 traffic cases, including DUI cases, every month.

DUI cases are prosecuted by the State Attorney's office, which employs some 60 attorneys, of whom 18 are "misdemeanor attorneys" responsible for misdemeanor and traffic prosecutions, including DUI. The principal office is located at the Complex; there are traffic offices in Clearwater and Saint Petersburg. Except for initially authorizing DUI prosecutions, the State Attorney's office does not become actively involved in a DUI prosecution until the defendant pleads not guilty, which generally does not occur until arraignment. In March and April 1983, there were 1,094 DUI prosecutions in Pinellas County, and 485 of those DUI defendants entered not guilty pleas. Most who pled guilty entered pleas to either DUI or DUBAL. The State Attorney does not, as a rule, offer to reduce drinking driving charges to non-alcohol related charges (e.g., reckless driving) in exchange for a guilty plea; however, in those few drinking driving cases the prosecution considers weak, the initial charges are reduced. Under Florida law, DUI and DUBAL are separate offenses. It is therefore possible for a defendant to receive two convictions -- which is significant with respect to multiple-offender penalties -- out of one incident. The State Attorney's office generally seeks only a single conviction per incident. However, the office encourages police officers, whenever possible, to charge suspects with both DUI and DUBAL to provide the prosecution with greater "leverage" (i.e., dismissing one charge in exchange for a guilty plea to the other) if the defendant later chooses to plead guilty.

Arraignments are scheduled by the clerk of the county court's traffic division. When the copy of the citation and complaint advisory sheet are received by the clerk's staff an arraignment date is set, notices are sent out,

and a docket prepared. Some defendants, particularly those who secure counsel soon after arrest, enter a written not guilty plea with the court and avoid an in-person appearance at the arraignment. The arraignment is generally held two to three weeks after arrest. A majority of the defendants who appear at the arraignment admit factual guilt and plead guilty; most of them do so without having secured an attorney. If the defendant pleads not guilty, a trial date is set for five to six weeks after arraignment. The defendant also chooses whether to request a jury or bench trial; about 75 percent of the DUI defendants who plead not guilty request juries. Whether a defendant chooses a jury determines when and where the trial is held. Trial dates are assigned by the clerk's office, which has access to judges' schedules. A jury demand does not greatly increase the time required for adjudication because Florida's "speedy trial" statute requires that the defendant stand trial within 90 days of arrest unless (s)he waives the right to a speedy trial. The trial is continued (postponed) only with the consent of the judge and state attorney. At the arraignment it is also determined whether the defendant is financially unable to retain counsel and entitled to have an attorney appointed.

If the defendant pleads not guilty, the not guilty plea is recorded and a court date set. The case is posted to the court's trial docket, and the calendar section of the clerk's office is advised of the trial date. The case file, which is kept at the traffic court branch location, consists of the original citation and a copy of the advisory sheet (Complaint/Arrest Affidavit form). The witnesses noted on the officer's work sheet are subpoenaed, and a copy of the case file is made and forwarded to the state attorney's office.

While the great majority of DUI defendants are released on their own recognizance, not all of them appear at their arraignment. It is estimated that 25 to 50 percent of all persons arrested for DUI fail to appear at the arraignment. In those cases the judge issues a bench warrant. For example, 12 of those warrants remained outstanding. In July 1983, 248 warrants were issued and 145 remained outstanding at month's end. Some bench warrants are served by sheriff's deputies, but others are enforced in the course of normal police operations (i.e., the outstanding warrant is discovered during a routine check following a traffic stop). Failures to appear are "flagged" in the court's computer system by court staff who add an odd amount - \$13 - to the bond posted. Those who fail to appear are subject to estreat (forfeiture) of bond as well as one year's additional license revocation.

Many defendants, as already stated, plead guilty at the arraignment. In such a case the presiding judge decides whether to accept the plea; if so (s)he imposes sanctions, picks up the defendant's license, signs an order revoking the license (as required by law), and notifies the DMV of the conviction by sending a copy of the conviction abstract. The clerk notes the final disposition on the citation. When a defendant is found guilty at trial, the same procedure is issued to record the disposition and notify the DMV.

When a jury trial is demanded the case is assigned by section and a pre-trial is scheduled and docketed. The court clerk is advised of all charges such as postponements, rescheduling, and changes in plea, and these are logged and recorded. The State Attorney's office normally performs "live" pre-trial investigations but does not do so in OUI cases because they are so numerous -

most of the State Attorney's trial caseload consists of DUI cases - and because police departments document their DUI cases (e.g., the defendant's physical condition and demeanor) very well.

Florida's court rules are very liberal with respect to pre-trial discovery. The defense attorney normally takes the depositions of the personnel responsible for the DUI arrest and chemical testing. These depositions average four in number and require an average of 1.5 hours. Florida's discovery rules actually benefit the prosecution in DUI cases. This is so because the testimony often reveals a convincing case for the prosecution and causes defendants to plead guilty rather than face almost certain conviction at trial. About 90 percent of the defendants who plead not guilty change their plea to guilty before trial. The remainder represent "borderline" cases as well as a few in which the defendant "gambles" on obtaining an acquittal from a sympathetic jury. About two-thirds of the defendants are represented by one of the ten deputy public defenders (out of a 30-member staff) who handle misdemeanor cases. The remaining defendants are represented by retained counsel. When a jury trial is requested a pre-trial conference is scheduled a week ahead of the trial, on a Monday. The pre-trial lasts an average of 15 minutes. Few DUI cases proceed as far as a trial; during one recent month, July 1983, there were 30 misdemeanor jury trials in all, 30 of them involving DUI. In recent months there apparently has been an increase in trials as well as representation of defendants by retained counsel. Jury trials last an average of one day, non-jury trials one to three hours. Most trials result in verdicts of guilty; in jury trials about 80 percent of DUI defendants were convicted. Few individuals convicted of DUI choose to appeal their convictions; an appeal is not considered an effective means of overturning a guilty verdict.

A.2.3: DUI Sanctioning in Clearwater and Largo, Florida

When a defendant is found guilty of, or pleads guilty to DUI, the judge picks up his or her license and imposes the "traditional" sanctions (fine and possibly confinement to jail), probation, and the mandatory 50 hours' community service. To ensure that defendants seek treatment for alcohol-related problems some judges impose the maximum allowable sentence (which includes six months' confinement to jail for first offense DUI), but suspend part of it if the defendant accepts treatment. Completing treatment is also necessary to obtain a restricted license from the DMV. Pre-sentence investigations of DUI defendants appears to be uncommon; sentencing appears to be done on a uniform basis.

Most DUI probation work is done by the Salvation Army Correctional Services, with offices in Saint Petersburg and Clearwater. Another agency, the Pinellas Comprehensive Alcohol Service (PCAS) also performs probation supervision. Salvation Army probation officers screen DUI's referred to them for alcohol problems and supervise their compliance with probation and community-service requirements. A \$20 per month fee is charged to defray the cost of probation services, plus a \$20 evaluation fee and a \$5 charge to cover the cost of liability insurance. If the alcohol evaluation reveals a condition requiring rehabilitation, an additional fee is charged to cover the cost of treatment. Probation supervision is minimal; each probation officer maintains a caseload of 260 to 300, and probationers report to them monthly. DUI probationers complete their community service obligations by choosing an

assignment from a list provided by the Salvation Army. The selected community organization issues the probationer a letter confirming his or her participation in community service; this letter is provided to the probation officer, who in turn notifies the court that the assignment has been completed. Some judges offer the convicted DUI an alternative: to make five blood donations in lieu of performing 50 hours' community service. It is estimated that 50 percent of the DUI probationers "drop out" of the program without completing their assignments.

In addition to fulfilling their community service obligations, those convicted of DUI must within 90 days complete a "DUI school" to regain limited driving privileges. The school consists of a four-hour class held once during each of four consecutive weeks. The fee is \$85. A person who completes DUI school is issued a certificate which is presented to a DMV office to obtain a temporary permit. A DMV hearing officer later determines the time(s) during which the convicted DUI may drive. A \$35 license reinstatement fee is charged.

A federal court order governs conditions, including the inmate population, in the Pinellas County Jail Complex. To keep the number of prisoners within the court's guidelines jail staff conduct weekly "sweeps" during which they identify candidates for release. Some of these individuals were unable to post bail but do have community ties or some other factors making them a good risk for release on recognizance. Others are willing to plead guilty and "get out of the system"; they generally plead guilty to DUI and receive credit for time served. While the number of persons released as the result of "sweeps" varies from week to week, the weekly average is 20. Jail staff noted that the number of persons jailed as the result of DUI convictions has increased since recent DUI legislation containing mandatory penalties went into effect.

A.3. DWI ENFORCEMENT IN SARASOTA AND BRADENTON, FLORIDA

A.3.1: DWI Enforcement Overview

DWI enforcement has been periodically emphasized by both the Sarasota and Bradenton Police Departments over the past few years. Both Departments will occasionally use small task force operations to conduct specific DWI enforcement operations. DWI arrests, however, have been relatively stable over the past few years.

A.3.2: The Police Departments

The Sarasota Police Department (SPD) has a current strength of 129 sworn officers and 102 civilian employees. The civilians hold a variety of positions including dispatching, community service, counseling, and clerical. The agency is housed in a building in the central part of the city. The SPD is divided into three divisions: administration, planning and research, and operations. Operations is by far the largest division and contains two operational units, patrol and investigations. Virtually all police traffic services are provided by patrol unit personnel. Within patrol there is a seven person traffic unit whose primary responsibility is enforcement. A sergeant serves as the unit supervisor, one officer is assigned full time to the countywide central breath testing unit, one to hit-and-run accident follow-ups, and one to the marine unit. The traffic officers generally work the day shift, particularly school hours, on motorcycles, although they will go into special enforcement modes for holidays, DWI crackdowns, etc.

The Bradenton Police Department (BPD) consists of 67 employees of whom 55 are sworn and 12 are civilian. Bradenton PD civilians hold positions similar to those in Sarasota except that there are no community service officers. Crime and traffic incident occurrence rates there have generally been stable over the past several years. The BPD is also organized into divisions, and again, DWI operations are carried out by the patrol division; there is no specific traffic unit. Task forces are frequently used for special enforcement projects utilizing regular officers on an overtime basis. These task forces will be used for DWI enforcement on occasions.

Agency Personnel. Bradenton has a relatively high officer turnover rate, averaging between 5 percent and 10 percent of sworn strength per year over the past several years; Sarasota is more stable with more vacancies resulting through retirement. Sarasota officers earn the highest salaries in the area while Bradenton is closer to the average; officers with higher education are not uncommon on either department. Both departments have been growing in authorized strength over the past decade, but not as rapidly as the cities' general population has grown. The top command of both agencies is relatively stable with chiefs generally holding long tenures. Sarasota officers work fixed shifts and squads within a shift have staggered starting hours to provide continuous street coverage. All officers average eight hour days and five day weeks. In Bradenton, shifts rotate every 56 days and all officers have fixed days off. They also average five, eight-hour days per week.

A.3.3: Police Training

Basic police training for both departments is provided through County Vocational/Technical Schools. There, new recruits receive general law enforcement instruction as required by Florida law. DUI enforcement training is included in the curriculum at the basic school but it is not emphasized. Additional training is then provided within both agencies on their local practices but DUI is not covered except for post-arrest processing policies and practices. Both agencies also have training officers who provide in-service training on a variety of topics. Traffic-related training is provided through this format but DUI has not been a recent topic in Sarasota. An outside instructor provided DUI detection training to Bradenton officers in 1983; the training was different from that described in the NHTSA Improved Detection Guide.

A.3.4: The DWI Enforcement Process

A.3.4.1: Local enforcement strategies. Neither police department has written DWI enforcement strategies or policies. Informal policies concerning DWI enforcement were most likely to be set by shift supervisors and varied considerably among individuals. The general policy was whether or not DWI enforcement would be at all emphasized. No specific enforcement strategies (such as specifically marked DWI enforcement vehicles, roadblocks, and selective DWI enforcement) have ever been used.

A.3.4.2: The enforcement process. The enforcement processes in Sarasota and Bradenton are similar. Unless one community is specifically mentioned, the listed practices apply to both. Most DWI's in both communities are detected as a result of driving behavior that suggests a possible DWI to the officer. Frequently, however, the officer will not suspect DWI until direct contact is made with the suspect. After seeing driving behavior that indicates a possible DWI, an officer will usually stop the suspect as soon as possible. Bradenton officers ride in one person vehicles and there is no formal provision for providing backups on a stop. However, most officers will report that they are stopping a possible DWI, and nearby officers almost automatically check on another making such a stop. A similar situation exists in Sarasota except that there are some two-officer vehicles on the road. In most cases, a second officer will serve both as a back-up and independent witness to the various tests.

A.3.4.3: Pre-arrest screening. After making the stop, and while making the initial personal contact, the officer will look for additional cues that indicate a possible DWI. These include odor of alcoholic beverage, slurred speech, difficulty in finding a driver's license or registration, and dilated or bloodshot eyes. Once DWI is suspected the stopping officer will have the suspect shut off their vehicle and exit from it in most cases.

At this point, the officer will ask the suspect to take several field sobriety (psychophysical) tests and the officer will also observe the suspect's general balance and demeanor. The field sobriety tests usually include picking up coins, a one leg stand, a walk and turn test, and touching finger-to-nose; the NHTSA improved sobriety tests are not used. The use of these tests is not uniform within either department so they are carried out with little consistency from case to case.

The arrest decision for a DWI offender is that of the apprehending officer, usually after consultation with any back-up officers at the scene. If an arrest decision is made, the suspect is informed he or she is under arrest, read Miranda and implied consent rights, and handcuffed and transported to the county jail by the arresting officer.

The arresting officer is responsible for the disposition of the offender's vehicle. If the vehicle is parked in a safe location, it will usually be locked up and left there. If there is a sober licensed driver in the vehicle, they may be asked to drive the vehicle to some other location. Finally, if the vehicle is in an unsafe location, the arresting officer will call for a tow truck and have the vehicle impounded.

At the jail, the suspect will be continuously observed for a minimum of twenty (20) minutes prior to the administration of a breath test. The officer is particularly alert to any evidence of intoxication and records these observations in sufficient detail for future testimony. In Bradenton, Intoxilyzer breath testers are used and they will be operated by someone from the jail. The Bradenton officer will then repeat the field sobriety tests and read all appropriate warnings to the suspect while being recorded on videotape. The Central breath testing and videotaping operation has been in use for about a year. In Sarasota, the suspect will be booked by county personnel while waiting for the twenty-minute observation period to elapse and will then be asked to breathe into an Indium Crimper collection device. The suspect will then be given a Miranda warning, and an alcohol influence report form will be filled out. The sample in the crimper will be analyzed during the next working day by a certified technician and the results given to the arresting officer and suspect.

When a breath test cannot be administered, because of injuries, hospitalization, etc., a blood specimen is obtained. In accident investigations, when paramedics have been called to the scene, the investigating officer has the blood drawn there by a certified paramedic. The investigating officer witnesses the drawing of the blood and obtains the name of the paramedic who is then listed as a witness on the DWI report. The blood is drawn over the driver's protests only in the case of an accident involving "serious bodily injury" as defined by Florida State Statute.

If the blood is drawn at a medical facility, the officer witnessing the withdrawal fills out the request for blood form, in triplicate, and attaches it to the DWI report. The officer witnessing the withdrawal of blood is responsible for its transport to the Medical Examiner's Office for analysis. The paperwork received from the Medical Examiner's Office is attached to the DWI report.

When the blood test results are received from the Medical Examiner's Office, the appropriate charges are filed by the investigating officer, and a supplementary report is completed. The investigation is incomplete until the blood alcohol report is received, and no other charges relating the suspect's driving can be made prior thereto, unless otherwise authorized by the State Attorney assigned the case.

A.4. DWI ADJUDICATION AND SANCTIONING IN SARASOTA AND BRADENTON, FLORIDA

A.4.1: Adjudication

Sarasota County is in the jurisdiction of Florida's 12th. Judicial Circuit. The court facility is in this county courthouse in downtown Sarasota. DWI cases heard (including guilty pleas) are of the order of 1000 for a year for the entire county, of which only about 50 are estimated to involve jury trials. DWI cases resulting from arrests by the Sarasota Police Department amount to about 200-300 for year. As with Pinellas county, DWI cases are prosecuted by the State Attorney's office. Some drivers with a BAC less than .10 percent are prosecuted.

Almost everybody arrested for DWI must post a bond in Sarasota. (\$379.50). Release on recognizance is rare. If the accused offender does not post a bond, (s)he must remain in jail until arraignment. Arraignments are conducted about three weeks after arrest at three different times and places around the county. Nearly everyone pleads guilty at the arraignment. As in Pinellas county, the prosecutor usually does not become actively involved in a case until the defendant pleads not guilty after arraignment. Usually, only a single charge (most likely DWI rather than DUBAL) is prosecuted. Charge reductions to non-alcohol related offenses (e.g., reckless driving) are rare and usually occur only if there is a very weak case for DWI or DUBAL.

Persons pleading not guilty to DWI or DUBAL can avoid an appearance at arraignment by entering a written not guilty plea. Failures to appear at arraignment are said to be rare -- of the order of 5 percent. Sometimes defendants pleading guilty sign waivers of counsel and a speedy trial so they can postpone their trial while they complete the required DWI course, thus becoming eligible for a restricted driver license at conviction.

A.4.2: Sanctioning

Judges appear to be adhering to the sanctioning policies set forth in the DWI laws. Usually, minimum required sanctions are imposed. Fines are about \$300. Pre-sentence investigations are not performed for DWI/DUBAL. Many drivers convicted of second offense DWI have not been given the enhanced penalties required by statute. This is because of a court ruling that they did not have access to counsel for their first offense conviction.

The county jail is overcrowded, necessitating weekly "sweeps" to reduce the population. Drunk drivers are often released early during these sweeps. Also, many drunk drivers receiving jail sentences (especially second offenders) do not actually serve time at the jail, but are instead placed on weekend work details during daytime hours. Typically, the sentence is 10 days, to be served on five weekends. Further, some 30 percent of drivers sentenced to these details simply do not appear at the jail and apparently are not vigorously pursued by the Sarasota Sheriffs Department (which runs this jail) or the courts.

The Salvation Army is contracted to perform DWI probation work as it is in Pinellas county. The probation "officer" screens DWI's and supervises their

compliance with court-ordered conditions, including community service, school, and treatment. A \$20 fee is charged for each of the required six school sessions. Additional fees are charged if treatment is indicated.

Adjudication and sanctioning practice in Bradenton apparently do not differ significantly from those in Sarasota. Bradenton also has severe overcrowding problems in their county jail, (Manatee County) but contacts claim that DUI sentences are actually served.

APPENDIX B

General Order on DWI for Clearwater and Largo Police Departments



City of Clearwater

GENERAL ORDER 84-2	EFFECTIVE DATE Jan. 1, 1984	RESCINDS 76-7 76-8	FILE INDEX NO. 2-34
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SUBJECT: D.W.I. ARREST PROCEDURES	AMENDS NONE
INDEX AS: D.W.I. ARREST PROCEDURES	

A. POLICY

The Clearwater Police Department recognizes that many traffic accidents, particularly those involving fatalities and personal injury, are directly attributable to persons driving under the influence of alcohol and/or drugs. It shall be the policy of the Clearwater Police Department to deter persons under the influence of alcohol and/or drugs from driving; and to vigorously enforce the applicable laws of the State of Florida regarding driving under the influence of alcohol and/or a controlled substance.

The Clearwater Police Department will continue to comply with the guidelines set by the Department of Health and Rehabilitative Services concerning satisfactory techniques, methods, and testing equipment used to determine the blood alcohol content of any individual arrested for driving under the influence.

B. PURPOSE

To provide the police department with uniform procedures regarding arrest procedures and chemical tests for intoxication of persons driving under the influence of alcohol and/or controlled substances.

C. ARREST PROCEDURES

1. Making the Traffic Stop

- a. Whenever an officer makes a traffic stop on a vehicle in which the driver is suspected of being D.W.I., dispatch will be notified of the possibility of a D.W.I. arrest.

- b. The radio operator will dispatch a second unit to the location of the traffic stop. Whenever possible, the second unit will be a breath test technician.
- c. When the second unit arrives on the scene, the first officer will begin the formal D.W.I. investigation, i.e. field sobriety tests.
- d. The second officer shall serve as both a back-up officer and an independent witness as to the suspect's sobriety.

2. Field Sobriety Tests

The purpose of field sobriety tests is to obtain objective and descriptive evidence of impaired judgement, balance, responsiveness, and bodily functions. The evidence obtained is relied upon to support or reject the existence of probable cause.

- a. All persons suspected of D.W.I. will be asked to perform standard field sobriety tests as explained in attachment "A".
- b. The suspect will be dealt with politely and respectfully at all times, in an effort to gain his cooperation and preclude a violent confrontation.
- c. Field sobriety tests will be conducted in accordance with standard procedures established by the department and explained in attachment "A".

3. Arresting the Suspect

- a. Prior to arrest of the suspect, the arresting and back-up officers should be in substantial agreement as to the existence of probable cause as well as the presence of the other material elements of D.W.I.
- b. The officer initiating the arrest shall advise the suspect that he is being arrested for D.W.I. This officer shall also inform the suspect of his Miranda Rights and Implied Consent. Thereafter, the officer should endeavor to obtain incriminating statements with skillful interview.
- c. The suspect shall be searched and handcuffed to insure the safety of all officers involved.
- d. When the back-up officer is also a breath test technician, he/she will be responsible for transporting the suspect to the nearest breath testing facility.

- e. The arresting officer shall be responsible for the security or impound of the suspect's vehicle.

4. Breath Tests

- a. The Breath Test Technician shall continuously observe the person to be tested for a minimum of twenty (20) minutes prior to the administration of a breath test. The officer shall be particularly alert to any evidence of intoxication and should record these observations in sufficient detail for future testimony.
- b. Prior to administering a breath test, the technician shall complete a video tape recording of the arrested subject. The video taping shall be conducted in accordance with the procedures outlined in attachment "B".
- c. The technician shall complete HRS Form 1504 in triplicate. The original shall be given to the subject and the copies to the arresting officer.
- d. Whenever the Intoxilyzer is used as the breath test instrument, the technician shall complete the information requested on the "Intoxilyzer Test Record". The original copy of this record will be given to the defendant and the bottom or hard copy will be attached to the technician's Operational Check List. The remaining two (2) copies will be given to the arresting officer; one to be attached to the defendant's advisory, and the other to be attached to the original report.
- e. At the conclusion of the breath test, the technician shall make the appropriate entries in the Breath test Log.
- f. Whenever possible, the arresting officer and the breath test technician shall not be the same officer.

5. Refusal to Take a Breath Test

- a. When the arrested subject refuses to submit to a breath test, the technician shall notify the arresting officer of the refusal.
- b. The arresting officer shall again explain Implied Consent to the subject. If the subject still refuses to submit to a breath test, the arresting officer will complete a refusal form, in triplicate, and attach all three (3) copies to the blue copy of the citation.

- c. No entries shall be made in the breath test log when the subject refuses to submit to the breath test.

6. Blood Tests

- a. When a breath test cannot be administered, because of injuries, hospitalization, etc., a blood specimen shall be obtained.
- b. An officer must witness the blood being drawn at the scene or in a medical facility. Whenever possible, the investigating officer shall witness the blood being drawn.
- c. In accident investigations, when paramedics have been called to the scene of an accident to administer first aid, the investigating officer shall have the blood drawn at the scene by a certified paramedic. The investigating officer must witness the drawing of the blood and obtain the name of the paramedic, who shall be listed as a witness on the D.W.I. Report. The blood shall be drawn over the drivers protests only in the case of an accident involving "serious bodily injury" as defined by Florida State Statute.
- d. If the blood is drawn at a medical facility, the officer witnessing the withdrawal shall fill out the request for blood form, in triplicate, and attach it to the D.W.I. Report.
- e. The officer witnessing the withdrawal of the blood shall be responsible for its transport to the Medical Examiner's Office for analysis. The paperwork received from the Medical Examiner's Office will be attached to the D.W.I. Report.
- f. When the blood test results are received from the Medical Examiner's Office, the appropriate charges shall be made by the investigating officer and a Supplement report completed. The investigation shall be incomplete until the blood alcohol report is received, and no other charges relating to the suspect's driving shall be made prior thereto, unless otherwise authorized by the State Attorney assigned the case.

7. Urine Tests

- a. A urine specimen shall be obtained when the arresting officer has probable cause to believe that a driver of a motor vehicle is under the influence of a controlled substance.

- b. The urine test shall be incidental to a lawful arrest. An officer shall witness the collection of the urine specimen.
- c. Whenever possible, the arresting officer or the breath test technician shall witness the collection, with due regard to the privacy and sex of the suspect.
- d. The technician shall be provided with the urine specimen for the purpose of conducting a presumptive test using the Urinalysis test equipment. The test sheet shall be attached to the D.W.I. Report.
- e. The officer who witnesses the collection of the urine specimen shall be responsible for its transport to the Medical Examiner's Office for analysis. The receipt from the Medical Examiner shall be attached to the D.W.I. Report.
- f. Upon receipt of the test results from the Medical Examiner's Office, the appropriate charge(s) shall be made and a Supplemental Report shall be written.

8. Video Tapes

- a. A video tape shall be made of all persons arrested for D.W.I. who are brought to the test site. If the subject refuses to perform for the video, such refusal should be on tape, whenever practicable.
- b. The breath test technician shall be responsible for the video taping of the arrested subject.
- c. Video taping shall be conducted in accordance with the procedures outlined in attachment "B".
- d. The officer conducting the video will maintain a professional demeanor at all times.

D. REPORT FORMS

Documentation of every involved officers observations is essential. Recording details will better serve to refresh your memory at deposition or trial and will demonstrate the quality of the investigation to the defense attorney, who will be entitled to these reports.

- 1. On all arrests for D.W.I., the arresting officer shall complete a D.W.I. Report Form and a Narrative or Accident Supplement Form.
- 2. In accident cases involving D.W.I. suspects, the investigating officer shall complete a D.W.I. Report Form, a Florida Traffic Accident Report, and a Traffic Accident Supplement detailing the criminal investigation (D.W.I.) in the incident.

3. The breath test technician will be responsible for the completion of the following forms:
- a. Chemical Test Report (HRS Form 1504)
 - b. Operational Check List
 - c. Test Record Card (when Intoxilyzer is used)
 - d. Property Receipt Form (for Video Tape)
 - e. Chemical Test Record (Breath Test Log)
 - f. Supplement Report (detailing your involvement, actions, and observations in the case).

Sid Klein

SID KLEIN
Chief of Police

Attachments: "A" - Field Sobriety Instructions
"B" - Video Tape Instructions

ATTACHMENT "A"
FIELD SOBRIETY TESTS AND PROCEDURES

The officer administering the field sobriety tests shall explain and demonstrate each test to the suspect prior to having them perform each one.

The following field sobriety tests shall be the standard tests conducted by officers during an investigation into the possible charge of D.W.I.:

1. One-Leg Stand

The suspect will be asked to stand on one leg while holding the other leg straight out, approximately six (6) inches off the ground. While in this position, the suspect shall be asked to count from one (1) to thirty (30) using a one thousand (1000) prefix in front of each number (1001, 1002, 1003; etc.). The suspect will be asked to perform this test while holding their arms straight down at their sides. The officer shall "grade" the suspect on (1) how well they follow instructions, (2) keeping their arms down, and (3) staying in a stationary position during the counting.

