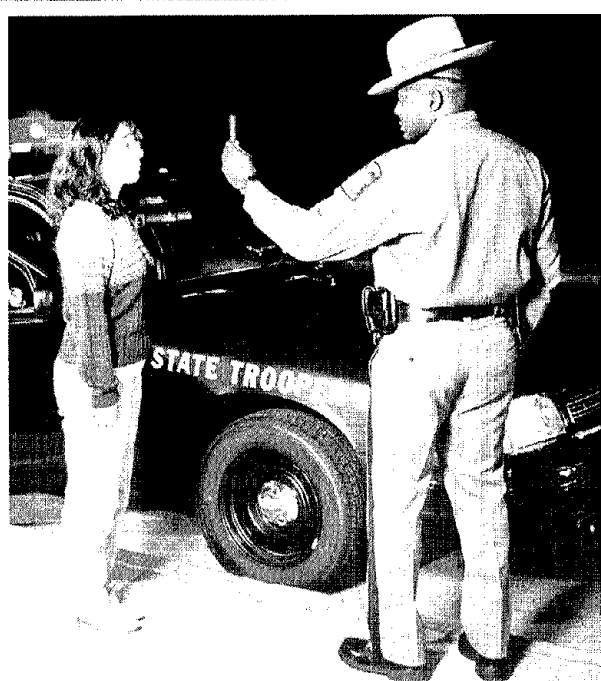




# Citizen Reporting of DUI – Extra Eyes to Identify Impaired Driving



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16. Abstract The concept of citizen reporting of impaired driving has been in place for decades in the United States but has not been carefully evaluated as a separate countermeasure. NHTSA has taken the initiative to look more closely at a citizen reporting program to assess whether such programs are potentially effective in helping to reduce impaired driving. Montgomery County, Maryland, has created a highly focused variant of the citizen reporting concept, called <i>Operation Extra Eyes</i> , in which private citizens are trained in DUI detection cues and are equipped with communication devices so they can report suspected impaired drivers to the police more directly and quickly. Community volunteers are deployed during times of intensified enforcement, such as saturation patrols, allowing police to respond more quickly to potential violations. This activity is supplemented by student volunteers who are stationed in arrest processing areas and assist police officers in fulfilling DUI paperwork requirements. Information for this evaluation was gathered from interviews with key participants, from surveys of patrol officers, and from surveys of Motor Vehicle Administration customers. Additional data were obtained from State and local crash records.			
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- B. *Extra Eyes* Ride-Along Observation
- C. Montgomery County Officers’ Survey Results
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- E. *Operation Extra Eyes* (PowerPoint Presentation)



## **Executive Summary**

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This report summarizes the results of an evaluation of Montgomery County, Maryland's enhanced driving under the influence (DUI) citizen reporting program, *Operation Extra Eyes*. This study, funded by the National Highway Traffic Safety Administration, is part of a possible two-phase project; the results of the first phase are presented here. This Phase 1 report documents the history and operational activities of the *Extra Eyes* program, assesses its potential effect on impaired driving, and recommends possible approaches for Phase 2.

### **Background**

The *Extra Eyes* program was initially developed as part of Montgomery County's Enhanced Impaired Driving Task Force. The program was designed to offer an efficient method for energizing DUI enforcement in departments suffering from officer burn-out and allow trained citizens to work hand-in-hand with law enforcement to build a citizen-officer bond and create a safer community. Though components of the program were extant in 2001, the formal kickoff for the *Extra Eyes* program was in the fall of 2002. Under this program, a select group of volunteer citizens with special training join officers to locate impaired drivers. Additionally, student volunteers support these enforcement efforts by providing assistance to officers with processing paperwork.

On a typical *Extra Eyes* evening, teams of community volunteers meet with officers at the station for a briefing. The volunteers are equipped with binoculars and police radios, and are deployed in their unmarked civilian cars to predetermined locations within the jurisdiction, typically parking in lots situated near drinking establishments. When the volunteers sight an impaired individual, they radio the location, the cues witnessed, and a description of the individual and vehicle to an officer, who then observes the suspected offender, establishes probable cause, and makes the arrest (if appropriate). After the arrest, a student volunteer (either as a ride-along in a marked vehicle or at the police station) can assist with the extensive paperwork necessary to complete an arrest.

