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DOT HS-804 019

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GREATER TAMPA ALCOHOL SAFETY ACTION PROJECT

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Contract No. DOT HS-062-1-080
Contract Amt. \$3,291,034



PRINTED APRIL 1979
FINAL REPORT

Document is available to the U.S. public through
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Springfield, Virginia 22161

Prepared For

U.S. DEPARTMENT OF TRANSPORTATION
National Highway Traffic Safety Administration
Washington, D.C. 20590

74822

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1. Report No. DOT HS 804 019		2. Government Accession No.		3. Recipient's Catalog No.	
4. Title and Subtitle Final Report-Greater Tampa Alcohol Safety Action Project				5. Report Date June 30, 1976	
				6. Performing Organization Code	
7. Author(s) Roderick Scudder, Judy Walters, Martin Apsey and Bob Cavanaugh				8. Performing Organization Report No.	
9. Performing Organization Name and Address City of Tampa City Hall Tampa, Florida 33602				10. Work Unit No. (TRAIS)	
				11. Contract or Grant No. DOT-HS-062-1-080	
12. Sponsoring Agency Name and Address U.S. Department of Transportation Office of Driver and Pedestrian Programs Washington, D.C. 20590				13. Type of Report and Period Covered Final Report 1-1-72 to 12-31-76	
				14. Sponsoring Agency Code	
15. Supplementary Notes City of Tampa *Under contract to: Metropolitan Development Agency 1420 Tampa Street Tampa, Florida 33602					
16. Abstract I. Abstract The Tampa Alcohol Safety Action Project conducted its planning phase during the latter part of 1971 in order to meet two primary goals: 1. to achieve significant reduction in alcohol related crashes resulting in fatalities, injuries, and property damage, and 2. to generate public support and to stimulate state and community programs. The major emphasis of the Tampa Program was placed on the Enforcement aspect with the largest portion of the funds being allocated to those countermeasures. The special units of the local enforcement organizations constituted an additional twenty-one troops assigned to the ASAP duties. Initially, heavy emphasis also was placed on the Public Information and Education programs and the next largest amount of funds were allocated to those countermeasures, excluding the larger amounts allocated to the Evaluation and to the Project Management. Later in the Project operational period, and after the extension was granted, the other major countermeasure areas became a positive force in the Tampa ASAP. The Judicial area and the Rehabilitation area became the most forceful aspects of the Project even though they received the smallest amount of Project funds.					
17. Key Words ASAP, Court Systems Judicial Operations DWI, Adjudication, Courts, Enforcement Rehabilitation, Public Information & Educ. Evaluation, Breath Testing			18. Distribution Statement Document is available to U.S. Public through The National Technical Information Service, Springfield, Virginia 22161		
19. Security Classif. (of this report) Unclassified		20. Security Classif. (of this page) Unclassified		21. No. of Pages	22. Price

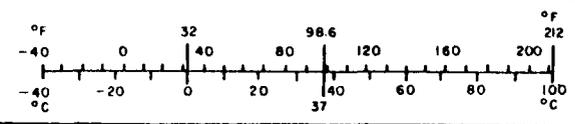
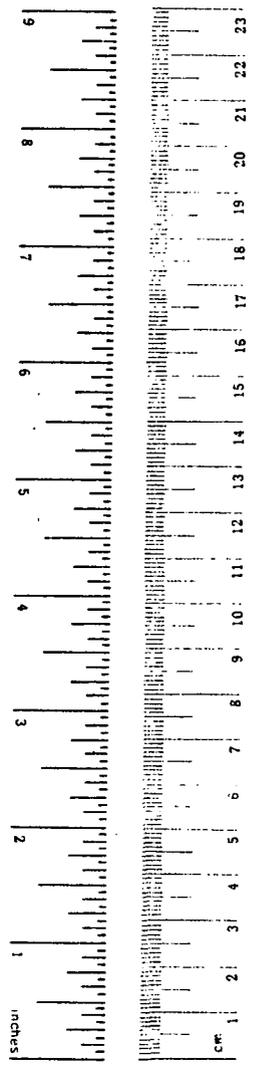
METRIC CONVERSION FACTORS

Approximate Conversions to Metric Measures

Symbol	When You Know	Multiply by	To Find	Symbol
LENGTH				
in	inches	2.5	centimeters	cm
ft	feet	30	centimeters	cm
yd	yards	0.9	meters	m
mi	miles	1.6	kilometers	km
AREA				
m ²	square inches	6.5	square centimeters	cm ²
ft ²	square feet	0.09	square meters	m ²
yd ²	square yards	0.8	square meters	m ²
mi ²	square miles	2.6	square kilometers	km ²
	acres	0.4	hectares	ha
MASS (weight)				
oz	ounces	28	grams	g
lb	pounds	0.45	kilograms	kg
	short tons (2000 lb)	0.9	tonnes	t
VOLUME				
tsp	teaspoons	5	milliliters	ml
Tbsp	tablespoons	15	milliliters	ml
fl oz	fluid ounces	30	milliliters	ml
c	cups	0.24	liters	l
pt	pints	0.47	liters	l
qt	quarts	0.95	liters	l
gal	gallons	3.8	liters	l
ft ³	cubic feet	0.03	cubic meters	m ³
yd ³	cubic yards	0.76	cubic meters	m ³
TEMPERATURE (exact)				
°F	Fahrenheit temperature	5/9 (after subtracting 32)	Celsius temperature	°C

Approximate Conversions from Metric Measures

Symbol	When You Know	Multiply by	To Find	Symbol
LENGTH				
mm	millimeters	0.04	inches	in
cm	centimeters	0.4	inches	in
m	meters	3.3	feet	ft
m	meters	1.1	yards	yd
km	kilometers	0.6	miles	mi
AREA				
cm ²	square centimeters	0.16	square inches	in ²
m ²	square meters	1.2	square yards	yd ²
km ²	square kilometers	0.4	square miles	mi ²
ha	hectares (10,000 m ²)	2.5	acres	
MASS (weight)				
g	grams	0.035	ounces	oz
kg	kilograms	2.2	pounds	lb
t	tonnes (1000 kg)	1.1	short tons	
VOLUME				
ml	milliliters	0.03	fluid ounces	fl oz
l	liters	2.1	pints	pt
l	liters	1.06	quarts	qt
l	liters	0.26	gallons	gal
m ³	cubic meters	35	cubic feet	ft ³
m ³	cubic meters	1.3	cubic yards	yd ³
TEMPERATURE (exact)				
°C	Celsius temperature	9/5 (then add 32)	Fahrenheit temperature	°F



* 1 in = 2.54 (exact) ft. For other exact conversions and more detailed tables, see 1980, Pub. 286, Guide to Weights and Measures, Price \$2.25, 541 (10-80) No. 1 (11-10-80).

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I. Selective Enforcement Countermeasure

A. Florida Highway Patrol

The Selective Enforcement Unit of the Florida Highway Patrol became operational on March 8, 1972. Early in the development of this countermeasure, problems became apparent that were to persist for a period of years. The automobiles purchased for the Unit arrived after the scheduled target date because of problems with obtaining radio equipment for installation, but the delay in car preparation was not sufficient to affect the date of active patrol duty. The Hillsborough County FHP staff was adequately staffed when the ASAP was implemented and the shortage of troops created friction within the FHP substation. The plan of operation for patrol duty was to schedule tentative court dates for the fifth week of patrol, allowing four weeks of active patrol and one week for the presentation of evidence in court.

It could be observed during the last quarter of 1972 that the rate of progress for the FHP unit had diminished with each succeeding quarter. Experiments were initiated to improve morale and to increase the low DWI arrest rates by the FHP. In addition to the squad being below its authorized strength, the Selective Enforcement Unit was assigned to cover accidents which were the duty of the regular force. In some cases regular officers were allowed to be absent from duty because it was felt that the ASAP squad could handle problems since they were already on patrol.

Further complications were caused by a lack of adherence to the Detailed Plan specification and Sergeant of the squad. Orders were being given by personnel at levels between the Captain and the Sergeant and also by personnel between the Sergeant and the Troopers. All of these problems had a demoralizing effect on the performance of the Selective Enforcement Unit.

An objective of the countermeasure stated in the Detailed Plan indicated that Selective Enforcement troops would be deployed in accordance with reliable statistical data. Reliance purely on accident data for troop deployment, however, did not prove a viable concept in Hillsborough County since high accident locations could not be plotted until months after the events occurred. With the time lag intervening, the problem area may have shifted before the troops could be redeployed. The Plan called for the unit to patrol for four weeks and then spend the fifth week in court presenting evidence on DWI's arrested. Only partial success was realized in setting specific court dates for the FHP squad, largely because the court structure was not capable of providing a schedule that was responsive to ASAP's needs.

By mid-1972, coordination of efforts by the FHP unit and the TPD unit was no longer being practiced. In September of 1972, the Florida Highway Patrol changed its working hours from a five day, 8 hours per day work week to a four day, 10 hours per day and it was the only FHP unit operating on a four-day work week. The intent of this move was to improve morale and it was an innovation which was to provide an opportunity to observe whether the arrest rate would increase or remain the same.

Problems which were still persisting at this time included the regular force of Highway Patrol in Hillsborough County still being understaffed by two men and the court time for officers. The judges in the Magistrate's Court persisted in assigning DWI cases for hearings indiscriminately throughout each week, limiting the amount of patrol time that the troopers may have on the road.

Early in 1973 the FHP showed improvement in its overall performance. The activities summary for that period reflected a change in patrol techniques used by the unit and a restructuring of priorities for ASAP by utilizing more patrol time in the identification and apprehension of the DWI offender. The unit still was not operating at a satisfactory level of performance at this time.

The experiment between ASAP the Department of Safety and Motor Vehicles to ascertain the effect of working a four day, 10-hour a day week contributed to low productivity by placing the unit on the street during times of least activity. When this experiment was developed, it was understood that a change in court dates would be made and that the Tampa Police Department would also participate. Not only did the Tampa Police Department fail to implement this concept, but ASAP was not successful in obtaining a new and more compatible court date for the troopers. The combination of these elements created scheduling, deployment, coordination and administrative records problems for both ASAP and the Florida Highway Patrol.

A comprehensive study of this countermeasure's activity in calendar year '72 showed that the FHP unit had failed to meet the minimum number of duty hours required by contractual agreement in the Detailed Plan. Abuses of compensatory and trooper replacement were consistent problems.

Through direct order of the Commander of the FHP unit in March of 1973, the ASAP patrol suspended the four-day week operation and reverted to the original five-day week schedule until such time as the Tampa Police Department could also employ the four-day system and a new court date could be arranged. During the first quarter of 1974, both the ASAP Selective Enforcement Unit of the TPD and the Highway Patrol implemented the four-day work week concept. ASAP participated in the changeover at the request of the both agencies.

ASAP's previous experience with the four-day work week concept in late '72 and early '73 was not satisfactory. However, the poor results from that program were attributed to a large extent to the fact that only one agency was participating, that their schedule was in direct conflict with the other, and that court scheduling was extremely erratic, and detracting from street duty time.

A study was conducted in mid-1974 pertaining to the purchase of pre-arrest breath testers for all law enforcement agencies in Hillsborough County. This study made a recommendation to purchase instruments so that all law enforcement agencies could comply with the new Florida law which was effective January 1, 1975, relating to pre-arrest breath testing. As of the beginning of the fourth quarter of '74 the SE Unit of the FHP was no longer funded by ASAP. However, an agreement was made with the FHP to maintain an identifiable Selective Enforcement unit at no expense to ASAP.

B. Tampa Police Department

The Selective Enforcement Unit of the Tampa Police Department became operational in March of 1972. It encountered a high degree of success in the identification and arrest of drinking/driver violators early in its operational phase and maintained that status throughout the project.

The automobiles used by the TPD unit arrived in a timely manner and were assigned directly to the individual officer, thus avoiding any pooled use of the cars. The arrangements necessary for the direct assignment of the cars to the individual officers were difficult to obtain since that procedure was a distinct departure from the normal practice observed by the TPD. Agreements were obtained with the TPD that the primary duty of the ASAP patrol would be the accomplishment of the ASAP goal and then to attend to other duties under emergency conditions.

The DWI arrests for the TPD unit started at a high level which was maintained throughout. The initial arrest rate for this unit was a little over one arrest per man per night.

Early in 1973, a permanent breathalyzer operator was employed, thus reducing the number of TPD ASAP officers needed to produce one DWI arrest from three officers to two. As a result, the street arrest then required only the two officers—one to originate and one to provide a safety-assist backup.

Morale in this unit continued to be high and a good spirit of competitiveness consistently existed among the officers. The high performance rate of the ASAP squad caused the TPD administration to show sufficient interest in the ASAP squad that they developed a separate enforcement division in the computer tabulations for reporting to the National Safety Council in order to report the ASAP patrol enforcement activity. The re-programming of the computer to accommodate this function was done without cost to ASAP.

Late in 1973, the TPD SE Unit was working nine-hour duty days and were continuing to average one DWI arrest per day per man. This productivity was attributed to high morale on the squad and close supervision by the sergeant. In early 1974, the TPD joined the FHP unit in implementing a four-day work week concept. ASAP participated in the changeover at the request of the agencies involved, even though the four-day work week when used with the Highway Patrol alone had not been satisfactory.

It was at this time in 1974 that the establishment of a centralized testing facility was first considered. To determine the need for such a facility, a study was conducted for all law enforcement agencies. A study was conducted in mid-1974 pertaining to the purchase of pre-arrest breath testers for all law enforcement agencies in Hillsborough County.

This study concluded with the recommendation to purchase the instrument so that all law enforcement agencies could comply with the new Florida law relating to pre-arrest breath-testing. The law was effective the first of January 1975. In February of 1975, the Central Breath Testing (CBT) facility was implemented, operating with a staff of seven civilian technicians and working 24 hours a day.

The new facility consolidated the breath testing functions in the county and was used by all enforcement agencies. With the implementation of the CBT, arrests and tests increased. The Gas Chromatograph Intoximeter was selected to be added to the CBT operation, replacing the breathalyzer which had been in use previously.

Early in 1975 eleven new police cars were purchased for use by the Selective Enforcement Squad of the TPD. That squad maintained a high performance record throughout the entire period of the operation of the ASAP. The enforcement officers of the TPD were recognized publicly for the contribution they made to the ASAP effort in Hillsborough County. The organization which annually sponsors a recognition dinner for enforcement officers made it possible for ASAP to participate and, in 1976, for the first time in the project's history, the ASAP was represented at this function.

C. BAC Testing Facilities (FHP)

BAC Testing Facilities for the Florida Highway Patrol became operational early in 1972 with the contract approval of the Hillsborough County Sheriff's office. The breathalyzer operators were hired and began testing in March. The purpose as stated in the Detailed Plan for using the Sheriff's Office for processing DWI's arrested by the highway patrol was to allow quick turnaround so that the State Troopers could return to patrol duty immediately after taking the suspected DWI in for testing. The procedure did not work as anticipated, however, because the Troopers had to remain at the site to sign the booking slip. Low utilization of this facility caused a change in plan to allow the FHP to perform all of their own tests.

The BAC Testing Facility Countermeasure dropped one of the two men in the Sheriff's office who had been hired to perform BAC tests for the Florida Highway Patrol Unit in mid-1972. It became evident that there was not sufficient input by the FHP to justify paying two men to run the operation, and one position was cancelled in mid-1972.

Throughout the last quarter of 1972, the Sheriff's Office continued to provide breathalyzer testing for the Highway Patrol. The two enforcement units, the FHP and the TPD, consolidated booking and testing under Article V: Judicial Reform (which was implemented January 1, 1973). When the operators provided by this countermeasure were no longer assigned to the program, the BAC Testing Facility (FHP) was no longer needed as a part of the ASAP Detailed Plan. For a period of time all provisions relating to Florida Highway Patrol BAC Testing, were incorporated under the TPD Breath Testing Facilities and the consolidation paved the way for the development of the Centralized Breath Testing Facilities later in the ASAP operational period. The FHP portion of the countermeasure was terminated in February of 1973.

D. BAC Testing Facilities (TPD)

BAC Testing Facilities for the Tampa Police Department became operational when the agreement on service provisions was reached early in 1972. The officers assigned to the unit were able to perform their own tests through the use of a backup type of buddy system. When an officer was preparing to make an arrest, he called another officer to the scene for the purpose of disposing of the automobile, witnessing the field test, and for transporting the DWI to the station for booking and testing. One officer, usually the arresting officer, was thus available for witnessing the tests. This procedure worked well, also, when the unit presented its cases in court since both officers were available to testify. A change in plans was evidenced by the addition of a separate room at the TPD for use only by the SE Unit. The breathalyzer was placed in this room and members of the SE Unit took all of their suspects there and processed them separately, away from suspects arrested by other members of the TPD. In this way, there was no interference from other people being booked or tested at the same time. The addition of a breathalyzer by ASAP for use by the SE Unit added to the impact of the selective enforcement unit by helping in the expeditious handling of all cases arrested by that unit.

By mid-1972, the procedure for BAC testing required one officer to stay at the BAC station after he was originally called to make the first test. This process resulted in the loss of two or three hours of patrol duty, but it was balanced by the fact that the paperwork involved was completed properly, the equipment was not tampered with and the officers of the unit endorsed the procedure.

The consolidation of the courts in Hillsborough County under Article V: Judicial Reform brought with it problems in the requirement to consolidate BAC testing. The booking and testing facilities for all enforcement units in the county were consolidated and located at the TPD. To accommodate the revision in the testing procedure, this countermeasure was expanded to allow for the processing of all cases by one officer assigned specifically to this job.

In early 1973, at the time of the implementation of Article V, one additional police officer was assigned to the unit to perform tests for cases arrested by the FHP as well as those arrested by the TPD Selective Enforcement unit. The effect of hiring the additional officer not only enabled the entire eleven Tampa Police Department ASAP officers to work street duty, instead of doing BAC tests, but it also had the effect of improving court testimony for BAC tests through reliance on one individual.

At this same time in the project history, the ASAP began testing the pre-arrest alcohol screening device in conjunction with tests being conducted by the Florida Division of Health.

Questions surrounding the legality of the use of this instrument were prevalent.

Court scheduling for ASAP officers to testify was a problem even at this early date. Other problems which were apparent at this time concerned the overcrowded conditions resulting from the consolidation of the booking operation for the city and county at the TPD detaining facility. There was a lot of discussion concerning the relocation of the Booking Office to the Sheriff's Office during this period. By first quarter of 1974, the need for a centralized breath testing facility in Hillsborough County was stated in the Quarterly Report and the ASAP was developing a program at the request of the Sheriff's Office and the TPD which would meet the needs of all the County's enforcement agencies.

The utilization of a mobile van as a fixed centralized testing facility was considered. A training session was held at the TPD for ASAP squads on the Gas Chromograph Intoximeter as well as on the Alco-Sensor, the small, hand-held unit, used primarily for pre-arrest breath testing. Pre-arrest breath testing became a law in Florida on 1 January 1975. A study was conducted for the need of a central testing unit for all law enforcement agencies in Hillsborough County in mid-1974. The new service, the Central Breath Testing facility, referred to as CBT, was implemented with a staff of 7 civilian technicians. By using a rotating shift the CBT was capable of operation for 24 hours a day. The new facility consolidated the breath testing functions in the county and was used by all enforcement agencies. The establishment of this facility was the culmination of plans which were being made for several months prior to the actual establishment of this operation. After the implementation of the CBT in February of 1975, arrests and tests increased. The CBT function also served a primary responsibility in collecting the initial data that was to be the basis of the new in-house Judicial/Rehabilitation System.

E. Training for SE Units

Training for the SE Units was implemented in January, 1972. The training was conducted in two major portions, with one week being devoted to the presentation of the description of the ASAP, its purposes and goals. An additional two weeks were spent in certifying Selective Enforcement unit members at the instructor level in the use and operation of the breathalyzer.

The in-house portion of the training incorporated instructions from ASAP staff, subcontractors, referral sources, and local city and county judges. The sequence to be followed by individuals who were referred to the project was presented and explained to the enforcement officers, thus indicating the progress of the individual who was ordered into the system. Representatives of all the fields involved described their participation in the rehabilitation of the individual indicating their support of the new approach to solving the drinking/driving problem. The enforcement officers generally approved of this concept even with its departure from the traditional sanctions of fines or incarceration for DWI condition.

In addition, several documented presentations on the nature of alcoholism and its affects on the body were given in order to acquaint the officers with the concept of alcoholism as a disease. One full day was devoted to the development of the drinker/driver profile and a discussion of police attitudes conducted by an educational representative of the Florida Highway Patrol.

The training course was presented to eleven officers of the Tampa Police Department and to ten officers of the Florida Highway Patrol. Prior to the presentation of any factual information, each group was tested separately by means of a pre-test. The Police Department officers, after completing the course, obtained a mean score which represented a 24% gain in information. The officers of the Highway Patrol achieved a mean score which represented a 14% gain in information. In mid-1972, the funds allocated to this countermeasure were reduced and reallocated to other areas since the need for continuing training in the areas in which the training was being conducted was re-evaluated.

By the end of 1972, the countermeasure went inactive until such time as the entire squad would have to be replaced and in that event retrained.

ASAP considered developing some training films which could be shown on television cassettes, but procedures for this were not developed at all. Early in 1973, because of the poor performance of the Highway Patrol, a weekly meeting was established between the Enforcement Coordinator and the FHP ASAP unit.

Although these meetings were not training sessions as such, they provided a two-hour question and answer period at which time all FHP personnel were free to discuss identification techniques and unit progress. Prior to this time the training program had not been devoted to improving identification techniques but was limited primarily to the description of the ASAP program, its objectives and goals and to training for the breathalyzer operation.

