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DOT HS 803 022

VOLUME I ANNUAL REPORT SUMMARY JANUARY-DECEMBER 1975

D. A. REEDER
G. L. DAVIDSON
M. J. MILLER

MAUCHLY WOOD SYSTEMS CORPORATION
102 SOUTH 27TH
SULTE 100
BOISE, IDAHO 83706

Contract No. DOT HS-153-2-239 Contract Amt. \$2,279,944



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National Highway Traffic Safety Administration
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#### 1.0 INTRODUCTION

The Idaho ASAP began in June of 1972 and was in full operation by September of 1972. Twelve countermeasures, as listed below, were utilized in the design of the project:

- Project Management
- Enforcement
- Judicial and Prosecution Assistance
- Expert Witness/Chemical Laboratory
- Education/Re-education
- Rehabilitation
- Driver Testing, Licensing and Regulation
- Public Information and Education
- Legislative and Regulatory
- Medical Advisory Board
- Alcohol Data Bank
- Information Services

The Prosecution Assistance function was intended to aid monetarily in the prosecution of DWI cases, but was discontinued due to resistance from the prosecution office. A team of twelve presentence investigators was created and functional throughout the project period. These investigators reviewed the background of convicted DWI's and presented recommendations on sentencing and rehabilitation.

The medical advisory board, intended to develop criteria for withholding licenses for medical reasons, was not implemented and was also discontinued. This function is carried out by the Idaho Licensing sub-division of the Department of Law Enforcement.

All other countermeasures were successfully implemented and functioned throughout the operational project period.

In June of 1975, after three and one-half years of operation, the full federal funding of the program expired and the program was continued, although in a somewhat modified version. The Public Information and Education countermeasure was discontinued. The ASAP enforcement patrol of twenty six specially trained state policemen and the presentence investigation team and the ASAP project management continued, using state funding drawn from a three percent state liquor tax surcharge. The Alcohol Data Bank and the Evaluation Information System were continued under a special ASAP evaluation extension in order to report on the effectiveness of the ASAP in its modified version. The remainder of the countermeasure functions were continued in the state agencies in which they originally evolved.

In June of 1976, the ASAP project management will be discontinued. However, two countermeasures which are perhaps the most effective will be continued. The team of pre-sentence investigators will be continued under the probation and Parole Department and under this agency their function will be extended to criminal as well as DWI offenses. The ASAP Alcohol Emphasis Patrol will be continued as long as their funding is renewed each year by the legislature.

#### 1.1 DESCRIPTION OF THE ASAP COMMUNITY

In order to understand the nature of the drinking driving problem with which the Idaho ASAP must deal, an understanding of the characteristics of the community is desirable. Exhibit 1.1-1 presents a summary of community descriptor data relating to the Idaho ASAP. Other less tangible aspects of the Idaho ASAP community are also described in this section.

Idaho is a largely rural state of approximately five hundred miles in length and three hundred miles in width. Most of the inhabitants live in population centers under 50,000. There are approximately 56,000 miles of roads in the state with only 130 state patrolmen in addition to local enforcement to provide traffic law enforcement. Many of the state's roads are through winding mountainous areas which are slick with ice and snow in the winter. There is a migrant farm labor population during the summer, along with Indian reservations and military bases which account for a disproportionate number of DWI offenders. During the recreational season, normal traffic is swelled with a large tourist population. All these factors combine to make Idaho's fatality rate the fourth highest in the nation.

Against these factors, the Idaho ASAP is attempting to reduce alcohol-related fatality and injury accidents, but there are many obstacles. The extent of the drinking problem is severe with the average positive BAC being .15%. It is illegal in Idaho to publicly identify the BAC of a fatally injured driver, so that this must be done indirectly with many BAC samples going unmatched, unidentified, not submitted, taken after four hours from the time of the accident, or contaminated with embalming fluid. Most record-keeping is done manually and the few automated systems that do exist keep only that data required for internal use, and much of this is entered with no data verification. The drinking age was lowered to 19 in July 1972. There is no lesser violation to which a DWI can be plea bargained down to and still retain its indication as an alcohol-involved arrest. A DWI is routinely treated as a misdemeanor. Subsequent DWI violations may be treated as a felony, but this requires special action on the part of the prosecutor.

According to current statutes, it is legal to have an open container of beer in the driver's compartment, because the amount of alcohol in beer does not meet the definition of an alcoholic beverage. These factors combine to make alcohol involvement a large factor in accidents.

In order to operate the ASAP project on a statewide basis, Idaho has been divided into three administrative regions with a functional coordinator reporting to Project Management in each region. These regional coordinators act as a localized management in each region and provide aid to the separate countermeasures in carrying out their operations. In addition, these coordinators oversee the roadside surveys and address civic groups and various community organizations, thereby aiding in the dissemination of information regarding ASAP goals and activities and soliciting public support.

# 1.1 DESCRIPTION OF THE ASAP COMMUNITY (Continued)

ASAP project personnel consist of a project director, an assistant project director, and three regional coordinators. A functional coordinator for each countermeasure represents the agency which is directly involved in the countermeasure activities. Active countermeasures are Evaluation, Public Information, Project Management, Court Alcohol School (Alcohol Safety School), Driver Testing and Licensing, Driver Regulation, Magistrate Training, Presentence Investigation, Alcohol Emphasis Patrol Training, Alcohol Emphasis Patrol, Social Rehabilitation, Chemical Laboratory and Expert Witness, and the Alcohol Data Bank. Inactive countermeasures are the Medical Advisory Board and Prosecution Assistance.

The Chemical Laboratory is operated by the Idaho State Department of Health and Welfare. Public Information and Education has been subcontracted to an advertising agency. The Court Alcohol School is operated by the State Department of Education on a self-paying basis. Driver Testing, Licensing, and Regulation, along with Legal Advisory, are fulfilled by the State Department of Law Enforcement. The 26-man Alcohol Emphasis Patrol is managed by the Idaho State Police. Eleven presentence investigators and a supervisor are directed by a functional coordinator from the Supreme Court. Rehabilitation is provided by the Court Alcohol School established as an ASAP countermeasure, the Driver Improvement Counseling Program operated by the driver licensing division of the State Department of Law Enforcement, Defensive Driving Course and other rehabilitation agencies, such as Halfway House, AA, private hospitals, Mental Health facilities, and other available rehabilitation in each

Because of the lack of centralized administration of the State's rehab facilities, and the independent operating characteristics of the local judiciaries, no attempt has been made to initiate control groups for the purpose of evaluating rehabilitation treatment modalities.

