



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

NHTSA
People Saving People
www.nhtsa.dot.gov

Evaluation of a Full-Time Ride Service Program:

Aspen, Colorado's Tipsy Taxi Service



DOT HS 809 155
October 2000

Technical Report Documentation Page

1. Report No. DOT HS 809 155		2. Government Accession No.		3. Recipient's Catalog No.	
4. Title and Subtitle Evaluation of a Full-Time Ride Service Program: Aspen, Colorado's <i>Tipsy Taxi</i> Service				5. Report Date October 2000	
				6. Performing Organization Code	
7. Author(s) Lacey, J. H.; Jones, R. K.; and Anderson, E. W.				8. Performing Organization Report No.	
9. Performing Organization Name and Address Mid-America Research Institute 611 Main Street Winchester, MA 01890				10. Work Unit No. (TRAIS)	
				11. Contract or Grant No. DTNH22-93-C-05127	
12. Sponsoring Agency Name and Address National Highway Traffic Safety Administration Office of Research and Traffic Records 400 7th Street, S.W. Washington, DC 20590				13. Type of Report and Period Covered Final Report	
				14. Sponsoring Agency Code	
15. Supplementary Notes Amy Berning was the Contracting Officer's Technical Representative (COTR) for this project.					
16. Abstract <p>This report summarizes a study of Aspen Colorado's <i>Tipsy Taxi</i> ride service program. This service, which provides a free ride home for persons who are too intoxicated to drive, has been in place since December 1983. Funded through donations from the community, this program is available 365 days a year, 24 hours per day. The program is distinctive in that it has been operating for over sixteen years and is self-sustaining. An examination of injury crashes as a proxy of alcohol-related crashes revealed a significant reduction associated with implementation of the program. It is argued that a year-round alternative transportation program is an important component of a comprehensive anti-DUI countermeasure program which should also include deterrence components such as public information, enforcement, and sanctioning.</p>					
17. Key Words Alternative transportation, ride service, alcohol-related crashes, DWI, DUI, drunk driving, evaluation, Tipsy Taxi, safe rides, designated driver.			18. Distribution Statement This report is available from the National Technical Information Service, Springfield, Virginia 22161 (703) 605-6000. It is also available, free of charge, on the NHTSA web site at www.nhtsa.dot.gov.		
19. Security Classif. (of this report)		20. Security Classif. (of this page)		21. No. of Pages	22. Price

ACKNOWLEDGMENTS

The authors wish to acknowledge the assistance we received from Sheriff Bob Braudis of Pitkin County and Chief Tom Stephenson of Aspen. They welcomed this evaluation study, provided detailed records of the operation of the program and assisted in nearly every aspect of the study. David Hyman of High Mountain Taxi in Aspen was also very helpful.

David Ellison of the Colorado Department of Transportation was very gracious in providing the crash data for analysis and guiding us through the intricacies of the file.

To these individuals and the many others who helped with this project, the authors offer their sincere gratitude.

TABLE OF CONTENTS

ACKNOWLEDGMENTS	i
TABLE OF CONTENTS	ii
FIGURES	iii
EXECUTIVE SUMMARY	v
1 - INTRODUCTION	1
BACKGROUND	1
PROJECT SCOPE AND APPROACH	2
ORGANIZATION OF THE REPORT	2
2 - PROGRAM DESCRIPTION	3
SITE DESCRIPTION	3
<i>Population and Socio-Economic Factors</i>	3
THE TIPSY TAXI PROGRAM	5
<i>Overall Philosophy</i>	5
<i>Program Operation</i>	6
<i>Funding</i>	10
<i>Publicity</i>	12
3 - CRASH ANALYSES	15
APPROACH	15
RESULTS	15
4 - CONCLUSIONS AND RECOMMENDATIONS	19
5 - REFERENCES	21
APPENDICES	22

FIGURES

Figure 1: Map of Pitkin County, Colorado, and Surrounding Area	4
Figure 2: Number of Tippy Taxi Riders, 1984-1999	10
Figure 3: Annual Expenditures for Tippy Taxi Rides, 1990-1999	12
Figure 4: Nighttime Crashes in Pitkin County by Quarter, 1976-1998	16
Figure 5: Injury Crashes in Pitkin County by Quarter, 1976-1998	17
Figure 6: Fatal Crashes in Pitkin County and Comparison Counties, 1976-1998	17

EXECUTIVE SUMMARY

This report summarizes the results of a project that examined the operation and effects of an alternative ride program in Aspen, Colorado. The project was conducted for the National Highway Traffic Safety Administration (NHTSA). Specific objectives were:

- to describe the operation of a year-round ride service program for potentially alcohol-impaired drivers, and
- to evaluate its effectiveness in terms of reducing alcohol-related crashes.

Aspen's *Tipsy Taxi* is administered through the Pitkin County Sheriff's Office as a crime prevention program with assistance from Aspen and Snowmass Police Departments and the local restaurant association. It is one part of a three-pronged approach to DUI prevention, along with education and enforcement. *Tipsy Taxi* is operated within an environment described by the Sheriff's Office as "enlightened, humanistic enforcement," instituted in the 1970s by then-Sheriff Dick Kienast and continued by current Sheriff Bob Braudis and Aspen Police Chief Tom Stephenson. The fundamental philosophy is that there should be a partnership of law enforcement with the community to encourage residents and tourists to make correct choices.

Tipsy Taxi, which was initiated in 1983, is an extension of that philosophy and espouses the credo of providing a better choice. The cornerstone upon which *Tipsy Taxi* is built is "simplicity." The program is intended to be so simple to implement that even a person whose judgment is impaired by alcohol will make the right choice -- to take a free ride home instead of driving.

Tipsy Taxi was initially set up and continues to be guided by an informal advisory committee, comprised of individuals with various perspectives on the program. Those on the committee include the deputy sheriff who is the director, an Aspen police officer, the taxi company owner, a taxi driver, a bus driver, a bus supervisor, a bar owner, a bartender, the county attorney, the doctor who is the medical advisory, a member of the alcohol abuse recovering community and a citizen at large.

Tipsy Taxi is available 24-hours a day, 365 days a year. Program personnel feel that makes it easier for peace officers to arrest drunk drivers rather than succumbing to the temptation of "letting them off the hook". Officers are told that every drunk driver arrested by local officers had the opportunity to make a better choice and yet chose to ignore that offer.

In 1990, the Aspen City Council instituted the first of three ordinances prescribing mandatory training for bar owners, managers, and bartenders in topics such as liquor laws, over-serving laws, underage drinking laws, signs and symptoms of intoxication, symptoms of diseases that can mimic intoxication,

EVALUATION OF THE TIPSYP TAXI PROGRAM

tactics for peacefully cutting off service to intoxicated people, and proper use of alternative rides including *Tipsy Taxi*. Peace officers also have high levels of training in dealing with intoxicated people. *Tipsy Taxi* vouchers can be authorized only by these trained professionals.

Another variable impacting *Tipsy Taxi* ridership has been the availability of the public bus system. Until the early-1990s, "down-valley" bus service ceased at 11:30 PM. Because bars stay open until 2:00 AM, it is easy to understand why so many people took a *Tipsy Taxi*. When bus service was extended to include the early morning hours (until 2:30 AM) in the mid 1990s, *Tipsy Taxi* ridership declined.

Although sources of funding have changed over the past 17 years, two basic concepts, required by Pitkin County, have remained constant: tax dollars may not be used to fund *Tipsy Taxi* fares and the program may not operate in the red. Funding has come from regular fund-raising events, mailed solicitations, grants, alcohol license fees, fees for DUI offenders, and the like.

In addition to occasional publicity events, on-going public information efforts have included advertisements in the local newspaper, radio public service ads (in English and Spanish), flyers distributed in rental cars, and hard news coverage about the program.

Because Pitkin County has relatively few crashes, reductions which approach statistical significance are unlikely to be found except with interventions with dramatic results. Examination of crash data indicated that nighttime, injury and fatal crashes all declined after implementation of *Tipsy Taxi*. Injury crashes decreased by 15% in Pitkin County after the implementation of *Tipsy Taxi*, and there was no reduction of injury crashes in the comparison counties. The fact that nighttime and fatal crashes declined coincident with the implementation of the *Tipsy Taxi* program and that injury crashes declined significantly gives credence to the proposition that this ride service program has served to help reduce alcohol-related crashes.

1 - INTRODUCTION

This report summarizes the results of a project that examined the operation and effects of an alternative ride program in Aspen, Colorado. The project was conducted for the National Highway Traffic Safety Administration (NHTSA). Specific objectives were:

- to describe the operation of a year-round ride service program for potentially alcohol-impaired drivers, and
- to evaluate its effectiveness in terms of reducing alcohol-related crashes.

BACKGROUND

Ride service programs for alcohol-impaired persons have been in existence in the United States for many years (Harding, Apsler, and Goldfein, 1988). They vary from ones which are organized in conjunction with a major holiday associated with drinking (e.g., New Year's Eve) to programs which operate on a year-round basis. The authors were able to identify 325 ride service programs (RSPs) across the country. They found that most ride service programs (two-thirds) use taxis to provide the transportation, but that other types of vehicles are also used, including privately owned vehicles (often used in programs run by or for students), tow trucks, buses, vans and even police cars. In addition to programs which use tow trucks to transport the drinker's vehicle, some dispatch two drivers, one to provide the ride home and the other to transport the drinker's vehicle. They concluded that ride service programs are widespread and relatively easy to set up and operate, but that "Rigorous (impact) evaluations of RSPs are virtually non-existent" and that, for program operators, "the fact that they are delivering rides (even a small number of rides) is evidence enough for them that the program is working" (pg. 56).

One school of thought is that, as with enforcement (Lacey, Jones, and Smith, 1999), ride service programs which operate on a year-round basis rather than sporadically during perceived high risk periods may show promise in reducing alcohol-related crashes. However, previous examinations of such programs (Molof et al., 1995) have been unable to discern an effect on alcohol-related crashes. In this study they studied both a year-round program (*I'm Smart* in Syracuse, New York) and a holiday program (*Sober Cab*, which operates between December 25 and January 1 in Minneapolis and St. Paul, Minnesota). They found that these programs functioned quite smoothly and that there was good awareness of the programs in both communities. However, Molof et al. were unable to discern an effect attributable to the programs either on Driving While Intoxicated (DWI) arrests or on alcohol-related crashes. One rationale proposed for this finding is that the volume of rides provided could avert only a small fraction of

EVALUATION OF THE TIPSY TAXI PROGRAM

the DWI events taking place in the communities, and thus would be unlikely to have a measurable direct effect on arrests or crashes.