In mid-1974 a training session was held at the Tampa Police Department for both ASAP squads on the Gas Chromograph Intoximeter as well as on an Alco-Sensor, the small, hand-held unit used primarily for pre-arrest breath testing. The pre-arrest breath testing became law in Florida January 1, 1975.

In late 1975 a DWI in-service training program for all Hillsborough County law enforcement officers was in the process of being developed. Difficulties which were to impede the progress of that training session included obtaining of sufficient time from the participating officers with the required participation and cooperation of the TPD administration. The result of this planned training program were three, four-hour, selective enforcement, in-service training seminars which were conducted during early 1976. A total of only fifteen officers participated. Poor attendance at the seminars was attributed to the local agency's requirements that officers attend the seminars on their own time.

Other training which was ongoing during that period included a 40-hour CBT training school for new breath-testing technicians who were hired to fill existing vacancies at the Central Breath Testing Lab. In mid-1976, the Enforcement Coordinator went to the Highway Traffic Safety Center at Michigan State University for training in the implementation of the DWI Law Enforcement Training Curriculum. The areas covered in this training were the following: Delivery Systems Management, Fiscal Management, Logistical Concerns, Personnel Requirements, Program Design, Course Content, Course and Student Evaluation and Instructional Management. As a result of this activity the Florida Governors Highway Safety Commission provided to the ASAP the complete package of audio-visuals which accompanied the curriculum for local presentations.

It was anticipated that the training package would be presented to local agencies without charge on a continuing basis beginning in late 1976. Concurrent with this, the Enforcement Coordinator submitted a proposal to the Governors Safety Commission to establish a statewide program of DWI Law Enforcement Training for both line officers and regional academy instructional personnel. The anticipated programs of training never materialized to the point that was expected and the only training that was actually presented was the seminars which occurred early in 1976. The agencies which were eligible to use the audio-visual and recording material never did so, and the operational period of the ASAP terminated before any final agreements were reached.

F. Central Breath Testing

By late 1975, it was apparent that the establishment of the CBT facility had contributed to the processing of DWI's arrested by all enforcement agencies and had also enabled the officers to return to patrol duty more rapidly than had been possible previously. The facility which was established to offer services around the clock has been well received by all officers and the agencies they represent.

Changes in staff were necessitated because of the unusual nature of the CBT facility and the hours required in addition to the court appearance time. The early months of this operation were used to develop the type of profile that would be most successful and productive as BAC technicians. After several adjustments were made in the supervisory selection, the supervisor appointed in early 1976 finally settled the operation on to its path which was followed for the remainder of the project.

Some problems which concerned the accuracy of the readings on the Gas Chromograph Intoximeter caused a lack of credibility in those machines by the members of the Selective Enforcement Unit of the TPD and, as a result of that questioning, the Gas Chromograph Intoximeters were removed from the CBT and the Stevenson Breathalyzer was re-installed as the primary testing unit for CBT.

G. Evaluation Summary

In the Enforcement Countermeasures, there were significant changes in manpower levels and personnel assignments throughout the operational period. As reported in Analytic Study #3, the eleven man Tampa Police Department (TPD) squad continued throughout the operational period (3/72 to 12/76), but the ten man Florida Highway Patrol (FHP) squad continued only through June 30, 1976. Thus, during the last six months of the operational period, only one Selective Enforcement squad was active. FHP had taken over funding of the SE unit in October 1974, and in 1976 State funding cutbacks reduced the manpower level of the Florida Highway Patrol statewide, resulting in a seven man reduction in Hillsborough County. Thus, the continuation of the FHP squad was impossible. It should be noted that the eleven man squad remained at eleven-man strength and the ten-man squad remained at ten-man strength throughout their respective operational lives.

There were no changes in the vehicle or type of unit during the operational period. Analytic Study #3 states that all vehicles were marked one-man units assigned to individual officers. This configuration did not change. It is noteworthy that while ASAP vehicles were not made available to other agency personnel, the reverse was quite true. That is, if an ASAP squad was minus a vehicle, a vehicle was obtained from the remainder of that uniform division.

The patrol unit time frame changed throughout the operational period. Study #3 reports that both Selective Enforcement units varied patrol unit time frame. In general however, the hours of operation were between 8 p.m. and 4 a.m. Thursday, Friday, and Saturday evenings, with the Florida Highway Patrol working Wednesday and Sunday and the Tampa Police Department working Mondays and Wednesdays.

There were no changes in the arrest procedure. Study #3 shows that arrest procedures were standard throughout the operational period, requiring probable cause for each automobile stopped when the driver was suspected of DWI. Routine driver's license checks and physical tests (balance test, walking and turning, finger-to-nose, etc.) were performed prior to vehicle impound and offender incarceration.

There were, however, changes in the breath testing procedures during the operational period. As shown in Study #3, three separate approaches to breath testing were tried during the operational period. Initially, additional manpower were provided at the various booking facilities to perform chemical tests on any driver arrested by any member of the law enforcement community in the county. Because of conflicts in court schedules, that procedure was changed early in the life of the program and an extra individual was assigned to the TPD DWI squad to perform chemical tests only for the Selective Enforcement.

Since that individual worked the same hours as the Selective Enforcement squads and had the same court hours as the Selective Enforcement squads, earlier problems were eliminated. In practice, the dedicated individual whose duty it was to perform breath tests for Selective Enforcement changed from time to time, even though the position itself remained stable. In this way, several officers had the opportunity to improve their testimony expertise with the breath testing equipment.

Finally, in February 1975, a facility initiated and funded by ASAP was established for the purpose of providing chemical tests for the entire law enforcement community in the County. This facility, known as Central Breath Testing (CBT), remained active for the remainder of the operational period.

The changes in alcohol-related arrest activity during the life of the project, according to Study #3, were reflected in different ways. An initial increase of some 340 percent was seen the first year the Selective Enforcement squads were put into service. The number of alcohol-related traffic arrests remained well above baseline throughout the entire operational period, although the highest annual productivity was obtained in 1975 with a total of 9,191 arrests. The lower 1976 total (7,742) was occasioned partially by the loss of the FHP Selective Enforcement unit, and a general slowdown in alcohol-related arrests by all of the law enforcement community in 1976. Also, the study shows that the arrest activity by non-ASAP patrol personnel changed over the life of the project.

The number of alcohol-related arrests made by regular patrols continually increased over the life of the project, both in frequency and in proportion of total alcohol-related arrest. In 1972, regular patrols made 43 percent of all alcohol-related arrests in the County, and in 1975 that proportion had increased to 61 percent where it remained during 1976. Thus, alcohol-related arrests were seen as a priority item by all law enforcement personnel in the County, at least during the life of the project.

There were, in addition, changes in the chemical test refusal rate during the life of the project. There appeared to be an increasing trend in the overall proportion of implied consent refusals from 5.8 percent in 1972 to 14.2 percent in 1976. The percentage of BAC's obtained remained remarkably consistent for ASAP patrol officers however. The Selective Enforcement squads consistently had fewer refusals than regular patrol officers.

The average blood alcohol level of the arrested driver declined steadily throughout the life of the project from a baseline mean of .20 to an overall operational average of .16. Further, there was a substantially lower proportion of individuals with BAC's in excess of .20 during the operational years than during the baseline year.

A difference in blood alcohol level of arrested drivers between the ASAP patrols and regular officers was observed, according to Study #3. Both Selective Enforcement squads maintained significantly lower average blood alcohol levels for their arrested drivers than did the regular patrols. (.14 vs. .16) This was true throughout the life of the project.

Efficiency measures for both ASAP squads generally increased throughout the life of the project. Since the squad members were consistently arresting more and more individuals for alcohol-related offenses each year, and consuming approximately the same number of man hours each year, the number of alcohol-related citations per man hour steadily improved. However, the general slowdown in 1976 produced a marked change in the efficiency measures, with both squads showing a good deal less efficiency in 1976 than in any previous year.

ASAP purchased several portable pre-screening devices and made them generally available to law enforcement. Both ASAP and regular patrol officers had access to the equipment and were encouraged to evaluate the equipment. The results of this evaluation indicated that one portable breath test unit in particular was preferred by the majority of law enforcement personnel in the County, regardless of agency affiliation.

A study by the Evaluation office was made to evaluate the impact of pre-screening devices on the arrest rate. A group of officers within the Tampa Police Department (non-ASAP) were identified on the basis of high alcohol-related arrest activity. Half of this group was randomly selected to receive a portable breath test device. Arrest levels for six months prior to and six months after the presentation of the pre-arrest devices were monitored. The analyses indicated significantly higher arrest frequencies for those officers who had pre-arrest breath test devices in their possession. Apparently, the availability of a pre-arrest screening device will increase the number of alcohol-related arrests made by officers who have the device in their possession.

The average blood alcohol level of the arrested drivers was not affected by the pre-arrest breath device. One possible conclusion is that more emphasis needs to be placed on detection of motorists driving under the influence, since once detection is made there does not appear to be a differential BAC level for officers with the device as opposed to officers without the device.

II. Judicial/Rehabilitation Countermeasures

A. DWI School

DWI Counterattack School became operational on its own in May of 1971 and as a part of ASAP in November 1971. The DWI Counterattack School was available in the Tampa area prior to the establishment of the ASAP and the subsequent inclusion of the DWI School as a countermeasure within the framework of the project.

Initially, the DWI Counterattack Tampa-Hillsborough, Inc. provided the school services to ASAP on a fixed fee basis: a \$10 contribution for each class participant's fees, not to exceed 173 students per month.

Before the Selective Enforcement units became operational and before they started providing input to the court for referral to the school, an average of 43 students were assigned per month for class attendance.

With the addition of the input from the expanded Selective Enforcement units of ASAP, the school began to expand its enrollment almost immediately. One problem that was created by the increased input was the delay in getting individuals who were under court order into the available DWI classes. The DWI school increased its staff of instructors by seven and plans were made to move the meeting place to larger quarters by early 1972. Classes increased from two per month to sixteen per month by mid-1972. At this rate of enrollment, the allocation set aside by the ASAP to pay one-third of the \$30 enrollment fee per student was used up rapidly. As an adjunct to the problem of not getting people assigned to DWI classes on a timely basis because of an inadequate number of instructors and lack of teaching space, the court order which directed the individual to attend DWI Counterattack School was viable only for a limited period of time. This was particularly a problem in the city because of the fact that the probationary periods to which the DWI was assigned could last no longer than six months. (This procedure pre-dated the Article V: Judicial Reform which consolidated the courts as well as its supporting agencies).

By late 1972, the catalytic effect of the DWI School was being felt. The Governors Highway Safety Commission allocated funds for the initiation of similar DWI School programs sponsored by the State of Florida in ten selected cities. These cities requested assistance from the ASAP staff in establishing teaching procedures, and the contents of the Tampa plan for the DWI School were incorporated into the plan that was used in establishing the additional schools. The number of schools established in this manner kept increasing until it reached approximately forty schools in Florida.

By the end of 1972 the school relocated its quarters from the Municipal Courtroom in the Tampa Police Department to the Airport Collegium of the Hillsborough Community College. The facilities at this location were more advantageous to the presentation of course material. At this time, the Consultation and Referral interview was conducted after or during the time the student was attending DWI School. A problem began to appear because of the delays in getting students entered into the school. Referrals to the rehabilitation program during the first four years of operation increased at a regular pace, and, by late 1972, it was apparent that the number of people generated by the DWI School and subsequently referred into the Consultation/Referral countermeasure constituted a problem for the ASAP in expanding internal facilities at a rate commensurate with the expansion of the DWI School.

All of the judges in the area accepted the ASAP program initially and the DWI School as valuable treatment facilities for DWI offenders. By the end of 1972, the transition involved in consolidating the city and county court was anticipated to have some effect on the input into the DWI School while the new judges became familiar with the procedures of assignment. That effect was observed in the fact that no classes were begun between early December 1972 and early 1973. This marked a general slowing of the rate at which referrals were made by the Court.

The ASAP Management Information System was started in early 1973 to begin to track the percentage of DWI Convictions that were being referred into the rehabilitation program. This method documented and confirmed the diminishing referral rate to the program. During this period the DWI School had to adjust downward its staff because of the reduced input to the program. By the end of 1973, meetings were held to develop a specific statement regarding the existence of inter-related rehabilitation treatment programs. The intent of the statement was to indicate to judges, primarily, that a coordinated structure of sequential rehabilitation treatment did exist (although it did not really exist until mid-1975) and to renew the faith of the judges in the validity of the ASAP countermeasure system. In mid-1975, after the ASAP extension had been obtained and changes were made in the internal organization of ASAP, referrals from the court began operating more smoothly. (For a further description of these arrangements, see section on DWI Information Service).

B. Consultation and Referral (TACOA)

The Consultation and Referral Countermeasure became operational in late September, 1971. The non-profit, voluntary organization formed to handle the responsibility for the ASAP consultation and referral program was the Hillsborough County Council on Alcoholism, Inc., later to become known as the Tampa Area Council on Alcoholism (TACOA).

In the early phase of the ASAP, there were two counselor-interviewers who were on the staff of the ASAP, performing the Mortimer-Filkins test, making estimates of the degree of severity of drinking problems to determine the DWI participants ability to cope with drinking/driving problems and to suggest appropriate treatment services from those which were available in the local community.

It was obvious by mid-1972 that the number of interviews conducted by each of the counselors was increasing consistently, since the arrests were increasing and the referrals to the program from the Court were increasing. Concurrently and as the need demanded, additional staff was added to Project Management until it became too large for Project Management to efficiently allocate that portion of the budget to Consultation Referral. At that time, the TACOA obtained approval from the judiciary to begin providing the same services on a per client fee, similar to the structure which was already in effect for the DWI School.

Through the early part of the ASAP's existence, the legal system was very supportive, specifically for the Consultation-Referral specialists. Early in the program, too, convicted DWI's tested the authority of the court order that required them to attend therapy sessions, and the judges upheld the validity of the therapy program. The relationships that existed between TACOA and the judges deteriorated rapidly, however, partially because the ASAP at this time did not have a Rehabilitation Coordinator and the countermeasure representatives within the rehabilitation field were free to conduct business with the judges individually, avoiding and coordinated efforts. At one point the authority that was assumed by TACOA completely ran afoul of the procedures the judges had assumed were in effect and the referral rate at that point in the program diminished rapidly. This reaction had a very deleterious effect, one which was to be years in repairing. Only at the end of the ASAP was the relationship between the Court and ASAP put right again. The separation from financial dependence on ASAP was made possible in early 1973 by the approval of the traffic judges to allow TACOA to assess each client a fee of \$30 for the interview and referral service. One problem that went wrong with that plan was that TACOA established for itself an additional \$20 fee for those who failed to show up for their interview. This was an example of the excessive abuse of authority which had been granted by the court to the TACOA organization.

When the ASAP was approved for an extension of the grant for two years, plans were made by the new Project Director to move the diagnostic services to a local community mental health center. (See section on Consultation and Referral-HCMHC).

C. Extended Group Therapy

The Extended Counseling Countermeasure was informally in existence before the arrival of ASAP. However, under the ASAP, formal agreements were reached in terms of budget and services between GTASAP and the West Florida Regional Clinic of the Florida Alcoholic Rehabilitation Program. The Clinic, located in Tampa, was the provider of services for this countermeasure; the approval authority, however, remained with the Department of Health and Rehabilitative Services in Tallahassee and this split location and dual understanding of roles created many problems for ASAP.

Referral procedures were coordinated between the Consultation and Referral specialists of GTASAP and the counselors at the BAR Clinic, who provided therapy sessions for those individuals in need of it. The processing of reports to ASAP and to the Assistant Director/Evaluation with confidentiality of information were assured, and the countermeasure became operational on November 15, 1971. At the outset in 1971 there was one therapist conducting classes, and he was the replacement for a therapist who had not been satisfactory. An early problem concerned the inadequate performance of the therapist who was replaced. A delay was necessitated by the switch from one therapist to another, and the participants in the class were not allowed to be in session until the replacement was located.

The countermeasure operated initially with the part-time therapists. The part-time schedule allowed the therapist to work in the evening since so many of the individuals sent for therapy also worked during the day and were unable to attend classes held during those hours.

By mid-1972 the Extended Group Therapy countermeasure was still not very productive. The countermeasure had more than its share of problems, most of which were not very significant but they still hampered progress to the extent that the countermeasure was not as effective as it should have been.

From the outset, when the Project wanted to use State Bureau of Alcoholic Rehabilitation Counselor/Social Workers and was unable to arrange for a contract with the State, there were internal difficulties between the GTASAP and the people associated with the operation of the countermeasure.

However, since the State was unwilling to perform this service and since they were not well enough informed about the Project and its goals, positions were not made available by the State and the extended therapy counselors were hired under ASAP Project Management.

The therapy sessions required four months to complete, and attendance at the sessions improved when a few of the participants who were not attending regularly were put in jail as a punitive measure. That punishment was a subject of discussion during some

of the sessions and most of the people assigned to the countermeasure started taking the assignment more seriously after that occurrence.

The input to the countermeasure was not as great as had been expected because the type of therapy offered was not suitable for the majority of referrals. Some needed more in-depth therapy than was offered, and others, in the estimation of the counselors who made the referrals, were capable of resolving their own problems. Many others were thought to be more appropriately suited for aid by AA, and thus the difficulty in filling the therapy classes occurred.

In mid 1973, the countermeasure which was offering therapy for DWI referrals was supplanted by the treatment facilities and services made available by an NIMH/NIAAA grant which was obtained by ASAP staff. The ASAP-funded group therapists were terminated because the therapy never was satisfactory from a Project Management standpoint and attendance never reached an acceptable level.

D. Community Alcohol-Related Services

The Community Alcohol-Related Services Countermeasure consisted solely of informal service agreements which were obtained by the Consultation and Referral specialists in the community survey activities. All input to the Community Alcohol-Related Services Countermeasure from GTASAP was through the referral of these specialists. This countermeasure was implemented in October of 1971 concurrent with the initiation of the Consultation and Referral Countermeasure. No contract was required with any agency providing a service to ASAP because all services were already existing and because no funds were offered by ASAP for services rendered by the agencies.

The most significant problem encountered in referring individuals to local community treatment centers was the small number of resources that were qualified and experienced in working with the alcoholic. This situation existed even in some of the most sophisticated treatment resources in the Tampa area. Recognition of that fact led the counselors to rely more heavily on the ASAP-sponsored therapist in the Extended Group Therapy Countermeasure because of his ability to work with the problem drinker/alcoholic.

Some unexpected opposition came from local Alcoholics Anonymous groups who were not willing to accept GTASAP referrals because the groups disapproved of the use of a Court Order to get people into AA. The basic idea of the AA was that the individual who attends should be there completely on a voluntary basis. Many of the individuals who were referred to the GTASAP were not convinced that their alcohol problem was serious, and they were not ready to seek help. The use of the Court Order as a directive to seek rehabilitation placed these people in a category that was less than voluntary.

Another problem that existed in the Tampa area was the very limited resources which were available for the lower-income individual. Most of the resources which were available on a no-fee basis required that the individual live in the Model Cities Neighborhood or else already be on welfare. At the other end of the spectrum were the private agencies which quite often had fees which were well beyond the lower-income family's ability to pay.

Throughout the operational period of the ASAP, the community agencies fluctuated in ability to provide services. Some increased services and other were not able to keep operating. At the present, the services offered by the Salvation Army and by state-funded mental health offices are the most reliable treatment sources.

E. Pre-Sentence Investigation (State)

The objective of the Pre-Sentence Investigation Countermeasure (State) was to provide Court judges with sufficient background information relative to the drinking-driving behavior of persons appearing in Court for use as a guide in sentencing. The duties encompassed by countermeasure later became some of those covered by the DWI Information Service and the Capias Issuance, after the extension of ASAP. The probation officers who performed pre-sentence investigation at the request of the presiding judge also provided a point of contact between the Court and ASAP. In addition, when the influence of the Court was needed to enforce the provisions of the Consultation and Referral countermeasure, the probation officers obtained the necessary coordination from the Court.

It was necessary to obtain passage of a bill by the Florida Legislature before the Florida Parole and Probation Commission could enter into contract with ASAP to provide pre-sentence investigation and probation for individuals participating in the program.

Several months passed before it became apparent to the ASAP office that the Commission was unable to enter into a contract without special legislative action, and at that time documentation was prepared and sent from the ASAP to legislators who pursued the passage of the bill. The Commission had never had the authority to sign such an agreement, and they were pleased about the new contingency which would in the future allow them this authority.

The countermeasure technically became operational in January of 1972 with only one probation and parole officer assigned to the overseeing of all the additional workload resulting from the ASAP selective enforcement units. The tremendous increase in workload eventually created some very serious problems for the Parole and Probation Officer. No funds were initially allocated by ASAP to this countermeasure because of extreme unfamiliarity by the ASAP office with the duties of a probation officer.

The State Probation Office went through a difficult period in reacting to the effects of Article V: Judicial Reform, which required that all people who were placed on probation would be assigned to the Parole and Probation Office. In accordance with this development, meetings were held to arrange for a transfer of funds from City Probation (which was phased out) to the State Office and for a massive increase in funds from ASAP to cover the increased workload. The proposed staff for the Probation Office consisted of a unit which would handle only ASAP-related cases, and even that staff was not able to completely cover the large increase. The proposed ASAP-sponsored unit had one supervisor, one Probation Officer II, seven Probation Officer I's, one Aide, and two Clerk Typists.

Even though the countermeasure technically was implemented in January of 1972, there was a backlog of over 1,000 DWI cases in need of Probation Officer supervision before the administrative details were completed, a delay of nearly nine months.