### **Evaluation Methodology**

Although the concept of citizen reporting of impaired driving has been in place in the United States for several decades, it has not been carefully evaluated. In this study, we interviewed key participants to thoroughly understand the program's history, operation, and perceived value. Additionally, we surveyed Montgomery County Patrol Officers—both those who participated in the program and those who did not. They shared their experiences and assessments of the program's usefulness. Data on DUI arrests, alcohol-related crashes, media coverage, and awareness information were collected from Montgomery County and then compared with similar data collected from nearby Prince George's and Anne Arundel counties where the *Extra Eyes* program did not exist.

### **Interviews with Key Informants**

Over a three-month period, we conducted 26 interviews. Key informants included Montgomery County senior law enforcement officers and patrol officers, community and student volunteers, prosecutors, and media representatives. The program's designers provided background information on the program's development and operations. All informants agreed that their overall experiences with the *Extra Eyes* program were positive. Virtually all interviewees—the police

officers and the community relations staff and volunteers—commented on the project’s positive motivational aspects. Of particular interest were prosecutors’ impressions of the *Extra Eyes* program. They felt that community volunteer involvement led to more impaired driving arrests and was of value to the overall law enforcement effort because “officers love it.” This finding of program success was aligned with the original aims of the program, building better community relations and motivating officer participation in DUI enforcement.

## **Patrol Officer Survey**

Thirty-three officers from the Montgomery County Police Department completed surveys. Of these, 63 percent were involved in the *Extra Eyes* program, and of those, more than half had participated in *Extra Eyes* activities more than five times. Of those who participated, 91 percent reported arrests or issued citations that were attributable to the *Extra Eyes* program.

## **Arrest Data**

Data on the number of DUI arrests in each county before and after implementation of the program were examined to determine if the number of impaired driving arrests increased or decreased and whether the *Extra Eyes* program actually influenced the increase or decrease. Overall alcohol-related arrests in the three counties declined from 2000 to 2003. In Montgomery County there was a 15 percent decrease from 2000 to 2001, no change from 2001 to 2002, and a 9 percent decrease from 2002 to 2003. However, when compared to the other two counties, the decrease in the number of alcohol-related arrests in Montgomery County could not be attributed to the *Extra Eyes* program.

Over a four-year period (2002-2005), there were 25 *Extra Eyes* activities, with an average of 6 per year. On every *Extra Eyes* evening but one where activities took place and arrest data were available, at least one DUI offender was arrested during *Extra Eyes* operations. On a typical night, the volume of arrests equates to approximately a little more than one arrest per night. On *Extra Eyes* nights, officers averaged 2.5 arrests in 2002, 6 in 2003, and almost 8 in 2005.

## **Crash Data**

The Maryland Department of Transportation (MDOT) provided statewide alcohol-related crash data. We analyzed these data by county for the years 2000 through 2005. Results indicated no significant changes in the ratio of alcohol-related crashes to all crashes in Montgomery County relative to Anne Arundel and Prince George’s counties following the introduction of the *Extra Eyes* program in Montgomery County. It is important to note, however, that the *Extra Eyes* operations occurred only 5 to 8 times a year in concentrated neighborhoods as opposed to the overall county. Thus, one would not expect crash rates for the entire county to be measurably affected by a program of this size and nature.

## **Public Awareness**

Maryland Motor Vehicle Administration (MVA) staff conducted almost 700 surveys of driver license applicants in their offices in all three counties in November 2005. Four questions on the survey pertained to knowledge of *Extra Eyes* or citizen’s reporting programs. Although no statistically significant differences were found between the counties regarding reported drinking and driving, Montgomery County survey participants believed that enforcement was greater now than three years ago.

## **Media Coverage**

We conducted a multiyear Lexis-Nexis search to identify media coverage of *Extra Eyes* and other citizen reporting programs in Montgomery County and the comparison counties. Additionally, we documented the efforts to publicize the *Extra Eyes* program in Montgomery County. The *Extra Eyes* program alone was identified in 23 radio and TV articles and/or press releases, and the *Extra Eyes* program with the Enhanced Impaired Driving Task Force, from which *Extra Eyes* originated, was found in approximately 35 media pieces.

Key *Extra Eyes* program informants indicated that there were no concerted efforts to publicize the program through either press releases or other outreach activities. The publicity received was likely because the program was considered newsworthy because of its combination of citizens and police.