EXHIBIT 1.1-1 ASAP COMMUNITY DESCRIPTOR

Annual Alcohol Consumption Rate	1973	1974	1975	1973-1974 Variance	1974-1975 Variance
Beer (Million Gallons) Wine (Thousand Gallons)	17.5 935	18.9 975	17.5 1114	8.0% 4.4%	- 7.4% 14.3%
Liquor (Thousand Gallons) Equivalent Drinks (Millions)* Per Capita Drink Consumption**	977 300 386.6	1032 321 412.1	1131 319 386.6	5.6% 7.0% 6.4%	9.6% 6% - 6.2%
Licensed Drivers (Thousands)	540	551	567	2.0%	2.9%
Fuel Consumption (Million Gallons)	469	443	486	-5.5%	9.7%
Miles Driven (Billion Miles)	5.455	5.387	5.828	-1.2%	8.2%
Accidents					
Fatal Accidents A/R Fatal Accidents	277 92	281 93	237 89	1.4%	-15.7% - 4.3%
Fatalities Injury Accidents A/R Injury Accidents	349 7533 910	327 7234 977	281 7362 766	-6.3% -4.0% 7.4%	-14.1% - 1.8% -21.6%
ASAP Data - H Tables			, 00		
DWI Arrests DWI Convictions	6892 5995	7719 7118	6504 5644	12.0% 18.7%	-15.7% -20.7%
BAC's Taken	(87.2%) 2965 (43.2%)	(92.2%) 3652 (51.3%)	(86.8%) 3235 (49.7%)	23.2%	-11.4%
Presentence Investigations	2749 (45.8%)	2991 (42.0%)	2545 (39.1%)	8.8%	-14.9%

Equivalent Drinks: 12 oz. beer = 4 oz. wine - 1.5 oz. liquor
Based on population respectively for 1973, 1974 and 1975 of 776,000, 779,000, and 825,000.

### 1.2 EVALUATION INFORMATION SYSTEM

The evaluation of the Idaho ASAP was contracted to a private systems development corporation. In order to accomplish the objectives of evaluation, an Evaluation Information System was developed. This system is composed of an Alcohol Data Bank, the computer programs which create and maintain it; and the evaluation computer programs which create Appendix H quarterly and annual tables and data analyses included in the analytic studies. In addition, the project evaluators prepare the data collected from various agencies for data entry to the Alcohol Data Bank and aid Project Management in decision-making activities by providing information and special reports on an on-request basis.

When the ASAP program was in the planning stage, alcohol-related data was gathered by many different agencies for internal use in a multitude of data organization techniques. In order to facilitate the integration of data concerning each individual who came in contact with the ASAP system, the Alcohol Data Bank was established. This file acts as a central repository of data concerning each individual and is organized so that pertinent data can be easily retrieved by authorized personnel to form a case history of an individual. Data from participating agencies is collected on an on-going basis as subjects have initial or repeat contacts with an agency.

Exhibit 1.2-1 summarizes the data elements collected from various agencies within the ASAP system. All elements taken together constitute a very complete picture of the history and present status of any individual in the system. In practice, defendant data is complete only to the extent that it is collected by each agency. For instance, demographic data is available only for valid, licensed drivers. Out-of-state drivers and unlicensed drivers do, in fact, account for a significant number of drivers arrested for DWI. Other demographic data such as family income, education, employment status, occupation, religious preference, etc., is collected by the presentence investigator in approximately ninety percent of the investigations. Since presentence investigations are requested in 42% of the convictions, then this data is present approximately 37.8% of the time. If a driver has recently moved to Idaho, then his driver history folder will not contain his past violations. A driver arrested for DWI who forfeits bond will not have a record of the arrest in the driver file unless the arrest was made by the Idaho State Police. Courts are only required to record convictions, and because withheld judgments are not considered to be convictions by the court, they go unreported unless the disposition was recorded by the Idaho State Police or a presentence investigator and reported to the Alcohol Data Bank.

As with all computer systems, the data that comes out is only as good as the data that goes in, and the Evaluation Information System is no exception. The pre-ASAP baseline data that was collected going back to the year 1969 reflects to a large extent the recent upgrades made to Idaho's traffic records data. The Department of Law Enforcement began recording DWI convictions statewide in 1969. Some records of withheld judgments were submitted by the courts, but none were entered on the driver records file. In 1969, only accidents that occurred on State and Federal highways were recorded centrally. In 1970, all accidents

### 1.2 EVALUATION INFORMATION SYSTEM (Continued)

were recorded by the locations in which they occurred, but the license numbers of the participants were not recorded. In 1972, the Department of Highways constructed a manual index from police and citizen's accident reports to connect driver license numbers with accident report numbers. The index was built to gain statistical data from the accident files, and it was created using no controls. The accident report number changed format several times, further complicating the matching process. In April 1972, the Department of Law Enforcement began its own accident index and the Department of Highways abandoned its accident index, except for the copy retained by ASAP. Using the combined accident index files of the two departments, the accident history file is passed against the Alcohol Data Bank and accident segments are added whenever there is a match on drivers license numbers. Using this technique, 40% of the accidents requested from the baseline history tape were added to the Alcohol Data Bank.

The extent of alcohol involvement is understated for the Pre-ASAP period due to the small number of blood alcohol tests taken and the low sample rate of autopsy BACs. The Had Been Drinking indicators on traffic tickets are seldom used by officers because they may become personally liable if they cannot furnish proof of the implication of drinking. Referrals to rehabilitation agencies are recorded when they are made by an ASAP presentence investigator. The actual attendance of the rehab is currently only known in the case of Court Alcohol School. In other cases, there are no records of no-shows, drops, or satisfactory completion.