For the current project, the initial charge was to identify a well-established ride service program, which provided continuous service and had become self-sustaining. Then steps were taken to document its procedures and an examine of its effect on crashes. The intent is to add to the knowledge base about alternative transportation programs intended to reduce impaired driving.

PROJECT SCOPE AND APPROACH

The project called for conducting a case study of a year-round ride service program that had been in place for some time, in order to identify characteristics of an active, self-sustaining program. By networking through NHTSA regional offices, Aspen's *Tipsy Taxi* program was identified as such a program. Preliminary inquiries were made to determine Aspen's interest in participating in the study. In consultation with Aspen and Colorado officials, it was decided that the counties containing Telluride and Crested Butte (San Miguel and Gunnison Counties respectively) would be appropriate comparison communities because they had similar characteristics as destination resort areas but did not have a long history of a similarly active ride service program. Telluride had a ride service program that was used very infrequently and Crested Butte had a more limited program of van service operated by off-duty police officers.

Next, project staff visited the site and conducted a series of discussions with site contacts to obtain information regarding the implementation and operation of the program.

The last step was to analyze crash data to estimate the impact of the program on a proxy of alcohol-related crashes.

ORGANIZATION OF THE REPORT

This chapter is followed by a chapter describing the program and presenting data on the actual operation of *Tipsy Taxi*. This is followed by a chapter describing the crash analyses and their results. Conclusions and recommendations are presented in Chapter 4.

2 - PROGRAM DESCRIPTION

SITE DESCRIPTION

Population and Socio-Economic Factors

Pitkin County, located on Colorado's Western Slope, is about 1,000 square miles of mountainous terrain, much of it national forest. The county seat is Aspen, a year-round destination resort with major influxes of visitors in winter and summer. The population centers -- Aspen, Snowmass Village, Basalt (partly in Pitkin, partly in Eagle County), Redstone and Thomasville -- are connected by a system of state and secondary roads which, because of mountainous terrain, naturally follow the creeks and rivers (Figure 1). The 20 miles of State Highway (SH) 82 from Basalt to Aspen is the only four-lane road in the county. The 20 miles of SH 82 from Aspen to the continental divide is two-lane, as is SH 133 from Carbondale to Redstone. The additional 195 miles of secondary roads, 26.5 miles of Aspen city streets, 25 miles of roads in Snowmass Village and 6 miles of the Pitkin County part of Basalt, are all two-lane and rather unforgiving. State Highway 82 is the main travel route in the county.

The total year-round population of all of Pitkin County is approximately 27,400. The unincorporated part of the county has a population of about 15,000. Incorporated Aspen has a year-round population of approximately 6,000, Snowmass Village about 4,400 and the Pitkin County part of Basalt approximately 2,000. However, these figures can swell by tens of thousands during the tourist seasons, especially during the winter ski season.

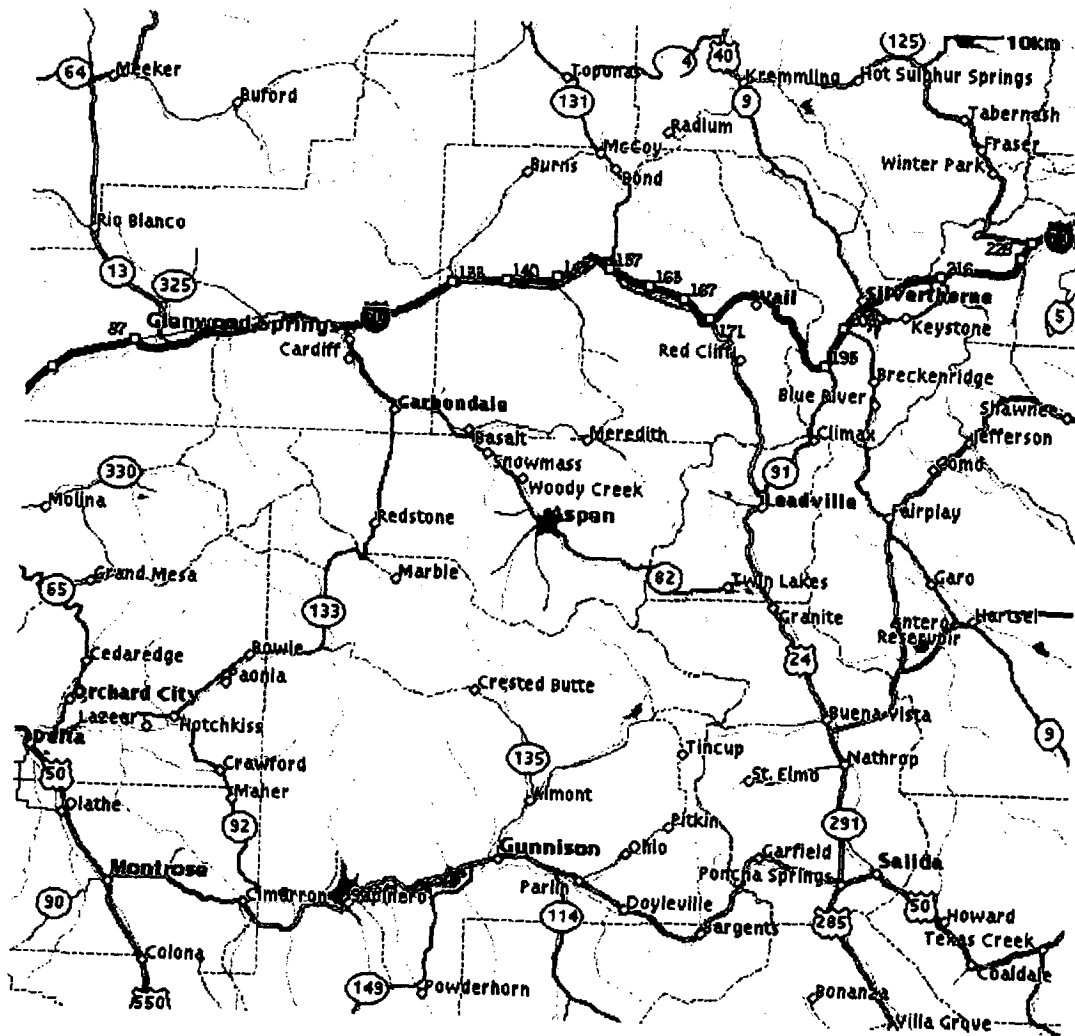
Because of high real estate prices in the Aspen area, many of the working class are forced to commute 25 or more miles a day from their more affordable homes "down valley" to the resort communities of Aspen and Snowmass.

The ethnic make-up of Pitkin County is predominately Caucasian. However, there has been a recent influx of Latinos, working largely in the service industries and commuting long distances to work. The proportion of the population that Latinos represent has been estimated to be 20% or more.

Pitkin County is an area of high risk for impaired driving. Among Colorado's 63 counties, Pitkin ranks first in retail alcohol sales in drinking establishments and second in retail sales in liquor stores. There are approximately 90 liquor licenses in Aspen, 29 in unincorporated Pitkin County, 35 in Snowmass Village, and 18 in Basalt, making a high population-to-bar ratio.

EVALUATION OF THE TIPSY TAXI PROGRAM

Figure 1: Map of Pitkin County, Colorado, and Surrounding Area



PROGRAM DESCRIPTION

The Roaring Fork Transit Agency operates a bus service throughout Aspen and Snowmass, and down the valley as far as Glenwood Springs. This system operates as late as 2:30AM and thus provides yet another low cost alternative means of transportation for potential impaired drivers.

THE TIPSYP TAXI PROGRAM

Overall Philosophy

Aspen's *Tipsy Taxi* is administered through the Pitkin County Sheriff's Office as a crime prevention program with assistance from Aspen and Snowmass Police Departments and the local restaurant association. It is one part of a three-pronged approach to DUI prevention, along with education and enforcement. *Tipsy Taxi* is operated within an environment described by the Sheriff's Office as "enlightened, humanistic enforcement," instituted in the 1970s by then-Sheriff Dick Kienast and continued by current Sheriff Bob Braudis and Aspen Police Chief Tom Stephenson. The fundamental philosophy is that there should be a partnership between law enforcement and the community to encourage residents and tourists to make correct choices.

Tipsy Taxi, begun in 1983, is an extension of that philosophy and espouses the credo of providing a better choice. The cornerstone upon which *Tipsy Taxi* is built is "simplicity." The program is intended to be so simple to use that even a person whose judgment is impaired by alcohol will make the right choice -- to take a free ride home instead of trying to drive.

Another basic tenet of *Tipsy Taxi* is to remove all physical and psychological barriers to its use. The ride home is completely free and confidential. Moreover, the Aspen Police Department will waive any parking tickets and tow fees incurred by a *Tipsy Taxi* client's car having been towed for snow removal or street cleaning.

Program operators state that because impaired driving is preventable if the drinker refrains from driving, the sole purpose of *Tipsy Taxi* is to keep the impaired person physically separated from his or her car. *Tipsy Taxi* takes no moral stance on drinking alcohol and does not try to solve an alcohol abuser's larger problems. It merely seeks to keep the intoxicated person out of his or her vehicle, thereby helping not only the potential drunk driver but also everyone else on the road who might be an unwitting victim of another's poor choice.

Tipsy Taxi is available 24-hours a day, 365 days a year. Program personnel feel that makes it easier for peace officers to arrest drunk drivers rather than succumbing to the temptation of "letting them off the hook." Officers are told that every drunk driver arrested by local officers had the opportunity to make a better choice and yet chose to ignore that offer.

Tipsy Taxi, then, is described as a kind of safety net for those "who have no other way to avoid driving drunk" (the slogan used in current public service ads --

EVALUATION OF THE TIPSY TAXI PROGRAM

see appendix for samples). Although the Sheriff's Office encourages those who choose to drink alcohol to do so responsibly, they recognize that some people are going to choose to drink to the point of intoxication. Even those who make provisions for alternative rides may have those plans thwarted -- a designated driver may lapse into drinking, a bus may be missed, and so forth. The *Tipsy Taxi* program managers assume that it is the nature of safety nets to catch more than the minimum. With the philosophy that it is better to accept some limited amount of abuse (such as using the service when other safe ways home may exist) rather than risk excluding any legitimate use, bartenders are instructed never to turn down a *Tipsy Taxi* request. The thinking is that the risk of denying a legitimate ride far outweighs the risk of allowing a certain amount of abuse.

