



Strategic Evaluation States Initiative

Case Studies of Alaska, Georgia, and West Virginia



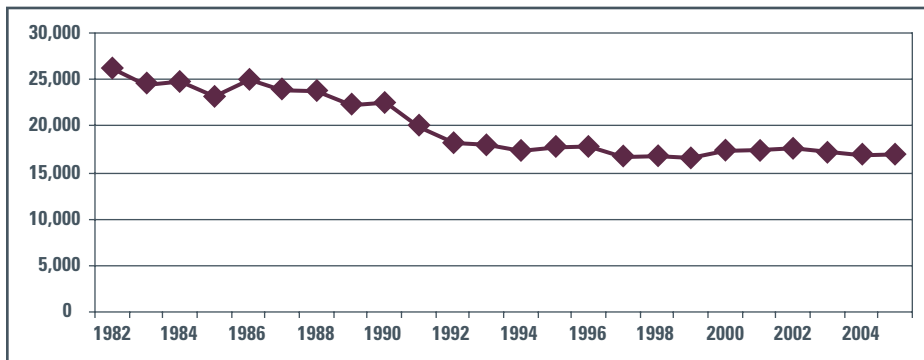
Impaired Driving Report

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7. Author(s) Joey Syner, Belinda Jackson, Lori Dankers, Bill Naff, Stephanie Hancock, and John Siegler		8. Performing Organization Report No.	
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16. Abstract In 2002, the National Highway Traffic Safety Administration undertook a new approach that focused strategically on reducing alcohol-related crashes, injuries, and deaths in States with especially high numbers or rates of alcohol-related fatalities. The agency identified 13 States to participate in the Strategic Evaluation States (SES) initiative: Alaska, Arizona, California, Florida, Georgia, Louisiana, Mississippi, Montana, New Mexico, Ohio, Pennsylvania, Texas, and West Virginia. In 2005, NHTSA invited Missouri and South Carolina to join the program bringing the total number of States participating to 15. These 15 States accounted for more than half of the alcohol-related fatalities in the United States. Four common threads surfaced in the SES with successful sustained impaired driving enforcement programs: 1. High-visibility, multi-agency enforcement operations on a monthly basis and year round with a focus on areas that accounted for 65 percent of the alcohol fatality problem, 2. Charismatic leadership that secured commitments from law enforcement agencies and provided clear guidance on the direction of the DWI enforcement program, 3. Law enforcement training, and 4. Targeted messaging through earned and paid media along with outreach efforts. This document provides a summary of the impaired driving enforcement and communication activities of three States (Alaska, Georgia, and West Virginia) that participated in the SES program between 2002 and 2005. The case studies illustrate how each State adopted the sustained DWI enforcement strategy and tailored its approach to respond to the needs, resources, and political environment of its law enforcement agencies. These case studies do not represent a formal, scientific evaluation of the overall SES initiative nor should the approaches be viewed as “one size fits all.” NHTSA hopes the case studies will be useful as an implementation guide for planning and conducting effective, highly visible impaired driving DWI enforcement efforts using a variety of approaches.			
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INTRODUCTION

Combating Impaired Driving Problem in the United States. Impaired driving is one of the most prevalent and preventable traffic safety and public health problems facing our Nation. In 1982, there were 26,173 alcohol-related fatalities in the United States. The National Highway Traffic Safety Administration, along with national, State, and local partners, launched a national effort to reduce the impaired driving problem. This effort led to new laws, increased enforcement, heightened media attention, and a change in public attitudes that made impaired driving no longer socially acceptable. As a result, the number of alcohol-related fatalities decreased significantly between 1982 and 1994 (Figure 1).

Figure 1 – Fatalities in Alcohol-Related Crashes, 1982 - 2004

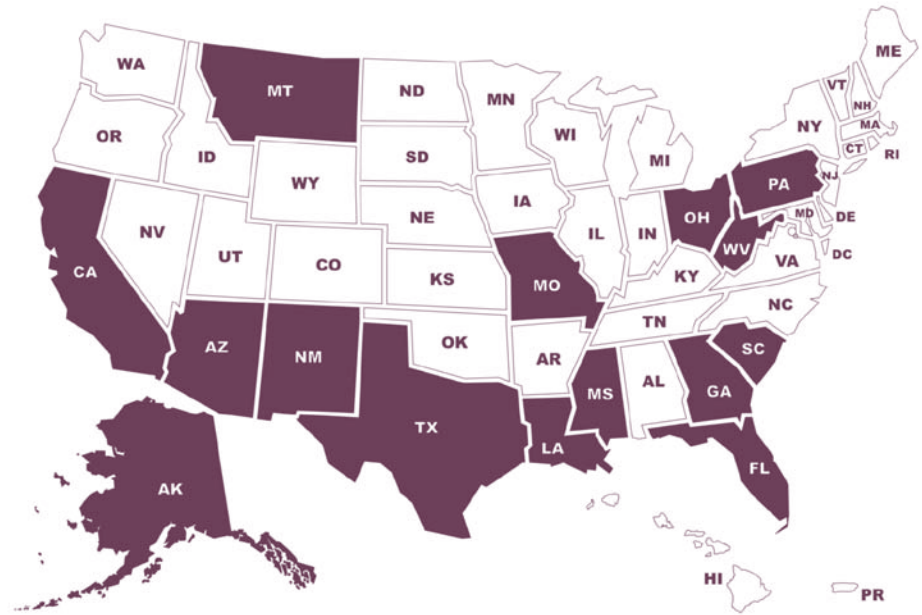


Source: Fatality Analysis Reporting System

By the mid 1990s, the decline in alcohol-related traffic fatalities began to plateau. Beginning in 1995, there was no substantial improvement in the number of alcohol-related fatalities and the next seven years produced incremental increases. In 2002, there were over 100 more alcohol-related deaths than in 1994.

A New Strategy in Impaired Driving Enforcement. In 2002, NHTSA undertook a new approach that focused strategically on reducing alcohol-related crashes and the resulting injuries and deaths by focusing financial and technical resources in States with especially high numbers and/or rates of alcohol-related fatalities. Working with its Regional Offices and the National Center for Statistics and Analysis, the agency identified 13 States to participate in the Strategic Evaluation States (SES) initiative: Alaska, Arizona, California, Florida, Georgia, Louisiana, Mississippi, Montana, New Mexico, Ohio, Pennsylvania, Texas, and West Virginia. In 2005, NHTSA invited Missouri and South Carolina to join the program bringing the total number of participating States to 15. These 15 States accounted for more than half of the alcohol-related fatalities in the United States.

Figure 2 – States Participating in the Strategic Evaluation States (SES) Initiative



High visibility law enforcement served as the foundation for this strategy. The plan called for enhanced levels of highly visible law enforcement activities during national impaired driving crackdown periods and sustained high visibility enforcement on a monthly basis throughout the year. This new approach emphasized multijurisdictional efforts with large law enforcement agencies supporting smaller police departments and sheriff's offices in the high visibility enforcement effort.

Key SES Program Components

States participating in the SES initiative agreed to abide by several key program components:

- **Law Enforcement Crackdowns** – States committed to participate in the National Impaired Driving Law Enforcement Crackdowns, using highly visible law enforcement operations, such as sobriety checkpoints and saturation patrols.
- **Sustained Enforcement** – States also committed to conduct highly visible law enforcement operations at least monthly throughout the year.
- **Levels of Participation** – States committed to recruit participation from law enforcement agencies during each operation to cover at least 65 percent of the State's population or geographic areas of the State where at least 65 percent of the State's alcohol-related fatalities occur.
- **High Visibility** – States committed to conducting law enforcement operations in a highly visible way, such as by using signs and obtaining earned media, to increase public awareness of State and local ongoing law enforcement activities.
- **Publicity** – With financial support from Congress, NHTSA produced and purchased paid advertising conveying a law enforcement message (*You Drink & Drive. You Lose.*®), publicizing law enforcement activities during the crackdowns. States committed to use the message in any advertising they obtained.

- **Planning and Coordination** – States committed to prepare and submit to NHTSA plans detailing their enforcement and communications activities during the crackdown and sustained enforcement periods and to coordinate efforts among participating law enforcement agencies within their borders.
- **Reporting** – States committed to submit reports on the levels of activity achieved, including the number of law enforcement agencies participating, the number of checkpoints conducted and the number of arrests made.

SES Program Successes

Use of these program components led to a number of successes. For example:

- Law enforcement planning and implementation allowed State and local law enforcement agencies to engage in more comprehensive, coordinated impaired driving enforcement strategies and operations.
- Paid and earned media using a common message that publicized law enforcement activities increased the public's awareness about the national impaired driving campaign.
- Improved communication and stronger working relationships among traffic safety organizations at the national, regional, State, and local levels resulted in more effective technical assistance between the various offices. It also reduced duplication of efforts and maximized resources.
- A number of States saw decreases in alcohol-related fatalities, especially when all elements of the model were being implemented fully.

SES Program Challenges

The SES program presented a number of challenges as well. For example:

- It was a challenge for law enforcement to increase enforcement activity within existing resource limitations and without causing officer or agency burnout. Law enforcement agencies at State and local levels sought to overcome this challenge by using such strategies as low staffing checkpoints and multi-jurisdictional partnerships.
- SES program activities required coordination among a variety of disciplines during program development and implementation. In some cases, these disciplines had previously worked in isolation, rather than in a coordinated fashion.
- It was important that law enforcement agencies inform prosecutors, judges, and other court personnel about upcoming enhanced enforcement efforts and to involve these officials in the planning and implementation phases of the program. Otherwise, the court system would remain unprepared for increased caseloads resulting from increases in law enforcement activities.

Case Studies from the Strategic Evaluation States Program

Following three years of experience under the SES initiative, NHTSA has developed a report that contains case studies of three States that participated in the program. The three States – Alaska, Georgia, and West Virginia – were selected based on the strength of their plans; their use of innovative strategies to overcome

Four common threads in the SES strategy ...

- 1) High-visibility, multi-agency enforcement operations (saturation patrols and/or sobriety checkpoints) on a monthly/weekly basis and year round.***
- 2) Charismatic leadership that secured commitments from law enforcement agencies and provided clear guidance on the direction of the DWI enforcement program.***
- 3) Law enforcement training.***
- 4) Targeted messaging through earned and paid media along with outreach efforts.***

some of the problems they faced; and because each of these States experienced significant declines in alcohol-related fatalities in one or more years of the program, although some of these declines were not sustained over time. These case studies do not represent a formal, scientific evaluation of the overall SES initiative nor should the approaches be viewed as “one size fits all.” Rather, the case studies illustrate how each State adopted a sustained, high visibility impaired driving enforcement strategy and tailored its approaches to respond to the needs, resources, and political environment that it faced. NHTSA hopes that the case studies will be useful as implementation guides for planning and conducting highly visible impaired driving enforcement efforts in other States.

Four Common Threads

Each State faced different challenges, used different techniques to overcome them and learned different lessons. However, four common themes surfaced in the case studies:

1. Data were used to develop strong plans to achieve high visibility, multi-agency enforcement operations (saturation patrols and/or sobriety checkpoints) year-round on a monthly basis with a focus on areas that accounted for 65 percent of the alcohol fatality problem in the State.
2. Charismatic leadership¹ helped secure commitments from law enforcement agencies and provided clear guidance on the direction of the impaired driving enforcement program.
3. Law enforcement training, such as conducting Standardized Field Sobriety Tests, was essential to help prepare law enforcement officers for the operations and to obtain their personal commitment.
4. Targeted messaging was used through earned and paid media along with extensive outreach efforts to raise public awareness of these efforts at the State and local level and increase general deterrence – or stop impaired driving before it happens.