EXHIBIT 1.2-1

# ALCOHOL DATA BANK DATA ELEMENTS

Information	Source
Subject Demographic Data	DLE Driver Licensing Data
License Suspension Data	DLE Driver History File
Driver Improvement Counseling Program Data	DLE Driver History File
Blood Alcohol Test Data	DH&W Chem Lab
Court Alcohol Attendance Data	Department of Education
Autopsy BAC Data	DH&W Chem Lab
BAC Test Refusal Data	DLE Driver Records
Accident Data	DLE Accident History
Driving Violation History	DLE Driver History File
DWI Conviction Data	DLE Driver History File
DWI Trial Data	Presentence Investigator
DWI Arrest Data	Idaho State Police
Probation Follow-Up Data	Presentence Investigator
Records Check History	Presentence Investigator
Defendant Interview Data	Presentence Investigator
Family Interview Data	Presentence Investigator
Rehab Agency Contact Data	Presentence Investigator
Criminal Investigation Division Data	Presentence Investigator
Employer Interview	Presentence Investigator
Drinker Classification	Presentence Investigator

#### 1.3 STATEMENT OF PROJECT OBJECTIVE

The small percentage of drinkers and drivers in the State of Idaho who both drink beyond reasonable limits and drive are involved in a vastly disproportionate percentage of highway crashes.

The overall objective of the Idaho ASAP is to measurably curtail drinking-driving in the State of Idaho and reduce the toll of death and injury on Idaho's roadways through a structured and controlled program of action countermeasures.

The goals of the Idaho Alcohol Safety Action Project then are:

- To reduce the loss of life caused by alcohol-related crashes
- To reduce personal injuries caused by alcohol-related crashes
- To reduce the amount of property damage caused by alcoholrelated crashes

From a management viewpoint, ASAP objectives are to institute countermeasures (action programs) and to evaluate their effects so that ...

- Success can be demonstrated where applicable and successful programs can be
  - continued over time
  - enhanced
- Ineffective countermeasures can be identified and can be
  - redirected
  - enhanced
  - scrapped
- Knowledge of other major problems not directly addressed by the program (e.g., reckless driving) can be obtained and suitable countermeasures instituted

In summary, the ultimate objective of the Idaho Alcohol Safety Action Project is:

- To reduce the role of alcohol as a contributing cause of death and injury on the roads of the State of Idaho

An ancillary goal of the ASAP is to obtain public support for the program. Attainment of the objective of reducing the role of alcohol as a contributing cause of death and injury on the roads of the State of Idaho will almost certainly be accompanied by a measurable increase in the level of public support. The converse is not necessarily true; that is, public support may increase without a measurable decrease in the number of alcohol-related crashes, deaths, and injuries. Therefore, the attainment of public support is not considered as a "stand alone" objective of the total project. Each Project countermeasure has specific objectives. These are summarized in Exhibit 1.3-1.

	T		1	, ,
С.М Д.К		INTEDIATE OBJECTIVES	INTERMEDIATE OBJECTIVES	
		COUNTERMEASUPE OBJECTIVES	COUNTERMEASURE AREA ODJECTIVES	ULTIMATE OBJECTIV
E	PATROL TPAINING	In increase each officer's knowledge of 1) the effect of alcohol on driving and its manifestations when observed on the highways, and 2) the procedures for collection of evidence and presentation of courtroom testimony	COONTENTENDES WEN OBJECTIALS	PROJECT OBJECTIVE
t	SELECTIVE ENFORCEMENT	To increase patrolman contact with the alcohol- impaired driver by deploying patrolmen in areas having a high alcohol-related incident rate	To increase the number of "drinker-drivers" apprehended through enforcement efforts.	
	ALCOPOL EMPHASIS PATROL	To increase Idaho State Police capability to apprehend DWI offenders, obtain evidence and present evidence in court		
	PAGISTRATE TRAINING	To increase Magistrate knowledge of Alcohol's effect on the individual's ability to drive and on the individual in a societal environment. Additionally, the training will increase Magistrates' knowledge of the role of alcohol in highway crashes		
J	FPCSECUTION ASSISTANCE	To increase the capability of prosecutors to handle the increased DHI caseloads resulting from increased enforcement efforts. These cases must be handled in a timely manner without degrading the current quality of presentation	To increase court capability to handle increased DWI caseloads resulting from ASAP operations.	
	PRESENTENCE INVESTIGATORS	To provide the capability to investigate back- ground circumstances of convicted DWIs and present recommendations regarding reeducation or rehabilitation. To increase the Court's capability to administer withheld sentences.		
	DRIVER TESTING AND LICENSING	To increase driver knowledge of the effects of alcohol on driving.	To educate and test drivers on the effect of alcohol in drinking and driving.	To reduce the role of alcohol as a
0		To increase the capability of Driver Testing and Licensing agents to identify individuals previously treated for alcohol or other drug-related problems.	To increase the capability to detect persons treated for an alcohol or drug-related condition.	contributing cause of death and injur on the roads of the State of Idaho.
	PRIVER REGULATION	To increase the capability of the Driver Improve- ment Counseling Program to handle "hard core" DMI offenders.	To insure that the driver seeks rehabilitative treatment prior to reinstatement of driving privileges.	osset of radius.
,	STUDENT EDUCATION	To increase student knowledge of alcohol's manifestations in the "drinker-driver" and the role of alcohol in highway fatalities.	To increase knowledge levels regarding alcohol	,
10	CURT ALCOHOL SCHOOL	To increase convicted DWIs knowledge of the	and its role in highway crashes for all persons	
R 2	EHKEILITATIO!I	hazards of alcohol and drinking-driving. To reduce the probability of subsequent drinking-driving involvement for DNI offenders treated.	Completing Court Alcohol School or Driver Education To reduce the probability of subsequent drinking-	
d E	HEM LABY XPERT WITHESS	To increase the quality of analysis and quantity of BAC samples analyzed at the Chemical Laboratory and provide Expert Witness testimony as required.	To increase the quality of analysis and quantity of BAC samples analyzed at the Chemical Laboratory and provide Expert Witness testimony as	•
	ESISLATIVE AND LEGAL	To enhance legislation to support ASAP operations.	To enhance legislation to support ASAP operations.	
ا بر	EDICAL ADVISORY BOARD	lo increase detection of drivers with a drinking problem by providing a Medical Advisory Board to establish physical and mental standards and to oversee the conduct of examinations according to these standards.	To increase detection of drivers with a drinking problem by providing a Medical Advisory Doard to establish physical and mental standards and to oversee the conduct of examinations according to these standards.	
^	UBLIC INFORMATION HD EDUCATION	To increase public knowledge of the effect of alcohol and its role in highway crashes and public awareness of the Idaho ASAP Program.	To increase public knowledge of the effect of alcohol and its role in highway crashes and public awareness of the Idaho ASAP Program.	
A	PCGPAM FOMINISTRATION NO MANAGEMENT	To administer project resources so as to attain project objectives.	To administer project resources so as to attain project objectives.	
Ä	LCOHOL DATA BANK	To increase the quantity of data available regarding DWI offenders in the State of Idaho.	To increase the quantity of data available regarding DWI offenders in the State of Idaho.	