In approaching the community for support, the point is made that using the roadway is an experience that all people share. Everyone, regardless of socio-economic level, is a potential victim of a drunk driver. Therefore, it follows that everyone benefits from *Tipsy Taxi* -- not only the potential drunk driver, but also every person who may be a victim of that drunk driver. Consequently, the community seems to embrace *Tipsy Taxi*. All socio-economic elements of Aspen participate -- from the very rich who donate money, to the middle class who organize benefits, to the inmates in the Pitkin County jail who donate their time to accomplish non-confidential clerical chores such as numbering and collating vouchers.

Program Operation

Tipsy Taxi's first day of operation was December 16, 1983. It has run without interruption 24 hours a day, every day of the year since then.

The director of Aspen's *Tipsy Taxi* is a deputy sheriff who, as part of her job description, is responsible for the administration of the program. Approximately one-half of one day each week (or 250 hours each year) is spent on *Tipsy Taxi* management. The program's success and longevity may be partially attributable to the fact that other government employees are also assigned tasks in the system, thus assuring continuity at virtually no extra cost. For example, the Pitkin County attorney is the program's legal counsel. An Aspen Valley Hospital emergency room doctor is the program's medical counsel. The County treasurer is responsible for taking in all *Tipsy Taxi* donations, and the County finance department keeps track of the *Tipsy Taxi* account as a separate line item in Pitkin County's budget and cuts monthly checks, per the director's request, to the taxi company to reimburse for rides provided.

The ability to provide 24-hour a day service by *Tipsy Taxi* is simplified by the fact that Aspen has a Public Utilities Commission (PUC)-regulated taxi company. During the first few years of *Tipsy Taxi's* operation there were actually two taxi companies operating in Aspen, but for the past dozen years there has been only one, making administration even easier. *Tipsy Taxi* is, quite simply, an open

PROGRAM DESCRIPTION

charge account with that taxi company. Because other conditions, such as diabetes, can mimic the symptoms of intoxication, only professionals trained in the identification and handling of intoxicated individuals -- peace officers and bar employees -- can access the charge account.

In 1990, the Aspen City Council instituted the first of three ordinances (see appendix) prescribing mandatory training for bar owners, managers, and bartenders in topics such as liquor laws, over-serving laws, underage drinking laws, signs and symptoms of intoxication, symptoms of diseases that can mimic intoxication, tactics for peacefully cutting off service to intoxicated people, and proper use of alternative rides, including *Tipsy Taxi*. Peace officers, of course, have high levels of training in dealing with intoxicated people. *Tipsy Taxi* vouchers can be authorized only by these trained professionals.

A *Tipsy Taxi* ride can be initiated in several ways. Most often a *Tipsy Taxi* ride is offered by a bar employee or peace officer who identifies a person as needing help. However, a ride can be requested by a bar patron from his or her bartender. A host of a private party can call the police or sheriff for a voucher for a guest who has over-indulged. In this case, the responding officer congratulates the host for caring for his or her guests and arranges the safe *Tipsy Taxi* ride home.

In any scenario, once an individual has been identified as a *Tipsy Taxi* client, the bartender or peace officer responsible for arranging for the *Tipsy Taxi* ride follows a few simple but extremely important guidelines. They are outlined in the *Tipsy Taxi* manual (see appendix) and are designed to create a safe atmosphere for the rider and to minimize liability to the Sheriff's Office and the director.

In terms of liability, because *Tipsy Taxi* is a crime prevention program and is operated under the authority of the Sheriff's Office, the sheriff and deputy sheriff director are governed by the same rules of law as for the execution of any activity in the line of duty. The director makes every effort to run the program responsibly and to educate bartenders and taxi drivers on proper use. (See appendix for medical and underage drinking guidelines). However, civil law does not preclude personal lawsuits. The sheriff and deputy sheriff accept that risk because they believe the potential good outweighs the personal risk. To date, Aspen's *Tipsy Taxi* has enjoyed a perfect safety record.

The most fundamental rule of *Tipsy Taxi* is that the bar employee or officer who has identified a person as a *Tipsy Taxi* candidate (and therefore is in need of assistance) is responsible for that person's well being until he or she physically hands the person over (with the voucher) to the taxi driver. The responsible officer or bartender calls the local taxi company and requests that a cab come to his or her location. Then, he/she fills out a voucher, which activates the open charge account. The responding taxi driver then is responsible for the person until he/she is dropped off at the front door of his/her residence.

Tipsy Taxi vouchers are four-part forms. The top copy stays with the bar as a record of those who have been provided rides. The middle two copies initially are

EVALUATION OF THE TIPSY TAXI PROGRAM

kept by the taxi driver and subsequently used for payment records: one copy stays with the taxi company for their permanent records while the other is processed by the taxi company and is included, as proof of service, with the monthly statement to the *Tipsy Taxi* director who authorizes payment of the bills. The last copy is given to the *Tipsy Taxi* client. Attached to his/her copy are three documents: a reminder that the ride is a gift from the community and not supported by tax dollars; a self-addressed envelope in case he/she wants to make a donation; a notice that if his/her car had been towed for street cleaning or snow plowing that he/she can get the parking ticket and towing fees waived by presenting the *Tipsy Taxi* voucher to the Police Department the next day.

The information required on the *Tipsy Taxi* voucher is minimal but necessary for responsible operation of the program. The bartender or peace officer offering the ride must fill out basic information such as the date and time, the name of drinking establishment (or location of the ride origination which may be a private party), the authorizing person's name and signature, the full name of the rider and the exact destination. The taxi driver fills out the number of miles and the amount of the taxi fare that will be charged to the program.

Tipsy Taxi rides are not constrained by geographical limits. However, for legal reasons, there must be a monetary limit, which is now \$75, increased from \$25 to \$35 to \$50 as the demographics of the area has evolved. First, the cost of a taxi ride was increased by the PUC over the years. Second, because of the increase in the price of real estate in the Aspen area and the subsequent exodus of the working class to homes in more distant locations, the average distance traveled in each *Tipsy Taxi* ride has increased, thereby increasing the cost. At the onset of the program, in the mid-1980s, the average cost of a ride was approximately \$8. It is now approximately \$28.

The *Tipsy Taxi* director must balance a fine line between running the program responsibly and over-managing it to the point that bartenders and officers won't use it. All vouchers are numbered and accounted for, as each one is worth up to \$75. Packets of ten vouchers are distributed to each bar by Aspen Police officers. Distribution of the vouchers is a friendly part of routine bar checks by officers and provides an opportunity for pleasant and constructive interaction between the bar employees and officers. The taxi company sends copies of activated vouchers to the director at the end of each month along with a statement and the director checks for accuracy and legitimate use. There have been a few cases of blatant abuse (for example, a bartender issuing himself a voucher or the same person listed as a rider many times during one month). In those instances, the director approaches the bar manager to educate him or her about the problem and requests a solution by the liquor industry instead of law enforcement. Without exception, peer education within the industry has resulted in the resolution of every problem.

Tipsy Taxi was set up initially and continues to be guided by an informal advisory committee, comprised of individuals with various perspectives on the program. Those on the committee include the deputy sheriff who is the director,

PROGRAM DESCRIPTION

an Aspen police officer, the taxi company owner, a taxi driver, a bus driver, a bus supervisor, a bar owner, a bartender, the county attorney, the doctor who is the medical advisor, a member of the alcohol abuse recovering community and a citizen at large.

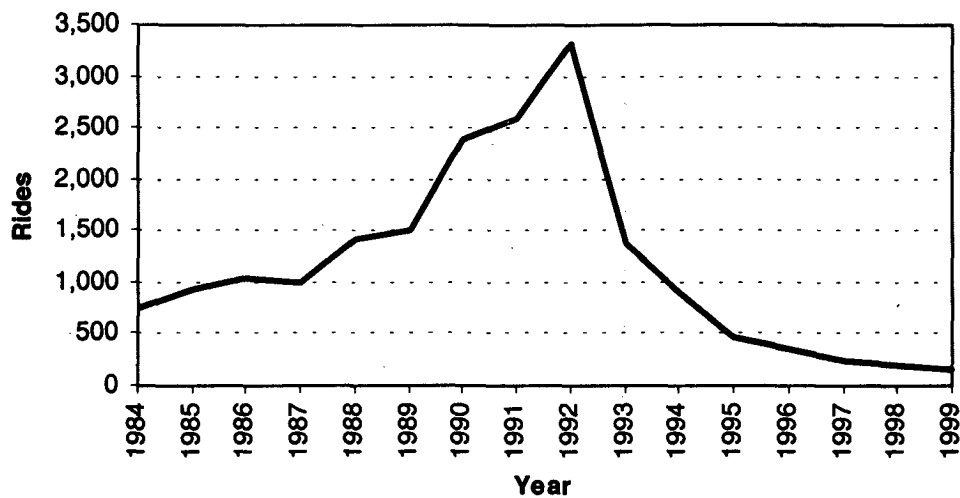
Ridership numbers have varied radically as the program has responded to changing demographics and evolved to meet the changing needs of the community. In its infancy, one major goal of *Tipsy Taxi* was simply to become known and accepted. At that time, the slogan was "*Tipsy Taxi* -- if you need it, use it". Any public fear that may have existed at the outset (that names of riders would be kept and somehow used against them at some point) was quickly dispelled. All rides are confidential and, once the rides have been determined by the director to be legitimate, used vouchers are shredded. Summary statistics are kept, but individual names are not kept more than six months. Ridership quickly rose, and it could be argued that *Tipsy Taxi* became a victim of its own success. It became such a household word that program personnel felt that citizens began to view it as a constitutional right rather than a gift of the community. In the early 1990s then, the challenge became one of paring down blatant abuse to essential rides without losing the ridership of the very people it was designed to protect. Once again, the job of the director focused on the balance of over-use with under-use.

It is very important to note that another variable impacting *Tipsy Taxi* ridership has been the availability of the public bus system. Until the early-1990s, "down-valley" bus service ceased at 11:30 PM. Because bars stay open until 2:00 AM, it is easy to understand why so many people took a *Tipsy Taxi*. When bus service was extended to include the early morning hours (until 2:30 AM) in the mid 1990s, *Tipsy Taxi* ridership declined.

At about the same time that bus service was extended, the program director sensed that local residents were beginning to use *Tipsy Taxi* as a taxi service rather than for its intended purpose. A publicity program encouraging responsible use of the program was mounted, and education for bartenders to be wary of misuse was increased. Ridership soon dropped to a more sustainable level. As indicated in the figure below, ridership continued to decline through 1999. Currently, program managers feel that the service perhaps is being underutilized. They plan to mount publicity efforts to increase program awareness and appropriate use.