## **Conclusion**

Our study found that the *Extra Eyes* program is perceived by the program participants as beneficial because it served to motivate and intensify enforcement productivity. This was the original intent of the program in response to officer burn-out subsequent to the tragedies of 9/11 and the Washington Metropolitan sniper occurrence in the fall of 2002. Interview participants also indicated that the program served to bridge relationships between the general public (volunteers who participated) and the officers.

An examination of objectively measured data (such as general public awareness and survey data, arrest statistics, and alcohol-related crash trends) failed to show reductions in impaired driving activity and its consequences. Hypothetically, this may be caused by three elements: (1) the program was in partial implementation before its formal kickoff and thus a clear-cut initiation point was absent, (2) the program was relatively small compared to the geographical and population size of Montgomery County, and (3) there was no concerted publicity effort launched to enhance the deterrence potential of the enforcement program.

# Introduction

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## Purpose

This report summarizes the evaluation by the Pacific Institute for Research and Evaluation (PIRE) of Montgomery County, Maryland's citizen reporting program *Operation Extra Eyes*, under the National Highway Traffic Safety Administration Task Order "Citizen Reporting of DUI—*Extra Eyes* to Identify Impaired Driving," under Contract DTNH22-02-D-95121.

## Driving Under the Influence and General Deterrence

Despite the reduction in alcohol-related traffic fatalities over the past two decades, driving under the influence (DUI) and driving while intoxicated (DWI) remain a significant problem in the United States. In 2004, 16,694 people died in alcohol-related crashes (NHTSA, 2006a), and an estimated 248,000 people were injured in crashes where police reported that alcohol was present (NHTSA, 2004). According to the Household Survey on Drug Abuse (Substance Abuse and Mental Health Services, 2002), 1 in 10 Americans report driving while under the influence of alcohol.

The reduction in alcohol-related fatalities over time (from 60% of all crash fatalities in 1982 to 40% in 2004) can largely be attributed to the passage of several significant legislative pieces. These include lower *per se* blood alcohol concentration (BAC) laws (e.g., Hingson, Heeren, and Winter, 1994, 1996; Voas, Johnson, and Fell, 1995; Wagenaar, Zobeck, Hingson, and Williams, 1995; Shults et al., 2001), administrative license revocation (ALR) laws (Beirness, Simpson, Mayhew, and Jonah, 1997; Klein, 1989; Voas, Tippetts, and Taylor, 1999; Zador, Lund, Field, and Weinberg, 1988), minimum legal drinking age laws (U.S. General Accounting Office, 1987; Toomey, Rosenfeld, and Wagenaar, 1996), and zero-tolerance laws (Blomberg, 1992; Hingson, Heeren, and Winter 1994; Zwerling and Jones, 1999).

The arrests resulting from enforcement of these impaired driving laws do not necessarily account directly for the reduction in alcohol-related injuries. Rather, publicity and media coverage regarding enforcement, raising public awareness of the risks associated with DUI, and high-visibility enforcement (such as sobriety checkpoints) have affected alcohol- and drug-impaired driving by increasing the sense of risk among prospective impaired drivers. Much of the effectiveness of impaired driving enforcement activity is attributed to *general deterrence* (Ross, 1984). The awareness that quick, certain, and severe punishments result from DWI events also has contributed to the reduction in impaired driving fatalities (Edwards et al., 1994; Hingson, 1996). The most significant of these factors is the public's perception of the risk of apprehension (Ross and Voas, 1989).

## Citizen Reporting Programs

The concept of citizen reporting of impaired driving has been in place for decades in the United States but has not been carefully evaluated as a separate countermeasure. In its simplest form, citizen reporting has been merely an encouragement to citizens to report suspected impaired driving so that police may be dispatched to look for, evaluate the driving of, and apprehend suspected impaired drivers. For example, in the early 1980s, as a part of a test combining enforcement and public information to deter impaired driving, the Boise Police Department enhanced and publicized the Idaho "Report Every Drunk Driver Immediately" (REDDI) program. This program encouraged citizen reporting using a hotline to the Idaho State Police dispatcher. The

Boise program used press releases, radio public service advertisements (PSAs), and billboards to publicize the program both to encourage citizen reporting and to raise the perceived risk of detection and apprehension by potential impaired drivers. Additionally, the Boise Police Department implemented a procedure in which letters were sent to the registered owners of vehicles reported by citizens to be operated by suspected, but not apprehended, impaired drivers. These letters reported the event and urged responsible behavior in the future (Lacey et al., 1990).