Owing to delays up and down the line and compounded by further delays in Washington, it was over a year after the scheduled implementation date that the countermeasure actually went into effect. It was operational for sixteen months using ASAP funds. The Legislature passed the Mandatory Adjudication law, effective January 1, 1975, and a simultaneous restriction was placed on the Probation and Parole office not to process misdemeanor cases in the future. This cut back seriously on the caseload of the Probation Officers. During this period in early and mid-1975, the ASAP was developing a capability to serve the function of the Probation Office (See sections on DWI Information Service and Capias Issuance), so when the coordination of probationary duties was not being filled by the P and P Commission, the ASAP was ready to step in and to provide better and more complete services than had been available previously.

F. Pre-Sentence Investigation (City)

This countermeasure was scheduled to begin operations concurrent with the initiation date of the E-2: Selective Enforcement Countermeasure (Tampa Police Department). It began operations in March with the addition of one probation officer to the staff of the Probation Office, which is under the jurisdiction of the City Municipal Court.

The services provided by this office were not as extensive as they should have been, since they provided only a driver's license check, a prior arrest check, and the collection of fines. They did not offer any field interviews or background investigation of any depth. The relationship of the probation officers and the counselors would have been strengthened through a more supportive role on the part of the City Probation Office. However, no change could occur until the consolidation of the Courts and Probation Offices in the County was accomplished by the implementation of Article Five.

The cases which were in effect as of December 31, 1972 had no determination made on them. Neither the City probation officers nor the cases assigned to them were re-assigned to the State probation office in the County. The officers were not qualified to assume a position in the State Office, and no provision was made under Article V for the lateral transfer of cases to another probation office. The result of this oversight caused a loss of several hundred people from the system because there were no holds on them from a probation standpoint.

G. Review Board

The Review Board countermeasure provided a mechanism for referral and review of case histories on each individual at the completion of each phase of ASAP. Case descriptions of individuals who were in the rehabilitation phases of the Project for a sufficient length of time to have completed any of the various components were reviewed by the Review Board which determined recommendations for continued rehabilitation for those cases which required special attention.

The original idea of the Review Board was to allow all treatment agencies which touched the individual to review the case before the individual continued on. An early problem occurred when it became apparent that the DWI School Instructors would participate in the review only on a fee-paid basis.

When the first two cases came before the Review Board this quarter, the Board made recommendations for the individuals involved. The major problem in this countermeasure, and one which constituted a change in the way the Plan was written, was the lack of time available for the review of cases.

It was originally stated that all cases would be periodically reviewed by the Board and that the review would occur when people in the ASAP system reached the end of each specific phase of rehabilitation. This procedure would have allowed the Board to evaluate the effectiveness of the various types of rehabilitation which had been recommended to people and in many cases enforced by means of a Court Order.

In addition, the original members of the Board were to have been all those who had been involved with the person while he was in rehabilitation. This would have included his instructor from the DWI School, the consultation and referral specialist who directed his treatment, the probation officer who followed his progress, and any other treatment facility which had offered services (Extended Group Therapy, or Community Alcohol Related Services).

However, early in the Program, the DWI School instructors were dropped from the list of Board members for two reasons: that the instructor had inadequate time in a classroom situation to make reliable observations about the real depth of a person's problem; and that the instructors were highly-paid professionals whose time would not be available at no cost to ASAP for reviewing cases as were the other Board members. In this way, the cost of the meeting of the Review Board was eliminated since the Board met during regular weekday hours.

Subsequently, due to the extreme overload of cases carried by the counselors, the Board did not meet to discuss each case. The only cases which were reviewed were those which the counselors observed as "problem cases".

H. Traffic Prosecution

For a brief period in 1973 and 1974, the ASAP provided some funds to the State Attorney's Office for the purpose of alleviating to some extent the increased workload which had been placed there by the great increase in arrested DWI's who were appearing in court.

The State Attorney's Office was appearing at all trials except those at First Presentment, the time provided for people who have been in jail overnight, and that situation did not change even when ASAP was contributing to the operation of that office.

The additional funds enabled the S. A. office to delegate two specific attorneys to the prosecution of the DWI offenders, and on most occasions the attorneys who were especially assigned to that duty were the ones who appeared. It was considered advisable and in the best interests of the State to have experienced attorneys who were able to make effective cases against the defendants and to maintain a high conviction rate, which was the situation in Tampa.

I. Scheduling Office

This countermeasure was an outgrowth of the original TACOA diagnostic and referral organization that served as its own scheduling office. As the referrals from the court increased during the extension of the ASAP operational period, the need for a separate office to direct those individuals into the appropriate treatment agency became apparent. Under the coordinated program of Judicial/Rehabilitation countermeasures, it was possible to establish this separate office and to place it in close proximity to the Central Breath Testing Laboratory, which was the first place the DWI had to visit when arrested.

The Scheduling Office served an extremely valuable function and is an element of the Judicial/Rehabilitation countermeasures which will be continuing in the community.

J. Consultation/Referral (HCMHC)

The ASAP obtained a very high level of cooperation with judicial officials during the extension period and the existing atmosphere of mutual support was very conducive to the effective implementation of the rearrest procedure for system dropouts. During this same period, the diagnostic function was transferred from TACOA (see section on Consultation and Referral) to the Hillsborough Community Mental Health Center. As part of the ASAP ongoing cooperation with the judiciary during this period, a new form was accepted by the court for additional data, called "Confidential Diagnostic Report to the Judiciary". Specific provision was made for this type of disclosure in the Privacy Act of 1974.

Members of the judiciary reached to the report with overwhelming favor since it gave them in writing the conclusions of the counselor who conducted the diagnostic interview, the findings on which the conclusions were based, and the recommendations for treatment. A separate report on each defendant accompanied every Phase I Court Order sent back to the judge for concurrence in ordering further therapy.

The staff performing the diagnostic tests were largely unfamiliar with the use of Mortimer-Filkins and, in the early days of diagnostic testing at the HCMHC, little reliance was placed on the significance of prior arrests or high BAC levels, both items of data which were provided to HCMHC on a copy of the PSI. Steps were taken to tighten the diagnostic procedures to comply more closely with the recommended techniques for the identification of problem drinkers.

The starting-up problems with the transfer of the diagnostic function to the HCMHC were rectified as the counselors became more familiar with the process of diagnosing problem drinkers. The counselors and the mental health technicians participated in a series of workshops on the accurate diagnosis of problem drinker cases as well as on the administration of the Mortimer-Filkins test and the Life Activities Inventory. In order to compensate for problems which had developed when TACOA was performing the diagnostic interview, a system of judicial concurrence was devised so the referring judge had to give final approval where additional treatment was recommended.

K. DWI Information Service

By early 1975, the effects of the mandatory adjudication on the referrals to the rehabilitation system were shown in a reduced number of DWI cases appearing on the docket, even at a time when arrests were increasing. The reason for this effect has never been clear, but it may be reasoned that attorneys held their clients off the docket until reaction to the mandatory adjudication became apparent. There was a marked reduction in the number of cases which were on the docket immediately after the mandatory adjudication laws became effective. The implementation of legislation requiring mandatory adjudication focused the attention of the judiciary on the referral system of ASAP to a greater degree than had been observed before.

In the past, the consistently diminishing rate of referral to the program had been an indicator of lack of real interest in the rehabilitation system and perhaps an indicator of a lack of understanding as well. With the new legislation, the judges were required to adjudicate each case on which a disposition was reached and, with the restrictions imposed by the new laws, more attention was paid to the alternatives and options which were available at the time of sentencing.

By mid 1975, ASAP management had moved into the data handling area and had received from USF Evaluation the compiled machine history of the treatment clients had received through December 1974. The new system was designed to have a larger capability than the machine system since it would maintain a record of all arrests whether they were referred to the program or not. Arrest records on clients prior to the establishment of the in-house system were available only for those people who were referred for treatment.

At the Judicial Seminar in May of 1975, the judges expressed a need for additional information to aid in the adequate and precise referral of DWI defendants into appropriate sanctions. As a result, the ASAP put into effect two separate sources of documentation which noticeably and immediately increased the number of defendants being directed into alcohol rehabilitation programs. One of these sources was the Pre-sentence Investigation (PSI), the composite result of the data that had been collected over a period of three years. It was presented to the court on the Report to Court form, designed for the purpose by the ASAP. The PSI was provided to the court in June of 1975 on a daily basis for each DWI who was scheduled to appear in court, and it provided background on the individual's prior record, treatment history and BAC test results. The report offered concise and pertinent information regarding the defendant's alcohol history and it served as additional data to that which was already provided by the State Department of Motor Vehicles on the standard records check.

The other document made available by the ASAP was a new set of court orders, designed in cooperation with the judiciary to reflect the new referral for treatment procedures. The Phase I ordered the convicted DWI into the first two rehabilitation programs in the ASAP system: the diagnostic interview and the DWI School. That type of treatment was usually recommended by the judge for people who had no prior record of DWI offense. Phase II order placed convicted DWI's into those two programs and, in addition, provided the option for subsequent recommendations during the diagnostic interview. The Phase II entry normally was appropriate for second time offenders who had not been referred to the ASAP previously or for people who dropped out of the treatment programs before completing them. The Phase III order was reserved for recidivists who had been through the basic rehabilitation program and who were considered good candidates for group or chemotherapy treatment. Concurrent with these new inputs to the Court, the judiciary approved the issuance of capias documents by the Judicial/Rehabilitation Coordinator to insure the prompt attendance at recommended treatment by the convicted DWI who had been given the opportunity for rehabilitation under the guidance of professional supervision.

During the first quarter that the Court was using the new data facilities provided by the ASAP, the referral to the ASAP system increased by nearly 20% in one quarter. During the same period, the capias system for issuing warrants for the arrest of referrals who failed to enter the ASAP program, as required by the court, was activated.

The ASAP obtained a very high level of cooperation with judicial officials during this period and the existing atmosphere of mutual support was very conducive to the effective implementation of the rearrest procedure for system dropouts. During this same period, the diagnostic function was transferred from TACOA (see section on Consultation and Referral) to the Hillsborough Community Mental Health Center. The staff performing the diagnostic tests were largely unfamiliar with the use of Mortimer-Filkins and, in the early days of diagnostic testing at the HCMHC, little reliance was placed on the significance of prior arrests or high BAC levels, both items of data which were provided to HCMHC on a copy of the PSI. Steps were taken to tighten the diagnostic procedures to comply more closely with the recommended techniques for the identification of problem drinkers.

As the data system began to be more responsive and to increase rapidly in size, attempts were made to acquire a small computer system. After many delays, however, the requests for the computer was denied.

The starting-up problems with the transfer of the diagnostic function to the HCMHC were rectified as the counselors became more familiar with the process of diagnosing problem drinkers. The counselors and the mental health technicians participated in a series of workshops on the accurate diagnosis of problem

drinker cases as well as on the administration of the Mortimer-Filkins test and the Life Activities Inventory. In order to compensate for problems which had developed when TACOA was performing the diagnostic interview, a system of judicial concurrence was developed in which it was necessary for specific approval from the referring judge to be granted before a person could be actually placed in additional treatment. As part of the ASAP ongoing cooperation with the judiciary during this period, a new form was accepted by the court for additional data, called "Confidential Diagnostic Report to the Judiciary". Specific provision was made for this type of disclosure in the Privacy Act of 1974.

Members of the judiciary reached to the report with overwhelming favor since it gave them in writing the conclusions of the counselor who conducted the diagnostic interview, the findings on which the conclusions were based, and the recommendations for treatment. A separate report on each defendant accompanied every Phase I Court Order sent back to the judge for concurrence in ordering further therapy.

By mid-1975, the Judicial and Rehabilitation areas were combined into one. As the ASAP approached the phase down period, the Judicial-Rehabilitation component entered a period during which the four major components of this activity area were extended until the local rehabilitation agencies could assume management of the system. The four areas included (1) Data Collecting and Processing (2) Pre-Sentence Investigation/Report to Court (3) Court Order Design and Printing and (4) Probation Monitoring. All of these duties evolved during the last year of ASAP operation, and it became apparent to the community that these services were essential for the continuing ability of the county to address the DWI problem. While it was not possible to transfer the existing ASAP data files to the county data system, as had been anticipated, it was possible through a series of complicated and interrelated steps to achieve acceptance by the county of the responsibility for continuing the Data Collection and the Report to Court, as well as for having court orders printed according to the final design developed by ASAP. With the aid of the Hillsborough County Commission and the coordinated meeting involving representatives of the Mayor's office, the Police Chief, the Sheriff, and the Criminal Justice Board, the continuation of the ASAP-developed system for reporting to the court on every DWI was assured. This system is firmly in place and remains as a very significant, tangible result of the existence of ASAP in Hillsborough County.

L. Capias Issuance Procedure

The capias system for issuing warrants for the arrest of referrals who fail to enter the ASAP program as required by the court was activated on behalf of the court during the extension period of the ASAP. The program had a very dramatic impact on dropouts since many of them were jailed for non-compliance with the court order. This aspect of the system had been missing for years, but when it was implemented in 1975, it greatly enhanced the effectiveness of the referral system.

The ASAP obtained a very high level of cooperation with judicial officials and the existing atmosphere of mutual support was very conducive to the effective implementation of the re-arrest procedure for system dropouts.

The system was developed in-house and a procedures manual was also prepared to assist the countermeasure representatives in the proper handling of cases for whom a capias was required.

The procedure required the countermeasure representative to document and to have notarized an Affidavit of Non-Compliance so that the ASAP would have the proof from the requesting agency before any arrests could be made. Since those agencies were the ones who were in effect testifying that the defendant had failed to meet the requirements of the court order, it was only appropriate that they be responsible for requesting the warrant for arrest. At that time, the ASAP staff accomplished the task of issuing the warrant and notifying the Sheriff's Deputy of the people who had been reported by the treatment agencies.

III. Public Information and Education Countermeasures

The Public Information and Education (P. I. & E.) objectives as outlined in the original detailed plan (1971) and only slightly modified as the project developed, have been progressive in a positive direction over the past five years.

The first year was directed toward developing a cooperative attitude among community motivators and the general public toward the drunk driving problem in Hillsborough County. One goal during this initial thrust was directed towards providing knowledge of the problem and alternatives which might be employed.

The second year showed an emphasis on distribution of collateral material (developed in-house) and more speakers bureau commitments. Other selective areas included initial use of the movable display at the Florida State Fair; agreement by Hertz Car Rental Agency to place ASAP literature in each car prior to rental; 90,000 poly bags containing ASAP literature distributed through service stations over the July 4 holiday and the Christmas-New Year's holiday concentrated on developing a socially responsible attitude toward drinking and driving on the part of party hosts and hostesses.

The third year emphasis was placed on heavy media campaigns, both electronic and print. The basic message was directed toward the community, encouraging it to become active in solving the drunk driving situation. A successful billboard campaign was developed with cooperation of a local women's service club. It lasted over several months and showed positive effects in terms of project recognition.

The fourth year emphasis was centered on youth, specifically those of high school age. The primary thrust was directed toward the Youth Activities Campaign (YAC). This committee was comprised of a senior and junior from each of the county high schools (22 students). Their role was to increase awareness among their peers of the hazards associated with excessive drinking and driving. Regular bi-monthly meetings were held and the volunteer students were trained for the duties they would assume as ASAP representatives. The YAC developed into an unstructured school activity.

This year culminated three years of development in the driver education alcohol unit resulting in the publication of a manual approved by the Florida Department of Education (Available on request from the Department of Education, State of Florida).

In addition to the categories described, P. I. & E. routinely continued its use of mass media, speakers bureau encounters and literature distribution. The design and implementation of the appropriate strategies was geared toward general or specific events.

The two-day Martin Milner-Kent McCord (Adam 12) celebrity visit during April generated tremendous response. Planning itinerary, plans and production of the visit was accomplished by the P. I. & E. Coordinator. Pre-publicity, current publicity, and post-publicity culminated with a 30-minute television documentary.

A 30 minute-television documentary "DWI Counterattack" was developed in the fall of 1972 and viewed by an estimated 200,000 persons over the Labor Day Weekend.

The first official pamphlet was developed entitled "The GTASAP Story" and became the major source of procedural information for the project.

The first Annual State Fair Booth took place. This was the first public showing of the custom designed portable display.

A complete ASAP three hour curriculum for the County Drivers Education Program was tested in the Tallahassee School System and introduced into the Hillsborough County School System.

The telephone AID line, developed as a crisis intervention measure received little activity and was discontinued as a P. I. & E. activity in 1972.

A Christmas-New Year media campaign theme "Be a Thoughtful Host-Do Your Friends a Favor" was developed for broadcast media, print media and specific collateral material in 1973. One facet of the campaign was development of a two-fold pamphlet listing high protein food recipes and tips to hosts for holiday entertaining.

Local V.I.P.'s and community motivators taped ASAP written public service announcements for both radio and television. Newspaper coverage was generated by the special event HEP (Holiday Enforcement Program) which attracted filmed and taped actualities of extra DWI patrols and mobile breathalyzer van.

By the end of 1973, the Speakers Bureau showed a 243% audience increase over the previous year.

It was determined that the development of a volunteer speakers bureau activity was not practical. In-the-house ASAP personnel would devote more time to the effort.

Significantly positive results were found for project recognition, in part due to two well-produced law enforcement television public service announcements. These made the threat of a DWI arrest very explicit and were used for the July 4th, 1974, Labor Day and Christmas-New Year holidays.

A new medium, billboards, was tried in 1974 with a good deal of success. The Bay Area Pilot Club provided funds for design and production of the billboard paper and two sign companies provided free board exposure at 42 locations.

A new pamphlet "Drunk Driving is Deadly" was developed. The County Extension Homemakers were involved in an "Alcohol Sunday" promotion.

The ASAP display booth was set up at a Miami Beach hotel. The occasion was the Pilot International Convention.

The Tampa ASAP hosted the conference of the Florida Association of Women Safety Leaders in February of this year. Youth and Alcohol campaigns began during the fall semester of high school.

The portable and mobile displays were extremely active during 1975, resulting in a significant increase of collateral material distribution.

Several new pieces of collateral material were developed including a "legal rights" flyer distributed to arrested DWI subjects. Another was developed after three months of researching auto insurance companies. It was entitled "DWI Insurance and You". Its primary distribution source was school oriented.

Newspaper space generated in 1975 was enhanced by a series of articles on Florida DWI laws and mandatory adjudication.

The Youth Activities Campaign in the high schools using a peer influence direction to obtain awareness of excessive drinking and driving problems was well under way. Also, the culmination of three years of development in the driver education alcohol unit resulted in the publication of a manual and its distribution to all 67 school districts in the state.

Mass distribution of 20,000 "ASAP Party Packs" (holiday pamphlet, swizzle sticks, coasters, napkins, etc.) were distributed by members of the Tampa Fire Department at busy intersections during the Christmas-New Year Holiday.

The implementation of the military speakers bureau component finally resulted in a successful P. I. & E. effort in this area.

Each month during the school year the ASAP movable display has been on site at one or two high schools as part of a county-wide Health-a-rama effort.

A successful billboard campaign using the theme, "Friends Don't Let Friends Drive Drunk" was developed to coincide with

the November and December holiday driving season. Three outdoor advertising companies offered free board space. Thirty boards were posted.

IV. Registration and Licensing Countermeasure

The three countermeasures in this major activity area had similar problems in getting started. None of them were successful in being implemented due to a variety of problems, and all of them were terminated at a very early date in the ASAP operational period.

Traffic prosecution was a new countermeasure to GTASAP in 1973, becoming active on May 1 of that year. Funds were provided for three prosecutors in the Traffic Division of the State Attorney's office, specifically to cover alcohol-related cases and in particular GTASAP alcohol-related cases. GTASAP did not create new prosecution positions, but rather provided financial assistance to existing positions and reducing the financial responsibility of the State. This situation changed little in 1974, with the exception that the Traffic Division of the State Attorney's office varied in size from three prosecutors (which was its total strength in 1973) to four prosecutors for eight months of 1974, three prosecutors for three months, and five prosecutors for one month in 1974, for an overall average of 3.8 positions.

V. Legislative Countermeasure

The most significant progress made in Countermeasure LR-1, Legislation, was the passage of one bill initiated at the request of GTASAP by a member of the Hillsborough County Delegation. This was a bill to allow the Florida Parole and Probation Commission to enter into contract with the City of Tampa--a contract for the services of parole and probation personnel to perform pre-sentence investigations on drinking-driving cases for the Magistrates' Courts of Hillsborough County. Until passage of this bill, the Parole and Probation Commission was forbidden by law to contract with other government agencies, and without this bill, it would have been impossible to implement the Pre-sentence Investigation and Probation (State) Countermeasure as outlined in the Detailed Plan.

The impact of this legislation became more obvious when the Florida Parole and Probation Commission assumed jurisdiction over all drinking-driving cases in the City of Tampa and Hillsborough County.

During the 1972 Legislative Session, a number of bills were introduced which would have been helpful to the ASAP, however, none passed and only two of the twelve bills even reached the floor of the House or Senate for action. In retrospect it is obvious that a hard-driving lobbying effort by GTASAP, coupled with appearances at committee and subcommittee hearings to further acquaint legislators with the ASAP and with the significance of these bills, may have resulted in passage of at least some of the more important bills.

During 1973, the entire Hillsborough County delegation received two briefings on the ASAP, one of which was in a group and the other of which was individually.

In addition, presentations were made before the State Senate Transportation Committee at a Tampa meeting on items of mutual interest.

Staff members attended a meeting of Women's Highway Safety Leaders in Miami and made further developments in the legislative program through contacts there. That meeting resulted in the preparation of resolutions sent by ASAP to the State Legislature endorsing local and federal guidelines for improved alcohol traffic safety.