2. WALK/TURN

The suspect will be asked to place one foot in front of the other (heel to toe) and hold that position while instructions are being given. They will be asked to walk a straight line, heel to toe, taking nine (9) steps, watching their feet and counting the steps out loud as they proceed. At the end of the ninth step, the suspect will be asked to keep one foot planted and pivot around on the other foot. After the pivot, they will be asked to walk back, again heel to toe, taking nine (9) steps, and counting each step taken. The officer shall "grade" the suspect on (1) how well they follow instructions, (2) keeping their arms at their sides, (3) how straight they walk, (4) whether or not the heel and toe touch on each step, and (5) how well they keep their balance while making the pivot turn.

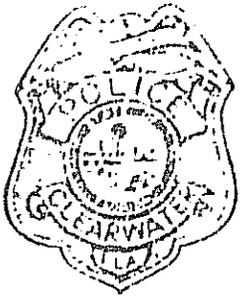
3. FINGER TO NOSE

The suspect will be asked to stand up straight, extend both arms straight out (parallel to the ground), and make a fist out of both hands. They will be asked to extend only the index finger of each hand. Holding this position, they will be asked to close their eyes and tilt their head back. In this position they will be asked to touch the tip of their index finger to the tip of their nose, by first pointing the finger straight out in front of them and then taking it in to the nose. They will be asked to perform this test with whichever hand is called for by the officer.

ATTACHMENT " B "
VIDEO TAPE INSTRUCTIONS

1. TURN ON POWER TO (1) CAMERA, (2) VCR, AND (3) MONITOR.
2. INSERT TAPE INTO VCR. (MAKE SURE IT HAS BEEN REWOUND)
3. PUSH RECORD AND PLAY BUTTONS SIMULTANEOUSLY.
4. ADJUST THE WHITE BALANCE ON THE VIDEO CAMERA.
5. TO START TAPE, PRESS AND RELEASE PAUSE BUTTON ON VCR.
6. FACING THE CAMERA, GIVE THE FOLLOWING INFORMATION :

"THIS IS A VIDEO TAPE ON (NAME OF DEFENDANT) WHO WAS ARRESTED BY (ARRESTING OFFICERS NAME) FOR DWI ON (DAY, DATE, AND TIME). IT IS NOW (TIME) AND I AM OFFICER (NAME) OF THE (NAME OF YOUR DEPARTMENT). THE REPORT NUMBER IN THIS CASE IS (REPORT #).
7. HAVE THE DEFENDANT STATE HIS OR HER NAME.
8. ADVISE THE DEFENDANT THAT HE/SHE IS UNDER ARREST FOR DWI.
9. USING THE STATE ISSUED CARD, ADVISE THE DEFENDANT OF THEIR MIRANDA RIGHTS.
10. ASK THE DEFENDANT THE QUESTIONS FROM THE ALCOHOLIC INFLUENCE QUESTIONNAIRE.
11. HAVE THE DEFENDANT FACE THE CAMERA AND RECITE THE ALPHABET.
12. HAVE THE DEFENDANT PERFORM THE FINGER TO NOSE TEST IN THREE POSITIONS :
 1. LOOKING STRAIGHT AT THE CAMERA
 2. AT A 45 DEGREE ANGLE TO THE RIGHT
 3. AT A 45 DEGREE ANGLE TO THE LEFT
13. HAVE THE DEFENDANT PERFORM THE WALK AND TURN TEST.
14. HAVE THE DEFENDANT PERFORM THE ONE LEG STAND TEST.
15. USING THE OPERATIONAL CHECK LIST, ADVISE THE DEFENDANT OF IMPLIED CONSENT.
16. FACE THE CAMERA AND STATE "THIS CONCLUDES THE VIDEO TAPE ON (NAME OF DEFENDANT).
17. REWIND THE TAPE AND REMOVE IT FROM THE VCR.
18. TURN OFF ALL POWER. (1) VCR (2) MONITOR (3) CAMERA
19. PROPERLY MARK THE TAPE AS EVIDENCE, FILL OUT A PROPERTY CONTROL CARD, AND PUT THE TAPE IN PROPERTY.
20. ADVISE THE ARRESTING OFFICER OF THE VIDEO TAPE NUMBER AND THE PROPERTY CONTROL NUMBER.



City of Clearwater

GENERAL ORDER	EFFECTIVE DATE	RESCINDS	FILE INDEX NO.
SUBJECT: CHEMICAL TESTS FOR INTOXICATION		AMENDS	
INDEX AS: CHEMICAL TESTS FOR INTOXICATION			

POLICY

It shall be the policy of the Clearwater Police Department to comply with all of the requirements of existing law pertaining to chemical tests for intoxication.

I. Purpose:

To provide the police department with uniform procedures regarding chemical tests for intoxication.

II. Pertinent Law

Florida Statute 316.1932 (1)(a) - Test for impairment or intoxication; suspension of license for refusal to submit to test

Any person who shall accept the privilege extended by the laws of this state of operating a motor vehicle within this state shall by so operating such vehicle be deemed to have given his consent to submit to an approved chemical test of his breath for the purpose of determining the alcoholic content of his blood, and to a urine test for the purposes of detecting the presence of controlled substances if he is lawfully arrested for any offense allegedly committed while the person was driving or was in actual physical control of a motor vehicle under the influence of alcoholic beverages or controlled substances.

The breath test shall be incidental to a lawful arrest and administered at the request of a law enforcement officer having reasonable cause to believe such person was driving or was in actual physical control of a motor vehicle within this state while under the influence of alcoholic beverages. The urine test shall be incidental to a lawful arrest and administered at a detention facility or any other facility, mobile or otherwise, which is equipped to administer such tests at the request of a law enforcement officer having reasonable cause to believe such person was driving or was in actual physical control of a motor vehicle within this state while under the influence of controlled substances. The urine test shall be administered at a detention facility or any other facility, mobile or otherwise, which is equipped to administer such tests in a reasonable manner that will insure the accuracy of the specimen and maintain the privacy of the individual involved. The administration of either test shall not preclude the administration of the other test. Such person shall be told that his failure to submit to such a breath or urine test, or both, will result in the suspension of his privilege to operate a motor vehicle for a period of 3 months for a first refusal, and a period of 6 months if the driving privilege of such person has been previously suspended as a result of a refusal to submit to such a test or tests. Refusal to submit to a chemical breath or urine test upon request of a law enforcement officer as provided in this section shall be admissible into evidence in any criminal proceedings.

Florida Statute 316.1932(b) - 1. Pre-arrest breath test

Notwithstanding the provisions of this section, a law enforcement officer who has reason to believe that a person's ability to operate a motor vehicle is impaired by alcohol or any controlled substance and that the person has been operating a motor vehicle during the period of such impairment may, with the person's consent, give, or the person may demand, a pre-arrest breath test for the purpose of determining if said person is in violation of Section 316.193(1), but the taking of such pre-arrest breath test shall not be deemed a compliance with the provisions of paragraph (a). The results of any pre-arrest test administered under this paragraph shall not be admissible into evidence in any civil or criminal proceeding. An analysis of a person's breath, in order to be considered valid under the provisions of this section, must have been performed substantially according to methods approved by the Department of Health and Rehabilitative Services. For this purpose, the department is authorized to approve satisfactory techniques or methods. Any insubstantial differences between approved techniques and

actual testing procedures in individual cases shall not render the test or test results invalid.

Florida Statute 316.1932 (b) - 2. Right to refuse pre-arrest breath test

Prior to administering any pre-arrest breath test, a law enforcement officer shall advise the motor vehicle operator that he has the right to refuse to take such test and, prior to administering such test, a law enforcement officer shall obtain the written consent of the motor vehicle operator.

Florida Statute 316.1932 (1)(c) - Suspension of driver's license for revocation of permission while unconscious

Any person whose consent is implied as provided in this section shall be deemed to have consented to an approved blood test for the purpose of determining the alcoholic content of the blood or a blood test for the purpose of determining the presence of controlled substances as provided herein if such person is admitted to a hospital, clinic, or other medical facility as a result of his involvement as a driver in a motor vehicle accident, and the administration of a breath or urine test is impractical or impossible. The blood test shall be performed in a reasonable manner. Any person who is incapable of refusal by reason of unconsciousness or other mental or physical condition shall be deemed not to have withdrawn his consent to such test. A blood test may be administered whether or not such person is told that his failure to submit to such a blood test will result in the suspension of his privilege to operate a motor vehicle upon the public highways of this state. Any such person whose blood is withdrawn while incapable of refusal by reason of unconsciousness or other mental or physical condition shall be advised as soon as practicable of such blood withdrawal and the intended use thereof; and further advised that he may withdraw consent for the use of such tests but such withdrawal of consent will result in the suspension of his driving privilege for a period of 3 months for a first refusal, and a period of 6 months if the driving privilege of such person has been previously suspended as a result of a refusal to submit to such a test or tests. Any other person who is capable of refusal shall be told that his failure to submit to such a blood test will result in the suspension of his privilege to operate a motor vehicle for a period of 3 months for a first refusal, and a period of 6 months if the driving privilege of such person has been suspended previously as a result of a refusal to submit to such a test or tests. Refusal to submit to a blood test upon

request of a law enforcement officer or withdrawal of consent for the use of such test shall be admissible in evidence in any criminal proceeding.

Florida Statute 316.1932 (2) (b) - Who may draw blood

Only a physician, registered nurse, or duly licensed clinical laboratory technologist or clinical laboratory technician, or a paramedic certified as provided in Section 401.47 who is present at the scene of an accident for the purpose of rendering emergency medical service or treatment, acting at the request of a law enforcement officer, may withdraw blood for the purpose of determining the alcoholic content or presence of controlled substances therein.

Florida Statute 316.1932 (2) (c) - Right of person tested to request, at his own expense, a re-test

The person tested may, at his own expense, have a physician, registered nurse, duly licensed clinical laboratory technologist or clinical laboratory technician, or any other person of his own choosing administer a test in addition to a test administered at the direction of a law enforcement officer for the purpose of determining the amount of alcohol in his blood or the presence of controlled substances at the time alleged as shown by chemical analysis of his blood, urine or breath. The failure or inability to obtain an additional test by a person shall not preclude the admissibility in evidence of the test taken at the direction of a law enforcement officer.

Florida Statute 316.1932 (2) (d) - Information concerning test to be given to defendant or his attorney

Upon the request of the person tested, full information concerning the test taken at the direction of the law enforcement officer shall be made available to him or his attorney.

Florida Statute 316.1932 (2) (e) - Release of civil or criminal liability as a result of proper withdrawal or analysis of blood, urine or breath specimen

No hospital, clinical laboratory, medical clinic, or similar medical institution or physician, registered

nurse, or duly licensed clinical laboratory technologist or clinical laboratory technician or paramedic certified as provided in Section 401.47, shall incur any civil or criminal liability as a result of the proper withdrawal or analysis of a blood, urine or breath specimen when requested by a law enforcement officer.

The results of any test administered pursuant to this section for the purpose of detecting the presence of any controlled substance shall not be admissible as evidence in a criminal prosecution for the possession of a controlled substance.

Florida Statute 316.1932 (3) - Use of any test results pursuant this section shall not be admissible as evidence in a criminal prosecution for the possession of a controlled substance.

Florida Statute 316.1933 (1) - Use of reasonable force to draw blood in cases of death or serious bodily injury of a human being

Notwithstanding any recognized ability to refuse to submit to the tests provided in Section 316.1932 or any recognized power to revoke the implied consent to such tests, if a law enforcement officer has probable cause to believe that a motor vehicle driven by or in the actual physical control of a person while under the influence of alcoholic beverages or controlled substances has caused the death or serious bodily injury of a human being, such person shall submit, upon request of a law enforcement officer, to a test of his blood for the purpose of determining the alcoholic content of his blood or the presence of controlled substances. The law enforcement officer may use reasonable force if necessary to require such person to submit to the administration of the blood test. The blood test shall be performed in a reasonable manner. "Serious bodily injury" means a physical condition which creates a substantial risk of death or serious, personal disfigurement, or protracted loss or impairment of the function of any bodily member or organ.

Florida Statute 316.1933 (4) - Admissibility of person's refusal, resisting, obstructing or opposing testing in a criminal prosecution

Any criminal charge resulting from the incident giving rise to the officer's demand for testing shall be tried

concurrently with a charge of any violation arising out of the same incident, unless in the discretion of the court such charges should be tried separately. If such charges are tried separately, the fact that such person refused, resisted, obstructed, or opposed testing shall be admissible at the trial of the criminal offense which gave rise to the demand for testing.

The Department has, and will continue to, comply with guidelines set by the Department of Health and Rehabilitative Services concerning satisfactory techniques, methods and testing equipment. Testing procedures and methods will be covered under a separate General Order.

FLORIDA STATUTE 316.1933 (1) - USE OF REASONABLE FORCE TO DRAW BLOOD IN CASES OF DEATH OR SERIOUS BODILY INJURY OF A HUMAN BEING.

Notwithstanding any recognized ability to refuse to submit to the tests provided in Section 316.1932 or any recognized power to revoke the implied consent to such tests, if a law enforcement officer has probable cause to believe that a motor vehicle driven by or in the actual physical control of a person while under the influence of alcoholic beverages or controlled substances has caused the death or serious bodily injury of a human being, such person shall submit, upon request of a law enforcement officer, to a test of his blood for the purpose of determining the alcoholic content of his blood or the presence of controlled substance. The law enforcement officer may use reasonable force if necessary to require such person to submit to the administration of the blood test. The blood test shall be performed in a reasonable manner. "Serious bodily injury" means a physical condition which creates a substantial risk of death or serious, personal disfigurement, or protracted loss or impairment of the function of any bodily member or organ.

FLORIDA STATUTE 316.1933 (4) - ADMISSIBILITY OF PERSON'S REFUSAL, RESISTING, OBSTRUCTING OR OPPOSING TESTING IN A CRIMINAL PROSECUTION

Any criminal charge resulting from the incident giving rise to the officers demand for testing shall be tried concurrently with a charge of any violation arising out of the same incident, unless in the discretion of the court such charges should be tried separately. If such charges are tried separately, the fact that such person refused, resisted, obstructed, or opposed testing shall be admissible at the trial of the criminal offense which gave rise to the demand for testing.

III. DEPARTMENT OF HEALTH AND REABILITATIVE SERVICES GUIDELINES

The Clearwater Police Department has, and will continue to, comply with guidelines set by the Department of Health and Rehabilitative Services concerning satisfactory techniques, methods, and testing equipment.

IV. ARREST PROCEDURE:

A. MAKING THE TRAFFIC STOP

1. Whenever an officer makes a traffic stop on a vehicle where he suspects the driver to be DUI, he will notify dispatch of the possibility of a DUI arrest.

2. The radio operator will dispatch a second unit to the scene of the traffic stop. At all times possible, the second unit will be a Breath Test Technician.
3. When the second unit arrives on the scene, the first officer will begin his investigation into the possibility of DUI charges, i.e. field sobriety tests.

B. FIELD SOBRIETY TESTS

1. All persons suspected of driving under the influence will be asked to perform field sobriety tests.
2. The suspect will be asked to take ten steps, walking heel to toe in a straight line. At the end of the ten steps, the suspect will be asked to pivot on the balls of his feet, and take ten more steps in the opposite direction. The officer shall demonstrate the test to the suspect prior to his performance.
3. The suspect will be asked to stand straight up, with the heels of his feet touching, and the toes spread on a 45 degree angle. While in this position, the suspect will be told to close his eyes and tilt his head back as far as possible. While in this position, the officer shall observe the suspect's actions i.e. swaying, falling, leaning, etc.
4. While in the same position described in Step 3, the suspect will be told to extend both arms straight out from his sides. He is to make a fist out of all fingers except the index finger. At the command of the officer, the suspect will be told to point his right or left finger straight out in front of him, then take it in and touch the tip of his nose. This test will be performed with each finger.
5. The officer may perform whatever other field tests he desires, but the ones mentioned above shall be performed in all cases.
6. If, after the conclusion of the above tests, the officer intends to arrest the suspect for DUI, then the following procedure shall be followed.

C. ARRESTING THE SUSPECT

1. The officer making the traffic stop shall advise the suspect he is under arrest for Driving under the Influence.
2. The suspect shall be patted down, handcuffed, and turned over to the custody of the back-up officer.

3. The back-up officer will transport the suspect to the police station and offer him a breath test. The officer shall explain to the suspect the Florida Implied Consent Law and obtain his signature on the Chemical Test Report Form.
4. If the suspect agrees to take the breath test, then the officer shall proceed with Step D. If the suspect refuses to take the breath test, the arresting officer shall be notified and follow the procedures in Step 6.
5. The arresting officer shall be responsible for the security or impound of the suspect's vehicle.

D. BREATH TESTS

1. The Breath Test Technician shall observe the person to be tested for a minimum of twenty (20) minutes prior to administering the breath test.
2. The technician shall have the suspect read the implied consent statement and obtain his signature on the appropriate form. If the suspect agrees to take the breath test, the technician shall administer said test following the operational check list.
3. The technician shall complete HRS FORM 1504 in triplicate. The original shall be given to the suspect. The other two copies shall be given to the arresting officer to be attached to the blue copy of the citation.
4. When the Intoxilyzer is used as the breath test instrument, the technician shall complete the information requested on the "Intoxilyzer Test Record." The top copy of the test record will be given to the defendant. The hard copy of the test record will be attached to the "Operational Check List" and filed with same. The remaining two (2) copies will be given to the arresting officer. One copy will be attached to the advisory to be sent to the County Jail, and the second copy will be attached to the arresting officer's report.
5. The technician shall make the proper entries on the Breath Test Log located in the Breath Test Room.
6. The arresting officer and the breath test operator shall never be the same officer.

E. REFUSAL TO TAKE BREATH TEST

1. When the arrested person refuses to submit to a breath test, the technician shall notify the arrest-

APPENDIX C

Typical DWI Checkpoint Operational Plan

CITY OF LARGO
P.O.Box 296, Largo, Florida 33540
(813) 586-2666

CITY OF CLEARWATER
644 Pierce Street, Clearwater, Florida 33516
(813) 462-6000

OFFICE OF POLICE CHIEF



TO: Sid Klein, Chief of Police, Clearwater Police Department
Jerald Vaughn, Chief of Police, Largo Police Department

FROM: Sgt. Egger, ^{ME} Clearwater Police Department
Sgt. Coleman, Largo Police Department

SUBJECT: November 12, 1983 - D.W.I. Checkpoint

DATE: November 7, 1983

The second cooperative D.W.I. checkpoint will be conducted on November 12, 1983 from 2400 hours - 0300 hours on U.S. 19 at Drew Street. Briefing for personnel involved will be conducted at the Clearwater Police Department at 2100 hours.

Officers will be instructed on what their assignments will be and procedures to follow. Furthermore, they will be instructed not to randomly stop any vehicle they wish. All stops will be conducted in a systematic fashion, i.e. every car, every fifth car, every tenth car, depending on the flow of traffic. Also, if a vehicle displays erratic driving such as running over traffic cones, this vehicle will be stopped and checked.

Those vehicles pulled out of the flow of traffic will be directed into the parking lot of Kane's Furniture where a short interview will be conducted. If the interviewing officers do not detect any impairment, the driver will be handed some brochures and released. We estimate this to take approximately two minutes. If the officer does detect signs of impairment, the driver will be asked to conduct field sobriety tests. Upon completion of the field sobriety tests, if the officer makes an arrest, the subject will be given a breath test at this location. We will not be doing video taping. Transportation to the County Jail for persons arrested will be available.

Officers will possibly be making other arrests or issuing citations for violations other than D.W.I., such as no valid or suspended drivers license, driver license restriction violations, equipment violations, etc. We will try and limit these to those vehicles

November 12, 1983 - D.W.I. Checkpoint

Page 2

November 7, 1983

that are directed out of the flow of traffic.

Additionally, any officer working normal patrol duties that makes a D.W.I. arrest in Clearwater will have to bring his prisoner to the checkpoint for the intoxilyzer test. We will also transport for him.

Attached you will find a time schedule for the checkpoint, manpower and equipment that will be utilized, and a diagram of the checkpoint location with personnel and equipment assignments displayed.

NOTE: This information is not for public dissemination.

CC: Capt. Glover, Clearwater Police Department
Capt. Gallenstein, Largo Police Department
All Shift Lieutenants, both departments

D.W.I. CHECKPOINT

November 12, 1983

A G E N D A

2100 - 2230 hours	Briefing, Clearwater Police Department Training Room.
2230 - 2300 hours	Break and travel time to checkpoint site.
2300 - 2400 hours	Set up time and final briefing.
2400 - 0300 hours	D.W.I. checkpoint in operation.
0300 - 0430 hours	Tear down and travel time.

MANPOWER

- 6 - Uniformed officers from Clearwater, 1 or more must be intoxilyzer operator.
- 6 - Uniformed officers from Largo, 1 or more must be intoxilyzer operator.
- 4 - Reserve officers from Clearwater.
- 2 - Reserve officers from Largo.

Sgt. Egger, Clearwater Police Department

Sgt. Coleman, Largo Police Department

EQUIPMENT NEEDED BY POLICE OFFICERS

1. Uniform of the day, including hat.
2. Flashlight - traffic wand.
3. Reflective traffic vests.
4. Citation books and officer worksheets.

SUPERVISOR'S EQUIPMENT

1. Uniform of the day, including hat.
2. Flashlight.
3. Reflective traffic vest.
4. Notary seals.

VEHICLES

- 3 - Marked cruisers from Clearwater.
- 2 - Marked cruisers from Largo.
- 1 - Motorcycle from Largo, if not replace with cruiser.
- 1 - Paddy wagon from Clearwater.
- 1 - Winnebago from Clearwater
- 1 - Electric arrow truck from Clearwater Traffic Engineering.

EQUIPMENT TO BE CARRIED ON WINNEBAGO

- 1. Intoxilyzer.
- 2. Advisory forms.
- 3. Report forms, both departments.
- 4. Breath test forms and refusals.
- 5. Alcohol influence reports.
- 6. Generator and portable lights from Largo.

OTHER EQUIPMENT

- 1. Barricades - 40.
- 2. Traffic signs - 5.
- 3. Traffic cones - 40.
- 4. Cone collars - 40.

PERSONNEL POST ASSIGNMENTS

Post Position A

Largo Police Officer - with motorcycle

1. Report to Kane's Furniture, U.S. 19 & Drew St., at 2300 hours.
2. Set barricades according to diagram from personnel Position A to Positions B & C.
3. Remain in Position A until exercise is completed or relieved.
4. Duties on post include:
 - a. Observing traffic for individual drivers displaying driving impairment. If observation is made, notify Positions B, C & D to identify vehicle.
 - b. Assist traffic, when necessary, with orderly flow for merging.
5. Upon completion of exercise, assist in retrieving barricades.

Post Position B

Clearwater Police Officer - with cruiser

1. Report to Kane's Furniture, U.S. 19 & Drew St., at 2300 hours.
2. Set barricades according to diagram from personnel Position B to Position D.
3. Position cruiser in barricaded areas according to diagram.
4. Remain in Position B until exercise is completed or relieved.
5. Duties on post include:
 - a. Observe traffic for drivers displaying driving impairment. If observation is made, notify Positions C & D to identify vehicle.
 - b. Assist traffic when necessary with orderly flow for merging.
6. Upon completion of exercise, assist in retrieving barricades.

Post Position C

C - Largo Police Officer - with cruiser

1. Report to Kane's Furniture, U.S. 19 & Drew St., at 2300 hours.
2. Assist in setting barricades into position according to diagram.
3. Park cruiser on road surface within barricaded area.
4. Remain in Position C until exercise is completed or relieved.
5. Duties on post include:
 - a. Observe traffic for drivers displaying impairment. If observation is made, notify Positions E & F to identify vehicle.
 - b. Assist traffic when necessary with orderly flow for merging.
6. Upon completion of exercise, assist in retrieving of barricades.

Post Position D

D - Largo Police Officer - with cruiser

1. Report to Kane's Furniture, U.S. 19 & Drew St., at 2300 hours.
2. Assist in setting barricades into position according to diagram.
3. Park cruiser on shoulder according to diagram.
4. Remain in Position D until exercise is completed or relieved.
5. Duties on post include:
 - a. Observe traffic for drivers displaying impairment. If observation is made, notify Positions E & F to identify vehicle.
 - b. Assist traffic, when necessary, with orderly flow for merging.
6. Upon completion of exercise, assist in retrieving of barricades.

Post Positions E & F

E - Clearwater Police Officer - with cruiser
F - Largo Police Officer

1. Report to Kane's Furniture, U.S. 19 & Drew St., at 2300 hours.
2. Assist in the setting of barricades according to diagram.
3. Park cruiser in position according to diagram.
4. Remain in position until exercise is completed or until relieved.
5. Duties on post include:
 - a. Divert impaired drivers as identified by A and/or B to interview areas G & H.
 - b. Divert drivers by systematic progression to interview points G & H.
6. Upon completion, retrieve barricades.

Post Positions G & H

G - Three (3) Clearwater Police Officers
H - Three (3) Largo Police Officers

1. Report to Kane's Furniture, U.S. 19 & Drew St., at 2300 hours.
2. Set all cones leading from U.S. 19 to your position as indicated on diagram.
3. Two officers designated as Position G will transport flat bed druck with barricades and arrow board and will deliver barricades and position truck as indicated on diagram.
4. Duties on post include:
 - a. Greet each driver with "GOOD EVENING. I AM OFFICER
OF THE POLICE DEPARTMENT.
WE ARE STOPPING CARS TO LOOK FOR DRUNK DRIVERS. YOU
WILL BE DETAINED FOR ONLY A MINUTE OR TWO. MAY I SEE
YOUR DRIVER'S LICENSE AND REGISTRATION PLEASE?"
 - b. Observe the driver and his dexterity.

- c. Check his/her eyes.
 - d. Notice his/her speech.
 - e. Check for odor of alcohol.
 - f. Ask: 1) Where are you coming from?
2) Have you been drinking tonight?
If so, how much? _____ Where? _____
 - g. If no impairment is detected, hand them a brochure. Let them proceed past your position and return to traffic.
 - h. If there is sufficient impairment during interview, instruct driver to park car, exit same and provide field sobriety tests:
 - 1) Finger to nose.
 - 2) Walk and turn.
 - 3) One leg stand.
 - 4) Alphabet.
 - i. If failing - ARREST for D.U.I. and proceed to van for intoxilyzer.
 - j. If they pass, they may return to their driving or arrange alternate transportation.
5. Remain in position until completion of exercise or relieved.
6. Upon completion of exercise, retrieve cones.

Post Position I

Clearwater Police Officer
Largo Police Officer

- 1. Report to Kane's Furniture, U.S. 19 & Drew St., at 2300 hours.
- 2. Set up intoxilyzer in Crime Prevention Van.
- 3. Duties on post include:
 - Performing all alcohol testing and related forms.
- 4. Breakdown of equipment after conclusion of exercise.
- 5. Assist Positions G & H when back-up occurs and relieve them for break periodically.

Post Position J

Two (2) Clearwater Reserve Officers - with paddy wagon

- 1. Report to Kane's Furniture, U.S. 19 & Drew St., at 2300 hours.
- 2. Position paddy wagon adjacent to Crime Prevention Van.
- 3. Duties on post include:
 - a. Periodically relieve officers in Positions B, C & D.
 - b. Transport prisoners, when necessary.
- 4. Assist with breakdown of equipment when exercise is complete.