EVALUATION OF THE TIPSY TAXI PROGRAM

Figure 2: Number of Topsy Taxi Riders, 1984-1999



Funding

Although sources of funding have changed over the past 17 years, two basic concepts, required by Pitkin County, have remained constant: tax dollars may not be used to fund *Topsy Taxi* fares and the program may not operate in the red.

When the notion of *Topsy Taxi* was first considered in 1982, a serendipitous combination of events unfolded that facilitated initiation of the program. In 1982 the Aspen City Council was considering a 10% increase in the liquor license fees charged to bars for the privilege of serving alcohol. In response, the local liquor industry organized a chapter of the Colorado/Wyoming Restaurant Association, the main purpose of which was to lobby against the proposed fee increases. Coincidentally, the Sheriff's Office was trying to organize *Topsy Taxi* and, as a result of meetings with all involved parties, a compromise was struck. The restaurant association would agree not to oppose the increase in fees if City Council agreed to dedicate the entire 10% increase solely to the operation of *Topsy Taxi*. After a year, the fees would be reevaluated.

With this seed money for a year's operation, the idea of *Topsy Taxi* became a reality. It was set up by the Sheriff's Office as a crime prevention program, and it was administered with close cooperation from other local law enforcement and the restaurant association. The community quickly embraced the service. The first year of service was deemed a success.

Ridership rose quickly and the need for more funds became apparent. Aspen City Council (and soon Snowmass Village Town Council, upon presentation of data describing the numbers of rides generated to and from Snowmass Village) continued to support *Topsy Taxi* with grants generated from liquor license fees. In

PROGRAM DESCRIPTION

addition, other organizations, such as the Aspen Foundation, favorably received grant applications submitted by the *Tipsy Taxi* director. In addition, many local benefits were also organized by individual restaurants -- Ute City Banquet, Taka Sushi, Woody Creek Tavern, and so forth. *Tipsy Taxi* quickly became an institution in the community and fund-raising benefits for the program were supported enthusiastically.

In 1989, an important source of funding was instituted -- the annual Bartenders' Ball, a black tie affair which is held primarily for locals to celebrate the end of the ski season. It is organized and run by the restaurant association. In its many years of operation, it has generated tens of thousands of dollars and remains an annual tradition.

In 1990 another important source of funding became available. The local county court judge (presiding over the court in which DUI cases are heard), in response from a request from the District Attorney's Office and the Sheriff's Office, agreed to levy a fine (minimum \$35) upon everyone convicted of an impaired driving offense (DUI, DWAI, DUID) in Pitkin County. This fine system soon became an important source of revenue for *Tipsy Taxi*. In 1994, revenues began to significantly exceed expenditures. Consequently, *Tipsy Taxi* funds were placed in an interest-bearing account.

However, in the early 1990s, the program was floundering financially, and it became clear that abuse had risen to an intolerable level. Therefore, the director mounted an educational campaign for bartenders to make reasonable efforts to pare down rides to those that were truly needed. The bartenders embraced the "save *Tipsy Taxi*" campaign, and the philosophy that the program needed to be policed by the liquor industry and peer pressure rather than by law enforcement was continued -- and it worked.

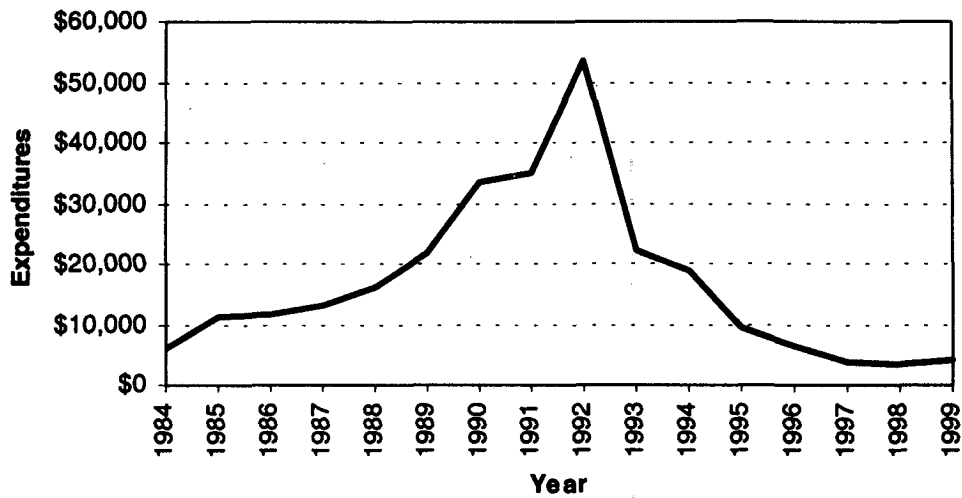
It should be noted that, in 1993 and 1994, two individuals kept *Tipsy Taxi* afloat financially. The first was Ed Calesa, a private citizen who not only donated \$10,000 himself but also organized a fund-raising campaign that generated an additional \$20,000. The second was John Denver, whose benefit concert for *Tipsy Taxi* [held as partial fulfillment of a DUI sanction (see appendix)] netted \$25,000.

The efforts in education, coupled with the good timing of increased bus service until 2:30 AM, had a profound effect. Ridership dropped to the point that the director is now mounting a public service campaign to increase ridership, and once again right the balance.

As can be seen from the graph below, the pattern of expenditures has closely mirrored that of the ridership volume depicted above.

EVALUATION OF THE TIPSYP TAXI PROGRAM

Figure 3: Annual Expenditures for Topsy Taxi Rides, 1990-1999



One notion that has become clear over the nearly 17 years of Aspen's *Topsy Taxi* is that maintaining a ridership level that falls between abuse and under-utilization is a constant balancing act. As the demographics of the community change and as bus service changes, appropriate *Topsy Taxi* ridership levels also change. The stated program goal is to make the safety net large enough so that everyone who needs the service will use it, but not to make the net so large that it causes the program to go bankrupt.

The significant sources of income mentioned above, coupled with decreasing ridership, assured the continuance of *Topsy Taxi*. In fact, one goal of the director, to have *Topsy Taxi* endowed to the point that it is self-supporting on generated interest, is not far from becoming a reality as long as ridership levels remain manageable. As of the end of 1999, *Topsy Taxi* had raised \$442,517 for the program and had a current balance of \$214,540. Accumulated interest accounts for \$49,900 of that balance.

Publicity

In a resort community, quickly changing populations of tourists and high rates of turnover in the service industries (including bartenders and taxi drivers) present a constant challenge. Efforts to raise public awareness about the *Topsy Taxi* program have included publicity surrounding fund-raising events such as the Bartenders' Ball and the John Denver concert. In addition, on-going efforts have included advertisements in the local newspaper, radio public service ads (in

PROGRAM DESCRIPTION

English and Spanish), flyers distributed in rental cars and hard news coverage about the program. Examples of these materials appear in the appendix.

EVALUATION OF THE TIPSY TAXI PROGRAM

3 - CRASH ANALYSES

APPROACH

The crash analysis used an interrupted time series approach following the procedure described by (Box and Jenkins, 1976). Blood alcohol concentrations (BACs) of drivers involved in fatal crashes provide the best objective measure of alcohol involvement, but fatal crashes were not appropriate here because of the small number of such crashes that occurred in the study jurisdiction (three in the entire year 1998). Instead, two surrogate measures of Topsy Taxi program effects were used in this analysis, *nighttime crashes* and *injury crashes*¹. Quarterly counts of such crashes were used in the analysis.

In order to help rule out the effect of other factors unrelated to the program, two comparison jurisdictions with similar socio-economic and DUI enforcement systems were used, Gunnison County (including Crested Butte) and San Miguel County (Including Telluride). A step function intervention at the start of the program (December 1984) was used, and the comparison counties were used as explanatory series. To meet the stationarity requirements of the Box-Jenkins procedure, logarithmic transformations of the time series were used.

RESULTS

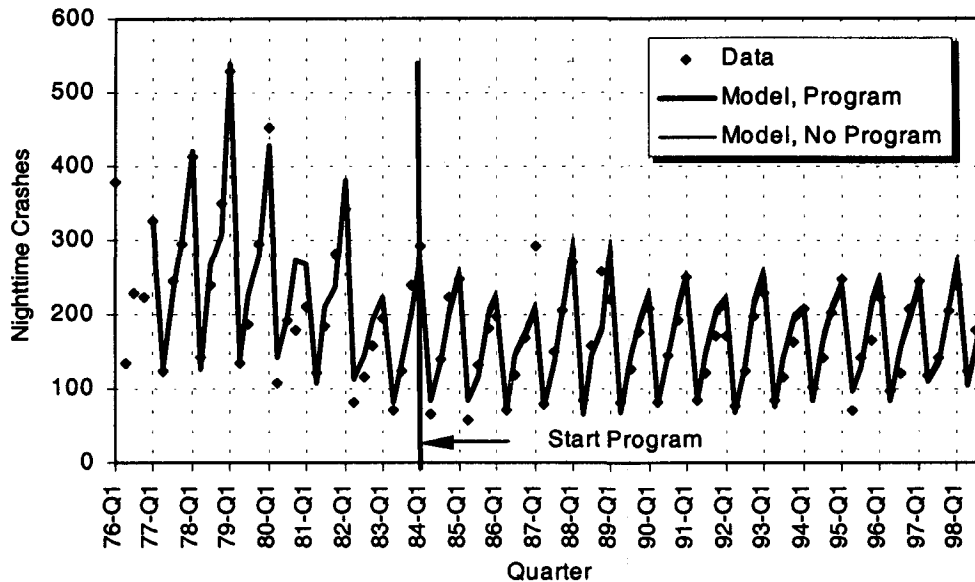
The analysis of nighttime crashes found a small, but statistically insignificant ($t = -0.48$), reduction in nighttime crashes of about 4% after the program began. This lack of any meaningful reduction is apparent from Figure 4 which shows the number of nighttime crashes that occurred in each quarter during the period 1976-1998. The symbols represent the raw data, and the legend indicates the two modeled series that were fitted to the data. The difference between the two modeled series is too small to be seen on the graph.

The analysis of injury crashes gave quite different results, a highly significant ($t = -2.61$) reduction of 15%. The reduction is clearly visible on the graph (Figure 5). A separate time series analysis of the comparison series of injury crashes indicated no reduction at any intervention point near the start of *Topsy Taxi* (mean = 35 injury crashes per quarter).