# 1.4 DESCRIPTION OF COUNTERMEASURE PROGRAMS

To combat the thrust of motorists that drive while intoxicated (DWI), a comprehensive program of interdisciplinary countermeasures has been formulated to identify, detect, and act upon the excessive drinker-driver. Part of the Project is the concurrent, continuous evaluation of the effectiveness of various countermeasures in achieving Project objectives. Idaho ASAP countermeasures may be grouped into twelve general areas...

- Project Management
- Enforcement
- Judicial and Prosecution
- Expert Witness/Chemical Laboratory
- Education/Reeducation
- Rehabilitation
- Driver Testing, Licensing, and Regulation
- Public Information and Education
- Legislative and Regulatory
- Medical Advisory Board
- Alcohol Data Bank
- Information Services

Each countermeasure area has a unique role in the overall Project structure.

# 1.4.1 ASAP PROJECT MANAGEMENT

ASAP is a major operational unit of the Idaho Traffic Safety Commission. ASAP Project Management functions to lend overall guidance and direction to the combined resources of the Idaho ASAP. To promote effective management, the State of Idaho has been divided into three administration regions comprising North, Southwest, and East Idaho. The Project Director, the Assistant Project Director, and a minimal secretarial and accounting staff reside in Boise in the Southwest Region. This approach to Project Management permits maximum management coverage at a minimum overhead cost.

# 1.4.2 ENFORCEMENT

The function of the Enforcement component is to apprehend DWI's and to serve as witness for the State in court cases. A special twenty-six man Alcohol Emphasis Patrol, a specially created operational unit of the Idaho State Police, is deployed statewide to combat the DWI. There are three countermeasure programs in this area which operate jointly to fulfill this function.

Alcohol Emphasis Patrol Training...

To train officers in specialized methods of DWI apprehension and in collection and presentation of evidence

• Selective Enforcement...

To direct law enforcement patrols to high probability DWI locations based on accident and arrest records

# 1.4.2 ENFORCEMENT (Continued)

Alcohol Emphasis Patrol...

To apprehend DWI's, obtain evidence of intoxication and, as necessary, present evidence in court

### 1.4.3 JUDICIAL AND PROSECUTION

Under the direction of the Idaho Supreme Court, the Judicial and Prosecution component functions to hear DWI cases, to obtain DWI convictions, to investigate the underlying background of individual DWI behavior, and to channel DWI's into appropriate reeducative or rehabilitative programs. Sixty-eight magistrates, some one hundred fifty county and city prosecutors, the State Attorney General, and twelve servants of the court who perform DWI case background investigations (Presentence Investigators) participate. Three countermeasure programs are defined.

• Magistrate Training...

To acquaint the courts with the particulars of DWI evidence, DWI case processing, and the general categories of DWI defendants

• Prosecution Assistance...

To present DWI cases as warranted by court overloads caused by ASAP activities

Presentence Investigation...

To investigate background circumstances of the convicted DWI and recommend a course of reeducation or rehabilitation for the defendant to the cognizant court

# 1.4.4 EXPERT WITNESS/CHEMICAL LABORATORY

Blood, breath, or urine samples from police agencies throughout the State are funneled to five Department of Health and Welfare laboratory locations throughout the State of determination of Blood Alcohol Concentration (BAC). Specimens are submitted for DWI arrests and for fatally injured drivers and pedestrians who die within four hours of an accident. Chemists may be summoned to court to present expert witness testimony concerning the methodology and meaning of their findings.

# 1.4.5 EDUCATION/REEDUCATION

Under the auspices of the State Department of Education, the Education/Reeducation component functions to educate student drivers or to reeducate drinker-drivers in the problems associated with drinking, driving, and drinking-driving. Driver training instructors throughout the State and twenty special "Court Alcohol School" instructors are involved. The countermeasures are twofold.

# 1.4.5 EDUCATION/REEDUCATION (Continued)

• Student Education...

To educate student drivers in the hazards of alcohol and of drinking-driving

• Court Alcohol School

To reeducate convicted DWI's in the hazards of alcohol misuse and particularly the hazards of drinking-driving

### 1.4.6 REHABILITATION

Remediation of the problem of alcohol misuse will be necessary in cases in which the DWI defendant is found to be a "problem drinker-driver." Various public and private agencies, including the Department of Health and Welfare, act as referral centers which provide physical, psychological, and sociological services to those defendants with acknowledged drinking problems.

# 1.4.7 DRIVER TESTING, LICENSING, AND REGULATION

This program component functions to license only those drivers who can safely operate motor vehicles and to provide rehabilitative guidance to those who cannot. The program is implemented by driver examiners in the forty-four counties of Idaho, and by seven Driver Improvement Counselors of the Drivers Services Section of the Department of Law Enforcement. The countermeasures are two.

Driver Testing and Licensing...

To license only knowledgeable, physically and mentally sound drivers  $% \left( 1\right) =\left( 1\right) +\left( 1\right$ 

• Driver Regulation...