Post Position K

Two (2) Clearwater Reserve Officers

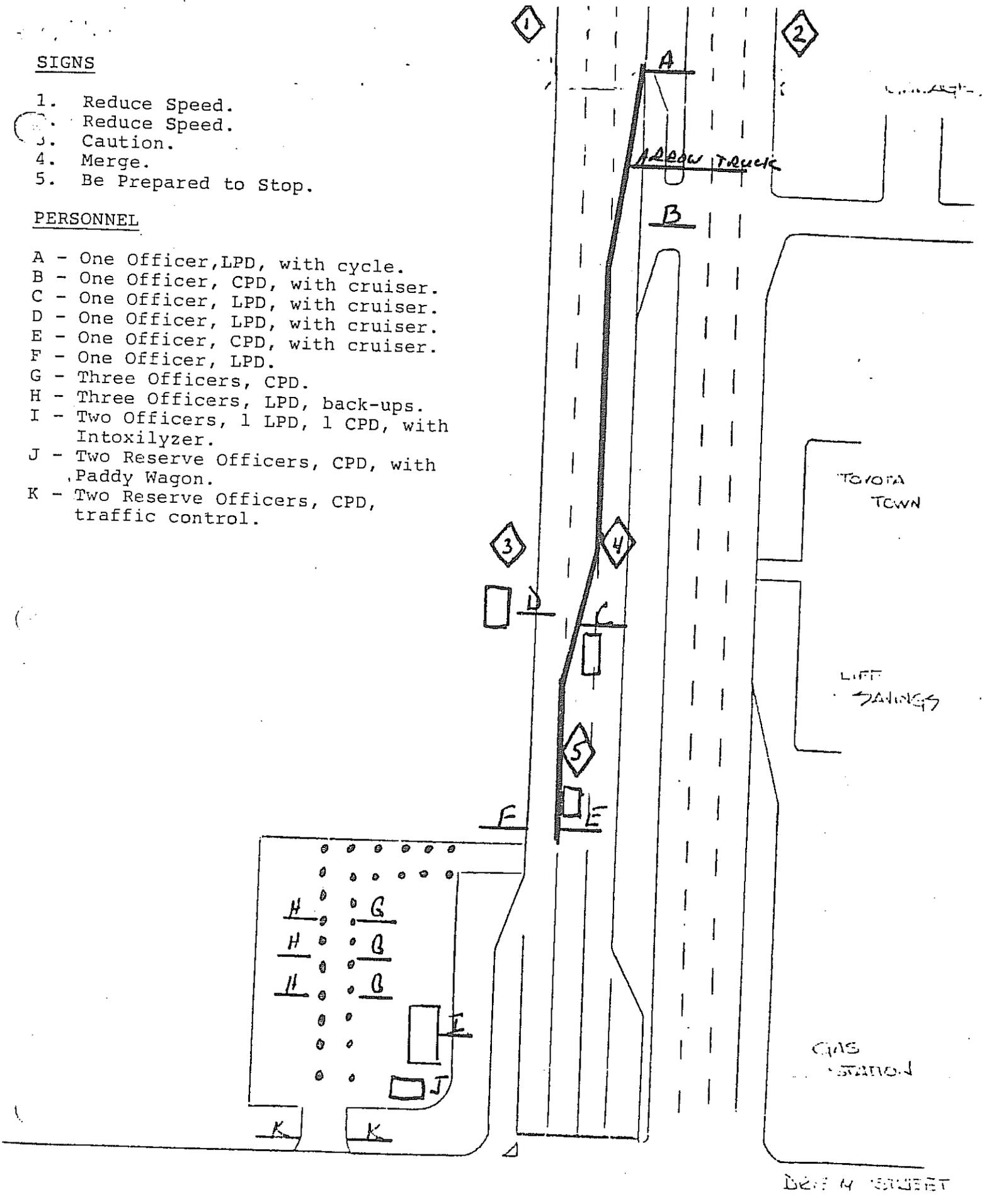
1. Report to Kane's Furniture, U.S. 19 & Drew St., at 2300 hours.
2. Assist in setting up cones in parking lot.
3. Duties on post include:
 - a. Assist by traffic control the orderly exit of traffic onto Drew St.
 - b. Relieve Positions E & F periodically, leaving one Reserve Officer on Position K at all times.
4. Assist with breakdown of equipment in parking lot upon completion of exercise.

SIGNS

1. Reduce Speed.
2. Reduce Speed.
3. Caution.
4. Merge.
5. Be Prepared to Stop.

PERSONNEL

- A - One Officer, LPD, with cycle.
- B - One Officer, CPD, with cruiser.
- C - One Officer, LPD, with cruiser.
- D - One Officer, LPD, with cruiser.
- E - One Officer, CPD, with cruiser.
- F - One Officer, LPD.
- G - Three Officers, CPD.
- H - Three Officers, LPD, back-ups.
- I - Two Officers, 1 LPD, 1 CPD, with Intoxilyzer.
- J - Two Reserve Officers, CPD, with Paddy Wagon.
- K - Two Reserve Officers, CPD, traffic control.



APPENDIX D

Twelve Month Plan for PI & E Activities in Clearwater and Largo

REVISED
TWELVE MONTH PLAN
FOR
PUBLIC INFORMATION AND
EDUCATION ACTIVITIES IN
CLEARWATER/LARGO

SUBMITTED TO:

The University of North Carolina
Highway Safety Research Center
CTP 197A
Chapel Hill, North Carolina 27514

SUBMITTED BY:

PVM ASSOCIATES
31 Everett Avenue
Winchester, MA 01890

October 31, 1983

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ABSTRACT

This Revised Twelve Month Plan provides changes in reporting and review procedures, and furnishes additional detail on PI&E materials to be produced in the project. The changes incorporate comments of the NHTSA CTM and HSRC Project Officer.

The majority of changes occur in the second section of the document entitled "Plan for Remaining PI&E Activities". This section provides a revised schedule to enable review of all PI&E materials by NHTSA. It also provides considerably more detail on each PI&E material.

INTRODUCTION

This plan provides a one-year schedule of PI&E activities in support of DWI enforcement programs in Clearwater/Largo, Florida. The objective of the plan is to sustain continuously high levels of public awareness concerning DWI enforcement and to reinforce enforcement efforts.

This is a revision of the Twelve Month Plan submitted on September 16 incorporating the comments of NHTSA.

SUMMARY OF PI&E EFFORTS TO DATE

Work was initiated on the PI&E effort on July 21 after the enforcement strategies were selected and preliminary negotiations had been completed. The enforcement strategies selected in Clearwater/Largo are listed as follows:

- Deployment at high accident locations.

- Deployment of roadblocks

- Improved detection and screening

- Improved training

- Improved psycomotor tests

- Improved processing

- Additional testing locations

- Mandatory four-hour lockup

An initial search of the project library was conducted to identify PI&E materials that support the selected strategies. Table One shows the general strategies for which PI&E materials gathered in Phase One are available.

The project library was updated to include additional enforcement-related materials issued since the completion of Phase One. These new materials are shown in Table Two.

As the project library was being expanded, the data base of enforcement-related PI&E materials was updated. This data base is now searchable by enforcement strategy, PI&E theme, communication

	POSTER	BROCHURE	BILLBOARD	MAGZIN AD	BOOKLET
DEPLOYMENT					
SURVEILLANCE	X	X			
APPREHENSION	X	X			
POST-APPREHENSION INVESTIGATION		X			
POST-ARREST PROCESSING	X	X	X	X	X
ADJUDICATION	X	X		X	X
GENERAL ENFORCEMENT	X	X			
PUBLIC SUPPORT	X	X			

TABLE ONE
CURRENT HOLDINGS

HSRI NO.	PVM NO.	FUNCTION*	FORMAT	IDENTIFICATION
49454	300	AP, IV, AD	BROCHURE	DISCONSTR LAB
49418	301	SV	BOOKLET	MIHSA NIGHT DETECTION GUIDE
49328	302	PS	BROCHURE	LANSING, MI - STATE POLICE
49839	303	ARR	CARD/FLYER	MARYLAND STATE POLICE
49627	304	PS	BROCHURE	MD. LAURA LAMB SERIES
49347	305	AD	BROCHURE	ILLINOIS
49765	306	PS, ARR, AD	BROCHURE	MICHIGAN AAA
49632	307	ARR, AD	BROCHURE	MASSACHUSETTS AAA
49913	308	OG	BROCHURE	VIRGINIA AAA
49840	309	PS	BUMPER STICKER	MARYLAND STATE POLICE
49626	310	PS	BUMPER STICKER	MARYLAND STATE POLICE
49326	311	SV, AP	POSTER	OAKLAND, MI
49327	312	AD	POSTER	OAKLAND, MI
49456	313	DP	POSTER	OAKLAND, MI
49455	314	DP, ARR	POSTER	OAKLAND, MI
49423	315	OG	RADIO	SOUTH CAROLINA
49424	316	OG, AD	RADIO	SOUTH CAROLINA
49243	317	PS	NEWS RELEASE	COLORADO, REDDI
49636	318	PS	NEWS RELEASE	COLORADO, REDDI
49469	319	AD	NEWS RELEASE	COLORADO STATE POLICE
49236	320	IV, AD	POSTER	IOWA
49619	321	AD	POSTER	MONROGHERY COUNTY
49842	322	AP, ARR	POSTER	MARYLAND (LAURA LAMB)
49843	323	PS	POSTER	MARYLAND (LAURA LAMB)

TABLE TWO
RECENT ACQUISITIONS
OF PISE MATERIALS

*Function Abbreviations

AD	Adjudication	IV	Post-Apprehension Investigation
AP	Apprehension	OG	General Enforcement
ARR	Post-Arrest Processing	PS	Public Support
DP	Deployment	SV	Surveillance

channel, target audience, geographic region, and other field categories. A summary printout of the data base is provided in the Appendix to this report.

An initial meeting was held with personnel of Clearwater and Largo on August 9-10. Materials from the project library, deemed to be appropriate, were shown and some of these were selected for inclusion in the PI&E program. Plans were developed for working with the media and an advisory group. A press conference was planned for early October. An initial set of PI&E materials was identified and is listed as follows:

Logo. This is a red circle and slash overlaying a drawing of a car and a cocktail drink.

Slogan. This slogan is ARREST DRUNK DRIVING.

Folder. This is a multi-purpose folder having the logo and slogan on the front cover with a brief description of the program and police logos on the inside flaps. The folders will be used for press kits, speakers kits, training kits, and other purposes during the life of the project.

Press Kits. These will be used at press conferences. They will contain such items as a press release, a policy statement by the two departments, a summary of the grant, a one page description of the law, the general orders, a logo, and a bumper sticker.

Bumper Sticker. This shows the logo and slogan.

Flip Chart. These are hand lettered and will be used to give presentations to citizens groups.

TV PSAs. The NHTSA videotape of TV PSAs was reviewed in Florida and five PSAs were selected. These are being developed by Clearwater/Largo from the two inch master tape.

In keeping with the contract objectives, primary responsibility for PI&E materials production resides with the local authorities. Accordingly, responsibilities for the above materials were assigned and these are shown on Table Three. It should be mentioned that the Florida personnel are very capable. In addition, we expect them to have contacts, through members of the advisory group, that can assist in the development of additional PI&E materials at no cost to the project.

	CLEARWATER/LARGO	HSEC	PVH
1. Logo Draft	Select 8/17	Design Alternatives 8/12	Develop Alternatives 8/11
2. Logo Final		Develop Mechanicals 8/19	
3. Slogan	Select 8/17	Submit for approval 8/16	Develop Alternatives 8/11
4. Folders	Print 9/16	Design 8/26	Develop 8/19
5. Flip Charts	Prepare outline 9/16	Design 9/30	
6. Press Kits	Write 9/16 & Assemble 9/23		
7. Dumpster Sticker	Print 9/26	Design 8/26	
8. TV PSA	Review Tapes/Select 8/26		Review Tape
9. Assemble Slides	Photograph 9/30	Design 9/30	Specify 9/9
10. Sound-on-Slide (Long)	Record 10/28	Design 10/21	Write 10/7
11. Sound-on-Slide (Short)	Edit Narration 11/11		Edit 11/4
12. Poster	Print 10/14	Design 9/30	Develop Concept 9/16
13. Billboard	Produce 10/21	Design 9/30	Develop Concept 9/16
14. Radio PSAs	Record & Distribute 9/30		Write 8/26
15. Brochure	Print 10/21	Design 10/7	Write 9/23
16. Print PSAs	Produce 10/28	Design 10/14	Write 9/30
17. Detection Card	Print 11/18	Design 11/4	

TABLE THREE
PI&E MATERIALS TIMETABLE
CLEARWATER / LARGO

PLAN FOR REMAINING PI&E ACTIVITIES

Organization

The operational stage of the PI&E support program is scheduled for a twelve-month period which began on October 1, 1983 and is scheduled to end on September 30, 1984. The PI&E activities described in the previous section were preparatory to this one year effort.

The organization of the PI&E effort is consistent with the model described in our proposal and elaborated in Phase I. Moreover, the level of proposed effort is consistent with the budget proposed for PI&E activities, as apportioned to the Florida jurisdiction.

Sergeant Mike Egger of Clearwater is the principal coordinator of all PI&E support activities. He is assisted by Sergeant John McNeilly, also of Clearwater, who holds responsibility for media relations and Sergeant Coleman of Largo. The present understanding is that Sergeant Egger, who is responsible for overall project management in Florida, will have local approval authority over all PI&E activities. Sergeant McNeilly will have major responsibility for implementing the approved activities with our support.

On the contract side PVM ASSOCIATES will coordinate all support activities with HSRC. It will be HSRC's responsibility, in turn, to coordinate project activities with NHTSA. Moreover, all communications between PVM ASSOCIATES and the Florida personnel will be coordinated with HSRC. This Revised Twelve Month Plan provides an amended schedule of production to allow for NHTSA review of all PI&E materials developed under the contract. In addition the Revised Plan provides additional details and specifications of the PI&E materials identified to date.

Strategy

The PI&E strategy for Clearwater/Largo has three elements: media relations, use of the advisory group, and materials development. Each element is described, in turn, in this section. A more detailed description of materials development is provided in the following section.

A concentrated media effort has been set in motion in support of the start-up of enforcement activities. In addition to the press conference, preparations have been made for regular coverage in the print and broadcast media. These preparations have included private briefings conducted by Sergeant McNeilly for members of the media known to be interested in DWI enforcement. Other briefings will be held to attract additional interest among the press.

We will continue to work with Sergeant McNeilly in developing media strategies. One of the support services that we will be providing is regular press releases. To encourage continuing interest among the press, briefings will be held at or near the time of enforcement initiatives. Advance material will be provided to emphasize that strong enforcement is in the public interest; this with hope of increasing public support. Support by the public will be particularly important when roadblocks are deployed. In this case, advance material should indicate that responsible drivers will not be inconvenienced, and that roadblocks are a strong measure of general deterrence. In addition to the informal press briefings described above, the media relations plan includes special events such as radio and TV appearances and a DWI enforcement awareness week. These will be described in the following section.

The role of the advisory group has not been formalized at this point. The present thinking, among Florida personnel, is that the group should be used for community relations purposes but should not have decisionmaking authority over enforcement or PI&E activities. Accordingly, this strategy deals with ways to enhance the impact of PI&E by effectively marshalling the efforts of advisory group members.

The focussed media strategy anticipates many activities for the group, most of which the Florida people think are a good idea. The first step, however is to get organized by appointing a coordinator and inviting the members. This will be done by Sergeants Coleman and Egger who will be going to their Chiefs to identify the coordinator. The next step will be to invite the membership. A letter of invitation is already written and ready to go.

The membership of the group will include representatives of the media, the business community, a DWI enforcement interest group, and other special interest groups.

We are requesting media representatives to make space available for public service advertising. In addition, assistance from the broadcast media is being requested for the development of TV PSAs. We anticipate that they will be able to provide recording and production equipment as well as expertise. Since the advisory group has not been established at the time of this writing, independent contacts with the media have been made and in most cases, cooperation has been assured.

Business representatives will be requested to assist in two capacities. First, they will be asked to communicate to their employees and customers the objectives of the enforcement program and positive steps that can be taken to avoid DWI. PI&E materials could be developed for this purpose, depending on the response we get from the advisory group. Second, they will be asked to assist

in arranging for donated advertising space. The project can not afford public service advertising at prevailing rates. At the time the Revised Twelve Month Plan was prepared, we had succeeded in obtaining commitments for the donation of 10 billboards and were actively seeking donated print advertising space in several newspapers.

Techniques for working with the interest groups have not yet been worked out. This is a sensitive issue with the Florida personnel and we don't want to proceed without their authority. We anticipate that interest group members could provide us with creative ideas for additional PI&E and we should capitalize on this.

Materials

Most of the changes to the initial Twelve Month Plan are reflected in this Revised Twelve Month Plan under the Materials heading. These changes include additional details on the content of PI&E materials and a revised schedule to allow an NHTSA review cycle for each material.

The materials described here were, for the most part, identified by the project consultants and Florida personnel during the August and October site visits. Other materials were suggested by the NHTSA CTM and the HSRC Project Director. Where additional materials are suggested for the first time, they are clearly indicated in this section. We expect to achieve economies by either using existing materials from the project library, or by basing new materials on them. This project will, however, provide for the development of new and innovative materials and activities. This development will rely heavily on local participation.

The schedule of PI&E activities is shown on Table 4. This schedule calls for three periods of intensive PI&E activity; the first to occur during project start-up, the second to occur during the Christmas/New Year holiday season, and the third at a six month interval just before the Summer and July 4th holidays. The start-up and Christmas holiday activities occur within one month of each other. We expect that spontaneous media coverage of the start-up will fill in this one month gap. In addition, we have planned to release a substantial number of materials within this period. During the period between the Christmas holiday and June, awareness levels will be maintained with PSAs, speaking engagements, brochures, posters, billboards, and hopefully, continuing media coverage. Also during late January and early February, we are planning to recirculate the program introduction materials to reach seasonal winter residents.

The schedule calls for most of the materials development to occur during the first six months. This is needed to provide as much PI&E coverage as possible during the entire one year period. Moreover, by concentrating the development effort up front, the activities in Florida, will be offset from, and better coordinated with the development activities of the other two sites.

Some of the PI&E activities can not be scheduled accurately at this time. For example, we can't be sure exactly when press conferences or speaking engagements will occur. In such cases, we have shown them at logically coordinated times on the schedule.

The concluding date of September 30, 1984 is not meant to be the end of PI&E activities in Clearwater/Largo. The materials are being designed for use beyond the life of our project. Considering the expertise of the Florida personnel, there is every reason to expect that the PI&E effort will become permanently integrated, and we will be working hard toward this end.

The following paragraphs describe the PI&E activities shown on Table 4.

Folders. These folders, described earlier, have been produced by the printer. They were printed in sufficient quantity to be used as press kits, training kits, speakers kits, and for other purposes during the life of the project. The folders were printed on heavy stock, glossy paper in two color (black and white with red). The cover depicts the logo and slogan with the phrase, "A Cooperative Effort of Police, Courts, and the Community. The left-inside pocket provides brief descriptions of the DWI problem, the grant program, and its goal. The right-inside pocket displays the slogan and the badges of the two police departments.

Press Kits. These press kits, also described earlier, were assembled and made ready for distribution for the first press conference. The press kits contained a large poster of the logo, a description of the grant, the general orders, three radio PSAs, (described below) news releases, and information on Florida's new law.

Training Kits. These were assembled by Sergeant Egger. The training kits were packaged in the folders (described above) and contained a DWI Detection Guide (produced for the project from original NHTSA material with the project logo and slogan added), a technical description of safety checkpoints for DWI enforcement, an alcohol influence questionnaire, a police department DUI form, a curriculum outline on impaired operators detection, and a copy of the Florida law.

ITEM	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP
FOLDERS	XXXXXXXXXX>											
PRESS KITS	XXX	X				X			X			
TRAINING KITS	XXX>											
SPEAKERS KITS	XXX>											
PRESS CONF.	X											
FLIP CHARTS	XXX>								**#XXX>			
BUMPER STICKER	XXX>											
SIGNS	***#XX>											
RPSA Intro.	XXXXX											
RPSA RdBlcks.	XXX	XXX							XXX			
RPSA Detection	*#XX					XXX				XXX		
RPSA Sanction	*#XXX			XXX			XXX					
TVPSA Existing	XXXX##XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XX
TVPSA New		***#**#XXX			XXX		XXX		XXX	XXX	XXX	
TVPSA New					***#**#XXX				XXX		XXX	
PPSA Intro.	X	X	X	X								
PPSA RdBlcks.	**#XX	X		X		X		X	X	X	X	X
PPSA Arrest		**#XX	X		X	X		X		X		X
PPSA License		**#XX		X		X			X	X	X	X
BRCHR. Program	**#XXXX>											
BRCHR. Detection			**#XXXX>									
BRCHR. Sanction				**#XXXX>								
DETECT. GUIDE	XXXXX>											
SOUND/SLIDE			**#XXXX>									
TALK SHOWS		**#X				*X			*X			*X
POSTER Bar	**#XX>											
POSTER Slogan						**#XX>						
POSTER License						**#XX>						
POSTER Sanction							**#XX>					
BILLBOARDS			**#**#XX>									
SITE VISITS					X				X			
AWARENESS WEEK									**#X			

TABLE FOUR
SCHEDULE OF PI&E ACTIVITIES
FOR CLEARWATER/LARGO

- * Indicates materials development activities
- # Indicates NHTSA review
- X Indicates implementation activity
- > Continuing activity

Speakers Kits. The contents of these have not been specified. It is expected, however, that the speakers kits will contain a basic orientation guide describing the enforcement program, penalties prescribed by law, and recent developments in terms of current enforcement activities, arrest and adjudication and statistics on reduced drunk driving (if available). Once the Kits are developed, reviews will be performed at least quarterly to ensure that the contents is kept up to date. We anticipate that Speakers Kits will be developed in November.

Accompanying the speakers kits will be a supply of brochures, bumper stickers and other materials (described below) to be handed out at the speaking engagements. Our strategy calls for maximum utilization of public contacts to disseminate materials as well as ideas.

Press Conferences. We have already provided assistance for the first press conference. Presented on October 3, the first press conference attracted representatives of broadcast and print media throughout the region. Press kits were handed out and complete coverage was given by the press on radio TV, and newspapers. A more complete description of this press coverage is presented as part of the PI&E process data collection. Assistance will also be provided for subsequent press conferences in terms of staging, content development, and creation of newsworthy media events.

Flip Charts. The initial set of flip charts was submitted in October. These flip charts were hand lettered on large paper suitable for mounting on an easel. They provided a presentation guide for discussion of such topics as the State DWI law, enforcement strategies, detection abilities, sanctions for first and multiple offenders, and public communication activities. We anticipate developing at least one more set of flip charts later-on in the project. Subsequent presentations will probably deal with accomplishments in terms of arrest and accident statistics.

Bumper Sticker. These will be three color and will display the logo and slogan. Camera ready art was prepared and delivered in mid-October. Printing of the bumper stickers by a vendor in Florida should be completed during the second week of November. The bumper stickers will be attached to all police vehicles, other city vehicles, and will be distributed at speaking engagements and appropriate public gatherings. They will also be distributed by police at most occasions of public contact such as traffic stops.

Signs. These signs will display the logo and the slogan. All necessary graphics have been delivered. Approximately 250 signs will be produced and delivered by early November. Placement of the signs, is the responsibility of the Florida personnel.

Radio PSAs. The first two radio PSAs have been written, delivered and disseminated to the media. The first PSA provides a description of the program and emphasizes police training and the ability to detect drunk drivers. It also mentions mandatory four-hour lock up and sanctions mandated by the Florida law. The second PSA addresses roadblocks. Using the theme "inescapable conclusions", it describes how drunk drivers can not avoid the roadblocks while, at the same time, responsible drivers will not be inconvenienced. Future PSAs on this subject will be written using the less aggressive term, "safety checkpoint".

Several new radio PSAs are planned. The detection theme will be enhanced with separate PSAs describing patrols of high accident locations, detection cues, and evidential tests. The sanction theme will also be developed with separate PSAs dealing with license actions, fines, imprisonment, community service, and rehabilitation applied to first and subsequent offenders.

The present dissemination strategy for radio PSAs is to give printed copy to the radio stations. Sergeant McNeilly feels that this approach is preferred by radio station personnel. We had anticipated delivering recorded tapes to the radio stations. The current strategy will be evaluated in the process data collection, and changes will be made as required.

TV PSAs. Five existing PSAs have been selected by the Florida personnel from the NHTSA tape. These are item numbered 8, 25, 78, 79, and 83. They represent the best of the TV PSAs produced by NHTSA and provide a strong general enforcement theme. We have succeeded in gaining the cooperation of a local TV station to edit and produce local tags for the selected PSAs. The five selected PSAs are in production and should be ready for airing in November. It will be the responsibility of local personnel to place the PSAs with the TV media. We will provide assistance with this as part of our continuing media support activity.

One new TV PSA has been planned and a second is being considered. These will be produced specifically for the Clearwater / Largo enforcement effort. We will provide assistance in the the creation and scriptwriting stages. Production, however, will be a local effort. We have, once again, been able to enlist the support of a local TV station to provide technical production. The realities of production cost, however, must be clearly understood. The costs of staging and special effects are clearly beyond what the station is willing to contribute. Accordingly, the new TV PSAs will be limited to studio or local production scenes using local actors.

The first TV PSA will depict a highway interchange scene with passing traffic. The actors will be one or both Chiefs of Police. Their script will cover detection abilities and a holiday safe driving message. The second TV PSA will hopefully depict

detection and arrest processing scenes, and provide additional information on penalties. Both PSAs will be written in a 30 second format and, if possible, will be made adjustable to 10 seconds.

Print PSAs. We are in the process of obtaining commitments from local print media for donated PSA space in newspapers. It is expected that we will have commitments soon from the publishers of weekly shopping newspapers. The major dailies, including the St. Petersburg Times and Tampa Tribune, present more of a problem. We may have to make a request through the Chiefs or wait until there is print media representation on the advisory group. This problem exists because space is so costly in these, wide circulation, dailies. We have been asked to hold off developing print PSAs until more commitments are obtained.

We recommend that at least three print PSAs be developed covering program introduction, traffic safety checkpoints, and license actions. The Florida personnel are also interested in one depicting the arrest experience. The script for the PSAs can be readily developed from existing materials and the graphics can be used for additional purpose such as posters or brochures.

Brochures. Work on the first brochure dealing with the program introduction has been completed and printed copies should be available for distribution by the end of November. This brochure provides information on the enforcement program and penalties applied to first, second, and subsequent offenders.

Two additional brochures are recommended here; the first dealing with detection, and the second dealing with sanctions. The detection brochure will substantiate earlier claims of enhanced enforcement by illustrating night detection cues and emphasizing that detection is difficult to avoid. The second brochure will present information demonstrating that mandatory sanctions are, in fact being carried out. In the majority of cases, we will be using or adapting material from existing brochures in the project library.

Business Sponsored Materials. This approach calls for identifying large businesses in Clearwater/Largo and then selling them on the idea of supporting the production of PI&E materials for their employees and customers. There have been some very successful experiences with this in the substance abuse field. Our efforts in getting this started could be leveraged through corporate members of the advisory group.

During the October trip to Florida, we spent some time making lists of businesses that would participate either by communicating to their employees or customers, or by contributing funds to the program. Sergeant Kennedy said that there is no conflict in the advisory group accepting money provided that the money will be for

special activities; not regular department operations. He feels quite sure that the PI program falls into the special activity category. During the next few weeks I will be working to make the necessary arrangements so that the committee can raise and accept funds.

The following Table shows the names and types of companies expected to participate or contribute.