The specific pieces of legislation which were introduced and/or supported by the GTASAP are these:

1. an act relating to drivers of motor vehicles, providing for a pre-arrest chemical breath test;

2. an act relating to blood tests for alcoholic content, requiring such tests on bodies of deceased pedestrians fifteen (15) years of age or over involved in a motor vehicle crash;
3. an act providing for the restriction of a driver's license of a person convicted of driving while under the influence of alcoholic beverages.

When the Florida Legislature convened its 1974 session on April 2, several bills of great importance to the ASAP were introduced. Action was concentrated on those bills considered the most vital to the project. SB 178 providing for the prearrest breath test; SB 138 providing for chemical tests for alcohol on bodies of deceased drivers; SB 392 providing for the issuance of temporary driving permits to DWIs whose licenses have been revoked; and HR 2922, an omnibus bill covering many aspects of drinking driving including the pre-arrest breath test and the issuance of temporary driving permits. SB 371 providing for administrative adjudication of minor traffic offenses was considered important to ASAP, even though DWI had been dropped from the bill.

To attract publicity for the project in Tallahassee, and to call attention of the legislators to the necessity for and value of roadside breathtesting, a mobile demonstration van and four staff members (two to man the van and two to lobby the Legislature) were dispatched to Tallahassee for three days. During this time the van was parked at various locations around the House and Senate Office Building and at other prominent locations in the Capital during the cocktail hour. The van was equipped with the latest in roadside breathtesting equipment, in addition to the Stephenson 900-A Breathalyzer and the new Intoximeter. Two staff members handed out drink chart cards, ASAP literature and brochures to all those who came to inspect and test the breathalyzer equipment.

During the last week of the Legislature, two staff members returned to Tallahassee and continued their lobbying efforts, resulting in the passage on the final day of three bills--SB 392 providing for temporary driving permits, SB 371 providing for administrative adjudication of minor traffic offenses, and HB 2922, the comprehensive DWI bill. Among the other provisions of HR 2922 are: prearrest breath test, mandatory adjudication of DWI offenses, increasing the fine for third-time offenders from \$500 to \$1,000, favorable consideration by the court for DWI School attendance, and no plea bargaining for DWI's convicted with a BAC of .20 or above.

Plans for Activities after Termination of Project

The Tampa ASAP has experienced various aspects of the program which have exerted a catalytic effect on the local community, and in some cases, communities in other states. One example is the availability of the exchange of both information and students between cities which have DWI schools. The Tampa ASAP implemented the first relocation of the DWI offender who was arrested in Tampa, but whose home was in another state. It is appropriate for Tampa to have been instrumental in the development of this program in view of the high tourist rate in Florida. There have been some instances of this kind in which students whose arrest occurred in Tampa were referred to Puerto Rico, or North Carolina, Denver, or other locations for entrance into DWI school programs there.

In preparation for this kind of referral, the Tampa ASAP developed a summary survey Fact Sheet which obtained information from all other ASAP's on which were listed the types of facilities available in the individual ASAP's. This allowed Tampa to observe where DWI schools were located and to consider the possibility of sending people arrested in Tampa to those locations for schooling, treatment, and therapy or whatever the program offers. The cross-referral process is still a functioning aspect of the project.

As a further refinement of this project, the Tampa ASAP prepared a national atlas which was made available to the probation officers in the city and county. The atlas also specified a 100-mile radius from the site of the DWI school so that persons living within that 100 mile radius would be expected to attend a DWI school which in all probability would be, at the most, a two-hour drive from their place of residence.

A portion of the catalytic effect generated as a result of the Tampa ASAP which still has significance as time goes on is the establishment of a comprehensive alcoholism treatment program that will be self-supporting in the Tampa area. The Tampa Area Council on Alcoholism was founded to perform diagnostic services for the ASAP.

As a result of regional meetings supporting the implementation of the K-12 alcohol curriculum, meetings were held with Hillsborough County School System officials to consider a pilot implementation of the K-12 in Hillsborough County. The alcohol curriculum was modified to reach only grades 7-12. Even though the program was not formally introduced into the local school system, elements of it have been retained by the teachers who participated in the workshops.

The ASAP has generally experienced excellent cooperation from the judges in the City and the County since the outset of

the project. They accepted the additional alternative of therapy and rehabilitation to the extent that roughly 60% of the cases adjudicated were sent to the ASAP program.

The most significant contribution to the local community and the one which will remain as the most reliable new service developed by the ASAP is the judicial referral to rehabilitation based on the pre-sentence investigation. This program will come under the supervision of the Board of Criminal Justice. Thus, the availability of information for the courts as well as a referral process for drinking drivers ordered by the Court into treatment in the future is assured.

Another aspect of the ASAP which has improved breath-testing facilities in the County by coordinating all of the enforcement agencies testing into one location is the Central Breath-testing Laboratory. This facility will remain in the community under the supervision of the Board of Criminal Justice.

To respond to the need for continued research into those aspects of the drinking driver problem uncovered as a result of the ASAP's demonstration program, the University of Tampa has responded favorably through the establishment of the Highway Traffic Safety Center, Continuing Education Service of the University of Tampa. Administrative facilities have been provided on campus at no cost to the ASAP, for the continued development of this catalytic countermeasure. The Enforcement Coordinator was appointed to direct the Highway Safety Center to facilitate the expeditious organizational development of this worthwhile countermeasure.

The Driver Education Manual developed in this office was distributed throughout Florida and the manual is currently in use in all of the Hillsborough County Schools as well as other school systems in the State. This aspect of the ASAP is expected to continue operating as it has in the past two years without supervision from ASAP.

APPENDIX - B

Administrative Evaluation-Enforcement

A. Table of Key Performance Measurements - Selective Enforcement (FHP)

		1972	1973	1974	1975	1976	QIV 1975	Q1 1976	Q11 1976	QIII 1976	QIV 1976
1	CITATIONS	4915	6931	6951	4638	4841	1891	1151	1461	1180	1049
2	A/R CITATIONS	2390	2950	2897	2563	2191	633	532	717	510	432
3	MILES TRAVELED	179209	215469	205503	205776	192045	48819	49717	50219	44946	47163
4	STREET HOURS	14824	18454	19833	21539	20457	5635	5146	5683	4959	4669
5	COST	N/A	\$133,037	\$183,059	\$178,182	\$112,612	\$41,722	N/A	N/A	N/A	N/A
6	MILES/CITATION	36.5	31.1	29.1	44.4	39.7	25.8	43.2	34.4	38.9	44.9
7	MILES/ A/R CITATION	75.0	73.0	70.9	80.3	87.7	77.1	93.5	70.0	88.1	109.1
8	HOURS/CITATION	3.0	2.7	2.9	4.6	4.2	3.0	4.5	3.9	4.2	4.5
9	HOURS/ A/R CITATION	6.2	6.3	6.8	8.4	9.3	9.0	9.7	8.0	9.7	10.8
10	COST/CITATION	N/A	\$ 19.19	\$ 26.30	\$ 38.41	\$ 23.26	\$ 22.06	N/A	N/A	N/A	N/A
11	COST/ A/R CITATION	N/A	\$ 45.10	\$ 63.20	\$ 69.52	\$ 51.40	\$ 65.91	N/A	N/A	N/A	N/A
12	CITATION/ A/R CITATION	2.1	2.4	2.4	1.8	2.2	3.0	2.2	2.0	2.3	2.4

B. Significant Progress

Points of progress that have been observed in the Enforcement countermeasure consisted primarily of a slow rate of increased DWI arrests for a brief time after the Unit went on the road. The Florida Highway Patrol Unit had significant development in the fact that it was selected to use innovative procedures in the establishment of the duty hours during the week. Under procedure supported by GTASAP, the Florida Highway Patrol Unit experimented with working a 10-hour day and a 4-day week. This innovation was the only one in the State of Florida, and it was developed to improve morale conditions and to encourage the officers assigned to the Selective Enforcement Unit to remain on that unit. It was the only Unit that operated for a whole year during the late evening and nighttime hours.

C. Program Impediments

During CY 1972, this unit spent 15,884 hours in primary ASAP duty. GTASAP's contractual agreement with the Florida Highway Patrol called for the services of ten men for 221 eight-hour days of primary ASAP duty. During CY 72 the Florida Highway Patrol failed to provide the services of one trooper during the month of December and, as a result, this unit failed to work 173.6 hours of their scheduled duty time. This shortage of hours was caused by several contributing factors, one of which was the shortage of one trooper on the ASAP squad for the month of December 1971.

The 173.6 hours represented one trooper's duty hours for 21.7 eight-hour days. In addition, the ASAP FHP unit took 302 excess hours off in comp time in direct violation of the contractually-agreed 560 hours allowed for this category. This 302 hours comp time violation occurred for the following reasons: (1) poor supervision by the supervisor in granting comp time; (2) absence of the supervisor for 11 days during the month of December 1972 coupled with the absence of the trooper during this month; (3) absence of Troop Commander for three months (October, November, December); (4) lack of administrative checks and coordination of hours on duty by GTASAP during CY 1972; (5) Florida Highway Patrol internal policy which encouraged troopers to use comp time rather than allow excesses to develop. This situation was aggravated by local manpower shortages which created a situation conducive to rapid accumulation of comp time for the individual trooper.

Arrest and contact were disproportionate to the actual costs that would be realized if GTASAP had paid the normal salaries of these troopers rather than the contracted recruit salaries. If GTASAP had paid the actual salaries of these troopers, the payroll would have been increased by approximately \$50,000, thus raising these costs considerably.

An in-depth countermeasure analysis was made of this unit's performance to develop recommendations relative to the 173.6 hours not worked by this unit on ASAP duty in CY 1972 and relative to the 302 hours comp-time violation which occurred during this year.

A meeting was held early in 1973 with the local FHP command representatives at which time recommendations were made relative to the suspension of the ten-hour day/four-day work week in favor of the eight-hour day/five-day work week until such time as this unit's performance increased and until this change could be properly coordinated within Hillsborough County.

GTASAP paid for 160 hours per month per man, and actual active duty time per month per man equated to 157 hours. Thus, from one point of view, GTASAP paid for only three hours per month per man for compensatory time, sick leave, vacation, and emergency leave (roughly 45 minutes such time per week per man). For a sergeant, the average active duty hours per month were 180 hours and 46 minutes, or 20 hours and 46 minutes more than compensated for 95:12 per week) with no balance for compensatory time, sick leave, etc.

In summary, GTASAP received approximately three extra man days per man per month in an active police function over and above the rate of compensation.

D. Analysis of Efficiency (Cost) See next page.

E. Changes in Plans

The switch in number of days worked and number of hours per day constituted a change in plans which was approved and implemented. In addition, the termination of the FHP Unit before the original December 1974 termination date had been met was a change similarly instituted.

F. Conclusions and Recommendations

None.

D. Analysis of Efficiency (Cost)

Florida Highway Patrol	Number of Arrests	Money Expended	Cost per Arrest
1972	1193	150247	\$125.94
1973	1306	104678	\$108.81
1974	962	94197	\$ 97.91 Operation ceased 9-30-74

The decline in the "cost per arrest" tends to indicate that the Selective Enforcement Unit of the Florida Highway Patrol was becoming more proficient in the detection and apprehension of the drinking driver. The increase in operating cost of the vehicles due to age and higher gasoline costs tends to make the decline in "cost per arrest" even more significant.

Administrative Evaluation-Enforcement

A. Table of Key Performance Measurements - Selective Enforcement (TPD)

		1972	1973	1974	1975	1976	Q1V 1975	Q1 1976	Q11 1976	Q111 1976	Q1V 1976
1	CITATIONS	4988	4879	5054	6186	1881	1272	885	996	Squad	Inactive
2	A/R CITATIONS	1193	1306	962	1030	291	267	132	159	"	"
3	MILES	238665	269657	220107	321995	139070	61069	71876	67194	"	"
4	STREET HOURS	13603	16399	15255	18357	8940	4321	4436	4504	"	"
5	COST	N/A	\$100,362	\$109,038	N/A	N/A	N/A	N/A	N/A	"	"
6	MILES/CITATION	47.8	55.3	43.6	52.1	73.9	48.0	81.2	67.5	"	"
7	MILE/ A/R CITATION	200.0	206.5	228.8	312.6	478.0	228.7	544.5	422.6	"	"
8	HRS/CITATION	2.7	3.4	3.0	3.0	4.8	3.4	5.0	4.5	"	"
9	HRS/ A/R CITATION	11.4	12.6	15.9	17.8	30.7	16.2	33.6	28.3	"	"
10	COST/CITATION	N/A	\$ 20.57	\$ 28.80	N/A	N/A	N/A	N/A	N/A	"	"
11	COST/ A/R CITATION	N/A	\$ 76.85	\$151.10	N/A	N/A	N/A	N/A	N/A	"	"
12	CITATION/ A/R CITATION	4.2	3.7	5.3	6.0	6.5	4.8	6.7	6.3	"	"

B. Significant Progress

The overall enforcement contribution of Tampa Police Department ASAP patrolmen was seen in the official accident data and hazardous moving violation citations written by that department and reported to the National Safety Council. A total of 8,040 more hazardous moving citations were written in 1972 than in 1971 and over 50% of this increase was directly attributable to the enforcement activity of the eleven ASAP TPD Patrolmen (who were operating only ten months of 1972).

GTASAP paid for 180 hours per month per man and actual active duty time per month was 165 hours. Thus from one point of view, GTASAP paid for only 15 hours per month per man for compensatory time, sick leave, vacation time, and emergency leave (3 hours and 45 minutes per week per man). For the Sergeant and Corporal, the active duty hours per month were 183 hours, or 3 hours more (45 minutes per week) than the hours compensated for and leaving no balance for compensatory time, sick leave, and vacation.

In summary, GTASAP received approximately three extra man days per man per month in an active police function than were compensated.

Other efficiency measures indicated that this Selective Enforcement squad drove 37 miles per traffic citation (this figure was constant for each quarter) and drove 75 miles between each A/R arrest (ranging from a low of 66 miles in Quarter 4, to a high of 83 miles in Quarter 2). The number of street hours per citation was approximately the same over the year, remaining at 3 hours per citation, and street hours per A/R arrest decreased consistently between Quarter 1 and Quarter 4 from 7.2 to 5.3. The result of these two patterns was that the ratio between citations and A/R arrests decreased also over the year. Of importance is the fact that the number of A/R arrests increased from Quarter 1 to Quarter 4 for this squad and less time was spent with each A/R arrest toward the end of the year than in the beginning of the year.

C. Program Impediments

One of the most persistent problems facing this counter-measure was due to the procedure of the Tampa Police Department in involving three men in the arrest of one individual. As of November 1972, it required an average of 96 minutes and involved three patrolmen.

This problem was eliminated during 1973 by the hiring of a permanent Breathalyzer operator to augment the existing ASAP force. The installation of protective shields between

the front and rear seats of the police cruisers, provided by ASAP, enabled the officer to transport the prisoner in safety, eliminating the need for the safety assist back-up officer to remain at the scene of arrest after the roadside tests had been administered. In this way, the total number of officers needed to effect an arrest was reduced from three to two.

D. Analysis of Efficiency (Cost) See Below.

E. Changes in Plans

This countermeasure was not modified sufficiently to be considered substantial deviations from the Detailed Plan.

F. Conclusions and Recommendations

None.

D. Analysis of Efficiency (Cost)

Tampa Police Department	Number of Arrests	Money Expended	Cost per Arrest
1972	2390	141544	59.22
1973	2950	148515	50.34
1974	2897	199875	68.99
1975	2503	185528	74.12
1976	3343	187584	56.11

Tampa Police Department

The fluctuation in the "cost per arrest" was caused primarily by the substantial increase in the cost of fuel in CY 74 and the purchase of new vehicles in CY 75. The selective enforcement unit of the Tampa Police Department did, however, contribute significantly to the general success of the ASAP as reflected in the increased arrest rate for DWI.

Administrative Evaluation-Enforcement

A. Table of Key Performance Measures - BAC Testing Facilities (FHP)

None available.

B. Significant Progress

The E-3 Countermeasure, BAC Testing Facilities (FHP) was cancelled effective December 31, 1972, as there was an insufficient amount of tests being given at this site and the booking operation for the city and county enforcement components were consolidated to the city facility.

C. Program Impediments

N/A

D. Analysis of Efficiency (Cost) See Below.

E. Changes in Plans

The early termination of this countermeasure was approved and implemented.

F. Conclusions and Recommendations

None.

D. Analysis of Efficiency (Cost)

BAC Test	Number of Tests	Money Expended	Cost per Test
1972	3677	8912	2.42

BAC Testing-Florida Highway Patrol

This countermeasure was operational for only one year (CY 72). The low "cost per test" was due in part to no administrative overhead and a portion of the tests being administered by the arresting officer. No data exist allowing for a meaningful analysis of cost.

Administrative Evaluation-Enforcement

A. Table of Key Performance Measures - BAC Testing Facilities (TPD)

None Available.

B. Significant Progress

BAC Testing Facilities (TPD) gave a total of 2573 tests during 1972 with seventh-eight individuals refusing to take the BAC test. For 1972, there were no problems involved with this countermeasure either in the area of procedure or in the areas of equipment and supplies.

An additional police officer was assigned to the Tampa Police Department Unit to perform tests for the cases arrested by the Florida Highway Patrol ASAP unit as well as for those arrested by the Tampa Police Department Selective Enforcement ASAP unit. This action not only enabled the entire Tampa Police Department ASAP officers to work street duty, (instead of giving BAC tests) but it also had the effect of improving court testimony relative to BAC Testing through reliance on one individual.

During this quarter, GTASAP was fortunate to receive a completely portable Pre-Arrest Alcohol Screening device on loan from the Alcohol Countermeasure Systems Department of Borg-Warner Corporation for field testing. This machine, referred to as the A.L.E.R.T. Breath Tester, was tested by the Florida Division of Health in conjunction with pre-arrest screening legislation.

C. Program Impediments

None.

D. Analysis of Efficiency (Cost)

See next page.

E. Changes in Plans

To accommodate the revision in testing procedures brought about by booking consolidation, this countermeasure was expanded to allow for the processing of all cases by one officer assigned specifically to this detail.

For the first quarter of 1972, TPD-SE personnel used the same booking and BAC testing facilities as the regular TPD. This proved to be an untenable situation, as TPD booking did not have sufficient personnel to assign a man exclusively to breathalyzer duty, and lengthy delays were noted while

officers (both ASAP and non-ASAP) waited for BAC tests to be given. Through an arrangement with the Tampa Police Department, a separate room was provided for ASAP breathalyzer equipment and the TPD-ASAP squad provided its own BAC testing by rotating officers on BAC duty.

The appropriate portions of these changes were approved as necessary. Other portions, such as those implemented by the Tampa Police Department, did not require approval by the ASAP organizational structure. Through these procedures, the Tampa Police Department's BAC testing facility was relieved of an impossible work load and both regular and ASAP TPD officers received faster and more accurate test data.

F. Conclusions and Recommendations

None.

D. Analysis of Efficiency (Cost)

BAC Test	Number of Tests	Money Expended	Cost per Test
1973	2196	14427	6.56
1974	3087	23750	7.69

BAC Testing-Tampa Police Department

This countermeasure was operational for a portion of CY 72, all of CY 73 and CY 74. The "cost per test" was reduced by no administrative overhead and a portion of the tests being administered by the arresting officer, since the testing facility was housed at the Tampa Police Department.

There was a substantial increase in the per unit cost of the supplies used in testing during CY 74, which caused a slight increase in the "cost per test".

Administrative Evaluation-Enforcement

A. Table of Key Performance Measures - Training for Selective Enforcement

None available.

B. Significant Progress

Training for the Selective Enforcement Units was planned and presented during the first quarter 1972 and was received with a high degree of success. The training was conducted in two major portions, with one week being devoted to the presentation of the description of the Project, its purposes and goals. An additional two weeks were spent in certifying selective enforcement unit members at the technician level in the use and operation of the Breathalyzer. In addition, several factual and documented presentations on the nature of alcoholism and its effects on the body were given in order to acquaint the officers with the concept of alcoholism as a disease. A full day was devoted to the development of a drinking driver profile and a discussion of police attitudes, conducted by an educational representative of the Florida Highway Patrol. Refresher training courses were held at later dates, including all GTASAP SE personnel.

A total of 26 individuals (including all members of both SE units) were provided with 2,675 hours of instruction or approximately 103 hours per trainee. All instruction was in class as there was no "on-the-job" training. This classroom training required 604 1/2 hours on the part of 37 persons who acted as instructors or supportive personnel.

Each member of the Selective Enforcement units was given a pre-test prior to the beginning of the three week session and a post-test on the last day of the three week session; the post-test scores were significantly higher than the pre-test scores.

C. Program Impediments

After the extension of the ASAP for two years was granted, there were many problems in the Enforcement Training area. Large expenditures of time and funds were expended for the Enforcement Coordinator to get some productive programs set up. For this purpose, attendance at the Michigan University Enforcement Seminar was authorized. The outcome of the plan was hoped to provide local training on an intensive basis and statewide on an as-needed basis. None of these plans materialized, however, and the training was a complete failure.

D. Analysis of Efficiency (Cost)

None available.

E. Changes in Plans

None.

F. Conclusions and Recommendations

None.

ADMINISTRATIVE EVALUATION - Enforcement

A. Table of Key Performance Measures - Central Breath Testing

B. Significant Progress

By late 1975, it was apparent that the establishment of the Central Breath Testing facility had contributed to the processing of DWI's arrested by all enforcement agencies and had also enabled the officers to return to patrol duty more rapidly than had been possible previously. The facility which was established to offer services around the clock was well received by all officers and the agencies.