This document summarizes the impaired driving enforcement and communication activities of three States, Alaska, Georgia, and West Virginia, that participated in the SES program between 2002 and 2005. Each case study highlights activities that improved overall program efficacy. Additionally, each case study provides a description of each State’s DWI² enforcement program including an overview of innovative ideas, challenges faced, and valuable lessons learned that may improve any State’s impaired driving enforcement program. Each case study illustrates how that State adopted a highly visible DWI enforcement strategy and tailored approaches to respond to the needs, resources, and political environment of its law enforcement agencies.

¹ In this paper, charismatic leadership refers to leadership based on high levels of enthusiasm, outgoing, energetic personality, and the ability to motivate individuals to action through strong interpersonal skills.

² The use of the acronyms “DWI” or “DUI” throughout this document refers to the criminal action of driving a motor vehicle while impaired either by alcohol or by other drugs. Use of the term DWI and other acronyms (DUI, OWI, and OUI) vary from State to State based on the different statutes in each State.

Alaska

Law enforcement agencies in Alaska conducted sustained DUI enforcement every weekend in at least two communities included in the area that accounted for 65 percent of the State's alcohol-related fatalities. Alaska used weekly saturation patrols as their enforcement tactic. The State Highway Safety Office established a Law Enforcement Coordinating Committee to assist in increasing the visibility of the enhanced enforcement. This committee planned enforcement activities with participating jurisdictions to ensure enforcement activities were conducted each weekend. As a requirement for accepting overtime reimbursement, the participating law enforcement agencies were responsible for notifying local prosecutors and judges on the expanded enforcement activities. In addition to the high visibility enforcement, communication and marketing activities were important to the Alaska SES initiative.

Georgia

As a large State in terms of population, Georgia's challenge was to mount a monthly, sustained DUI enforcement effort with commitments from 587 State and local law enforcement agencies. Georgia implemented monthly sobriety checkpoints in counties accounting for 65 percent of the alcohol fatality problem. The cornerstone of Georgia's efforts was 16 Traffic Enforcement Networks that served as the implementation arm for the DWI enforcement program. Organized several years before the conception of the SES initiative, the Traffic Enforcement Networks (law enforcement partners joined across multi-county regions) use law enforcement officers as coordinators and assistants to plan multijurisdictional impaired driving activities in each region. The 16 Traffic Enforcement Networks, along with leadership in the Governor's Office of Highway Safety and extensive use of earned and paid media, established Georgia's impaired driving enforcement program.

West Virginia

West Virginia faced several challenges in decreasing the percentage of alcohol-related fatalities. With a new leadership team (a new Governor's Representative for Highway Safety and a new State Highway Safety Coordinator), the West Virginia Highway Safety Office (WV HSO) focused on three principle challenges: overall statewide issues, law enforcement coordination, and public information to address the problem. The WV HSO addressed the highway safety and law enforcement issues by adding a charismatic, respected law enforcement liaison to its staff. West Virginia law enforcement agencies sustained year-round DWI enforcement activities through participation in the NHTSA Region III checkpoint program, *Checkpoint Strikeforce*. Checkpoint Strikeforce's primary components included high visibility enforcement, a minimum of one checkpoint per week in addition to DUI saturation patrols, and paid media to create a heightened awareness of impaired driving enforcement throughout the region.

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THE LAST FRONTIER

Alaska is the Nation's largest State geographically at 571,965 square miles. If one were to superimpose a map of Alaska on the lower 48 States, Alaska reaches the borders of South Carolina, Mexico, California and Canada. Despite its enormity, the State ranks 48th in total population with just 658,000 residents in 2003. More than half of the State's residents live in the three largest cities:

Figure 3 – Alaska's Major Population Centers (2003)

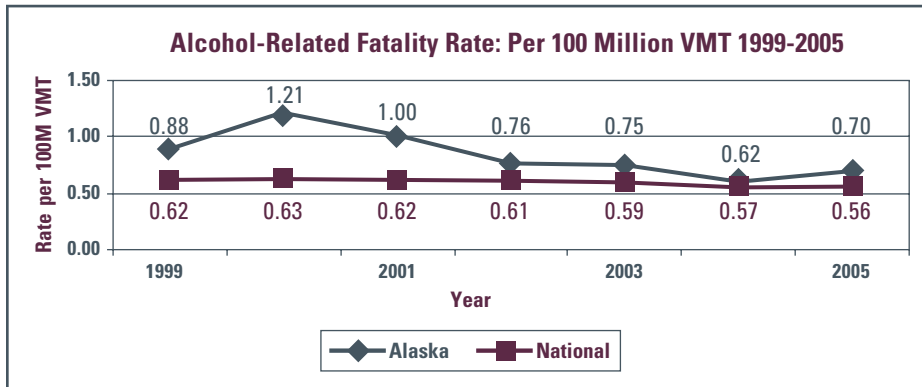
City	Population
Anchorage	270,951
Fairbanks	30,970
Juneau	31,187
Percent of Total Population	51%

Alaska has just 12,823 miles of public roads. By contrast, Texas, the Nation's second largest State geographically, has 301,035 miles of public roads and California, the third largest State, has 168,076. While most of Alaska's communities are located off the road system, accessible only by air or sea, the majority of the population live in communities that are on the road system.

Alaska's Impaired Driving Problem

Alaska has historically registered a high alcohol-related fatality rate per 100 million vehicle miles traveled (VMT) and an above-average percentage of alcohol-related fatalities.

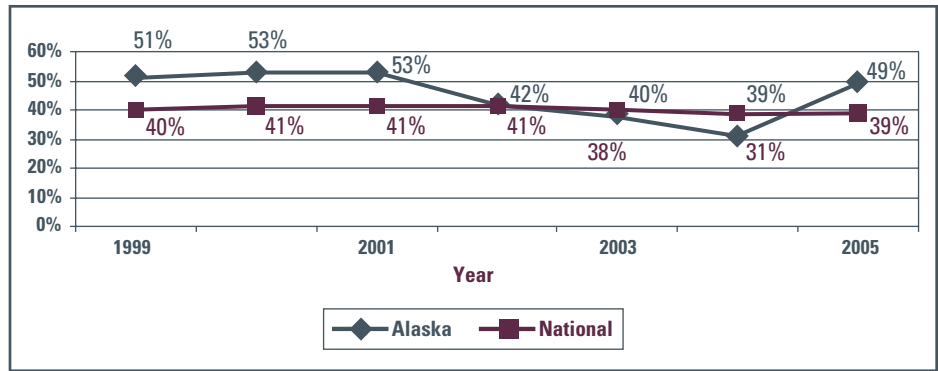
Figure 4 – Alaska's Alcohol-Related Fatality Rate, 1999-2005



Source: Fatality Analysis Reporting System

Alaska's challenges... coordinate a statewide, impaired driving program with law enforcement agencies separated by great distances and rugged terrain, and gaining "buy in" from smaller departments.

Figure 5 – Alaska’s Percentage of Alcohol-Related Fatalities, 1999-2005



Alaska’s Challenge – Marketing The Sustained Enforcement Strategy. The Alaska Highway Safety Office (AHSO) faced two challenges — (1) how to coordinate a statewide, impaired driving program with law enforcement agencies separated by great distances and rugged terrain, and (2) how to get smaller departments to “buy in” to the sustained DUI enforcement program given their limited resources. As part of the SES initiative, DUI enforcement occurred on a monthly basis in key communities along the corridor stretching from the Kenai Peninsula through Anchorage and north to Fairbanks. Law enforcement agencies covered at least 65 percent of the State’s population with DUI patrols each month. Enforcement occurred in geographic areas that accounted for at least 65 percent of Alaska’s alcohol-related fatalities.

Law enforcement agencies conducted saturation patrols every Friday and Saturday evening in key locations in Alaska. The AHSO used overtime enforcement as the incentive for large agencies (Alaska State Troopers, Anchorage Police Department, and Fairbanks Police Department) to participate in the enforcement program and negotiated with smaller departments to assign one officer to support the multijurisdictional enforcement periods.

Each law enforcement agency brought specific resources to the effort. For example, in addition to its regular patrols with five detachments, the Alaska State Troopers (AST) added a dedicated, roving DUI Squad. Launched in the fall of 2003, a sergeant supervised the three-officer team who traveled weekly to strategic locations within the State. The DUI Squad conducted joint enforcement activities with the local agencies in each area.

Anchorage Police Department (APD) had a dedicated traffic unit committed to working sustained DUI enforcement overtime shifts every Friday and Saturday evening. APD assigned three officers to work 5-hour shifts from 10 p.m. to 3 a.m. The Fairbanks Police Department (FPD) did not have a dedicated traffic unit but committed to work DUI enforcement overtime two weekends a month. The patrols occurred on Friday and Saturday evenings. FPD assigned two officers to work 5-hour shifts from 10 p.m. to 3 a.m. The FPD worked closely on enforce-

ment matters with the commander of the AST “D” Detachment headquartered in Fairbanks. This cooperation continues and enhances the enforcement efforts in the city of Fairbanks and within the Fairbanks North Star Borough.

In smaller communities to the south of Anchorage (Kenai, Homer, Soldotna, and Seward), multijurisdictional enforcement efforts were coordinated to avoid a drain on the resources of any one department. Each local police department assigned one officer to work a 5-hour shift two times per month and rotated responsibility for DWI enforcement. The patrols occurred either Friday or Saturday evening from 10 p.m. to 3 a.m. These activities also were coordinated with the local AST detachment.

As a condition for accepting overtime reimbursement, AHSO required participating law enforcement agencies to notify prosecutors and judges of DUI saturation patrols at least one week before a scheduled activity to allow these officers to prepare for a potential increase in DUI caseloads. In addition, the DUI shift coordinator reported enforcement activity to AHSO and NHTSA.

The State established a monthly schedule of DUI enforcement activities. Figure 6 provides an example of a typical schedule.

Figure 6 – Planned Monthly Schedule of Alaska’s SES DUI Enforcement Activities

	AST Detachment	APD	FPD	Kenai Peninsula	Mat-Su	AST DUI Squad
Week One	◆	◆		◆		◆
Week Two		◆	◆	◆	◆	◆
Week Three		◆		◆		◆
Week Four		◆	◆	◆	◆	◆

Law Enforcement Coordinating Committee. The AHSO established a Law Enforcement Coordinating Committee to evaluate periodically the effectiveness of the SES DUI enforcement effort. Committee members represented AST, APD, FPD, AHSO, and NHTSA. The committee met to assist in the development of the SES enforcement plan and held quarterly conference calls and/or communicated via e-mail to assess the effectiveness of the DUI enforcement in Alaska.

Maximizing Earned Media Opportunities With Small Departments. The DUI enforcement effort used the “*You Drink & Drive. You Lose.*” national tagline to increase public awareness of the intensified DUI enforcement and to deter individuals from drinking and driving. Both paid and earned media were in place during the course of the SES project. The AST public information office worked in close coordination with the AHSO and NHTSA took the lead on paid and earned media activities.