BUSINESS PROGRAM LISTS

INTERNAL - employees

General Telephone
Paradyne
Honeywell
Florida Power
Great Bay Distributors
Anheuser Busch*
Central Pinellas Transit*
Municipalities

EXTERNAL - customers

Auto sales
Hotels/motels
Insurance
Bars/servers
Package stores
Gas stations
Cab companies
Auto rental companies

*Also external

In cases where specific companies have been identified, this means we have a personal contact at the executive level (e.g. in the case of Anheuser Busch, we have a contact with Mr. August Busch). We will be developing proposed programs of involvement for the companies, and will initiate contacts as soon as the advisory group is in place.

Sound-on-Slide Program. Sergeant Egger has requested a sound-on-slide program introducing the enforcement program. Sergeant McNeilly is in the process of assembling existing slides. We will examine these, develop a conceptual script, and suggest additional slides. It is expected that slides will depict patrol activity, safety checkpoints, equipment, personnel, and PI&E materials generated for the project. We will develop the final scripts and Sergeant McNeilly will arrange for narration and recording of two versions; one with inaudible sinc pulses, and another with audible sinc pulses. This activity has not been officially scheduled but is recommended for early 1984.

Talk Shows. Talk shows (either radio or TV) are easy to set up and have strong impact. We will develop question and answer type talking outlines. Sergeant McNeilly will identify spokesmen and arrange for the appearances. We have attracted the interest of one TV station that airs a local PM Magazine program. In addition, two radio stations have expressed interest in presenting talk shows on DWI enforcement. This activity is tentatively

scheduled for four month intervals beginning in December.

Posters. We have recommended four posters. The first is intended to be placed in bars. It displays a taxi cab and patrol vehicle and uses the slogan "Rest or Arrest" which was developed by the Florida personnel. This poster will be printed and distributed to bars by the Florida personnel in November. The others will depict the logo and slogan, and will present messages about license action, and sanctions. Some of the graphics developed for the print PSAs will be used for the posters. The remaining three posters are scheduled produced during the March through May period.

Billboard. We have succeeded in getting commitments for donated space on ten billboards to be posted at various times. This is more space opportunity than we originally expected to get. To take advantage of this, we will have to either reuse existing project graphics (e.g. from posters or use of logo/slogan) or develop new ones and pay an estimated \$750.00 set-up fee for each billboard. One of the problems we're having is that the Chiefs would prefer to have all billboards depict the same thing; namely the logo and slogan.

Awareness Week. This a is new idea. During the latter part of the year, sometime in June or July, the PI&E effort should be refreshed with some special events. These could include a proclamation, citizen forums, and activities by interest groups. Awareness weeks have been used successfully in the past to sustain public information programs and should be considered for Clearwater/Largo.

Site Visits. We have estimated that there will be four site visits per test site. I have shown that the remaining two visits to Clearwater/Largo will occur sometime in February and June. This, of course, is subject to change depending on local needs.

APPENDIX E

Interviewer Instructions, Initial Screening Instrument
and Questionnaires Used in Drinking and Driving Survey

JOB NO. 633102

CARD 01

Qu. No. 1-3

4

2	1
---	---

 5

DRINKER 1
NON-DRINKER..... 2 (6)

DRINKING & DRIVING
SCREENER

INTERVIEWER: _____ 7

--	--	--	--

 10
FIELD STATION: _____ 11

--	--	--	--	--	--

 15
(16-18 OPEN)
DATE: _____ TIME BEGAN: _____ AM/PM TIME ENDED: _____ AM/PM

Hello. My name is _____. I am conducting a survey for the city of _____. I would like to ask you a few questions about your opinions on certain important highway safety issues, particularly drinking and driving. Your answers will be very important to us and of course will remain strictly confidential. I would like to speak with the youngest male licensed driver who is at least 18 and who is home right now.

IF HE IS THE YOUNGEST OR WHEN THE YOUNGEST MALE COMES ON THE LINE, REPEAT INTRODUCTION AND READ: I would like to ask you a few questions about your opinions on some highway safety issues. Your responses will be very valuable and will remain strictly confidential.

GO TO QU. 1, BELOW.

IF THE YOUNGEST MALE LICENSED DRIVER IS NOT AT HOME, READ: Is any licensed driver there with whom I could speak? IF YES, REPEAT INTRODUCTION (IF NECESSARY) AND READ: I would like to ask you a few questions about your opinions on some highway safety issues. Your responses will be very valuable and will remain strictly confidential.

GO TO QU. 1, BELOW.

IF NO, READ: Is there an evening this week when I could call back and speak with the youngest male licensed driver who is 18 or older?

Date: _____ Time: _____

IF NO, READ: Is there an evening this week when I could call back and speak with any licensed driver?

Date: _____ Time: _____

IF NO, READ: Thank you for your time. Good-bye.

1. RECORD RESPONDENT'S SEX.

MALE 1
FEMALE..... 2

(19)

SCREENER

2. Do you reside within the _____ corporate limits?
(IF RESPONDENT HESITATES, READ: In the city limits and subject
to city taxes.)

- Yes 1 (20)
- No 2 → (READ: "I'm sorry but we are
limiting this study to residents
of that area so I won't need to
ask you any further questions.
Thank you very much!")

3. Would you please tell me your age.

- _____ years old (21-22)
- Refused 88

4. How many years have you been driving?

- _____ years (23-24)
- Refused 88

5. Would you please estimate how many miles you, personally,
drive in a typical year? (IF RESPONDENT HESITATES, READ:
Say, less than 10,000 miles, 10,000 to 20,000 miles or more?)
(CIRCLE ONLY ONE RESPONSE)

- Less than 10,000 miles 1
- 10,000 - 19,999 miles 2 (25)
- 20,000 - 49,999 miles 3
- 50,000 miles or more 4

6. Drinking is an accepted part of business and social activity
for most people. In general, how often do you drink beer,
wine or liquor? (CIRCLE ONLY ONE RESPONSE)

- Every day 1 (26)
- Several times a week 2
- Once a week 3
- Several times a month 4 → (GO TO DRINKER
(BLUE) QUESTIONNAIRE)
- Once a month 5
- Less than once a month 6
- Never 7 → (GO TO NON-DRINKER
(GREEN) QUESTIONNAIRE)

DRINKER QUESTIONNAIRE

7. If you were to drive after drinking too much in _____ what do you feel would be the chances of getting caught and being punished given what you know about the police and courts in _____? How many times out of one hundred would you be caught and punished?

_____ times out of one hundred (27-29)

*IF PERSON ASKS, "What do you mean too much? READ: If, in your opinion you felt you might have drunk more than the legal limit. OR IF PERSON ASKS WHERE, READ: Where you would be likely to be driving when returning home from a bar or party.
*IF PERSON ASKS, "What is the legal limit?" READ: I can't tell you now but can at the end of the survey. For now, please just tell me what you think your chances of being stopped would be if you thought that you had drunk too much to safely drive.
*IF PERSON SAYS, "I don't know." READ: Please make an estimate.

8. Is this chance high enough to keep you from driving after drinking too much?

- Yes1--> (GO TO QU. 8a)
 - No2--> (GO TO QU. 8b)
 - Would never do it anyhow..3--> (GO TO QU. 9)
- (30)

8a. How low would the chance of getting caught and punished have to be for you to decide to drive after drinking too much? How many times out of one hundred?

_____ times out of one hundred (31-33)

GO TO QU. 9

8b. How high would the chance of getting caught and punished have to be for you to decide not to drive after drinking too much? How many times out of one hundred?

_____ times out of one hundred (34-36)

9. How much do you agree or disagree with the following statements?

A. If it were legal I would drive after drinking too much. Do you strongly agree, agree somewhat, neither agree nor disagree, disagree somewhat, or strongly disagree with this statement? (CIRCLE ONLY ONE RESPONSE)

- Strongly agree 1
 - Agree somewhat 2
 - Neither agree nor disagree.. 3
 - Disagree somewhat 4
 - Strongly disagree 5
- (37)

B. I would drive after drinking enough to be legally drunk. Do you strongly agree, agree somewhat, neither agree nor disagree, disagree somewhat, or strongly disagree with this statement? (CIRCLE ONLY ONE RESPONSE)

- Strongly agree 1
 - Agree somewhat 2
 - Neither agree nor disagree ... 3
 - Disagree somewhat 4
 - Strongly disagree 5
- (38)

10. In your opinion, how strictly are the drunk driving laws enforced in _____ -- too strictly, about right or not strictly enough?

- Too strictly 1
 - About right 2
 - Not strictly enough 3
- (39)

11. If you were driving in _____ after drinking too much, what are the chances out of one hundred that you would simply be seen by the police?

_____ chances out of one hundred (40-42)

12. How high would the chances of being seen by the police need to be in order to strongly influence your decision not to drive after drinking too much"

_____ chances out of one hundred (43-45)

Would never do it anyways..... 777

13. If you were driving in _____ after drinking too much, and you were seen by the police, or others, what are the chances out of one hundred that you would be stopped by the police?

_____ chances out of one hundred (46-48)

14. How high would the chances of being stopped by the police need to be in order to strongly influence your decision not to drive after drinking too much?

_____ chances out of one hundred (49-51)

Would never do it anyways 777

15. If you were driving in _____ after drinking too much and were stopped by the police, what are the chances out of one hundred that the police would recognize that you were a drunk driver?

_____ chances out of one hundred (52-54)

16. How high would the chances of being recognized as a drunk driver by the police need to be in order to strongly influence your decision not to drive after drinking too much?

_____ chances out of one hundred (55-57)

Would never do it anyways 777

17. If you were identified as a drunk driver, what are the chances out of one hundred that you would suffer some negative consequences?

_____ chances out of one hundred (58-60)

18. How high would the chances of suffering negative consequences need to be in order to strongly influence your decision not to drive after drinking too much?

_____ chances out of one hundred (61-63)

Would never do it anyways..... 777

19. If you were convicted of drunk driving and it was your first offense, how unpleasant would the consequences be? Extremely unpleasant, very unpleasant, somewhat unpleasant, slightly unpleasant, or not at all unpleasant. (CIRCLE ONLY ONE RESPONSE)

- Extremely unpleasant 1
- Very unpleasant 2
- Somewhat unpleasant 3 (64)
- Slightly unpleasant 4
- Not unpleasant at all 5

20. How unpleasant would these negative consequences have to be to strongly influence you not to drive after drinking too much? (CIRCLE ONLY ONE RESPONSE)

- Extremely unpleasant 1
- Very unpleasant 2
- Somewhat unpleasant 3
- Slightly unpleasant 4 (65)
- Not unpleasant at all 5
- Would never do it anyways 7

21. How often in the last year would you say you have driven within one hour of drinking beer, wine or liquor?

_____ times (66-68)

READ: SOME PEOPLE OCCASIONALLY DRIVE AFTER THEY HAVE HAD TOO MUCH TO DRINK. REMEMBERING THAT THIS SURVEY IS STRICTLY CONFIDENTIAL, I'D LIKE TO ASK:

(69-78)

22. In the past month, how many times have you driven after you've had too much to drink? 79 80

_____ times

(19-20)

CARD 02
Dup 1-3

(4-18 OPEN)

23. Were there any times in the past six months when you decided not to drive because you or someone else thought you had had too much to drink?

Yes 1
 No 2 (21)

24. During the past six months have you asked someone who'd had too much to drink not to drive?

Yes 1
 No 2 (22)

25. How long have you lived in _____?

_____ years (23-24)

26. From what you've noticed, read or heard, have there been any changes in the enforcement of the drinking and driving laws of _____ in the past six months?

Yes 1
 No 2 → (SKIP TO QU. 31) (25)

27. How did these changes come to your attention? (RECORD CODES BELOW IN ORDER MENTIONED)

	FIRST RESPONSE (CIRCLE ONE)		SECOND RESPONSE (CIRCLE ONE)		THIRD RESPONSE (CIRCLE ONE)	
Saw an arrest.....	01	(26-27)	01	(28-29)	01	(30-31)
Billboard	02		02		02	
Newspaper	03		03		03	
Brochures	04		04		04	
TV news	05		05		05	
TV ad	06		06		06	
Radio news	07		07		07	
Radio ad	08		08		08	
Word of mouth	09		09		09	
Speakers	10		10		10	
Schools	11		11		11	
Other (Specify)						
_____ ..	12		12		12	

28. How would you describe the changes in the enforcement and administration of the drinking and driving laws in _____ in the past six months? (PROBE: ANYTHING ELSE?)

	32
	33

29. How much, if at all, would you say (INSERT FIRST RESPONSE TO QU. 28) has influenced your decision not to drive after drinking too much? Strongly, moderately, or not at all? (CIRCLE ONE RESPONSE)

- Strongly 1
 - Moderately 2
 - Not at all 3
- (34)

30. How much, if at all, would you say (INSERT SECOND RESPONSE TO QU. 28) has influenced your decision not to drive after drinking too much? Strongly, moderately, or not at all? (CIRCLE ONE RESPONSE)

- Strongly 1
 - Moderately 2
 - Not at all 3
- (35)

31. When you drink, where do you usually do your drinking? (RECORD CODES BELOW IN ORDER MENTIONED)

	<u>FIRST RESPONSE</u> (CIRCLE ONE)		<u>SECOND RESPONSE</u> (CIRCLE ONE)
Bars/Taverns	01	(36-37)	01 (38-39)
Restaurants	02		02
Cocktail lounges	03		03
Other people's homes.....	04		04
Sporting events	05		05
Cars/vans	06		06
Other (PLEASE SPECIFY) _____			
_____	07		07
At home	08		08

32. If you had been out drinking and felt that you really shouldn't drive home because you'd had too much to drink, what would you most likely do? (RECORD CODES BELOW IN ORDER MENTIONED)

	FIRST RESPONSE (CIRCLE ONE)		SECOND RESPONSE (CIRCLE ONE)	
Have a friend drive	01	(40-41)	01	(42-43)
Take a bus/cab	02		02	
Call home	03		03	
Sleep in car	04		04	
Stay over	05		05	
Call a friend	06		06	
Call free taxi service if available	07		07	
Other	08		08	
Drive self	09		09	
Take a walk	10		10	
Ask spouse to drive	11		11	

33. In which of the following ranges does your annual household income fall?

- Less than \$10,000 1
 - From \$10,000 to 25,000 2
 - From \$25,000 to \$50,000 3
 - Over \$50,000 4
 - Refused 8
- (44)

34. What was the last grade level that you attended in school? (RECORD HIGHEST GRADE ATTENDED)

_____ highest grade attended

(45-46)
(47-55 OPEN)

These are all the questions I have. My supervisor may want to verify that I completed this interview, so may I verify with that I reached you by dialing: (RECORD PHONE NO. BELOW)

(56) / - (62)

Thank you very much for sharing your views with us about drunk driving. Hopefully the results of this survey can be used to further improve efforts to combat drunk driving. Thank you again!

PLEASE STAPLE THIS QUESTIONNAIRE TO THE BACK OF THE SCREENER. IN THE UPPER RIGHT CORNER OF THE SCREENER, CIRCLE CODE 1, FOR USING A DRINKER QUESTIONNAIRE.

NON-DRINKER QUESTIONNAIRE

(NON-DRINKERS - PERSONS ANSWERING "NEVER" TO QU. 6 ON THE SCREENER)

- 7. If you were to drive after drinking too much in _____ what do you feel would be the chances of getting caught and being punished given what you know about the police and courts in _____? How many times out of one hundred would you be caught and punished?

_____ times out of one hundred

(27-29)

*IF PERSON ASKS, "What do you mean too much? READ: If, in your opinion you felt you might have drunk more than the legal limit. OR IF PERSON ASKS WHERE, READ: Where you would be likely to be driving when returning home from a bar or party.

*IF PERSON ASKS, "What is the legal limit?" READ: I can't tell you now but can at the end of the survey. For now, please just tell me what you think your chances of being stopped would be if you thought that you had drunk too much to safely drive.

*IF PERSON SAYS, "I don't know." READ: Please make an estimate.

(Qu. 8-9 not used in this version)

(30-38 OPEN)

- 10. In your opinion, how strictly are the drunk driving laws enforced in _____ -- too strictly, about right or not strictly enough?

Too strictly 1
 About right 2
 Not strictly enough 3

(39)

(Qu. 11-18 not used in this version)

(40-63 OPEN)

- 19. If you were convicted of drunk driving and it was your first offense, how unpleasant would the consequences be? Extremely unpleasant, very unpleasant, somewhat unpleasant, slightly unpleasant, or not at all unpleasant. (CIRCLE ONLY ONE RESPONSE)

Extremely unpleasant..... 1
 Very unpleasant 2
 Somewhat unpleasant 3
 Slightly unpleasant 4
 Not unpleasant at all 5

(64)

(Qu. 20-23 not used in this version)

(65-78 OPEN)

79

0	1
---	---

 80

24. During the past six months have you asked someone who'd had too much to drink not to drive?

Yes 1
 No 2 (22)

25. How long have you lived in _____?

_____ years (23-24)

26. From what you've noticed, read or heard, have there been any changes in the enforcement of the drinking and driving laws of _____ in the past six months?

Yes 1
 No 2 —▶ (SKIP TO QU. 33) (25)

27. How did these changes come to your attention? (RECORD CODES BELOW IN ORDER MENTIONED)

	FIRST RESPONSE (CIRCLE ONE)		SECOND RESPONSE (CIRCLE ONE)		THIRD RESPONSE (CIRCLE ONE)	
Saw an arrest	01	(26-27)	01	(28-29)	01	(30-31)
Billboard	02		02		02	
Newspaper	03		03		03	
Brochures	04		04		04	
TV news	05		05		05	
TV ad	06		06		06	
Radio news	07		07		07	
Radio ad	08		08		08	
Word of mouth	09		09		09	
Speakers	10		10		10	
Schools	11		11		11	
Other (Specify) _____	. 12		12		12	

28. How would you describe the changes in the enforcement and administration of the drinking and driving laws in _____ in the past six months? (PROBE: ANYTHING ELSE?)

	32
	33

(Qu. 29-32 not used in this version)

(34-43 OPEN)

33. In which of the following ranges does your annual household income fall?

- Less than \$10,000 1
 - From \$10,000 to \$25,000 2
 - From \$25,000 to \$50,000 3
 - Over \$50,000 4
 - Refused 8
- (44)

34. What was the last grade level that you attended in school? (RECORD HIGHEST GRADE ATTENDED)

_____ highest grade attended

(45-46)

(47-55 OPEN)

These are all the questions I have. My supervisor may want to verify that I completed this interview, so may I verify with that I reached you by dialing: (RECORD PHONE NO. BELOW)

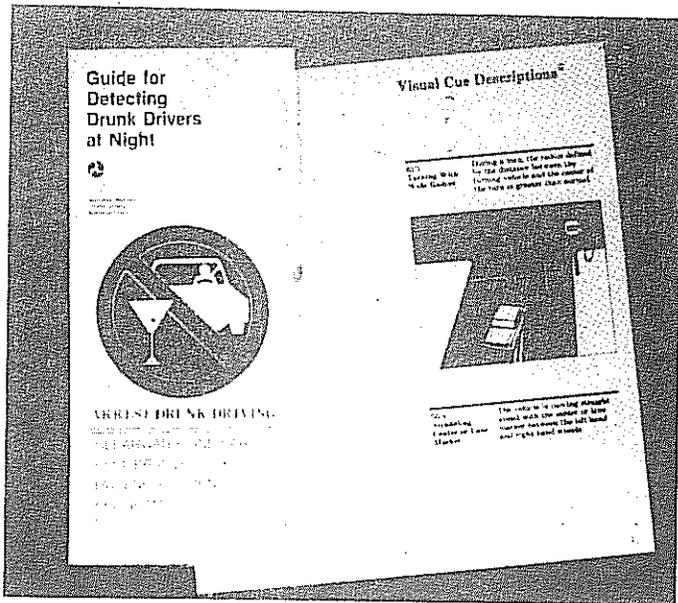
(56) [][][][] / [][][][] - [][][][][] (62)

Thank you very much for sharing your views with us about drunk driving. Hopefully the results of this survey can be used to further improve efforts to combat drunk driving. Thank you again!

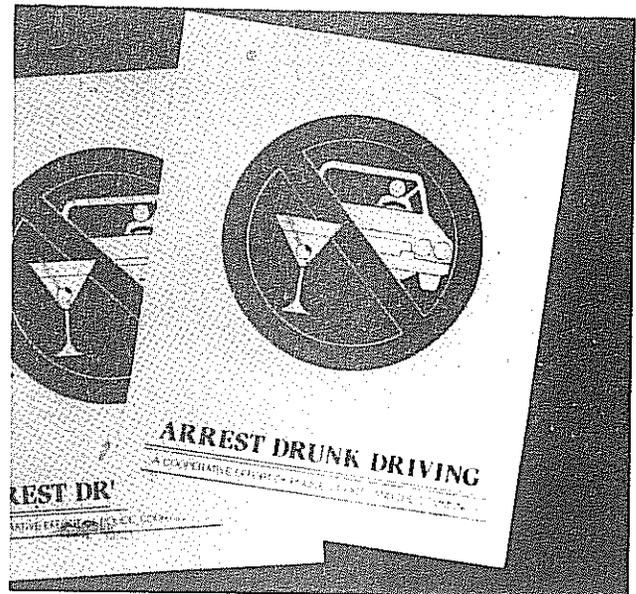
PLEASE STAPLE THIS QUESTIONNAIRE TO THE BACK OF THE SCREENER. IN THE UPPER RIGHT CORNER OF THE SCREENER, CIRCLE CODE 2, FOR USING A NON-DRINKER QUESTIONNAIRE.

APPENDIX F

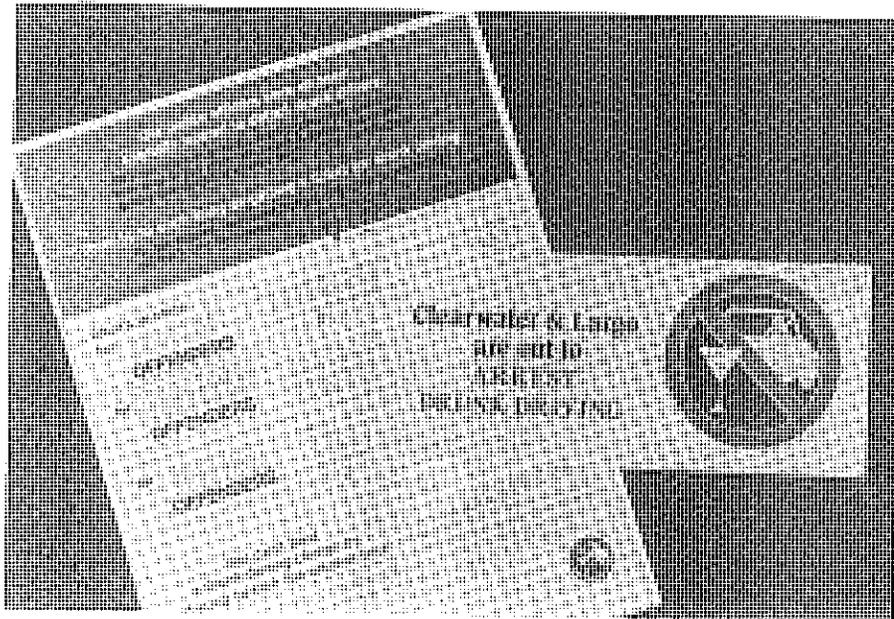
Examples of PI&E Materials Used by Experimental Site



BROCHURE ON DETECTION CUES



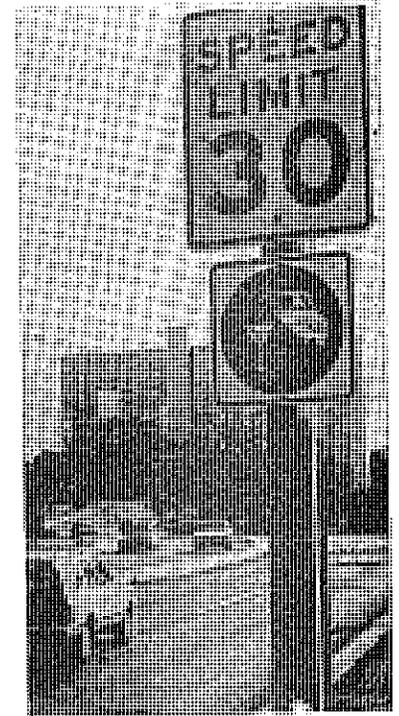
INFORMATIONAL KITS



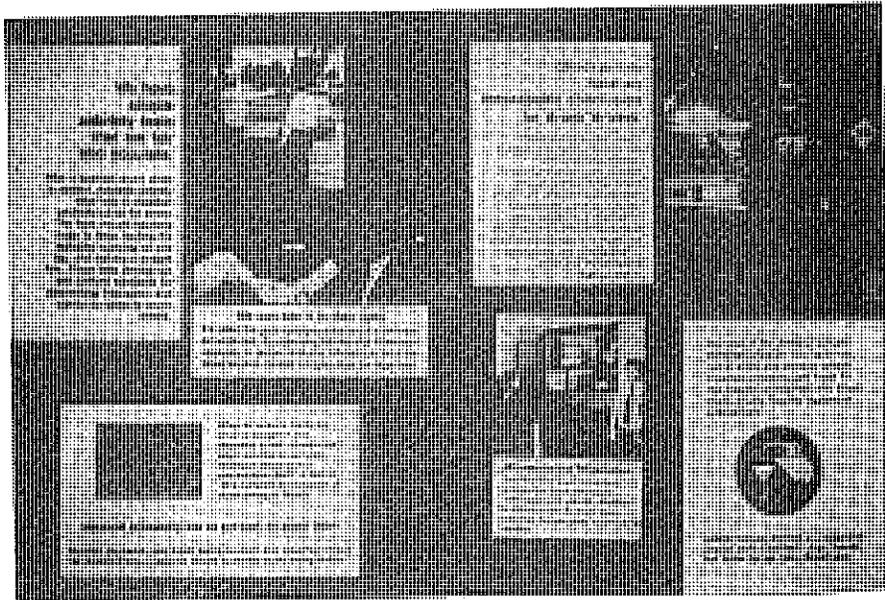
PROGRAM BROCHURE



BILLBOARD ADVERTISEMENT



ROADWAY SIGN



PORTABLE DISPLAY

ARREST DRUNK DRIVING
TV PUBLIC SERVICE ANNOUNCEMENT

"RESULTS"

:30 PSA

This PSA emphasizes the increase in arrests since the beginning of the ARREST DRUNK DRIVING Program. It begins with head shots of Sgt. Egger and Sgt. Coleman with jail cells in the background. As they narrate, the camera cuts to an officer placing a prisoner in a cell and the cell door being shut. The pattern of the cell bars is then used as a grid background for a graph showing arrests up seventy percent.

People and Props:

Sgt. Egger

Sgt. Coleman

Police Officer and Prisoner

Graphic of Arrests

Location:

Police Cell Area

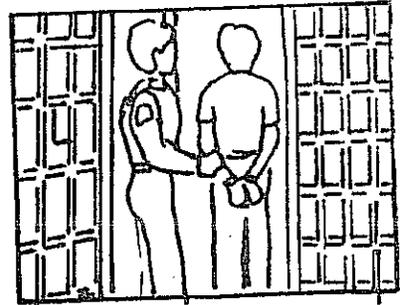
NOTE: If cell bars do not make a suitable background for graphic, plain background can be substituted.