C. Program Impediments

Changes in staff were necessitated because of the unusual nature of the CBT facility and the hours required in addition to the court appearance time. The early months of this operation were used to develop the type of profile that would be most successful and productive as BAC technicians. After several adjustments were made in the supervisory selection, the supervisor appointed in early 1976 finally settled the operation on to its path which was followed for the remainder of the project.

Some problems which concerned the accuracy of the readings on the Gas Chromograph Intoximeter caused a lack of credibility in those machines by the members of the Selective Enforcement Unit of the Tampa Police Department and, as a result of that questioning, the Gas Chromograph Intoximeters were removed from the CBT and the Stevenson Breathalyzer was re-installed as the primary testing unit for CBT.

D. Analysis of Efficiency (Cost)

See next page.

E. Changes in Plans

None.

F. Conclusions and Recommendations

None.

D. Analysis of Efficiency (Cost)

Central Breath Testing	Number of Tests	Money Expended	Cost per Test
1975	NA	NA	NA
1976	6726	84676	12.58

Central Breath Testing

The countermeasure was fully operational for about six months in CY 75 so no data exist for a meaningful comparison between CY 75 and CY 76. It is significant, however, that the number of tests administered more than doubled between CY 74 and CY 76 tending to show the substantial impact this countermeasure has had on DWI law enforcement in Hillsborough County.

Administrative Evaluation-Judicial

A. Table of Key Performance Measures - Pre-Sentence Investigation and Probation: State

None available.

B. Significant Progress

Progress to implement the Pre-sentence Investigation and Probation (State) Countermeasure was impeded by Article V: Judicial Reform Legislation which consolidated the City and Court systems. In spite of the unforeseen delays and other obstacles that had to be overcome in order to implement this countermeasure, perseverance by the GTASAP administration caused it to become a fact.

Early in the year it became apparent that without a specific contract, the state could not process referrals from the ASAP through the State Probation System. It soon followed that special legislation would be necessary to allow the State Parole and Probation Commission to enter into contract with the GTASAP. This procedure was an absolute necessity for implementation of the countermeasure. The required legislation was passed in March and was in itself a milestone without precedent.

Progress which may be attributed to the ASAP associated portion of the Judicial operation in Hillsborough County was minimal at the outset. Two separate probation Pre-sentence Investigation departments were required in Hillsborough County to accommodate arrests made by Selective Enforcement in the city and in the county. The services offered by the City Probation Department were extensive and the Probation officers were not highly qualified. Progress in the Probation Department which handles cases arrested by the county was not supported by GTASAP adequately because of the contract difficulties. The Probation Department had been processing cases for the ASAP, utilizing their own staff which was inadequate for the job.

The probation of convicted DWI's was not adequately handled until the implementation of the DWI Information System and its companion countermeasure, the Capias Insurance Procedure, in 1975.

C. Program Impediments

A problem was encountered concerning the Judicial Reform Bill which consolidated the City and County Court System and created a serious problem for the GTASAP concerning disposition of the City case load after December 31, 1972.

The countermeasure was beset with problems from the outset when it was clear that ASAP management did not understand the duties of a probation officer. Complicated by an increasing arrest rate, the problem of inadequate staff became more serious. The matter was finally addressed when the legislature prohibited the Probation Officer from monitoring misdemeanor cases. This was the opportunity that ASAP took to implement its own system (see Capias Issuance and DWI Information System).

D. Analysis of Efficiency (Cost)

See Below.

E. Changes in Plans

None.

F. Conclusions and Recommendations

None.

D. Analysis of Efficiency (Cost)

Parole and Probation State	Number of Clients	Money Expended	Cost per Client
1973	1282	55268	43.11
1974	1466	48831	33.30

Parole and Probation (State)

This countermeasure was funded by ASAP for only twelve months (six months in CY73 and six months in CY74). A comparison of the two periods involved tends to indicate that a separate "task force" type of unit addressing DWI's only can be progressively more efficient than to allow the DWI cases to be just a small part of the general caseload of a regular officer.

Administrative Evaluation-Judicial

A. Table of Key Performance Measures - Pre-Sentence Investigation and Probation: City

None available.

B. Significant Progress

None.

C. Program Impediments

The City/Municipal Court Probation Cases Countermeasure was phased out completely on December 31, 1972. The GTASAP Detailed Plan provided a separate countermeasure for each court system and it would have seemed a simple matter to pass the City Court case load into the remaining State sponsored countermeasure and augment the new unit with the City Probation Staff. Upon phase-out of the City Countermeasure, however, City and State personnel qualifications, procedures and requirements were not compatible and the State Probation Commission refused to accept the remaining city case load or the City Probation Staff into State ranks.

D. Analysis of Efficiency (Cost)

See Below.

E. Change in Plans

None.

F. Conclusions and Recommendations

None.

D. Analysis of Efficiency (Cost)

Parole and Probation City	Number of Clients	Money Expended	Cost per Client
1972	360	12428	34.52

Parole and Probation (City)

The city courts were consolidated with the county courts on January 1, 1973. As a result, the data was available for only one year and therefore no meaningful comparison can be made.

ADMINISTRATIVE EVALUATION - Judicial

A. Table of Key Performance Measures - Review Board

None available.

B. Significant Progress

The Review Board countermeasure provided a mechanism for referral and review of case histories on each individual at the completion of each phase of ASAP. Case descriptions of individuals who were in the rehabilitation phases of the Project for a sufficient length of time to have completed any of the various components were reviewed by the Review Board which determined recommendations for continued rehabilitation for those cases which required special attention.

The original idea of the Review Board was to allow all treatment agencies which touched the individual to review the case before the individual continued on. An early problem occurred when it became apparent that the DWI School instructors would participate in the review only on a fee-paid basis.

When the first two cases came before the Review Board this quarter, the Board made recommendations for the individuals involved. The major problem in this countermeasure, and one which constituted a change in the way the Plan was written, was the lack of time available for the review of cases.

It was originally stated that all cases would be periodically reviewed by the Board and that the review would occur when people in the ASAP system reached the end of each specific phase of rehabilitation. This procedure would have allowed the Board to evaluate the effectiveness of the various types of rehabilitation which had been recommended to people and in many cases enforced by means of a Court Order.

In addition, the original members of the Board were to have been all those who had been involved with the person while he was in rehabilitation. This would have included his instructor from the DWI School, the consultation and referral specialist who directed his treatment, the probation officer who followed his progress, and any other treatment facility which had offered services (Extended Group Therapy, or Community Alcohol Related Services).

However, early in the program, the DWI School instructors were dropped from the list of Board members for two reasons: that the instructor had inadequate time in a classroom situation to make reliable observations about the real depth of a person's problem; and that the instructors were highly-paid

professionals whose time would not be available at no cost to ASAP for reviewing cases as were the other Board members. In this way, the cost of the meeting of the Review Board was eliminated since the Board met during regular weekday hours.

Subsequently, due to the extreme overload of cases carried by the counselors, the Board did not meet to discuss each case. The only cases which were reviewed were those which the counselors observed as "problem cases."

C. Program Impediments

The problem with continuing the Review Board for more than a few months was not so much the number of impediments as it was that the Board was not a good idea.

D. Analysis of Efficiency (Cost)

Data not available.

E. Changes in Plans

None.

F. Conclusions and Recommendations

None.

ADMINISTRATIVE EVALUATION - Judicial

A. Table of Key Performance Measures - Traffic Prosecution

No table available.

B. Significant Progress

For a brief period in 1973 and 1974, the ASAP provided some funds to the State Attorneys' Office for the purpose of alleviating to some extent the increased workload which had been placed there by the great increase in arrested DWI's who were appearing in court.

The State Attorneys' office was appearing at all trials except those at First Presentment, the time provided for people who have been in jail overnight, and that situation did not change even when ASAP was contributing to the operation of that office.

The additional funds enabled the State Attorneys' office to delegate two specific attorneys to the prosecution of the DWI offenders, and on most occasions the attorneys who were especially assigned to that duty were the ones who appeared. It was considered advisable and in the best interests of the State to have experienced attorneys who were able to make effective cases against the defendants and to maintain a high conviction rate, which was the situation in Tampa.

C. Program Impediments

With the granting of the extension period, it was no longer considered necessary to provide funds for local services which were required by the State.

D. Analysis of Efficiency (Cost)

Data not available.

E. Changes in Plans

The Countermeasure terminated co-incident with the end of the original operational period.

F. Conclusions and Recommendations

None.

Administrative Evaluation-Rehabilitation

A. Table of Key Performance Measures - DWI Counterattack School

None available

B. Significant Progress

After associating with the GTASAP, DWI School Countermeasure experienced rapid growth. This began with two classes per month which expanded to five in April; then fourteen in June, and continuing to increase until by September the school was starting twenty-two classes each month. At the end of 1972, the school was starting thirty classes each month and the completion rate stood at sixty five classes each quarter.

The average number of students per class was about 22 with an extremely low drop-out rate of only 6 per class. The progress rate was indicative of community acceptance and the importance the community placed upon this project.

As in most new projects this one was not without its problems. The growth rate soon made it necessary to move the classes from the Municipal Court Room at the City Police Department to more formal, much larger classrooms in the Airport Collegium of Hillsborough Community College. This provided the needed space and training aids in addition to a much better training atmosphere.

With the expansion of the DWI School, the curtailment of contributory ASAP money followed. Initially, the Detailed Plan called for a contribution of \$10 per graduate of the DWI School to help offset a portion of the \$30 fee required by the school. As the arrests increased, it became apparent that the School could operate on its own without the ASAP contribution which, at the increasing rate of consumption, would have been exhausted long before the end of the year. The decision was made to terminate the contributory portion and to re-program the remaining funds into other or new countermeasures. This proposal was presented to the Board of Directors of Counterattack, Inc. and approved.

The DWI School continued at a high pace and leveled off at the nearly constant rate of twenty-eight classes per month.

C. Program Impediments

The School had very few problems of its own and none which affected the operation of the ASAP.

D. Analysis of Efficiency (Cost)

None available.

E. Changes in Plans

None.

F. Conclusions and Recommendations

None.

Administrative Evaluation-Rehabilitation

A. Table of Key Performance Measures - Consultation and Referral

See next page.

B. Significant Progress

The Consultation and Referral Countermeasure experienced rapid and continuous growth. Additional office space and increased staff were necessary to accommodate this growth. The consultation and referral countermeasure provided services not available in the community prior to activation of the GTASAP. The result was a significant favorable impact upon the community generally, and specifically upon the various local agencies working in the field of alcoholism.

As the rapid growth of this countermeasure progressed, the decision was made for the Tampa Area Council on Alcoholism, which sponsors the R-2 Consultation Referral Specialists, to become independent of ASAP.

C. Program Impediments

A most significant problem incurred by this countermeasure was a direct result of the tremendous community acceptance of the program. The small number of counselor personnel simply could not keep up with the increasing input from the DWI School. This problem was partially offset by the temporary employment of three additional counselors on a contingency basis. The counselor staff increased to seven full-time counselors. Through these measures, the interview backlog was systematically reduced from 500 on October 31 to 272 by December 31, 1972, all without sacrifice of interview time or quality; a significant achievement which unfortunately went unnoticed by the Project Director, creating a strong desire by the Tampa Area Council on Alcoholism to be on their own.

D. Analysis of Efficiency (Cost)

See Page 25.

E. Changes in Plans

None.

F. Conclusions and Recommendations

None.

REHABILITATION
CONSULTATION AND REFERRAL

B- 24

ROW NO.	VARIABLE	1972	1973	1974	1975	1976	QIV 1975	QI 1976	QII 1976	QIII 1976	QIV 1976
1	TOTAL INTERVIEWS COMPLETED	2283	4352	4192	3927	3362	1011	972	863	668	859
2	NUMBER RECOMMEND REHABILITATION	788	1898	2166	662	1283	238	231	290	443	319
3	PROBLEM DRINKERS	777	1887	2137	650	1282	235	230	290	443	319
4	NON-PROBLEM DRINKERS	10	10	26	12	1	3	1	0	0	0
5	DRUG PROBLEMS	1	1	3	0	0	0	0	0	0	0
6	NUMBER RECOMMEND NO REHABILITATION	1495	2454	2026	3265	2079	773	741	573	225	540
7	PROBLEM DRINKERS	6	313	183	1318	750	264	362	289	20	79
8	NON-PROBLEM DRINKERS	1489	2141	1843	1942	1329	509	379	284	205	461
9	DRUG PROBLEMS	0	0	0	5	0	0	0	0	0	0
10	TOTAL NON-PROBLEM DRINKERS	1499	2151	1869	1954	1330	512	380	284	205	461
11	TOTAL PROBLEM DRINKERS	783	2200	2320	1968	2032	499	592	579	463	398
12	PERCENT PROBLEM DRINKERS	34%	50%	55%	50%	60%	49%	61%	67%	69%	46%
13	NUMBER COUNSELORS ACTIVE	7	10	12	17	15	14	15	14	12	15
14	NUMBER "RECIDIVISTS" TO R-2	21	311	574	636	626	175	159	167	132	168
15	TOTAL REFERRALS TO R-2	3170	5408	5172	5764	4213	1169	1169	1051	944	1049
16	PENDING CASES (BACKLOG)	267	104	337	158	190	158	199	189	274	190

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D. Analysis of Efficiency (Cost)

Consultation and Referral	Number of Clients	Money Expended	Cost per Client
1971	0	9751	
1972	2283	46967	20.57
1973	4352**	22657*	5.20 Phased out 6-30-73

*Funding for six months only

**Client total for twelve months

Consultation and Referral

The countermeasure was funded for twelve months in 1972 but for only six months in CY 73, however, the number of clients processed for the six months period in 1973 is not available. The cost per client comparison used in other countermeasures is not meaningful in this case.

In July, 1973, the responsibility was assumed by Tampa Area Council on Alcoholism and all funding by ASAP ceased.

Administrative Evaluation-Rehabilitation

A. Table of Key Performance Measures - Group Therapy

None available.

B. Significant Progress

Progress in the Group Therapy countermeasure for the first quarter of this year was primarily in the successful establishment of the NIMH-funded program which was a part of the ASAP organization. Funds previously allocated to the ASAP therapy countermeasure were retained as a contingency so that if the need for therapy were to outgrow the capability of the NIMH program to meet it, ASAP would have had the ability to fill in the necessary requirements.

C. Program Impediments

The therapy-providing segments of the ASAP suffered from a general lack of organized and coordinated effort, due in large part to the newness of the functions. The NIMH/NIAAA grant which was prepared in the ASAP office and which provided treatment for drinking drivers under the auspices of the Hillsborough County Hospital was in a state of flux most of the time until the Hillsborough Community Mental Health Center took over. Other treatment providing sources are scarce in the Tampa community.

D. Analysis of Efficiency (Cost)

See next page.

E. Changes in Plans

None.

F. Conclusions and Recommendations

None.

D. Analysis of Efficiency (Cost)

Group Therapy	Number of Clients	Money Expended	Cost per Client
1972	192	9245	48.15
1973	385	4965	12.89
1974	344	1905	5.53
1975	26	150	5.76

Group Therapy

The progressive decline in the "cost per client" is significant but not particularly meaningful. The decline in the "cost per client" was at least in part due to a large number of clients being assigned to each group.

The countermeasure was terminated in early 1975 with the responsibility being assumed by the Hillsborough Community Mental Health Center. The change has produced a much more efficient method of administering the therapy than the previous system which was substantially an ASAP controlled operation.

ADMINISTRATIVE EVALUATION - Rehabilitation

A. Table of Key Performance Measures - Community Alcohol-Related Services No table available.

B. Significant Progress

The Community Alcohol-Related Services Countermeasure consisted solely of informal service agreements which were obtained by the Consultation and Referral specialists in the community survey activities. All input to the Community Alcohol-Related Services Countermeasure from GTASAP was through the referral of these specialists. This countermeasure was implemented in October of 1971, concurrent with the initiation of the Consultation and Referral Countermeasure. No contract was required with any agency providing a service to ASAP because all services were already existing and because no funds were offered by ASAP for services rendered by the agencies.

Throughout the operational period of the ASAP, the community agencies fluctuated in ability to provide services. Some increased services and others were not able to keep operating. At the present, the services offered by the Salvation Army and by state-funded mental health offices are the most reliable treatment sources.

C. Program Impediments

The most significant problem encountered in referring individuals to local community treatment centers was the small number of resources that were qualified and experienced in working with alcoholics. This situation existed even in some of the most sophisticated treatment resources in the Tampa area. Recognition of that fact led the counselors to rely more heavily on the ASAP-sponsored therapist in the Extended Group Therapy Countermeasure because of his ability to work with the problem drinker/alcoholic.

Some unexpected opposition came from local Alcoholics Anonymous groups who were not willing to accept ASAP referrals because the groups disapproved of the use of a Court Order to get people into AA. The basic idea of the AA was that the individual who attends should be there completely on a voluntary basis. Many of the individuals who were referred to the GTASAP were not convinced that their alcohol problem was serious, and they were not ready to seek help. The use of the Court Order as a directive to seek rehabilitation placed these people in a category that was less than voluntary.

Another problem that existed in the Tampa area was the very limited resources which were available for the lower-income individual. Most of the resources which were available

on a no-fee basis required that the individual live in the Model Cities Neighborhood or else already be on welfare. At the other end of the spectrum were the private agencies which quite often had fees which were well beyond the lower-income family's ability to pay.

D. Analysis of Efficiency (Cost)

Data not available.

E. Changes in Plans

None.

F. Conclusions and Recommendations

ADMINISTRATIVE EVALUATION - Judicial/Rehabilitation

A. Table of Key Performance Measures - Scheduling Office

No table appropriate.

B. Significant Progress

This countermeasure was an outgrowth of the original TACOA diagnostic and referral organization that served as its own scheduling office. As the referrals from the court increased during the extension of the ASAP operational period, the need for a separate office to direct those individuals into the appropriate treatment agency became apparent. Under the coordinated program of Judicial/Rehabilitation countermeasures, it was possible to establish this separate office and to place it in close proximity to the Central Breath Testing Laboratory, which was the first place the DWI had to visit when arrested.

The Scheduling Office served an extremely valuable function and is an element of the Judicial/Rehabilitation countermeasures which will be continuing in the community.

C. Program Impediment

None.

D. Analysis of Efficiency (Cost)

Data not available.

E. Changes in Plans

None.

F. Conclusions and Recommendations

None.

ADMINISTRATIVE EVALUATION - Judicial/Rehabilitation

A. Table of Key Performance Measures - Consultation and Referral (HCMHC)

No table available.

B. Significant Progress

The ASAP obtained a very high level of cooperation with judicial officials during the extension period and the existing atmosphere of mutual support was very conducive to the effective implementation of the rearrest procedure for system dropouts. During this same period, the diagnostic function was transferred from TACOA (see section on Consultation and Referral) to the Hillsborough Community Mental Health Center. As part of the ASAP ongoing cooperation with the judiciary during this period, a new form was accepted by the court for additional data, called "Confidential Diagnostic Report to the Judiciary." Specific provision was made for this type of disclosure in the Privacy Act of 1974.

Members of the judiciary reacted to the report with overwhelming favor since it gave them in writing the conclusions of the counselor who conducted the diagnostic interview, the findings on which the conclusions were based, and the recommendations for treatment. A separate report on each defendant accompanied every Phase I Court Order sent back to the judge for concurrence in ordering further therapy.

C. Program Impediments

The staff performing the diagnostic tests were largely unfamiliar with the use of Mortimer-Filkins and, in the early days of diagnostic testing at the HCMHC, little reliance was placed on the significance of prior arrests or high BAC levels, both items of data which were provided to HCMHC on a copy of the PSI. Steps were taken to tighten the diagnostic procedures to comply more closely with the recommended techniques for the identification of problem drinkers.

The starting-up problems with the transfer of diagnostic function to the HCMHC were rectified as the counselors became more familiar with the process of diagnosing problem drinkers. The counselors and the mental health technicians participated in a series of workshops on the accurate diagnosis of problem drinker cases as well as on the administration of the Mortimer-Filkins test and the Life Activities Inventory. In order to compensate for problems which had developed when TACOA was

performing the diagnostic interview, a system of judicial concurrence was developed in which it was necessary for specific approval from the referring judge to be granted before a person could be actually placed in additional treatment.

D. Analysis of Efficiency (Cost)

Data not available.

E. Changes in Plans

None.

F. Conclusions and Recommendations

None.

ADMINISTRATIVE EVALUATION - Judicial/Rehabilitation

A. Table of Key Performance Measures - DWI Information Service

No table appropriate.

B. Significant Progress

By early 1975, the effects of the mandatory adjudication on the referrals to the rehabilitation system were shown in a reduced number of DWI cases appearing on the docket, even at a time when arrests were increasing. The reason for this effect has never been clear, but it may be reasoned that attorneys held their clients off the docket until reaction to the mandatory adjudication became apparent. There was a marked reduction in the number of cases which were on the docket immediately after the mandatory adjudication laws became effective. The implementation of legislation requiring mandatory adjudication focused the attention of the judiciary on the referral system of ASAP to a greater degree than had been observed before.

In the past, the consistently diminishing rate of referral to the program had been an indicator of lack of real interest in the rehabilitation system and perhaps an indicator of a lack of understanding as well. With the new legislation, the judges were required to adjudicate each case on which a disposition was reached and, with the restrictions imposed by the new laws, more attention was paid to the alternatives and options which were available at the time of sentencing.

By mid 1975, ASAP management had moved into the data handling area and had received from USF Evaluation the compiled machine history of the treatment clients had received through December 1974. The new system was designed to have a larger capability than the machine system since it would maintain a record of all arrests whether they were referred to the program or not. Arrest records on clients prior to the establishment of the in-house system were available only for those people who were referred for treatment.

