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

DOT HS 807 290

January 1988

Final Report

The Assessment of Ride Service Programs as an Alcohol Countermeasure

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Technical Report Documentation Page

1. Report No.	2. Government Accession No.	3. Recipient's Catalog No.
DOT HS 807 290		

4. Title and Subtitle	5. Report Date
The Assessment of Ride Service Programs As An Alcohol Countermeasure	January 1988
	6. Performing Organization Code
7. Author(s) Wayne M. Harding, Ed.M.; Robert Apsler, Ph.D.; and Jamie Goldfein, B.A.	8. Performing Organization Report No.
9. Performing Organization Name and Address Harold Russell Associates, Inc. 8 Winchester Place Winchester, Massachusetts 01890	10. Work Unit No. (TRAIS)
	11. Contract or Grant No. DTNH-22-86-R-07309
12. Sponsoring Agency Name and Address U.S. Department of Transportation National Highway Traffic Safety Administration 400 Seventh Street, S.W. Washington, D.C. 20590	13. Type of Report and Period Covered Final Report May 1986 - January 1988
	14. Sponsoring Agency Code

15. Supplementary Notes
Prepared in cooperation with the subcontractor: Social Science Research and Evaluation, Inc., 4 Austin Park, Cambridge, Massachusetts 02139.

16. Abstract

Ride Service Programs, frequently called safe ride or dial-a-ride programs, attempt to reduce alcohol-related crashes by providing alternative transportation to drinkers who would otherwise drive while intoxicated. This study identified 325 Ride Service Programs across the country; 52 were studied in detail through telephone discussions and review of written materials. Twelve of the 52 were also visited. This report discusses the operation of Ride Service Programs: staffing, the types of transport used (cabs, buses, tow trucks, etc.), procedures for delivering rides, funding, etc. It also discusses problems programs may encounter and possible solutions for them.

Four major conclusions are reached. First, Ride Service Programs are widely available: they exist in many states, many operate every day, etc. Second, they are relatively easy to develop and maintain: many types of organizations operate them, there are many sources of funding, etc. Third, Ride Service Programs are used frequently - some provide hundreds of rides per year. Fourth, the effectiveness of these programs in reducing Driving While Intoxicated remains unknown. Topics for future research are suggested.

The introduction describes two other reports about this study: a directory listing 325 programs and a users' guide which includes descriptions of the 12 programs that were visited.

17. Key Words	18. Distribution Statement
Alcohol Countermeasures Ride Service Programs Safe Rides Dial-A-Ride Drinking and Driving DWI	Document is available to the U.S. public through the National Technical Information Service, Springfield, Virginia 22161

19. Security Classif. (of this report)	20. Security Classif. (of this page)	21. No. of Pages	22. Price
Unclassified	Unclassified	97	

Form DOT F 1700.7 (8-72) Reproduction of form and completed page is authorized

PREFACE

The success of this project depended upon the advice and assistance of the many people we contacted for information about Ride Service Programs (RSPs). Among those who helped us identify Ride Service Programs were staff in each of the ten regional offices of the National Highway Traffic Safety Administration (NHTSA); state officials from various agencies; and spokespeople for trade organizations, such as Restaurant Associations. Numerous spokespeople for Ride Service Programs provided information about their programs.

We especially wish to thank those Ride Service Programs that we visited and that allowed us to speak with their staffs, observe various activities, and examine records. The programs also assisted us in arranging to visit related organizations, such as a cab company that provides the rides, a drinking establishment that refers riders, etc. Without exception, these programs were patient, helpful, and open and they were thoughtful hosts. They are identified in Appendix A of this report.

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EXECUTIVE SUMMARY

Background

Ride Service Programs, often called Safe-Ride or Dial-A-Ride programs, are designed to provide safe and convenient alternative transportation for drinkers who would otherwise drive while they are intoxicated.

Prior to this project, very little information was available concerning Ride Service Programs. The present study, undertaken to provide state and local planners with new information about RSPs, had four main objectives: (1) to identify the types of RSPs that exist across the country; (2) to identify program features which appear to be essential to the operation of RSPs; (3) to collect detailed descriptive information on selected RSPs, including existing information about their effectiveness (e.g., number of rides provided and evidence of reductions in alcohol-related crashes); and (4) to describe program problems and shortcomings and how these have or might be overcome. The study was limited to RSPs that made efforts to advertise their services.

Methods

Most leads for locating RSPs were obtained by contacting 58 people who, because of their work in highway safety and related fields, were likely to be aware of RSPs. Among these knowledgeable sources were personnel in all ten NHTSA regional offices, and spokespeople for relevant state and national trade organizations.

Leads were collected on 515 RSPs located in 47 states and the District of Columbia. Of the 515 leads, we (with the assistance of NHTSA) were able to verify information on 325 in two ways: (1) by contacting program personnel directly, or (2) by consulting lists of related programs provided by these personnel. Fifty-two programs that met the following guidelines were studied in detail.

- The RSP had some new feature or combination of features.
- Many programs were affiliated: a "parent" program served as a model for "offspring" programs. When faced with a set of affiliated programs, we generally selected one for study.
- The source(s) providing the lead described the program as particularly successful.

- The program had been in operation for at least one year. (Programs which operate only on special occasions, e.g., during the Christmas through New Year's holiday season, could be selected even if they had operated for less than year, provided they had operated for a least one special occasion.)

- Preference was given to programs serving larger target audiences, but this guideline was waived in the case of a smaller program with unique features.

- Preference was given to programs which provided a higher number of rides, although this guideline too was waived in the case of a program with unique features.

Two of the 52 programs selected had ceased to operate. These defunct programs were included in the hopes of learning why some RSPs "fail".

For 49 of the 52 programs, detailed information was gathered during telephone conversations. In the remaining three cases, program personnel responded in writing. Advertising and other written materials were retrieved from 32 programs and site visits were made to 12. Topics on which information was collected included when and why the program began, advertising methods, target audience, type of transportation used for the rider and/or the rider's vehicle, number and types of staff, costs, sources for funding and other resources, procedures for delivering rides, and evidence of program impact (number of rides, reduction in alcohol-related crashes, etc). During site visits, program records were reviewed and procedures were observed. At some sites, program drivers collected information about riders through unobtrusive observations.

The findings are based two samples. The "directory sample" consists of 91 of the 325 verified programs. These were the programs remaining after offspring programs and defunct programs were omitted. The second sample, the "base sample," consists of 46 of the 52 programs on which detailed information was collected. Here too, defunct and offspring programs were excluded. Unless, otherwise noted, findings are from the base sample.

Note that these samples were not drawn in a way which assures that the programs studied constitute a representative sample of all RSPs in the U.S.

Findings

When Did RSPs Begin? The earliest start date among programs in the base sample was 1979. Over 80 percent of the programs began within the past five years.

Where Can RSPs Operate? RSPs in the directory sample operated in communities ranging from small towns of less than 10,000 people to large cities of over 100,000. About 70% of program spokespeople felt that their program would work in other settings.

What Types of Organizations Operate RSPs? Sixteen different types of organizations operated RSPs in the directory sample. Included were cab companies, bus companies, charitable organizations, trade associations, hospitals, government agencies (e.g., police departments), and nonprofit organizations created for this purpose.

What Are the Reasons for Starting a RSP? The most prominent reasons for beginning RSPs were: (1) a general concern with safety when alcohol is consumed, (2) a means to obtain valuable publicity for the participating organizations, and (3) a response to a personal or local tragedy involving driving while intoxicated (DWI).

When Do RSPs Operate? Over half (58%) the programs in the directory sample operated year-round. Over three quarters (77%) of these year-round RSPs operated every day of the week; and 54% operated 24 hours a day. Special occasion programs were much more likely to operate during the Christmas - New Year's holiday period than on other occasions.

How Are RSPs Staffed? The major functions which must be staffed are management, call-taking, dispatch of rides, and driving. With the exception of management, call-taking was the one task most likely to be performed by an organization that was not in the transportation business. Approximately (27%) of the programs used volunteer drivers, and 28% used volunteer call-takers and/or dispatchers. Programs were easily able to maintain an adequate pool of volunteers.

How Are the Staff Trained? Approximately three quarters of RSPs trained some staff, usually the call-takers and drivers. These programs provided at least one hour of training, and about one third of them provided more. With one exception, programs did not provide any long-term follow-up training; and only 38% had written training materials which might help compensate for this.

Who Is Eligible To Receive Rides? All but one of 46 RSPs imposed restrictions on who may use their service. The most common types of restrictions were: limiting the geographic area served, delivering the rider only to his/her home rather than to a drinking site, and requirements that the rider must have a car and must be intoxicated (or be the passenger of an intoxicated driver).

How Are RSPs Advertised? Virtually all RSPs advertised their services through local newspapers, television and radio, and through the use of posters, table tents, and signs in drinking establishments and other locations. Most mass media exposure was obtained at no cost.

Who Makes the Request for a Ride? Sixty-three percent of programs accepted requests for rides either from the drinker or from someone calling on his or her behalf. Another 20% of RSPs accepted the request for a ride only from the rider, and about 15% accepted calls only from alcohol servers (e.g., bartenders).

How Are Requests for a Ride Processed? Programs differed in what they asked callers (name, phone number, physical description, number of additional riders, etc.) and in what information they gave to callers (when they will be picked up, what the vehicle looks like, etc.).

How Are Riders Screened? Almost two thirds of programs screened riders. Common screening issues were: whether the rider is intoxicated, whether the rider drove his/her vehicle to the drinking site, whether the origin and destination meet the RSP's geographic restrictions, and whether the rider is going to his or her home. Screening can be unobtrusive; can be performed by call-takers, drivers and/or servers in drinking establishments; and can minimize abuse of the program by ineligible riders (e.g., drinkers who are not intoxicated or are without cars, etc.).

How Is the Ride Provided? Cabs were used by about two-thirds of the programs in the directory sample. Sixteen percent of the programs used privately owned vehicles (vehicles owned by individuals who permit them to be used by the program). Less common types of transport included tow trucks, buses, police cars, and generic vehicles owned by the program. Transportation companies (e.g., cab companies) tended to deliver safe rides as they would any "normal" rides (except the ride is usually free). Programs which did not use transportation companies tended to adopt special procedures designed to protect the driver and the rider.

How Is the Rider's Vehicle Transported? Approximately 15% of programs in the directory sample transported the rider's vehicle as well as the rider. This was either by dispatching two drivers one of whom drove the rider's car, or by towing the rider's car.

What Is the Cost to the Rider? About 95% of programs in the directory sample provided their service at no cost to the rider.

What Does It Cost To Operate a RSP? The range in estimated annual costs was from $300 to $33,600, and the average cost per program was $9,225 (this includes the value of donated goods and services when these data were available). As expected, year-round programs were more costly (average annual cost of $11,881) than special occasion programs (average of $6,365).

What Are the Costs for Different Types of Program Expenses? RSPs identified many types of costs (purchase and maintenance of a communications system, insurance, rent, utilities, salaries, etc.), but definitive information on the proportion of the budget spent for each type was rarely available.

Where Do RSPs Obtain Resources, and Are They Financially Solvent? About 5% of the programs in the directory sample obtained some of their funds by charging riders a fee. Fifteen percent of RSPs in the base sample were supported solely by the organization which operated them, such as a hospital. The remaining RSPs (85%) obtained money and/or goods and services from about 18 different sources. The four sources cited most often were: donations (primarily free advertising) from electronic and print media; member fees from drinking establishments and/or corporations; donations from alcohol distributors; and fund-raising activities, such as dances and car washes. RSPs covered their costs without tapping a large number of these sources and only 17% reported having financial difficulties.

Who Are The Riders? Program spokespeople could supply very little information about the characteristics of the riders. Some relevant data were obtained during site visits, but this has several shortcomings (e.g., they come from a handful of select programs). Limited data from both these sources suggest that most riders served by RSPs were members of groups which are likely to be involved in DWI: males, 20 to 30 years old, and persons leaving public drinking establishments.

What Evidence is Available Concerning Program Impact? Rigorous evaluations of RSPs are virtually non-existent. The only evidence available concerning the potential these programs have for reducing DWI was: (1) subjective reports by program personnel and (2) information on the number of rides and riders (including adjustments for the proportion of riders abusing programs).

How Do Spokespeople View the Programs? Eighty-six percent of program spokespeople evaluated their programs as unqualified successes. About 41% indicated that alcohol-related accidents and/or arrests had declined since their programs began. They could not show, however, that the decline was clearly linked to the program. Many spokespeople also believed their programs increase awareness of the dangers of driving after drinking among non-riders. Although it is logical to expect a favorable impact on non-riders, no evidence was offered to support this.

How Many Rides Do Programs Deliver? Programs delivered an average of 841 rides per year. The median was 393 rides and the range was large: 28 to 3,312. Limited data on a few programs suggested that the number of riders transported may be about one and one-half times the number of rides.

Accounting for Program Abuse Several types of riders abuse RSPs: riders who do not have a car with them, riders who are not intoxicated, etc. If the proportion of rides involving abusers is substantial, then the potential RSPs have for reducing DWI may be less than the number of rides suggests. Although it appeared that the proportion of abusers may be high in some RSPs, too little data were available to estimate the average abuse rate.

Potential Problems and Possible Solutions

Departures from Program Procedures During site visits we found that program procedures were not always followed and that this can have important negative consequences. Adherence to proper procedures can be promoted by providing staff with initial training, follow-up training at intervals, and written instructions.

Motivating Staff Two problems related to implementing proper procedures are (1) motivating staff and (2) retaining good staff. Managing the volunteers that so many RSPs use can be difficult because the traditional leverage available with paid employees is missing. Strategies for addressing this problem are: establishing clear standards for the participation and performance of volunteers, close and regular monitoring of volunteers, and enforcing clear rewards and punishments for performance. In situations where organizations use existing staff to deliver rides (e.g., cab drivers deliver safe rides as well as regular fares) it may be advisable to compensate staff for any additional burden the program imposes and to emphasize how the program may benefit them.

Assessing Drinking Establishments Public drinking establishments are a logical and a frequent source of funding for RSPs. Sometimes establishments that pay membership fees to use the service complain that they are paying too much in relation to the number of their patrons that use the service. In order to prevent establishments from discontinuing their contribution, RSPs may either (1) charge establishments according to the exact number of vouchers that their patrons exchange for rides, or (2) assess establishments roughly in proportion to the frequency with which they use the service (e.g., according to seating capacity).

Low Numbers of Rides There are at least three methods for coping with under utilization of a program. The first is to increase and/or vary program advertising. The second is to adopt active versus passive recruitment techniques. This may involve encouraging alcohol servers or program drivers to recruit riders. The third alternative is to adopt program features which may attract more riders (e.g., transport the riders' vehicles).

Abuse of the Program by Riders A balanced approach to this problem involves two steps. The first is to include the rules for eligibility in advertisements for the program. The second is to apply relatively non-intrusive screening procedures when arrangements are first being made to provide the ride. Screening by drinking establishment personnel and/or by call-takers may be preferable to screening by program drivers.

Record Keeping Surprisingly few RSPs keep reliable records concerning the number of riders, number of abusers, cost per year, etc. The failure to keep better records deprives programs of valuable information which can be used to monitor and improve program performance and to help obtain funding. Most RSPs probably cannot undertake time consuming or complicated data collection efforts, however, much valuable information can be collected quite easily by having call-takers, dispatchers, and/or riders fill in or check responses on prepared forms (log sheets).

Potential for Increasing Alcohol Consumption Some motorists and their passengers may drink more than they normally would because a RSP is available. This study did not gather definitive information about this. We can say, however, that this issue had not seriously threatened most of the RSPs studied. Opposition to the programs based on the charge that they promote drinking was not well organized, often came from individuals or small segments of the community, and tended to fade away over time. Furthermore, the RSPs enjoyed the support or endorsement of community organizations which adopt a very hard stance against driving after drinking, including such groups as MADD and police departments.

Lessons from Defunct RSPs There is no clear trend in the reasons that spokespeople gave for these programs ending.

Conclusions

RSPs Are Widely Available (1) There were at least several hundred RSPs in operation and they were widely distributed across the county. (2) The RSPs studied tended to serve broad populations, e.g., over half served both adolescents and adults and the remainder targeted one or the other. (3) Almost 60% of the RSPs operated year-round, and most year-round programs operated all day every day.

Many Factors Facilitate the Establishment and Maintenance of RSPs (1) A wide array of organizations operated the RSPs studied. (2) There are many reasons for organizations to be interested in supporting a program. One important reason is that organizations can derive substantial benefits from free publicity, etc. (3) There are many sources for the resources required to operate a RSP. (4) The average annual cost for operating the RSPs we examined was a modest $9,000 per year and, for some programs, the cost was much less. (5) Many important community groups have endorsed RSPs. (6) The RSPs were not without operational problems, such as the staff departing from established procedures, however, it appears that there are workable solutions for these problems.

Many RSPs Are Used Frequently (1) On average, the RSPs we studied delivered about 841 rides per year. Fifty percent of the programs delivered 393 or more rides per year and about one quarter (27%) delivered 1,000 or more rides per year. (2) RSPs generally transported passengers as well as drivers, and a rough estimate is that the number of people transported was about one and one half times the number of rides.

The Effectiveness of RSPs In Reducing DWI Remains Unknown (1) We were unable to obtain evaluation studies of RSPs. (2) Few of the RSPs maintained records of the information needed to assess program impact. (3) Although program spokespeople attributed declines in DWI accidents/arrests to their programs, there was no clear evidence linking these declines to the programs. (4) Although it is logical to assume that RSPs reduce DWI by increasing awareness of the dangers of drunk driving among people who do not use the service, no evidence was available to support this.