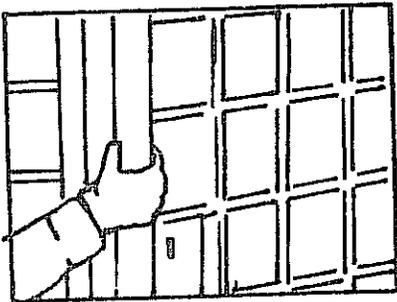
(CU OF SGTS. WITH JAIL CELLS IN BACKGROUND)
 SUPER, LOWER THIRD:
 SGT. EGGER SGT. COLEMAN
 ARREST DRUNK DRIVING
 SGT. EGGER: Lives have been saved and a lot of drunk driving has been stopped.



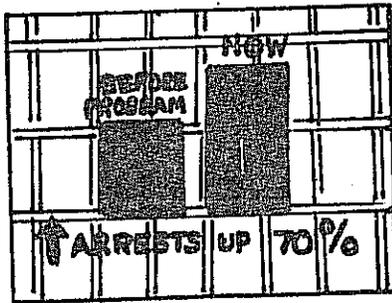
SGT. COLEMAN: It's simple. Drunk drivers are afraid of getting caught; and for good reason.



(OFFICER PLACING DRUNK DRIVER IN CELL)
 SGT. COLEMAN VO: Since the beginning of the ARREST DRUNK DRIVING PROGRAM, arrests have increased tremendously.



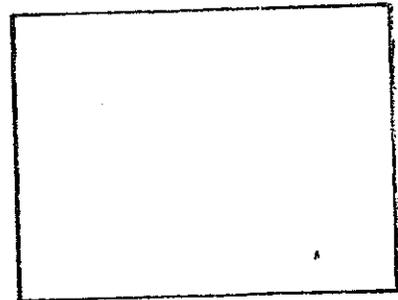
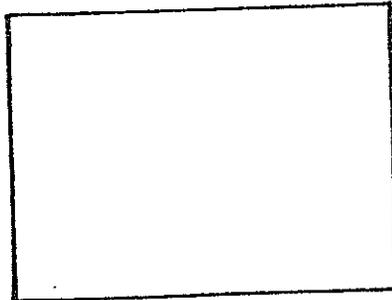
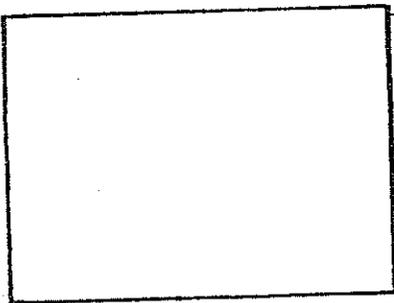
(HAND OF OFFICER SHUTTING CELL DOOR)
 SGT. COLEMAN VO: By concentrating on hot spots and using the best new detection methods . . .



(GRAPHIC OF ARRESTS SUPERIMPOSED ON CELL BARS)
 SGT. COLEMAN VO: . . . we've increased drunk driving arrests by seventy percent.
 SGT. EGGER VO: Think about it.



(LOGO)
 SGT. EGGER VO: The drunk driver's chances aren't very good any more.



ARREST DRUNK DRIVING
TV PUBLIC SERVICE ANNOUNCEMENT

"WITNESS FOR THE PROSECUTION" :20 and :10 PSA

This PSA informs the public about the use of videotape equipment to document sobriety tests given to people arrested for drunk driving. The PSA begins with a police officer administering the test to a suspected drunk driver. The person goes through the steps of the "finger to nose" test as the camera pulls back to reveal that this is taking place on a TV monitor. As the camera continues to pull back, the viewer realizes that this monitor is in a courtroom and is being watched by jurors.

This PSA is scripted in a 10 second and 20 second version. The longer version begins with 2 seconds of no sound and has a longer closing statement.

People and Props:

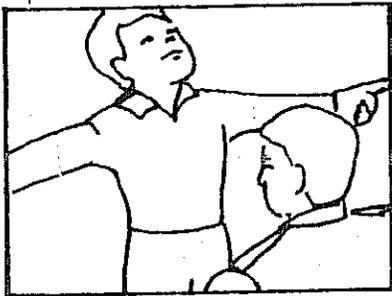
Videotape of Police Officer Giving Suspect Sobriety Test

TV Monitor

Five or Six Jurors

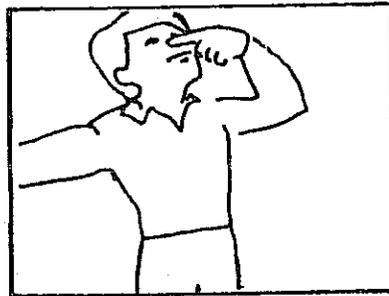
Location:

Room that Resembles Courtroom



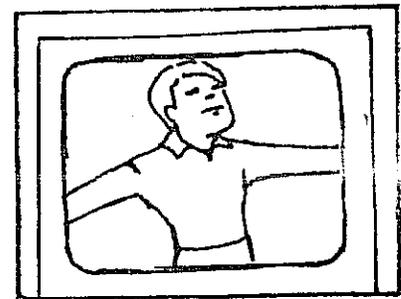
(POLICE OFFICER ADMINISTERING FINGER TO NOSE SOBRIETY TEST)

VO: Sobriety tests . . .



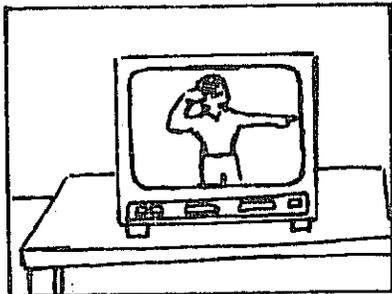
(PERSON TOUCHING FINGER TO NOSE)

VO: . . . given to drunk drivers . . .



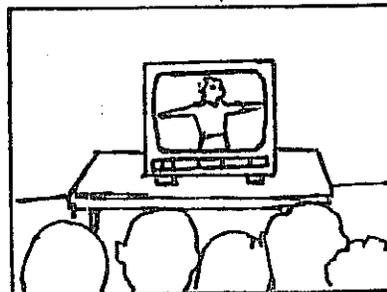
(PULL BACK TO SHOW TV MONITOR)

VO: . . . are video-taped . . .



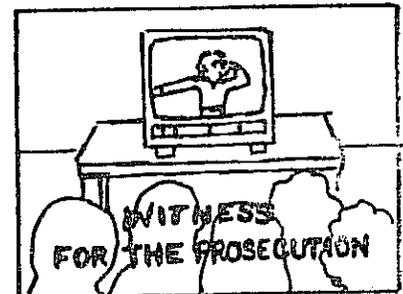
(PULL BACK TO SHOW MONITOR IN ROOM)

VO: . . . for evidence . . .



(PULL BACK TO SHOW BACK OF JURORS WATCHING MONITOR)

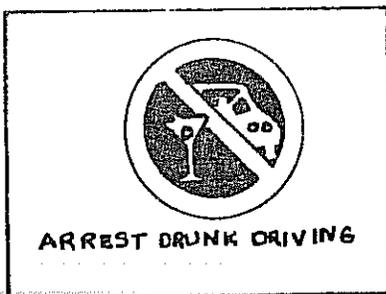
VO: . . . in courts of law.



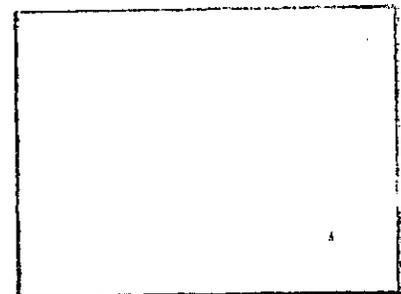
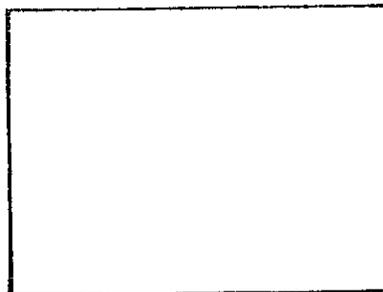
SUPER, LOWER THIRD:
WITNESS

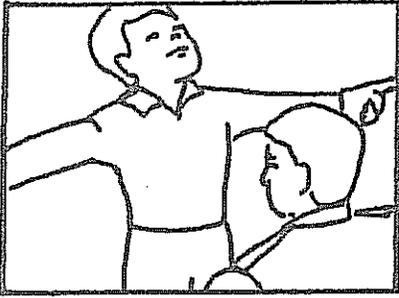
FOR THE PROSECUTION

VO: Meet the witness for the prosecution.



(LOGO)





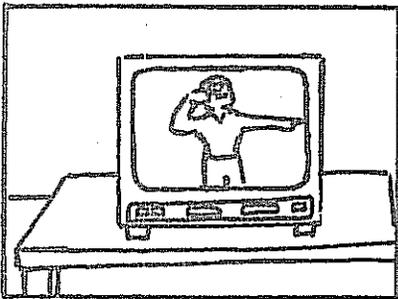
(POLICE OFFICER ADMINISTERING FINGER TO NOSE SOBRIETY TEST)
(TWO SECONDS OF ACTION WITH NO SOUND)
VO: Sobriety tests . . .



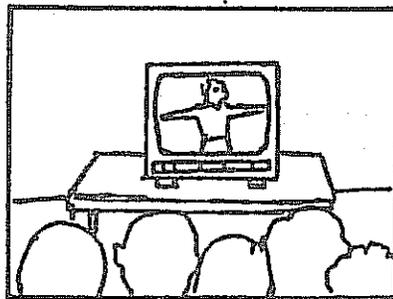
(PERSON TOUCHING FINGER TO NOSE)
VO: . . . given to people arrested for drunk driving . . .



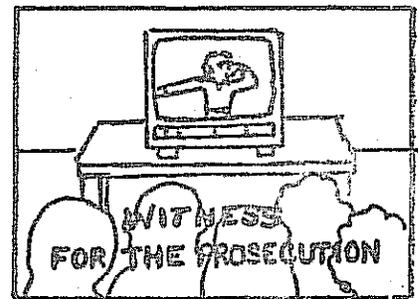
(PULL BACK TO SHOW TV MONITOR)
VO: . . . are video-taped and used . . .



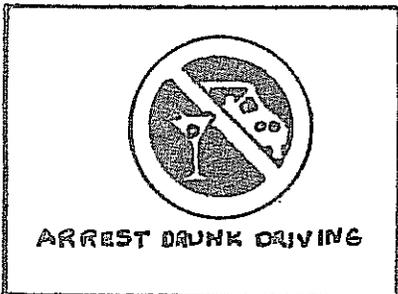
(PULL BACK TO SHOW MONITOR IN ROOM)
VO: . . . as evidence . . .



(PULL BACK TO SHOW BACK OF JURORS WATCHING MONITOR)
VO: . . . in courts of law. Meet the . . .

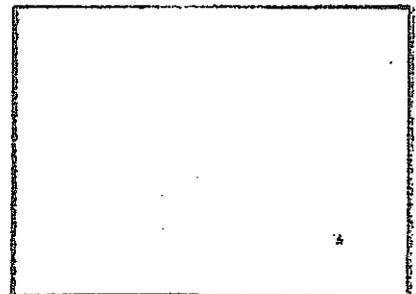
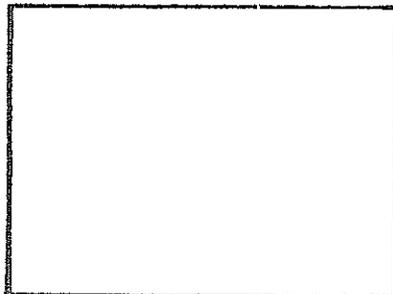


SUPER, LOWER THIRD:
WITNESS FOR THE PROSECUTION
VO: . . . witness for the prosecution. This is just one of the new strategies being used to let you know . . .



(LOGO)

VO: . . . Clearwater and Largo are out to ARREST DRUNK DRIVING.



ARREST DRUNK DRIVING
TV PUBLIC SERVICE ANNOUNCEMENT

"DETECTION CUES" :30 PSA

This PSA shows some of the detection cues being used by Clearwater and Large police officers to spot drunk driving at night. Shot from the vantage point of the car following a drunk driver, this PSA shows a turn with wide radius, drifting, and line straddling, all high probability drunk driving cues. Then the camera pulls back to reveal that the observer is a police officer. The PSA ends with a view of the rear of the police car with flashing lights and siren.

People and Props:

Police Officer and Police Car
Driver and Vehicle

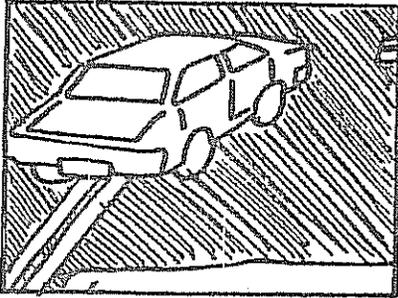
Location:

Roadway with Intersection and clear lane and shoulder markings

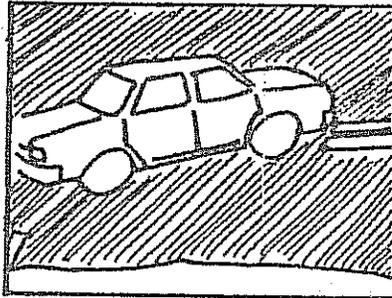
NOTE: Must be shot at night.

"DETECTION CUES"

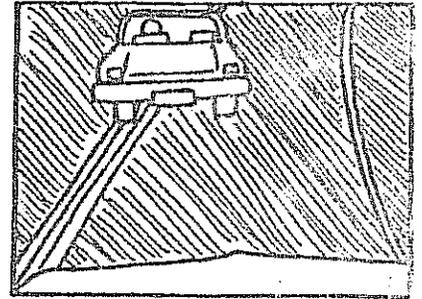
:30 PSA



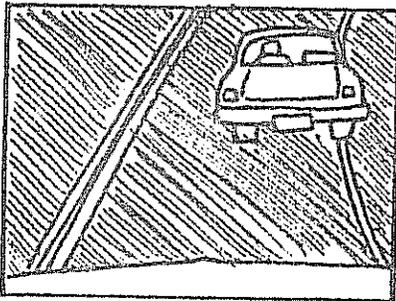
(NIGHT SCENE: CAR TURNING WITH WIDE RADIUS, VIEW FROM FOLLOWING VEHICLE)
VO: Drunk drivers don't know they're a dead give-away to police. Look at this wide turn.



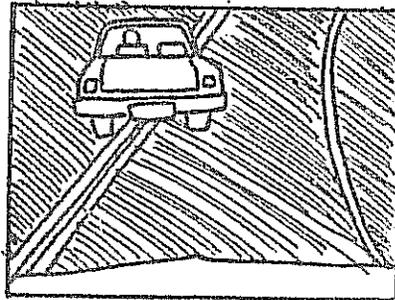
(VEHICLE COMPLETING WIDE TURN)
VO: It's a cue that the driver is under the influence.



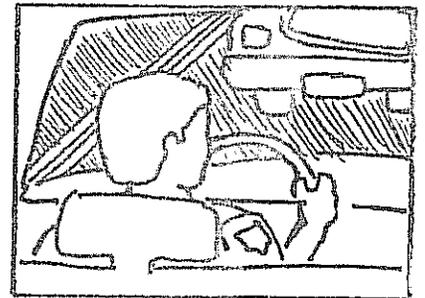
(VEHICLE WITH TWO WHEELS ON CENTER LINE)
VO: The drunk driver can't compensate to avoid detection either.



(VEHICLE DRIFTING TO SHOULDER)
VO: This gradual drifting doesn't seem obvious but the police have been trained to spot it.



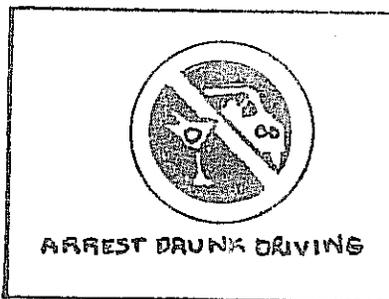
(VEHICLE DRIFTING BACK TO CENTER LINE)
VO: The drunk driver has a tough time with line straddling, another good tip-off that he's intoxicated.



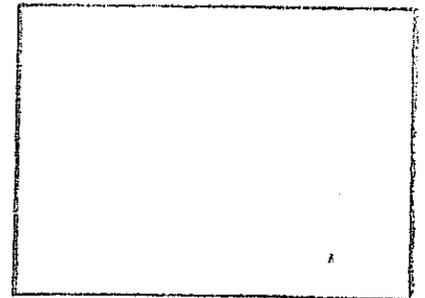
(PULL BACK TO POLICE OFFICER BEHIND WHEEL OF FOLLOWING VEHICLE)
VO: So don't take a chance. These and other . . .



(PULL BACK TO REAR VIEW OF POLICE CAR WITH FLASHING LIGHTS. SFX: SIREN)
VO: . . . cues are used to ARREST DRUNK DRIVING.



(LOGO)



ARREST DRUNK DRIVING
TV PUBLIC SERVICE ANNOUNCEMENT

"POLICE CHIEFS ON ARREST DRUNK DRIVING" :30 PSA

This PSA features Police Chief Klein of Clearwater and Police Chief Vaughn of Largo talking about the use of checkpoints to deter drunk driving. Emphasis is placed on the fact that these checkpoints are unavoidable and unpredictable as to when and where they will take place. Visual images include close-ups of the two Chiefs and two slides of an actual checkpoint.

People and Props:

Chief Klein

Chief Vaughn

Slide of Checkpoint

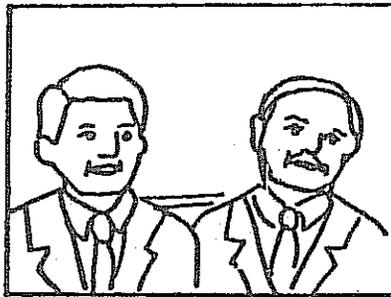
Slide of Sobriety Test at Checkpoint

Location:

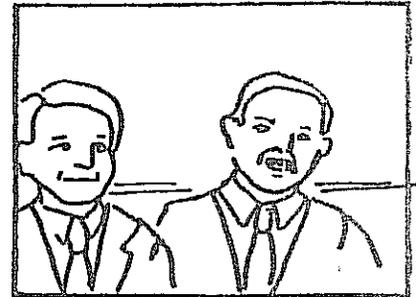
Chiefs are to be standing in front of ARREST DRUNK DRIVING billboard (if possible).



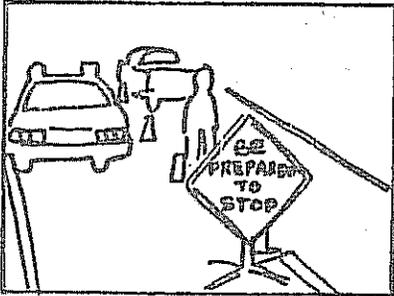
(CHIEFS WITH BILLBOARD IN BACKGROUND)
Super, left lower third:
Chief Klein
Clearwater Police Department
Super, right lower third:
Chief Vaughn
Largo Police Department



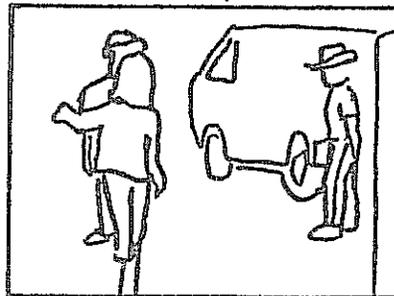
Chief Klein:
Checkpoints are an inescapable conclusion for drunk drivers.



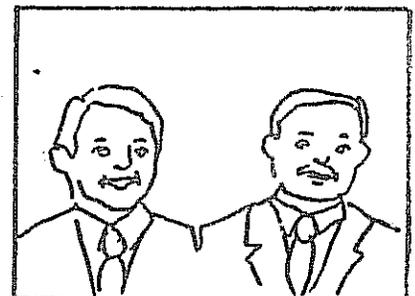
Chief Vaughn:
We will be setting up unannounced checkpoints at known trouble spots. Sober drivers won't be delayed.



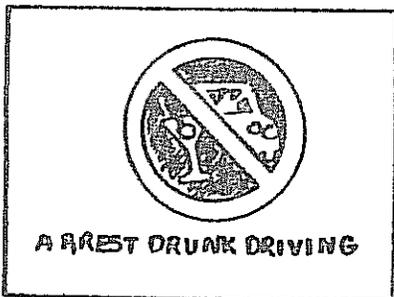
(SLIDE OF CHECKPOINT)
Chief Vaughn VO:
Drunk drivers who think they won't be caught in regular driving, will be in the checkpoints.



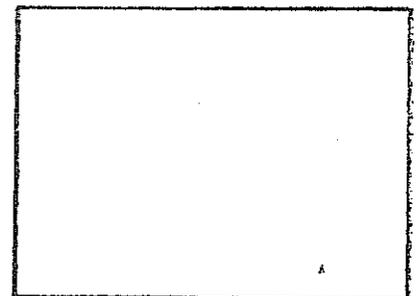
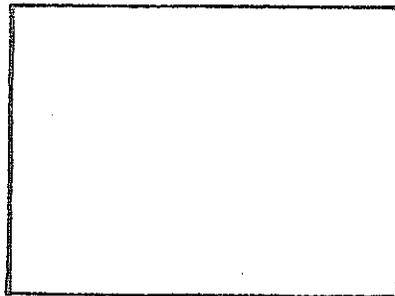
(SLIDE OF SOBRIETY TEST)
Chief Vaughn VO:
They won't be able to avoid the checkpoint or being tested.



(CU OF KLEIN AND VAUGHN)
Chief Klein:
For them, the conclusions are inescapable: arrest with the penalties that go with it.



Chief Klein VO:
Checkpoints are another strategy being used to ARREST DRUNK DRIVING.



CITY OF LARGO
P.O.Box 296, Largo, Florida 33540
(813) 586-2666

CITY OF CLEARWATER
644 Pierce Street, Clearwater, Florida 33516
(813) 462-6000

OFFICE OF POLICE CHIEF



RADIO PUBLIC SERVICE ANNOUNCEMENT
NUMBER ONE (60 SECOND SPOT)

THE CLEARWATER/LARGO ARREST DRUNK DRIVING PROGRAM SHOULD MAKE YOU THINK TWICE ABOUT DRINKING AND DRIVING. OUR GOAL IS TO SAVE LIVES BY ENFORCING FLORIDA'S STRONG DRUNK DRIVING LAW.

TO DO THIS, CLEARWATER AND LARGO HAVE JOINED FORCES IN PARTNERSHIP WITH STATE AND FEDERAL AUTHORITIES TO GET AND KEEP DRUNK DRIVERS OFF THE ROAD. YOU SHOULD KNOW THAT OUR ENFORCEMENT OFFICERS HAVE SPECIAL TRAINING TO DETECT, ARREST, AND PROCESS DRUNK DRIVERS. WE KNOW WHERE MOST OF THE DRUNK DRIVING TAKES PLACE. IF YOU ARE DRIVING UNDER THE INFLUENCE, WE HAVE WAYS TO PICK YOU OUT IN TRAFFIC. WE CAN TELL QUICKLY AND ACCURATELY WHETHER YOU'RE UNDER THE INFLUENCE. IF YOU ARE YOU HAVE A MINIMUM 4 HOUR LOCK-UP IN STORE IN ADDITION TO ALL THE OTHER COSTS AND PENALTIES PROVIDED BY FLORIDA'S LAWS.

THE ARREST DRUNK DRIVING PROGRAM ALSO INCLUDES PERIODIC, UNANNOUNCED D.W.I. CHECKPOINTS LOCATED WHERE A LOT OF DRUNK DRIVING IS OCCURRING, THAT CAN'T BE ESCAPED BY THE DRUNK DRIVER.

THIS LIFE SAVING MESSAGE IS BROUGHT TO YOU AS A PUBLIC SERVICE BY

CITY OF LARGO
P.O.Box 296, Largo, Florida 33540
(813) 586-2666

CITY OF CLEARWATER
644 Pierce Street, Clearwater, Florida 33516
(813) 462-6000

OFFICE OF POLICE CHIEF



RADIO PUBLIC SERVICE ANNOUNCEMENT
NUMBER TWO (30 SECOND SPOT)

THE CLEARWATER/LARGO ARREST DRUNK DRIVING PROGRAM SAVES LIVES BY ENFORCING FLORIDA'S STRONG DRUNK DRIVING LAW.

CLEARWATER AND LARGO HAVE JOINED FORCES TO GET DRUNK DRIVERS OFF THE ROAD. OUR ENFORCEMENT OFFICERS HAVE SPECIAL TRAINING TO DETECT, AND ARREST DRUNK DRIVERS. WE KNOW WHERE MOST OF THE DRUNK DRIVING TAKES PLACE AND WILL SET UP UNANNOUNCED D.W.I. CHECKPOINTS THAT CAN'T BE ESCAPED BY THE DRUNK DRIVER. WE CAN TELL WHETHER YOU'RE UNDER THE INFLUENCE. IF YOU ARE, YOU HAVE A MINIMUM 4 HOUR LOCK-UP IN STORE IN ADDITION TO ALL THE OTHER COSTS AND PENALTIES PROVIDED BY FLORIDA'S LAWS.

THIS LIFE SAVING MESSAGE IS BROUGHT TO YOU AS A PUBLIC SERVICE BY

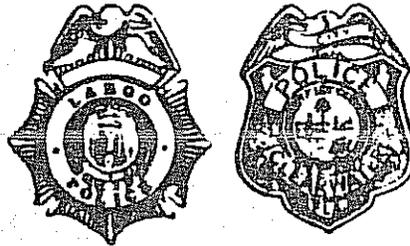
CITY OF LARGO

P.O.Box 296, Largo, Florida 33540
(813) 586-2666

CITY OF CLEARWATER

644 Pierce Street, Clearwater, Florida 33516
(813) 462-6000

OFFICE OF POLICE CHIEF



NEWS RELEASE

For Immediate Release

December 23, 1983

Clearwater Police Chief Sid Klein and Largo Police Chief Jerald Vaughn displayed, for the first time today, the "ARREST DRUNK DRIVING" Billboards.

The billboards will be displayed as a public service throughout the cities of Clearwater and Largo. This part of the continuing public information campaign was made possible by Foster and Kleiser Outdoor Advertising who donated the space. The billboards measure 12 feet by 25 feet, and depict a large international logo indicating no drinking and driving along with the program slogan, "ARREST DRUNK DRIVING", in large bold red lettering. The first sign was erected at Missouri Avenue at Wyatt Street in Largo.

Both Chiefs stated that the message the billboards deliver will be two-fold. It should serve as a reminder to our communities of the enforcement commitment, while at the same

(MORE)

News Release
Page Two

time advising newcomers and visitors, to the area, of the
"ARREST DRUNK DRIVING" Program.

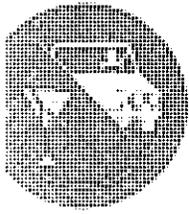
Attachment (Photo)

Sid Klein

SID KLEIN
Chief of Police
Clearwater Police Department

For further information, contact Sergeant John H. McNeilly, Public
Information Officer, Clearwater Police Department, at 462-6280.





ARREST DRUNK DRIVING

Sid Klein, Chief
Clearwater Police Department
Jerald H. Vaughn, Chief
Largo Police Department
Robert L. Haworth, Director
Dunedin Public Safety
Blaine P. LeCouris, Chief
Tarpon Springs Police Department

PRESS RELEASE

For Immediate Release

April 5, 1984

On Tuesday, April 10, 1984, at 11:00 A.M., a Press Conference will be held at the Clearwater Police Department Sub-Station, located at 2851 McMullen Booth Road to announce the expansion of the Clearwater and Largo cooperative "ARREST DRUNK DRIVING" Program to include the cities of Dunedin and Tarpon Springs.