The National Transportation Safety Board (NTSB) included the adoption of the citizen reporting program among its recommendations to State governors in the early 1980s; consequently, 12 additional States adopted REDDI programs, bringing the total to 18 by August 1983. These programs reported 49,719 citizen calls, resulting in 12,070 police contacts and 7,662 DWI arrests. The board said that with such programs, “the detection capabilities of the police have been expanded and the deterrent effect of DUI enforcement programs has been increased” (NTSB, 1984).

REDDI programs still exist and provide variants of the NHTSA DUI detection cues and public reporting procedures. Typically, press releases are issued during the holiday season to remind the public to be on the look out for alcohol-impaired drivers.

Montgomery County, Maryland has adopted an additional, more focused variant of the citizen reporting concept in which private citizens are trained in detection cues and equipped with communication devices so they can report suspected impaired drivers more directly and quickly to the police on scheduled nights. They often are deployed during times of intensified enforcement, such as saturation patrols, allowing police to respond more quickly to potential violations. This activity is often supplemented by student volunteers who are stationed in police vehicles or in arrest processing areas and assist police officers in fulfilling DUI paperwork requirements.

## **Study Significance and Objectives**

### **Significance**

Resources for impaired driving law enforcement are diminishing, mainly due to State budget adjustments as well as officer burnout. To supplement traditional enforcement resources, the Montgomery County Police developed the *Operation Extra Eyes* program. This innovative program uses community volunteers, not only to provide assistance for impaired driving efforts, but also to demonstrate support to law enforcement.

Although citizen reporting programs are fairly widespread and are thought to be a “good thing,” there is little objective information to justify that opinion. NHTSA initiated a review of citizen reporting programs such as *Extra Eyes* to assess whether such programs are potentially effective in helping to reduce impaired driving.

### **Objectives**

This study has two main objectives: (1) document the citizen anti-impaired driving activities conducted by law enforcement agencies in Montgomery County, Maryland, and (2) assess the program’s possible effect on impaired driving.

## **Background and Operations**

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### **Extra Eyes History**

In the aftermath of the 2002 sniper shootings at random roadside areas in Montgomery County, Maryland, and throughout the Washington, DC, metropolitan area, impaired driving enforcement suffered. When the sniper shootings occurred, law enforcement was already overstressed from increased security demands and the long overtime hours following the September 11, 2001, national tragedy. Montgomery County had to find a way to motivate police officers to conduct anti-DUI activities.

As the 2002 holiday season approached, Montgomery County residents and law enforcement agencies faced additional challenges, including budget constraints, staffing shortages, increased alcohol-related collisions and other tragedies, increased fatal collisions (including a 27% increase in pedestrian deaths), impaired driving arrests on a continuous four-year slide, and lack of motivation for patrol officers to conduct alcohol enforcement. Additionally, because misuse of alcohol is common among both adults and youths during the holiday season, drug- and alcohol-impaired driving are traffic safety issues of concern during the holidays, as are pedestrian safety, occupant protection, and aggressive driving.

To address these challenges, Montgomery County needed new, innovative, and comprehensive solutions that would use resources not normally tapped by law enforcement agencies. Consequently, Lieutenant David Falcinelli and Officer William Morrison of the Montgomery County Police Department created and implemented the multi-agency “Enhanced Impaired Driving Task Force” program as a new strategy to raise awareness, motivate officers, and educate the community. This comprehensive program was aimed at improving the safety of all motorists. It used civilian personnel and multiple law enforcement agencies, including the Montgomery County Police in cooperation with the Maryland State Police, the Maryland National Capital Park Police, Gaithersburg City Police, and the Montgomery County Sheriff’s Office.

The Enhanced Impaired Driving Task Force was responsible for training volunteer civilians to help identify DUI offenders and using Students Against Destructive Decisions (SADD) volunteers to assist officers with paperwork, and to set up targeted enforcement at selected locations in Montgomery County. Types of enforcement strategies used by the task force included regular sobriety checkpoints and saturation patrols, the *Cops-in-Shops* program, the *Repeat Offender* program, and the *Operation Fake-Out* program, as well as a new program called “*Operation Extra Eyes*.” During task force activities, officers certified as drug recognition experts (DREs), commercial vehicle inspectors, and child safety seat specialists were available to provide their services if necessary.