There were too few fatal crashes in Pitkin County and the comparison counties for formal time series analysis. Nevertheless, we plotted the annual number of such crashes versus year for the period to see if any differences were suggested

¹ Nighttime and injury crashes are often used as proxy measures of alcohol-related crashes in studies of this nature involving small jurisdictions.

Figure 4: Nighttime Crashes in Pitkin County by Quarter, 1976-1998



between the two groups. The results are shown in Figure 6, and do suggest a reduction in the number of Pitkin County fatal crashes after the intervention, and little or no reduction in the number of fatal crashes in the comparison counties.

We then performed a before-and-after analysis of the ratio of Pitkin County's fatal crashes to the comparison counties' fatal crashes to see if there was any significant change in the ratio after the intervention. We found that the ratio decreased from 0.78 to 0.60 (30%), but that, as expected, the decrease was not statistically significant ($p=0.29$). We also performed an ANOVA analysis of fatal crashes as a function of county (Pitkin and comparison) and period (before and after), finding no significant interaction effect ($p=0.89$). There were, however, significant main effects for both county ($p=0.01$) and period ($p=0.02$). The mean in Pitkin County was less than the mean in the comparison counties (4.6 per year and 6.8 per year, respectively), and the mean after *Tipsy Taxi* was less than the mean before *Tipsy Taxi* (4.7 per year and 6.6 per, respectively).

Because Pitkin County has relatively few crashes, reductions which approach statistical significance are unlikely to be found except with interventions with dramatic results. The fact that nighttime, injury and fatal crashes all have declined coincident with the implementation of the *Tipsy Taxi* program and that injury crashes declined significantly gives credence to the proposition that this ride service program has served to help reduce alcohol-related crashes.

CRASH ANALYSES

Figure 5: Injury Crashes in Pitkin County by Quarter, 1976-1998

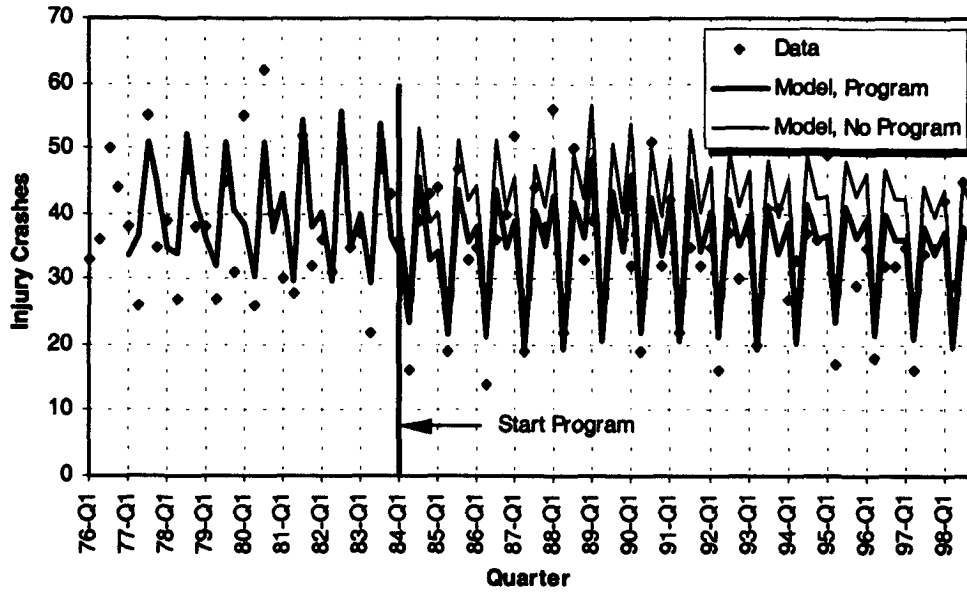
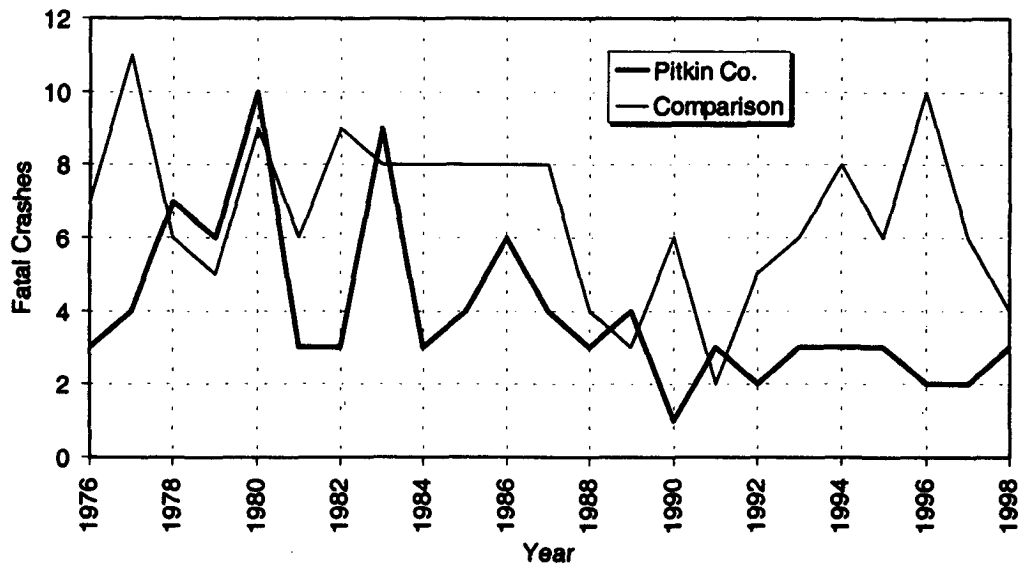


Figure 6: Fatal Crashes in Pitkin County and Comparison Counties, 1976-1998



EVALUATION OF THE TIPSY TAXI PROGRAM

4 - CONCLUSIONS AND RECOMMENDATIONS

This evaluation of the *Tipsy Taxi* program indicates that it is feasible to implement a full time ride service program for potential alcohol impaired drivers which is functional, self-sustaining, and effective.

The *Tipsy Taxi* program is implemented in a very supportive context in that both community and enforcement leaders are oriented towards intervention as well as punishment, the population served is well defined geographically, and the community is quite affluent, affording a variety of funding sources. Additionally, the ride service program supplements a fairly comprehensive public bus system which operates during high-risk, late night hours and thus offers another form of alternative rides for potential impaired drivers.

Analysis of crash data indicates that in this supportive environment, an alternative ride program can serve to help reduce alcohol-related crashes. Injury crashes decreased by 15% in Pitkin County after the implementation of *Tipsy Taxi*, and there was no reduction of injury crashes in the comparison counties.

The success of the *Tipsy Taxi* program is do to many factors including the cooperation of many local governmental agencies, a committed coordinator, the participation of bars and restaurants, the local taxi company and the bus system. The community at large has also embraced the program through fund raising and publicity efforts.

Other communities should consider implementing similar programs incorporating many of the operational elements described in this report, with the understanding that an alternative ride program is not the sole solution to impaired driving but is a rational component of a comprehensive program to address this important issue.

EVALUATION OF THE TIPSY TAXI PROGRAM

5 - REFERENCES

- Box, G and Jenkins, G. (1976). *Time Series Analysis: Forecasting and control*. San Francisco: Holden-Day.
- Harding, WM, Apsler, R, and Goldfein, J. (1988). *The assessment of ride service programs as an alcohol countermeasure. Final report*. Washington, DC: National Highway Traffic Safety Administration.
- Lacey, JH, Jones, RK, and Smith, RL. (1999). *An evaluation of Checkpoint Tennessee: Tennessee's statewide sobriety checkpoint program*. DOT HS 808 841. National Highway Traffic Safety Administration.
- Molof, MJ, Dresser, J, Ungerleider, S, Kimball, C, and Schaefer, J. (1995). *Assessment of year-round and holiday ride service programs*. DOT HS 808 203. Washington, DC: National Highway Traffic Safety Administration.

APPENDICES

By using this voucher, all parties agree to the terms in the printed instructions, *Tipsy Taxi Straight Up. How To Use It and Not Abuse It.* Copies are available at Pitkin County Sheriff's Department. Mis-use of Tipsy Taxi may be prosecuted under the law.

**DON'T
DRIVE
DRUNK!**



Nº 64563

GET A
Free Ride
Aspen's Tipsy Taxi

Fill out completely and accurately.
WRITE LEGIBLY!

Bartender	Name of Bar _____
	Date _____ Time _____
	Bartender (Print) _____
	Bartender (Signature) _____
Exact Destination _____ <small>(Street and Number)</small>	
Customer _____ <small>(Full Name - Print)</small>	
Taxi Driver	Taxi Driver _____
	Total No. of Miles _____
	\$ Total _____
Tipsy Taxi will pay up to \$30.00	

Thank you for using Tipsy Taxi.
We appreciate your not driving home intoxicated.
For further information, please call 820-5300

White-Bar Pink-Driver Yellow-Taxi Co Gold-Customer
SAVE YOUR GOLD COPY

TO TIPSY TAXI USER:

SAVE THE GOLD COPY OF THE VOUCHER.
YOU WILL NEED IT FOR THE FOLLOWING:
Parking tickets for 3am - 7am and/or timed parking (before noon) will be changed to a warning if voucher is presented to the Police Department within 24 hours. The car must be moved from timed parking areas by noon. Any tickets after that will not be changed.

To retrieve your car at no charge if it was towed for 3am - 7am restricted downtown parking after you took Tipsy Taxi, you must present the gold copy the next day to the Aspen Police Department. Pick up your car only when you are sober. If the Police think you are still impaired, a police officer will check you out before you can have your car. This is for your safety.

Tipsy Taxi is funded by voluntary contributions by many generous people. If you would like to help keep Tipsy Taxi working, please feel free to send a donation to:

Tipsy Taxi
Pitkin County Sheriff's Dept..
506 East Main Street
Aspen, CO 81611

**THANK YOU FOR NOT DRIVING WHEN YOU
HAVE HAD TOO MUCH TO DRINK.**

HI!

Recently you took a Topsy Taxi ride. The ride was provided at no charge to you as someone else paid for it.

If you are unable to reimburse for Topsy Taxi, consider your ride a gift with no strings attached.

However, if you can reimburse Topsy Taxi, please do so by using the attached envelope.

The average Topsy Taxi fare is \$20.00, but any amount will help maintain this great benefit to all of us.