Recommendations for Future Research

Rigorous evaluation studies are needed to determine the impact of RSPs on DWI. Research is also needed to identify and test ways in which RSPs might become more effective. Topics for future research include examining: (1) the proportion of riders who abuse RSPs; (2) the proportion of the target population served; (3) efficient and reliable methods for collecting data on rider characteristics; (4) unintended negative consequences of RSPs, such as whether they promote drinking; (5) whether RSPs promote safer drinking-driving behaviors among non-riders; (6) features that tend to increase program utilization; and (7) why some drinking establishments do not advertise the fact that they occasionally provide rides to intoxicated patrons.

INTRODUCTION

Problem Statement

Alcohol-related auto crashes have been and continue to be one of the nation's most serious traffic safety problems. For example, approximately one half of driver fatalities are alcohol-related and as many as 25 percent of drivers in non-fatal crashes had been drinking prior to the crash (National Highway Safety Administration, 1985, pp. 12-16). Some portion of this problem is caused by motorists who drive after drinking because they find it inconvenient or difficult to get home without driving. They may be unable to find a sober friend to drive them home; if a sober friend is available, the friend may have logistical problems transporting the drinker; the drinker may be reluctant to leave his car unattended; public transportation may be unavailable or appear too costly; and so on. Whatever the reason or excuse for not finding a safe ride home, these drinkers clearly jeopardize passengers, pedestrians, and other motorists, as well as themselves. At the very least, they risk being arrested for driving while intoxicated (DWI).

Ride Service Programs, often called Safe-Ride or Dial-A-Ride programs, are designed to reduce these risks by providing safe and convenient alternative transportation for drinkers who would otherwise drive while they are intoxicated.

Background to The Study

Prior to this project, very little information was available concerning Ride Service Programs. To our knowledge, only one previous study had focused on RSPs. That was an exploratory study, also funded by NHTSA, which provided brief descriptive information on approximately 25 RSPs (Onder, 1985).

In order to learn more about these programs, NHTSA awarded a contract in May of 1986 to Harold Russell Associates, Inc. to identify and collect data on Ride Service Programs. Findings from this study would provide state and local planners with information about the types of programs that have been implemented, how they operate, the resources they require, the problems they encounter, and their potential for reducing DWI.

What Is a Ride Service Program?

During this study, we found that there are at least several hundred RSPs scattered across the United States. Although all of them provide intoxicated drivers with a safe ride home, they also differ in many ways:

- Some RSPs function only during special occasions, such as prom night or New Year's Eve, while others operate more frequently, often everyday.

- Some transport only the drinker, while others also transport the drinker's passengers and/or the drinker's vehicle.

- Some programs are free; others charge fees.

- Some target specific groups, such as adolescents, while others serve broader populations.

- Some use taxis to transport riders; others use buses, private vehicles, tow trucks, etc.

- Some programs are operated by transportation companies, such as cab companies, but others are operated by a wide variety of organizations that are not involved in transporting passengers.

Despite the variety of programs, it is possible to convey a sense of the main features of a RSP by describing a hypothetical program. The following description of the "Safe Ride Home" RSP is a composite based on the characteristics which commonly appeared in a subgroup of the programs we studied (see directory sample and base sample in METHODS, page 24-25).

> Safe Ride Home is located in Hometown USA, a city with about 100,000 people. It was begun in 1984 by Mr. Smith, a hospital administrator who was concerned about the drunk driving problem and who had learned that hospitals in other communities had become involved in operating or sponsoring safe ride programs. Mr. Smith convened meetings with other interested parties - owners of serving establishments, local taxi cab companies, the police department, a substance abuse treatment program, and others - and a non-profit corporation was created to operate the program with board members drawn from these organizations.

Safe Ride Home provides free transportation every day between 8:00 p.m. and 3:00 a.m. to adults and adolescents who are too intoxicated to drive, and/or to their passengers. The riders are taken anywhere within the city or adjacent suburbs. Potential riders learn about the program through public service announcements on radio and television, advertisements in the newspapers, posters and table tents placed in most drinking establishments around the city, and occasionally from alcohol servers. A potential rider or a third party such as a friend or bartender requests a ride by calling 999-RIDE. A call-taker/dispatcher employed by the XYZ Cab company answers and quickly screens callers to be certain they are eligible for a free ride: riders must have driven a car (or be a passenger of a driver), cannot be transported to another drinking establishment or to a party and will be transported anywhere within the city or within the adjacent suburbs. An XYZ cab transports the rider(s) home at no cost and drivers fill out a voucher that indicates the amount of the uncollected fare and that this was a Safe Ride Home trip.

Safe Ride Home, Inc. reimburses XYZ Cab for the cost of these rides, and this expense is the largest proportion of the program's annual budget of about $9,000. The program has little difficulty in meeting its expenses without exhausting all possible sources of support. This is due in part to the fact that the organizations that support the program receive substantial free publicity. The program is funded by monetary contributions from drinking establishments (where most rides originate) and to a lesser extent by contributions from other local businesses and from fundraising events (dances, car washes, raffles, etc.). It also depends on contributions of goods and/or services, including the time donated by members of the Board of Directors, Mr. Smith (who serves on the board and coordinates program activity), free advertising provided by the media, and reproduction of posters etc. donated by a local printer.

The program delivers about 800 rides each year - most of these occurring during the early morning hours as drinking establishments close. Ride activity is also particularly high during holidays, such as New Year's Eve, Christmas, and Memorial Day. Because the program transports passengers as well as drivers, the number of riders transported each year is almost twice the number of rides. The Board of Directors, including the program coordinator, the owner of XYZ Cab, and other key people involved in Safe Ride Home, feel the program is working well. They also feel the program reduces alcohol-related crashes by transporting riders/passengers and by making the general public more aware of the need to avoid driving after drinking. The pro-

gram enjoys a positive reputation in the community and has received the support or endorsement of many community organizations, e.g., the police department, the mayor's office, the department of public safety, and the local chapter of Mothers Against Drunk Driving.

The Organization of This Report

Unlike the other publications on the study that are described below, this report presents more of the technical details concerning the conduct of the project and is primarily intended for a professional audience, including researchers interested in alcohol and traffic safety.

The major sections of the report are:

- A summary of the goals of the study.
- A discussion of the methods used in conducting this study.
- Findings concerning the ways in which various types of RSPs are organized and how they perform major program functions. Examples of the kind of questions addressed in this section are: "What types of organizations operate RSPs?", "What is the target population served?", "How are calls taken and rides dispatched?", "Is the rider's car transported as well as the rider?", "Who does the driving?", "What types of transport are used?", "What does it cost to operate a RSP?", and "Where are the resources obtained to operate RSPs?"
- Findings concerning program effectiveness: "What evidence is available concerning program impact?", "How many rides do programs deliver?"
- A discussion of problems that many RSPs encounter and their possible solutions.
- Conclusions about RSPs and recommendations concerning future research on RSPs.

Other Reports on The Study

Readers who are interested in obtaining more information about RSPs may wish to consult two other products of the study.

The first is a directory of 325 Ride Service Programs from 44 states and the District of Columbia: Harding, W.; Apsler, R.; and Goldfein, J. A Directory of Ride Service Programs, July 1987, National Highway Safety Traffic Administration, Interim Report No. DOT-HS-807-146, available through the U.S. Government Printing Office, 1987--181--763--60002. Many of the entries in the directory summarize key features of the program, such as whether it operates year-round or only on holidays, whether the program serves adults or adolescents or both, and the type of transportation used. All the entries provide the information needed to contact a program spokesperson who can supply additional information. For readers interested in learning about nearby RSPs, the entries are organized alphabetically by state; for readers interested in finding RSPs with particular features, there is an index of program characteristics that includes the types of organizations which operate programs, types of transport used, and whether the program operates for profit.

The second product, A Users' Guide To Ride Service Programs (Harding, et al., unpublished), is directed at people who are interested in developing a Ride Service Program or in refining an existing one, and for leaders of community agencies and others who may be in a position to decide whether or not to support RSPs. It omits many of the technical details presented here, and focuses on (1) how RSPs handle major program tasks such as staffing the program, obtaining funding, advertising, and screening riders, and (2) how some of the problems that programs commonly encounter may be solved. The report also provides descriptions of 12 RSPs that were visited by the researchers. The report, now being prepared, should be available in early 1988 through the U.S. Government Printing Office (Harding, et al., unpublished).

METHODS

The study had several objectives:

- To identify a range of RSPs across the country. This would provide such basic, but unknown, information as the types of RSPs in operation and the approximate (minimum) number of programs operating.

- To develop a descriptive structure for RSPs, that is, to identify those program features which appear to be essential to understanding how a RSP operates.

- To collect detailed descriptive information on selected RSPs and to collect available information about their effectiveness, such as the number of rides and evidence of reductions in alcohol-related crashes or in DWI arrests, etc.

- To describe program problems and shortcomings and how these have or might be overcome by RSPs.

Strategies for Identifying Programs

We identified programs in several ways:

- We reviewed clippings, flyers, and other information collected by the NHTSA Contract Officer's Technical Representative (COTR) for this study.

- We reviewed leads to RSPs which we obtained during the conduct of NHTSA projects on other topics.

- Whenever RSP staff were contacted during the project, we asked them to supply leads to other programs. Unfortunately, we learned that there is very little networking among programs; therefore RSP staff could supply relatively few, and often no, leads to other programs.

- The majority of program leads were identified by contacting 58 people who, because of their work in highway safety and related fields, were likely to be aware of RSPs. Among these knowledgeable sources were personnel in all ten NHTSA regional offices (contact was coordinated through the COTR); Governor's Highway Representatives; spokespeople for state offices of highway and/or traffic safety; researchers in highway safety; and spokespeople for state and national trade organizations, such as the National Restaurant Association and the International Taxicab Association. These people were located in 34 states plus the District of Columbia, but because several of them had regional

responsibilities, they were knowledgeable about all 50 states plus the District of Columbia.

When requesting program leads from RSP personnel or other knowledgeable sources, we employed a very broad definition of Ride Service Program in order to capture as many different types of programs as possible. We emphasized that we were interested in any advertised programs that help transport intoxicated drivers and/or their passengers: both those which charge fees and those which do not, both those which operate only on special occasions and those which operate for longer periods, etc.

Number and Types of Program Leads

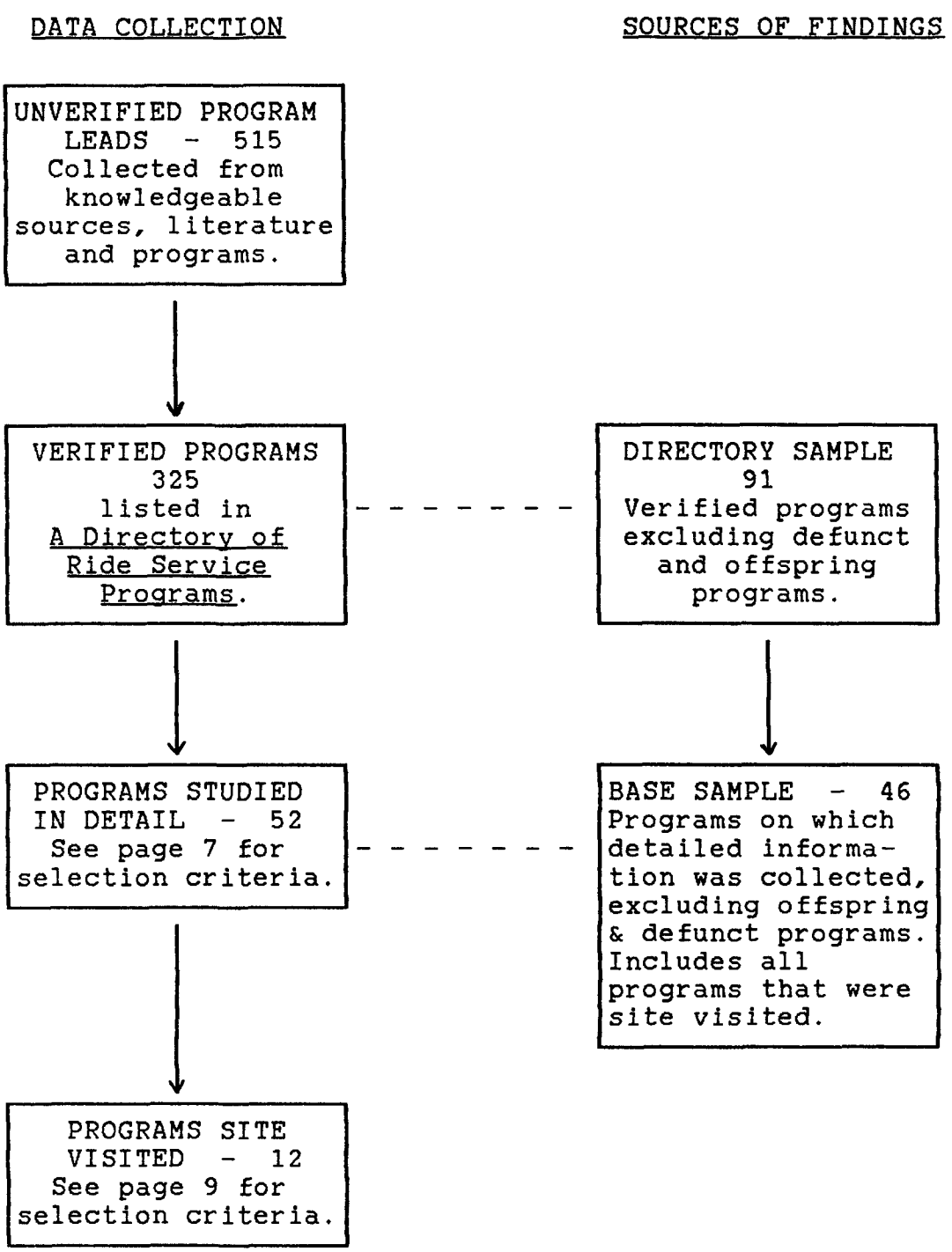
By the close of the project, we had collected leads on approximately 515 leads to RSPs located in 47 states and the District of Columbia.

At various points in the project, attempts were made to contact these programs. In some cases, phone calls were made repeatedly without success; in others we did not have accurate and/or sufficient information to contact the program. Of the 515 leads, we (with the assistance of NHTSA) were able to verify information on 325 in two ways: (1) by contacting program personnel directly, or (2) by consulting lists of related programs provided by these personnel. It is these verified programs that are listed in A Directory of Ride Service Programs (Harding, et al., 1987) mentioned in the introduction. The 325 programs are located in 44 states plus the District of Columbia. Figure 1 displays information about the numbers and types of programs we contacted.

One type of RSP was excluded from consideration. From the outset of the study, we excluded the many bars, restaurants, lounges, sports arenas and stadiums, fraternal organizations, and other serving establishments which provide some patrons with a safe ride home but do not make efforts to inform all patrons that this service is available. This decision was based primarily on the assumption that an unadvertised ride service is less likely to be utilized by patrons who feel too intoxicated to drive safely and, therefore, the service is less likely to reduce DWI and alcohol-related crashes.

FIGURE 1

CHART OF DATA COLLECTION AND SOURCES OF FINDINGS



We also formulated a rule for handling situations in which a single organization operates two or more types of Ride Service Programs. For example, a local chapter of Students Against Drunk Driving may support two distinct types of programs: (1) "Contract for Life" which is (in part) an agreement that parents will transport students if they are too intoxicated to drive safely, and (2) "SafeRide" programs which involve the use of a central telephone number that students or others call to obtain rides from volunteer drivers. Because these two approaches differ, we decided to treat them as distinct programs.

Selecting A Subgroup of Programs for More Intensive Study

Of the original 515 leads, 52 programs were studied in detail (see Figure 1). These were the first programs that we were able to contact which met a set of guidelines developed in conjunction with NHTSA:

- We selected RSPs which had some new feature or combination of features over RSPs which did not. This guideline reflects the emphasis placed on including unique programs so that the full range of types of programs was considered.

- We found that many programs were affiliated: a "parent" program served as a model for "offspring" programs (for example, CareCab is a RSP operate by many CareUnit hospitals across the country). When faced with a set of similar affiliated programs, we generally selected one: either the parent program or an offspring. Limited resources did not allow us to determine the variability of affiliated programs by comparing several offspring.

- Preference was given to programs that our sources for leads described as particularly successful, e.g., they were purported to operate smoothly. This approach was based on the view that an exploratory study should attempt to determine how successful RSPs can be by deliberately including those with a reputation for success.

- Based on the argument that more established programs would be able to provide us with more "tested" information, we required that programs selected had been in operation for at least one year. This criterion was modified for programs which operate only on special occasions, such as during the Christmas through New Year's holiday season. Special occasion programs could be selected even if they had operated for less than a calendar year, provided they had completed at least one cycle of operation (meaning one special occasion).

- Programs serving larger target audiences were selected because, if successful, they held the most promise for affecting large populations in other settings. This guideline was waived in the case of a smaller program with unique features.

- When choosing among RSPs representing the same type or model we selected those which provide a higher number of rides (roughly in proportion to the size of the target audience). This guideline too was waived in the case of a program with unique features.

Two of the 52 programs selected intensive study had ceased to operate. These defunct programs were included in the hopes of learning why they "failed" and about pitfalls other programs should avoid.