### **Types of Enforcement Strategies**

Sobriety checkpoints were conducted at selected locations based upon the latest alcohol-related crash data from the Maryland State Police. The checkpoints involved personnel from various police agencies through Montgomery County, including the Maryland State Police, Gaithersburg City Police, Rockville City Police, Chevy Chase Village Police, the Montgomery County Sheriff’s Office, and the Maryland National Capital Park Police. Passing vehicles were stopped and the drivers were questioned. Drivers were screened for alcohol and drug use, safety belt use, current driving status, and

other potential violations. Police interns and SADD volunteers handed out traffic safety literature to motorists on topics such as aggressive driving and the Maryland .08 BAC law.

- Saturation patrols focused enforcement activities on areas of special concern or on roadways known for fatalities.
- The *Cops-in-Shops* program placed undercover officers in liquor stores and bars to check for underage alcohol purchases and underage drinking. Compliance checks were designed to ensure that the more than 800 Montgomery County establishments licensed to sell alcohol complied with laws prohibiting sales to minors and intoxicated people. Personnel from Montgomery County's Alcohol Initiatives Section and inspectors from the Board of License Commissioners, assisted by underage interns, checked stores and restaurants continually to prevent sales to underage customers. Establishments in violation were cited administratively, and the individual clerks making the sales were charged criminally.
- *Operation Fake-Out* was a relatively new program that teamed local business owners with police. Some college students returned home for the holidays with false identification cards that they used to gain access to local establishments and to drink alcohol. Plainclothes officers teamed up with door personnel at area bars, clubs, and restaurants to identify false IDs and to bring charges against people using them.
- *Operation Extra Eyes* was a new program that enlisted the service of a select group of volunteer citizens with special training to partner with officers and monitor locations for underage drinking, drinking in public, and other alcohol violations. The enhanced saturation patrol incorporated the *Extra Eyes* and SADD volunteers in its operations, thus giving a more comprehensive targeting of not only impaired driving, but also a variety of traffic violations.

At a kickoff event on November 22, 2002, in Bethesda, Maryland, Montgomery County Police announced the special enforcement initiatives for the 2002 holiday season. *Extra Eyes* was a component of this larger impaired driving initiative. Presenters included:

- Lieutenant David Falcinelli, Deputy Director of the Montgomery County Police Tactical Operations Division;
- Lieutenant William Tower, Maryland State Police;
- State Delegate William A. Bronrott, Maryland House of Delegates;
- Stacy Kurnot, J.D., State Executive Director of Mothers Against Drunk Driving (MADD);
- Mr. Marc Serber, Montgomery County Chapter President, SADD;
- Dr. Beth Baker, Regional Administrator, Mid-Atlantic Region, NHTSA;
- Dr. Daniel Powers, Medical Director of Trauma Services for Suburban Hospital; and
- Chief Charles A. Moose, Montgomery County Police.

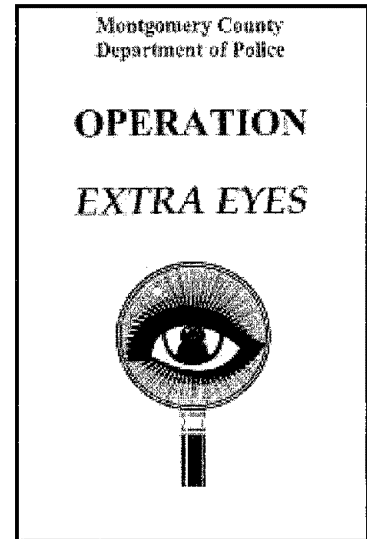
This special kickoff meeting also was *Operation Extra Eyes'* debut, although the program had been in formative stages for roughly a year.

## **Extra Eyes Objectives**

The *Operation Extra Eyes* program was designed to assist law enforcement personnel in the detection of alcohol violations, offer an efficient method of fighting alcohol-related problems for departments suffering from a shortage of officers, and encourage trained citizens to work hand-in-hand with law enforcement to build a citizen-officer bond and create a safer community.

The objectives of the *Extra Eyes* program include:

1. Expanding law enforcement surveillance capabilities of alcohol establishments, especially those demonstrating patterns of service to intoxicated or underage customers;
2. Promoting community awareness of the scope of problems associated with alcohol misuse;
3. Strengthening the relationship between the Police Department and the community; and
4. Providing testimony from community advocates about problem alcohol establishments to the Board of License Commissioners.