By reimbursing Topsy Taxi you will make it possible for someone else to use this assistance. It could save a life and the life you save might be your own.

Thank you very much.



C/O Pitkin County Sheriff's Office
506 E. Main St.
Aspen, CO 81611



Robert C. Braudis, Sheriff
Pitkin County Sheriff's Office

TIPSY TAXI POLICY REGARDING UNDERAGE DRINKING

The highest priority of the Pitkin County Sheriff's Office is to work toward enhancing the safety of every individual in the county. This includes residents and visitors, young and old.

Tipsy Taxi is a crime prevention program of the Pitkin County Sheriff's Office. PCSO does NOT condone underage drinking (defined by Colorado statutes as the consumption of an alcoholic beverage by any person under 21 years old). However, we realize that despite our best efforts through education and enforcement, a young person in this county may still choose to drink. The problem would be compounded if that individual then chose to drive, to get in a car with a drunk driver, or to try to walk home in cold, snowy, or otherwise hazardous conditions. The dangers of drinking are more serious for young people because of their relative lack of experience.

Therefore, the Pitkin County Sheriff's Office wants nothing to stand in the way of a young person's asking us for help if he or she is the position of being intoxicated and having trouble getting home. We encourage a young person who may be in that situation to call the Sheriff's Office. We will make every reasonable effort to ensure his or her safety. Legal consequences for the young person will be dealt with at a later time, after he or she is sober. Parents or guardians will be involved.

If any taxi driver giving a young person a Tipsy Taxi ride is aware that the rider is under 21 years old, that driver must immediately contact the Sheriff's Office. We will make every reasonable effort to ensure the safety of that young person.

Pitkin County Sheriff's Office 2/18/2000

Deputy Ellen Anderson

Approved by Sheriff Braudis 2/17/2000

Approved by Debra Quinn, Assistant County Attorney 2/16/2000

Administration: 506 E. Main, Suite 101 Aspen, CO 81611 970/920-5300 Facsimile: 970/920-5307
Detention: 515 E. Bleeker, Dept. J Aspen, CO 81611 970/920-5331 Facsimile: 970/920-5339



**ASPEN
VALLEY
HOSPITAL**

0401 Castle Creek Road • Aspen, Colorado 81611 • 970/925-1120

February 19, 2000

High Mountain Taxi
111C Aspen Business Center
Aspen, Colorado 81611

Dear Taxi Driver:

From time to time you may be asked to drive a Tipsy Taxi customer home. Because these people are intoxicated, we are providing you with some medical guidelines to help you deal with them.

Many people, as you know, drink alcohol in moderation with no long-term adverse effects. However, occasionally people will drink to the point that they may be a real danger to themselves or others. If this occurs while a person is in your taxi, *you must seek medical help immediately for that person.*

If a person is unable to walk, is unable to talk coherently, is extremely disoriented or agitated, or is throwing up, medical help should be sought immediately. Be aware that occasionally a passenger may initially appear to be OK and then his condition may deteriorate rapidly in a matter of minutes if he drank a lot of alcohol just before getting into your taxi (for example, chugged a pint of vodka). He may get into your taxi quite normally and the "crash". *If this happens, get help immediately.*

If you have an emergency with your passenger, dial 9-1-1.

Otherwise, if a person can walk and talk OK, knows who he is and where he his going, he will probably be OK. *If in doubt, call for help.*

Sincerely,


Bud Glissman, M.D.
Emergency Room Physician



United to Improve America's Health™

Fed ID # 84-0720309



ORDINANCE NO. 23
(Series of 1990)

AN ORDINANCE REQUIRING REGISTERED MANAGERS OR OWNERS/OPERATORS LICENSED TO DISPENSE MALT, VINOUS, AND SPIRITUOUS LIQUORS TO ATTEND A SEMINAR ON COLORADO LIQUOR AND BEER CODES EVERY THREE (3) YEARS; AMENDING CHAPTER 4, ARTICLE 3 OF THE MUNICIPAL CODE OF THE CITY OF ASPEN

WHEREAS, the City of Aspen is a resort community with a high number of licensed establishments per capita; and

WHEREAS, the resort nature of the community fosters the employment of significant numbers of people who are unfamiliar with the Colorado Liquor and Beer Regulations and their implications;

WHEREAS, the community desires to promote responsible consumption of malt, vinous and spirituous liquors by both residents and guests; and

WHEREAS, the Aspen Police Department has experienced a significant increase in violations of the Colorado Liquor and Beer Code Regulations, particularly in requests for service by underage minors; and

WHEREAS, the City Council of the City of Aspen has determined that education on the awareness of Colorado Beer and Liquor Code Regulations by those persons actively involved in the dispensing of malt, vinous and spirituous liquors to both residents and guests will promote responsible consumption practices within the community, and reduce many of the problems of alcohol abuse, including drinking and driving.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF
THE CITY OF ASPEN, COLORADO:

Section 1

That a new Section 4-30 of the Aspen Municipal Code shall be
enacted as follows:

"Section 4.30. Definitions.

- (a) 'Manager or Owner/Operator'. As set forth in this chapter, any person who manages or is the owner/operator preparing, serving, selling or otherwise providing alcoholic beverages pursuant to licenses issued therefor shall be a manager within the meaning of this chapter. The manager or owner/operator shall not include persons who sell, serve or dispense alcoholic beverages in the capacity of volunteer. The manager or owner/operator shall not include persons employed as a clerk or checkout person in a retail store.
- (b) 'Licensee'. A licensee is a natural, legal person selling malt, vinous or spirituous beverages pursuant to and authorized by a license issued pursuant to Section 12-46-101, et seq., C.R.S. (Colorado Beer Code) or 12-47-101, et seq., C.R.S. (Colorado Liquor Code) or 12-48-101, et seq., C.R.S. (Special Events Permits) by the City of Aspen and the State of Colorado.

Section 4.31. Education Requirements.

- (a) All managers or owners/operators currently registered within the State of Colorado and the local licensing authority are required to enroll in an educational liquor seminar approved by the local liquor licensing authority within twelve (12) months and receive a certificate of completion within fifteen (15) months of the effective date of this ordinance. The certificate shall be valid for a period of three (3) years.
- (b) After the effective date of this ordinance, persons who become new managers or owners/operators registered with the State of Colorado and the local licensing authority are required to attend a liquor seminar approved by the local licensing authority within two (2) months of registration and receive a certificate of completion.

- (c) Every agency offering a course of instruction approved by the local licensing authority shall issue a certificate to those enrollees who successfully complete the liquor educational seminar. The certificate shall be dated to show the date of the completion of the training and the date of the certificate expiration and shall be evidence at a minimum that the person has been in actual attendance a minimum number of hours at the course and has achieved a reasonable mastery of the theories and facts presented. No agency approved by the City Council to provide manager or owner/operator training shall issue a certificate unless the person has actually attended and achieved a reasonable mastery of the materials.
- (d) The local licensing authority shall establish by resolution the general criteria for courses and qualifications of instructors which shall satisfy the liquor educational requirements of this section. These requirements shall be available in the office of the City Clerk within sixty (60) days of the effective date of this ordinance. Any qualified person may submit to the local licensing authority a request that a particular seminar be deemed to meet the educational requirements. The licensing authority or its designee may make such determination. A file of all course requirements shall be available in the office of the City Clerk within sixty (60) days of the effective date of this ordinance.
- (e) At the time an applicant seeks issue, renewal, transfer, change of location or change of corporate structure, the applicant shall submit to the City Clerk information which shall be required by the City Clerk to prove that the managers and/or owners/operators of the applicant required to be certified under this chapter have certificates in full force and effect. All licensees shall maintain a file of certificates on all managers and owners/operators employed by said licensee and shall exhibit said copies of certificates when requested to do so by the City Clerk, the Chief of Police, his employees, or other appropriate officials of the City of Aspen. Failure to comply with this section shall be considered a violation of the conditions of the issuance of a license and may be punished accordingly."

Section 2

If any section, subsection, sentence, clause, phrase or portion of this ordinance is for any reason held invalid or unconstitutional in a court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and shall not affect the validity of the remaining portions thereof.


Section 3

Nothing in this ordinance shall be construed to affect any right, duty or liability under any ordinances in effect prior to the effective date of this ordinance, and the same shall be continued and concluded under such prior ordinances.

Section 4

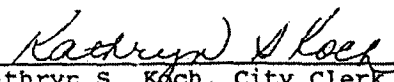
A public hearing on the ordinance shall be held on the ^{9th}~~12th~~ day of April, 1990, in the City Council Chambers, Aspen City Hall, Aspen, Colorado.

INTRODUCED, READ AND ORDERED PUBLISHED as provided by law by the City Council of the City of Aspen on the 26th day of March, 1990.



William L. Stirling, Mayor

ATTEST:



Kathryn S. Koch, City Clerk

FINALLY adopted, passed and approved this 9th day of

April, 1990.

William L. Stirling
William L. Stirling, Mayor

ATTEST:

Kathryn S. Koch
Kathryn S. Koch, City Clerk

RESOLUTION # 27
(Series of 1990)

WHEREAS, the City Council adopted Ordinance #23, 1990, requiring managers or owners/operators licensed to dispense malt, vinous and spirituous liquors to attend a seminar on Colorado liquor and beer codes, and

WHEREAS, Section 4.31(d) states the Council shall establish by resolution the general criteria for courses and qualifications of instructors,

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF ASPEN, COLORADO:

Section 1 That the general criteria for courses are:

- (a) that the course be taken locally, and
- (b) that the course be personalized to Aspen and to what the community expects from those who serve alcohol, and
- (c) that the certificate of completion of the course shall be valid for three years, and
- (d) that the training be certified by a national board, and

Section 2 The qualifications for instructors are:

- (a) to take a minimum of 12 hours of instruction
- (b) to take a written test and receive over 70 percent passing grade, and
- (c) to be recertified annually

Dated: August 15, 1990


William L. Stirling, Mayor

I, Kathryn S. Koch, duly appointed and acting City Clerk do certify that the foregoing is a true and accurate copy of that resolution adopted by the City Council of the City of Aspen, Colorado, at a meeting held August 13, 1990.

Kathryn S. Koch
Kathryn S. Koch, City Clerk

ORDINANCE NO. 49
(Series of 1992)

AN ORDINANCE AMENDING CHAPTER 4, ARTICLE 3 OF THE MUNICIPAL CODE OF THE CITY OF ASPEN TO REQUIRE SEVENTY-FIVE PERCENT OF ALL EMPLOYEES OF LICENSED LIQUOR ESTABLISHMENTS EMPLOYED TO DISPENSE MALT, VINOUS, AND SPIRITUOUS LIQUORS TO ATTEND A SEMINAR ON COLORADO LIQUOR AND BEER CODES EVERY EIGHTEEN MONTHS.