Alaska's DUI Enforcement Strategy:

- 1. Targeting enforcement and paid media in counties that represent 65 percent of the alcohol fatality problem.**
- 2. Multi-agency, weekly saturation patrols.**
- 3. Statewide and local earned media with larger agencies supporting smaller departments; paid media.**
- 4. Established Law Enforcement Coordinating Committee.**
- 5. Hired statewide enforcement reporting coordinator.**
- 6. Shifted media messages based on level of arrests and immediate feedback to media on enforcement data.**

The APD and FPD were responsible for their own publicity and obtained assistance from the AST public information office. AST publicized all DUI enforcement activity at the local level, regardless of which department performed the work. For example, when a police department planned to conduct DUI patrols for an upcoming weekend, the AST, APD, or FPD issued a press release to all local media outlets detailing the enforcement locations and shifts, usually five days before the patrol. As a follow-up, NHTSA coordinated the scheduling of additional interviews with the appropriate local, State, or Federal official to publicize the expanded enforcement effort. The agencies coordinated a ride-a-long or other photo opportunities to engage reporters in coverage of impaired driving issues.

The AST shared DUI arrests and other enforcement statistics with local media outlets immediately following the DUI patrols. The AST “refreshed” their messaging based on the number of arrests and level of activity. For example, during periods with a high number of arrests, AST emphasized zero tolerance on Alaska’s roadways. When the agencies made fewer arrests, AST’s messaging shifted to an emphasis on the deterrence effect of the highly visible impaired driving enforcement.

Paid Media

Alaska invested in paid media during key times of the year to coincide with enforcement activity. The target population group for impaired driving messaging was 18- to 34-year-old males. AST placed media buys through its public information office to support the National Impaired Driving Crackdown during the Christmas and New Year’s holiday period and for special events in Anchorage and Fairbanks. The ads sent a clear message on zero tolerance of impaired driving and included the *You Drink & Drive. You Lose.*® tag. Paid media is relatively inexpensive in Alaska. Most television programming is statewide and relayed to rural communities through the Alaska Rural Communications Services via satellite, which makes it relatively easy to reach the statewide audience.

Law Enforcement and Media Reporting

AHSO contracted for a statewide enforcement reporting coordinator who was a supervisory-level law enforcement officer in Alaska. Each participating agency was required to submit reports within 72 hours of completion of the DUI shift. The statewide enforcement reporting coordinator compiled the data and submitted a monthly enforcement report to AHSO and NHTSA by the fifth day of the month following the activity for tracking and other evaluation purposes. For media activities, the AST public information office tracked earned and paid media activity and expenditures. The AST public information office submitted a monthly report to AHSO and NHTSA no later than the fifth day of the month following the activity.

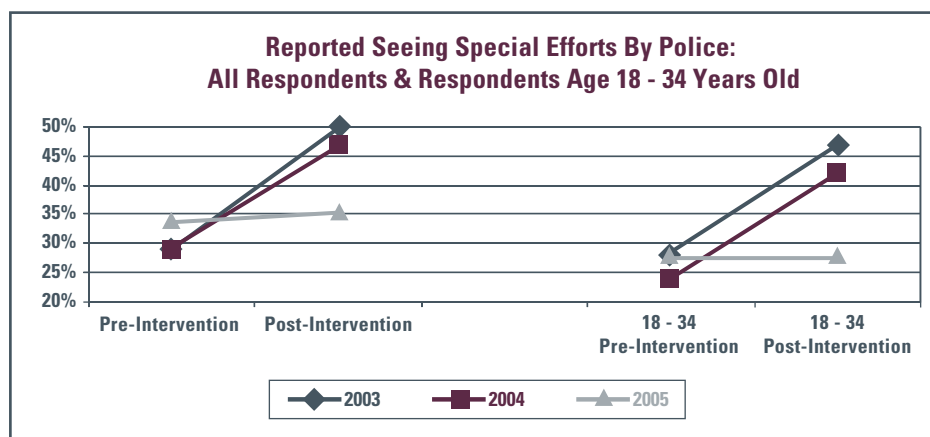
Evaluation

In 2003, 2004, and 2005, NHTSA’s Office of Behavioral Safety Research conducted statewide telephone surveys in Alaska on drinking and driving before and after each National Impaired Driving Crackdown. NHTSA collected baseline measures of awareness, behavior, and perceptions regarding public information and enforcement programs focused on deterring drinking and driving. Following

this, Alaska conducted its crackdown, which included a public education campaign consisting of paid advertisements, as well as increased enforcement of drinking and driving laws. The agency administered a second set of surveys each year to determine the impact of each crackdown’s public education and enforcement efforts and measured the impact of each annual crackdown by comparing the annual baseline data to the post-crackdown survey results. NHTSA interviewed drivers from the following counties: Anchorage, Fairbanks-North Star, Juneau, Kenai Peninsula, Ketchikan Gateway, Matanuska-Susitna, and Valdez-Cordova.

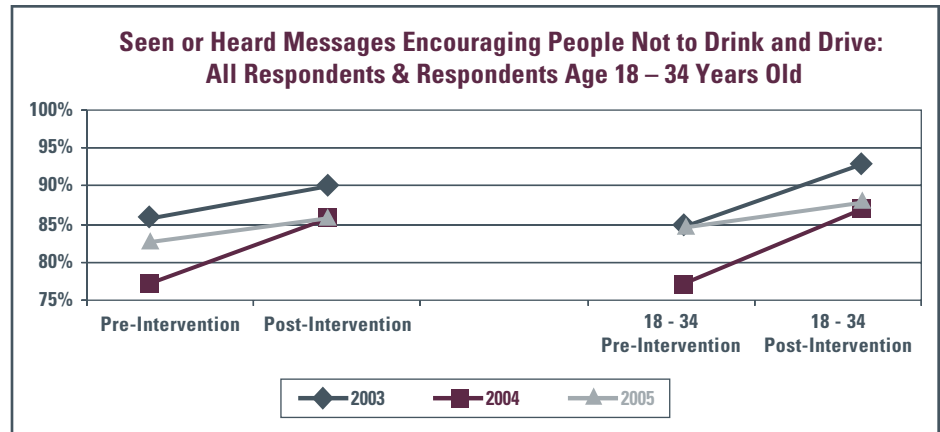
Special Efforts by Police – The proportion of respondents who reported seeing or hearing of a special effort by police to reduce driving under the influence or driving drunk in their communities increased in all three crackdowns. Although there were statistically significant increases from 29 to 50 percent during the 2003 crackdown ($p < .01$), and from 29 to 47 percent during the 2004 crackdown ($p < .01$), the increase from 34 to 35 percent during the 2005 crackdown was not statistically significant. The pattern of data was similar among 18- to 34-year-old respondents. Although, there was a statistically significant increase during the 2003 crackdown from 28 to 47 percent during 2003 ($p < .01$) and from 24 to 42 percent during the 2004 crackdown ($p < .01$), the proportion of younger respondents that had seen special police efforts remained flat at 28 percent during the 2005 crackdown.

Figure 7 – Percentage of Those Reported Seeing Special DUI Enforcement in Alaska, 2003-2005



Seen or Heard Messages Encouraging People Not to Drink and Drive – The proportion of respondents who reported seeing or hearing a message that encouraged people to avoid driving after drinking in the past 30 days increased in all 3 crackdowns. Although there were significant changes from 86 to 90 percent during the 2003 crackdown ($p < .05$), and from 77 to 86 percent during the 2004 crackdown ($p < .01$), the increase from 83 to 86 percent during the 2005 crackdown was not statistically significant. The pattern of data was similar among 18- to 34-year-old respondents. Again, there were significant changes from 85 to 93 percent during the 2003 crackdown ($p < .05$), and from 77 to 87 percent during the 2004 crackdown ($p < .05$), however, the increase from 85 to 88 percent during the 2005 crackdown was not significant.

Figure 8 – Percentage of Those Reported Seeing or Hearing Messages Encouraging People Not to Drink and Drive in Alaska, 2003 – 2005



Impacts on Alcohol-Related Fatalities

The number of alcohol-related fatalities on Alaska’s roadways declined during the first 2 years of the program, from 37 in 2002 and 2003 to 31 in 2004. The percentage of traffic deaths that were alcohol-related also declined, from 42 percent in 2002, to 38 percent in 2003, to 31 percent in 2004. While the percentage remained fairly steady in 2005 (increasing only slightly to 32%), the number of alcohol-related deaths rose sharply in 2005 to 44. It is important to keep in mind that the number of alcohol-related traffic fatalities were small and there may have been other factors that influenced the numbers movement.

Lessons Learned – Alaska’s Challenge and What Worked

1. One of the biggest challenges that the enforcement community and the Alaska Highway Safety Office overcame was dealing with the geography and environment. Coordination was the key – with larger agencies providing support to smaller agencies. The Alaska State Troopers worked closely with local law enforcement agencies in conducting saturation patrols each weekend on a monthly basis (covering 65 percent of the State’s population). The larger agencies (AST, APD, and FPD) provided support to smaller law enforcement agencies on earned media as well by issuing press releases announcing the weekly enforcement activity, thus heightening the visibility factor.
2. To obtain maximum visibility, AHSO established the Law Enforcement Coordinating Committee. The committee assisted in the development of the SES enforcement plan and regularly communicated to assess the effectiveness of the DUI enforcement efforts in Alaska.
3. As a requirement for accepting overtime funding, each agency worked with the local prosecutors and judiciary, informing them of enhanced enforcement activities. Small law enforcement agencies stepped up their support by assigning one officer each to the SES enforcement effort.

4. To overcome issues associated with reporting on a timely basis, AHSO contracted for a statewide enforcement reporting coordinator. AHSO tasked this individual with collecting and reporting enforcement activities within 72 hours of the enforcement activity.
5. Levels of effort and coordination, due to personnel changes at the State level, declined significantly in 2005. This reduced activity may have contributed to a sharp rise in the number of alcohol-related fatalities but the reader should not make or assume a direct correlation between the reduced activities and the increase in alcohol-related fatalities.





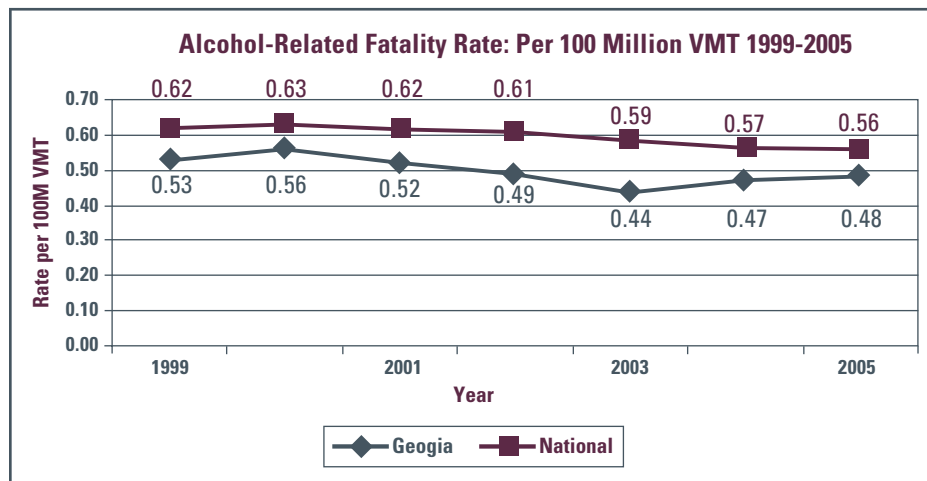
A DIVERSE STATE WITH UNIQUE CHALLENGES IN ADDRESSING DWI

Georgia is the 10th most populous State according to the 2000 census, and one of the fastest growing States in the country, with 8,829,383 residents and 57,906 square miles of land area (compared to Alaska, that's about 13 times the population crammed into one-tenth of the square miles of land). The burgeoning capitol, Atlanta, has experienced the largest gain of any large metropolitan area in the Nation with about half of the State's population residing in 10 counties perched around the edges of Atlanta. Georgia is a largely rural State surrounding an expansive metropolitan area. Georgia has 159 counties, 529 active municipalities, and nearly 800 registered local government authorities; second only to Texas with the largest number of counties. The State's population makeup is diverse as well, with a melting pot that is 65.1 percent White, 28.7 percent African-American, 5.3 percent Hispanic, and 2.1 percent Asian.