The guidelines could not be uniformly applied to all the leads because the sources for the leads did not always supply all the information about a program needed to apply them. Therefore, when a selected program was contacted, we began the conversation by discussing topics which indicated whether the program did in fact meet the guidelines. Conversations were terminated with over a dozen programs because they did not pass the screening guidelines.

Discussion Topics For More Intensive Study of RSPs

When we spoke with knowledgeable people to obtain leads, we generally asked them to identify the types of programs and their key characteristics and to comment on the the assets and liabilities of RSPs. This information guided the development of the discussion topics that were used to collect information on the subgroup of 52 RSPs. The topics were also based on our experience in conducting other NHTSA studies, and on feedback from the COTR and other NHTSA personnel.

The major discussion topics were:

- Basic contact information: program name, address, phone number, spokesperson's name and position, etc.

- The program's setting: the population of the area served by the program, and an estimate of the size of the population of eligible riders.

- When and why the program began.

- The nature of the entity that operates the program and its ties to other organizations (including offspring RSPs).

- The times and days on which the program operates.
- How the program is advertised.
- The target audience, including any restrictions placed on eligibility (adults only, youth only, youth and adults, etc.).
- The type of transportation used to transport the rider and/or the rider's vehicle.
- The number and types of program staff. Information was also requested about the duration and nature of any staff training.
- The cost to operate the program, including the value of any donated goods and services.
- How the funds and other resources needed to operate the program are obtained.
- Whether the program is designed to operate for profit or not for profit.
- The cost to the rider, if any.
- How rides are requested?
- How calls for rides are taken and how rides are dispatched.
- The type of driver used (cab driver, student volunteer, adult volunteer, etc.).
- The number of rides provided per day/month/year.
- The types of riders served, including the proportion who are not eligible to ride (e.g., were not intoxicated).
- Community response to the program, including any opposition to the program.
- Any problems encountered and how they have been addressed.
- The staff's evaluation of the program: its impact, strengths and weaknesses, etc.
- Any evidence of the program's impact on DWI, e.g., a reduction in alcohol-related accidents.
- The types of program records which are maintained.

Collection of Telephone Data and Written Materials

For 49 of the 52 programs studied in detail, information on the above topics was collected during a telephone conversation which lasted approximately 50 minutes. To the extent possible, this information was recorded verbatim. In the remaining three cases, program spokespeople declined to participate in a telephone conversation, and chose instead to respond in writing to a set of discussion topics mailed to them.

All the spokespeople were also asked to submit written materials about their program (advertising, brochures, policy statements, training manuals etc.). Thirty-two programs provided these materials.

Site Visits

Site visits were conducted for two main reasons:

- To fill in details not otherwise available.
- To verify the accuracy of data already collected by examining records (e.g., call and driver logs), by collecting information from a range of program staff, and by direct observation.

Twelve of the 52 programs on which we had collected intensive data were visited by one of the researchers (see Figure 1). These programs are identified in Appendix A and are described in the Users' Guide To Ride Service Programs (Harding, et al., unpublished). In making the selection we applied the same criteria described above, that is, we were interested in selecting a range of programs, in programs that delivered a relatively high number of rides, etc. One additional guideline was also applied: programs which could supply more of the detailed information we desired were given priority. Our reasoning was that it is more efficient to fill in a few gaps in what we knew than to try and collect a great deal of missing information.

The activities undertaken during these visits varied somewhat from program to program but usually included discussions with program management; discussions with call-takers, dispatchers, drivers, and, when possible, the staff of drinking establishments referring rides; observation of call-taking, dispatching and, in two cases, rides; and inspection and/or retrieval of call logs, driver logs, and other existing records. The site visits were also used to encourage the programs to collect data on rider characteristics. This was done by having drivers make unobtrusive observations of riders and record the riders' sex, estimated age, and similar information for our use (the data form used appears in Appendix B).

In addition to discussing topics we suggested, program personnel were given ample opportunity to provide any information they felt we should know.

Data Management and Analysis

In order to facilitate data management, the information collected for each RSP from the various sources (telephone conversations with a program spokesperson, written materials on the program, and site visit data, including conversations with staff, observations, etc.) was entered into a computerized database.

Data analysis was both qualitative and quantitative and consisted of three major steps. First, throughout the project, the data were reviewed and central themes and issues were identified. Second data on some issues were identified as particularly suitable for qualitative analysis: e.g., number of rides per year, annual cost, number and proportion of programs using different types of transportation, etc. Third, the computerized database was used to to generate descriptive statistics for these issues and to identify illustrative quotations and materials.

Limitations of the Methodology

Neither the RSPs for which we obtained leads, nor those on which we collected more detailed data, constitute a scientifically drawn representative sample.

Although we contacted many knowledgeable sources from across the country, we cannot be sure that the leads they provided represent all RSPs accurately. For example, it is possible that the RSPs that came to their attention are those which are more publicized or that they differ from all RSPs in some other ways. More importantly, the RSPs we selected for further study are a biased sample because, rather than choosing them randomly, we imposed specific selection guidelines.

On the other hand, the methods we used are suitable for an exploratory study, and it is reasonable to assume that the programs which we studied probably do reflect the range of programs which exist.

Data on Which the Findings Are Based

Since data on RSPs were collected from several sources and samples (see Figure 1), it is important to explain why some sources were omitted in preparing the findings discussed below, which sources were used, and how they will be identified.

One possible data source was the very limited information available on the 515 program leads. This source was rejected because all the information came from third parties and was not verified. A decision was made to omit some types of programs from the main analyses. Unless otherwise noted, all offspring programs were omitted. Because they are designed to closely resemble a parent or model program in the sample, including offspring would have been the equivalent of counting selected programs several times. Defunct programs were also treated separately.

The first data source, the "directory sample", consists of information on 91 of the 325 programs listed in A Directory of Ride Service Programs (Harding, et al., 1987). These 91 programs are "primary" programs, i.e., the programs remaining after offspring programs and defunct programs are omitted (see Figure 1). They are listed in Appendix A.

The second source, the "base sample," consists of 46 of the 52 programs on which detailed information was collected (see Figure 1). Here too, defunct or offspring programs were excluded. These programs are identified in Appendix A.

Presentation of Findings

Unless indicated otherwise, the reader should assume that the findings presented in this report were drawn from the base sample.

When presenting percentages, averages and the results of other computations, we will also report the number of cases used to arrive at the result. This information will appear in the form "(n = 42, ND = 4)" where "n" indicates the number of cases on which the computation was based and "ND" (an abbreviation for no data) indicates the number of additional cases for which the relevant information was missing. When "ND" is omitted this indicates that no cases were missing.

FINDINGS

When Did RSPs Begin?

Although we cannot be certain when RSPs began in the United States, an estimate can be obtained from the start dates of programs in the base sample.

The earliest start date among these programs was 1979. The distribution of start dates shown in Table 1 indicates that over 80 percent of the programs began within the past five years.

TABLE 1 RSP STARTING DATES (a)

START DATE	PERCENT OF PROGRAMS (b)
1979	2
1980	7
1981	7
1982	18
1983	9
1984	34
1985	16
1986	7

(a) All programs in the base sample had to be in existence for at least one year or, in the case of occasional programs, for one cycle of operation.
(b) n = 44, ND = 2

Where Can RSPs Operate?

The fact that we were able to identify 325 programs from all regions of the country and from 44 states plus the District of Columbia (see METHODS) indicates that RSPs are a widespread phenomenon. A related issue is whether RSPs are suited to many different settings. We have two pieces of evidence which suggest that they are. First, as Table 2 indicates, RSPs operate in communities of different sizes ranging from small towns of less than 10,000 people to large cities of over 100,000. The extremes in the directory sample were Friendly Rider located in Palmer, Alaska (population 2,141) and Sober Ride located in Baltimore,

Maryland (population 786,775). Second, we found that spokespeople for RSPs think that their programs could be successfully exported to other settings. In fact, no one stated that their program could not be exported (n = 43, ND = 3). About three quarters (72%) felt that their program would work in other settings. The remaining 28 percent agreed but expressed some qualifications.

TABLE 2 POPULATION SIZE OF COMMUNITIES WHERE RSPS ARE LOCATED

SIZE (a)	PERCENT OF PROGRAMS (b)
Less than or equal to 10,000	17%
10,001 - 50,000	26
50,001 - 100,000	15
Greater than 100,000	42

(a) Population estimates based on 1980 census data.
(b) n = 66 programs in the directory sample, ND = 6. Nationwide and regional RSPs were omitted from this table because the location of the headquarters for these RSPs does not necessarily represent the size of the communities in which their offspring are located.

What Types of Organizations Operate RSPs?

People interested in starting a RSP should have very little difficulty in locating an existing organization which might be willing to operate it. There are 16 different types of organizations which are primarily responsible for running the RSPs in the directory sample. They include bus companies; cab companies; charitable organizations, such as the United Way; radio and TV stations; restaurants; towing companies; trade associations, such as restaurant associations; colleges, universities, and high schools; computer companies; government agencies (e.g., police departments); hospitals or treatment centers; and insurance agencies. In some cases, RSPs are operated by a profit or non-profit corporation created for that purpose. For example, I'm Smart is a RSP incorporated as a profit making corporation, and Home Free

Missoula in Missoula, Montana, is run by a non-profit corporation whose Board of Directors is comprised of representatives from local drinking establishments, the local cab company (which delivers the rides), and from the county Health Department.

One reason for this diversity is that organizations which are not in the business of transporting people can enter into cooperative arrangements with other organizations to handle the call-taking, dispatching and/or rides. For example, most hospital or treatment centers which operate RSPs contract local cab companies to deliver the rides. Another reason for the diversity, is that the reasons for and benefits of operating a RSP are varied and appeal to different types of organizations. This is discussed in the next section.

Some organizations appear to be more likely to operate RSPs than others. Information from the directory sample (n = 89, ND = 2) shows that 17% of the programs are self-incorporated and not-for-profit, 17% are operated by government agencies, 15% by hospitals and treatment centers, and 11% by cab companies. No other type of organization (e.g., charitable organizations, towing companies, etc.) operated more than 8% of the programs.

What Are the Motives for Starting a RSP?

Table 3 below indicates the percentage of programs which cited various reasons for beginning RSPs. The dominant motive (reported by 57% of programs) is clearly community service. Responses placed in this category expressed the desire to prevent alcohol related crashes and/or fatalities: "We thought it would save some lives," "The program would pay for itself if it saved one life." The two other prominent reasons for beginning a program are (1) a response to a local alcohol-related crash and (2) an effort to generate favorable publicity for the organization that manages the RSP.

The variety of reasons makes it more probable that RSPs will proliferate, because a wide range of organizations is likely to share one or more of these reasons. For example, schools, church groups, government agencies, and other non-profit organizations may become involved in starting a RSP primarily because the program may reduce alcohol-related crashes; whereas a taxi company, hospital, or other profit making concern may become involved more because the program generates favorable publicity for them.

TABLE 3 MOTIVES FOR STARTING RSPS

MOTIVES	PERCENT OF PROGRAMS (a)
Community service (general concern with safety when alcohol is consumed)	57%
Benefits of publicity	26
Personal/community tragedies	19
Concern about legal liability for actions by an intoxicated patron	5
Other	10

(a) n = 42, ND = 4, multiple responses were allowed

Because self-interest can be such a powerful motive, it should be emphasized that the value of publicity generated by RSPs can be very large. For example, a spokesperson for a special occasion program estimated that the dollar value of the publicity to the hospital and alcohol/drug treatment center which operate it is much greater than the cost of running the RSP. Organizations which assist rather than operate a RSP may also be interested in participating because they stand to benefit. Some taxi companies, for example, provide the transportation for a program because they benefit from publicity which identifies the company. When asked about the reasons for providing rides for a RSP, one owner of a cab company stated: "You want the truth or a lie...it was great advertising." The owner also pointed out that although the RSP operated only on New Year's, passengers made favorable remarks about the company's participation throughout the year. In addition to the benefits of publicity, some taxi companies may be motivated to assist a RSP because their revenues increase. This occurs, for example, when a cab company is reimbursed for rides by an organization operating a RSP. As an example, one owner of a cab company which provides rides for a year-round RSP stated that the program was their largest account. However, this is not always the case - some cab companies derive revenues by leasing cabs to the drivers who keep all receipts. In these

situations, the drivers are reimbursed and the company does not directly increase its revenues by providing RSP rides. Clearly, the potential benefits are substantial for organizations which operate or cooperate with RSPs.

When Do RSPs Operate?

When the study began, we hypothesized that most RSPs limit their services to those times when drinking and drunk driving were most likely to occur. We reasoned that because RSPs are a relatively new approach to drunk driving, most programs would not be able to command sufficient resources or interest to operate more or less full-time. The findings, however, contradicted our expectations.

For example, we had expected to find that most RSPs operate only on special occasions (during the Christmas through New Year's holiday season, during Proms and Graduations, on Memorial day, etc.); but we found instead that 58% of the programs in the directory sample operate year-round (n = 90, ND = 1). Moreover, although the category of "year-round" programs includes those which run only through the school year, 50 of the 52 year-round programs operate during the entire year.

We also had presumed that most year-round programs would provide rides only on the weekends and during the late evening and early morning hours. As table 4 indicates, however, we found that over three quarters (77%) of year-round RSPs in the directory sample operate every day of the week; and, as Table 5 indicates, 54% of these programs operate 24 hours a day.

TABLE 4 PERIODS OF OPERATION FOR YEAR-ROUND RSPS

PERIOD OF OPERATION	PERCENT OF PROGRAMS (a)
Every day	77%
Weekends (Friday, Saturday, and/or Sunday)	16
Weekends plus some special occasions (e.g., New Year's)	7

(a) n = 44 programs in the directory sample, ND = 8

TABLE 5
HOURS OF OPERATION FOR YEAR-ROUND AND OCCASIONAL RSPS

PERIOD OF OPERATION	PERCENT OF YEAR-ROUND PROGRAMS (a)	PERCENT OF OCCASIONAL PROGRAMS (b)
24 hours a day	54%	20%
8 p.m. - 3 a.m.	21	15
Begins before 8 p.m. (and ends by 3:00 a.m.)	15	15
Ends after 3 a.m. (begins at or after 8:00 p.m.)	4	20
Begins before 8 p.m. and ends after 3 a.m.	6	30

(a) n = 47 programs in the directory sample, ND = 5
(b) n = 20 programs in the directory sample, ND = 18

The explanation for the large number of full time programs operating every day of the year and around the clock probably involves the fact that many RSPs are managed by or utilize transportation systems, such as cab companies, that already operate 24 (or close to 24) hours a day, every day of the year. In these situations, call-taking, dispatch, and rides may be readily available through the cab company at all times; consequently, there may be relatively little added effort and/or cost involved in operating these programs for long periods of time. Any extra cost for operating this type of program on a 24 hour, every day basis comes from the additional riders that must be transported. Even these extra costs may be relatively small, since there are comparatively few riders in the "off hour" and mid-week periods.

A set of findings which did not surprise us concerns which occasions are most likely to be served by special occasion RSPs. As might be expected, the Christmas through New Year's holiday period receives by far the greatest attention (see Table 6).

TABLE 6 OCCASIONS SERVED BY SPECIAL OCCASION RSPS

OCCASION	PERCENT OF PROGRAMS (a)
Christmas - New Year's holiday period	86%
Prom, graduation, homecoming and/or other student celebrations	27
Mardi Gras	11
Labor Day	8
July 4th	5
Special events such as an anniversary dance at a fraternal organization	5

(a) n = 37 special occasion programs in the directory sample, multiple responses were allowed - 9 programs operate on more than one special occasion

A final observation about times of operation concerns the fact that some programs vary these times to provide better coverage during peak drinking and driving periods. For example, a year-round program which does not operate 24 hours a day, may extend its hours of operation during holidays, such as New Year's. Similarly, a year-round program that normally operates only on weekends may choose to cover a special occasion, such as New Year's Eve, which falls on a weekday. Some RSPs also change their period of operation as the program matures. It is possible, and perhaps advisable, to begin as an occasional program and expand to year-round service or to begin by covering weekends and expand to additional days. Those who are hesitant to begin with a full-blown program or lack the resources to finance one can opt for this strategy of gradual expansion.

How Are RSPs Staffed?

The major functions which must be staffed are management, call-taking, dispatch of rides, and driving. Frequently call-taking and dispatching (assignment of rides to drivers) are combined and, as mentioned earlier, these functions may be handled within the program or may be subcontracted to a taxi or other transportation company.

With the exception of program management, call-taking is the one task most likely to be assumed by an organization without special expertise in transportation. Essentially, the call-takers' task is to screen callers, take the information needed to pick up qualified riders (more is said about this below), transfer the information to a dispatcher or directly to a driver, and maintain a log on calls taken. Some organizations use existing staff to take calls. For example, the TAU Center, a treatment program in Baton Rouge Louisiana, uses its receptionist to take calls for Tipsy-Taxi during the day. At night, calls are taken by the nurses and counsellors who staff the Center's 24 hour in-patient treatment facility. About one third of programs use volunteer call-takers/dispatchers (see discussion below).