At the Judicial Seminar in May of 1975, the judges expressed a need for additional aid in the adequate and precise referral of DWI defendants into appropriate sanctions. As a result, the ASAP put into effect two separate sources of documentation which noticeably and immediately increased the number of defendants being directed into alcohol rehabilitation programs. One of these sources was the Pre-sentence Investigation (PSI), the composite result of the data that had been collected over a period of three years. It was presented to the court on the Report to Court form, designed for the purpose by the ASAP. The PSI was provided to the court

in June of 1975 on a daily basis for each DWI who was scheduled to appear in court, and it provided background on the individual's prior record, treatment history and BAC test results. The report offered concise and pertinent information regarding the defendant's alcohol history and it served as additional data to that which was already provided by the State Department of Motor Vehicles on the standard records check.

The other document made available by the ASAP was a new set of court orders, designed in cooperation with the judiciary to reflect the new referral for treatment procedures. The Phase I ordered the convicted DWI into the first two rehabilitation programs in the ASAP system: the diagnostic interview and the DWI School. That type of treatment was usually recommended by the judge for people who had no prior record of DWI offense. Phase II order placed convicted DWI's into those two programs and, in addition, provided the option of subsequent recommendations during the diagnostic interview. The Phase II entry normally was appropriate for second time offenders who had not been referred to the ASAP previously or for people who dropped out of the treatment programs before completing them. The Phase III order was reserved for recidivists who had been through the basic rehabilitation program and who were considered good candidates for group or chemotherapy treatment. Concurrent with these new inputs to the Court, the judiciary approved the issuance of capias documents by the Judicial/Rehabilitation Coordinator to insure the prompt attendance at recommended treatment by the convicted DWI who had been given the opportunity for rehabilitation under the guidance of professional supervision.

During the first quarter that the Court was using the new data facilities provided by the ASAP, the referral to the ASAP system increased by nearly 20% in one quarter. During the same period, the capias system for issuing warrants for the arrest of referrals who failed to enter the ASAP program, as required by the court, was activated.

As the data system began to be more responsive and to increase rapidly in size, attempts were made to acquire a small computer system. After many delays, however, the request for the computer was denied.

By mid 1975, the Judicial and Rehabilitation areas were combined into one. As the ASAP approached the phase down period, the Judicial-Rehabilitation component entered a period during which the four major components of this activity area were extended until the local rehabilitation agencies could assume management of the system. The four areas included (1) Data Collecting and Processing (2) Pre-Sentence Investigation/Report to Court (3) Court Order Design and Printing and (4) Probation Monitoring. All of these duties evolved during

the last year of ASAP operation, and it became apparent to the community that these services were essential for the continuing ability of the county to address the DWI problem. While it was not possible to transfer the existing ASAP data files to the county data system, as had been anticipated, it was possible through a series of complicated and interrelated steps to achieve acceptance by the county of the responsibility for continuing the Data Collection and the Report to Court, as well as for having court orders printed according to the final design developed by ASAP. With the aid of the Hillsborough County Commission and the coordinated meeting involving representatives of the Mayor's office, the Police Chief, the Sheriff, and the Criminal Justice Board, the continuation of the ASAP-developed system for reporting to the court on every DWI was assured. This system is firmly in place and remains as a very significant, tangible result of the existence of the ASAP in Hillsborough County.

C. Program Impediments

This countermeasure had no problems because it was designed to be a solution for all the problems that had been associated with judicial and rehabilitation countermeasures during the operational period.

D. Analysis of Efficiency (Cost)

Data not available.

E. Changes in Plans

None.

F. Conclusions and Recommendations

None.

ADMINISTRATIVE EVALUATION - Judicial/ Rehabilitation

A. Table of Key Performance Measures - Capias Issuance Procedure

No Table Available

B. Significant Progress

The capias system for issuing warrants for the arrest of referrals who fail to enter the ASAP program as required by the court was activated on behalf of the court during the extension period of the ASAP. The program had very dramatic impact on dropouts since many of them were jailed for non-compliance with the court order. This aspect of the system had been missing for years, but when it was implemented in 1975, it greatly enhanced the effectiveness of the referral system.

The ASAP obtained a very level of cooperation with judicial officials and the existing atmosphere of mutual support was very conducive to the effective implementation of the re-arrest procedure for system drop-outs.

C. Program Impediments

None.

D. Analysis of Efficiency (Cost)

Data not available.

E. Changes in Plans

None.

F. Conclusions and Recommendations

None.

Administrative Evaluation-PIE

A. Table of Key Performance Measurements - Public Information & Education

ROW NO.	MEDIA METHOD	1972	1973	1974	1975	1976	QIV 1975	QI 1976	QII 1976	QIII 1976	QIV 1976
1	TELEVISION SPOTS	159	408	627	252	543	75	35	92	120	296
2	SPECIAL TV PROGRAMS	34	26	31	26	4	10	1	1	0	2
3	RADIO SPOTS	2054	1615	1408	2277	1677	679	387	324	546	420
4	SPECIAL RADIO PROGRAMS	30	43	17	44	17	40	7	5	0	5
5	SPEAKERS BUREAU PRESENTATIONS	72	243	114	67	111	23	35	15	27	34
6	NEWSPAPER ITEMS	140	222	183	76	103	38	41	21	26	15
7	FILMS (OTHER THAN ROW 5)	84	631	0	0	0	0	0	0	0	0
8	OTHER: MOBILE DISPLAYS	15	19	7	19	16	4	7	4	3	2
9	BREATHALYZER DEMONSTRATIONS	0	414	528	312	326	2	310	11	4	1
10	FILM LOANS	0	164	85	221	177	19	70	54	22	31
11	AID LINE, DAILY LISTING	365	0	0	0	0	0	0	0	0	0
12	DRINK-IN	4	0	0	0	0	0	0	0	0	0

B. Significant Progress

The Public Information & Education (P. I. & E.) objectives as outline in the original detailed plan (1971) and only slightly modified as the project developed, have been progressive in a positive direction over the past five years.

The first year was directed toward developing a cooperative attitude among community motivators and the general public toward the drunk driving problem in Hillsborough County. One goal during this initial thrust was directed towards providing knowledge of the problem and alternatives which might be employed.

The second year showed an emphasis on distribution of collateral material (developed in-house) and more speakers bureau commitments. Other selective areas included initial use of the movable display at the Florida State Fair; agreement by Hertz Car Rental Agency to place ASAP literature in each car prior to rental; 90,000 poly bags containing ASAP literature distributed through service stations over the July 4 holiday and the Christmas-New Year's holiday concentrated on developing a socially responsible attitude toward drinking and driving on the part of party hosts and hostesses.

The third year emphasis was placed on heavy media campaigns, both electronic and print. The basic message was directed toward the community, encouraging it to become active in solving the drink driving situation. A successful billboard campaign was developed with cooperation of a local women's service club. It lasted over several months and showed positive effects in terms of project recognition.

The fourth year emphasis was centered on youth, specifically those of high school age. The primary thrust was directed toward the Youth Activities Campaign (YAC). This committee was comprised of a senior and junior from each of the county high schools (22 students). Their role was to increase awareness among their peers of the hazards associated with excessive drinking and driving. Regular bi-monthly meetings were held and the volunteer students were trained for the duties they would assume as ASAP representatives. The YAC developed into an unstructured school activity.

This year culminated three years of development in the driver education alcohol unit resulting in the publication of a manual approved by the Florida Department of Education (available on request from the Department of Education, State of Florida).

In addition to the categories described in, P. I. & E. routinely continued its use of mass media, speakers bureau encounters and literature distribution. The design and

implementation of the appropriate strategies was geared toward general or specific events (such as holidays, fairs, etc.) Survey results were referenced and analyzed in determining emphasis or de-emphasis areas of direction.

1. GENERAL PUBLIC MEDIA: Radio, Television, Newspaper

The final quarter of 1976 showed a marked increase in activity. Two major campaigns included the Thanksgiving Holiday Weekend and the extended Christmas-New Year Holiday Weekend. Total spot exposures for this period were 420 announcements and 5 special programs. (See Media Placement for further description). Total spot exposures for the year 1976 was 1677 equating in dollars to \$67,080 on the basis of local rates, averaging out a 14 station time buy.

The final quarter of 1976 showed a marked increase in activity. Two major campaigns were combined with radio over the Thanksgiving Weekend. Total exposures for this period were 296 plus 2 special programs.

Individual newspaper items directly referring to ASAP totaled 15 for the final quarter of 1976. Total items for the year 1976 totaled 111.

2. SPECIFIC TARGET AUDIENCES.

Lack of youth projected PIE activities beyond the final operational date (December 31, 1976) precluded any youth activity during the final quarter of 1976. It was felt that initiation of new youth plans or continuation of established youth campaigns for a brief period would have reflected adversely on the City of Tampa. Also, there are no guidelines listed in the PIE detail plan for short term temporary or interim program efforts.

a. Youth Oriented Exceptions

(1) Speakers bureau presentations in schools accounted for 38 films borrowed from the ASAP loan library.

(2) Speakers Bureau addressed 247 junior and senior high school students during this quarter and handed out approximately 1,000 pieces of collateral material to them. The total number of students during the year 1976 totaled 6,110 and approximately 16,190 pieces of collateral material were distributed to students.

(3) Student Traffic Safety Council. The operational plan for this activity was forestalled due to the short interim period prior to phasing

out. Support from the judiciary had been obtained but no support, financial or administrative, developed for its implementation.

b. Industrial and Labor Groups

Several industrial groups were given presentations by the PIE Coordinator. Total participants included 103 persons and 412 pieces of collateral material distributed. In addition, posters were distributed to key personnel for posting each alternate month throughout the industrial areas. The number of industrial employees addressed during the year 1976 totaled 695, a marked increase over the previous several years. Over 3,000 pieces of collateral material were distributed to industrial employees during the final year.

c. MacDill Air Force Base

An agreed upon minimum of two presentations weekly has resulted in the fulfillment of this activity called for in the detailed plan.

(1) Twenty-five presentations were made during the final quarter for a total of 612 base personnel. This averaged 25 persons per presentation.

(2) Approximately 2500 pieces of collateral material was distributed at these presentations.

(3) Plans for setting up the mobile display, giving breathalyzer demonstrations, showing films and handing out collateral material, initiated during the previous quarter were continued on base as part of Drug Abuse Day, November 28, 1976. The ASAP display was exposed to approximately 7500 visitors, base personnel and their families. In addition, 2,000 pieces of collateral materials were distributed.

(4) Plans to develop base programs involving both officers and non-com officers' wives were terminated due to the phasing out of the ASAP operations.

(5) During this quarter the critique form used by base personnel soliciting response for the alcohol presentations was revised to include

responses toward ASAP presentations. Results were considered by the social actions department, MacDill Air Force Base, to be extremely satisfactory.

(6) The culmination of several meetings initiated by the PIE Coordinator and attended by University of South Florida evaluation department heads and MacDill Air Force Base social actions personnel developed into a survey being put into effect.

Its purpose:

- (a) To determine increased awareness of laws and punitive actions.
- (b) To determine attitudinal change.
- (c) To determine arrest and recidivism data.

d. MacDill AFB Study Description

Tampa ASAP's presentation at the MacDill Air Force Base briefing program for newly assigned military personnel was selected for detailed evaluation. The experimental group consisted of approximately 100 new assignees who were exposed to the ASAP presentation while the control group was comprised of 100 new assignees who attended the orientation program prior to the inclusion of ASAP materials. The comparability of these groups will be determined through a profile comparison including the following variables:

- (1) residence (on-off base), (2) access to an automobile (yes/no), (3) age (4) sex (5) military rank and (6) number of years in service.

Mail-back questionnaires will be sent to members of the experimental and control groups six months after completing the orientation program. Comparisons between the experimental group (exposed to ASAP's general PIE efforts plus the MacDill briefing) and the control group (exposed to general PIE efforts only) will indicate the degree to which knowledge was gained through the MacDill briefing. These data may also suggest improvements in the ASAP presentation format.

ASAP's questions were included in the newly revised critique questionnaire which is being used by the social actions department at MacDill Air Force Base.

The critique is continually used for determining attitudinal response of various programs to which base personnel are exposed.

In addition, arrest records will be searched for A/R traffic offenses occurring during the six months periods subsequent to the orientation program. The proportion of subjects arrested in the experimental and control groups will be compared (if frequencies permit) in order to determine if the ASAP briefing had a measurable effect on actual drinking-driving behavior.

Evaluation of the results will be determined by ASAP's University of South Florida Evaluation Department.

e. Minority Groups

The Black and Spanish broadcast media used prior approved public service announcements for the two holiday periods falling within this quarter.

Overall activity in this category during the final year 1976 has been satisfactory and as planned.

f. Law Enforcement-Juvenile/Judicial Rehabilitation

As a result of efforts and recommendations by the Tampa ASAP over the past several months, major changes of the judicial DWI state law are expected to get the endorsement of both the House and Senate Judiciary-Criminal Committee.

Presently, a juvenile (under but not including 18 years of age) arrested for driving under the influence is termed a "delinquent" and placed in the custody of parents or guardian, completely avoiding the established traffic court system through which adult (18 years and older) drivers are routed.

The ASAP participated in four working committees organized to assist in revising the Florida Juvenile Laws. We requested a change in the present 3 juvenile laws involving traffic offenses be removed from juvenile circuit court and transferred to the county traffic court system. Specifically, these would be:

- (1) Driving while under the influence.
- (2) Attempting to elude.
- (3) Leaving an accident scene with personal injury involved.

After discussion with the Professional Affairs Committee for Youth, the motion for acceptance was approved. It will be taken by the Hillsborough County Delegation to Tallahassee for the April, 1977, legislative session and acted upon. Reports for its successful passage are favorable.

This will result in:

(1) Juvenile DWI offenses being recorded in Tallahassee at the drivers license division.

(2) Abolish need for PIE established Juvenile/Judicial Rehabilitation guidelines.

(3) Cause handling procedures using the systems-approach to be uniform for all ages.

g. Civic Clubs/Business, Professional Groups

Two civic club groups were addressed during this quarter. The number of persons addressed during the final year, under this category, totals 333.

3. MEDIA PLACEMENT

a. Tampa Bay Area Media List

Radio-Public service announcement exposures total 8 hours and 45 minutes. This covered two campaigns, Thanksgiving and Christmas-New Year holidays.

Two individual radio stations, one the top-rated AM station, the other a highly rated FM station, each held an on-the-air drink-in prior to the New Year's Eve Holiday. Both were attended by law enforcement officers and air personnel and they drank pre-measured quantities while taking continuing breathalyzer tests. The results were beneficial in relation to positive audience response.

Radio public service announcement time for the final year, 1976, totaled 18 hours and 12 minutes.

b. Television

Current national television public service announcements continued to be used during this quarter. Announcements for the quarter totaled 3 hours and 5 minutes.

Four additional special programs took place during the Christmas-New Years holiday period.

Television public service announcement time for the final year, 1976, totaled 6 hours and 50 minutes.

c. Newsprint Campaign

Total newspaper column inches for the final quarter totaled 90 inches and the annual total for 1976 was 516 inches.

d. Outdoor Advertising Campaign

Not active this final quarter.

e. Sober Facts

Distribution continued on a monthly basis as a special report to the Judiciary.

f. Minority Publications

Not active this quarter.

g. Portable Display, Breathalyzer Demonstrations

As referenced in a previous section, MacDill Air Force Base used the display successfully during Drug Abuse Day. The display was set up for the month of December in the lobby of Tampa's City Hall. It is estimated 20,000 persons were exposed to the display and 45,000 pieces of collateral material were distributed.

It is notable that the Memorial Day; Labor Day; Thanksgiving Day holiday periods revealed no alcohol-related auto traffic deaths in Hillsborough County. During the Christmas-New Years holiday period, one traffic death was alcohol-related in Hillsborough County.

During the final year, 1976, the Portable Display was exposed to the public at 17 events with one single event lasting 12 days and other events two or three days.

h. Film Library

Film loans totaled 38 for this final quarter. During the final year, 1976, 184 films were borrowed from the ASAP library.

4. SUPPLEMENTARY INFORMATION

a. Collateral Material

Distribution of collateral material balances was accomplished by the end of 1976. The bulk of the material was delivered to the Drivers Education Coordinator for Hillsborough County Schools to be distributed equally among 11 secondary schools. The balance of material was distributed to the social actions group of MacDill Air Force Base.

This effort resulted in 100% distribution with zero balance on hand.

b. Catalytic Effect

A proposal for implementation of the Alcohol Safety Action Project PIE countermeasure by the Crime Prevention and Planning section of the Tampa Police Department was submitted during the third quarter of 1976. The proposal was developed by the PIE Coordinator as a parallel effort to the program currently being used by Law Enforcement in the Hillsborough school system. No definitive action resulted from this endeavor.

5. PROJECT HIGHLIGHTS

- a. The two-day Martin Milner-Ken McCord (Adam 12) visit during April generated tremendous response. Planning itinerary, plans and production of the visit was accomplished by the PIE Coordinator. Pre-publicity, current publicity, and post-publicity culminated with a 30-minute television documentary.

A 30 minute-television documentary "DWI Counter-attack" was developed in the fall of 1972 and viewed by an estimated 200,000 persons over the Labor Day Weekend.

The first official pamphlet was developed entitled "The GTASAP Story" and became the major source of procedural information for the project.

The first Annual State Fair Booth took place. This was the first public showing of the custom designed portable display.

A complete ASAP three hour curriculum for the County Drivers Education Program was tested in the Tallahassee School System and introduced into the Hillsborough County School System.

C. Program Impediments

1. First Operational Year - 1972

The telephone AID line, developed as a crisis intervention measure received little activity and was discontinued as a P. I. & E. activity.

2. Second Operational Year - 1973

A Christmas-New Year media campaign theme "Be a Thoughtful Host - Do Your Friends a Favor" was developed for broadcast media, print media and specific collateral material. One facet of the campaign was development of a two-fold pamphlet listing high protein food recipes and tips to hosts for holiday entertaining.

Local V.I.P.'s and community motivators taped ASAP written public service announcements for both radio and television. Newspaper coverage was generated by the special event HEP (Holiday Enforcement Program) which attracted filmed and taped actualities of extra DWI patrols and a mobile breathalyzer van.

By the year's end the Speakers Bureau showed a 243% audience increase over the previous year.

3. Third Operational Year - 1974

Significantly, positive results were found for project recognition, in part due to two well-produced law enforcement television public service announcements. These made the threat of a DWI arrest very explicit and were used for the July 4th, Labor Day, and Christmas-New Year holidays.

A new medium, billboards, was tried in 1974 with a good deal of success. The Bay Area Pilot Club provided funds for design and production of the billboard paper and two sign companies provided free board exposure at 42 locations.

A new pamphlet "Drunk Driving is Deadly" was developed. The occasion was the Pilot International Convention.

The Tampa ASAP hosted the conference of the Florida Association of Women Safety Leaders in February of this year. Youth and Alcohol campaigns began during the fall semester of high school.

4. Fourth Operational Year - 1975

The portable and mobile displays were extremely active during this period resulting in a significant increase of collateral material distribution.

Several new pieces of collateral material were developed including a "legal rights" flyer distributed to arrested DWI subjects. Another was developed after three months of researching auto insurance companies. It was entitled "DWI Insurance and You." Its primary distribution source was school oriented.

Newspaper space generated this year was enhanced by a series of articles on Florida DWI laws and mandatory adjudication.

The Youth Activities Campaign in the high schools using a peer influence direction to obtain awareness of excessive drinking and driving problems was well under way. Also, the culmination of three years of development in the driver education alcohol unit resulted in the publication of a manual and its distribution to all 67 school districts in the state.

Mass distribution of 20,000 "ASAP Party Packs" (holiday pamphlet, swizzel sticks, coasters, napkins, etc.) were distributed by members of the Tampa Fire Department at busy intersections during the Christmas-New Year holiday.

The implementation of the military speakers bureau component finally resulted in a successful P. I. & E. effort in this area.

Each month during the school year the ASAP movable display has been on site at one or two high schools as part of a county-wide Health-a-rama effort.

A successful billboard campaign using the theme, "Friends Don't Let Friends Drive Drunk" was developed to coincide with the November and December holiday driving season. Three outdoor advertising companies offered free board space. Thirty boards were posted.

D. Analysis of Efficiency (Cost)

PIE Campaign	Number of Contacts	Money Expended	Cost per Contact
1971	NA	11943	NA
1972	40365	47680	\$1.18
1973	629632	60896	\$.09
1974	353996	61409	\$.17
1975	114735	55937	\$.48
1976	119219*	51924	\$.43

*Data not available for 4th quarter

Public Information and Education Campaign

The data for these countermeasures are insufficient to provide for a meaningful analysis of cost.

E. Changes in Plans

None.

F. Conclusions and Recommendations

None.

PUBLIC INFORMATION & EDUCATION COUNTERMEASURE

Final Report Addendum

The original goal and intent of the P. I. & E. Countermeasure was to gain the interest and support of the general public, key officials, community motivators and civic groups and organizations. Thus, the groundwork for positive support was gained before the enforcement, judicial, and rehabilitative countermeasures became operational. As a result, an absolute minimum of negative response was encountered and this, primarily, from those directly affected by the system.

The original Tampa ASAP objective, in part, called for a significant reduction of the alcohol crash problem. It also called for a reduction of deaths, injuries, and property damage caused by alcohol-related accidents and drunk driving.

It was determined that the Tampa ASAP P. I. & E. role could assist, in large part by education, the public resulting in an informed public acting responsibly to control the abuse of alcohol by those preparing to drive and forestalling those who become too intoxicated to drive.