Georgia's Impaired Driving Problem

NHTSA identified Georgia as a candidate Strategic Evaluation State in 2002 because of the high number of alcohol-related crash fatalities. Partly due to passage of new DWI laws along with the expanded enforcement program, the State's alcohol-related fatalities dropped significantly in 2003 to .44 per 100 million VMT). In 2004, Georgia had the lowest alcohol-related fatality rate among the Southeastern States at .47 deaths per 100 million vehicle miles driven. An estimated 525 fatalities of the overall 1,634 crash deaths occurring in 2004 (or 32%) were alcohol-related in the same year.

Figure 9 – Georgia's Alcohol-Related Fatality Rate, 1999 – 2005



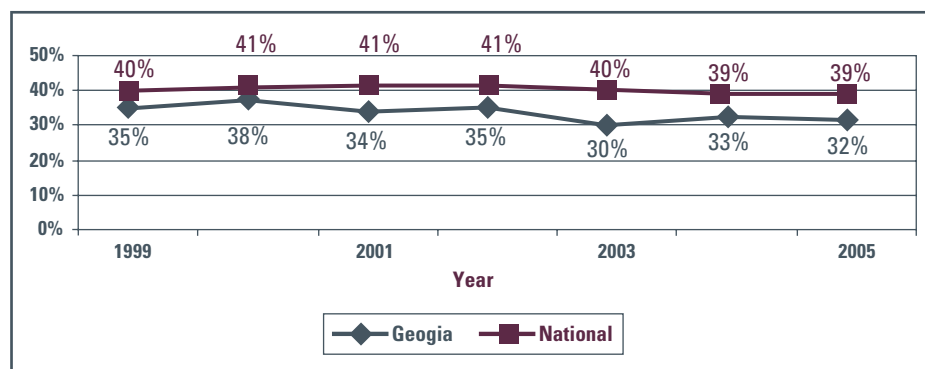
Source: Fatality Analysis Reporting System

Georgia's challenges...
large number of agencies (587), agency burnout, and an identified need for advanced training addressing the needs of smaller departments.

"Why Traffic Enforcement Networks?"

- (1) *To build the State's traffic enforcement community into one massive team;*
- (2) *To improve communications and partnerships between local police departments, sheriff's offices, and State Patrol; and*
- (3) *To provide regional training opportunities on SFST, Conducting Legal Traffic Stops, and Conducting Legal Sobriety Checkpoints.*

Figure 10 – Georgia’s Percentage of Alcohol-Related Fatalities, 1999 – 2005



Source: Fatality Analysis Reporting System

The State’s enforcement community is comprised of the Georgia State Patrol with 761 sworn officers, local police departments and sheriff’s offices. A total of 587 law enforcement agencies support Georgia’s DWI impaired driving mobilizations. The Georgia Governor’s Office of Highway Safety (GOHS) faced several challenges in the early stages of the high visibility DUI enforcement program. With such a large number of agencies and municipalities, how can Georgia build a cohesive network to focus its law enforcement agencies on addressing impaired driving? What are the successful strategies that will yield reductions in alcohol-related fatalities and injuries? How does Georgia maintain the impaired driving enforcement effort year round and avoid agency burnout? Will incentives increase voluntary reporting by law enforcement agencies? With more demands on the enforcement community, how can Georgia address training needs of smaller departments?

Regional Traffic Enforcement Networks – The Foundation of an Effective DUI Enforcement Effort. Although Georgia organized Traffic Enforcement Networks (TENs) several years prior to the State’s participation in the SES program, TENs served as a foundation for the sustained enforcement program. The GOHS organized the first TEN, Metro-Atlanta Traffic Enforcement (or MATEN), on November 17, 1997. MATEN included seven metro-Atlanta counties. Local and county law enforcement agencies along with the Georgia State Patrol met on a monthly basis to plan joint enforcement operations (with larger agencies supporting smaller departments with additional staffing and other resources such as equipment). Additionally, monthly network meetings served as the mechanism for GOHS to announce mobilization plans and disseminate other traffic safety information. Likewise, law enforcement agencies would use TEN as an opportunity to voice their needs and concerns directly to the GOHS.

Upon Georgia’s participation in the SES initiative, the Traffic Enforcement Networks had evolved into 16 regional networks covering the entire State. Each regional network had a TEN coordinator and an assistant who organized enforce-

ment crackdowns and local media events, documented network activities, host monthly meetings, submitted crackdown reports, and scheduled training. The lead law enforcement agencies (with an established coordinator position) received small mini-grants to support the networks. Door prizes served as an incentive for each department to send a representative. The TENs usually conducted multi-agency sobriety or safety checkpoints after monthly meetings.

In an effort to improve communication and coordination, GOHS teamed with Emory University to establish an e-mail list serve with all participating law enforcement agencies. Through this communication network, GOHS notifies agencies of upcoming joint checkpoint activity (including locations and dates), sends legal updates, issues GOHS press releases for upcoming events, and disseminates crackdown information.

The networks have expanded to include prosecutors, the State's two traffic safety resource prosecutors (TSRPs)³, judges, and nontraditional traffic enforcement agencies such as the Georgia Department of Natural Resources, Georgia Bureau of Investigation, Motor Carrier Compliance officers, Department of Corrections and Military Police. Together the regional networks serve as a formidable machine behind the DUI enforcement program in the State of Georgia, as evidenced by the level of enforcement activity during crackdown periods and throughout the year.

Why Were Traffic Enforcement Networks So Crucial to Georgia's High Visibility Enforcement Campaign On Impaired Driving?

Enforcement Community as One Massive Team – GOHS's primary objective was to build the State's traffic enforcement community into one massive team. Georgia, like many other States, had a number of individual law enforcement agencies implementing impaired driving enforcement programs within their own jurisdictions in the late '90s. Most of these initiatives were not multi-agency efforts and they did not have statewide impact on traffic fatalities. Additionally, small agencies did not have the staff or resources to conduct effective checkpoint activity or other high visibility impaired driving enforcement efforts.

Improved Communication and Coordination Between Law Enforcement Agencies – With Georgia's 587 law enforcement agencies, diverse populations, and geographic areas, communication among law enforcement was difficult. The law enforcement community was clearly divided into those agencies with adequate resources such as staffing and equipment to conduct highly visible DUI enforcement activities and those agencies that may not have the level of resources or support to conduct similar activities. Law enforcement agencies in metropolitan areas often received legal updates, court decisions, and other traffic enforcement information well before law enforcement agencies in rural South Georgia. GOHS's second objective was to improve communications between law enforcement agencies.

³ A traffic safety resource prosecutor or TSRP specializes in traffic safety issues and serves as a resource to local prosecutors needing assistance to address specific issues that may arise in a traffic-related trial. A TSRP may also assist the local prosecutor in the actual trial phase of a case.

Georgia's Sustained Enforcement Strategy:

- 1. Targeting enforcement and paid media in counties that represent 65 percent of the alcohol fatality problem.**
- 2. GOHS planning meetings and training through regional Traffic Enforcement Networks and SES counties.**
- 3. Hired TEN coordinators for each region.**
- 4. Monthly, multi-agency sobriety checkpoints with BAT trailers.**
- 5. Hands Across the Border partnerships with other States.**
- 6. Statewide and local earned media; paid media**
- 7. Law enforcement incentives and recognition awards.**

Bringing Training to the Troops – A third objective was to expand traffic enforcement training across the entire State. Advanced traffic enforcement training such as *Standardized Field Sobriety Testing*, *Conducting Legal Traffic Stops*, and *Conducting Legal Sobriety Checkpoints* were not available to all law enforcement officers. As with most States, the majority of Georgia's law enforcement agencies have less than 10 officers. Smaller departments suffered a significant hardship in sending officers to the Georgia Police Academy (GPA) for advanced training. The GOHS and the GPA established regional training through the 16 Traffic Enforcement Networks at no cost to the agencies, thus creating more interest in high visibility enforcement programs and adding to the pool of highly skilled traffic enforcement officers.

The success and longevity of Georgia's Traffic Enforcement Networks lies in the charismatic leadership of the GOHS along with the expertise and commitment of the regional/State law enforcement liaisons, and the local coordinators. The Governor's Representative for Highway Safety along with his director of special operations and the statewide law enforcement coordinator all regularly attend the evening network meetings.

Georgia's Enforcement Strategy to Deter Impaired Drivers.

Step 1. Identify High-Risk Counties – GOHS identified 32 counties representing 65 percent of the total number of alcohol-related fatalities in the State. Although the enforcement program was Statewide, GOHS placed special emphasis on raising the level of paid media, earned media, and enforcement in the 32 counties.

Step 2. Introductory Meetings – GOHS conducted initial meetings with the law enforcement agencies in the 32 target counties. Collectively, GOHS designated the agencies involved as the *Georgia's Sustained Enforcement Task Force*. The director of special operations and the State law enforcement liaison coordinator both conducted regional meetings with law enforcement officers and prosecutors in the 32 counties to (1) explain the National SES strategy, (2) discuss the impaired driving problem, (3) outline the enforcement plan, (4) review reporting requirements, and (5) motivate agencies toward a successful SES initiative.

Step 3. The Training Plan – Working in coordination with the Georgia Police Academy (GPA), GOHS gave special priority to officers in the SES agencies. The GPA trained each of the 16 coordinators of the Traffic Enforcement Networks to be an SFST instructor. Regional training classes offered included SFST, *Drugs and Impaired Driving*, *DUI Investigations*, and *Conducting Legal Sobriety Checkpoints* through the TENs. Additionally, the State's two traffic safety resource prosecutors (funded by the GOHS) conducted joint training programs for law enforcement and prosecutors.

Step 4. The Enforcement Strategy – During the 2005 high visibility enforcement period, each agency identified in the 32 SES counties agreed to conduct at least one special impaired driving enforcement operation per month in a high alcohol crash/fatality location. During Georgia's three impaired driving crackdown periods (Labor Day, July 4th, and Christmas-New Year), each agency in the target SES

counties conducted at least four impaired driving enforcement operations. Most of the TENs continue to coordinate monthly, multijurisdictional sobriety checkpoints giving priority to locations identified in the SES counties. Drug recognition experts are encouraged to attend as many sobriety checkpoints as possible. Portable DUI processing stations known as “BAT Trailers” (blood alcohol testing) are used to process DUI offenders. The BAT trailers are 20-foot-long trailers with self-contained jail cells and breath-testing stations. The trailers also have a generator with outside lighting and blue lights. Use of the BAT trailers has significantly expedited the arrest process of DUI offenders in the field. The campaign theme was *Zero Tolerance. You Drink & Drive. You Lose.*[®]

Step 5. The Earned Media Plan – GOHS encouraged all law enforcement agencies in the State to conduct earned media events linked to their sobriety checkpoints. An approach that was successful in getting local media coverage was the official dedication of each sobriety checkpoint to an alcohol-related crash victim. Additionally, the GOHS conducted a statewide kickoff event at the beginning of the two-week enforcement period during all crackdown activities.