A question which emerged early on in this study was why some organizations which contract with a transportation company for drivers bother to do the call-taking themselves? Why not, for example, let a cab company delivering the rides also take the calls? There appear to be at least three answers. First, by taking the calls, the managing organization can exert more fiscal control over the cab company. The number of calls assigned to a ride is known, and the bill rendered by the cab company cannot exceed the cost for the same number of rides (in fact, because of "no shows", the cost should be lower). Second, the organization can exert more control over which callers are granted rides by having the screening performed by staff which are directly under its control. If call-taking is left to a transportation company which is reimbursed by the ride, it is less likely that unqualified callers will be refused a ride. The third reason is logistical. If a program serves a large area and several transportation companies are required to provide rides, it may be easier to establish a central call-taking facility within the organization which operates the RSP, rather than have one of the cab companies take calls for a much larger area than than usual. The latter arrangement is not impossible, however. For example, calls for Sober Ride, which serves the Washington DC area, are taken by a single cab company which contacts other cab companies to handle calls which lie outside its service area.

Almost one third (27%) of the programs use volunteer drivers (n = 44, ND = 2), and 28% use volunteer call-takers and/or dispatchers (n = 39, ND = 7). Approximately 21% of these programs are essentially all volunteer efforts: they make use of volunteers for both call-taking/dispatching and driving (n = 39, ND = 7). Examples of all volunteer programs are the International Good Samaritans (a year-round full-time program) and Safe Rides in New Canaan, Connecticut (a year round program for students that operates on weekends) which is one of 178 similar offspring programs throughout the country.

Full or partial staffing by volunteers raises some special issues, one of which is recruitment. Interestingly, we found that the programs which used volunteers were easily able to maintain a large and adequate pool of volunteers. This was true even for programs which imposed fairly stringent screening and/or performance requirements on volunteers. (Strategies for recruiting volunteers are discussed in A Users' Guide To Ride Service Programs, Harding, et al., unpublished.)

Another special issue concerns screening requirements for volunteer drivers. For safety and insurance purposes, it may be necessary to impose restrictions on who may become a volunteer driver. For example, the International Good Samaritans requires that a driver be at least 22 years old and has had no arrests for DUI in the past five years, no moving violation in last year, and no outstanding traffic warrants.

An issue for both volunteer and paid staff is the number of staff required to cope with the volume of rides. If the program is understaffed, the staff may feel overburdened and may be unable to follow all procedures. Perhaps most importantly, the time to respond to a request for a ride may increase to the point where intoxicated motorists decide to drive themselves home rather than wait any longer. Overstaffing can result in boredom and staff attrition, particularly in volunteer programs where the staff may have little else to do. Some programs provide television, games, refreshments and other diversions to occupy volunteers during slow periods.

Decisions concerning the optimal number of staff can be assisted by closely tracking the staff-to-ride ratio, the peak times when rides are delivered, and the average time to pick up riders. Sometimes, the need to expand capacity is relatively easy to anticipate: year-round programs, for example, expand the number of staff and vehicles to cope with higher demand associated with holidays such as New Year's.

How Are the Staff Trained?

About three quarters (74%) of RSPs train at least some staff (n = 38, ND = 8). As Table 7 indicates, among the programs that do train, it is usually the call-takers (71% of programs) and drivers (51%) who are trained. About one third (32%) of these programs also train servers of alcohol in establishments which receive program services. A smaller percentage of programs (14%) train supervisors or managers, such as the supervisor of a group of call-takers.

In addition to the fact that a large proportion of programs train staff, the training they provide is relatively intensive. All these programs provide at least one hour or less of training, and about one third (32%) of the programs provide more than this (n = 25 programs that provide training, ND = 3).

TABLE 7 TYPES OF PERSONNEL TRAINED

TYPE OF PERSONNEL	PERCENT OF PROGRAMS (a)
Call-takers and/or dispatchers	71%
Drivers	51%
Liquor servers	32%
Supervisors or managers	14%

(a) n = 28 programs that provide training, multiple responses were allowed.

One respect in which training is lacking is long term follow-up, which is an especially important shortcoming in year-round programs. Only one program does any periodic refresher training, and its training is optional and only for servers. Providing staff with written materials, such as training manuals and summaries of procedures, can partially compensate for the lack of periodic training. Unfortunately, only 38% of the programs have these materials (n = 26 that provide training, ND = 2). These shortcomings may lead to departures from program procedures which may waste program resources, compromise safety, etc. (see below POTENTIAL PROBLEMS AND POSSIBLE SOLUTIONS).

It is difficult to judge how much training is necessary to ensure smooth program operation. The need will vary with the type of program and the type of staff (their role and previous qualifications), etc. It seems reasonable to expect, however, that the staff be familiar with issues like the following:

- o Procedures for screening eligible riders (for both call-takers/dispatchers and drivers).
- o Emergency procedures, including perhaps first aid (for both call-takers/dispatchers and drivers).
- o Handling intoxicated persons (for driver).
- o Use of communications equipment (for both call-takers/dispatchers and drivers).
- o Record keeping - call-taker logs, driver logs, vouchers for rides, etc. (for both call-takers/dispatchers and drivers).
- o Identification of intoxicated patrons (for servers and drivers).
- o Insurance coverage (for servers and drivers).
- o Collection of any applicable fees (drivers).
- o Procedures for transporting the rider's vehicle (drivers).

One program trains potential users of the service as well as staff. I'm Smart, a profit making RSP, trains potential users who are members of organizations which subscribe to the ride service. For example, the training for employees of member corporations includes an explanation of why the corporation is offering them this benefit, the consequences of driving while intoxicated, and how alcohol consumption impairs driving. This approach may promote responsible use of the ride service.

Who Is Eligible To Receive Rides?

All but one of the 46 RSPs in the base sample impose some restrictions on who may use their service. The range in the number of restrictions was from 1 to 6; the mean was 2.9 restrictions per program. (The actual number of restrictions may be higher since programs were not asked to comment on each type of restriction.)

One of the most common restrictions is geographic. Seventy percent of the programs reported that they only accept riders who want to travel within a limited geographic area (see Table 8). Of the programs imposing this restriction, a few (4) will transport drivers outside the restricted area if they pay full fare or an additional fare for the ride. One program, which normally provides rides only within the town, tries to accommodate riders who want to travel to another town by coordinating with RSPs or regular transportation companies in adjoining communities. The rider is transported to the town border and transferred to another RSP or to a taxi. These arrangements, although unusual, indicate that RSPs which adopt basic geographic restrictions can serve larger areas under special circumstances.

TABLE 8 RESTRICTIONS ON WHO PROGRAMS SERVE

TYPE OF RESTRICTION	PERCENT OF PROGRAMS (a)
Geographic area	70%
Rider must be intoxicated and/or have driven	70
Rider must be taken home	65
Rider must be an adult	28
Rider must come from "member" drinking site	20
Rider must be a youth	15
No passengers transported	13
Rider must come from public drinking establishment	11
Other	20

(a) n = 46, multiple responses were allowed.

Another common restriction (imposed by 65% of the programs) is that the rider must be going to his home. This rule is intended to eliminate use of the service by riders who are "bar hopping" or travelling between parties. Programs also vary in the types of locations where they will pick up drivers. Some programs (11%) only pick up riders from public drinking establishments, while others include private residences and/or business locations where office parties are being conducted. Some RSPs (20%) will only pick up riders at member drinking establishments which pay the program for this service or from a participating private party.

About 57% of RSPs serve both adults and youth (persons under the legal drinking age). The remaining programs restrict service to either adults or to youth: 28% percent serve just adults and 15% are primarily geared to serving youth (though they may occasionally transport an adult).

All RSPs are primarily intended to transport intoxicated people who might otherwise drive themselves home; therefore it is not surprising that a large proportion (70%) of programs specify that the rider must have driven to the drinking site (e.g., must have a car, show a driver's license, etc.) and must be intoxicated. Most of the programs which do not require that riders drink and have a car are aimed at high school or college students. The rationale they offer for omitting these requirements is that passengers (who are not intoxicated) with drivers who become intoxicated should be able to use the service. Two programs which are aimed at adults, the International Good Samaritans and I'm Smart, do not require that riders be intoxicated. This is done to accommodate riders who may be impaired for other reasons, such as fatigue, night blindness, etc.

Recognizing that drinking drivers put their passengers at risk as well as themselves, the bulk of RSPs (87%) will transport these passengers. A small proportion of these programs (18% of the 87%) will transport passengers only with the driver. Thirteen percent of the sample programs do not transport passengers.

There are restrictions that appear infrequently (see "Other" in Table 8). For example, 13% of the programs reported student/member restrictions (must be a student, employee/patron with card, member of VFW, military personnel and family, high school senior). The other uncommon responses were: program will pay only up to $25; rider cannot be already drunk when he comes to participating establishments and asks for a ride; rider cannot have been in an accident or involved with law enforcement.

There are two additional restrictions which we excluded from Table 8. Data on the percentage of programs implementing them are not reliable because programs rarely mentioned them and never did so when discussing restrictions. The first concerns people who repeatedly request a ride. Most programs have no explicit policy, and many would find it difficult or impossible to identify repeaters. Programs which stated a policy do transport "repeaters", provided they are intoxicated and have a car. Some of these programs, however, indicated that at some point the driver may speak to a repeater and suggest that he or she try to make other arrangements to get home in the future. If the program delivers rides to member drinking establishments who pay for this service, program personnel may speak to the bartender or other servers about minimizing use of the service by repeaters.

The second restriction excluded from Table 8 concerns whether people can reserve the service in advance. It is our impression that most programs do not permit reservations because they believe that that anyone capable of preplanning their intoxication can also preplan a safe way home.

RSPs must weigh the liabilities and benefits of imposing limits on who can use the program. Restrictions may help target the program to those who most need it; however, enforcing restrictions may drive away some legitimate users, and enforcement requires effort. More will be said about the process of enforcing restrictions under How Are Riders Screened?

How Are RSPs Advertised?

Virtually all RSPs advertise their services through local newspapers, television and radio, and through the use of posters, table tents, and signs in drinking establishments and other locations. Most mass media exposure can be obtained at no cost. Television and radio stations frequently donate public service announcements about RSPs, and both the electronic and print media run news stories about RSPs, especially around New Year's and other holidays associated with drunk driving. (Selected advertising materials appear in A Users' Guide To Ride Service Programs, Harding, et al., unpublished.)

The following list indicates some of the other advertising techniques and ideas programs use:

- Drivers can wear special clothing which identifies the program. For example, drivers for the International Good Samaritans wear distinctive jackets with lettering identifying the program. During their free time between calls, drivers "cruise", that is: they spend time in drinking establishments attempting to promote the program and to recruit rides. The jackets promote program identification during cruising or whenever drivers pick up riders.

- Signs announcing the program can be placed on the vehicles used to deliver rides. A benefit of these signs is that they help riders identify the vehicle and, therefore, help reduce the time spent locating riders.

- RSPs that provide services for proms and graduations can distribute flyers by placing them inside rental tuxedos and boxes containing corsages.

- It may be appropriate to advertise in more than one language.

- Dial-A-Ride in Springfield Massachusetts, which operates only on New Year's Eve, prints several thousand flyers which cab drivers distribute for several weeks before New Year's.

- To promote media and press coverage, several RSPs have local celebrities deliver rides or take calls.

- The program can be named to indicate the type of service offered: Tipsy Taxi, Sober Ride, Excess Express, Home Free, Too Tanked Taxi, Safe Ride.

- Many RSPs use phone numbers which spell-out the program's name. For example, Graduation Safe Ride in Fayetteville Arkansas used 521-HOME, Guy's Towing uses 237-GUYS, and Dial-A-Ride in Austin Texas uses 474-RIDE.

- To promote donations, many programs are careful to insert the names of major donors and cooperating organizations (such as a cab company) in advertisements. This may include listing a donor and/or cooperating organization in a newspaper or other ad, or placing the name of the organization which donates a vehicle on that vehicle.

- A few programs incorporate charts that drinkers can use to estimate Blood Alcohol Concentration (BAC) in their advertising materials (business cards, table tents, etc.). Such charts are readily available and may help increase the use of the program by drinkers who are more impaired than they realize.

- Including information about restrictions on use of the program may help reduce program abuse and unnecessary calls by riders. For example, flyers for Dial-A-Ride in Springfield, Massachusetts state: "only persons who have a car and are inebriated are eligible, and only from bars or places of parties to homes in the Springfield area."

- o RSPs serving drinking establishments can post advertising in restrooms (in addition to other locations) where they may receive more attention by potential riders.

- o Advertising can be made portable so that potential users can keep it with them for quick reference. Examples are business cards, stickers to affix to the back of a drivers license, and key chains.

Program personnel were unable to supply any clear indication of what types of advertising are the most effective in generating rides or how many people in the community knew about the program.

Who Makes the Request for a Ride?

The majority (63%) of programs accept requests for rides either from the drinker or from someone calling on his or her behalf, such as a friend or a bartender (n = 46). Another 20% of RSPs accept the request for a ride only from the rider. This approach helps avoid situations where a ride arranged by a friend is refused by the drinker. It also affords the program an opportunity to directly screen the rider for eligibility (see How Are Riders Screened? below). Some RSPs do not accept any calls directly from the drinker or friends of the drinker. Instead, a bartender or other alcohol sever (sometimes a private party host) places the call using a phone number and/or a code to which the public does not have access. This approach is used in RSPs which are financed by member drinking establishments and allows for screening of potential riders to be performed by someone on the scene (see How Are Riders Screened? below). Approximately 15% percent of RSPs fall into this category. Finally, one RSP does not accept any requests, since it provides rides on New Year's Eve with buses that stop at fixed locations.

How Are Requests for a Ride Processed?

Earlier (see How Are RSPs Staffed?), we outlined the roles of the call-taker and dispatcher. Here we discuss what information is requested when a call is taken (except screening information which is discussed in the next section) and what the caller is told.

Obviously, all call-takers must ask for the rider's destination and where he or she is to be picked up; however, there are differences among programs in what additional information is requested. Some programs ask the caller's name; others do not, believing that this compromises the confidentiality of the rider and would reduce use of the program. Some programs ask for the

caller's phone number. There are two reasons for doing this: (1) it helps detect crank calls from people who do not really want a ride, and (2) it allows the program to reach the caller if the ride is seriously delayed. Programs may also ask for a physical description of the rider. Observations we conducted demonstrated that this information can be invaluable in locating riders in crowded drinking establishments. Surprisingly, some programs do not always ask how many people need to be transported. This should not be omitted - we observed several instances when a second vehicle had to be dispatched to pick up part of a large group that the first vehicle could not accommodate.

Some programs also provide the caller with information. This may include an estimate of when the driver will arrive, which can help prevent impatient and intoxicated riders from driving or from calling back too soon to ask when the driver will arrive. Callers may also be told what the pick-up vehicle looks like (which may not be obvious when a cab or bus isn't involved), and whether the driver will wait outside, will come into a bar, etc.

It seems well worth asking for or communicating all the above information. However, there are two problems. First, the more information that is communicated, the longer the phone call takes. Relatively long phone conversations pose a problem when demand for rides is high or when transportation companies are handling non ride service calls as well. Second, communicating with intoxicated callers can be quite difficult, especially when they are calling from a noisy, distracting environment, such as a bar.

How Are Riders Screened?

There are two related but separable reasons that RSPs screen riders. One is to conserve program resources so that qualified riders can be better served; the other is to eliminate persons who, for philosophical reasons, the program does not feel deserve a ride.

Almost two thirds (60%) percent of RSPs screen riders (n = 45, ND = 1). The primary screening issues are whether the rider is intoxicated, whether the rider drove his/her vehicle to the drinking site, whether the origin and destination meet the program's geographic restrictions, and the common requirement that the rider be delivered to his home (see Table 8 above).

Screening can take place at one or more points. As Table 9 indicates, the staff of drinking establishments can see to it that the basic program qualifications are met before they call on behalf of a patron (33% of programs which screen); the call-taker can ask questions (63% of programs); and/or the driver can observe the rider and ask him questions (59% of programs).

TABLE 9 STAFF PERFORMING SCREENING

TYPE OF STAFF	PERCENT OF PROGRAMS (a)
Call-takers	63%
Drivers	59
Staff of drinking establishments	33

(a) n = 27 programs that do screening, multiple responses were allowed.

Screening need not be obtrusive. A call-taker may ask, "You know that the program can only take you home?" or "You know the driver will have to see your driver's license or car keys?" Experienced call-takers or dispatchers also often know whether the destination the caller states is a private residence and, if necessary, can raise questions to determine if the rider is trying to go to a drinking establishment: "Is that address a private residence - the street number doesn't seem right?" These kinds of statements may go a long way toward eliminating ineligible drivers, and many programs do nothing more. Some RSPs carry the process a step further by having the drivers enforce certain rules. The driver, for example, may ask to see a license and, if the program is intent on minimizing abuse by ineligible riders, the process can go still further. In one program, for example, some drivers ask the rider to show his registration and to point out the location of his vehicle so the driver can match the license plate to that shown on the registration.

Screening is further discussed below under POTENTIAL PROBLEMS AND POSSIBLE SOLUTIONS Abuse of the Program by Riders.

How Is the Ride Provided?

As Table 10 shows, cabs are by far the most common type of transport used by RSPs in the directory sample. They are used by about two-thirds (65%) of the programs. A distant second is privately owned vehicles, used by 16% of the programs. These are vehicles which are owned by individuals who permit them to be used by the program. For example, students use their own or their families' cars when driving for the Safe Rides program in Connecticut. Many RSPs operated by Students Against Driving Drunk (SADD) involve similar use of family cars. Some SADD programs, for example, are based upon a "Contract for Life," a pledge that students and their parents sign which promises that if the student becomes intoxicated, the parent will provide transportation home (see Appendix C for a sample contract).