Clearwater Police Chief Sid Klein, Largo Police Chief Jerald Vaughn, Dunedin Police Chief Robert Haworth and Tarpon Springs Police Chief Blaine LeCouris will make statements dealing with the goals and strategies that led to the expansion of the "ARREST DRUNK DRIVING" Program.

Representatives from the National Highway Traffic Safety Administration and the State of Florida, Bureau of Highway Safety will also be present.

The program has as one of its major objectives to reduce the number of alcohol and drug related fatal and serious injury accidents. The four Police Departments will be combining their resources and efforts to bring about this reduction.

(MORE)

Press Release
Page Two

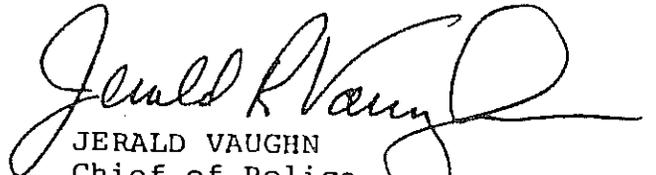
Each media representative that attends the Press Conference will receive a press kit that will contain detailed information on the expansion of the program. In addition, members of the media will be provided a tour of our D.U.I. Processing Center that includes the video taping of suspected intoxicated drivers.

For additional information, contact Sergeant John McNeilly, Public Information Officer for the Clearwater Police Department, at 462-6280.

We look forward to your attendance on April 10, 1984.



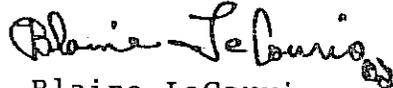
SID KLEIN
Chief of Police
Clearwater Police Department



JERALD VAUGHN
Chief of Police
Largo Police Department



Robert Haworth
Chief of Police
Dunedin Police Department



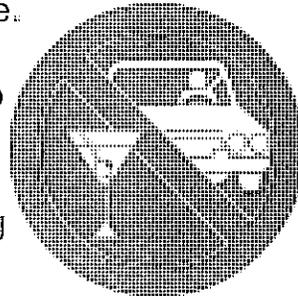
Blaine LeCouris
Chief of Police
Tarpon Springs Police Department

TIME IS RUNNING OUT FOR THE DRUNK DRIVER.



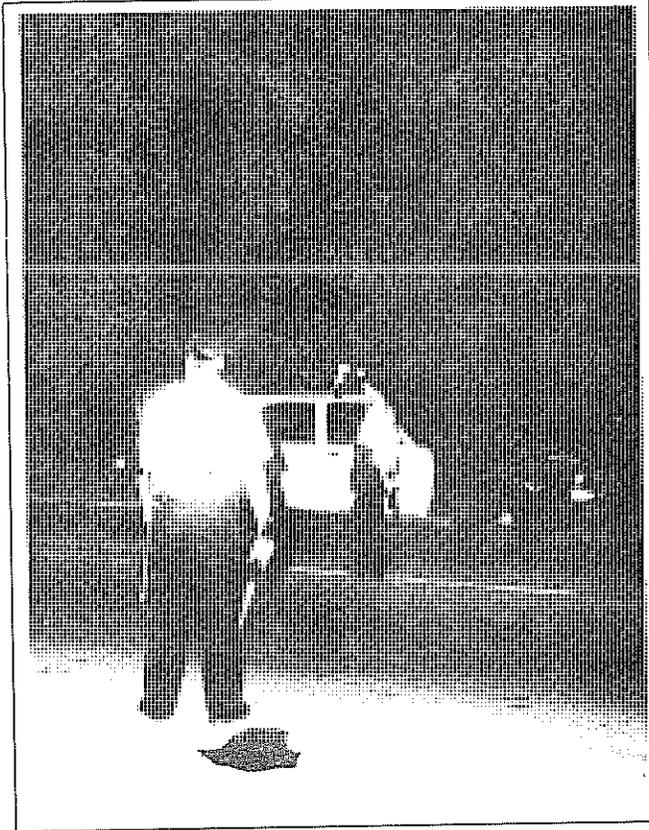
Since the beginning of the ARREST DRUNK DRIVING Program, arrests of drunk drivers have increased by over 70%. That means drunk drivers have a much greater chance of being arrested than ever before.

Many would-be drunk drivers are now heeding this warning and choosing not to drink and drive. Fewer drunk drivers on the roads will result in a decline in drunk driving accidents. And that means driving will be safer for all of us.



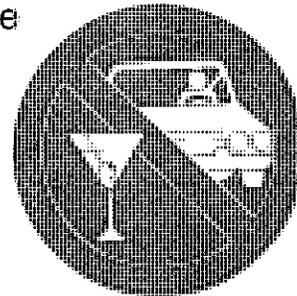
ARREST DRUNK DRIVING IT'S WORKING!

ARREST DRUNK DRIVING, a cooperative program of the Clearwater, Largo, Dunedin and Tarpon Springs Police Departments, thanks this publication for participating in this public information campaign.



CHECKPOINTS HAVE AN INESCAPABLE CONCLUSION FOR DRUNK DRIVERS.

Police in Clearwater, Largo, Dunedin and Tarpon Springs are setting up checkpoints at unannounced times and locations. Responsible drivers are directed through without delay. Drunk drivers are detected and arrested. Checkpoints can't be avoided. Once caught in a checkpoint, drunk drivers can't turn around or avoid being spotted. For them, the conclusions are inescapable—arrest and the penalties that go with it.



**Checkpoints are just one of
the strategies being used to**

ARREST DRUNK DRIVING

ARREST DRUNK DRIVING, a cooperative program of the Clearwater, Largo, Dunedin and Tarpon Springs Police Departments, thanks this publication for participating in this public information campaign.

APPENDIX G

Examples of Print Media Coverage by Theme Focus

Clearwater and Largo join forces in drive to 'Arrest Drunk Driving'

By JUDY BRENNAN
Clearwater Times Staff Writer

LARGO — Blurred vision or no, the drunken driver will have a tough time determining where Clearwater and Largo police territories lie starting Saturday.

It has to do with an effort by both agencies that may put them in the national spotlight. The police departments have combined forces to "Arrest Drunk Driving."

The departments, with \$62,500 in a state grant, hope to halt the increase in fatalities and serious injuries in traffic accidents involving drunken drivers. The police get the money to put the joint effort into action Saturday.

(More money is expected from the National Highway Traffic Safety Administration, but at this point both departments say they don't know how much.)

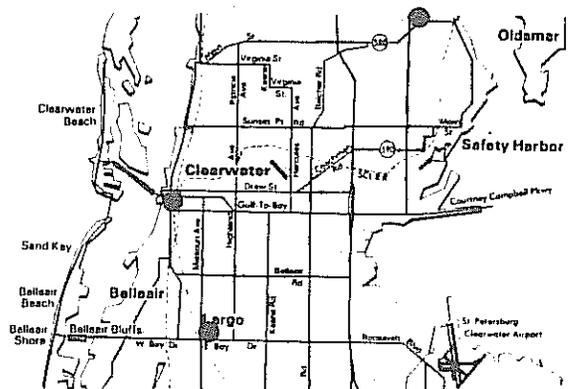
"What it all means is we will be the model for the nation," Largo Police Chief Jerald Vaughn said in a press conference Wednesday. "This is a test project."

TO CREATE THE project, the agencies have doubled the training of 200 patrol officers in detecting drinking and drunken drivers, have equipped the officers with video recorders and have put intoxilyzers at the two headquarters and the Clearwater police substation off McMullen-Booth Road. At those spots, a driver's alcohol level will be tested through breath, blood and urine samples.

None of this comes without fair warning, say both police chiefs.

The slogan "Arrest Drunk Driving" and a version of the international motorist symbol — this one banning drinking while driving — will be pasted everywhere, says Clearwater's Chief Sid Klein. On patrol cars. On street signs in both cities.

"Everywhere," emphasized Vaughn, "so no one can say they haven't seen it before."



Clearwater Times

The three testing stations.

Expect the media to be saturated with promotions for this program, say both chiefs. Billboard space has been donated. There will be plenty of television and radio public service announcements. Brochures and posters are being printed. Speakers will be available for any interested group.

So why is this pilot project targeted for Clearwater-Largo?

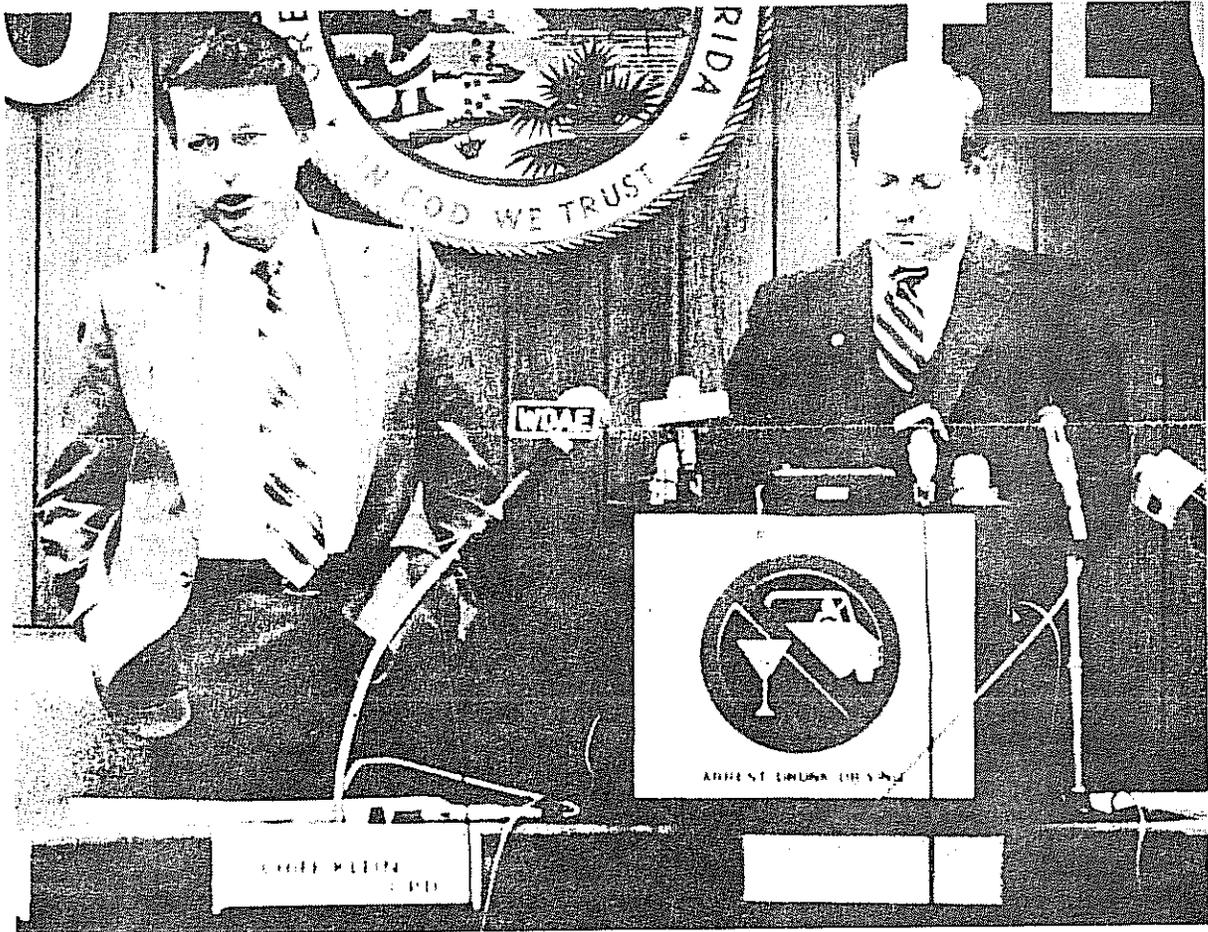
Vaughn says, "Because we applied for it. Look at our statistics." (See box.)

KLEIN NOTED that from 1979 to 1982, fatalities for both cities increased by 55 percent and injuries increased by 25 percent. Those are statistics that police can no longer live with, the chiefs say.

See ARREST, Page 10

FOCUS: CAMPAIGN START UP

SOURCE: ST. PETERSBURG TIMES
DATE: SEPTEMBER 29, 1983



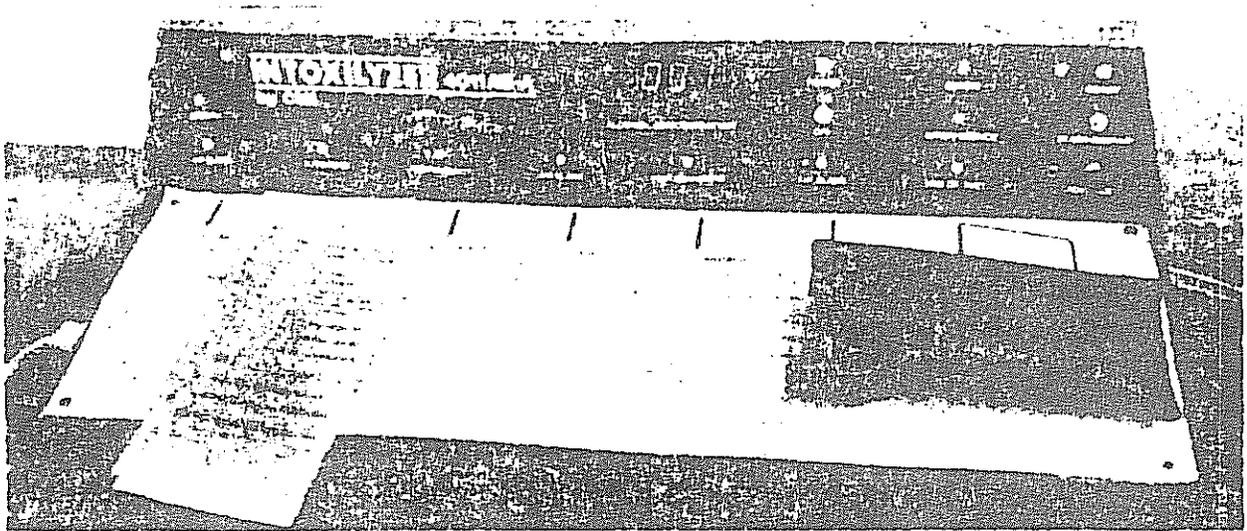
Clearwater Times — STEVE HASEL

Police Chiefs Sid Klein of Clearwater and Jerald Vaughn of Largo behind their logo.

POLICE SAY:

- From 1979 to 1982 there were 32,304 traffic accidents in Clearwater and Largo.
- 9,679 people were injured in those accidents.
- 110 people died in the accidents.
- 65 percent of the accidents involved deaths related to alcohol or drug use.





Clearwater Times — STEVE HASEL

One of three intoxilyzers the two police agencies have purchased with state money.

Arrest from Page 1

The goals of the project: to reduce fatalities and serious injuries from alcohol-related accidents by 20 percent; to reduce an officer's time on a case from four hours to one; to increase the number of driving while intoxicated (DWI) arrests by 25 percent.

The chiefs say they hope to accomplish this by the time the grant program runs out in 1985.

How is it different from any other training police have been receiving for years to combat DWI?

Clearwater Sgt. John McNeilly says "significantly. Much more intensified. They learn the law backwards and forwards. They learn better detection methods. They know much more." The officers will get eight hours' training in the detection phases.

IF ARRESTED, a drinking driver should expect that an officer has been observing the motorist and has

substantial probable cause for that arrest, says McNeilly. The officer will ask the driver to step out of the car and in succession, hold one leg, walk a straight line, touch his finger to his nose. The officer also will check the driver's ability to observe what is happening around him. If the driver seems incoherent or uncoordinated, he is arrested and taken to one of the three stations for further testing.

Klein said these areas will be most closely watched: In Clearwater, Drew Street and U.S. 19; Belcher Road and Gulf-to-Bay Boulevard; U.S. 19 and Gulf-to-Bay; Court Street and Gulf-to-Bay; Highland and Gulf-to-Bay, and Memorial Causeway.

In Largo: Ulmerton Road; 113th Street and Ridge Road; East Bay Drive and Keene Road; East Bay Drive and Fulton Road, and Missouri Avenue.

The chiefs said they will regularly station patrol cars at these intersections and roads, watching specifically for drunken driving. Vaughn warns drivers: "If you reach one of those, it won't matter which agency it is. Chances are you're under arrest."

Police checkpoints to weed out drunks

By Nanci Gustafson
Sun staff writer

LARGO—Tipsy motorists in search of fun-filled evenings will end up with a battle full of hassles if they run into one of the roadblocks Clearwater and Largo police plan to set up beginning Saturday.

The Clearwater and Largo Police departments' kick-off of a joint enforcement program to get drunken drivers off the road was announced Wednesday at a press conference in the Largo Commission Chambers.

Largo

"The program is a result of the growing concern on behalf of both cities in regard to the number, frequency and severity of alcohol-related crashes," said Clearwater Police Chief Sid Klein. "During the calendar years 1979 through 1982 there were 32,304 traffic accidents in Clearwater and Largo. These accidents were responsible for 110 deaths and 9,769 non-fatal injuries. Analysis indicates that 65 percent of the fatal accidents were alcohol- or drug-related."

The new two-year program is being funded with a 90-day state Bureau of Highway Safety grant of \$63,000, Klein said. The grant will be used to purchase state-of-the-art videotape, urine analysis and intoxilyzer equipment, he said.

Klein said the National Highway Traffic Safety Administration will provide money needed to maintain the program.

The program's goal is to reduce fatalities and serious injuries resulting from alcohol-related accidents by 20 percent, to reduce an officer's time processing a drunken driver from as much as five hours to one hour and achieve a 25 percent increase in drunken driving arrests, Klein said.

Along with establishing checkpoints in both cities where statistics show frequent alcohol-related accidents, Largo Police Chief Jerald Vaughn said, testing sites will be set up at both police stations and at the police substation in Countryside.

"It is our contention that both law enforcement and sincere community action can and will have a positive impact on the growing DWI (driving while intoxicated) problem that affects each and every one of us," Vaughn said. "We are certain that by working together we can arrest drunken driving and make our communities safer places to live."

In Clearwater, the intersections of Drew Street and U.S. 19, Belcher Road and Gulf-to-Bay Boulevard and Gulf-to-Bay Boulevard and U.S. 19 will be among the points at which police will be checking for drunken drivers. In Largo, the intersections of East Bay Drive and Keene Road, East Bay Drive and Starkey Road and East Bay Drive and Missouri Avenue will be among the stopping points.

"We want people to know we're out there and that we're going to enforce the law," Clearwater police Capt. Barry Glover said. "If there is no fear of getting caught or punished there are a lot of things we all would do that we shouldn't."

Through public announcements, billboard warnings and bumper stickers stating "Arrest Drunk Driving," Glover said, he hopes people will think twice about driving while intoxicated.

FOCUS: CHECKPOINTS

SOURCE: CLEARWATER SUN
DATE: SEPTEMBER 29, 1983



Drinking driver crackdown begins

Here's a warning to those who drink tonight and decide to drive home in the wee morning hours: Clearwater and Largo police officers will be watching.

The two agencies begin their "Arrest Drunk Driving" campaign at 12:01 a.m. Saturday—just in time to catch the Friday night tipplers.

At predetermined checkpoints, police will be stopping randomly selected cars in an attempt to weed out obviously drunken drivers.

The chief aim of the campaign, expected to gain the two cities national

recognition, is to reduce fatalities and serious injuries as a result of alcohol-related accidents by 20 percent, authorities said.

The drunken driving program also aims to increase the number of driving while intoxicated (DWI) arrests by 25 percent and to reduce an officer's time on a drunken driving case from four hours to one, said Clearwater Police Chief Sid Klein.

Largo Police Chief Jerald Vaughn said the program will be a model for the nation.

Klein pointed out that from 1972-

1973 fatalities for both cities increased by 35 percent and injuries increased 25 percent.

The local crackdown will be financed partly by a \$23,500 state grant with more funding expected from the National Highway Traffic Safety Administration. Authorities say they hope to reach their goal of a 25 percent increase in arrests, by the time the grant runs out in 1985.

Klein said these areas will be watched most closely:

Clearwater:
□ Drew Street and U.S. 19.

□ Releher Road and Gulf-to-Bay Boulevard.
□ U.S. 19 and Gulf-to-Bay Boulevard.

□ Court Street and Gulf-to-Bay Boulevard.
□ Highland Avenue and Gulf-to-Bay Boulevard.

□ Memorial Causeway.

Largo:
□ Glenerton Road.
□ 113th Street and Ridge Road.
□ East Bay Drive and Keene Road.
□ East Bay Drive and Fulton Road.
□ Missouri Avenue.

FOCUS: CAMPAIGN START UP
HIGH PRIORITY
LOCATIONS
CHECKPOINTS

SOURCE: CLEARWATER SUN
DATE: SEPTEMBER 30, 1983



Bar business off during crackdown

By GEORGE-WAYNE SIDOR
Sun staff writer

Clearwater and Largo police predicted last week their new "Arrest Drunk Drivers" program would have a "measurable effect" on the community.

Local restaurant and bar owners agreed with that prediction Wednesday, but said the program is affecting their business as well as motorists' driving habits.

"I had several cancellations last Saturday ... and I've noticed a decline in how much (patrons) are drinking," said Clearwater Beach comedian and nightclub owner G. David Howard. "Right away the (newspaper) headlines talk about the program and so one wants to go out."

'I had several cancellations last Saturday ... and I've noticed a decline in how much (patrons) are drinking.'

—Clearwater Beach comedian and club owner G. David Howard

Clearwater and Largo police began the campaign Friday in an attempt to reduce by 20 percent the number of traffic fatalities and serious injuries involving drunken drivers. Financed in part with a

\$65,000 federal grant, the high-profile program is also aimed at increasing the number of arrests for driving while intoxicated.

As part of the program, police plan to set up roadblocks from midnight until 4 a.m. at certain locations to check for drunken drivers. And that particular aspect of the campaign, some believe, is not justified.

"If the roadblocks are set up during the late-night hours, that's the most crippling time for bar owners," Howard said. "Take a citizen who wants to come, say to my place, for dinner with drinks and maybe a bottle of wine. If he knows that on the way home he's going to be stopped at a roadblock and (Please see * BAR, next page)

* Bar

(from page 1A)

may not be able to pass a test ... well, I think people are going to think twice about going out."

"It's hurting bad," said one Clearwater bar owner, who asked to remain anonymous. "I got customers drinking Coca Cola because they're afraid to get caught (drinking alcohol)."

This businessman said he has noticed an increase in receipts from his package store while the tabs at the bar have slackened off, leading him to believe customers are drinking at home.

"There's a lot of people scared of it," he said. "Really, it puts a big hole in the business."

Jay Keyes, owner of The Bank 1500s Restaurant on Clearwater Beach, echoed these sentiments and questioned why the roadblocks will be operated only at night. Both men said it was their impression from press reports that the majority of traffic accidents and fatalities occurred during other times of the day.

"I'm willing to bet that a very low percentage of the accidents happen during these hours (midnight through 4 a.m.)," Keyes said.

But police said statistics from 1979 through 1982 indicate otherwise.

"Eighty percent of the fatal accidents (in Clearwater and Largo) occurred during darkness, and the critical hours were between midnight and 3 a.m.," said Clearwater Sgt. John McNeilly. "And most of the accidents occurred on heavily traveled

roads and the business districts of the cities."

Not everyone was upset with the police efforts to curb drunken driving. Although business may be off a bit, bartender Teresa Moore is in favor of checkpoints or any other measure deemed effective to rid the roadways of drunks.

"I hear people talking about it," said Ma. Moore, an employee of the Horseshoe Lounge, 1500 Golf-to-Bay Blvd. "People are leaving earlier. (But) I'm for it. I don't drive when I drink and I would hope that anyone who drinks would do the same."

McNeilly noted that 110 people died in traffic accidents in the two cities during the four-year period, and 65 percent of the accidents were the result of alcohol- or drug-impaired drivers.

"We're sorry if (the program) hurts business, but the goal of the project is to get drunk drivers off the highways and to save lives," said Largo Police Sgt. Mike Coleman.

"But if we're getting across to people not to get muddled and then drive, that's great. The program is working."

Several other bar owners have contacted the Clearwater Sun in recent days, citing the new program for a decline in their business.

"We don't want to come off like we're against (the campaign), because we'd like to help the cops get drunk drivers off the road," Howard said. "But for some of us, (the campaign) may be the straw that breaks the camel's back financially."

FOCUS: CAMPAIGN START UP
CHECKPOINTS

SOURCE: CLEARWATER SUN
DATE: OCTOBER 6, 1983

Eight nights set for drunken-driver checks

By GEORGE-WAYNE SHELOR
Sun staff writer

The new "Arrest Drunk Drivers" campaign instituted last week by Clearwater and Largo police has had a sobering effect on people throughout the area. Motorists, warned of the crackdown, appear to be lunking twice before drinking and driving. Bar owners say their liquor sales are down.

And those are tickled pink.
But despite a massive publicity campaign, confusion persists as to some specifics of the program—in particular the forthcoming "roadblocks" set up by authorities at selected locations.

Several Clearwater nightclub owners said in Thursday's Clearwater Sun they were against the highway checkpoints, contending they will further inhibit people from frequenting drinking spots for fear of being arrested on the way home.

However police said Thursday they will not be setting up roadblocks, but rather "checkpoints" to stop cars systematically, and then only on an infrequent basis.

"At this time, we have planned only eight check-

points over the next 11 months," said Clearwater Police Sgt. Mike Egger. "They will not be a nightly or a weekly occurrence."

"And they're not going to be traditional roadblocks, where we barricade the highway and stop and look at everyone," he explained. "Say we've set up along a triple-lane highway. We'll route the cars into one lane and then pick out one of every five or 10 cars ... there will be a definite pattern to it, and we'll pull out the cars even if it's evident the driver is stone-cold sober."

"When we detain the car off the highway at the checkpoint, we'll conduct a brief interview," while police observe the driver's demeanor, appearance and check for signs of intoxication, he said.

"If, during the interview, the driver shows signs of inebriation, we'll ask them to exit the vehicle and perform a field sobriety test." Such a test consists of several physical coordination exercises. If the motorist fails the tests, Egger said, he will be required to submit to a Breathalyzer test and their actions will be recorded on videotape.

Refusal to submit to the tests could result in the loss of the driver's license for six months. If investigators determine they have reason and evidence enough to charge the driver, the motorist will be arrested and processed on the spot before being transported to jail.

Egger said motorists, although not warned of the location of the checkpoints, will have no trouble realizing where they are located.

Each checkpoint will be manned by about 10 officers and marked with flashing lights, orange pylons and large reflective signs.

"They'll be able to see what is happening with no problem," he said. "People can expect the first (checkpoint) to begin a little before midnight and we'll probably close it down around 3 a.m."

Egger said police plan to stick with the pattern of stopping cars at the checkpoints, "but there may be other individual cases initiated by probable cause—say someone weaving across the center line. (That driver) has exhibited driving impairment, and he'll be stopped."

"Like I said, we've planned only eight nights we'll

be doing this, but we're reserving the right—if statistics indicate it is needed—to perform additional checkpoints in the future."

Police also pointed out that bar owners may run the risk of a lawsuit if a patron they served is involved in an accident directly attributable to alcohol.

"Basically, the family of a victim could possibly enter a lawsuit against the bar for civil liability for continuing to serve the individual causing the wreck," said Largo Police Sgt. Mike Coleman. "A (bar employee) allows that person to leave their bar and drive, when it's obvious they've had a too much to drink," litigation is a possibility under Florida law.