Step 6. Lights... Camera... Action: Paid Media – Image Masters Productions developed the award-winning television ad, *Now Playing*, featuring a fast-moving movie ad approach that announced the heightened presence of law enforcement “on watch for impaired drivers.” The television and radio ads targeted primarily male drivers 18 to 34 years old. The ad campaign included messaging for Georgia’s growing Hispanic population that continues to be overrepresented in alcohol-related crashes. Georgia has a full-time public relations specialist who coordinates all GOHS earned media and paid media activities.

Step 7. Law Enforcement Reporting – Law enforcement reporting (on a monthly basis) posed one of the most difficult challenges in conducting the DUI enforcement program in Georgia. In 2005, 231 of the 587 (39%) law enforcement agencies and patrol districts that participated in the impaired driving enforcement campaign reported during the 2005 *Operation Zero Tolerance - You Drink and Drive. You Lose.*[®] crackdowns. Georgia used its four law enforcement liaisons and local TEN coordinators to encourage reporting of monthly enforcement activities.

Step 8. Joining with Other States With Hands Across the Border – For several years, GOHS has coordinated the *Hands Across the Border* multi-State enforcement events to emphasize the coordination between bordering States in addressing the impaired driving problem. *Hands Across the Border* events occurred in late August through the Labor Day holiday and overlaid *Operation Zero Tolerance - You Drink and Drive. You Lose.*[®] activities. The *Hands Across the Border* events were held at Welcome Centers near the State borders. State Highway Safety Offices, the NHTSA Region IV Office, local elected officials, representatives of local law enforcement agencies, and the colonels of adjoining State Highway Patrols hosted multi-State news conferences to publicize *Hands Across the Border*. Law enforcement agencies conducted sobriety checkpoints in key locations on both sides of the border on the evening before the media event. A total of 10 multi-State news conferences and

Georgia's incentive program has evolved into a four-tiered incentive program to reward agencies for:

- 1) Participation in the Traffic Enforcement Networks;**
- 2) Overall performance as related to community programs and enforcement;**
- 3) Statewide recognition through the Governor's Challenge Award; and**
- 4) Monthly reporting.**

sobriety checkpoints are held each year with 6 of the 10 conducted in SES counties. Media attend checkpoints after the events.

Incentives Work

Georgia's Statewide DUI enforcement program depends largely upon voluntary support of local law enforcement agencies. To illustrate this point, in FY 2005, GOHS provided funding to only 39 of the 587 law enforcement agencies in the form of multiyear grants (totaling \$2,607,235). GOHS relies heavily upon voluntary participation of law enforcement agencies in conducting enforcement efforts during crackdowns, organizing earned media events at the local level, and reporting enforcement data to the GOHS/NHTSA for evaluation purposes.

One very effective strategy in soliciting support from law enforcement agencies is the GOHS incentive program. In addition to the grant program, GOHS offers an incentive program (totaling \$200,000) in lieu of small equipment grants. *GOHS Incentive Bucks* are used in an on-line "catalog store" by agencies that have documented exceptional performance based on number of months reporting, educational events conducted, enforcement activity, crackdown participation, and participation in TENs. The top 40 agencies for the year each receive \$5,000 in *GOHS Incentive Bucks* as an incentive for support of traffic safety programs.

The incentive program in Georgia began as a simple reward system for TEN meetings in 2003. Today, Georgia's incentive program has evolved into a four-tiered incentive program to reward agencies for (1) participation in the Traffic Enforcement Networks; (2) overall performance as related to community programs and enforcement; (3) statewide recognition through the Governor's Challenge Award; and (4) reporting. The incentive items for the high visibility enforcement program are tools that law enforcement officers can use to detect impaired drivers and to achieve the GOHS goal of reducing the number of crashes due to impaired drivers. Other incentives for FY 2005 were:

- **Monthly Traffic Enforcement Network Meeting Drawings** – Each month after the regular TEN meeting, LELs held a special drawing for agencies that had fulfilled sobriety checkpoints and reporting requirements. The incentive was a hand-held portable breath testing device. Only agencies that had reported were eligible for the drawing. TENs also provided door prizes for the officers that attended the meetings. The incentives increased the number of agencies providing monthly activity reports but it is not known if the number of enforcement activities increased because of unreliable baseline data.
- **Operation Zero Tolerance (OZT) – You Drink and Drive. You Lose.® Crackdown SES County Incentives** – Georgia conducts the OZT campaigns during July 4th, Labor Day, and Christmas/New Year weeks. Following each Operation Zero Tolerance crackdown, each LEL held a special drawing for an in-car video system for each of the enforcement counties within their region. All agencies within that specified county that reported statistics to GOHS for a crackdown period were eligible for the drawing.

- **Georgia State Patrol Incentives** – The Georgia State Patrol (GSP) plays an important role in the impaired driving enforcement programs since 10 of 16 GSP posts fall within the 32 high-risk counties. The GSP vehicles are already equipped with in-car video, portable breath testing equipment, and RADAR. GOHS awarded a traffic LASER unit to each GSP post that participated in the impaired driving enforcement. GOHS held one drawing each month for the GSP Posts that held one sobriety checkpoint per month or four per crackdown.
- **Annual Law Enforcement Recognition Program** – GOHS established the annual awards program or Governor’s Challenge several years ago to provide recognition for law enforcement agencies that conducted exceptional work in addressing all traffic safety issues including impaired driving. This program receives extensive private sector support including a donated Governor’s Challenge vehicle fully decorated with the GOHS insignia and state-of-the-art law enforcement tools. All agencies participating in both the State enforcement crackdowns and the IACP awards program are eligible to compete for the Governor’s Challenge awards, including the new patrol car.

Critical Execution Steps – Where The Rubber Meets The Road!

March 7 to March 16, 2005 – GOHS held four regional strategy sessions with 32 coordinators and assistant coordinators on all GOHS crackdowns for 2005 and distributed procedures for SES enforcement strategy and policies for incentive programs.

May 23 to September 5, 2005 – 100 Days of Summer Heat campaign (integrated enforcement focusing on speed, belts, and impaired driving) with statewide kickoff event at Centennial Park in Atlanta.

June 15 to July 6, 2005 – GOHS conducted five regional meetings with the law enforcement agencies in the 32 SES counties to outline the law enforcement strategy, training, and earned media components.

June 24 to July 4, 2005 – *Operation Zero Tolerance – You Drink and Drive. You Lose.*® – the first impaired driving crackdown with local earned media, paid media, and statewide kickoff event at Turner Field in Atlanta. This crackdown included an emphasis on impaired motorcyclists. As part of the kickoff event, a motorcade traveled to a local Harley-Davidson dealership where the Blue Knights, a motorcycle officer’s organization, hosted a law enforcement appreciation luncheon and media rally.

August 19 to September 5, 2005 – *Operation Zero Tolerance – You Drink and Drive. You Lose.*® – National Labor Day Crackdown with local earned media, paid media, and a statewide kickoff event at the Georgia Motor Speedway in Atlanta. Participants released balloons representing the number of lives lost in alcohol-related crashes.

Figure 11 – Summary of Georgia’s Operation Zero Tolerance Enforcement Activities.

Georgia Operation Zero Tolerance: You Drink & Drive. You Lose.® Crackdown Activity			
ENFORCEMENT ACTIVITY	2003 (12/01/03-12/30/03)	2004 (8/27/04-09/12/04)	2005 (08/19/05 – 09/05/05)
DWI Arrests	1,746	2,266	1,744
Safety Belt Citations	5,703	7,271	6,384
Child Safety Citations	974	1,181	1,014
Felony Arrests	748	764	3,588*
Stolen Vehicles Recovered	266	265	*
Fugitives Apprehended	579	903	*
Suspended/Revoked Licenses	2,738	2,515	1,882
Uninsured Motorists	2,401	2,899	
Speeding	29,880	31,215	23,217
Reckless Driving	357	445	
Drug Arrests	791	932	
Sobriety Checkpoints	3,485	820	959
EARNED & PAID MEDIA			
Press/Media Conferences	17	12	1
Local Media Events	Unknown	135	100
Paid Media Programming	\$0	\$118,260	\$208,539
TV/Radio Spots		2,011	3,179
News Stories		295	
PARTICIPATION/REPORTING			
Number of Agencies Participating	587	579	593
Number of Agencies Reporting	251	427	231
Percentage of Agencies Reporting	43%	74%	39%

*3,588 – includes felony arrests, stolen vehicles recovered, and fugitives apprehended.

August 28 to September 2, 2005 – *Hands Across the Border* earned media events in 10 sites across the State; multi-state checkpoints conducted the evening before the 10 local media conferences.

October 6, 2005 – 5th Annual *Governor’s Challenge Awards Banquet* held with over 350 law enforcement officers and other State and Federal officials attending.

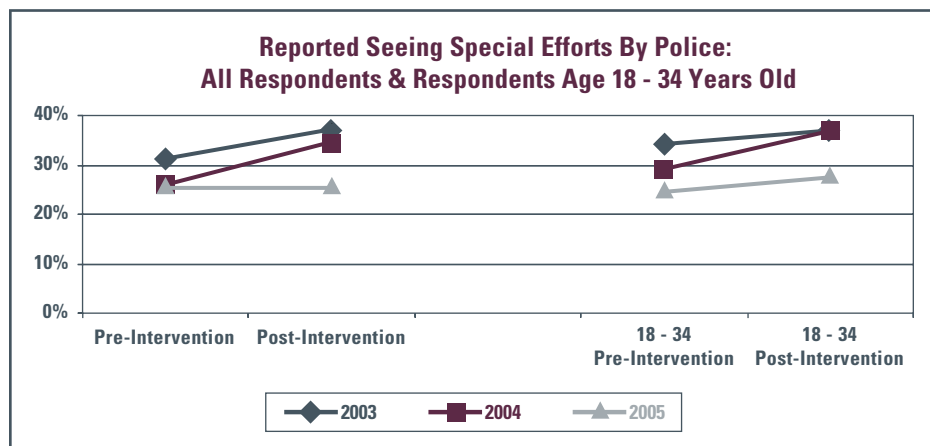
December 16, 2005, to January 2, 2006 – *Operation Zero Tolerance – You Drink and Drive. You Lose.*® – The Christmas/New Year impaired driving crackdown with statewide kickoff event in Savannah.