**Figure 1. Logo for  
*Operation Extra Eyes***

The stated goal of *Operation Extra Eyes* is “to work in partnership with the community to make our roads safer and decrease the number of alcohol-related tragedies that affect our families.”

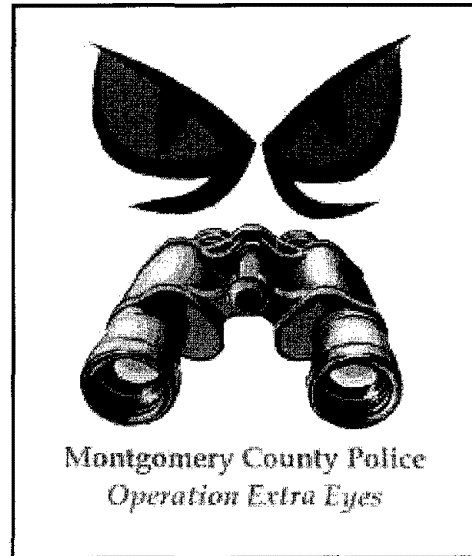


## Extra Eyes Operations

*Operation Extra Eyes*, developed by Officer William Morrison and Lieutenant David Falcinelli of the Montgomery County Police Department, debuted in 2002 and continues today. The recruitment process of community and student volunteers is selective, with a goal of achieving the highest-quality candidates, such as adult alumni of the Montgomery County Citizen's Academy<sup>1</sup> and high school students participating in SADD activities.

### Volunteer Organizational Structure

The Montgomery County Police Department has several volunteer program opportunities for citizens, all run by officers from the Community Services Department (CSD). The senior legal enforcement officer runs the *Extra Eyes* program, but the Police Department volunteer division has a person who is in charge of all volunteers in the department. Usually CSD and *Extra Eyes* have a coordinator assigned to them. The coordinator heads up a unit that pairs people into teams and assigns locations. Community volunteers for *Extra Eyes* are adults; student volunteers affiliated with SADD do the paperwork.



**Figure 2. Logo for  
*Operation Extra Eyes***

### Community Volunteers

A select group of specially trained adult volunteers are enlisted to serve as an extra set of eyes for police officers on patrol. The carefully screened volunteers are selected based on recommendations from friends or relatives of police officers or are citizens who have gone through the Citizen's Academy, which teaches civilians about police work. The Citizen's Academy thoroughly checks the backgrounds of all participants. If recruits aspire to become an officer in the Police Department, they are eliminated from the selection pool because they have been found to take unallowable risks, such as following or confronting a suspect or putting themselves in harm's way. All community volunteers have strict safety guidelines (e.g., they are not allowed to follow or confront a suspect, stop a vehicle, or put themselves in harm's way).

All community volunteers attend a 6-hour class covering law enforcement topics on Maryland alcohol laws, detection of an impaired driver, pharmacology of alcohol, overview of underage drinking, communication techniques, courtroom testimony, operational report writing and note taking, and police department program guidelines. Generally, training is conducted in two sections: the first half is in a classroom and the second half is in the field, which includes an evening ride-

<sup>1</sup> The Citizen's Academy started in 1994 as an extension of Montgomery County's community policing efforts. The goal is to increase citizen awareness of the role of the police department. Topics include criminal law, Maryland traffic law, homicide and sex investigation, firearms safety, drug identification, and emergency response. The free course lasts 15 weeks. Participants have the option of touring the Montgomery County Detention Center, participating in a ride-along program, and attending CPR classes.

along with a police officer and instructions on using the radio. An instruction manual is provided for the first half of the training.

Community volunteers fill out an *Extra Eyes* Volunteer Registration Form, a Montgomery County Driver Volunteer Registration Form, and a Montgomery County General Volunteer Registration Form before participating in any activities. A time commitment is not required from the volunteers (e.g., so many hours per month).

The volunteers have liability coverage under the Volunteer Services Department of Montgomery County's insurance policy. If they are injured while on duty, they can apply for compensation. So far, no volunteers have had any safety issues and no one has filed a claim.

Currently, there are fewer than 10 community volunteers available to participate in *Extra Eyes* activities. Personnel reported that 12 to 15 would be ideal at one activity, but a larger number (close to 50) would be most useful in order to have, as one officer stated, "a larger pool to draw from." With a larger number, the officers could deploy more teams of two community volunteers each on saturation patrol nights.