To modify undesirable driver behavior prior to restoration of driving privileges

# 1.4.8 PUBLIC INFORMATION AND EDUCATION

Public Information and Education programs operate to inform and educate the Citizens of the State of Idaho regarding ASAP goals and operations. The objective is to influence public opinions, attitudes, and behavior against drinking-driving. This is accomplished by educating the public in the physiological effects of consumption of various amounts of alcohol, and the "risks" involved in drinking-driving in terms of death, injury, and property damage throughout the State.

# 1.4.9 LEGISLATIVE AND REGULATORY

This program component receives requests from other countermeasure areas and seeks legislation and administrative decisions required to support ASAP operations and Project administration. A State Assistant Attorney General operates in the capacity of legal advisor and legislative advocate for the Idaho ASAP.

#### 1.4.10 MEDICAL ADVISORY BOARD

The Medical Advisory Board was never formed.

#### 1.4.11 ALCOHOL DATA BANK

A confidential, computerized case file of current and historical DWI cases is required to sustain Project operational and evaluative requirements. This "data bank" is being developed under contract by Mauchly Wood Systems Corporation. Although the data bank contains certain information of public record, such as a history of moving violations and accidents, it also contains "sensitive data" regarding the milieu of alcohol involvement in each case. For this reason, the case file is available only to authorized ASAP representatives with a "need to know" and for analytical research purposes.

#### 1.4.12 INFORMATION SERVICES

The Information Services function provides management and operational personnel with operational, administrative, and evaluative data required to support effective Project implementation. Two sub-components are involved.

• Evaluation Information System...

To measure the effectiveness of the various countermeasures in obtaining program objectives

• Management Information System...

To provide management with data required for effective program administration

#### 1.5 IDAHO ASAP PROJECT EVALUATION

Effective Project administration demands that operational programs (countermeasures) be continuously monitored and that their effectiveness be measured. In this manner, effective programs can be enhanced while ineffective programs will be identified and subsequently revised or scrapped.

The Evaluation Information System (EIS) is an integral component of the Idaho Alcohol Safety Action Project in which planning, implementation, and evaluation occur in continuous interaction. Operational and administrative information from the countermeasure agencies is collected and refined by the Alcohol Data Bank System and the Management Information System for subsequent processing in the Evaluation Information System. The EIS functions as a focal point for measurement data regarding the various countermeasure activities. It monitors flows, volumes, pressures and backlogs in the operational system and reports information required to evaluate the effects of the countermeasure activity to Project Management. Development and implementation of the EIS is a primary responsibility of Mauchly Wood Systems Corporation.

### 1.5 IDAHO ASAP PROJECT EVALUATION (Continued)

Essentially, the Evaluation System seeks to measure three things...

- Knowledge
- Attitude
- Behavior

### Increases in Knowledge

Various instruments are incorporated in the Idaho ASAP to increase knowledge levels. Among these are the Public Information and Education Program; enhancements to the Driver Licensing Handbook; Court Alcohol School examinations; and special training sessions for law enforcement officers, magistrates, presentence investigators, and Driver Improvement Counselors. Increases in knowledge of the general public are measured through surveys and special supplemental driver licensing examinations. Increases in knowledge levels at special training sessions are measured through comparison of pre-instruction and post-instruction examination scores.

### Changes in Attitudes

Attitudinal shifts, precipitated by ASAP operations, are measured through surveys of the general and monotiring public. Specific attitudinal changes are measured through testing in the Court Alcohol School, through measures of unsolicited correspondence and press coverage afforded the ASAP, and through measurements of recidivism of DWI's processed through ASAP project facilities.

### Changes in Behavior

The most telling measure of Project or program (countermeasure) effectiveness is in the actual modification of asocial drinking-driving behavior. If observed on-the-road Blood Alcohol Concentrations (BAC's) actually fall over time, if increases in the use of other modes of transportation are observed as an alternative to drinking-driving, if the number of deaths and injuries attributable to drinking-driving decrease--then the ASAP has achieved its mission.

A unique feature of the ASAP program is the use of voluntary "Roadside Surveys" to measure motorist knowledge, attitude, and behavior on the road. A mobile van is specially equipped with a blood alcohol concentration breath analyzer. It is manned by a chemist from the Laboratories Division of the Department of Health and Welfare and an interviewer from the Association of Women Highway Safety Leaders. Additionally, patrolmen from the Idaho State Police are on hand to direct traffic around or through the survey, together with a greeter and Jaycee "take-home" drivers.

Motorist knowledge, attitude, and BAC are obtained in a brief, voluntary interview session. Drivers who are legally intoxicated are driven home. Yearly surveys are being conducted to measure changes in both objective and subjective factors over time.

### 2.0 OVERALL ASAP SUMMARY

This is the fourth annual Project Implementation Report for the Idaho Alcohol Safety Action Project. It is actually the fourteenth formal status and planning document produced by the project. A reading knowledge of the "Idaho ASAP Project Plan" is a prerequisite for an in-depth understanding of the status report. The format and content of this annual report is prescribed in the "Alcohol Safety Action Project's Evaluation Manual," dated January 1973.

The information contained in this report was obtained from the functional coordinators of the various countermeasure areas, from the Idaho Traffic Safety Commission, from various other State of Idaho information sources, and the Evaluation Information System.

ASAP 403 funding for enforcement and presentence investigation expired in June of 1974. These two countermeasures were continued under state funding appropriated through a 2 percent state liquor tax surcharge. ASAP 403 funding for other countermeasures expired in June of 1975. The project was continued under state funding including regional coordinators and ASAP project management. State funding of project management will continue until June of 1976. A two-year post-ASAP evaluation is being carried out until June of 1977. The Alcohol Data Bank and Evaluation Information System are being funded under a separate extension contract with NHTSA for the fiscal years 1976, 1977.

The two-year post-ASAP project will include the special ASAP enforcement patrol (26 men), Court Alcohol School, and Presentence Investigation, which have been continued indefinitely through the state. Other countermeasures form an integral function of existing Idaho agencies and as such will be continued without the need for special state appropriation. These include Public Information and Education through Substance Abuse (Division of Department of Health and Welfare); Driver Improvement Counseling Program (operated by Department of Law Enforcement); Student Alcohol Education and Defensive Driving Course (Department of Education); Driver Testing, Licensing and Regulation (Department of Law Enforcement), selective enforcement (Idaho State Police and Traffic Safety Commission); social rehabilitation (greatly expanded under ASAP impetus); legislative, legal and regulatory (Alcohol Specialist at Idaho Traffic Safety Commission); chemical laboratory and expert witness (Department of Health and Welfare).