TABLE 10 TYPES OF TRANSPORTATION USED

TYPES OF TRANSPORTATION	PERCENT OF PROGRAMS (a)
cabs	65%
privately owned vehicles - vehicles which are privately owned by individuals who permit them to be used by the program	16
tow trucks	7
organization's vehicles - a generic vehicle, i.e., not a bus, cab, etc. owned by the organization conducting the program.	4
donated vehicles - vehicles which are donated to the ride program (e.g. a local car distributor donates vehicles to be used for the duration of a holiday ride program)	4
buses	4
vans	3
police cars	3

(a) n = 89 programs in the directory sample, ND = 2, multiple responses were allowed.

It is possible for a program to use more than one type of transportation. More specifically, there are seven RSPs which use two types of transportation, such as cabs and privately owned vehicles. For instance, during peak use periods, such as New Year's Eve, Dial-A-Ride of Austin, Texas supplements donated vehicles driven by volunteers with taxi's manned by cab drivers.

Approximately 20% of programs assign two drivers to transport a single rider and his/her passengers (n = 44, ND = 2). This is sometimes done when the program transports the rider's vehicle as well as the rider. For example, a program may send two drivers in a single car, one to drive the rider's vehicle home and the other to follow (more variations are discussed in the following section). More often, however, the programs that use two drivers do not transport the rider's vehicle. This arrangement occurs only in programs that use student drivers or volunteers - one person drives while the other handles communications and keeps an eye on the rider. Although using dual-drivers without transporting the rider's vehicle can be viewed as an inefficient use of manpower, it is appropriate in programs where safety is a particular concern because of the young age and/or relative inexperience of the drivers. It should also be noted that programs which use two drivers may not be able to have one drive the rider's vehicle because insurance coverage for this is too costly or unavailable. Some programs that use two drivers explained that they have no interest in transporting the rider's vehicle because they "want to separate the drinker from his car." These programs are concerned that a rider who has had his car transported might later decide to drive while he or she is still intoxicated.

Some programs that use dual drivers make it a practice to always dispatch a male and female driving team (and if the rider's car is transported the rider always rides with the driver of the same sex). This practice helps prevent the occurrence of sexual situations and false accusations of sexual harassment from passengers (though no program which used one driver reported that this was a problem).

What happens during the course of transporting a rider varies greatly. In general, programs in which the ride is provided by a transportation company (cab company, bus company, etc.), adopt few, if any special procedures. Occasionally, the driver may screen the rider before the ride. More commonly, the driver fills out a special charge slip or log sheet to indicate that the ride was given for a RSP. By and large, however, the driver simply delivers the rider as though she/he were a "normal" fare. In contrast, programs which do not use transportation companies tend to adopt special procedures for handling rides which are designed to protect the driver and rider.

The following is a partial listing of procedures found among RSPs in the base sample:

- o Riders may be required to wear seat belts.
- o Riders may be escorted into the vehicle and to the door of their destination (or at least observed until they safely enter their residence).
- o Vehicles may be equipped with materials needed to cope with sick riders, e.g., drivers for Safe Rides in Connecticut bring a plastic bucket in case the rider vomits. (Standard equipment usually includes a flashlight and road map.)
- o Drivers may be instructed to call the dispatcher if they feel the rider requires medical assistance.
- o Drivers may call into a dispatcher when they pick up the rider, as well as when they deliver the rider. This allows the dispatcher to more closely track how long the ride should take and to better plan assignment of vehicles and to monitor the safety of drivers.
- o Some programs operated for students make it a policy to have the drivers avoid asking any questions about why the student drank or about similar issues. The programs feel that asking such questions would reduce ridership.

Another aspect of the ride process concerns communications between drivers and dispatchers while a ride is in progress. Theoretically, one could operate a ride program without this - the driver would be assigned to a ride and return for reassignment when it is completed - but communications improves both efficiency and safety to such an extent that almost all programs (95%) maintain some communications system (n = 44, ND = 2). RSPs which do not use transportation companies may lack radio communications and rely on telephone beepers to contact drivers. Obviously, having the driver find a phone and call in response to the beeper is less desirable than two-way radio communications, and we found several instances when programs had upgraded from beepers to radios.

Many of the procedures mentioned concern the safety of the drivers and the riders. We heard of very rare instances in which riders were picked up who were so intoxicated that they had to be transported to a hospital or supervised by staff for sometime before being taken home. We have no indication that any program has had a serious incident in which staff or riders were injured or put at risk, nor are we aware of any instance in which a RSP has been sued by a rider (or anyone else).

How Is the Rider's Vehicle Transported?

Presumably, some drinkers who decide to drive themselves home do so because they are reluctant to leave their car behind. They may be concerned that it will be vandalized or ticketed for a parking violation. One informed source from Minnesota stated that in winter, drinkers are concerned that their car will not start after being left outside in freezing weather all night. If they must work the next day, drinkers may not want to get up early enough to retrieve their car and still arrive at work on time.

Approximately 15% of programs in the directory sample address these concerns by transporting both the drinker's vehicle and the drinker (n = 80, ND = 11). There are several different ways to do this:

- As discussed earlier, some programs dispatch one vehicle with two drivers. One drives the drinker's car and the other follows behind to retrieve the first driver. Who the drinker rides with can vary, but one advantage of having the drinker ride in his own car is that he can advise the driver about its operational peculiarities during the ride.

- A single vehicle and driver may be sent (e.g., a taxi). The driver will transport the rider in his/her vehicle to the destination. A second driver meets the first driver at the destination and transports him back to the pick-up site to retrieve the program's vehicle.

- A tow truck may be dispatched. The drinker rides home in the cab of the truck while his car is towed home.

There are a number of special procedures that programs may implement when the rider's vehicle is transported:

- If program staff drive the vehicle, they may first check on its operation, e.g., test the brakes.

- Drivers may ask the rider about the vehicle's condition ("Do the brakes work? "Does the car have any mechanical problems?" "Is there anything about the car I should know?").

- A program which tows vehicles has the driver start the car to establish that it is in running order. This is intended to identify abusers who are attempting to obtain a free tow for a disabled car.

- o At least one program (International Good Samaritans) makes provisions to transport bicycles and motorcycles by having a pickup truck or similar vehicle available.

- o I'm Smart drivers check to verify that the vehicle has a valid registration.

Three RSPs in the directory sample that do not transport the rider's vehicle make special provisions to help the rider recover his vehicle the next day. This is done by giving the rider a voucher which he can use to get a free ride back to his vehicle.

One program has worked out an interesting alternative to providing transport for the vehicle. Operation P.A.R.D.D. in Iowa has arranged with the police department that cars which are illegally parked because the driver used the RSP will not be ticketed for 24 hours following the ride.

We hypothesized that programs which transport the rider's vehicle would be more attractive to potential users and, therefore, deliver more rides. Unfortunately, data on the number of rides are limited to the base sample which contains only six programs that transport riders. Given the large number of other factors which may affect number of rides, this is too small a number of programs from which to draw conclusions about this issue.

What Is the Cost to the Rider?

The vast majority of programs in the directory sample, about 95%, provide their service at no cost to the rider (n = 91, ND = 11). A few of these programs charge a fee in special circumstances: when the cost of the ride exceeds a specified amount (e.g. the rider pays the amount of the fare above $30) or when the ride extends beyond a certain geographic area. The remaining 5% of RSPs regularly charge a fee, but at least one of these programs provides the ride at a discount as compared to "normal" fares.

What Does it Cost to Operate a RSP?

The information we collected in order to answer this question had several shortcomings. For example, 19 of 46 programs, or 41%, could not supply cost data, and many others could supply only rough estimates of annual cost. On the whole, it appeared that program personnel were not particularly concerned about cost. Another problem was that different spokespeople compute costs differently. For example, some programs did not include capital/overhead costs (such as a taxi company excluding the cost for vehicles), while others did. A similar problem was that some spokespeople included the value of (some) donated goods and services in computing costs, while others did not.

We computed the cost (including the value of donated goods and services when available) for all expenses. The range in estimated annual costs is from $300 to $33,600, and the average cost per program is $9,225 (n = 27, ND = 19). At the low end of this range are several programs which cost from several hundred to about $2,000 per year. For the most part, these are special occasion programs which serve adults and adolescents during the Christmas to New Years holiday period. They deliver a relatively mall number of rides (a few hundred at most) usually through contracts with taxi companies. The low number of rides and the fact that they have no substantial overhead or capital costs (such as purchase of vehicles, etc.) keeps the cost of the programs down. At the other extreme there are about half a dozen programs that cost from approximately $20,000 to $35,000 per year. These tend to be year round programs, and most deliver 1,000 or more rides per year, however, the types of transportation and other characteristics of these programs vary widely. Three examples illustrate this diversity. The first, The International Good Samaritans, is incorporated as a non-profit organization, is operated almost entirely by volunteers, and uses vehicles owned by the program. The second program, Home Free Missoula, is also incorporated as a non-profit organization, but call-taking, dispatching, and driving is handled through a contract with the local cab company. The last example, Night Ride, is operated by a non-profit city transportation agency, and funded by the Iowa State University Student Senate. The program operates on weekends during the school year and, unlike the two previous programs, serves primarily university students. Night Ride service consists of two buses traveling fixed routes and two mini-buses providing door to door service.

Attempts to identify the types of programs associated with different levels of cost were hampered by the fact that there are relatively few programs to compare and they differ from one another in many ways. The one program feature that could be clearly linked with cost was the period of operation. As expected, year round programs are more costly: the range is from $2,000 to $33,600 per year, and the average cost is $11,881 (n = 14, ND = 12). For special occasion programs, the range is $300 to $30,000, with an average of $6,365 per program (n = 13, ND = 7).

Estimates for cost-per-ride are less precise than annual cost because of the additional inaccuracies in the information on the number of rides. Nevertheless, cost per ride is important to consider, because it provides an indication of program efficiency. As was true for annual cost, there is wide variation in the cost per ride. This figure ranges from $2.43 to $57.14 per ride, and the average cost-per-ride is $11.29 (n = 24, ND = 22).

As was true for annual cost, there are marked differences in cost per ride between year-round and special occasion programs. For year-round RSPs, cost per ride ranges from $2.50 to $57.14, with a mean of $10.52 (n = 13, ND = 13). For occasional programs, the range is $2.43 to $33.78, with a mean of $12.20 (n = 11, ND = 9). Above, we saw that year-round programs have a higher annual cost than special occasion programs; here, we find they are more efficient (have a lower cost per ride), because they deliver so many more rides per year (see below How Many Rides Do Programs Deliver?).

Perhaps the most important conclusion to be drawn from this information is that it is possible to operate a RSP on a modest budget of nine to ten thousand dollars per year, although some programs, particularly special occasion programs, can be operated for substantially less.

What Are the Costs for Different Types of Program Expenses?

The types of costs identified by RSPs are: purchase and maintenance of a communications system; maintenance of a communications system; maintenance of a communications system; maintenance of a communications system; purchase or rental of a computer; educational materials; food for volunteers; insurance; postage; office overhead, e.g., rent, phone bills, electricity, etc.; office supplies; printing and reproduction costs; production of a program manual; publicity; salaries for administrators, trainers, bookkeepers, fund-raising events, call-takers, drivers, etc.; and transportation costs, e.g., gas, and vehicle maintenance.

Only seven of 46 programs were able to provide a breakdown of costs by various types of expenses. This is too small a number of programs to draw any firm conclusions. The most that can be said is that for these seven programs, transportation tends to command a greater proportion of the budget than other major cost categories. This coincides with comments by many program spokespeople that transportation costs are the largest element in their budgets.

Where Do RSPs Obtain Resources, and Are They Financially Solvent?

We indicated earlier that about 5% of the programs in the directory sample charge riders a fee (see What Is the Cost to the Rider?). Here, we consider other sources of support.

A small percentage of RSPs (15%) are supported solely by the organization which operates them (n = 41, ND = 5). The organizations involved include an insurance company (the RSP is for its employees and their families), a high school (which operates a SADD program for students), and a hospital (CareCab, a national

RSP supported by CareUnit hospitals, recently began to use co-sponsors in some locations).

The remaining RSPs (35 of 41 programs) obtain money and/or goods and services from a wide assortment of outside sources. About 18 sources were mentioned by program spokespeople (multiple responses allowed). The four sources cited most often were: donations (primarily free advertising) from electronic and print media (85% of programs); member fees paid by drinking establishments and/or corporations (34%), donations from alcohol distributors (29%); and fund-raising activities, such as dances, car washes, selling t-shirts etc. (23%). The other sources of support (cited by 14% or fewer programs) were contributions from charitable organizations (e.g., the United Way); drug and alcohol abuse treatment facilities; automobile companies; restaurant, tavern and similar associations; printers; fraternal organizations (Lion's Club,, Rotary Club, etc.); state/local government; colleges and universities; etc.

In addition to having a wide array of potential sources of support, RSPs can cover their costs without tapping a large number of these sources. Programs exploit an average of only about three sources (n = 35, ND = 5), and the maximum number of sources exploited was only six (by only two programs).

Obtaining resources is also facilitated by other factors. One, discussed above, is that organizations which sponsor RSPs may obtain valuable publicity in return (see <u>What Are the Motives for Starting a RSP?</u>). Another is that many serving establishments may be willing to pay member fees on the assumption that this would help their defense in a liability suit in which they are accused of over-serving a customer.

The prospects for supporting a RSP are sufficiently good that at least a few programs have been organized to operate for profit, with revenues coming from rider and/or member fees. About 10% of the programs in the directory sample (n = 91, ND = 17) are operated for profit.

This evidence indicates that the opportunities for obtaining program resources are good, but what direct evidence is there that RSPs are financially solvent? Given that 85% of the programs (n = 46) could not provide breakdowns of their costs, it should come as no surprise that "hard" information about their financial condition (e.g., financial statements) was also largely unavailable. We do have, however, subjective reports by program personnel which suggest that most programs are <u>not</u> having financial problems. Only 17% of the programs report such difficulties (n = 42, ND = 4). Two of the three for-profit programs for which this information is available report having difficulties, and while this is not encouraging, the number of such programs is much too small to draw any conclusions.

Who Are the Riders?

Very few program spokespeople were able to furnish basic descriptive information concerning their riders. For instance, only five of 46 program spokespeople (11%) could estimate the proportion of male and female riders. In some cases, however, we were able to retrieve additional information about riders during the site visits. This information was extracted from (1) telephone logs, driver logs, and summary statistics provided by six of the 12 programs site visited and (2) unobtrusive observations made by drivers for five of these programs. (A sample form for driver observations appears in Appendix B, and a list of the programs where site visit data were obtained appears in Appendix D). These "site visit data" are valuable in that they provide the only "hard" data we have on some issues; however, the information also has serious shortcomings: it comes from a very small number of RSPs, and some of it (e.g., driver observations) was collected only for short time periods. Because of these and other limitations, any findings based on the information should be regarded as very tentative.

Data from site visits combined with statements from program personnel provided estimates of the sex of rider (the primary rider excluding other passengers) for nine programs. The average percentage of males in these programs is 60%. The range is from 31% male to 79% male and, in all but one program, the percentage of male riders is equal to or greater than the percentage of female riders.

When discussing Who Is Eligible To Receive Rides? we pointed out that about 57% of the RSPs in the base sample serve both adults and youth (persons under the legal drinking age), 28% serve only adults, and 15% are primarily geared to serving youth. We had hoped to obtain more detailed information about the age of the riders for each of these three groups of programs; however, once again, program personnel could provide very little information. Twenty-two of 46 programs (or 48%) reported no age data, and about half of the remaining programs were only able to report that riders represent a wide range of ages (within the age limits of the program's eligibility rules). The only data which cast any light on the riders' ages come from the site visits; more specifically, from estimates of age made by the drivers. Driver observations from four RSPs (all of which are special occasion programs and all of which serve both adults and youth) indicate that the mean age of riders ranges from 23.2 to 28.9 years. The

average age across all the programs was 26.8 years. Site visit data were also available for one year-round program (which also serves both adults and youth), but the data were recorded only for age groups such as: under 20, 20-25 etc. Table 11 presents age data in this format for all five programs. All the data discussed here suggest that (at least among the RSPs which cater to adults and youth) the majority of riders appear to be about 20 to 30 years of age.

TABLE 11 RIDERS' AGES

PERCENT OF RIDERS BY AGE GROUP FOR FIVE PROGRAMS

<20	20-25	26-30	31-35	36-40	>40
15%	61%	6%	6%	-	12%
15	39	15	23	-	8
7	46	11	-	21	14
4	44	38	5	-	9
1	20	23	26	16	14

About 65% of programs were unable to supply information about the riders' social class (n = 46). The bulk (69%) of the remaining programs described the riders as coming from "a wide variety" of social classes.

Another issue related to rider characteristics is the type of location from which the riders are picked up: public drinking establishments; private parties or residences; or "other" locations, such as city streets, gas stations, hotel rooms, etc. In some cases, the type of location is predetermined by program policies concerning who may receive the service (see Who Is Eligible To Receive Rides?). For example, for the 15% of RSPs that serve only youth, almost all the riders come from private residences/parties and a few come from "other" locations (n = 46). Similarly, about 30% of RSPs either pick up riders only at public drinking establishments or pick up virtually all their riders from member establishments or private parties which pay for this service.