Specifically, the three areas emphasized by the Tampa P. I. & E. worked toward affecting:

1. drinking and driving knowledge
2. attitudinal change
3. behavioral change of irresponsible drinking and driving habits.

The Tampa ASAP P. I. & E. countermeasure made extensive use of both mass media and non-mass media. Determined by the specific campaign, the media were used singly or in combination and directed toward general audiences, ethnic groups (black and Spanish) and youth audiences.

Additionally, non-mass media were directed toward specific audiences: e.g.; industrial employees, military personnel, civic groups, lawyers, police, judges, clergy and physicians.

Among the diverse groups of communications sources and collateral materials used by the Tampa P. I. & E. Department are the following:

1. Mass Media

Radio (14 AM and/or FM stations), television (3 V.H.F., 1 U.H.F., 2 P.B.S., plus out-of-town as the

circumstance warranted), newspaper (4 major papers plus weeklies and 1 military base paper), billboards, brochures, posters, films, direct mail.

2. Non-mass Media:

Speakers bureaus, (youth and adult) citizens, participation, seminars, workshops.

3. Visual Products:

Thirty foot portable display, breathalyzer demonstrations, fair booths, health-a-rama service functions (schools, senior citizens)

4. Collateral Materials:

Drink chart cards, brochures, holiday pamphlet, legal rights pamphlet, litter bags, matches, swizzel sticks, coasters, napkins, drink and holders, insurance pamphlet.

5. Public Relations:

Media interviews, press releases, press kits, press conferences, feature stories, public service announcements, documentaries, drink-in's (private and on radio stations) media placement.

6. Film Loan Library:

Schools (drivers education classes, health classes, civic clubs, industry, educators, continuing education.

Apparent indications have evolved from the Tampa P. I. & E. efforts over the past five years.

1. There is a need to educate city, county and state officials involved in funding programs. Emphasis must be in the direction of more preventative activity funding ultimately lessening rehabilitation case loads and efforts.
2. City, county, and state officials must recognize the realistic need to assign the necessary dollars to prevention activity to offset rehabilitation emphasis.
3. Much more work needs to be done and more time contributed in providing information about alternatives to drunk driving, in persuading people to get involved in preventing drunk driving, and to enlarge the attitude among people and communities that drunk driving is socially unacceptable and will not be condoned by society or the judiciary.

4. The alcohol culture is clearly apparent in the drinking behavior of our youth. Preventive and awareness programs must be initiated and maintained by peers and outside sources to prevent drunk driving among teenagers from becoming the desired norm.
5. U. S. Department of Transportation, National Highway Traffic Safety Administration, and Public opinion views; all agree that the Public Information and Education Countermeasure is one of the most promising, long-range means of impacting specific target audiences with the information and motivation needed to prevent the combination of excessive drinking and driving from occurring. This view was not endorsed by those local community motivators influential enough to support its continuation.

There now stands a need for effective public information and education program in the community and the state to continue and sustain future direction and activity.

Administrative Evaluation-Registration and Licensing

A. Table of Key Performance Measures - Drivers Handbook Revision

None appropriate.

B. Significant Progress

There was no significant progress in the Drivers Handbook Countermeasure.

C. Program Impediments

Progress for implementation of this countermeasure was impeded and finally thwarted by the State Department of Highway Safety and Motor Vehicles (DHSMV) through reversal of an earlier decision to accept the proposed handbook revision. At year's end, activity was discontinued in this countermeasure.

D. Analysis of Efficiency (Cost)

Data not available.

E. Changes in Plans

The countermeasure was terminated at the end of 1972.

F. Conclusions and Recommendations.

None.

Administrative Evaluation-Registration and Licensing

A. Table of Key Performance Measures - Improving Licensing Review Procedures

None appropriate.

B. Significant Progress

There was no significant progress in the Improving Licensing Review Procedures Countermeasure.

C. Program Impediments

Priority requirements that available ASAP time be directed into other countermeasures, specifically Enforcement, Public Information and Rehabilitation, precluded progress being made in this countermeasure. The decision was made to discontinue the countermeasure on December 31, 1972. The problem was simply lack of available time to devote to implementation efforts concerning this countermeasure.

D. Analysis of Efficiency (Cost)

Data not available.

E. Changes in Plans

The countermeasure terminated at the end of 1972.

F. Conclusions and Recommendations

None.

Administrative Evaluation-Registration and Licensing

A. Table of Key Performance Measures - Licensing for Out-of-State Drivers

None appropriate.

B. Significant Progress

None.

C. Program Impediments

Licensing for Out-of-State Drivers Countermeasure was not implemented due to planning changes. The countermeasure was discontinued on December 31, 1972.

D. Analysis of Efficiency (Cost)

Data not available.

E. Changes in Plans

Early termination was a major change.

F. Conclusions and Recommendations

None.

Administrative Evaluation-Legislative

A. Table of Key Performance Measures - Legislation

None available.

B. Significant Progress

The most significant progress made in Legislation was the passage of one bill initiated at the request of the GTASAP by a member of the Hillsborough County Delegation. This was a bill to allow the Florida Parole and Probation Commission to enter into contract with the City of Tampa-- a contract for the services of parole and probation personnel to perform pre-sentence investigations on drinking driving cases for the Magistrates' Courts of Hillsborough County. Until passage of this bill, the Parole and Probation Commission was forbidden by law to contract with other government agencies, and without this bill, it would have been impossible to implement the Pre-sentence Investigation and Probation (State) Countermeasure as outlined in the Detailed Plan.

The impact of this legislation became more obvious when the Florida Parole and Probation Commission assumed jurisdiction over all drinking-driving cases in the City of Tampa and Hillsborough County.

During the 1972 Legislative Session, a number of bills were introduced which would have been helpful to the ASAP. However, none passed and only two of the twelve bills even reached the floor of the House or Senate for action. In retrospect it is obvious that a hard-driving lobbying effort by GTASAP, coupled with appearances at committee and sub-committee hearings to further acquaint legislators with the ASAP and with the significance of these bills, may have resulted in passage of at least some of the more important bills.

During 1973, the entire Hillsborough County delegation received two briefings on the ASAP, one of which was in a group and the other which was individually.

In addition, presentations were made before the State Senate Transportation Committee at a Tampa meeting on items of mutual interest.

Staff members attended a meeting of Women's Highway Safety Leaders in Miami and made further developments in the legislative program through contacts there. That meeting resulted in the preparation of resolutions sent by ASAP to the State

Legislature endorsing local and federal guidelines for improved alcohol traffic safety.

The specific pieces of legislation which were introduced and/or supported by the GTASAP are these:

1. an act relating to drivers of motor vehicles, providing for a pre-arrest chemical breath test;
2. an act relating to blood tests for alcoholic content, requiring such tests on bodies of deceased pedestrians fifteen (15) years of age or over involved in a motor vehicle crash;
3. an act providing for the restriction of a driver's license of a person convicted of driving while under the influence of alcoholic beverages.

When the Florida Legislature convened its 1974 session on April 2, several bills of great importance to the ASAP were introduced. Action was concentrated on those bills considered the most vital to the project. SB 173 providing for the pre-arrest breath test; SB 138 providing for chemical tests for alcohol on bodies of deceased drivers; SB 392 providing for the issuance of temporary driving permits to DWIs whose licenses have been revoked; and HR 2922, an omnibus bill covering many aspects of drinking driving including the pre-arrest breath test and the issuance of temporary driving permits. SB 371 providing for administrative adjudication of minor traffic offenses was considered important to ASAP, even though DWI had been dropped from the bill.

To attract publicity for the Project in Tallahassee, and to call attention of the legislators to the necessity for and value of roadside breathtesting, a mobile demonstration van and four staff members (two to man the van and two to lobby the Legislature) were dispatched to Tallahassee for three days. During this time the van was parked at various locations around the House and Senate Office Building and at other prominent locations in the Capital during the cocktail hour. The van was equipped with the latest in roadside breathtesting equipment, in addition to the Stephenson 900-A Breathalyzer and the new Intoximeter. Two staff members handed out drink chart cards, ASAP literature and brochures to all those who came to inspect and test the breathalyzer equipment.

During the last week of the Legislature, two staff members returned to Tallahassee and continued their lobbying efforts,

resulting in the passage on the final day of three bills-- SB 392 providing for temporary driving permits, SB 371 providing for administrative adjudication of minor traffic offenses, and HB 2922 the comprehensive DWI bill. Among the other provisions of HR 2922 are: pre-arrest breath test, mandatory adjudication of DWI offenses, increasing the fine for third-time offenders from \$500 to \$1,000, favorable consideration by the court for DWI School attendance, and no plea bargaining for DWI's convicted with a BAC of .20 or above.

C. Program Impediments

The legislation on alcohol in Florida was already advanced to a fairly sophisticated level before the ASAP arrived on the scene. Therefore, the need for a strong legislative program was not viewed as essential by the Project Director until the extension of the ASAP had been granted. Even then, the legislative efforts were weak and sporadic so that, in the end, the legislators who had an interest in alcohol-traffic safety pursued their own legislation without much contribution from the ASAP.

D. Analysis of Efficiency (Cost)

Data not available.

E. Changes in Plans

None.

F. Conclusions and Recommendations

None.

AN ANALYSIS OF TOTAL PROJECT IMPACT

Analytic Study #1, 1976

ABSTRACT

The Tampa Alcohol Safety Action Project (ASAP) is a community-wide traffic safety program combining countermeasure activities in law enforcement, the courts, diagnosis and referral, rehabilitation, and public information and education. The primary objective of ASAP was to reduce the incidence of drinking-driving on the highway, thus reducing alcohol-related (A/R) motor vehicle accidents.

The purpose of the present study was to determine whether Tampa ASAP has attained its primary objective during the five years of its operation (1972-1976). This was accomplished through analysis of accident patterns within the ASAP area of Hillsborough County and through analysis of driver BAC data obtained from ASAP sponsored roadside surveys.

Accident Data: Because the availability of accident BAC data fluctuated considerably over the years for which analyses were conducted, evaluation focused on a number of proxy measures of A/R accidents. These proxy measures consisted of total, "reported" A/R, nighttime, and weekend fatal accidents and total, "reported" A/R, nighttime, and weekend injury accidents. Monthly pre-ASAP (1/70-2/72) accident frequencies were compared with post-ASAP (3/72-12/76) accident frequencies via a non-linear transfer function model. These time series of accident data were examined for changes in drift (rates of increase or decrease) and changes in level following the month ASAP went into effect (3/72). A generally significant decrease in the level of accident frequencies following the speed limit change to 55 mph in December, 1973 was accounted for in all accident analyses. Analysis of all proxy measures indicated no significant changes in accident patterns coincident with the onset of ASAP operations. }

Differences in drift and level changes between proxy measures and complimentary data (e.g., nighttime vs. daytime accidents) were analyzed to institute a measure of control for vehicle mileage changes within Hillsborough County. Further control was provided by comparisons of Hillsborough County total nighttime and fatal accidents with total and nighttime fatal accidents in the balance of Florida. Results of these comparisons revealed no differences indicative of an ASAP impact on accidents.

BAC Data: BAC data obtained from January roadside surveys were used as measures of drinking-driving behavior in Hillsborough County. Two methodological approaches were taken. The first was to make comparison between the pre and post ASAP data. Comparisons were made of the baseline (1/72) vs. operational (1/73-1/77) data as well as the "baseline" (1/72-1/73)

vs. operational (1/74-1/77) survey data. The second approach was to examine the linear trend over the six January surveys in the proportions of drivers who had been drinking and who were legally intoxicated. Comparisons of pre-ASAP and post-ASAP BAC data via Kilmogorov-Smirnov two sample tests gave no evidence of changes in the overall BAC distributions. Analyses of the proportions of drivers who had been drinking ($BAC \geq .01$) also showed no evidence of an ASAP effect. Analyses of the proportions of drivers who were legally intoxicated ($BAC \geq .10$) indicated a significant reduction in proportions during the ASAP operational period when the pre-ASAP period was defined as data from the 1/72 and 1/73 surveys. During the "baseline" period 6.99% of the survey participants responding between 8:00 p.m. and 4:00 a.m. and 10.62% of the participants responding between midnight and 4:00 a.m. had BAC's of .10 or more. These percentages were 3.90 and 5.99 respectively during the operational (1/74-1/77) period, reductions of 3.09% and 4.63%. Analyses of trends over the six January surveys in the proportions of drivers who were legally intoxicated also indicated a significant decline in proportions. This decline averaged .685% per year for drivers participating in the surveys between 8:00 p.m. and 4:00 a.m. and 1.096% per year for drivers responding between midnight and 4:00 a.m. There was no significant linear trend in the proportions of drivers who had been drinking.

No significant differences in the BAC distributions of fatally injured drivers between the baseline (1/70-2/72) and ASAP operational (3/72-12/76) periods were found. There were significant fluctuations in the availability of BAC data on fatally injured drivers during the period of time examined, seriously jeopardizing the validity of these comparisons. There was a significant tendency toward lower BAC levels of drivers arrested for A/R offenses during the ASAP operational period. During the operation period 48.63% of the individuals arrested for A/R offenses had BAC's of .16 or below compared to 33.11% during the baseline period. These changes were attributed to the increase in selective law enforcement and the large increase in A/R offense arrests during the Tampa ASAP operational period.

It was concluded that after five years of ASAP countermeasure activity, there has been a significant decline in the percentage of drunk drivers on the road averaging .685% per year between 8:00 p.m. and 4:00 a.m. and 1.096% per year between midnight and 4:00 a.m. although there has been no change in the overall incidence of drinking and driving (primarily indicating no change in the proportions of drivers with BAC's between .01 and .09). The decline in the proportions of intoxicated drivers has not had a noticeable effect on alcohol-related accidents in Hillsborough County.

1976 SELECTIVE ENFORCEMENT ANALYSIS:

INCLUDING A REPORT ON THE EFFECT OF PORTABLE BREATH TESTING DEVICES
ON THE DETECTION/APPREHENSION OF DRINKING DRIVERS

Analytic Study #3, 1976

ABSTRACT

The Tampa Alcohol Safety Action Project (ASAP) was a community-wide traffic safety program combining countermeasure activities in law enforcement, the courts, diagnosis and referral, rehabilitation, and public information and education. The primary objective of ASAP was to reduce the incidence of drinking-driving on the highway, thus reducing alcohol related (A/R) motor vehicle accidents.

The present report was concerned with the performance of the selective enforcement units funded by the Tampa ASAP. The present report contains three sections: Section I providing a detailed description of the selective enforcement countermeasures and arrest procedures; Section II summarizing the performance and the efficiency of the selective enforcement squads with comparisons to regular patrols; and Section III presenting the results of a special pre-arrest breath test study.

Section I: The Tampa ASAP funded two selective enforcement squads totaling 21 personnel. Eleven law enforcement officers (9 patrolmen, 1 Corporal and 1 Sergeant) were funded within the Tampa Police Department (TPD) as a selective enforcement squad dedicated to the detection and the apprehension of the drinking driver. The TPD squad was operational throughout the entire ASAP period and ceased operations on December 31, 1976.

A squad of 10 men (9 troopers and 1 Sergeant) was funded within the Florida Highway Patrol (FHP). This squad was funded by ASAP through September 1974, whereupon the funding responsibility was accepted by the State of Florida and this squad became a regular part of a rotating detail within the local Highway Patrol contingent. Funding cutbacks Statewide within the Highway Patrol forced the elimination of this squad on June 30, 1976.

All vehicles were marked one-man units with the automobiles assigned to the individual officers. Such assignment was typical for the Florida Highway Patrol, but atypical for the Tampa Police Department. Both selective enforcement units varied the patrol unit time frame and duration during the project period. In general however, hours of operation were between 8 p.m. and 4 a.m. Thursday, Friday and Saturday evenings, with the FHP squad also working Wednesday and Sunday upon occasion. The TPD squad usually worked Mondays and Wednesdays in addition to their Thursday, Friday and Saturday night duty.

Arrest procedures were standard throughout the operational period, requiring probable cause for each automobile stopped when the driver was suspected of DWI. Routine driver's license checks and physical tests (balance, walking and turning, finger to nose, etc) were performed prior to vehicle impound and offender incarceration.

Several approaches to providing blood alcohol tests for the arrested drivers were tried during the ASAP's operational period. Initially, additional manpower was provided at various booking facilities. Because of conflicts in court schedules, that procedure was changed early in the life of the program and an additional individual was assigned to the TPD DWI squad to perform chemical tests only for selective enforcement personnel. This additional individual was also funded by ASAP. Finally, in February of 1975, a facility initiated and funded by the Tampa ASAP was established for the purpose of providing chemical tests for the entire law enforcement community in the county. This facility was known as Central Breath Testing (CBT), and remained active for the remainder of the operational period.

Section II: Performance and efficiency data indicated that both performance in terms of the frequency of arrests and efficiency measures increased from the day the squads were initiated until approximately 12 months prior to the end of the project. The highest annual productivity was obtained in 1975 with a total of 9,191 arrests for alcohol related offenses. The lower 1976 total (7,742) was occasioned partially by the loss of the FHP selective enforcement unit, and also by general slow-down in A/R arrests by all the law enforcement officers in the County in 1976.

Non-ASAP officers continued to increase both the frequency and the proportion of alcohol related arrests throughout the life of the project. In 1972, regular patrols made 43% of the alcohol related arrests, and in 1975 that proportion had increased to 61% where it remained in 1976.

The average blood alcohol level of the arrested driver declined steadily throughout the life of the project from a baseline average of .20 to an overall operational average of .16. Further, there was a substantially lower proportion of individuals with BAC's in excess of .20 during the operational years of the project than during the baseline year. Further, selective enforcement personnel maintained significantly lower blood alcohol levels for the drivers whom they arrested than did regular patrols (.14 v. .16).

Section III: In 1976, a study was conducted to evaluate the impact of the presence of portable breath testing devices (PABT) on the alcohol related arrest rate. A one year study compared non-ASAP officers with a PABT device available to them to non-ASAP who did not have such a device in their possession. The study indicated a significant increase in alcohol related arrests for officers with the device. Non-ASAP officers were chosen so that the arrest rate could in fact increase or decrease

or remain stable. ASAP officers were not used because of their 4 to 5 year experience arresting approximately the same number of drinking drivers week after week, and having the highest arrest rates in The Department. It should also be noted that both the officers with the device and officers without the device were randomly selected from a pool requiring a history of alcohol related arrests (at least an average of 2 per month for a minimum of 6 of the 12 months immediately preceding the study), and neither the officers with the device nor the officers who did not have the device were aware of their participation in the study. Further, the 6 months between the time of officer selection and the actual issue of the PABT's revealed non-significant differences in the alcohol related arrests rates between the two groups.

While a significant increase in the number of arrests was found for officers with the device, no significant change was found in the blood alcohol levels of drivers arrested when the two officer groups were compared. One possible explanation is that emphasis needs to be placed on detection rather than on apprehension, as it appears that officers who were able to achieve lower blood alcohol levels became more sensitive to the kinds of things automobiles do when drunk drivers are behind the wheel.

AN ANALYSIS OF JUDICIAL SYSTEM PERFORMANCE

Analytic Study #4, 1976

ABSTRACT

The Hillsborough County judicial system responsible for processing DWI arrest cases, and the system's relationship with the Tampa ASAP and the alcohol rehabilitation community were described in detail. Judicial/rehabilitation system structure and case flow as it existed in 1976 was emphasized, and major changes occurring throughout the operational period noted. Other descriptive topics included: the mandatory adjudication law, temporary drivers license procedure, jury trials, appeal procedures, and ASAP judicial funding. ASAP capias procedures were also discussed and capias activity was summarized. Of the 971 capias issued, 58.6% were still outstanding as of 2/14/77, however of the 402 non-outstanding cases, 73.4% were returned to the ASAP system.

Traffic court performance in 1976, and changes in performance between 1973 and 1976 were examined. The results of performance analyses are summarized below by evaluative topic.

Disposition of DWI Arrest Cases:

- 1) The total caseload increased steadily over operational years: 5,816 to 6,760 to 6,975 to 7,099 (1973-1976 respectively).
- 2) The mandatory adjudication law which became effective on January 1, 1975 was responsible for a decrease in the proportion of guilty DWI dispositions (from 92.8% in 1973 and 92.4% in 1974, to 69.9% in 1975 and 64.8% in 1976), and an increase in the proportion of guilty lesser charge dispositions (from 4.7% in 1973 and 5.4% in 1974, to 23.0% in 1975 and 29.9% in 1976). In general, the last two operational years showed a slight increase in total non-conviction dispositions. Specific 1976 non-conviction disposition rates were as follows: acquitted 1.8%, dismissed 0.7%, and nolle prossed 2.8%.
- 3) The 1976 guilty lesser charge dispositions consisted of 71.5% UBAC convictions, 27.2% reckless driving convictions and 1.3% careless driving convictions. The 1976 satisfactory outcome rate (DWI plus UBAC) was 86.3%. A high proportion of satisfactory outcomes has maintained throughout the operational years.
- 4) The 1976 DWI conviction rates were 99.1% for cases disposed at preliminary presentations, 56.6% for cases disposed at non-jury trials, and 17.6% for cases scheduled for jury trials but settled out of court.

- 5) There was no practical difference between the 1976 DWI conviction rates for ASAP and non-ASAP officers, however ASAP officers had a higher conviction rate for lesser offenses. Overall conviction rates were 97.4% for ASAP officers and 93.6% for non-ASAP officers, suggesting that ASAP officers were slightly more successful in obtaining satisfactory outcomes in court.