WHEREAS, the City of Aspen is a resort community with a high number of licensed liquor establishments per capita; and

WHEREAS, the resort nature of the community fosters the employment of significant numbers of people who are unfamiliar with the Colorado Liquor and Beer Regulations and their implications; and

WHEREAS, the community desires to promote responsible consumption of malt, vinous and spirituous liquors by both residents and guests; and

WHEREAS, the Aspen Police Department continues to experience a significant number of violations of the Colorado Liquor and Beer Code Regulations, particularly in regards to the serving of minors; and

WHEREAS, the City Council of the City of Aspen has determined that education on the awareness of Colorado Beer and Liquor Code Regulations by those persons actively involved in the dispensing of malt, vinous and spirituous liquors to both residents and guests will promote responsible consumption practices within the community, and reduce many of the problems of alcohol abuse, including drinking and driving; and

WHEREAS, the City Council of the City of Aspen has previously adopted Ordinance No. 23 (Series of 1990) which requires managers and owner/operators currently registered with the State of Colorado and the Aspen Liquor Licensing Authority to enroll in an educational liquor seminar every three (3) years; and

WHEREAS, the City Council of the City of Aspen has determined that Ordinance No. 23 (Series of 1990) has successfully accomplished its goal of educating managers and owner/operators on the Colorado Beer and Liquor Code and Regulations and now desires to extend that education requirement to include, at a minimum, seventy-five percent (75%) of all persons actively engaged in the dispensing of malt, vinous and spirituous liquors in licensed premises.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF ASPEN, COLORADO:

Section 1

That Sections 4-29.1 and 4-29.2 of the Municipal Code of the City of Aspen, Colorado, are hereby amended to read as follows:

Section 4-29.1. Definitions. As used in this Chapter, unless the context otherwise requires:

- (a) "Manager or Owner/Operator" means any person who manages or is the owner/operator preparing, serving, selling or otherwise providing alcoholic beverages pursuant to licenses issued therefor. The manager or owner/operator shall not include persons who sell, serve or dispense alcoholic beverages in the capacity of volunteer, or persons employed as a clerk or checkout person in an establishment licensed as a retail liquor store.
- (b) "Licensee" means a natural, legal person selling malt, vinous and spirituous beverages pursuant to and authorized by a license issued pursuant to Section 12-46-101, et seq., C.R.S. (Colorado Beer Code) or 12-47-101, et seq., C.R.S. (Colorado Liquor Code) or 12-48-101, et seq., C.R.S. (Special Events Permits) by the City of Aspen and the State of Colorado.

- (c) "Server" means any person who is employed by a licensee to prepare, serve, sell or otherwise provide alcoholic beverages pursuant to licensee's license. Server shall not include persons who sell, serve or dispense alcoholic beverages in the capacity of volunteer, or persons employed as a clerk or checkout person in an establishment licensed as a retail liquor store.

Section 4-29.2. Education requirements.

- (a) All managers or owner/operators registered with the State of Colorado and the local licensing authority shall have a valid certificate evidencing successful completion of an educational liquor seminar approved by the local liquor licensing authority. The certificate received by persons who successfully complete the educational liquor seminar shall be valid for a period of three (3) years
- (b) After the effective date of this ordinance, persons who become new managers or owner/operators registered with the State of Colorado and the local licensing authority are required to attend a liquor seminar approved by the local licensing authority within two (2) months of registration and receive a certificate of completion.
- (c) Every licensee shall ensure that, at a minimum, seventy-five percent (75 %) of all servers currently employed by it shall have successfully completed within six (6) months of the effective date of this ordinance, and at all times thereafter, an educational liquor seminar approved by the local liquor licensing authority. The certificate received by servers who successfully complete the educational liquor seminar shall be valid for a period of eighteen (18) months.
- (d) Every agency offering a course of instruction approved by the local licensing authority shall issue a certificate to those enrollees who successfully complete the liquor educational seminar. The certificate shall indicate the date of the completion of the training and the date of the certificate expiration and shall be evidence at a minimum that the person has been in actual attendance the required minimum number of hours at the course and has achieved a reasonable mastery of the subject matter presented. No agency approved by the City Council to provide manager or owner/operator training shall issue a certificate unless the person has actually attended and achieved a reasonable mastery of the materials.
- (e) The local licensing authority shall establish by resolution the general criteria for courses and qualifications of instructors which shall satisfy the liquor educational requirements of this section. These requirements shall be available in the office of the City Clerk. Any qualified person may submit to the local licensing authority a request that a particular seminar be deemed to meet the educational requirements. The licensing authority or its designee may make such determination. A file of all course requirements shall be available in the office of the City Clerk.

- (f) At the time a licensee files an application to renew or transfer a liquor license, or to change the location of the licensed premises, or to change the corporate structure, the licensee shall submit to the City Clerk information to prove that the requisite percentage of servers, managers, and/or owner/operators required to be certified under this chapter have certificates in full force and effect. All licensees shall maintain a file of current certificates for all servers, managers and owners/operators employed by said licensee and shall exhibit copies of said certificates when requested to do so by the City Clerk, the Chief of Police, his employees, or other appropriate officials of the City of Aspen. Failure to comply with this section shall be considered a violation of the conditions of the issuance of a license in addition to a violation of the municipal code and may be punished accordingly.

Section 2

If any section, subsection, sentence, clause, phrase or portion of this ordinance is for any reason held invalid or unconstitutional in a court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and shall not affect the validity of the remaining portions thereof.

Section 3

Nothing in this ordinance shall be construed to affect any right, duty or liability under any ordinances in effect prior to the effective date of this ordinance, and the same shall be continued and concluded under such prior ordinances.

Section 4

A public hearing on the ordinance shall be held on the 10 day of August, 1992, in the City Council Chambers, Aspen City Hall, Aspen, Colorado.

INTRODUCED, READ AND ORDERED PUBLISHED as provided by law by the City Council of the City of Aspen on the 27 day of July, 1992.

John S. Bennett
John S. Bennett, Mayor

ATTEST:

Kathryn S. Koch
Kathryn S. Koch, City Clerk

FINALLY adopted, passed and approved this 10 day of August, 1992.

John S. Bennett
John S. Bennett, Mayor

ATTEST:

Kathryn S. Koch
Kathryn S. Koch, City Clerk

tips.ord

RESOLUTION #14 ~~Q~~
(Series of 1993)

WHEREAS, the City Council adopted Ordinance #23, 1990, requiring managers or owners/operators licensed to dispense malt, vinous and spirituous liquors to attend a seminar on Colorado liquor and beer codes, and

WHEREAS, the City Council adopted Ordinance #49, 1992, requiring every licensee to ensure that, at a minimum, seventy-five (75%) of all servers currently employed by it shall have successfully completed an educational liquor seminar approved by the local liquor licensing authority, and

WHEREAS, Section 4.29(d) of the Aspen Municipal Code states that the local licensing authority shall establish by resolution the general criteria for courses and qualification of instructors which shall satisfy the liquor educational requirements,

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF ASPEN, COLORADO:

Section 1 That the general criteria for both courses shall be:

(a) attendees shall take the course in Pitkin County from a provider approved by the office of the City Clerk;

(b) the course shall be personalized to Aspen and to what the community expects from those who serve alcohol, including a review of the services offered by Topsy Taxi; and

(c) the certificate of completion of the manager's course shall be valid for three years and the certificate of completion of the server's course shall be valid for 18 months;

(d) the course shall cover at least the following topics: Colorado Liquor Laws, Blood Alcohol Content, signs and symptoms of intoxication, carding procedures, "cut-off" strategies, and dealing with difficult patrons;

(e) the manager's course shall include policy and policy development and ultimate responsibility;

(f) the alcohol server's class shall be no less than 3 hours and the manager's class no less than 5 hours, and

(g) managers and owner/operators may recertify their training by taking the alcohol server's course as long as there are no negative referral comments to the Aspen Liquor Licensing Authority for the last 24 months.


Section 2 The qualifications for instructors shall be:

(a) The instructor shall have filed a course syllabus with the city clerk;

(b) The instructor shall file 3 letters of reference regarding this course from governmental agencies, community groups, or law enforcement; and

(c) The instructor shall be active and current in his or her training (i.e. s/he must have done certified training within 6 months). Instructors shall keep records of who attended and who was certified, which shall be available for inspection by the City Clerk.

RESOLVED, APPROVED AND ADOPTED this 8th days of March, 1993, by the City Council for the City of Aspen, Colorado.



John S. Bennett, Mayor

I, Kathryn S. Koch, duly appointed and acting City Clerk do certify that the foregoing is a true and accurate copy of that resolution adopted by the City Council of the City of Aspen, Colorado, at a meeting held March 8, 1993.

Kathryn S. Koch
Kathryn S. Koch, City Clerk

Tipsy Taxi...

If you have
no other way
to avoid
driving drunk

Ask Your Bartender...



Tipsy Taxi...

If you
have no
other way
to avoid
driving drunk



Tipsy Taxi...

If you have
no other way
to avoid
driving drunk



Tipsy Taxi...

If you have no
other way to avoid
driving drunk

Ask Your Bartender...



Tipsy Taxi...

If you have no
other way to avoid
driving drunk



Ask Your Bartender...

**Tipsy
Taxi...**

If you have no
other way to avoid
driving drunk



Ask Your Bartender...

Tipsy Taxi...

If you have
no other way to
avoid driving drunk

Ask Your Bartender...



**Tipsy
Taxi...**

If you have
no other way
to avoid
driving drunk



Ask Your Bartender...

**Tipsy
Taxi...**

If you have
no other way
to avoid
driving drunk



Ask Your Bartender...

"Let's Celebrate"

John Denver
in
Concert

honoring



-SAVING LIVES FOR 10 YEARS-



Saturday, January 29, 1994
Wheeler Opera House
Aspen, Colorado

Can **You** say that there has never been a time when **You** shouldn't have been behind the wheel?

**We're Neighbors
We Drive
We're at Risk**

You know drinking is legal.
You know that driving drunk is wrong.

The peace of our community is shattered with the loss of even one member or one visiting tourist. Please... should the situation arise, hand over your keys.