There are 25 RSPs for which the question of where riders come from is not predetermined by eligibility rules. Eight of these were unable to provide relevant information and only two programs furnished specific estimates: one indicated that 45% of its riders came from public drinking establishments and 55% from private residences/parties; the other program offered estimates of 78% and 22% respectively. Fifteen programs provided a rough indication of where their riders are picked up: 12 reported that the majority come from public drinking establishments, and three that they come from private residences. Again, some additional data are available from site visits. Table 12 displays the percentage of riders picked by type of location for six programs. The data from all these sources indicate that most programs pick up most of their riders at public drinking establishments; a smaller but substantial proportion are picked up from private parties/residences, and a small percentage from other locations.

TABLE 12 LOCATION WHERE RIDER IS PICKED UP

PERCENT OF RIDERS BY TYPE OF LOCATION FOR SIX PROGRAMS

PUBLIC DRINKING ESTABLISHMENT	PRIVATE PARTY/ RESIDENCE	OTHER (a)
31%	69%	ND
45	36	18
50	36	14
50	47	3
88	11	1
92	8	ND

(a) Data for two programs was drawn from driver observation forms where the choice of "other" was not provided. This is indicated by ND.

On the whole, the evidence concerning rider characteristics suggests that most riders served by RSPs are members of groups which are likely to be involved in DWI: males, persons 20 to 30 years old, and persons leaving public drinking establishments (National Highway Traffic Safety Administration, 1985, pp. 36-39).

What Evidence is Available Concerning Program Impact?

Rigorous evaluations of RSPs are virtually non-existent. With average annual budgets on the order of $9,000, programs do not have the funds for a comprehensive evaluation. More importantly, most programs are simply not interested in conducting an evaluation. By and large, they can meet their costs, and their existence simply does not depend on establishing that they are actually reducing DWI; the fact that they are delivering rides (even a small number of rides) is evidence enough for them that the program is working.

In the absence of evaluations, two types of evidence are available which can be used to make rough judgments about the potential these programs have for reducing DWI: (1) the subjective reports of program personnel and (2) information on the number of rides and riders (including adjustments for the proportion of riders abusing programs).

How Do Spokespeople View the Programs?

When asked to discuss how well their program works, program spokespeople were overwhelmingly positive: 86% evaluated the program as an unqualified success (n = 44, ND = 2). The following comments are typical:

> "It works real well. For a volunteer program, I would rate it an A."
>
> "No problems at all. The program has worked very well."
>
> "It's great. It's one of the best things we have got going! People rave about it in the bars. No one is against it."

The remaining 14% of spokespeople indicated the program was a mixed success. In every case the reason given for this was that too few people use the program: "I think it works pretty well... I would like to see more people take advantage of it."

Approximately 61% (n = 46) of the spokespeople indicated that their programs have reduced DWI (the remainder either indicated that they did not have enough information to make a judgment about program impact or made no comment). About two-thirds (67% of the 61%) cited some evidence to the effect that alcohol related accidents and/or arrests had declined since the program went into operation. To quote one: "Before the program, we had two to three deaths due to alcohol-related accidents per year...since the program began, we have had none and the injury rate has dropped 32%." Although this kind of report is encouraging, it ignores possible alternative explanations for the change

(e.g., an increase in police enforcement), fails to show that the change differed from national or state trends, fails to differentiate between statistically meaningful change and normal fluctuations in accident rates, and so on.

Many spokespeople also remarked that RSPs are successful in reducing DWI because they increase awareness of the dangers of driving after drinking among non-riders as well as riders. A typical comment is: "One of the major accomplishments is the public relations and education about the dangers of drinking and driving or riding with an intoxicated driver." Although it is logical to expect a favorable impact on non-riders, no evidence was offered to support these speculations.

How Many Rides Do Programs Deliver?

The number of rides indicates the level of program activity and is the best indirect measure of effectiveness that programs could provide. Although this number would appear to be very basic information for a program, satisfactory data were not always available. Some programs could only provide estimates, e.g., "fewer than 50 rides" or "around 300." Another problem was that many programs could not separate the number of calls received and the number of rides delivered.

The information that was available shows that programs deliver an average of 841 rides per year (n = 30, ND = 14, two programs with extreme values of two and 10,000 rides were excluded). The range in the number of rides was large (28 to 3,312). Some of these programs deliver such a small number of rides that they probably cannot have a significant direct effect on DWI. Many of the RSPs, however, have a larger potential for reducing DWI: 50% of the programs deliver 393 or more rides per year and about one quarter (27%) deliver 1,000 or more rides per year.

Ideally, the number of rides should be considered in the context of the size of the population being served. For example, a program which delivers 300 rides and has a target population of 20,000 is clearly having far less impact (in relative terms) than a program which delivers the same 300 rides, but serves a high school of only 1200 students. Unfortunately, the number of programs that could provide information about the size of their target population was too small to permit these kinds of comparisons.

Another factor that affects how the number of rides should be interpreted is the length of time the program operates -- a topic on which we do have information. The average number of rides for year-round programs is 939, with a range of 214 to 3,312 (n = 15, ND = 10 and one extreme value of 10,000 excluded). As expected, the average number of rides per year is much lower for special

occasion programs: 264 rides, with a range of 28 to 1,000 rides (n = 15, ND = 4, and one extreme value excluded). The important point is that the comparatively low average number of rides per year for occasional programs is largely explained by the fact that these programs operate only a few days per year. This suggests that the average number of rides for all programs (841) should be assessed more favorably than one might at first glance. The reason is that many of the programs which contribute a low number of rides to this average deliver those rides over a very short period.

Other than special occasion versus year-round programs, we could not discern any relationships between types of programs and the number of rides delivered. As we mentioned when discussing program costs, the many differences among programs and the relatively small number of cases made it very difficult to identify relationships of this kind.

Another way to look at the potential impact of RSPs is to consider the total number of riders they transport per year. Assuming for the moment that every ride represents a drinker who otherwise would have driven under the influence, the number of instances of DWI that these programs prevented is equal to the total of the rides they delivered: this is about 25,000 rides per year. However, since most RSPs transport passengers of drinking drivers as well as the drivers, the potential they have for reducing injuries and deaths among their riders is greater than the number of rides conveys. From this point of view, program effectiveness should be gauged by the total number of people transported: both the people who would otherwise have driven while intoxicated and those who otherwise would have accepted a ride from an intoxicated driver. Site visit data (driver observation and log sheets from seven programs) indicate an average of 1.6 riders per ride (the range is 1.2 to 2.6). Thus, the number of people transported by RSPs may be on the order of one and a half times the number of rides given. Of course, this estimate must be regarded as very speculative, because it is based on a few select programs.

Accounting for Program Abuse

When the question of Who Is Eligible To Receive Rides? was discussed, we indicated that most programs create rules which are intended to minimize abuse of the program by persons who are viewed as not needing or deserving a ride. There are five types of riders who may be defined as abusers:

1. Riders who do not have a car with them and who are not dependent on an intoxicated driver for a ride home.

2. Riders who are not intoxicated - who can drive home safely, either because they have not been drinking or because they are not too impaired to drive.

3. Riders who would obtain alternative and safe transportation home if the ride service were not available. These riders would take a cab, get a ride from a sober friend, etc.

4. Riders who use the service to bar-hop or travel between parties where alcohol is served, rather than to return home.

5. Riders who use the service frequently ("repeaters").

Not all RSPs would define all of these as abusers. As mentioned earlier, some RSPs do not object to transporting repeaters. Most, however, would agree that the riders described in items one through four are abusing the service.

If the proportion of rides involving abusers is substantial, then the potential that RSPs have for reducing alcohol related crashes may be much less than the number of rides (or riders) per year suggests. A truer estimate of this potential would be based on the number of rides minus the number of rides involving abusers of types one through four. This calculation was impossible to perform, however, because we could not obtain a reasonable estimate of the amount of abuse. Two major things prevented this. First, very few program spokespeople were able to estimate the proportions of various kinds of abusers. This can be illustrated by responses concerning abuse by riders who did not have a vehicle. Only 11 programs were able to estimate the proportion of this type of abuser (the highest estimate was 15%) and another seven claimed their was no such abuse; three said there was abuse, but were unsure as to how much, and 23 didn't know (nine programs had data missing). The second obstacle to estimating abuse was limitations of the site visit data. These data consisted only of driver observations from five programs and were limited to only two types of abuse: riders without cars and riders who were not too intoxicated to drive. Furthermore, the few estimates of abuse from the site visit data varied greatly for different programs. For example, the estimates of the proportion of rider who were not intoxicated ranged from none to 70%.

One additional piece of evidence concerning the magnitude of program abuse comes from a RSP which made substantive changes in the rules for eligible drivers. The program, which operates only on New Year's Eve, adopted two new eligibility requirements and announced them to people who called for a ride: (1) that riders present a valid driver's license and (2) that they would be transported only to the address on that license (unless the cal-

ler were a visitor to town). Although records were not kept of the number of callers who did not meet these qualifications, a dramatic drop in the number of rides as compared to previous years suggests that the new procedures eliminated many abusers. The number of rides declined from an average of 307 rides for each of the previous three New Year's Eves to only 94. Although the proportion of abusers may vary widely depending upon the area served, the type of program, and other factors, the experience of this one program suggests that, in the absence of screening, programs may transport many unqualified riders.

The most we can say from the very limited evidence available is that the proportion of abuse may be high in some programs. This makes it clear that when the number of rides or riders is used to estimate program impact, these numbers should be reduced to account for abuse. It is not clear, however, how much of an adjustment should be made.

The problem of abuse is also discussed in the following section.

POTENTIAL PROBLEMS AND POSSIBLE SOLUTIONS

Departures from Program Procedures

During the site visits, we found that in some programs, procedures were not always implemented properly and that this can have important negative consequences. In several programs, we noted that the call-takers and/or riders omitted some parts of the screening procedure, which may have resulted in services being delivered to ineligible riders. In one program, the call-takers often did not ask or record a physical description of the rider (e.g., blond hair, blue jeans, check shirt) and the rider's precise location. These omissions led to delays in picking up riders, e.g., on one ride, it took over ten minutes to locate a specific apartment within a large complex because the call-taker neglected to obtain precise directions.

Staff training, refresher training, and written procedures are all obvious methods for minimizing procedural lapses, but, as discussed under How Are the Staff Trained?, these are not always provided. At one special occasion RSP, the investigator found that approximately half of the ten cab drivers he spoke with were unaware that the program had begun for the season, and most were also unclear about such matters as who was eligible to ride. These conversations were held on the first evening of operation. Presumably, the problem declined as the ride season progressed. On the other hand, it was remarkable that any driver should not be fully knowledgeable about the program when so many avenues for informing them existed: printed announcements on the driver log sheets (a space was provided for daily announcements), radio announcements by dispatchers, notices posted on a bulletin board in the driver recreation room, flyers handed out by the cashier, etc. At another special occasional program, an evening session began without any formal training by informed staff, even though volunteers were present who either had never worked for the program or who had last worked one year ago.

Ideally, staff should receive initial training, follow-up training at intervals, and be provided with written instructions. If compromises are necessary, however, reliance on written materials may be the wisest choice for reducing procedural errors: they are a more efficient training mechanism and can be consulted over time. Some programs have developed training manuals which could serve as a model for others (see Appendix C in Harding, et al., unpublished for examples). Some programs have developed short procedural checklists which can be used as convenient references. For instance, Home Free Missoula developed a procedural checklist which is posted for alcohol servers who refer rides (see Appendix C *in Harding, et al., unpublished*). Lastly, some programs issue

periodic newsletters/bulletins which can be used to draw staff attention to procedural lapses and changes (e.g., the International Good Samaritans issues a monthly driver newsletter).

Motivating Staff

Two problems related to the one just discussed are motivating staff to carry out the program as it is designed and retaining good staff. Although this is a much larger issue than can be discussed here, we can at least illustrate a few of the problems and solutions.

Volunteers can be especially difficult to manage. On the one hand, it would seem that people who care enough about the program to donate their time are highly motivated. On the other, their motivation may not last, and the program lacks the traditional leverage to enforce compliance that is available with paid employees. Several programs use one or more of the following approaches to ease the problems of managing volunteers:

- Clear standards for participation and performance should be established. This involves stating that serving as a volunteer is a privilege which can be revoked and imposing requirements for becoming and continuing as a volunteer. For example, the Safe Rides program in New Canaan, Connecticut requires that student volunteers attend regular staff meetings, and the International Good Samaritans requires its volunteers to drive at least two six-hour shifts per month. Moreover, both programs employ screening procedures for selecting volunteers.

- Close and regular monitoring of volunteers is needed to detect those who have lost enthusiasm and may need "permission" to quit or take a leave of absence. Various mechanisms may be used to detect problems, such as a regular check of how well each volunteer completes reports and logs.

- There is also a need to specify and enforce clear rewards and punishments for performance. The International Good Samaritans has developed some interesting approaches. Drivers are issued dated identification cards which can be used to obtain discounts on goods and services at local businesses. A volunteer who has not met program obligations may not have his card renewed. The program also has instituted a "driver of the month" award which is based on hours of service, accuracy with which logs are completed, and similar criteria. The award consists of $10 in gas, dinner for two, and a framed certificate. A short article announcing the driver and including his or her photo appears in the local paper.

In programs which employ cab companies to deliver rides, we found that there may be disincentives to provide these rides and to follow established procedures. Managers of the cab companies often pointed out that participating in a ride program was of benefit to drivers because the number of fares was increased and the program improved public relations, which in turn, increased business. Cab drivers, however, often overlooked these benefits and complained about fewer tips, difficulty in handling drunk riders, and vomiting passengers who put their cab out of commission for the remainder of a shift. There are several strategies which may minimize staff disincentives - though we found no examples of their use. One would be to compensate drivers for lost revenues in tips. Perhaps a better solution might be to offer at least slightly greater financial rewards for delivering safe ride customers than for other customers. Another approach would be to assign selected drivers, who do not object to the program, primary, if not exclusive, responsibility for safe rides.

We did find examples of taxi companies addressing the added burden a special occasion program places on other staff by the simple expedient of adding more dispatchers, more call-takers, etc. It is impossible to specify solutions which will work well in all situations and with all types of staff (dispatchers as well as drivers for example); however, the general principle is to compensate staff in some way for any additional burden the program imposes and to make clear how the programs may benefit them.

Assessing Drinking Establishments

Public drinking establishments are a logical source of funding: they benefit from RSPs through favorable publicity and the chance of reduced liability; in general, they can well afford to pay/contribute $50 to $100 per month or more; and many ride programs pick up most of their riders from these establishments (see Who Are the Riders). Programs should be careful, however, about how they choose to assess drinking establishments. Personnel for one program noted that some establishments had discontinued their membership contribution because they felt their fixed assessment was too high in light of the small number of patrons who used the service. Programs also reported that some establishments complain that others over-utilize the service.

Some programs address this problem by charging establishments according to the exact number of vouchers that their patrons exchange for rides. This kind of precision is probably unnecessary so long as the assessment is at least roughly in proportion to the frequency with which their patrons use the service. An establishment's frequency of use may be determined by collecting vouchers for each ride or by using some simpler guide, such as

the seating capacity. The amounts that establishments are assessed should also be reviewed periodically to be certain they are equitable.

It should also be emphasized that while drinking establishments may object to being over-assessed, as compared to competing establishments, they do not necessarily object to their contributions being use to cover the cost of rides from private residences. Many programs which obtain fees from drinking establishments provide no cost rides to drinkers coming from private residences.

Low Numbers of Rides

Delivering a low number of rides in comparison to a program's capacity (1) is an inefficient use of resources, (2) can lead to problems in retaining bored staff and in the degree to which the staff follow program procedures, and (3) places a program in a weak position to solicit funds.

Even though one criteria for selecting programs for intensive study was that they delivered a relatively high number of rides, there are some which deliver relative few and have a high cost per ride. And among the programs we did not consider for intensive study, many delivered only a handful of rides per year.

Assuming that a need for rides exists, there are at least three strategies for coping with under utilization of the program which this study suggests may be effective. One approach is to increase and/or vary program advertising. A second alternative is to adopt active versus passive recruitment techniques. One example is to train and encourage alcohol servers to recruit riders. Another is to encourage drivers to recruit riders. This may be accomplished by having ride vehicles cruise in areas where there are large numbers of bars. When "things are slow" in one occasional program, volunteer drivers drive through and park in a busy downtown area where there are many bars. As mentioned earlier, drivers for the International Good Samaritans spend time between rides "cruising" serving establishments. While doing so, the drivers may actively recruit intoxicated patrons by approaching bartenders ("anyone need a ride?") or patrons. Examination of telephone logs indicated that approximately 12% of the rides this program provides are generated by cruising.

The third alternative is to consider adopting program features which attract more riders. One feature which may be associated with higher rides (data were insufficient to test this) is to transport the rider's vehicle or to make provisions for transporting the rider to his vehicle at a later time (e.g., giving the rider a voucher for a free ride to collect his vehicle at a later time).

Abuse of the Program by Riders

We presented evidence that abuse may be common in some programs and, although few program spokespeople were very concerned about abuse, it does waste program resources and can delay the delivery of service to legitimate riders.

While it is sensible to try and minimize abuse, but it is also sensible to avoid over zealous efforts in this direction that might reduce the willingness of legitimate riders to use the service. There is also a risk of alienating program staff who may not wish to be burdened with implementing procedures designed to eradicate abuse.