### 2.1 ABSTRACT

Alcohol-related fatal and injury accidents decreased 19.8 percent from 1974 levels. They decreased 29 percent from the predicted level at a 99.9 percent confidence level.

Alcohol-related injury accidents decreased 21.5 percent in 1975. This is 30 percent below expected levels at a 99.9999 confidence level.

Alcohol-related fatal accidents decreased 3.3 percent in 1975. The percentage of A/R fatals to fatals increased to a high of 37.5 percent. Although A/R fatals are decreasing, fatals are decreasing at a faster rate.

Fatal and injury crashes increased 3 percent from 1974. The same category expressed per thousand licensed drivers decreased by 2.9 percent. Fatal and injury crashes were lower in 1973, 1974 and 1975 than the two peak years 1971 and 1972.

The number of single vehicle fatals dropped dramatically by 21.7 percent from 1974 highs. This category is the single highest A/R involved category of accidents. In 1971, 39.9 percent of the single vehicle fatals were alcohol-related and this is understated due to only one-half of fatal blood samples being taken.

Nighttime single vehicle injury accidents decreased by 2.7 percent in 1975.

Injury accidents increased by 1.8 percent in 1975, but remained 11 percent under predicted values at a 83 percent confidence level. A linear regression was used to make the prediction.

Weekend fatal and injury accidents decreased throughout the project period with the largest decrease in 1975 of 7.7 percent.

Nighttime weekend fatal and injury also declined in 1973, 1974 and 1975. The 1975 figure was 7.4 percent less than the 1974 value.

Nighttime fatal and injury decreased in 1973, 1974 and 1975 from high values in 1970, 1971 and 1972.

Nighttime single vehicle fatals, 8 pm to 4 am, decreased by 20.5 percent.

BAC's of fatally injured drivers decreased. The average positive BAC decreased in 1974 and again decreased more steeply in 1975. The distribution of BAC's under the .15 level rose from 73 percent in 1973 to 89 percent in 1975.

The average positive BAC from roadside surveys was .061, .051, .056, and .049. With the exception of 1974, it declined steadily.

The average positive BAC of arrested DWI's declined steadily throughout the ASAP period. A three-year average BAC (1973, 1974 and 1975) was .156 as opposed to the baseline of .197.

The average BAC for the ASAP patrol compared to the regular patrol was lower during every year of the project.

The average positive BAC of accident involved drivers declined steadily from .168 in 1972 to .051 in 1975.

According to household survey samples, 59 percent of the public is aware of ASAP. The increase from 1973 is significant at the 99 percent level. 45 percent knew the presumptive limit. 42.5 percent believe the chance of arrest to be greater than 50 percent.

In a cost effectiveness evaluation of ASAP, it was estimated that  $248 \pm 4.65$  fatal accidents and  $9087 \pm 85.05$  injury accidents were prevented. The cost to society would have been \$116  $\pm$  \$56 million dollars. A linear regression using baseline accidents was used to make the analysis.

The percentage of persons convicted of DWI rose from 68.4 percent in 1971 to 86.7 percent in 1975.

Analyses of fine sanctions reflect a tendency toward softer penalties which accompany withheld judgement dispositions. For the four years tabulated, 82.0 percent of those persons receiving withheld judgements also received fines. During the same period, 90.7 percent of those persons convicted for DWI also received fines. This is a statistically significant difference of 8.7 percent at P 4.03, with a CR of 2.25 and 326 degrees of freedom.

In 1975, the presentence investigators conducted 2548 presentence investigations, a total of 1696 of these investigations included drinker classifications. Of these, 845 or 49.8 percent were classified as problem drinkers; 715 or 42.2 percent were classified as non-problem drinkers; and 136 or 8.0 percent were classified as undefined.

We noted a significant increase in the classification of problem drinkers by presentence investigators. This continues a significant trend from 1973 to 1975 of more offenders being classified as problem drinkers. We noted a significant increase in those drinkers not referred to any treatment. We compared socio-economic factors of all drinker classes and noted significant variations of all factors with the degree of the alcohol-related problem except for income levels.

We found no significant differences in the no treatment modality when measured against any treatment modality. We also found no significant differences in the composite treatment modality when measured against any treatment modality. We expected to find that some treatment would reduce recidivism rates and suspected that a distribution of drinker classifications might provide a reason why we found none.

We found that Court Alcohol School was the only modality that had a significantly lower ( $P \leftarrow .01$ ) number of problem drinkers. That was disturbing because by the definition of a problem drinker, we expected the recidivism rates for Court Alcohol School to be significantly lower also.

We found that the Driver Improvement Counseling Program had a significantly higher ( $P \le .01$ ) number of problem drinkers than the no treatment, composite treatment or Court Alcohol School modalities. This was encouraging because the significant overrepresentation of problem drinkers in the DICP modality did not produce a significant difference in the recidivism rate.

We performed the same comparison on Court Alcohol School with DICP and the composite of Court Alcohol School and DICP. We found both DICP and the composite of CAS and DICP to be significantly overrepresented with problem drinkers, whether classified as such by a presentence investigation or estimated by the Evaluation Information System.

#### 2.2 FISCAL REVIEW

Budgetary deviations reported in this section are based on comparisons of current budget and expenditure information. In addition, a cumulative comparison is included for countermeasure that used 403 funding during 1975.

### 2.2.1 PROJECT MANAGEMENT

Planned expenditures for the first two quarters were \$32,828 and \$34,360 for a total of \$67,196. First quarter expenditures were \$33,495; second quarter, \$42,923 for a total of \$76,418. The actual total was thus 13.7 percent over the forecasted figures.

Cumulative Project expenditures as of December 31, 1975, were \$2,122,851 versus estimated expenditures of \$2,129,647. This represents a .3 percent deviation from plan. This is well within the performance target established.