Evaluation

In 2003, 2004, and 2005, NHTSA’s Office of Behavioral Research conducted statewide telephone surveys in Georgia on drinking and driving before and after each National Impaired Driving Crackdown. NHTSA collected baseline measures of awareness, behavior, and perceptions regarding public information and enforcement programs focused on deterring drinking and driving. Following this, Georgia conducted its crackdown, which included a public education campaign consisting of paid advertisements, as well as an increased enforcement effort of drinking and driving laws. The agency administered a second set of surveys each year to determine the impact of each crackdown’s public education and enforcement efforts and measured the impact of each annual crackdown by comparing the baseline data to the post-crackdown survey results. NHTSA interviewed drivers in the following counties: Appling, Barrow, Bartow, Bibb, Bulloch, Burke, Carroll, Chatham, Cherokee, Clarke, Clayton, Cobb, Coffee, Coweta, De Kalb, Dougherty, Elbert, Floyd, Forsyth, Fulton, Glynn, Gordon, Gwinnett, Hall, Henry, Houston, Irwin, Liberty, Lowndes, Madison, Muscogee, Newton, Paulding, Polk, Richmond, Twiggs, Walker, Walton, Whitfield, and Worth.

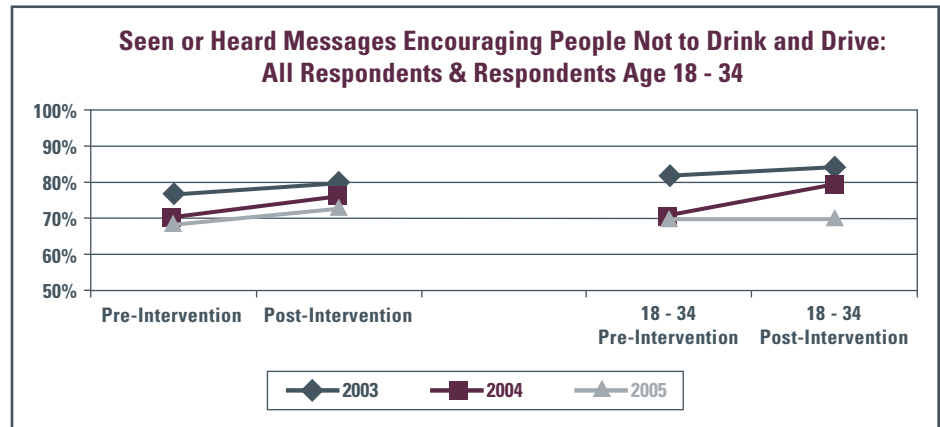
Special Efforts by Police – The proportion of respondents who reported seeing or hearing a special effort by police to reduce driving under the influence or driving drunk in their communities increased from 31 to 37 percent in the 2003 crackdown, and increased significantly from 26 to 34 percent in the 2004 crackdown ($p < .01$), but remained flat at 26 percent in the 2005 crackdown. Among 18- to 34-year-old respondents, the amount increased in all three comparisons from 34 to 37 percent during the 2003 crackdown, from 29 to 37 percent during the 2004 crackdown, and from 25 to 28 percent during the 2005 crackdown. However, these changes were not statistically significant.

Figure 12 – Percentage of Those Reported Seeing Special DUI Enforcement in Georgia, 2003 – 2005



Seen or Heard Messages Encouraging People Not to Drink and Drive – The proportion of respondents, who reported seeing or hearing a message that encouraged people to avoid driving after drinking, increased in all three comparisons from 77 to 80 percent during the 2003 crackdown, significantly increased 6 percentage points from 70 to 76 percent during the 2004 crackdown ($p < .05$), and increased slightly from 68 to 73 percent during the 2005 crackdown. Among 18- to 34-year-old respondents, the proportions increased from 82 to 84 percent during the 2003 crackdown and from 70 to 79 percent during the 2004 crackdown, but remained flat at 70 percent during the 2005 crackdown.

Figure 13 – Percentage of Those Reported Seeing or Hearing Messages Encouraging People Not to Drink and Drive in Georgia, 2003 – 2005



Impacts on Alcohol-Related Fatalities

The number of alcohol-related fatalities on Georgia’s roadways declined overall over the three years of the program. Specifically, it declined from 533 in 2002 to 483 in 2003, increased to 525 in 2004, and then declined further to 489 in 2005. Similarly, the percentage of traffic deaths that were alcohol-related dropped overall, declining from 35 percent in 2002 to 30 percent in 2003, rising slightly to 32 percent in 2004, and then declining further to 28 in 2005.

Lessons Learned – Challenges and What Worked

1. *Traffic Enforcement Networks have been the key to the State’s success in mobilizing law enforcement.* Keeping up the momentum for each crackdown and throughout the sustained high visibility enforcement period is probably the biggest challenge in implementing the on-going enforcement program. For any State, building an infrastructure for coordination and communication with law enforcement is a critical component to the success of all law enforcement efforts, including the ongoing, high visibility enforcement program on impaired driving. Constant communication between the leadership in the GOHS and law enforcement agencies has significantly advanced relationships between the GOHS and the law enforcement community as one partnership. The level of support and involvement of local, county, and State agencies in the overall traffic safety program clearly demonstrate the value of this relationship.

The challenge of meeting the demands of such an infrastructure are many with planned meetings, numerous strategy sessions, and conferences. GOHS and the law enforcement agencies must plan and implement all media and enforcement efforts on other Statewide enforcement activities conduct each year in Georgia (100 Days of Summer Heat, *Click It or Ticket*, Sweet 16 Corridor campaign). All of these activities are accomplished through a part-time law enforcement liaison structure (4 part-time LELs) and 32 volunteer TEN coordinators and their assistant coordinators. The entire team (LELs, TEN coordinators, and the assistant coordinators) must conduct its network tasks while meeting their obligations as full-time law enforcement officers.

2. *Incentives go a long way toward fostering support among law enforcement agencies.* With incentives, smaller agencies have an opportunity to secure enforcement tools through the “GOHS Incentive Bucks” although their community may not be eligible for a full grant. With incentives as the carrot, smaller departments view their role as equally important in the effort to remove impaired drivers from our roadways. Agencies that allow their officers to serve in a voluntary role as coordinators and assistant coordinators of the TENs receive mini-grants as an incentive.
3. *Training is a cornerstone of Georgia’s DUI enforcement program.* Since 2003, Georgia has conducted regional training courses for local law enforcement agencies. The result – more interest in high visibility enforcement programs and more highly skilled traffic enforcement officers supporting the impaired driving campaign.





A BLUE-COLLAR STATE WITH SPECIAL CHALLENGES

West Virginia is a very rural State, over 24,000 square miles, with a population of about 1.8 million people and only eight large cities with a population exceeding 10,000 people. The State's population is about 95 percent White. The median age is 40.7 years and 29 percent of the population falls into the 45-to-64-year-old age group. In 2005, the median household income, \$32,967, is about 24 percent below the national average (\$43,318). West Virginia is one of the Nation's leading coal producers and as such, its population is largely "blue collar." However, health care, service industries, and tourism are fast becoming leading industries in the State. West Virginia's high school graduate level is 5 percent below the national average and the State is 10 percent below the national average of people with college educations. Approximately 60 percent of the offenders in the State's jails are there for alcohol-related offenses.

West Virginia faces several challenges in decreasing its number of alcohol-related fatalities. The challenges can be broken down into three categories: overall traffic safety issues, law enforcement issues, and public information issues.

Traffic Safety Issues

Much of the traffic on the more than 37,000 miles of public roadways – the majority of which are two-lane rural roads – consists of coal trucks. The amount of motor carrier traffic, in particular coal trucks, is largely to blame for the uneven pavement found on many of West Virginia's roads. The roads are unforgiving due to mountainous terrain and an overabundance of curves as well. In addition to the poor road conditions, West Virginia's statewide seat belt use rate was 49 percent in 2000 – 49th lowest use rate in the Nation. During that same year, West Virginia's percentage of alcohol-related fatalities had reached 44 percent while the Nation was at 40 percent.

West Virginia has the highest per capita beer sales in the Nation. Although West Virginia has many beer drinkers, it is not all bad news – the Commission on Drunk Driving Prevention collects more than one million dollars a year from taxes on alcohol. The Commission on Drunk Driving Prevention, an adjunct division of the West Virginia Department of Public Safety, manages these funds dedicated for impaired driving enforcement initiatives. The commission returns these funds to communities through grants to the State Police and local law enforcement agencies to support impaired driving enforcement. Even though these funds are available,

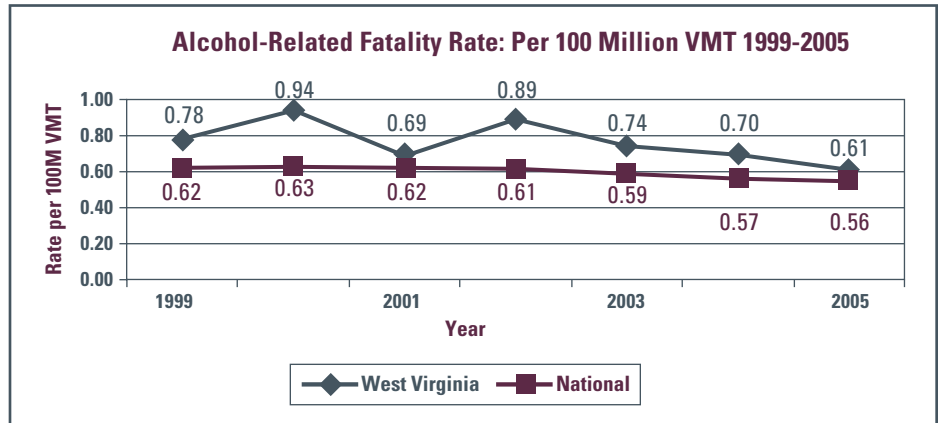
West Virginia's challenges... rural State; blue-collar population; problematic roadways with largely two-lane roads on mountainous terrain; and highest per capita beer sales in the United States.

many of the State's law enforcement agencies are either unaware of the program or simply do not apply for grant funds.

West Virginia's Impaired Driving Problem

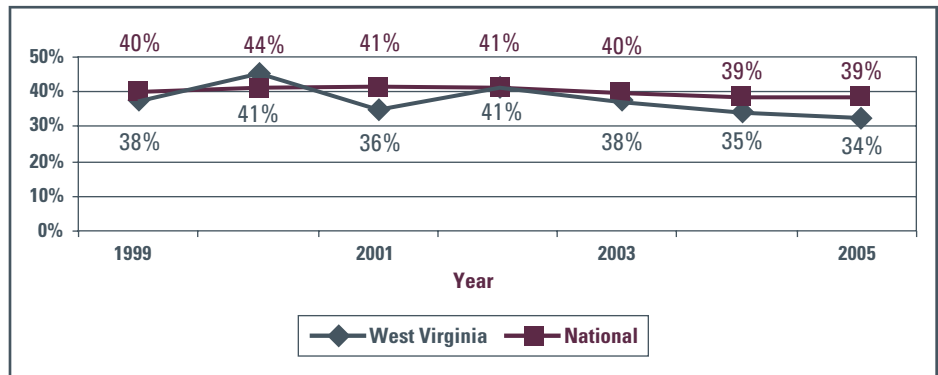
West Virginia has historically registered a high alcohol-related fatality rate per 100 million vehicle miles traveled.

Figure 14 – West Virginia's Alcohol-Related Fatality Rate, 1999 – 2005



Source: Fatality Analysis Reporting System

Figure 15 – West Virginia's Percentage of Alcohol-Related Fatalities, 1999 – 2005



Source: Fatality Analysis Reporting System

Law Enforcement Challenges

The State's law enforcement community is comprised of 241 law enforcement agencies including the West Virginia State Police, 55 county sheriff departments, and 183 municipal police departments. There are 3,315 total police officers statewide. The West Virginia State Police have 629 sworn officers, with 7 State Police Troops, and 67 detachments. Although it appears the State has adequate coverage by law enforcement agencies, some communities have only one or two officers to serve the entire community's needs. Since the majority of police departments are small, their enforcement capabilities are often limited. Staffing issues and coverage of large geographic areas greatly affect the number of sobriety checkpoints con-

ducted and the length of DUI arrest processing times. Moreover, coordination and reporting of enforcement efforts were minimal at best.