A balanced approach to the problem involves two steps. The first is to include the rules for eligibility in advertisements for the program. The second is to apply relatively non-intrusive screening procedures when arrangements are first being made to provide the ride. Programs which require that drinking establishment personnel request rides for their patrons have an advantage here. They can train these personnel in the rules for eligibility and the personnel have the luxury of observing the drinker directly, perhaps for an extended period of time, to determine whether he is in fact intoxicated. Screening by call-takers is more difficult, but as noted earlier, a few simple statements or questions at this juncture can discourage many abusers (see How Are Riders Screened?).

Screening by the driver is possible, but may not be advisable. If the driver refuses to transport someone, he risks being assaulted. If the ride is provided by cab drivers, they are unlikely to be enthusiastic about enforcing eligibility rules which may loose them a fare. For these reasons, it seems better that the driver provide the ride even when it appears that the rider may not be qualified. Many programs adopt this position. Of these, some instruct the driver to provide the ride but to explain to the rider that he or she was not qualified and why abuse hurts the program: "I can give you a ride this time, but the program is for people who have a car." A similar approach is to have the driver give the rider a printed card explaining the eligibility rules.

Record Keeping

We found that surprisingly few RSPs keep reliable records concerning the number of calls, number of rides, number of riders, characteristics of the riders, numbers of abusers, cost per year, cost for different types of expenses, etc. For example, only about 70% of the programs kept records on such a fundamental issue as the exact number of rides, only 8% on such rider characteristics as gender and level of intoxication, and only 5% on the number of riders in a party (n = 40, ND = 6).

The failure to keep more records deprives programs of valuable information which can be used to monitor and improve program performance and to help obtain funding. The practical value of this information can be illustrated by reviewing some of the ideas discussed in previous sections (see also CONCLUSIONS):

- Determining program effectiveness depends upon knowing exactly how many rides are provided, how many riders are transported, and how many of the riders are legitimate users.

- Information on the number of rides given at various times and on various days can help in planning the optimal allocation of staff and other program resources.

- Information on the proportion of riders abusing the program can be used to determine whether new screening procedures are needed.

- Information on the number of riders picked up at different drinking establishments and at other types of locations may point to a need for additional publicity in some of these settings.

Most RSPs are not in a position to undertake time consuming or complicated data collection efforts. We assume, for example, that most programs are unable to administer questionnaires to the staff of drinking establishments and their patrons, even though this would provide valuable information about how accurately the program is perceived, the proportion of patrons aware of it, reasons for not using the program, etc. Nevertheless, much valuable information can be collected quite easily by having call-takers, dispatchers, and/or riders fill in or check responses on prepared forms (log sheets). Furthermore, this information is relatively easy to compile and analyze. Two programs which maintain comparatively extensive record keeping systems are The International Good Samaritans and Night-Ride.

It appears to us that many RSPs do not maintain complete records because they are not pressed to demonstrate their impact (e.g., number of rides per year provided to legitimate riders) or efficiency (e.g., cost per ride). They escape close scrutiny by funders and others because the level of public concern about drunk driving is high and RSPs are a relatively new approach that seems like a good idea. We suspect that when this current "honeymoon" period ends, only those programs which can prove that they are effective will be viable.

Potential for Increasing Alcohol Consumption

It is possible that availability of a safe ride home from a RSP will influence some motorists and their passengers to drink more than they would if the program were not available. A related and more emotionally charged issue is that RSPs which target adolescents may encourage greater consumption of alcohol among underage drinkers.

This study did not gather definitive information about these issues. We did not, for example, interview riders about the impact of the RSP on their drinking. We can report that virtually all (87%) RSP personnel who commented on this topic felt the RSP did not promote drinking, and the remainder were uncertain (n = 46, ND = 18). Unfortunately, their opinions seemed to be based more on the assumption that, as one spokesperson put it, "people will drink anyway" than on information from riders.

These issues have not seriously threatened the functioning of most RSPs we studied. Fifty percent of the program spokespeople said that they had experienced some opposition based on the charge that their program might promote drinking (n = 46, ND = 4), but this opposition was not well organized and often came from individuals or small segments of the community. Spokespeople also reported that the person/group voicing opposition either became convinced of the program's assertion that RSPs do not promote drinking, or the opposition simply faded away over time. Furthermore, the RSPs enjoyed the support or endorsement of community organizations which adopt a very hard stance against driving after drinking, including such groups as MADD and police departments. RSPs, then, appear to be viewed by the larger community as part of the solution to the drunk driving problem, rather than as promoters of excessive alcohol consumption.

Even if we knew that RSPs encourage people to drink more, there would be legitimate disagreement about how to interpret this. Some would say that by encouraging heavier use of alcohol, RSPs contribute to problem drinking and alcoholism. Others would argue that if the heavier drinking is infrequent, then it doesn't really promote problem drinking. They might also say that a little excessive use is acceptable if, in fact, RSPs decrease driving after drinking.

Lessons from Defunct RSPs

We contacted a total of 12 programs which had ceased to operate and spoke with ten of these only very briefly. There is no clear trend in the reasons that spokespeople gave for these programs ending (ND = 3). Some of the reasons should be mentioned, however, because they tie back to the problems we have already discussed and illustrate that they can become serious: two spokespeople said that the program was stopped because it was abused as free transportation by non-drinkers; one said there were too few riders to justify a program; and three cited a lack of community support, including accusations that the program encouraged drinking.

CONCLUSIONS

RSPs Are Widely Available

Several pieces of evidence indicate that RSPs are widely available:

- There are at least several hundred RSPs in operation. The most conservative estimate of the number of RSPs comes from the 325 leads that were verified by contacting program personnel. If more resources had been available, it seems certain that more of the original 515 leads we collected could have been verified. In addition, there are undoubtedly other RSPs which did not come to our attention.

- RSPs are widely distributed across the county. The 325 programs listed in A Directory of Ride Service Programs (Harding, et al., 1987) were located in 44 states and the District of Columbia. The findings also showed that RSPs exist in communities ranging from small towns of less than 10,000 people to large cities of over 100,000.

- The RSPs we studied tend to serve broad populations: over half serve both adolescents and adults (the remainder target one or the other), about two thirds serve riders coming from public or private settings, and about 90% will transport the passengers of a driver who has been drinking, as well as drivers.

- Although many of RSPs studied are available only on holidays and others on special occasions, approximately 60% operate year-round, and most year-round programs operate all day every day.

Many Factors Facilitate the Establishment and Maintenance of RSPs.

The following findings suggest that RSPs are relatively easy to establish and maintain:

- A wide array of organizations operate the RSPs studied, including many that are not in the business of transporting passengers. Part of the reason for this is that organizations which do not wish to deliver the rides themselves can enter into cooperative arrangements with taxi companies and other transportation companies.

- Interesting organizations to operate or to assist a RSP is facilitated by the fact that there are a range of reasons for supporting a program. It should be underscored that organizations that are interested in addressing the drunk driving problem through a RSP can also benefit from performing this public service. The value of favorable publicity gained by supporting these programs can be very large and, in some cases, may offset the costs of operating a program. In addition, drinking establishments which support RSPs may benefit from the possibility of reducing server liability, and transportation companies may increase their revenues by delivering program rides.

- There are a wide variety of potential sources for the money and other resources (e.g., advertising) required to operate a RSP. With very few exceptions, programs reported they are able to remain solvent while exploiting only a small number of these sources.

- The average annual cost for operating the RSPs we examined is a modest $9,000 per year and, for some programs, the cost is much less. For example, the cost for special occasion programs averages about $6,000. Potential program costs can be reduced by using volunteer staff to perform such functions as call-taking, dispatching and/or driving. About one third of the RSPs reported using at least some volunteer staff, and none had significant problems recruiting volunteers.

- There was little community opposition to the RSPs and, in fact, most program enjoy the endorsements of many important community groups.

- RSPs are not without problems which may detract from their effectiveness, such as poor record keeping, failure to screen riders in order to eliminate abusers of the service (e.g., riders who are not intoxicated and can drive themselves home safely), and low numbers of rides. It appears, however, there are workable solutions for these problems. We have suggested some potential solutions; we have identified solutions that some RSPs have used; and, no doubt, program personnel can devise more.

Many RSPs Are Used Frequently

Two key findings underlie this conclusion:

- On average, the RSPs we studied deliver about 841 rides per year. The range in the number of rides was large (28 to 3,312), indicating that some of these programs deliver very few rides. Many of the programs, however, are better utilized: 50% of the programs deliver 393 or more rides per year and about one quarter (27%) deliver 1,000 or more rides per year.

- Since RSPs generally transport passengers as well as drivers, the number of rides underestimates the extent to which RSPs may reduce injuries and deaths among riders. A rough estimate is that the number of people transported who might otherwise be at risk of becoming involved in an alcohol-related accident is about one and one half times the number of rides.

The Effectiveness of RSPs In Reducing DWI Remains Unknown

The information needed to determine the extent to which RSPs can reduce DWI was not available. The findings which led to this conclusion include the following:

- Evaluation of RSPs appear to be virtually non-existent. We were unable to retrieve any such study.

- With the exception of the number of rides, few of the RSPs studied maintain records of the information necessary to determine program impact. Examples of information that is usually missing are the number of riders, the proportion of the target population served, and the number or proportion of people abusing the service.

- About 41% of spokespeople from whom we collected detailed data attributed declines in alcohol-related crashes or arrests to their programs. However, there was no clear evidence linking these declines to the programs: other plausible explanations for the changes (such as increased police enforcement) were ignored. Also, there was no indication that the changes differed from normal statistical fluctuations, or from state or national trends.

- Spokespeople also believe that their programs reduce DWI by increasing awareness of the dangers of drunk driving among people who do not use the service. While this seems reasonable, no evidence was offered to support the contention.

RECOMMENDATIONS FOR FUTURE RESEARCH

The absence of evidence concerning the effectiveness of RSPs in reducing DWI indicates the need to conduct rigorous evaluations of RSPs. Research is also needed to identify and test ways in which RSPs might become more effective. This section of the report outlines some topics for future research.

The impact of RSPs could be clarified by further research on the characteristics of riders: both motorists and their passengers. Characteristics of particular interest would included the rider's drinking history, history of DWI, level of intoxication when the ride is requested, whether the rider would have driven while intoxicated (or accepted a ride from intoxicated driver) if the ride service had not been available, etc. The primary goal of this research would be to determine the proportion of riders who abuse RSPs.

More information is needed on how the qualified riders served by the program compare to the target population. A basic question to be answered is what proportion of the target population is served. As we pointed out under How Many Rides Do Programs Deliver?, this information is important for judging the number of rides a program delivers. Other questions to be answered concern the extent to which the riders represent the target population in terms of age, sex, and other characteristics. One goal would be to detect subgroups which the RSP is not serving and has the capacity to serve. Another goal would be to determine whether the program is adequately serving those subgroups that are most likely to be involved in DWI.

Several mechanisms can be used to collect data for research on user characteristics: unobtrusive observations by drivers as was done in this project, questionnaires given to riders (these could be filled out at a later time and returned by mail), interviews with patrons of drinking establishments who refer riders, etc. An important issue for future research is to determine which data collection methods are the most feasible and which produce the most valid information. It will be important, for example, to determine the validity of subjective data, such as estimates of the rider's intoxication made by program drivers. One approach would be to collect breath samples from riders using portable breath testers. The International Good Samaritans RSP plans to begin experimenting with portable breath testers, and this will furnish much needed information on how well this technique is accepted by riders and drivers.

Future research on RSPs should consider unintended negative consequences of RSPs in more detail than was possible for this project. Surveys of program users and servers of alcohol could help answer the question of whether RSPs promote increase alcohol consumption (and if so, the levels of consumption). Surveys of servers should also attempt to determine if RSPs make it more difficult to discontinue serving intoxicated patrons because the drinker can argue he has a safe ride home.

An important issue to resolve is whether RSPs increase awareness of DWI dangers and promote safer drinking-driving behaviors among non-riders. This could be assessed through surveys of potential users in drinking establishments and in high schools targeted by RSPs, etc.

Another topic for future research is motivations for using and not using RSPs. The goal would be to determine what program features make program use attractive or unattractive to drinkers. Such research should also consider (1) how many potential users are aware of the program and (2) if they are aware, whether they misperceive the program (e.g., do some avoid use because they expect drivers will lecture them about alcohol use, or identify them to others, etc.). This kind information could be used to design more attractive programs and to guide the content of program publicity.

Research is needed on unadvertised RSPs which this project excluded (e.g., many serving establishments give intoxicated patrons with a safe ride home but do not inform all patrons that they do so). Presumably more drinkers would use these programs if they were advertised, therefore, a central question is why they are not advertised and what might be done to change this.

APPENDIX A

PROGRAMS ON WHICH FINDINGS ARE BASED

This list indicates program name, program sponsor, address and phone number of sponsoring organization, spokesperson and spokesperson's position. All these programs comprise the directory sample. The list identifies which of them were also included in the base sample, which were site visited, and/or which are parent programs or models. (The meaning of these terms is explained in the METHODS section of this report.) Additional information on these programs may be obtained by consulting A Directory of Ride Service Programs (Harding, et al., 1987).

ALABAMA

Holiday Cab Service. Regional Council on Alcoholism, 230 Noble Ave., Montgomery, AL 36104. (205) 262-4526. Susan Powers, Highway Safety Coordinator.

Safe Rides for Teens. Mothers Against Driving Drunk, P.O. Box 2484, Huntsville, AL 35804. (205) 532-7030. Anne Forgey, Office Manager.

ALASKA

Friendly Rider. Mat-Su Valley Beverage Association, 708 S. Alaska St., Palmer, AK 99645. (907) 745-9927. Hal Sellick, Secretary/Treasurer.

Valdez Police Department, P.O. Box 307, Valdez, AK 99686. (907) 835-4560. Patrick Shelly, Police Chief. (in base sample)

ARKANSAS

Graduation Safe Ride. SADD, Fayetteville High School, 1001 West Stone St., Fayetteville, AR 72701. (501) 442-9846. Tom Williams, Health Instructor. (in base sample)

CALIFORNIA

Care Cab. Comprehensive Care Corporation, CareUnit Hospital Program, 18551 Von Karman Ave., Irvine, CA 92715. (714) 851-2273. Jenny Colarossi, Corporate Communications Contact Person. (parent program, in base sample, site visited)

Holiday Towing, Tow for Teens. Bruce Canepa Towing Co., 1600 Brommer St., Santa Cruz, CA 95062. (408) 423-5900. Bill Larsen, Manager.

Students Against Driving Drunk. 255 21st Ave., Santa Cruz, CA 95062. (408) 475-5913. Rebecca Harp, Coordinator. (in base sample)

COLORADO

Tipsy Taxi. Steamboat Springs Restaurant and Retail Liquor Association, P.O. Box 2793, Steamboat Springs, CO 80477. (303) 879-7720. Larry Becht, Founder of Tipsy Taxi, President of Steamboat Springs Restaurant and Retail Liquor Association. (in base sample)

CONNECTICUT

Safe Rides. Boy Scouts of America, Explorer Post Division, 213 White Oak Shade Road, New Canaan, CT 06840. (203) 972-0048. Ingrid Deane, Correspondence Secretary. (model program, in base sample, site visited)

DELAWARE

Project LIFT (Leave in a Free Taxi). Delaware Office of Highway Safety, Thomas Collins Building, Suite 363, Dover, DE. (302) 736-4475. Karen Kennedy, Secretary.

DISTRICT OF COLUMBIA

Lift-Leave in a Free Taxi (Project Lift). Government Employees Insurance Co. (GEICO), GEICO Plaza, Washington, D.C. 20076-0001. (301) 986-2266. Jody Golden, Director of Public Relations. (in base sample)

Sober Ride. Washington Regional Alcohol Program (WRAP), 1705 DeSales St., N.W., Suite 300, Washington, DC 20036. (703) 222-6240. Mary Ann Reynolds. (in base sample, site visited)

FLORIDA

Call-A-Cab. Jupiter Hospital, 1210 S. Old Drive, Jupiter, FL 33458. (305) 747-2234. Pat McGowan, Director of Development and Public Relations.

Excess Express. North Florida Regional Hospital, P.O. Box NFR, Gainesville, FL 32602. (904) 377-8511. Marilyn Tubb, Director, Marketing and Communications.

Friendly Checker Cab, Inc. of Hollywood, Hollywood, FL. (305) 923-2302. Kevin McBride, Manager.

Tipsy Taxi. West Florida Regional Medical Center, 8383 N. Davis, P.O. Box 18900, Pensacola, FL 32523-8900. (904) 478-4460 x 4139. Ann Papadelias, Project Manager for Marketing Department. (in base sample)

T.O.W.E.D. (Towing Operators Working to Eliminate Drunk Driving). Towers Against Drunk Driving, Towing and Recovery Association of America, Inc., P.O. Box 2517, Winter Park, FL 32790. (305) 788-6909. Cynthia Michaelis. (parent program)

GEORGIA

Safe Ride Home Program. Arrive Alive, P.O. Box 1185, Decatur, GA 30031-1185. (404) 371-1899. Becky Menendez, Special Projects Coordinator. (in base sample)

HAWAII

Operation Lifeline. United States Army, Scofield Barracks, HI. (808) 622-3383. Vern Hoo, Military Safety Contact. (in base sample)

Operation Lifeline. United States Army, Commander U.S. Army Support Command Hawaii, Attn: APZV-SA, Fort Shafter, HI 96858-5000. (808) 438-9867. Connie DeWitte, Safety Manager.