The two agencies began the "Arrest Drunk Drivers" campaign last week in an attempt to reduce the number of traffic fatalities and serious injuries in the area. Financed in part with a \$25,000 federal grant, the program also is aimed at increasing the number of arrests for driving while intoxicated.

FOCUS: CHECKPOINTS
ROADSIDE TESTS

SOURCE: CLEARWATER SUN
DATE: OCTOBER 7, 1983

B

- Sparkling Clearwater to shine today, 2B
- Amendment has financial backing, 3B
- Classified advertising, 4B

METRO NEWS

SATURDAY, October 15, 1983

Clearwater Sun

Clearwater, Florida

Program puts drunken drivers in check



By GEORGE-WAYNE SHELOR
Sun staff writer

Clearwater and Largo police departments' "Arrest Drunk Driving" campaign resulted in the arrest of 30 persons last week, most of whom were charged with unlawful blood-alcohol level.

Arrests in Clearwater (16) were up 62 percent over the same time period last year (10). A similar comparison was unavailable for Largo.

As part of the two-week-old program, police planned a drunken driver "checkpoint" at Missouri Avenue, between Lakeview Avenue and Druid Road in front of Sunshine Mall late Friday, stopping cars systematically until 3 a.m. today. Results of the checkpoint activities were not available at press time.

According to statistics compiled from Oct. 5 through Oct. 12 by the two agencies:

- Nine of the 16 drunken driving arrests in Clearwater were made on either U.S. 19 or Memorial

Arrests in Clearwater (16) were up 62 percent over the same time period last year (10). A similar comparison was unavailable for Largo.

Causeway.

- Six of the 14 arrests for driving under the influence in Largo were made on East and West Bay drives.

- The average age of the 30 persons charged was 31.

- Twenty-four of the 30 charged are males.

- The average blood-alcohol content of those submitting to the test was .21 (Under Florida law, anyone with a blood-alcohol content of .10 or above is legally intoxicated.)

- Six of the 30 cases involved traffic accidents, in which two persons suffered minor injuries.

One-third of those arrested were also charged with careless driving.

"Although (motorists) will probably see increased police activity in certain locations, they should not feel safe taking alternate routes," to avoid arrest, Clearwater Police Sgt. John McNeilly warned Friday. "Both agencies will be rotating cruisers among a number of high DWI locations, and if (motorists) choose to drive while drunk," they are facing an increased risk of being charged.

"People shouldn't think we're concentrating our efforts in one place at one time, because we'll still be operating in other areas," he said.

The federally funded "Arrest Drunk Driving" campaign started two weeks ago in an effort to reduce the number of traffic fatalities and serious injuries in the area and to increase the number of arrests for drunken driving.

FOCUS: CAMPAIGN START UP
ARRESTS/SANCTIONS
CHECKPOINTS

SOURCE: CLEARWATER SUN
DATE: OCTOBER 15, 1983

Drunken driving arrests total 67

By GEORGE-WAYNE SHELOR
Sun-staff writer

In the three weeks Clearwater and Largo police departments have operated their "Arrest Drunk Driving" program, 67 persons have been arrested on charges ranging from unlawful blood alcohol level to reckless driving, according to statistics released Friday.

As part of the campaign, police set up the first in a series of "drunken driver checkpoints" Friday night along East Bay Drive in Largo. From 11 p.m. to 3 a.m. today, authorities stopped motorists according to a pre-determined pattern, checking for drivers whose faculties were impaired by alcohol.

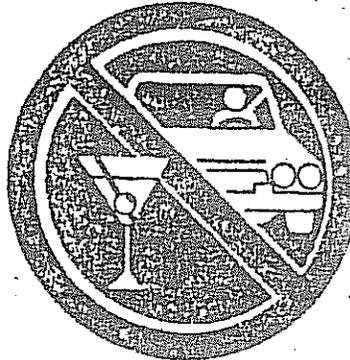
Results of the checkpoint activities were not available at press time.

"The use of this technique (checkpoints) is to make the roads safer for the citizens of Clearwater and Largo and to detect drunken drivers," Clearwater Police Sgt. John McNeilly said. "We're not detaining sober drivers; only those whose judgment has been impaired (by alcohol). That's what the program is all about."

Largo Police Chief Jerald Vaughn said the checkpoints will be operated frequently, being rotated among a number of locations.

According to statistics compiled from Oct. 10 through Oct. 19 by

Clearwater



the two departments:

□ Eighteen persons, 14 of them males, were arrested during the crackdown last week.

□ Thirteen of the eighteen charged with drunken driving told investigators they last consumed alcohol in a bar or restaurant.

□ All but one of the 18 were arrested during the hours of darkness.

□ The average blood alcohol content of those arrested in Clearwater was .18; the average for those arrested in Largo was .17. Under Florida law, anyone with a blood alcohol content of .10 or above is presumed intoxicated.

traffic accident involving a suspected drunken driver was recorded, and no injuries were recorded.

The "Arrest Drunk Driving" campaign is currently being funded by a \$65,000 federal grant.

FOCUS: CAMPAIGN START UP
ARRESTS/SANCTIONS
CHECKPOINTS

SOURCE: CLEARWATER SUN
DATE: OCTOBER 22, 1983



Largo police man checkpoint on East Bay Drive west of Starkey Road.

Fumbling fingers at checkpoint

By PHIL COLANGRO
Sun staff writer

LARGO—With their arms out, heads back and index fingers pointed, a class of unwitting "volunteers" went through their appointed exercises in a parking lot in the middle of the night Friday and Saturday.

"I think it's a good idea," remarked one man.

"I think it's wonderful," chimed in Pat Cox of Clearwater, who did not have to go through the routine, but showed up nonetheless. "I think that it's about time that

(Please see * DRUNK, next page)

* Drunk

(from page 1A)
it's done."

At times the parking lot of the Freedom Savings bank, 2220 East Bay Drive, looked like a first-rate aerobic dance class, with one instructor to one student.

"Hello, I'm Officer (Michael) Sahr, Clearwater Police Department," he would say, and then go on to explain that this was none other than one of the highly touted checkpoints that are the teeth of the "Arrest Drunk Driving" program. And in case the officer was met by a puzzled look, he had on hand a little leaflet to hand the motorist, and "May I see your license and registration, please?"

After this short spiel by Sahr or Largo Officer Steve Holley, the test began. The officers note how the driver plucks out the license, whether he or she is sure or fumbles through the wallet, dropping pictures of the kids on the floor, shuffling past a rack of credit cards and finally emerging with a license, which proves to be a fishing license. These are little clues, police said.

Some things were apparent at the scene to the motorists. For one, there were a lot of officers at the checkpoint, which started at Keene Road and funneled westbound traffic on East Bay Drive through pylons and barricades. "I think it's a waste of money," said a man who like every other

10th motorist was pulled out of traffic and diverted through the checkpoint. The man did not want to become more familiar with the police and therefore declined to give his name. But he did acknowledge that "drunk driving is a problem, there's no doubt about it. But I don't think this is the way to go about it. This way they're just agitating people."

Another man also expressed those sentiments to Officer Holley.

"(He) told me I was a police state," Holley said. "I told him I'm just one guy." But those viewpoints were in the minority. Most of the 59 drivers pulled over did not seem to mind the short delay and were cordial to the police.

"It's a little bit of a hassle," said 22-year-old Sonnie Simmons of Largo, "but I don't really mind. I was in a good mood so it didn't bother me."

The delay did not bother Dennis Owens of Clearwater at all. In fact he went out of his way to check out the checkpoint.

His assessment: "It looks like they got the thing under control. Everyone was pretty courteous and the guy (Officer Sahr) that stopped us, he didn't seem like a bad fellow."

Owens said he often drives late at night and has seen many accidents which later were attributed

to drunken driving and "if this will help, it's worth it."

"It's our community and if something is going on, we want to know about it," Owens said in explaining the reason he intentionally turned into the checkpoint. "We wanted to see how our money is being administered, and it looks like it's being administered well."

The vast majority of drivers were waved through after officers ran their driver licenses through the computer. One did not even have to wait that long. He drove up in a van, greeted Officer Holley like an old pal and handed over his license in no time.

Holley, curious about the contents of the van, questioned the driver, who explained he worked for a cremation service and had two customers in tow.

"I just have him back his license and said, 'You have a nice night,'" Holley said.

Four persons did not get off so easily and were cited for various offenses. One man, a passenger, was charged with possession of marijuana.

The sobriety of several, however, was questioned. Police had these persons perform field sobriety tests in the parking lot.

One guy, who apparently thought the whole program a kick, grinned his way through the tests and compiled some dubious

results. Clearwater Officer Douglas Barry told the man to lean his head back and touch his nose with his index finger. The guy stuck out his pinky and grinned.

"Index finger," Barry asserted, "do you know which is your index finger?" The guy stuck out his middle finger and grinned. Still, after the remaining tests, police allowed the man to drive away. "They get nervous when they get around the police," explained Largo Officer Clark Wagner, who assisted Barry with the test. "You have to make some allowance for that."

The police made allowances for three other drivers during the 11 p.m. to 3 a.m. checkpoint. They

called cabs for two and allowed one to walk home. But first they were offered the chance, without fear of reprisal, to go back behind the bank to the Mobile Crime Unit and blow into the Intoxilyzer machine to find out their blood-alcohol count. Police said they were "boosterline cases."

Largo Sgt. Michael Coleman, who oversees the project in his department, said he thought the first checkpoint was successful, even if it did not net any direct arrests. He said other officers on regular patrol were able to bring their suspects to the site and quickly process them.

Also, Coleman said, the 15 lawmen manning the checkpoint were

able to give cursory glances to nearly 1,000 passing cars and divert any suspicious-looking motorist through the stop, as nine cars were.

Finally, the sergeant said he thinks the checkpoints serve as a deterrent, "to make the public aware that we are out here and that we are serious about the DWI laws."

At least one member of the public, a young woman in the middle of the field sobriety test, did not care to hear about points of law, awareness, or anything else the police had to say for that matter.

"You're just mad," she snapped at the officer, "because I'm passing."

He wanted no part of checkpoint

By PHIL COLANGRO
Sun staff writer

LARGO—One man who wanted no part of the proceedings at the drunken driving checkpoint Saturday morning tried to slip by.

However, he drew attention to himself at about 2 a.m. by roaring through the pylons and corridor of marked police cruisers at about 80 mph.

Police were in hot pursuit with sirens blaring and lights flashing, diverting the attention of officers and motorists in the more general surroundings of the Freedom Savings parking lot.

The driver of the car was last seen at the intersection of East Bay Drive and Missouri Avenue, with police close behind. Minutes later, the car emerged again on East Bay, this time heading east.

Again the police were close behind.

He took a right at Third Street Southeast and police said he led them on a chase through a field and then tried to jump a six-foot ditch. He failed.

Ambulance crews had to pull the man out of the car, and he was transported to Medical Center Hospital. A spokesman there said he was treated and released.

Police identified the man as Joseph Peter Grandolfo, 27, of St. Petersburg. Grandolfo was charged with two counts of aggravated assault on a police officer with a motor vehicle, driving under the influence of alcohol, willful and wanton reckless driving, fleeing and eluding, suspended driver license, possession of paraphernalia and several traffic violations. He was being held Saturday night in Pinellas County Jail in lieu of \$4,750 bail.

FOCUS: CHECKPOINTS

SOURCE: CLEARWATER SUN
DATE: OCTOBER 23, 1983

Learn to detect drunk drivers

A staggering 25,000 people die and over a million more are injured annually in alcohol or drug-related highway accidents. The National Highway Traffic Safety Administration has developed a list of visual clues for detecting drunk drivers and the Automotive Information Council (AIC) has some added tips on what you should do if you encounter an impaired driver you suspect has been drinking.

When a person's driving is impaired, you are likely to see that motorist:

- turning abruptly, illegally or with a wide radius.
- straddling the center of the lane marker or driving into opposing traffic.
- stopping inappropriately or without cause in a traffic lane.
- driving with the car's headlights off.
- responding slowly to traffic lights or signalling inconsistent with driving actions.
- following other vehicles too closely.
- accelerating or decelerating rapidly.
- almost striking an object or vehicle.

If you spot a suspected drunk driver, keep plenty of space between you and that car. Let the impaired driver pass, or pull your car off the road.

If you have a CB radio, you can give an impaired driver alert on emergency Channel 9. Give the exact location by identifying the road the impaired driver is on and the direction of travel. Give a description of the vehicle such as model, color and license plate number. Stand by to answer questions or to repeat information.

Police campaign results in dramatic increase in arrests

By GEORGE WAYNE SHELOR

Staff writer

Since the "Arrest Drunk Driving" campaign began Oct. 1 in Clearwater and Largo, 167 persons have been charged with driving under the influence of alcohol, according to statistics released this week.

That number represents a 73 percent increase in the number of people arrested during the same period last year.

"We want to attribute the increase to the improved detection procedures of our officers who have been trained to detect the drunken driver," Clearwater police Sgt. John McNelly said. "We feel that, having had such schooling, officers can more readily detect the drunken driver just by looking at the way they drive."

Funded by a \$25,000 federal grant, the program is

a joint project by the Clearwater and Largo police departments, which began the campaign five weeks ago to combat a steadily increasing number of accidents and related fatalities.

According to Thursday's report, which includes results of the program through Nov. 9:

- Of the 167 persons arrested, 135 were males. The average age of those arrested, including females, was 30.

- The average blood-alcohol content of those charged was .20. Under Florida law, any motorist with a blood-alcohol content of .10 or above is presumed intoxicated.

- Of those charged, 103 persons told investigators they last consumed alcohol in a bar or restaurant.

- All but nine of those charged were arrested at night.



- Since the program began, 19 alcohol-related traffic accidents have occurred, resulting in 10 injuries, no fatalities and nearly \$40,000 in damages.

FOCUS: ARRESTS/SANCTIONS

SOURCE: CLEARWATER SUN

Cops get grant for video recorders

Clearwater has received a \$65,000 state grant for purchase of video tape recorders to aid in screening persons suspected of being drunken drivers, Police Chief Sid Klein told city commissioners Monday.

Klein said the department expects to have the program in operation no later than October.

Working with the Largo Police Department, Clearwater officials applied for the grant last May.

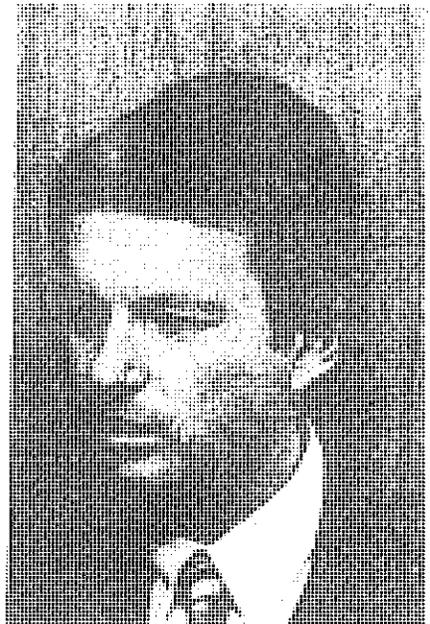
The proposal calls for using videotapes and urine testing equipment to screen suspects at the Largo Police station on East Bay Drive, at Clearwater police headquarters and at the Clearwater substation in suburban Countryside.

Police hope to use the videotapes and test results as evidence in cases involving drunken driving charges.

The Clearwater Police Department hopes to use the videotapes and test results as evidence in cases involving drunken driving charges.

Pinellas County Sheriff Gerald Coleman and Pinellas-Pasco State Attorney James T. Russell have suggested local governments purchase \$40,000 "BATmobiles" stocked with video equipment and testing equipment.

Klein has contended that the BATmobile program would be too costly for Clearwater to implement.



CHIEF SID KLEIN

FOCUS: VIDEO EQUIPMENT

SOURCE: CLEARWATER SUN

Drunken driving arrests up 72 percent in Clearwater, Largo

By TIM NICKENS
Clearwater Times Staff Writer

CLEARWATER — When the Clearwater and Largo police departments began their joint effort to crack down on drunken drivers Oct. 1, their goal was to increase arrests for driving while intoxicated (DWI) by 25 percent.

Statistics released by the departments on Friday indicate they are nowhere near that figure.

They're way over.

The combined number of DWI arrests for the two departments has increased by 72 percent over the same period last year, the departments' records show. Between Oct. 1 and Thursday, officers had arrested 167 drivers on DWI charges, compared with 97 arrests in 1982.

"Arrest Drunk Driving" is a pilot program financed by a \$62,500 state grant that will run until 1985. The program has exceeded expectations for several reasons, Largo Chief Jerald Vaughn said. He said initial publicity may have deterred some drinkers from driving, "but after that, some forgot and went back to their old ways."

Between Oct. 1 and Thursday, officers had arrested 167 drivers on driving while intoxicated charges, compared with 97 arrests in 1982.

OFFICERS' interest in the program, sparked by extra training in detecting and processing drunken drivers, has also led to more arrests, Vaughn said.

"All of the training and everything else is still fresh in (officers') minds," said Clearwater Sgt. Mike Egger, who spent part of Veterans Day planning a checkpoint that will be manned by both departments in Clearwater tonight.

"They're still fairly excited about it."

Suspected drunken drivers are given a motor skills test on the scene. If they fail,

Please see ARRESTS, Page 3

Arrests from Page 1

they are taken to the Clearwater or Largo department headquarters, or to the Clearwater substation on McMullen-Booth Road for Intoxilyzer, blood and urine tests.

Another key to the program is the use of police checkpoints regularly set up on highly traveled Clearwater and Largo roads.

Vaughn said the areas coming under the greatest scrutiny haven't changed since the program began. Patterns in alcohol-related accidents will determine when and where other roads will be added, he said.

IN CLEARWATER, the areas receiving the most attention are Drew Street and U.S. 19; Belcher Road and Gulf-to-Bay Boulevard; U.S. 19 and Gulf-to-Bay; Court Street and Gulf-to-Bay; Highland and Gulf-to-Bay, and

Memorial Causeway.

In Largo, it's Ulmerton Road; 113th Street and Ridge Road; East Bay Drive and Keene Road; East Bay Drive and Fulton Road, and Missouri Avenue.

Police statistics show:

✓ The average age of those arrested is 31 in Clearwater and 31 in Largo.

✓ Most drunken drivers had their last drink at a bar.

✓ Drunken drivers have caused an estimated \$33,400 in property damage in Clearwater since Oct. 1 and \$5,700 in Largo.

✓ No one has died in a drinking-related traffic accident since Oct. 1.

Drivers convicted of drunken driving for the first time face a license suspension ranging from six months to a year, a mandatory \$250 fine, a possible six-month prison sentence, a mandatory 50 hours of community service work and a mandatory alcohol-abuse course.

FOCUS: ARRESTS/SANCTIONS
CHECKPOINTS
LOCATIONS

SOURCE: ST. PETERSBURG TIMES
DATE: NOVEMBER 12, 1983

Death rides with drivers who drink

By GEORGE-WAYNE SHELOR
Sun staff writer

Nearly 500 Americans will die violent deaths this week.

They won't be bombed in Lebanon or ambushed in Grenada. They will be killed on the nation's super-highways and back roads.

Their killers? Drunken drivers.

Today through Saturday is National Drunk and Drugged Driving Awareness Week, and throughout the week, Americans will be bombarded with newspaper stories, television features and billboards that drive home the deadly problem posed by drunken drivers.

Nonetheless, the staggering death toll is not expected to decline despite the publicity campaign.

"Since driving after a person has been drinking alcohol appears to be socially acceptable, deaths directly attributable to alcohol-related accidents will never disappear," said Clearwater Police Sgt. Mike Egger. "Although enforcement and public education programs can have an impact, the long-range objectives must be approached on a sociological level."

"The real problem," explained Largo Police Sgt. Mike Coleman, "is that until society as a whole decides to change its attitude about drinking and driving, people are going to be killed on the highways."

Egger and Coleman head up "Arrest Drunk Driving," a federally funded cooperative program of the Clearwater and Largo police departments. As of Wednesday, 283 suspected drunken drivers have been arrested since the high-profile program began Oct. 1, up dramatically over the same period last year.

"So you can see that arrests (in Clearwater and Largo) are way, way up," said Sgt. Coleman.

"People in the community have said they're watching their drinking habits a little closer now,"

(Please see ° DEATH, next page)

* Death

(from page 1B)

Egger said. "I think they're more conscious of the enforcement in the area and are curtailing their drinking earlier. And we've heard that some people are taking alternative means of transportation (when they become intoxicated)."

Since the program began, there have been no alcohol-related traffic fatalities recorded in either Clearwater or Largo. But such is not the case around the nation. Americans seem to have the attitude that "It'll happen to the other guy, it'll never happen to me."

But statistics compiled by the National Highway Traffic Safety Administration indicate otherwise:

□ One out of every two Americans will be involved in an alcohol-related traffic accident in their lifetime.

□ There are about 2,000,000 alcohol-related accidents every year, and more than half of all fatal motor vehicle accidents in the United States are caused by drunken drivers.

□ 250,000 Americans have died in alcohol-related accidents in the past 10 years, one death every 20 minutes.

□ 700,000 people are injured in alcohol-related accidents each year, 74,000 seriously.

□ The hours of darkness—particularly on weekends—are the "killing hours." Eighty percent of all alcohol-related traffic fatalities occur between 8 p.m. and 8 a.m. And on weekend nights, one of every 10 cars on the highway is driven by a drunken driver.

□ Sixty-five percent of all single-car accidents are the result of an alcohol-impaired driver.

And when young drivers are singled out the statistics become more sobering:

□ Drunken driving is the leading cause of death of Americans between 16 and 24 years old, according to the National Safety Council.

□ Some 8,000 teen-agers will be killed and 250,000 injured this year in drunken driving accidents.

□ Although 16- to 24-year-olds comprise only 20 percent of the licensed drivers in America, they cause 42 percent of all alcohol-related fatal accidents.

"No matter what the police and the court systems do, people, and society as a whole, need to make up it's mind that it is tired of seeing friends and loved ones die at the hands of drunken drivers," Coleman said. "Until such time, the problem is still going to exist."

FOCUS: RESULTS
GENERAL DETERRENCE

SOURCE: CLEARWATER SUN
DATE: DECEMBER 11, 1983

Cops looking out for tipsy revelers

By GEORGE-WAYNE SHELOR
Sun staff writer

New Year's Eve in America is traditionally a time for drinking, revelry and celebration.

But the predicted traffic deaths of at least 28 people should temper the celebration in Florida this year.

According to the Florida Highway Patrol, 28 motorists will die on Florida's highways during the New Year's holiday, from 6 p.m. Friday through midnight Monday. And about half of those deaths will be directly attributable to alcohol-impaired drivers, according to national studies.

Inside

□ Police working to prevent holiday highway fatalities, 4A

□ 'Dram shop' laws help cut down on drinking, 4A

To combat the highway carnage, the Highway Patrol plans to assign special weekend squads to crack down on those who drive under the influence of alcohol or drugs during the holiday. The program was also instituted during the three-day Christmas holiday.

Troopers in the special squads will be relieved of most traffic accident work to handle the drinking or drug-taking drivers, according to Sgt. Mike Kirby.

"But if we have a rash of accidents, we will have to pull these people off (the special detail)," he said.

Kirby said he hoped the expected cold weather will cut down on the number of motorists on state roads, as it did during the frigid Christmas weekend.

Last year, 26 people were killed over the New Year's holiday, Kirby said, and nearly half of those deaths were alcohol-related.

As in other parts of the state, local police and sheriff's deputies will be out in force in northern Pinellas County, concentrating on drinking motorists and using blood-alcohol testing equipment.

Clearwater and Largo police, as part of their "Arrest Drunk Driving" cam-

(Please see * TIPSY, next page)

* Topsy

(from page 1A)

paign, will conduct a series of drunken-driver awareness checkpoints at a number of locations tonight. Unlike previous checkpoints, the ones planned for New Year's are aimed at exchanging information and promoting public awareness, according to Clearwater Police Sgt. John McNeilly.

"This particular DWI detail is more public relations oriented ... we hope to give motorists the opportunity to become aware of the problems posed by drunken drivers," McNeilly said.

He said police will be stopping motorists and distributing circulars detailing the dangers of drunken driving and what the consequences a convicted alcohol-impaired driver faces.

"We'll be handing out literature, not lecturing ... it's a prevention campaign," he said. "However, if there is a case where obvious signs of impairment are observed, the driver will, as a last resort, be arrested."

The tentative locations of tonight's checkpoints are:

□ Ridge Road at 16th Avenue Southwest in Largo from 5 to 6 p.m.

□ On Memorial Causeway in Clearwater from 6:15 to 7:15 p.m.

□ Seminole Boulevard at 16th Avenue in Largo from 7:30 to 8:30 p.m.

□ Belcher Road north of Gulf-to-Bay Boulevard 8:45 to 9:45 p.m.

"Of course these times are not set in concrete ... we may adjust the times if there's a need to," McNeilly said.

Pasco County

To deter New Year's drunken drivers in Pasco County, Sheriff John M. Short has announced that the Selective Traffic Enforcement Program's manpower will be beefed up over the weekend.

"We're definitely going to have more people out for STEP," spokeswoman Cindy Kuhn said. "There's a possibility that we may also do a couple of roadblocks here and there, but we're not saying where they will be."

At those roadblocks, STEP officers will be checking for driver licenses and faulty equipment, as well as checking for those driving under the influence of alcohol or drugs. The "BATmobile" mobile, Breathalyzer and videotape unit will be patrolling to collect evidence, also.

Staff writer Bob Mallett contributed to this report.

FOCUS: CHECKPOINTS

SOURCE: CLEARWATER SUN
DATE: DECEMBER 31, 1983

Troopers to watch 'danger spots' this weekend

By DANIEL McLAUGHLIN
Tallahassee Staff Writer

If you're a man under 35 who has had a few drinks and takes to the road, especially a four-lane highway, you are among the most likely to die — or to take someone else's life — in a New Year's weekend accident, according to a Florida Highway Patrol study of last year's holiday fatal.

According to the Highway Patrol's computer study, a majority of the 28 people killed across Florida last New Year's — one death occurred in Hillsborough County — fit some part of the fatal profile. Says the Highway Patrol's investigator Sgt. Harry McField, four persons are expected to die in Hillsborough this New Year's weekend. The holiday period began at 8 p.m. Friday and will end at midnight, Monday.

Highway Patrol troopers will be working extra shifts, watching for party goers who attempt to drive after partaking of holiday spirits.

Here, according to the computer, are some facts about last year's holiday fatal:

- Sixty-two percent of the dead were males under 35 years old.
- Three-fourths of the dead were drivers, while one-fourth were passengers.
- Almost 80 percent of the drivers had been drinking.
- Some 43 percent of the fatal accidents took place on four-lane highways, when the weather was clear.
- Sixty percent of the traffic fatalities occurred on rural roads. Forty percent happened in urban areas, plus 43 percent happened on straight and level roads.

Forty percent of the dead were pedestrians, and about half of them had been drinking.

Almost no one involved in last year's holiday fatal — just one driver — used safety equipment such as a seat belt.

Efforts to hold down highway fatalities and accidents by motorists celebrating the arrival of 1984 have taken on varied forms this weekend.

Says McField, most of 80 troopers assigned to the Tampa office will work on three special nighttime and pre-dawn shifts around the county to catch the "impaired driver." Meanwhile, Tampa cab companies are offering free rides to any-

one who has had too much to drink.

And if any local residents want to drive to Orlando to register, any man there is giving away free cemetery lots to people who drink and drive this weekend.