Outdated equipment, lack of new technology, and limited training were additional obstacles facing law enforcement officials. Many of the officers received outdated DWI detection and standardized field sobriety training or no training at all in these areas. There was no standardized statewide training on how to conduct or manage sobriety checkpoint operations. When the State moved from a county to a regional jail system, law enforcement faced another obstacle in the impaired driving enforcement program because correctional facilities were located great distances from the point of arrest. Law enforcement agencies also faced another hurdle, overcrowded jails. Although the State identified the need for alternative sentencing, it has not implemented feasible solutions.

Public Awareness Challenges

Prior to West Virginia's participation in the SES program, both the West Virginia Highway Safety Office (WV HSO) and the eight Community Traffic Safety Programs (CTSPs – regionalized highway safety programs at the local level) conducted earned media events. While coordinated to some degree, media coverage was haphazard and often not coordinated statewide. Receiving consistent earned media coverage of impaired driving is always challenging, especially when there is not a strong statewide media plan in place. These challenges are compounded as the closest major media markets (Pittsburgh, Baltimore, and the District of Columbia) are located outside the State but still serve a great deal of the State's population.

Overcoming The Challenges of 2002 – A Pivotal Year

The year 2002 was pivotal in West Virginia's highway safety program. Recognizing the need to improve highway safety in West Virginia, the Governor named a new Governor's Representative for Highway Safety (GR) and directed the highway safety office to refocus and redirect its efforts. This action strengthened working relationships between the NHTSA Region III Office and the WV HSO and developed a strong foundation to affect highway safety in the State. The GR named a new director for the WV HSO. Both the GR and the new director strongly supported enforcement-based highway safety programs. This new leadership provided a clear, unmistakable vision for highway safety in West Virginia.

The WV HSO hired a statewide law enforcement liaison (WV LEL) who was charismatic, well known, and respected in the State's enforcement community. He recruited and engaged many local police departments into the Checkpoint Strikeforce (CPSF) and *Click It or Ticket* campaigns. The WV LEL took the lead in organizing multi-agency participation in numerous enforcement events and training opportunities.

The WV HSO hired a public information officer in the highway safety office. This person developed and provided oversight for implementation of a statewide highway safety communication, media, and marketing plan. As part of this plan, the WV HSO implemented a statewide campaign that included \$250,000 for paid

Challenges to WV's law enforcement agencies ... absence of a statewide coordinated enforcement effort; outdated equipment; long processing time for DUI offenders; limited resources to support enforcement program and training; and sparsely located or overcrowded jails.

West Virginia's Sustained Enforcement Strategy:

- 1. Checkpoint Strikeforce implemented as a six-month, multi-agency enforcement program.**
- 2. Weekly sobriety checkpoints with saturation patrols.**
- 3. New charismatic leadership in the WV HSO.**
- 4. Developed a statewide communication plan; hired a public information officer and State law enforcement liaison.**
- 5. Conducted statewide law enforcement training to focus on low-staff checkpoints and multi-agency enforcement.**
- 6. Earned and paid media.**

media, of which \$70,000 was dedicated to impaired driving enforcement messaging. With this small budget, West Virginia bought a tremendous amount of prime airtime (8,000 TV and 25,000 radio spots). The communication plan focused its effort in local media markets in lieu of the larger media markets located outside the State (Pittsburgh, Baltimore, and the District of Columbia).⁴

In 2002, NHTSA's Region III Office implemented a region-wide sobriety checkpoint program known as *Checkpoint Strikeforce* (CPSF). This enforcement program was a six-month, intense law enforcement crackdown aimed solely at getting impaired drivers off our roadways. The program's primary components included high visibility enforcement, a minimum of one checkpoint per week in addition to DUI saturation patrols, and paid media to create heightened awareness of impaired driving enforcement in every State in the region. The WV HSO readily agreed to participate in this groundbreaking program.

In conjunction with NHTSA's Region III, WV HSO conducted the first-ever statewide impaired driving summit. More than 150 law enforcement officers and prosecutors participated in this summit. The Governor and GR kicked off the summit as a continued demonstration of support for enforcement-based impaired driving programs and continued leadership in the fight against impaired driving. Listening to the summit participants, the State developed customized law enforcement training to promote and operate low-staffing checkpoints and multi-agency enforcement initiatives. The WV LEL conducted this training throughout the State.

Other key activities initiated in 2002 included West Virginia becoming a Strategic Evaluation State; hiring a new traffic safety resource prosecutor (TSRP); and the WV HSO hosting the first Governor's Summit on Safe and Healthy Campuses, whose primary purpose was to establish campus community coalitions to prevent the underage consumption of alcohol and to prevent binge and abusive drinking.

2003 – A Year of Continued Growth

The focus in 2003 centered on increasing the use of technology and continuing to offer law enforcement training.

NHTSA Region III and the WV HSO hosted a passive alcohol sensor (PAS) training workshop. This workshop served as a catalyst to promote the use of this technology throughout the State. The PAS workshop also served as the official kickoff for Year 2 of the *Checkpoint Strikeforce* campaign. After the workshop, multiple border-to-border checkpoints occurred throughout the State using PAS technology. At the request of law enforcement agencies, the WV HSO and the WV LEL conducted various trainings on checkpoints (i.e., checkpoint manager training, checkpoint operation training, low-staffing checkpoint training, and how to write Standard Operating Procedures for checkpoints). Nearly 400 officers participated

⁴ West Virginia used paid media during the National Impaired Driving Crackdowns and during high DUI times of the year. State investment in paid media by year: 2002 – \$70,000; 2003 – \$148,000; 2004 – \$146,000; and 2005 – \$132,670.

in these training sessions. The training increased the use of low-staffing checkpoints. With the State's focus on low-staffing checkpoints, the Insurance Institute for Highway Safety selected West Virginia as a pilot site for a low-staffing checkpoint study. This study provided additional funding for low-staffing checkpoints.

In 2003, the WV LEL began recruiting law enforcement agencies to apply for funds from West Virginia's Commission on Drunk Driving Prevention. Many of the smaller law enforcement agencies were not aware of these funds or simply chose not to apply for this support. Once the WV HSO identified this issue, the WV LEL focused on it and continued to encourage and assist smaller agencies with their applications.

The WV HSO hosted the Second Governor's Summit on Safe and Healthy Campuses in 2003. At this summit, 23 of the 24 colleges located in West Virginia attended and the WV HSO awarded mini-grants to many of the colleges for their prevention programs.

Finally, as part of the *Checkpoint Strikeforce* initiative, participating law enforcement agencies began submitting enforcement activity data electronically on *Checkpoint Strikeforce*.

2004 – The Program Matures

In 2004, West Virginia's impaired driving program continued to mature. With its designation as a Strategic Evaluation State, NHTSA awarded funds to support the State's efforts. As a result, the WV HSO developed the first statewide, sustained enforcement plan. This plan, the *WV Sustained DUI Enforcement Plan*, provided the framework for aggressive impaired driving enforcement activities. In July 2004, law enforcement agencies began implementing this comprehensive enforcement effort. Basic components of the plan included:

- Two enforcement events (checkpoints, saturation, and directed patrols) each week in each area (CTSP and State Police Troops), totaling 1,560 events for the year;
- One communication activity each week in each area (Community Traffic Safety Programs [CTSP] and State Police Troops), totaling 780 events for the year;
- One media activity each week in each area (CTSP and State Police Troops), totaling 780 events for the year;
- Two "Age-Group-Directed" activities each year in each area (CTSP and State Police Troops), totaling 38 events for the year;
- One "underage" activity each year in each CTSP area for a total of 8 events for the year and one statewide activity; and
- Forty-two different law enforcement training opportunities.

The WV LEL office implemented the WV Lifesavers program. The Lifesavers program provides encouragement for law enforcement efforts by providing incentive items for officers who achieve enforcement activity milestones

In addition, in 2004, the Commission on Drunk Driving Prevention provided WV law enforcement agencies over \$1 million for impaired driving enforcement grants. The WV HSO convened a statewide summit of police, prosecutors, researchers, Alcohol Beverage Control Commission officials, and NHTSA representatives to develop a coordinated effort to address underage drinking. The WV HSO purchased the first DUI checkpoint trailer to provide the necessary equipment and improve efficiency at checkpoints.

2005 – The Effort Continues

West Virginia’s impaired driving enforcement activities in 2005 reached unprecedented levels. Law enforcement agencies across the State were actively involved in creating a highly visible enforcement program that deterred potential impaired drivers from getting behind the wheel of a vehicle.

Key activities in 2005 included upgrades in breath testing equipment because of combined highway safety funds and Commission on Drunk Driving Prevention funds. In addition, the WV HSO purchased, outfitted, and placed seven additional DUI checkpoint trailers throughout the State.

Results

The hard work of the WV HSO and the WV LEL along with the committed political leadership paid dividends as evidenced in the table below. Every measure of program impact showed positive change from 2002 to 2005. The number of alcohol-related crashes and deaths decreased over the same time. Enforcement activity increased exponentially during the same period.

Figure 16 – West Virginia’s Impaired Driving Activities, 2002 – 2005

Year	Checkpoints	Saturation/ Directed Patrols	Contacts	DUI Arrests	Seat Belt Use Rate (Percent)	Alcohol- Related Fatalities	Alcohol- Related Crashes
2002	56	Unknown	38,568	90	71.6	179	3,819
2003	100	131	51,451	170	73.6	148	3,541
2004	114	1,816	93,734	702	75.8	136	3,765
2005	143	3,040	93,778	898	84.9	108	3,379

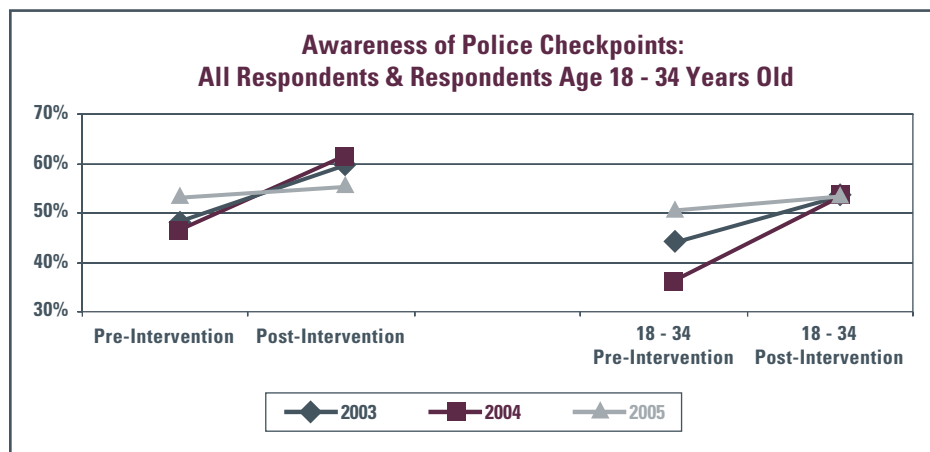
Evaluation

In 2003, 2004, and 2005, NHTSA’s Office of Behavioral Research conducted statewide telephone surveys in West Virginia on drinking and driving before and after each National Impaired Driving Crackdown. NHTSA collected baseline measures of awareness, behavior, and perceptions regarding public information and

enforcement programs focused on deterring drinking and driving. Following this, West Virginia conducted its crackdown, which included a public education campaign consisting of paid advertisements, as well as an increased enforcement effort of drinking and driving laws. The agency administered a second set of surveys each year to determine the impact of each crackdown's public education and enforcement efforts and measured the impact of each annual crackdown by comparing the baseline data to the post-crackdown survey results. NHTSA interviewed drivers in the following counties: Berkeley, Cabell, Harrison, Kanawha, Marion, Mercer, Monongalia, Ohio, Raleigh, and Wood.