Relationship Between BAC and Disposition: The comparison of 1976 disposition rates between arrest BAC levels indicated:

- 1) As arrest BAC levels increased the DWI conviction rate increased and the non-conviction disposition rate decreased. Lesser charge convictions were most common in the .05-.19 BAC range. Only 4.5% of the cases with BAC's over .19 were reduced to a lesser charge.
- 2) The overall conviction rate (DWI and lesser charge) was 38% for cases with BAC's less than .05, and 71% for cases with BAC's less than .10.
- 3) Cases with BAC's greater than .19 had a .93 probability of conviction on the DWI charge.
- 4) Average arrest BAC's for 1976 were as follows: guilty DWI .188, guilty lesser charge .140, non-conviction disposition .100, and total dispositions .169.

The analysis of the distribution of dispositions by years for selected BAC levels showed little difference between 1975 and 1976 but indicated large differences between 1974 and 1975 due to the mandatory adjudication law which became effective in January, 1975.

- 1) For cases with BAC's below .10 there was no difference in the distribution of dispositions between 1975 and 1976.
- 2) There was no difference in the distribution of dispositions between 1975 and 1976 for cases with BAC's between .10 and .14.
- 3) There was some evidence that trends which began in 1975 for cases with BAC's greater than .14 continued in 1976. As compared to 1975 guilty DWI rates decreased from 82 to 76%, guilty lesser charge conviction rates increased from 15 to 22%, and non-conviction rates remained about the same.

The analysis of BAC test taken vs. BAC test refused cases indicated:

- 1) There was a slightly higher DWI conviction rate for offenders who refused the BAC test than for those who took the test in 1976 but this difference was considered minor. There were no significant differences in final disposition of test taken and test refused cases in each of the years 1973 to 1975.

Punitive Sanctions:

- 1) DWI convictions generally resulted in higher fines than lesser charge convictions. 27.6% of the DWI conviction cases and 65.4% of the lesser charge conviction cases had fines less than \$100. The average fine, where assessed, was \$156.70 for a DWI conviction and \$81.26 for a lesser charge conviction.
- 2) Jail was far less frequently used as a punitive sanction than fine: 75.0% of the offenders convicted of DWI and 98.6% of the offenders convicted of lesser charges received no jail sentence. Jail sentences were imposed more frequently for DWI convictions and average jail sentence, where imposed, was slightly longer for DWI convictions (27.1 days) than for lesser charge convictions (24.0 days).
- 3) The average fine, where assessed, for-specific lesser offenses were as follows: UBAC convictions \$86.48, reckless driving convictions \$69.15, and careless driving convictions \$28.83.
- 4) 28.8% of the offenders convicted of DWI at preliminary presentations and 12.2% of the offenders convicted of DWI at non-jury court trials were not assessed fines. While fines were less frequently assessed at preliminary presentations, the average fine, where assessed, was similar for the two court session types (\$165.02 and \$153.78, preliminary and non-jury trial sessions respectively). Jail sentences were imposed more frequently at preliminary presentations (50.5% of the convicted DWI's at preliminary sessions versus 14.6% of the convicted DWI's at non-jury trial sessions received jail terms) but the average jail term, where imposed, was longer for non-jury trial convictions (21.4 days and 35.2 days, preliminary and non-jury sessions respectively).

Referral Performance:

- 1) In 1976, 65.5% of the DWI conviction cases and 60.5% of the guilty lesser charge cases were referred to a retraining/rehabilitation program.
- 2) There has been no significant change in the overall referral rates for the years 1973 to 1976 (62.8%, 61.1%, 63.9%, and 63.9% respectively).

Throughput: Analysis of case processing time indicated the following:

- 1) In 1976, 50% of all cases resulting in a guilty DWI disposition reached final disposition within 33.8 days of arrest, 50% of all cases resulting in a guilty lesser charge disposition reached final disposition within 52.0 days, and 50% of all cases resulting in non-conviction dispositions reached final disposition within 64.5 days of arrest. Also, 29.1% of the guilty DWI cases were adjudicated within 7 days of arrest while only 2.2% of the guilty lesser charge cases and 4.5% of the non-conviction cases reached final disposition within 7 days. The difference primarily resulted from pleas of guilty DWI taken at preliminary presentations. Cases contested at preliminary presentations were normally continued for adjudication at non-jury trials.
- 2) Processing efficiency for guilty DWI cases improved in 1976 as compared to 1975. Median days from arrest to final dispositions were 37.8, 32.2, 46.1, and 33.8 in 1973, 1974, 1975, and 1976 respectively. The throughput for guilty lesser charge and non-conviction dispositions also seemed to improve slightly in 1976 as compared to 1975. For guilty lesser charge cases median processing days were 53.5, 54.5, 55.1 and 52.0 in 1973, 1974, 1975 and 1976 respectively while median processing days for non-conviction cases were 74.0, 56.5, 66.0, and 64.5 in 1973, 1974, 1975, and 1976 respectively.
- 3) Overall judicial system case processing efficiency decreased substantially in 1975 (the year in which the mandatory adjudication law became effective and the greatest number of DWI arrests to date were made). But efficiency began to improve slightly in 1976. The proportions of all final decisions reached within one month of arrest were 41.9%, 46.2%, 26.1%,

and 37.1% in 1973 to 1976 respectively. Median processing days were 39.4, 33.6, 49.3, and 42.5 for 1973 to 1976 respectively for all final dispositions.

Profile of Disposition Groups:

The profile comparison of 1976 disposition groups indicated the following:

- 1) Older DWI offenders had a higher likelihood of a guilty DWI disposition than younger offenders (those under 20 years of age in particular). However, the older offenders also had a much higher percentage of arrest BAC's above .19 as compared to younger persons arrested for DWI. This difference probably accounted for much of the difference in final disposition rates. Average ages were as follows: DWI convictions 37.4, lesser charge convictions 35.7, non-conviction dispositions 30.7, and total dispositions 36.5.
- 2) Black offenders had a higher DWI conviction rate than white offenders (80.8% vs. 61.6%). Black offenders also had a higher proportion of cases with arrest BAC's above .24, but this difference did not seem to fully account for the differences in disposition rates. Probably other factors which may be related to race were involved in creating the differing disposition rates, such as the inability to afford private counsel. 18.3% of all final dispositions were black.
- 3) There were no differences in disposition rates between males and females. Further, there were no differences in arrest BAC distributions for males and females. 11% of all final dispositions were female.

AN ANALYSIS OF DIAGNOSTIC AND
REHABILITATION EFFORTS - 1976

FINAL REPORT

Analytic Study #5/6, 1976

ABSTRACT

The present study was concerned with the performance of the Tampa ASAP rehabilitation subsystem from its beginning in late 1971 through the end of 1976. A detailed description of Tampa's judicial/rehabilitation system structure and case flow was provided, procedures related to the Short Term Rehabilitation (STR) program were addressed, funding of judicial/rehabilitation countermeasures was discussed, and descriptions of treatment modalities used by ASAP were presented. Data analyses were organized under: (1) an administrative summary of diagnostic, referral, and rehabilitation activities and (2) specific evaluative topics.

Summary of Activities: 3363 diagnostic interviews (not including a very small number of interviews which resulted in non-alcohol drug problem diagnoses) were conducted in 1976. These interviews resulted in 2033 (60.5%) problem drinker diagnoses and 1330 (39.5%) social drinker diagnoses. During the entire period of ASAP (1971 to 1976) 18,178 diagnostic interviews were completed, which resulted in 9331 (51.3%) problem drinker diagnoses and 8847 (48.7%) social drinker classifications.

The normal referral to treatment modality process was interrupted in 1975 and 1976 by (1) judges prohibiting treatment referrals for approximately the first six months of 1975, and (2) the research design in effect between 7/1/75 and 6/30/76. There were 1284 referrals to treatment modalities (other than school) in 1976. The specific modalities of 580 of these cases were unknown because of referrals to an agency such as HCMHC which provided several treatment modalities. Of the known treatment modalities, 417 were didactic (other than school), 238 were group therapy, and 46 were individual therapy.

Virtually all of the non-school referrals (99.1%) were to HCMHC in 1976. There has been a general decrease in the use and/or availability of other alcohol treatment and supportive community resources since 1974.

There were 4016 referrals to alcohol safety school in 1976 compared to 3738 in 1975 and 3941 in 1974. Approximately 98% of all clients referred to alcohol treatment programs were also referred to school.

The termination status of all 1976 treatment referrals (as of quarter one, 1977) were as follows: 42.9% complete,

9.1% no show, 10.7% drop, and 37.4% still in treatment. The 1975 completion rate for all agencies was 62.8%, and, disregarding clients still in treatment, the 1976 completion rate was roughly 68%. Of the 4016 clients entering DWI alcohol safety school in 1976, 95% completed the course. The completion rate for the entire period of Tampa ASAP (1971-1976), involving 19,127 clients entering DWI school, was also 95%.

Reliability of the Diagnostic Process: The proportion of ASAP clients diagnosed as problem drinkers increased from about 30% in the first quarter of 1972 to slightly over 50% in the second quarter of 1973. Since the second quarter of 1973 diagnostic performance has been reasonably consistent through the first quarter of 1976. There was an atypically large percentage of problem drinker diagnoses during the second and third quarters of 1976 (67.1% and 69.3% respectively), followed by a substantial decrease to 46.3% during the final quarter of the year. This variation appears to be the result of inconsistencies or deliberate changes in the interpretation or recording of diagnostic data.

There was considerable variability between individual counselors in the diagnostic results. For example, at the two extremes in 1976, one counselor diagnosed 24.6% of his clients as problem drinkers while another counselor diagnosed 71.6% of her clients as problem drinkers. Average total Mortimer-Filkins scores for individual counselors in 1976 have a rough correspondence to the diagnostic results, suggesting that some counselors were not probing intensively when receiving evasive responses or were interpreting and recording M/F data to correspond to their individual conceptions of problem drinking.

Treatment Group Profile Comparisons: For the purposes of assessing treatment effectiveness Tampa ASAP randomly assigned clients to treatment programs during the period 7/1/75 to 6/30/76. These random assignment groups were compared in terms of client sex, race, age, total Mortimer-Filkins score, and BAC at the time of arrest. Results indicated that client characteristics were equivalent among the two social drinker design groups and among the three problem drinker design groups, both for all assigned clients and for those clients only who completed treatment.

Extensive profile comparisons were also conducted for the Short Term Rehabilitation (STR) groups. (STR clients were a subset of randomly assigned research design clients who were diagnosed as problem drinkers and completed Life Activities Inventories (LAI's). Results indicated no practical differences between treatment groups for STR clients completing the initial inventory, for STR clients completing the six month inventory, or for those clients completing the twelve month inventory on the profile variables of sex, race, age, arrest BAC, total Mortimer-Filkins score, prior A/R

traffic offenses, prior non-A/R traffic offenses, prior accidents, and prior treatment entries. Further comparison between clients who received six month LAI's and those who didn't, and between clients who received twelve month follow-up LAI's and those who didn't suggested that the six-month and twelve month follow-up samples may have had a slightly lower proportion of young, male clients relative to the initial inventory groups. The author suggested these differences were not of sufficient magnitude to limit the generalization of treatment effects.

Effect of Treatment on DWI Recidivism: Social drinkers referred to DWI School had a significantly lower recidivism rate at twelve months (6.3%) and eighteen months (7.9%) after referral, compared to social drinkers referred to a read only-minimum exposure "control" group (8.5% and 12.1% correspondingly).

The analysis of problem drinker clients who completed treatment indicated that there were no significant differences in twelve month recidivism rates between group plus school and school only, and between group plus school and read only groups. The twelve month recidivism rates for group plus school (6%) and read only (10.8%) were sufficiently different; however, to suggest that group therapy plus school treatment may be effective in reducing DWI recidivism, providing clients complete the program.

Effect of Treatment on Life Changes: The effect of STR treatments on five life activities dimensions (derived through factor analysis of portions of the LAI package) was assessed. Clients were assigned scores on each factor based on their responses to the LAI. Changes along the five dimensions were measured by re-administering the LAI package at six and twelve month intervals such that clients had three scores (initial-upon being assigned to treatment, six month, and twelve month) on each factor. Results of analysis indicated that group plus school and school only clients showed marked improvement on Factor I (current quantity/frequency of drinking) while the read only group showed no improvement over initial scores at the six and twelve month intervals. No practical differences between groups or across time were found for Factor II (employment/economic stability), Factor III (current physical health problems), or Factor IV (social interaction). There were no differences between groups on Factor V (current drinking problems) but all three groups combined showed significant improvement in this dimension. The three groups had lower scores (indicating less drinking problems) at the six month inventory than at the initial inventory and sustained these lowered scores at the twelve month inventory.

AN ANALYSIS OF PIE EFFORTS ASSOCIATED
WITH AIRMAN ORIENTATION AT MacDILL AFB

Analytic Study #7, 1976

ABSTRACT

From May 31, 1976 through December of 1976, the Tampa ASAP conducted a sixty minute briefing as part of an on-going Airmen's Orientation Program for newly assigned military personnel at MacDill Air Force Base. A sample of Program participants who heard the ASAP briefing between May 31, and June 28, 1976 (designated the experimental group), and a sample of Program participants who did not hear the ASAP briefing between April 29 and May 24, 1976 (designated the control group) were sent mailback questionnaires six months after participating in the Orientation Program. Of the 197 questionnaires distributed by the MacDill AFB Social Actions Office, 103 or 52% were returned to the ASAP evaluation group at the University of South Florida for analysis.

By comparing the responses of experimental and control subjects, one could determine whether exposure to the ASAP briefing resulted in an increase in the level of drinking and DWI Law knowledge, which was detectable six months after the Orientation Program. Although the principal purpose of the questionnaire was the assessment of knowledge gained through the ASAP briefing, other questions were included which addressed reported behavior changes resulting from the ASAP briefing, as well as attitudes and opinions toward life on MacDill AFB, and the Orientation Program in general. The present study also includes a profile comparison of experimental and control groups, and a description of DWI arrest rates for Airmen participating in the Orientation Program. Major evaluative results are presented below by topic area.

Base Life and Air Force Procedures: The biggest problems encountered by Airmen when they arrived on base were reported to be: 1) finding their way around base, 2) administration problems (e.g., processing in, getting directions, learning regulations), 3) base traffic patterns, and 4) general transportation problems.

The greatest difficulties encountered living on base were reported to be: 1) poor facilities and services including poor food and noise in the barracks, 2) room inspections, and 3) general lack of privacy. Approximately 19% of the respondents reported no problems in living on base.

Base recreational facilities were rated as follows: excellent 13.3%, above average 29.6%, average 46.9%, below average 6.1%, and poor 4.1%. The most frequently requested single facility was an expanded and improved Airmen's Club.

Over 91% of the respondents knew that a sex discrimination complaint should first be taken to the Social Actions Office but only 46.9% knew the next level to carry their

complaint was the Wing I. G.'s Office.

Alcohol and Other Drugs on Base: Thirty seven percent of the respondents indicated that marijuana was obtainable or easily obtainable on base, while only 8.8% indicated that "hard" drugs were obtainable or easily obtainable on base.

Approximately 45% of the respondents correctly identified the Limited Privilege Communications Program as the Air Force's voluntary drug rehabilitation program.

22.8% of the respondents said they would feel reluctant to refer a friend to Social Actions for an alcohol problem. Reasons for reluctance were as follows: 1) did not want to interfere with another person's problems; 2) disliked the S. A. program, and 3) felt that it was up to the individual to seek help for himself.

81.8% of the respondents correctly defined alcoholism as an illness.

Attitudes Toward the Airmen's Orientation Program: The majority of respondents (69%) felt the length of the Orientation Program was about right, 23% said it was too long, and 8% said it was too short.

Most respondents rated each individual briefing as very helpful or somewhat helpful, and 38% rated the overall Orientation as very helpful. Briefings most frequently rated as not very helpful were Medical Services, Commander 56th TFW, Housing Referral Office, and Military Personnel Office. Recreation Services and Security Police received the fewest "not very helpful" ratings.

The Educational Office and Recreation Services briefings were clearly considered the most interesting, while the Social Actions, Security Police, ASAP and Military Pay briefings were considered somewhat less interesting. All other briefings fell into a third group which were considered the least interesting.

Comparability of Experimental and Control Groups: There were no statistically significant differences in the personal and demographic characteristics of Airmen in the experimental and control groups. This was true for the total sample and for those Airmen who returned their questionnaires. Thus, the comparison of questionnaire responses between experimental and control groups was unbiased by basic differences in the characteristics of the Airmen comprising each group.

The typical profile of Airmen who returned their questionnaire was as follows: 19-23 years of age, white, male, Airman or Airman First Class rank, one year in service, lived on-base, drank alcoholic beverages (at least occasionally), and had access to an automobile.

Changes in Knowledge: Analysis of ten questions addressing information presented at the ASAP briefing, indicated no significant differences in the proportion of correct responses made by experimental and control group subjects. Thus, six months after the Orientation Program, there was no evidence that the ASAP briefing resulted in an increase in the participants' knowledge of alcohol and DWI laws.

In general, the Airmen in both groups appeared quite knowledgeable, attaining a high proportion of correct responses. Out of ten questions, 79% of the respondents answered seven or more correctly, and 55% answered eight or more correctly. This high proportion of correct responses may have resulted from the public information and education efforts of the ASAP or Social Actions occurring during the six months after the Orientation Program.

Reported Changes in Behavior: 24% of the experimental group subjects indicated that their drinking-driving habits have changes since hearing the ASAP briefings but these reported changes could not be attributed to the ASAP briefing with any confidence. However, reported drinking-driving behaviors were useful for identifying targets for future PIE efforts. For those Airmen who had the opportunity, 36% did not attempt to prevent a friend from driving drunk, and 32% of the Airmen did not allow someone else to drive their car when these Airmen had had too much to drink. Fifty-one percent of the respondents do not regularly count the number of drinks they consume.

Alcohol-Related Traffic Offenses: 1.1% of the control subjects (1 out of 88) and 1.8% of the experimental subjects (2 out of 109) were arrested for DWI, off-base, and were referred to the ASAP, during the six-month period subsequent to the Orientation Program. Because of the small sample sizes this difference in arrest rates could not be attributed to the Airmen's exposure to the ASAP briefing.

APPENDIX - D

Supplemental Information

None

Index of Project Reports

Quarterly Reports 1971-1976
Annual Reports 1972, 1973, 1974, 1975
Final Report 1977

ANALYTIC STUDIES

The Tampa AID Line Experiment: Extent of Use and Cost
W. R. Blount-March 30, 1973.

After One Year: Total Project Impact
W. R. Blount-May 15, 1973.

July 4 PIE Campaign-Litter Bag Analysis
W. R. Blount-August 1, 1973.

Blood Alcohol Concentration Data on Drivers Involved in Fatal
Crashes: Baseline Compared to 1972
W. R. Blount-August 6, 1973.

An Analysis of the Judicial Processing of GTASAP Generated
Arrests Coming to Court on GTASAP Scheduled Court Days in 1972
W. R. Blount-August 30, 1973.

1972 Selective Enforcement
W. R. Blount-October 14, 1973.

1973 Selective Enforcement
W. R. Blount and Martin J. Apsey-May 6, 1974.

Client Flow and Recidivism in GTASAP Rehabilitation 1973.
II-A-5: Drinker Diagnosis and Referral Activity; II-A-6:
Alcohol Rehabilitation Efforts
W. R. Blount-June 20, 1974.

After Two Years: Total Project Impact Using Ultimate Per-
formance Measures.
W. R. Blount-June 24, 1974.

Impact of GTASAP on the Traffic Safety System.
James E. Chappell-June 27, 1974.

1974 Selective Enforcement. II-A-3: ASAP Patrol Activities
W. R. Blount and Norman H. Voissem-July 15, 1975.

Client Flow and Recidivism in GTASAP Rehabilitation 1974.
II-A-5: Drinker Diagnosis and Referral Activity; II-A-6:
Alcohol Rehabilitation Efforts.
W. R. Blount-November 30, 1975.

An Analysis of Total Project Impact-1974. II-A-1: Total Project Impact; Ultimate Performance Measures.

R. E. Reis, Jr.-December 5, 1975.

An Analysis of Judicial System Performance-1974. II-A-4: An Analysis of the Impact of ASAP on the Traffic Safety System.

James E. Chappell and W. R. Blount-December 28, 1975.

An Analysis of Judicial System Performance-1975. II-A-4: An Analysis of the Impact of ASAP on the Traffic Safety System.

R. E. Reis, Jr. and W. R. Blount-May, 1976.

An Analysis of Total Project Impact-1975. II-A-1: Total Project Impact; Ultimate Performance Measures.

R. E. Reis, Jr.-July, 1976.

An Analysis of Drinker Diagnosis, Referral, and Rehabilitation Efforts-1975. II-A-5: Drinker Diagnosis and Referral Activity; II-A-6: Alcohol Rehabilitation Efforts.

R. E. Reis, Jr.-October, 1976.

An Analysis of Selective Enforcement Efforts-1975. II-A-3: ASAP Patrol Activities.

R. E. Reis, Jr.-February, 1977.

An Analysis of Judicial System Performance-1976. V-B-4:

R. E. Reis, Jr.-March, 1977.

An Analysis of Total Project Impact 1976-Final Report.

V-B-1:

D. P. Westra and R. E. Reis, Jr.-May, 1977.

1976 Selective Enforcement Analysis: Including a Report on the Effect of Portable Breath Test Devices on Detection/Apprehension of Drinking Drivers.

W. R. Blount and D. P. Westra-May, 1977.

An Analysis of Diagnostic and Rehabilitation Efforts-Final Report.

R. E. Reis, Jr.-May, 1977.

An Analysis of PIE Efforts Associated with Airman Orientation at MacDill AFB.

R. E. Reis, Jr.-May, 1977.