Although not a separate countermeasure activity, evaluation is a major sub-component of Project Management and is, therefore, reported separately.

Evaluation expenditures for quarters one and two of 1975 were \$30,106 and \$34,094. The total \$64,200 is 32.7 percent more than the budgeted figure of \$48,365.

The total cumulative expenditures were \$307,567. The total expenditures were \$6,277 over the total budget of \$301,290. This represents a 2.1 percent overrun. This overrun is compensated by an \$11,390 underrun in the costs to maintain the Alcohol Data Bank. These two countermeasures are closely related and actually function dependently to produce management information.

# 2.2.2 PUBLIC INFORMATION AND EDUCATION

First quarter expenditures were \$4,018; second quarter was \$9,307. The projected expenditures were \$8,178 and \$8,182. The total actually expended was only 81.4 percent of the amount allocated, leaving an underrum of \$3,035. The final total cumulative expenditure was \$93,392 which was \$477 less than the cumulative budgeted figure.

# 2.2.3 EDUCATION

No 403 funds are used in this countermeasure.

2.2.4 DRIVER TESTING, LICENSING AND REGULATION

No 403 funds are used in this countermeasure.

# 2.2.5 JUDICIAL AND PROSECUTION .

No 403 funds were used for presentence investigation during 1975. A total of \$294,614 was spent on this countermeasure through the project period.

#### 2.2.6 ENFORCEMENT

In the second quarter of 1975, the final bills incurred were reimbursed. \$12,052 was spent against \$10,210 planned. In the first quarter, no funds were spent, although \$13,569 were budgeted.

Total cumulative expenditures for enforcement were \$815,223 against a total budget of \$827,061. The total underrun was \$11,838.

#### 2.2.7 REHABILITATION

No 403 funds are used in this countermeasure.

2.2.8 LEGISLATIVE, LEGAL AND REGULATORY

No 403 funds are used in this countermeasure.

2.2.9 MEDICAL ADVISORY BOARD

No 403 funds are used in this countermeasure.

2.2.10 CHEMICAL LABORATORY AND EXPERT WITNESS

First quarter expenditures were \$5,217 compared to \$2,750 budgeted. Second quarter expenditures were \$4,870 compared to \$2,750 budgeted.

The two quarters of overruns were due to the usage of the remaining funds for MOBAT supplies. The total cumulative funds spent in this area throughout the project were \$19,679 as opposed to \$20,000 budgeted. The remainder of \$321 represents a 1.6 percent total project underrun.

#### 2.2.11 ALCOHOL DATA BANK

A total of \$19,869 was budgeted for Alcohol Data Bank countermeasures during the first two quarters of 1975. Only \$18,054 was expended during this period for an underrun of 9.1 percent. Cumulative expenditures through December 1975 were \$186,759 against a budget of \$198,149. This constitutes a variance of \$11,390, or 5.7 percent.

# 2.3 CATALYTIC AND ANCILLARY EFFECTS

No new catalytic or ancillary effects to report.

# 3.0 COUNTERMEASURE ACTIVITY AREA PERFORMANCE REPORTS

# 3.1 PROJECT MANAGEMENT

# 3.1.1 KEY PERFORMANCE MEASURE

Performance Measure	Q1	Q2	Q3	Q4
Individual Contacts Group Presentations Mass Media Interviews	1,605 19 14	2,748 32 22		

### 3.1.2 SIGNIFICANT PROGRESS

The following paragraphs are excerpts from each Regional Coordinator's quarterly reports, defining significant progress in their respective regions.

# Region 1, Merle Parsley

Contact was made with the North Idaho Correctional Institution at Cottonwood and assistance given to set up a Court Alcohol School for the inmates. There are 59 inmates, eighty percent of which have alcohol-related felonies on their records.

All roadside and household surveys were completed. Each of the ten counties in Region 1 were visited at least once per month and most State Legislators were visited at least once. Some 1,100 personal contacts, two group presentations, one radio and one television appearance was conducted.

# Region 2, Steve Detmer

An "open house" and drink-in was held at Orofino upon the request of Prosecuting Attorney, Ron Schilling. A great deal of publicity in newspapers and radio was received from this event.

An Alert demonstration and introduction to ASAP was presented to the Armed Services Induction Center and the Boise Roadster Show.

# Region 3, Gloria Cartan

A significant breakthrough was made in the involvement of local government in the ASAP program. Through several meetings with the Bonneville County Commissioners, a commitment was obtained to place funding for two DWI Probation Officer Specialists in their 1976 budget. In addition, county funding was obtained to assist in the development of a non-hospital detoxification facility. Funding was also obtained through the county for alcohol counselors under the CETA II program.

The CARES concept continues to successfully funnel DWI offenders into treatment programs. In Bonneville County, court referral to CARES is almost 100 percent and is significantly increasing in the other nine counties of the Seventh Judicial District served by CARES. DWI Probation Officers are now serving Madison and Bingham Counties in addition to Bonneville. Coordination of the eight agencies at CARES which is serving as a pilot program for the state has occupied a good deal of the Coordinators' time and effort.

# 3.2 PUBLIC INFORMATION AND EDUCATION

# 3.2.1 KEY PERFORMANCE MEASURES

Performance Measure	Q1	Q2	Q3	Q4
Media Events	2,943	2,214	•	
Cost/Media Events	1.37	4.03		

### 3.2.2 SIGNIFICANT PROGRESS

All programs within the Detailed Plan have been completed as scheduled with one expection enumerated under Section 3.2.3.

# 3.2.3 CURRENT PROGRAM IMPEDIMENTS

Radio Public Service Announcements - Due to the fact that the CLINE/INC. contract with NHTSA (Sub-Contract with Idaho Traffic Safety Commission) expired on June 30, 1975, the majority of the material and activities to be produced as stated in the Detailed Plan were designed for use by the project after June 30, 1975. Four series of Radio PSA's were included within that Detailed Plan.

However, at the time the Detailed Plan was written (November, 1974) it was impossible to accurately determine the amount remaining in the PI&E budget for the final six months since the CLINE/INC. year-end financial statement, showing actual cost figures, is not submitted until March.