Locally, troopers will be watching certain areas of Hillsborough picked by their computer as danger spots. They say they will be watching:

- U.S. 301 west of State Road 60; North Dale Mabry Highway; Walcott Avenue; Fowler Avenue; Fletcher Avenue; and State Road 32, which cuts through the east part of the county.

The troopers will be "watching during peak drinking periods," says the patrol's director, Col. Bobby R. Durkin.

"Let this be a caution," he says, "to those who drink and drive." Local troopers say they are particularly worried about this weekend because they believe the

boom will flow so freely for so many, and because traffic deaths are already way up in Hillsborough for this year.

In all of last year, 178 people died in local traffic wrecks. But so far this year, there have been 185 traffic-related deaths in Hillsborough.

Says McField, "I don't know what you can attribute the increase to because we have had a DUI arrest rate increase by over 50 percent from last year."

Carolynn At Tampa, a new alcohol treatment center to north Tampa, has arranged with Tampa Day Cab Co. to provide free rides to people who call 811-6000 between 7 p.m. and 8 a.m. until Jan. 3 and says they're too drunk to get home.

The Yellow Cab Co. WRDQ radio and the Tampa Area Safety Council are also sponsoring free rides to anyone who calls 253-4111 from a bar or home and requests a

"Q-105 Safe Ride." The ride must be less than 25 miles and end at the rider's home.

For the eighth straight year, Robert Neel of Woodlawn Memorial Park and Funeral Home in Orlando is offering free burial plots and funeral services to those who drink and drive during the holiday weekend.

All the motorist has to do is sign up beforehand. And he or she has to make this statement:

"I have no feelings for my family or respect for others. I intend to drink and drive during the New Year's weekend. Register me for a free grave and funeral services if I die as a result of this."

Every year, he gets about a dozen people signing up. Neel said no one has ever claimed a loss. An Associated Press story was used in this report.

FOCUS: LOCATIONS

SOURCE: TAMPA TRIBUNE
DATE: DECEMBER 31, 1983

Police too lenient in arrest of Largo mayor, callers charge

By DAVID O'JANE
Clearwater Times Staff Writer

LARGO — Some people are not happy with the way Largo police handled traffic charges against Mayor George McGough Tuesday morning.

About 35 persons, in phone calls to the Times and the Largo Police Department, said they think police were too lenient after an officer saw McGough's car "weaving badly." Police reported that the mayor was "staggering" and smelled of alcohol.

Police charged McGough, 69, with reckless driving and making an improper turn. He admits to drinking up to four mixed drinks

before he was stopped about 1 a.m. Tuesday, but he says he was not drunk.

Local newspapers reported the charges against McGough Wednesday.

Largo Police Chief Jerald Vaughn said the incident will hurt the department's much-publicized efforts to curb drunken driving. The "Arrest Drunk Driving" program, with the cooperation of Clearwater police, has led to 78 percent more drunken driving arrests than at this time last year.

BUT THE lack of a drunken-driving charge in the McGough incident has led to some bad publicity, Vaughn said.

"People are pretty hostile about it," he said.

Included among the critics is the local chapter of Mothers Against Drunk Driving (MADD), whose members include parents who have lost children in alcohol-related traffic deaths.

"Why wasn't the mayor given an intoxilyzer test?" asked MADD members Hy and Diane Fradette in a letter to Vaughn. They were referring to a chemical test used to measure the amount of alcohol in the bloodstream. In the letter, which the Fradettes read to a Times reporter Wednesday, they continued: "This incident has made a mockery of 'Arrest Drunk Driving.' It has brought disgust to our hearts."

VAUGHN HAS said arresting officer Stephen Daley felt that the evidence from two dexterity tests did not lead Daley to think he needed to test McGough with a breathalyzer. Breathalyzer tests are often the strongest evidence police bring to court in drunken-driving cases.

Vaughn said Wednesday that he continues to support Daley's decision. Officers are allowed to use their discretion in making arrests, he explained.

"There are a lot of people who aren't arrested" in situations similar to what happened to McGough, Vaughn said Wednesday.

Nonetheless, Vaughn said he expects Largo officers in the future to bear traffic offenders

complain that police will treat them differently than the mayor was treated.

"That's just simply not true," Vaughn said.

VAUGHN SAID THE McGough incident has generated the most negative publicity toward a police department since he's been in law enforcement. He said he spent most of Wednesday morning fielding complaints on the telephone. Largo Capt. Thomas Knapp said some callers he spoke with told him they had lost respect for the department.

McGough said Wednesday that he planned to send a \$25 payment for the improper-turn ticket later that night. He said his court date for the reckless driving charge is scheduled for the end of the month.

FOCUS: CONTROVERSIAL
LOCAL INCIDENT

SOURCE: ST. PETERSBURG TIMES
DATE: JANUARY 19, 1984

'McGough incident' mars crackdown effort

editorial

The "George McGough incident" is not, as some have inevitably claimed, being blown out of proportion. The incident is worthy of the publicity it is receiving primarily because it has tainted the Arrest Drunk Driving program of the Largo and Clearwater police departments.

The program is a much-heralded, much-needed and much-welcomed effort by the two departments, working jointly, to get drunken drivers off the roads and save lives.

IT IS no less than a crackdown on people who drive after they have had too much to drink.

A crackdown? Pardon the incredulous looks on the faces of all those who have read about the McGough incident.

George McGough is the mayor of Largo. He was stopped by a Largo police officer early Tuesday morning and charged with reckless driving and making an improper left turn. He was not charged with driving under the influence of intoxicants nor was he asked to submit to a chemical blood-alcohol test.

Yet, the police officer making the arrest said McGough's car was "weaving badly." He said the car "left the road" on one occasion. He said McGough finally stopped his car and then started backing up toward the police cruiser, forcing the officer to repeatedly scream at him until he stopped.

HE SAID McGough, when he got out of his car, was "staggering badly." He said McGough fell against the police cruiser twice while trying to perform a dexterity test.

And the officer smelled alcohol on McGough.

But, according to Largo Police Chief Jerald Vaughn, the officer did not feel that there was enough evidence to charge McGough with driving under the influence or to request that he submit to an in-

toxilyzer test. It was "a judgment call," Vaughn said.

It was, it would seem to us, poor judgment.

AT THE least, it seems that police officers are given much too much discretion. And what happened to the Arrest Drunk Driving program in which the administration of intoxilyzer tests was to be streamlined?

The residents of this community — both those who want drunken drivers off the streets and those who may be stopped by police in the future — need to know the procedures under which local police officers operate when apprehending persons suspected of drunken driving.

Forgive the great number of people who can't figure out how falling-down-drunk you have to be before an officer decides whether to call for an intoxilyzer test and to place a driver under the influence charge.

And forgive those who are convinced that McGough received preferential treatment, whether or not it's true, because he is the mayor of Largo.

WE ARE not about to condemn George McGough. It definitely appears that he should not have been behind the wheel of a car, but we will never know that for absolute fact.

We do believe that McGough was ill-served by his own police department. If McGough had taken the blood test, found to be legally intoxicated and charged with driving under the influence, people would have been justifiably critical but not condemnatory. Public officials make mistakes, too.

But the belief that McGough "got off" because of who he is will die hard.

FOCUS: EDITORIAL OPINION
CONTROVERSIAL LOCAL
INCIDENT

SOURCE: ST. PETERSBURG TIMES
DATE: JANUARY 20, 1984

Two cities join fight to arrest drunken drivers

By DAVID DAHL
Clearwater Times Staff Writer

CLEARWATER — Drunken drivers beware: Police in two more north Pinellas cities have intensified their watch for you.

Police in Tarpon Springs and Dunedin say they're eager to jail drunken drivers as quickly and as often as Clearwater and Largo police have recently done.

The stepped-up enforcement is a result of the department's new membership in the Arrest Drunk Driving program. The federally financed program, started Oct. 1 by Clearwater and Largo police, has led to 60 percent more drunken-driving arrests in those two cities than in the same period last year.

THE POLICE chiefs from Dunedin and Tarpon Springs hope for similar results in their cities.

"We're going to have the drunken driver hotbed up all the way between Largo and Tarpon Springs," said Tarpon Springs police chief Blaine LeCouris at a press conference Tuesday with his three colleagues. "We think we're going to wipe him out."

Eight people died in traffic accidents on Tarpon Springs roads in '83. LeCouris isn't sure how many of



Clearwater Times — DAVID DAHL

Chiefs Blaine LeCouris of Tarpon Springs, Bob Haworth of Dunedin and Jerald Vaughn of Largo listen to Clearwater chief Sid Klein

the deaths were alcohol-related — but he'd do anything to see fewer in 1984.

Federal officials say that about 25,000 people are killed in alcohol-related traffic accidents each year.

THE ARREST Drunk Driving program means LeCouris' 26 officers and the 47 officers in Dunedin have been trained to detect drunken drivers

before and after the drivers are pulled over.

The officers are trained to know common characteristics of drunks which include poor driving and erratic eye movement.

It's the same training officers in Clearwater and Largo have gone through. The officers use the training

during their regular patrols and during occasional, unannounced road blocks used to detect drunken drivers on north Pinellas' busiest roads and intersections.

Once arrested, drunken drivers can be tested on new Intoxilyzer machines at any of the four police departments. Those machines accurately measure

the amount of alcohol in a person's blood.

FOR ADDED evidence, drunken driver can be videotaped while he is taken to any of the departments.

Please see DRUNKS, Page

FOCUS: EXPANDED PROGRAM

SOURCE: ST. PETERSBURG TIMES
DATE: APRIL 11, 1984

Two more cities join Arrest Drunk Driving

By LESLEY COLLINS
Sun staff writer

The Dunedin and Tarpon Springs police departments Tuesday jumped on the Arrest Drunk Driving bandwagon launched in September by Clearwater and Largo police, Chief Sid Klein said Tuesday.

Encouraged by a 60 percent increase in drunken driving arrests since the crackdown began, the two additional departments will team up with Clearwater and Largo's operation in three weeks, Klein told reporters at a Tuesday press conference.

The highly touted program aims to reduce the number of alcohol- and drug-related fatal and serious-injury accidents by 20 percent, decrease the time spent by police on each case by one hour and increase drunken driving arrests by 25 percent.

With four cities covering 75 square miles now involved in the effort, roadside checkpoints will expand into upper Pinellas County. Klein said future checkpoints, based on areas known for high accident rates, are set for the Courtney Campbell Parkway, Memorial Causeway, Dunedin Causeway, State Road 580, East Bay Drive, Alt. U.S. 19 and U.S. 19 in Tarpon Springs.

An additional \$33,000 grant from the National Highway Traffic Safety Administration, effective April 15, will finance extra officer training and equipment purchases, Klein said.

Sgt. Mike Egger, coordinator for the Clearwater program, said training for Dunedin and Tarpon Springs officers has been com-

With four cities now in the program, roadside checkpoints will expand in upper Pinellas.

pleted and equipment to test for alcohol use will be bought and installed in about 30 days. Two new breath-alcohol testing sites at the Dunedin and Tarpon Springs police departments will share the load in processing motorists arrested for driving while intoxicated, he said.

Dunedin Police Chief Robert Haworth said he hopes standardized procedures will boost drunken driving arrests in his city from the 143 made in 1983.

"We will be the first to admit that we need help," Haworth said.

There were 122 alcohol-related car accidents and one traffic fatality in Dunedin last year, he said.

Despite having a population of 18,000 residents, only 48 drunken driving arrests were made last year in Tarpon Springs, according to Police Chief Blaine LeCouris.

"This program is long overdue in the north end of the county," LeCouris said. "We're going to have the drunk driver bottled up between Tarpon Springs and Largo. ..."

While individual Florida cities are participating in the Arrest Drunk Driving program, Sandra Whitmire of the Florida Bureau of Highway Safety said, the four-city program among Clearwater, Largo, Dunedin and Tarpon Springs is unique to the state.

FOCUS: EXPANDED PROGRAM

SOURCE: CLEARWATER SUN
DATE: APRIL 11, 1984

Checkpoint gets message across: Don't drive when drunk

By DAVID DAHL
Clearwater Times Staff Writer

CLEARWATER — The fellow with the red eyes and the opened six-pack said he knew Clearwater police had increased their efforts to catch drunken drivers.

He said he'd had a couple beers, but drove anyway early Sunday because his friend was in worse shape than he.

He got caught. The man, who said his name was Phil but refused to give a reporter his last name, was one of 108 drivers stopped by police during a roadblock that lasted 2½ hours Sunday on the Courtney Campbell Parkway.

"What do you mean was I surprised?" Phil asked a reporter. "I know they're out in force. That's why they're getting 60 percent (more)

drunken driving arrests this year than last.)"

No arrests were made for drunken driving at the checkpoint, though police offered eight drivers — including the man with the six-pack of beer — an opportunity to go home by cab or with friends.

"And they took it," said Sgt. Mike Egger of the Clearwater police department.

The checkpoint on busy Courtney Campbell Sunday was one of a handful that police have conducted since October when Clearwater and Largo police started their federally financed Arrest Drunk Driving program. Sunday's effort was the first to include officers from the two newest members of the program, the Tarpon Springs and Dunedin police departments.

In all, 25 officers from the four departments participated.

Those drivers selected were interviewed by police for about one minute. If an officer felt the driver may have been drinking, the motorist was asked to perform field sobriety tests.

The police checkpoint worked like this: Beginning near the Clearwater Christian College, signs and lights routed all westbound traffic on the parkway into a single lane. Motorists drove through a lane flanked by orange cones and police officers wearing reflective vests.

The lane passed by a parking lot of a State

Department of Transportation office. Early in the morning's work, officers diverted every 20th car into the lot. As traffic dwindled, the rate was lowered to one in every 10 and later one in every five. In addition, motorists who drove erratically were told to pull into the parking lot.

Those drivers selected were interviewed by police for about one minute. If an officer felt the driver may have been drinking, the motorist was asked to perform field sobriety tests.

Critics complain that the roadblocks are unconstitutional and are challenging them in several states. Sgt. Egger, who coordinated Sunday's checkpoint, said the local effort has the blessing of the Pinellas-Pasco State Attorney's office.

Egger said the word is out that police are

looking for drunks. And that means increased deterrence of drunken driving throughout the area, he said.

"I hear we've been on the CB (citizen's band radio) — that we've got a checkpoint set up on Howard Frankland Bridge," Egger said. The report was inaccurate, Egger said, but "the checkpoints is getting its message across."

Egger declined to say how many times Clearwater and Largo police have conducted the roadblocks. "The public is under the impression that we've pulled many, many, many of these," he said.

Egger wants to keep it that way. Statistics show that deaths and accidents related to drunken driving have decreased since Clearwater and Largo started the program. And,

Please see DRUNK, Page 3

Drunk from Page 1

arrests are up 60 percent over the same time last year.

Egger said he had hoped for about five drunken driving arrests on the busy parkway that serves as a route to Tampa for Clearwater residents. Officers counted 830 cars during their duty, but they didn't come close to Egger's goal.

Police arrested one man for possession of marijuana and also wrote two citations for driving with a suspended license and driving with an expired tag.

One problem was that patrol officers customarily use a motorist's bad driving performance as evidence to make a driving while intoxicated (DWI) charge.

The slow driving required through the checkpoint takes

away that evidence. And, Egger said, evidence from the Intoxilyzer machine drivers hear so much about can be used only after an arrest is made.

Still, some drivers made it hard for the officers to say no. Phil drove his friend's black El Camino past the checkpoint even though officers ordered him to stop. When he finally was directed into the parking lot, officers said it appeared he was under the influence.

But he told police he had deformed feet and could not perform dexterity tests the officers use to determine sobriety. The officers allowed Phil, his friend and another driver in similar condition to take a cab home.

The men grabbed their six-packs and climbed into the cab.

"Thank you, officer," one yelled.

FOCUS: CHECKPOINTS

SOURCE: ST. PETERSBURG TIMES
DATE: APRIL 30, 1984

'Pen test'

Clearwater cops using 29¢ pen in sobriety test of motorists

By DAVID DANL
Clearwater Times Staff Writer

CLEARWATER — Police use \$1,935 breathalyzers, \$1,200 video cameras and other fancy equipment to help catch drunken drivers.

Their newest weapons, though, are common, everyday pens that sell for about 29 cents.

The only thing fancy about the pens is the way they are used. Police in Clearwater say they use the pens to see if someone is drunk.

Officers hold their pen in front of the face of motorists suspected of driving under the influence of alcohol (DUI) and order them to follow the pen with their eyes.

If the motorist's eyes flutter excessively, police say, chances are the driver is drunk.

The test is called Horizontal Gaze Nystagmus. Clearwater police this summer became the first law enforcement

agency in Pinellas County to begin using the test.

FLORIDA HIGHWAY patrol troopers in Pinellas plan to use the test and say they may be among the first troopers statewide to start. And police in Largo, Dunedin and Tarpon Springs — who are members of the Arrest Drunk Driving program along with Clearwater — are being trained to use the test.

Police say the gaze test hasn't been challenged in local courts, but it has the blessing of the Pinellas-Pasco state attorney's office.

"It's a legitimate test," said Larry Jacobs, chief of the misdemeanor division of the state attorney's office.

However, Jacobs and Jack Hellinger, the president of a local defense lawyers association, say it's only a matter of time before a legal challenge is filed.

Sgt. Mike Egger, who heads up

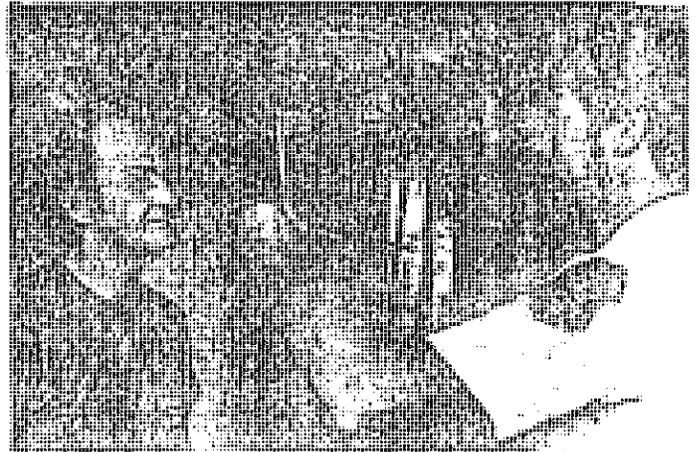
the Clearwater police department's Arrest Drunk Driving Program, said he is confident the test will hold up under legal scrutiny. He has stacks of reports that he says prove the new test is accurate.

"I'm prepared for it at any time," Egger said of the court challenge.

Egger explained the test to a reporter this week. It hinges on the fact that the eyes of nearly everyone — 96 percent of the population — begin to flutter involuntarily under certain circumstances if they are drunk.

And Egger said more than 100 of Clearwater's officers have received several hours of training to learn how to measure the involuntary fluttering.

The test works like this: the officer holds the pen vertically about six inches from the face of the suspected drunken driver. He moves it to the right and to the left of the driver's face. The driver's eyes are supposed



Clearwater police officer Stephen Brooks demonstrates the new sobriety test on Chester Parks, who volunteered as a model while working at the police station.

to follow the pen.

OFFICERS SCORE the test using three criteria that can indicate drunkenness:

✓ Whether the driver's eyes are

fluttering or jerking back and forth once the pen reaches a 45 degree angle from the center of the driver's face. If both eyes flutter, score two points against the driver.

✓ Whether that flutter — called

nystagmus — begins before the pen is at the 45 degree angle. If so, it's two more strikes against the chances of sobriety.

Please see PEN, Page 2

FOCUS: ROADSIDE TESTS
GAZE NYSTAGMUS

SOURCE: CLEARWATER SUN
DATE: JULY 15, 1984

Unwilling pupils

Eye-movement test finds drunken drivers

By DANIEL McLAUGHLIN
Tribune Staff Writer

Tampa police and Hillsborough sheriff's deputies say they soon will start using a fiendish new test to catch drinking drivers.

The so-called "nystagmus test" has been shown to be about 95 percent accurate in determining whether drivers have consumed more than the legal limit of alcohol.

The test — similar to having someone follow a hypnotist's signals — was tried out Wednesday by a Tampa Police Academy class on a handful of media-types and a local businessman.

The five guinea pigs, including a police officer, doused up to 12 1/4 ounces of liquor apiece before being subjected to the eye-movement test.

"The test worked," Tampa police Sgt. J.N. Horne declared after officers had judged a policeman, a television reporter, a radio reporter and an executive drunk.

A Tribune reporter passed the test. Police said the nystagmus test

works between about 80 and 95 percent of the time.

The five were overcome by extreme laughter, dizziness and other symptoms after they willingly consumed the equivalent of eight to 12 drinks each, in two hours, and then submitted to several deatery tests that police officers usually give during roadside sobriety tests.

Two University of North Florida instructors were teaching the class of 33 officers at the police academy, preaching the benefits of using the nystagmus test to spot and yank drinking drivers off the road.

What is the test? The slightest fluttering in eye movement as a person tries to follow a horizontally moving object, held 12 to 15 inches from the face, is a dead give-away. Alcohol probably has infected the brain.

Bob Jacobs of the UNF Institute for Police Traffic Management explained: Under the influence of alcohol, the eye muscles relax and it is next to impossible for someone who has been drinking to not have some

lateral eye movement.

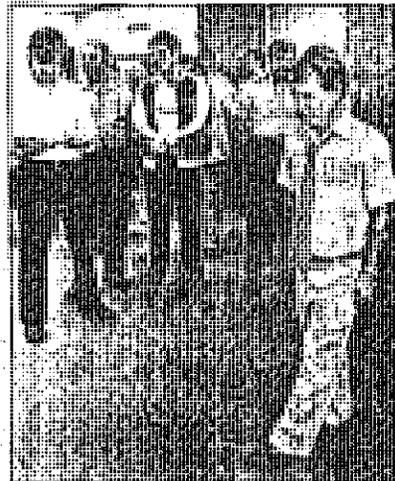
How one reporter managed to pass the test was hotly debated by members of the class. He ate greasy food to coat his stomach beforehand, some officers argued. He only drank water, others asserted, before sampling his glass of gin.

"Some people just absorb alcohol differently," reasoned Sgt. Horne. "The little guy from Q-103, he got drunk immediately. Then the guy from Channel 8 started swaying."

According to the National Highway Traffic Safety Administration, the nystagmus test "is the least known" among police agencies but the "most accurate in pinpointing alcohol impairment."

Traditionally, police here have asked drivers to stand on one leg and count to 30, or pick up coins dropped on the pavement, or walk a straight line for nine paces, turning around and walking nine paces again.

Those tests, police said Wednesday, will still be used.



Tribune reporter Dan McLaughlin, above, passed the "nystagmus test," despite downing several small drinks. The test will be used to catch drinking drivers. Q-105's Roger Schulman tries to walk the line while law enforcement officials watch during a trial run of a new test to be used to catch drunken drivers.

Tribune photos by DAN McDUFFIE

FOCUS: ROADSIDE TESTS
GAZE NYSTAGMUS

SOURCE: TAMPA TRIBUNE
DATE: AUGUST 23, 1984

Auto safety

Eye-jerk test for drunken drivers hailed

NANCY KALWARY

Bureau Chief

ORLANDO — The eyes have it when it comes to detecting drunken drivers, according to law enforcement experts using a new vision test to tell who's drinking and driving.

The test — horizontal gaze nystagmus — will be in use soon by police officers in four Pinellas counties to help determine the blood alcohol levels of drunken driving suspects. Clearwater, Largo, Dunedin and Tarpon Springs police officers are being trained to administer the test as part of the cities' get-tough coordinated Arrest Drunk Driving program.

The test is one of the most reliable, simplest and cheapest ways to tell if a driver is under the influence of alcohol.

"It works; it works real well," said Cpl. Bill Tower of the Maryland State Police alcohol

speed enforcement unit at a Lifesaver conference involving more than 800 highway safety professionals.

Here's how the test works: "Nystagmus" is a term that refers to a jerking movement of the eye, and "gaze nystagmus" refers to jerking of the eye as it moves to the side. Many people exhibit some jerking as their eyes move to the far left or far right, but as people become more intoxicated, the nystagmus, or jerking, becomes more pronounced, particularly at extreme angles.

"It's involuntary; people can't control it or stop it," Tower said. "When you're sober, the jerking can hardly be noticed, but when you're drunk, there's a noticeable jerking of the eyeballs."

Officers are trained to use a small penlight or pen to test drivers for drunkenness. The pen is held about 12 inches in front of the suspect, just above eye level, Tower said. The officer moves

the pen from side to side and the suspect is asked to follow the movement with his eyes. The test also can give a reliable reading on blood alcohol levels, he said.

Depending on what point the eyes begin jerking as the officer moves the pen, Tower said, he can pinpoint the alcohol level at the legal limit of .10 or higher.

The degree of accuracy for the eye test is between 77 and 90 percent, he said.

However, he pointed out, there are several limitations to the test. It won't be accurate on people with brain tumors, color blindness or inner ear problems. He also advised officers not to administer it to persons wearing hard contact lenses. "They tend to pop out, and I don't think the police department wants to pay for contact lenses."

Tower said the eye-jerk test has been used successfully at his state's sobriety checkpoints.

FOCUS: ROADSIDE TESTS
GAZE NYSTAGMUS

SOURCE: EVENING INDEPENDENT
DATE: AUGUST 23, 1984

Drunken driving arrests up in Dunedin

By DAVID DAHL
Clearwater Times Staff Writer

DUNEDIN — In this city, police say, the Arrest Drunk Driving program is catching tipsy motorists in record numbers.

Since Dunedin police joined the program in April, arrests for drunken driving have increased 164.4 percent when compared to the same time last year, according to Dunedin police statistics.

And when compared to 1982, police say, the increase is even more startling: 202.8 percent.

"Our guys are knocking them dead," boasted Dunedin police Lt. Bruce Mills.

Police in two of the other three cities participating in the program — Clearwater and Largo — say the program has increased arrests by about 50 percent.

Dunedin police have arrested 166 people for Driving Under the Influence (DUI) since April 1, Mills said Thursday. In the same period last year, 59 people were arrested in Dunedin, he said. Forty-three were arrested in that period in 1982.

MILLS attributed the increase to the training Dunedin's officers get under the federally financed Arrest Drunk Driving program.

Mills tallied up the percentages at the request of a Times reporter Thursday. When he discovered the large increase, he wrote a memo praising the work of Dunedin's 29 patrol officers and tacked it on the department's bulletin board.

"I think we've finally gotten the officer's to think about drunken driving with the same amount of importance as, say, burglaries," Mills said. "Frankly, we lose more property and lives to drunk drivers than we do to burglars."

Dunedin police, along with Tarpon Springs police, started in the Arrest Drunk Driving program April 1. They joined police departments of Clearwater and Largo, which started the program Oct. 1.

Under the program, officers have received training in detecting drunken drivers and making prosecutable arrests. Police also have used a media campaign aimed at telling motorists their chances are now greater of getting caught if they drink and drive.

WHEN THE PROGRAM was set up, police vowed to increase drunken driving arrests by 25 percent. Police in Clearwater and Largo also have surpassed that goal — but with not as much success as police in Dunedin.

Clearwater police Sgt. Michael Egger said arrests in Clearwater have increased about 48 percent over this time last year. In Largo, Egger said, the figure hovers between 45 and 55 percent.

Statistics from Tarpon Springs were not available because difficulties police there were having in recording the arrests, according to Egger.

FOCUS: RESULTS

SOURCE: ST. PETERSBURG TIMES
DATE: AUGUST 26, 1984