ILLINOIS

Sages Restaurant, 85 W. Algonquin Rd., Arlington Heights, IL 60005. (312) 593-6200. Nancy Sage, Administrator.

INDIANA

Guardian Escort Service (The Intoxicab). 1952 Hilltop Dr., Schererville, IN 46375. (219) 322-8474. Trace Embry, Founder. (in base sample)

Metro Bus Indianapolis, P.O. Box 2383, Indianapolis, IN 46206. (317) 635-2100. Cathi Tanner, Director of Marketing. (in base sample)

SADD hotline. SADD, DeKalb High School Chapter, 3424 County Road 427, Waterloo, IN 46793. (219) 925-2363. Tita Gordon, Chapter sponsor. (in base sample)

St. John's Anderson Treatment Center, 2210 Jackson St. Anderson, Madison County, IN 46014. (317) 646-8383. George Horaitis, Executive Director. (in base sample)

Taverns Against Drunk Driving (TADD). Jackson's, 1412 Kem Road, Marion, IN 46952. (317) 662-9600. Sandy Grant, Manager. (in base sample)

Twin City Taxi, P.O. Box 5776, Lafayette, IN 47903. (317) 448-6649. Melanie Willmert, Manager.

Yellow Cab, 3801 West Morris, Indianapolis, IN 46241. (317) 247-6233. Dick Hunt, Owner. (in base sample)

IOWA

Dial-A-Ride. Police Department, Civic Center, 410 East Washington St., Iowa City, IA 52240. Harvey Miller, Chief of Police.

Night Ride. Cy-Ride, 1700 W. 6th St., Ames, IA. (515) 292-1100. Bob Bourne, Cy-Ride Director. (in base sample, site visited)

Operation P.A.R.D.D. (Provide a Ride for Drinking Drivers). P.O. Box 1065, Bettendorf, IA 52722. (319) 359-4446. Dr. Richard Bedell, President of PARDD. (in base sample)

KANSAS

The Holiday Drive Home Program. Douglas County Citizen's Committee on Alcoholism, 2200 W. 25 Lawrence, KS 66046. (913) 843-6333. George Heckman.

KU on Wheels/ Secure Cab. University of Kansas, 105 Burge Union, University of Kansas, Lawrence KS 66045. (913) 864-4644. Charles Brian, Transportation Coordinator. (in base sample)

Taxi 12. Channel 12 TV, 2815 E. 37th St. North, Wichita, KS 67201. (316) 838-1212. Susan Kimmell, Public Affairs Special Events Coordinator. (in base sample)

LOUISIANA

Get Towed. Guy's Towing, 601 Crestlawn Drive, Lafayette, LA 70503. (318) 237-4897. Martha and Gus Benitez, Owners. (in base sample, site visited)

Tipsy Taxi. America Hospital, 310 Youngsville Highway, Lafayette, LA 70508. (318) 837-8787. Robert Hamm, Director.

Tipsy Taxi. Tau Center, Our Lady of the Lake Hospital, 8080 Margaret Ann Drive, Baton Rouge, LA 70809. (504) 767-1320. Trisha Pourciau, Director of Rehabilitation. (in base sample, site visited)

MAINE

Tipsy Taxi. MADD, Maine Chapter, Box 8821 Portland, ME 04104. (207) 773-6233. Marilyn Robb, Executive Director. (in base sample)

MARYLAND

Sober Ride. Yellow Cab, 2501 W. Lexington St., Baltimore, MD 21223. (301) 947-7300. Dennis Dellamallova, Customer Service Director.

MASSACHUSETTS

Contract for Life. Students Against Driving Drunk, P.O. Box 800, Marlboro, MA 01752. (617) 481-3568. Bill Cullinane, Assistant Director. (in base sample, parent program)

Dial-A-Ride. United Way of Springfield, P.O. Box 3040, Springfield, MA 01102-3040. (413) 737-2691. John Guimond, Director of Public Affairs. (in base sample, site visited)

Glow Service. American Transportation Insurance Co., 142 Berkely St., Boston, MA 02116. (617) 262-3600. Peter Benton, Director.

Thackeray's, 17 Green St., Waltham, MA. (617) 893-7520. Steven Begbeiger, Personnel director.

MINNESOTA

Employee Advisory Resource (EAR) Taxi Reimbursement. Control Data Corp., P.O. Box 0, Minneapolis, MN 55440. (612) 853-4170. Manager, Employee Advisory Resource.

Friends Keep Friends From Driving Drunk. Minneapolis Yellow Cab Co., 3555 5th Ave. South, Minneapolis, MN. (612) 824-4444. Ralph Hendrickson, Marketing Manager. (in base sample, site visited)

Safe Shuttle. Divine Redeemer Hospital, 724 19th Ave. North, So. St. Paul, MN 55075. (612) 450-4640. Jody Anderson, Community Relations Coordinator.

VFW, 8100 Pleasantview Drive, Spring Lake Park, MN. (612) 780-1900. Rick Millette, Manager. (in base sample)

MISSISSIPPI

Free Ride Service. Biloxi Police Department, 1325 W. Howard St., Biloxi, MS 39530. (601) 374-7800. Wanda Taylor, DUI Coordinator, Biloxi Police Department. (in base sample)

MISSOURI

Alert. Anheuser-Busch, 1 Busch Place, St. Louis, MO. (314) 577-2000 x3427. Michael J. Lamonica, VP of Marketing For Industrial Affairs. (parent program, in base sample)

Barry's Towing, 815 Industry St., Kenner, MO 70062. (504) 465-0348. Pamela Pridgen, Director.

Be a Life Saver - Prevent Drunk Driving. Houlihan's Old Place Restaurants, P.O. Box 16,000, Kansas City, MO 64112. (816) 756-2200. Herb Jenkins, Director of Advertising.

Clinton Police, 101 East Ohio, Clinton, MO 64735. (816) 885-5561. Lieutenant Wood, Assistant Chief of Police. (in base sample)

Home for Holidays, Score a Point for Safety. Boone Hospital Center, 1600 E. Broadway, Columbia, MO 65201. (314) 875-3392. Steve Wainstock, Director, Community Media Relations.

Kelley Transportation, 40 S. Sprigg, Cape Giradeau, MO 63701. (314) 335-6621. Sgt. Carl Kinnison, Sgt., Police Department.

Nevada Cab Service, 309 E. Walnut St., Nevada, MO 64772. (417) 667-9002. Mark Hayes, Owner.

One for the Road. Coors of the Ozarks, 2860 South Austin, Springfield, MO 65807. (417) 883-4333. Nancy Ferguson, Director of Public Relations. (in base sample)

Ride Home Program. Osage Beach Police Department, P.O. Box 66, Osage Beach, MO 65065. (314) 348-1701. Chief John Page, Director.

Vietnam Vets Outreach, 616 Cedar Street, Carthage, MO 64836. (417) 358-5089. David Hills, Director of Ride Program.

MONTANA

Home Free Bozeman. P.O. 3041, Bozeman, MT 59772. (406) 586-2341. Jonathan Anderson, Owner, City Taxi.

Home Free Missoula. P.O. Box 7756, Missoula, MT 59807. (406) 721-5700 x398. Ellen Leahy, Program Manager. (in base sample, site visited)

NEBRASKA

Call Us, Don't Drive Drunk. Police Department, 234 Main St., Chadron, NE 69337. (308) 432-5506. Ted Vastine, Chief of Police.

NEVADA

International Good Samaritans. P.O. Box 7007, State Line, NV 89449. (702) 588-8575. Thomas Argo, Co-Founder. (in base sample, site visited)

NEW MEXICO

MASH (Make Albuquerque Safe for the Holidays). Kaseman Presbyterian Hospital, Presbyterian Health Care Auxilliary, S.C.H.S., P.O. Box 26666, Albuquerque, NM 87125-6666. (505) 841-1197. Kim Fischer, Coordinator. (in base sample)

NEW YORK

I'm Smart of Central New York. 205 Oneida St., P.O. Box 252, Syracuse, NY 13201. (315) 471-3251. Martin Yenawine, Founder of I'm Smart. (parent program, in base sample, site visited)

Merrick Transportation Corp., 6 Nagel Court, Merrick, NY 11566. (516) 378-1144. Mr. Pollock, General Manager.

Red Diamond Taxi, Box 94, East Lake Rd., Auburn, NY. (315) 253-7383. Michael Boyhan, President.

NORTH CAROLINA

Drive-A-Teen. Chapel Hill-Carrboro City Schools, Merritt Mill Rd., Chapel Hill, NC 27514. (919) 967-8211. Marianne Gemming, Substance Abuse Program Coordinator. (in base sample)

Safe Drive. Seventh Street Detoxication Center, 1325 E. Seventh St., Charlotte, NC 28204. (704) 332-SAFE. David B. Witt, Coordinator.

OHIO

The Precinct, 311 Delta, Cincinnati, OH 45226. (513) 321-5454. Jeff Ruby, Owner.

Prom Espirit - "Spirit of Prom". Alcohol Council of Butler County, Ohio, 111 Buckeye St., Hamilton, OH 45011. (513) 868-2100. Laurie Higgins, Prevention/Education Coordinator.

OKLAHOMA

Operation May Day. Auto Club of Oklahoma, 2121 E. 15th St., Tulsa, OK 74104. (918) 748-1062. Grant Jones, Director of Public Affairs.

Safe Ride/Prom and graduation. YWCA, 2305 North Meridian, Oklahoma City, OK 73107. (405) 947-6626. Marti McCowen, Honorary Chairman.

OREGON

Central Towing, 61160 S.Highway 97, Bend, OR 97701. (503) 389-8080. Steve Nelson, Owner/Operator. (in base sample)

Home Free. 3803 Commercial ST. SE., Salem, OR 97302. (503) 362-7790. Jim McClain, Member of Board of Directors. (in base sample)

Tow For Life. 120 S.E. Clay, Portland, OR 97214. (503) 238-6211. Gary Coe, Owner and Vice President.

VFW, P.O. Box 404, Sandy, OR 97055. (503) 668-5211. Variece Blair, Bar manager.

TENNESSEE

Safe Ride Program. Oasis Center, P.O. Box 121648, Nashville, TN 37212. (615) 329-8036. Judy Daniels, Adult advisor for the Nashville Youth Network. (in base sample)

Sober Ride. Sheriff's Department, 506 2nd Ave. North, Nashville, TN 37201. (615) 742-8170. Mike Wright, Director of Sober Ride.

TEXAS

Bennigan's (S & A, Corp.), 6606 LBJ Freeway, Dallas, TX 75204. (800) 527-0255 x 5204. Jody Hughes, Director of Public Relations. (parent program, in base sample)

Dial-A-Ride. Austin-Traves County Alcohol Counseling Services, P.O. Box 1748, Austin, TX 78767. (512) 473-9540. Marita Reid, Coordinator. (in base sample, site visited)

Holidays Ahead. San Antonio Council on Alcohol and Drug Abuse, 1222 North Main, Suite 406, San Antonio, TX 78212. (512) 463-5510. Carline Phillips, Coordinator. (parent program, in base sample)

Tipsy Taxi. KMND/KWFM Radio, 2001 West Wall, Midland, TX 79701. (915) 683-3878. Sherry Davis, Office Manager. (in base sample)

Too Tanked Taxi. KFMX - FM Radio, P.O. Box 12030, Lubback, TX 79452. (806) 747-1224. John Wagner, General Manager.

VIRGINIA

Charter Westbrook Hospital, 1500 Westbrook Ave, Richmond, VA 23227. (804) 261-7121. Jane O'Toole, Education and Information Coordinator.

WASHINGTON

A.L.I.F.T. (Anacortes Liquor Industry Free Taxi), Taxi Free. Department of Public Works, Skagit County Public Works County Administration Building, Room 203, 2nd and Kincaid Streets, Mt. Vernon, WA 98273. (206) 336-9400. Donald W. McKeehen, DWI/Safety Belt Program Coordinator.

Everett High School, 2416 Colby Ave, Everett, WA 98201. (206) 339-4400. Gay Kirkpatrick, Advisor.

Kent Drinking and Driving Task Force of Kent Police Department, 2200 4th Ave. South, Kent, WA 98032. (206) 872-4011. Kathleen Groshong, Coordinator. (in base sample)

WEST VIRGINIA

Care Cab, Safe Ride Home. Yellow Cab, P.O. Box 361, Parkersburg, WV 26102. (304) 428-8294. R.C. Heckert, Marketing for Yellow Cab.

WISCONSIN

Discount Coupon Ride. Madison/Dean County Tavern League, 636 State St., Madison, WI 53703. (608) 257-6922.

Safe Ride Home. Lacrosse Tavern League, 1000 Redfield St., Lacrosse, WI 54601. (608) 782-5060. Sharon Folcey, President, Lacrosse Tavern League. (in base sample)

APPENDIX B

SAMPLE DATA COLLECTION FORM FOR DRIVERS

PLEASE FILL OUT THIS FORM FOR EVERY RIDER USING THE CARE CAB PROGRAM ON FRIDAY DECEMBER 26th.

IF YOU DO NOT KNOW AN ANSWER, WRITE IN "DON'T KNOW". PLEASE TURN IN THE FORM TO THE CASHIER. THANK YOU FOR YOUR HELP.

	RIDER	RIDER	RIDER	RIDER
TODAY'S DATE				
DID RIDER COME FROM A PUBLIC DRINKING PLACE				
MALE OR FEMALE				
ESTIMATE RIDER'S AGE				
ESTIMATE IF RIDER WAS 1 = CLEARLY TOO DRUNK TO DRIVE 2 = MAYBE TOO DRUNK TO DRIVE 3 = NOT TOO DRUNK TO DRIVE				
WHAT MADE YOU CHOOSE NUMBER 1, 2, OR 3				
DID YOU SMELL ALCOHOL ON THE RIDER				
DID RIDER HAVE A CAR				
WHAT MADE YOU THINK THE RIDER HAD OR DID NOT HAVE A CAR				
HOW MANY PEOPLE (INCLUDING THE RIDER) WENT ON THE TRIP				
ANYTHING ELSE WE SHOULD KNOW OR ANYTHING UNUSUAL				

APPENDIX C

CONTRACT FOR LIFE

CONTRACT FOR LIFE

A Contract for Life
Between Parent and Teenager

Teenager I agree to call you for advice and/or transportation at any hour, from any place, if I am ever in a situation where I have been drinking or a friend or date who is driving me has been drinking.

_____
Signature

Parent I agree to come and get you at any hour, any place, no questions asked and no argument at that time, or I will pay for a taxi to bring you home safely. I expect we would discuss this issue at a later time.

I agree to seek safe, sober transportation home if I am ever in a situation where I have had too much to drink or a friend who is driving me has had too much to drink.

_____
Signature

_____
Date

S.A.D.D. does not condone drinking by those below the legal drinking age. S.A.D.D. encourages all young people to obey the laws of their state, including laws relating to the legal drinking age.

Distributed by S.A.D.D., "Students Against Driving Drunk"

APPENDIX D

SOURCES OF SITE VISIT DATA

This appendix lists the programs which supplied certain site visit data, and the data we used for analyses.

Dial-A-Ride, located in Austin Texas, is operated during the Christmas - New Years holiday season by a county agency: Travis County Alcohol Counseling Services. Most of the time, the program is operated by volunteer call-takers/dispatchers and drivers (using donated vehicles). During the program's busiest times, local cab companies donate rides and dispatching services.

driver observations (by volunteers drivers)

call-taker log (1987 holiday season)

Dial-A-Ride is operated on New Year's Eve by United Way of Springfield, MA. United Way solicits contributions to fund the program, promotes it, and reimburses a local cab company which answers the calls, and dispatches and provides the rides.

driver observations

call-taker log (New Year's 1987)

I'm Smart of Central New York is a for-profit corporation which operates year-round RSPs in two communities. The program is funded by membership fees paid by drinking establishments and corporations and, in some cases, by fees charged to the rider. Riders are transported by an I'm Smart driver in the riders' own cars; another driver follows in an unmarked company car or his or her own car.

call-taker/driver log (summary statistics by month for 1986)

The International Good Samaritans is non-profit organization that provides rides in the State Line and South Lake Tahoe Nevada area. Funded by contributions, the program operates all day every day. It is almost completely a volunteer effort, using volunteer call-takers/dispatchers and drivers. One driver transports the rider in the rider's vehicle and another driver follows in a vehicle owned by the program.

call-taker/driver log (for January through May 1987)

Night Ride is operated by a non-profit city transportation agency, and funded by the Iowa State University Student Senate. The program operates on weekends during the school year and may be used by anyone, whether impaired or not, who wants a ride within the city limits. Night Ride service consists of 2 buses traveling fixed routes and 2 mini-buses providing door to door service.

driver observations

call taker log (summary statistics by month for first semester 1986-87)

Tipsy Taxi is funded and operated by the Tau Center, a chemical dependency program of the Our Lady of the Lake Regional Medical Center. Tipsy Taxi operates for 4 days over Labor Day weekend, and from Dec. 20 to Jan. 4. Tau Center staff answer calls for rides in addition to performing their normal duties. Cab companies transport the riders and are reimbursed by the program.

driver observations

call-taker log for December, 1987 - January, 1988 period

Get TOWED is funded and operated by Guy's Towing Service of Lafayette and Baton Rouge Louisiana during the Christmas through New Year's holiday season. Tow truck's are used to transport both the rider and his or her vehicle. Guy's Towing dispatchers and drivers staff the program.

driver observations

REFERENCES

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