Ask your bartender or a peace officer to call



**It's Confidential
It's Free
It Saves Lives**



ASPEN'S TIPSY TAXI SAVES LIVES

Since December, 1983 when Topsy Taxi was started, the number of fatal car crashes caused by drunk drivers has gone down and stayed down.

Topsy Taxi provides free rides home for those who have no other alternative to driving drunk. Neighbors caring for neighbors. This is what Topsy Taxi is all about. We are all equally at risk at being hit by a drunk driver on our unforgiving mountain roads.

Topsy Taxi is administered by the Pitkin County Sheriff's Office in cooperation with the Restaurant Association and the Aspen and Snowmass Village Police. 100% of the money donated to Topsy Taxi goes directly to taxi fares. Topsy Taxi's efforts are directed to everyone. Additionally, in 1994 special grants from the Department of Transportation will be used for driver education and safety awareness for our valley's Spanish speaking community.

Deputy Sheriff and Topsy Taxi Director, Ellen Anderson introduced the idea for this life-saving program out of response to her personal reaction to witnessing her first fatal car crash. Together with former Sheriff, Dick Kienast, Topsy Taxi was born. Today Ellen credits Sheriff Bob Braudis and all the peace officers of our valley in their proactive support. Aspen's Topsy Taxi is a model program in highway safety. A portfolio of letters and accolades from communities around the United States credit Ellen and the Pitkin County Sheriff's Office with helping them to establish their own programs.

Thank you to all the bartenders who care about the safety of their customers.



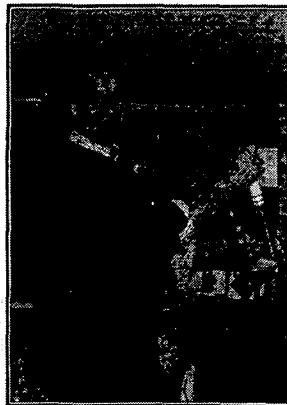
Double Diamond's **KAREN GREEN**



Mountain Dragon's **BETSY BURNS**

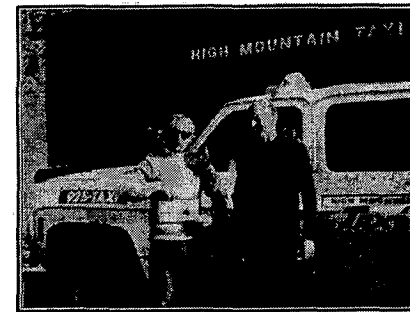


Little Nell's **MICHAEL SHAGOURY**



Luca's **BRIAN O'NEIL**

Thank you to all the taxi drivers who have safely transported over 17,000 Topsy Taxi riders.



Taxi Drivers **GREG SMART & KEITH GARDER**

Thank you to all the people sentenced to "useful public service" after a DUI conviction, who chose to help Topsy Taxi.

Thank you to inmates of the Pitkin County Jail over the past 10 years who have volunteered to help Topsy Taxi with its clerical work and mailings.



John Denver

In a career that has spanned more than two decades, John Denver has earned international acclaim as a songwriter, performer, actor and humanitarian.

Denver's popularity since the early 1970's may be measured in record sales that few other artists have achieved, including 14 gold albums and 8 platinum albums in the U.S. alone. He has had many gold and platinum sales overseas as well, in countries including Australia, Germany and the United Kingdom.

"My music and all my work stem from the conviction that people everywhere are intrinsically the same," Denver says. "When I write a song, I want to take the personal experience or observation that inspired it and express it in as universal a way as possible. I'm a global citizen."

Denver's music clearly reflects the conscience of a concerned citizen, a man working for the improvement of the quality of life for all peoples—environmentally, socially and politically. He was asked to serve as a member of the Presidential Commission on World and Domestic Hunger. He was awarded the Presidential "World Without Hunger" Award; he is a supporter of the National Wildlife Federation, Save the Children, the Cousteau Society, Friends of the Earth and the Human/Dolphin Foundation, to name just a few. Most recently, Denver created "Plant-It 2000", a plan that urges people all over the world to plant as many trees as possible by the year 2000.

In the summer of 1993, Denver was the recipient of the prestigious Albert Schweitzer Music Award, given to him "for a life's work dedicated to music and devoted to humanity." It was the first time a non-classical music artist had been so honored.

Also in 1993, Denver completed his first movie since "Oh God." Called "Walking Thunder," it stars him as he most likes to be – in country clothes, under an open sky.

The Band

James Burton	Guitar
Glen D. Hardin	Piano
Jerry Scheff	Electric Bass
Michito Sanchez	Percussionist

Production and Management

Kris O'Connor	Road Manager
Steve Voudouris	Production Manager
David Beecham	Sound Engineer
Steve Matty	Monitor Engineer
Mike Fitzpatrick	Backline Tech
Hal Thau	Management
Stephanie Ryan	Aspen Office

❖ There will be no intermission ❖

Thank you to Aspen's Bartender Charity Ball
 which annually raises funds for Topsy Taxi
 with a terrific "locals" party.



Bartender Ball Chairman, Tim Cottrell with his wife, Carole,
 and children David and Page



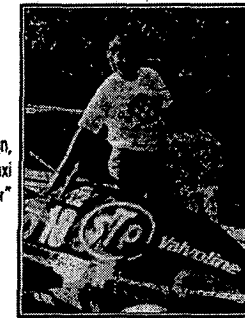
Sheriff Bob Braudis and Topsy Taxi's Ellen Anderson, receiving a check from
 Jim Beam Brands



Indy driver Eddie Cheever with Ryan Osborn
 at Pitkin County Bank's "Friend Raiser"
 for Topsy Taxi.



Pitkin County Bank Chairman, Mort Heller and Topsy Taxi
 committee member, Patty Franks with Topsy Taxi spokesman,
 Indy driver Danny Sullivan.



Shlomo and son,
 Max at Topsy Taxi
 "Friend Raiser"



Third graders, Katie Hoffmaster, David Greenwood
 & Bree Kimmel

Thank you to Wendy McPhail and
 her Aspen Elementary School
 Students for making the
 banner over Main Street.



Art teacher Wendy McPhail with artists Sam Beach
 & Lindsay Landis

Tipsy Taxi Benefit Committee Members

Diane Anderson
Patty Franks
Ellen & Henry Goldsmith
Leslye Sugar

Thank You for joining us.
We hope you have a wonderful evening.

A very special thank you to **John Denver**, his band and production staff for making our evening possible.

Thank you to **Planet Hollywood** for so generously providing the post concert party for \$150 ticket holders.

Thank you to **Bil Rieger** and **Kenichi** for providing "sushi for everyone" before the concert.

Thank you to **Bill Dinsmore** and **The Main Street Bakery** for catering backstage.

Thank you to **Diane Anderson, Aspen Square** and **The Grand Aspen** for providing rooms for the band and production staff.

Thank you **Patti** and **Jeff Kenner** for so generously underwriting the cost of this program.

Thank you to **KSPN**, and to **Andy Mill, Chris Evert, Danny Sullivan, Fernando Allende** and **Jimmy Ibbotson** for their public service announcements on behalf of Tipsy Taxi.

Thank you to **Leslye Sugar** for promotion and to **Patty Franks** for producing this program.

Thank you to **Gary Kalkman, Lynda Ana Kays, Jeff Harmon, Vicki Nall, Loren Ryerson, Jim Crowley, Linda Kimmel, and Gary Butler** for their special help.

A Successful Public and Private Partnership

Thank You to the following individuals, organizations, businesses and the hundreds and hundreds of others who have supported Tipsy Taxi over its first 10 years.

Aspen City Council
Aspen Foundation
Aspen Police Department
Aspen Skiing Company
Bartender's Ball
Colorado Department
of Transportation

Danielle Ford Foundation
District Attorney's Office
Restaurant Association
Snowmass Village
Police Department
Snowmass Village Town Council
Thrift Shop

Aspen Typesetting
Chez Grandmere
Copper Kettle
Gaard Moses
Group Eleven
High Altitude Paradise
High Mountain Taxi
Jim Beam Brands
La Pinata
Little Annies

M & W Properties
Motherlode
Mountain Dragon
Pitkin County Bank & Trust
Reese Henry & Company
Renegade Salés
Takah Sushi
Timberline Condos
Ute City Banque
Woody Creek Tavern

Diane Anderson
David Bluefield
Jimmy Buffett
Ed & Sandy Calesa
Norton Cooper
Tim Cottrell
Tom Eagen
Steve Goldenberg
Gaylord Guenin
Don Henley

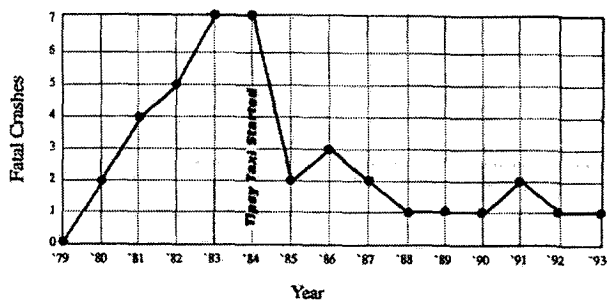
David Hyman
Leonard Lauder
Lawrence Marx III
Mac Myers
Ed Podolak
Prince Bandar bin Sultan
William Schneider
Tam Scott
Boogie Weinglass
Robert White

And, not to be forgotten for their support

- Morgan Merrill - Andres - China Club
- Ebbe's - Paragon - Tatou

TIPSY TAXI WORKS

Fatal Crashes Caused by Alcohol or Drugs
in Pitkin County, by Year



Source: Pitkin County Coroner

And to continue working
Topsy Taxi needs your financial support.

Your donation to Topsy Taxi in the envelope provided
is 100% tax deductible.

Federal Tax exempt ID # 84-6000 794

Thank You

...AND SINCE WE WENT TO PRESS, THE FOLLOWING
INDIVIDUALS AND BUSINESSES HAVE GIVEN
SUPPORT TO TIPSY TAXI...

High Mountain Taxi

Kyle Boyd, Eagle Rent-A-Car

The Hotel Jerome

Michael McHugh, Aspen Harvest Catering

Michelle Huerta

Germaine Wachter

City Market

The Aspen Branch

The Flower Shop

Gran Farnum Printing

Aaron Fleck

The Aspen Wine & Spirit Co.

Walter Chi

SPECIAL THANKS TO THE BAND AND PRODUCTION
STAFF FOR DONATING SO MUCH TALENT AND TIME!

MANY THANKS TO BOOGIE WEINGLASS FOR
DONATING THE TIPSY TAXI T-SHIRTS!