Following submission of these figures, it was determined that there were not sufficient funds to produce all material listed within the Detailed Plan. CLINE/INC. recommended deleting the Radio PSA's from the material to be produced since this material was the easiest and least expensive of all planned PI&E material for the Project itself to produce. This recommendation was accepted by Project Management.

# 3.2.3.1 ASSISTANCE REQUIRED

None

### 3.2.4 CHANGES IN PLAN

None

# 3.2.4.1 APPROVED AND IMPLEMENTED

None

# 3.3 EDUCATION

# 3.3.1 KEY PERFORMANCE MEASURES

Performance Measure	Q1	Q2	Q3	Q4
No Enrolled - CAS	299	268	238	290
No Passed	296	266	233	279
No Failed	3	2	5	11

# 3.3.2 SIGNIFICANT PROGRESS

No significant changes from planned performance.

# 3.3.3 CURRENT PROGRAM IMPEDIMENTS

None.

# 3.3.4 CHANGES IN PLANS

# 3.4 DRIVER TESTING, LICENSING AND REGULATION

# 3.4.1 KEY PERFORMANCE MEASURES

Performance Measure	Q1	Q2	Q3	Q4
Driver Records Reviewed Problem Drinkers No Assigned Rehab	17,899 1,278 637	20,104 1,355 650		

# 3.4.2 SIGNIFICANT PROGRESS

### 3.4.2.1 DRIVER TESTING AND LICENSING

Emphasis is still being placed on training of examiners. This training is paying off, with much better screening of drivers at the examination level.

### 3.4.2.2 DRIVER REGULATION

At the present time, all counselors have been trained and certified under the "NHTSA Basic Training Course." This was accomplished with the completion of the course by Dennis Euler, new Counselor at Lewiston.

Computer print-outs of all letters, notices and orders have been accomplished and is working well.

#### 3.4.3 CURRENT PROGRAM IMPEDIMENTS

None.

### 3.4.4 CHANGES IN PLANS

#### 3.5 JUDICIAL AND PROSECUTION

#### 3.5.1 KEY PERFORMANCE MEASURES

Performance Measures	Q1	Q2	Q3	Q4
PSI Cases Completed	588	625	537	422
Defendent Interviewed	636	755		
Law Enforcement Contracts	1,099	947		

Presentence Investigators do not report all their activity to the ASAP program and complete data was not available defendant's interviewed or law enforcement contracts.

#### 3.5.2 SIGNIFICANT PROGRESS

The entire PSI staff, along with the Trial administrators throughout the state met in Boise on May 22 and 23, 1975 for a PSI workshop. The two-day meeting was most informative and improvements in many phases of the PSI program is expected. A new more comprehensive presentence report form was developed and approved at the meeting and we worked on improving procedures and investigation techniques.

The court presentence investigators are moving into courthouses around the state where renovations and/or additions are being constructed.

#### 3.5.3 CURRENT PROGRAM IMPEDIMENTS

Receiving driving records and BAC reports on a timely fashion remains a problem in some areas of the state.

#### 3.5.4 CHANGES IN PLAN

- 3.7 SOCIAL REHABILITATION
- 3.7.1 KEY PERFORMANCE MEASURES

Due to the late implementation of this countermeasure, no evaluation has been planned and key performance measures are not being reported to ASAP.

3.7.2 SIGNIFICANT PROGRESS

No significant changes from planned performance.

3.7.3 CURRENT PROGRAM IMPEDIMENTS

None.

3.7.4 CHANGES IN PLANS

3.8 LEGISLATIVE, LEGAL AND REGULATORY

#### 3.8.1 KEY PERFORMANCE MEASURES

Because of a lack of activity and the fact that activity would be related to legislative sessions, quarterly performance measures are not appropriate.

#### 3.8.2 SIGNIFICANT PROGRESS

None to report.

3.8.3 CURRENT PROGRAM IMPEDIMENTS

None to report.

3.8.4 CHANGES IN PLANS

#### 3.9 MEDICAL ADVISORY BOARD

The Medical Advisory Board, as yet, has not been formed.

#### 3.9.1 KEY PERFORMANCE MEASURES

Not applicable.

#### 3.9.2 SIGNIFICANT PROGRESS

None to report.

#### 3.9.3 CURRENT PROGRAM IMPEDIMENTS

#### 3.9.3.1 EXPLANATION

The Idaho Medical Association Committee assigned to this countermeasure has not, as yet, met to vote on the establishment of the board.

#### 3.9.4 CHANGES IN PLANS

#### 3.10 ALCOHOL DATA BANK

#### 3.10.1 KEY PERFORMANCE MEASURES

Performance Measure	Q1	Q2	Q3	Q4	
No Records on ADB	385,378	417,291	451,993	486,694	
No Cases on ADB	28,786	30,784	33,250	35,715	

#### 3.10.2 SIGNIFICANT PROGRESS

No significant changes from planned performance.

#### 3.10.3 CURRENT PROGRAM IMPEDIMENTS

None to report.

#### 3.10.4 CHANGES IN PLANS

#### 4.0 ANALYTICAL STUDIES

Special analytic studies were separately bound from this report and transmitted June 30, 1976. These studies are detailed below:

Report Number	<u>Title</u>				
MWSC-75-001-I	An Analysis of Ultimate Performance Measures to Determine Total Project Impact				
MWSC-75-002-I	An Analysis of ASAP Patrol Activity				
MWSC-75-003-I	An Analysis of the Impact of ASAP on the Traffic Safety System				
MWSC-75-004-I	An Analysis of Drinker Diagnosis and Referral Activity				
MWSC-75-005-I	An Analysis of Alcohol Rehabilitation Efforts				

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- 6.5 TABLE OF CONTENTS--AN ANALYSIS OF THE IMPACT OF ASAP ON THE TRAFFIC SAFETY SYSTEM
- 6.6 TABLE OF CONTENTS--AN ANALYSIS OF DRINKER DIAGNOSIS AND REFERRAL ACTIVITY
- 6.7 TABLE OF CONTENTS--AN ANALYSIS OF ALCOHOL REHABILITATION EFFORTS

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