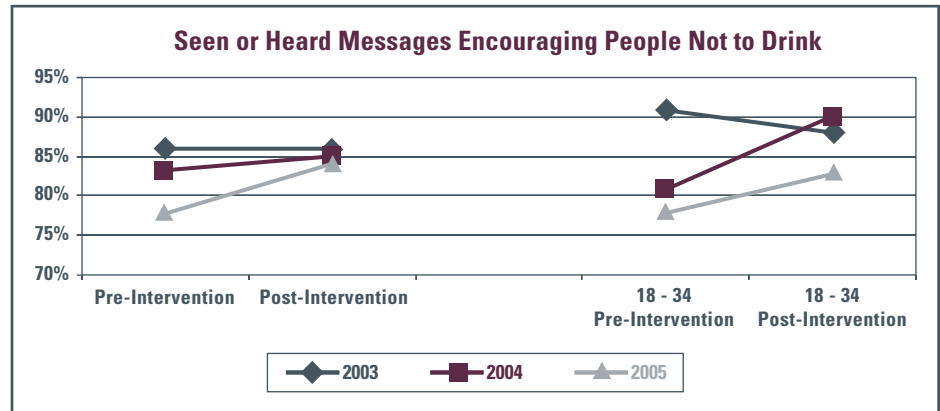
Police Checkpoints – Across all three crackdown periods, the proportion of respondents who saw or heard something about police setting up checkpoints or other enforcement efforts to catch impaired drivers increased from 48 to 60 percent ($p < .05$) in 2003; from 46 to 61 percent ($p < .01$) in 2004, and then a slight increase from 54 to 56 percent in 2005. (Note that the baseline for awareness of police checkpoints was 54 percent. This indicates that the enforcement activities conducted in the previous two years were beginning to become familiar to the general population.) The pattern of data was similar among 18- to 34-year-old respondents; however, only the percent change from 36 to 54 percent during the 2004 crackdown was statistically significant ($p < .01$).

Figure 17 – Percentage of Those Reporting Awareness of Police Checkpoints



Seen or Heard Messages Encouraging People Not to Drink and Drive – The proportion of respondents who had seen or heard messages that encouraged people to avoid driving after drinking remained at 86 percent during the 2003 crackdown period, and increased from 83 to 85 percent during the 2004 crackdown, and significantly increased from 78 to 84 percent during the 2005 crackdown ($p < .05$). Among 18- to 34-year-old respondents the number decreased from 91 to 88 percent during the 2003 crackdown, and increased significantly from 81 to 90 percent during the 2004 crackdown ($p < .05$) and increased from 78 to 83 percent during the 2005 crackdown.

Figure 18 – Percentage of Those Reported Seeing or Hearing Messages Encouraging People Not to Drink or Drive in West Virginia From 2003 – 2005



Impacts on Alcohol-Related Fatalities

The number of alcohol-related fatalities on West Virginia’s roadways declined consistently during the three years of the program, from 179 in 2002, to 148 in 2003, to 136 in 2004, and to 118 in 2005. The percentage of traffic deaths that were alcohol-related also declined over time, from 41 percent in 2002, to 38 percent in 2003, to 33 percent in 2004 and 32 percent in 2005.

Key Reasons Why Things Improved

There are several possible reasons why West Virginia’s impaired driving program has improved since 2002. The reasons may include:

- Strong leadership from the Governor’s Representative for Highway Safety and the WV Highway Safety Office director and staff;
- Dedicated, energetic, charismatic, and respected statewide WV LEL. This individual was a recently retired command-level local police officer who was well known and respected throughout the State. Not only was he able to engage departments who were not involved in highway safety activities, he fostered collaboration between agencies on multi-agency initiatives;
- Establishing a statewide low-staffing checkpoint policy, checkpoint training, and an increase in the number of checkpoints conducted;
- Participating in Checkpoint Strikeforce and *Click It or Ticket* campaigns allowing for broader media appeal, border-to-border enforcement events, and a mechanism for reporting enforcement activities;
- Implementing a comprehensive sustained enforcement plan;
- Increased funding (an additional \$1 million) from the Commission on Drunk Driving Prevention to expand enforcement programs resulting in a dramatic difference in visibility of law enforcement;
- Conducting both paid and earned media for both impaired driving and occupant protection; and
- Dedicated and respected traffic safety resource prosecutor.

Lessons Learned – Challenges and What Worked

1. *Importance of developing a statewide policy on the implementation of checkpoints.*
Prior to this program, some departments did not have policies on checkpoints, and others had outdated policies.
2. *DUI trailers aided departments in their ability to participate and provide high visibility in checkpoints.* Prior to the trailer purchase the only equipment available to conduct checkpoints were two BAT Mobiles managed by the State Police and offered very limited availability.
3. *Commission on Drunk Driving Prevention funds led to an increased number of local agencies.* Prior to the program, many small police departments were unaware that these funds were available or simply did not apply for these funds.
4. *A must...solid political support and participation of the State Police.* In 2002, the Governor provided full administration support and infused the highway safety program with energetic new leadership who valued enforcement-based activities. As a result, the WV HSO was able to obtain the full support of the WV State Police to conduct increased enforcement activities and to provide the training crucial to any successful impaired driving enforcement program.



CONCLUSION

In 2002, NHTSA undertook a new approach to focus strategically on reducing alcohol-related crashes and the resulting injuries and fatalities. The 15 Strategic Evaluation States implemented a new approach to highly visible DWI law enforcement using varied efforts sustained over an extended period and bolstered with periods of intense activities. Paid and earned media supported law enforcement activities by increasing the public awareness of agencies' zero tolerance enforcement of impaired driving laws.

Overall, the SES programs' focused approach produced promising results. In 2005, a year after the program ended, 10 of the 15 States participating in the SES initiative reduced alcohol-related fatalities.

Figure 19 – SES and National Alcohol-Related Fatalities

SES and National Alcohol-Related Fatalities										
	2002		2003		2004		2005		2002 to 2005 Change	
	N	%*	N	%*	N	%*	N	%*	N	%
Alaska	37	42	37	38	31	31	35	44	-2	-5.41
Arizona	489	43	471	42	446	39	492	42	3	0.61
California	1,628	40	1,629	39	1,667	40	1,719	40	91	5.59
Florida	1,279	41	1,287	41	1,244	38	1,471	24	192	15.01
Georgia	533	35	483	30	536	33	545	32	12	2.25
Louisiana	427	47	410	44	424	46	394	41	-33	-7.73
Mississippi	335	38	321	37	352	39	371	40	36	10.75
Montana	126	47	127	48	105	46	124	49	-2	-1.59
Missouri	518	43	493	40	460	41	515	41	-3	-0.58
New Mexico	219	49	206	47	213	41	189	39	-30	-13.70
Ohio	558	39	466	37	492	38	505	38	-53	-9.50
Pennsylvania	649	40	621	39	616	41	636	39	-13	-2.00
South Carolina	549	52	490	51	463	44	464	42	-85	-15.48
Texas	1,810	47	1,771	46	1,704	46	1,569	45	-241	-13.31
West Virginia	179	41	148	38	142	35	126	34	-53	-29.61
U.S. Total	17,524	41	17,105	40	16,919	39	16,885	39	-639	-3.65

*Percent of Total Traffic Fatalities

Source: Fatality Analysis Reporting System

Beyond reducing the number of alcohol-related fatalities, these Strategic Evaluation States made systemic improvements to reduce alcohol-related traffic injuries and deaths. The biggest payoff for these States was improved, coordinated planning by State and local law enforcement agencies, thereby extending the resources for all departments and improving the agencies' effectiveness (collectively) in implementing impaired driving enforcement operations.

Yet another success was improved communication among State and local law enforcement agencies. These improved communications fostered the development of strong working relationships. The relationship between the States and NHTSA was a key element in the success of the SES initiative. Safety specialists, enforcement officials, and media specialists worked together to plan and implement tactics that maximized resources. All three States conducted extensive outreach efforts to the public, law enforcement and the judicial community to expand support for stepped up DWI enforcement in the community.

Certainly, the cornerstone of the entire SES initiative was the enforcement strategy itself. Alaska, Georgia, and West Virginia launched very impressive, high-visibility efforts. Although the population groups, size of the State, availability of resources and cultures of these States are distinctive, the high-visibility strategy was very useful in deterring impaired drivers in these three very diverse environments. Clearly, any approach for impaired driving enforcement programs should include the SES enforcement strategy, that is, year round enforcement with monthly and/or weekly sobriety checkpoints or saturation patrols (focused in high fatality areas).

Contact Information

Alaska

Cindy Cashen, Administrator
Alaska Highway Safety Office
Department of Transportation &
Public Facilities
P.O. Box 11250
Juneau, AK 99811-2500
Phone: 907-465-4374
Fax: 907-465-4030
E-mail: cindy.cashen@alaska.gov

John Moffat, Regional
Administrator
NHTSA Region 10
3140 Jackson Federal Building
915 Second Avenue
Seattle, WA 98174
Phone: 206-220-7640 Ext. 1
Fax: 206-220-7651
E-mail: john.moffat@dot.gov

Georgia

Robert F. Dallas, Governor's
Representative for Highway Safety
Governor's Office of Highway
Safety
One Park Tower
34 Peachtree Street, Suite 800
Atlanta, GA 30303
Phone: 404-656-6996
Fax: 404-651-9107
E-mail: rdallas@gohs.state.ga.us

Ricky Rich, Director of Special
Operations
Governor's Office of Highway
Safety
One Park Tower
34 Peachtree Street, Suite 800
Atlanta, GA 30303
Phone: 404-657-9078
Fax: 404-651-9107
E-mail: rrich@gohs.state.ga.us

Belinda Jackson, Program Manager
NHTSA Region 4
Atlanta Federal Center
61 Forsyth Street SW.
Atlanta, GA 30303
Phone: 404-562-3739
Fax: 404-562-3763
E-mail: belinda.jackson@dot.gov

West Virginia

Bob Tipton, Director
West Virginia Governor's Office of
Highway Safety
2 Hale Street suite 100
Charleston, WV 25301
Phone: 304-558-6080
Fax: 304-558-6083
E-mail: btipton@dot.state.wv.us

J.D. Meadows
West Virginia Law Enforcement
Liaison
P.O. Box 5457
Beckley, WV 25801
Phone: 304-929-1841
Fax: 304-929-1840
E-mail: jdliason@aol.com

William Naff, Program Manager
NHTSA Region 3
10 S. Howard St Suite 6700
Baltimore, MD 21201
Phone: 410-962-0002
Fax: 410-962-2770
E-mail: bill.naff@dot.gov

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