## **Student Volunteers**

Student volunteers are selected from local high schools. In September, officers attend SADD luncheons at high schools where they explain details of the *Extra Eyes* program and then provide a signup sheet for interested students. The interested student volunteers (preferably juniors or seniors for maturity's sake) are then invited to a training day, which is supplemented by a refresher briefing on the night of the operation. There are no requirements such as grade-point average (as with some extra-curricular school programs); the only criterion for the student to participate is that they be good, well-rounded citizens.

All volunteers must sign a permission form before they are allowed to ride along with police officers. This form contains language approved by county attorneys with a waiver of injuries clause. Volunteers younger than 18 must have their parents also sign the waiver. Students driving themselves home at night after the activity are given passes to drive after the State's curfew hour. Volunteers doing filing or computer work have a general, not criminal, background check. Further, their driving records are checked, and they must provide referrals from their teachers.

Student volunteers receive 4 hours of training, which occurs once a year. They also receive refresher training on the evening they volunteer. Volunteers are trained on how to fill out tickets, warrants, citations, and other paperwork. Most student volunteers attend the Citizen's Academy for instructions on what to look for and how to act. Although student volunteers primarily assist in filling out paperwork for officers, either in the police vehicle or at the station, they also assist with other activities such as compliance checks.

Currently, the department has between 15 and 25 teenage volunteers whose tasks are primarily to complete paperwork.

## **Operations**

The Alcohol Initiatives Unit of the Montgomery County Police Department predetermines the nights and locations of *Extra Eyes* operations. The community volunteers are always deployed in teams of two or more, along with sufficient sworn personnel and a designated police supervisor directly overseeing the operation.

The *Extra Eyes* evenings usually begin at the police station with a standard briefing provided by the dayshift traffic enforcement officer describing the *Extra Eyes* initiative. The officer in charge pairs community volunteers into teams, and each team receives a portable county police radio, binoculars, a clipboard, and an observation check-off sheet. Police radios are issued with a designated operations channel (e.g., 11 direct) and a car number (e.g., 9 Whiskey 95). The community volunteers are allowed to use the assigned channel only.

Typically, at least two community volunteer teams go out in unmarked civilian cars. Teams also are referred to as “cars.” Community volunteers are told where to work (city area) and are given suggested lookout spots (e.g., garage/parking lots) in alcohol-enriched environments. Usually community volunteers are stationary; however, as long as they have their radios and can communicate with officers, they are permitted to patrol a segment of the roadway.

Once the community volunteer team locates a parking spot to simultaneously observe entrances to several bars or a liquor store (often close to parking garages), they sit in the car and look for people exiting the bars that stumble or appear otherwise impaired. The community volunteers also look for individuals with basic driving skills problems (e.g., coming down ramps and hitting side barriers, not stopping at stop signs, erratic driving). When an impaired individual is identified, the community volunteers radio directly to officers on patrol (an officer at the station) and describe the suspect and what the suspect is doing (e.g., fumbling with keys, driving without the lights on). They also provide information on the violation observed, the location, the direction headed, a description of vehicle (color, make, model, unusual descriptors, and license plate number), and the number of people in the vehicle. The *Extra Eyes* supervisor then informs a patrol officer, who proceeds to locate the individual and vehicle and follow the suspect until probable cause to stop the vehicle can be established, or pursuit is discontinued.

During the operation, the community volunteers keep an information log on the evening’s activities with their observations. Community volunteers always complete the necessary paperwork to be used, if needed, for a successful prosecution. At the end of the operation, all equipment is returned to the police supervisor at the station.

*Extra Eyes* patrols usually last from 4 to 6 hours, running from 10 p.m. to 3 a.m. A student volunteer or intern (college age or an older involved citizen) may accompany an officer while on patrol to provide an extra pair of eyes and assist with the officer’s paperwork once an arrest occurs.

### ***Extra Eyes* Enforcement Efforts**

*Extra Eyes* enforcement operations were led by the officers who founded the program in both 2002 and 2003. In 2004, another officer from the Montgomery County Police Department led the program. During that time, management was irregular and data were not always collected. However, in 2005, one of the original founding officers again assumed program management. Because of the changes in leadership, it was occasionally difficult to find information such as dates of operations; however, Tables 1 through 4 list the dates and locations of *Extra Eyes* operations (as best as can be discerned) from 2002 through 2005, the number of *Extra Eyes* teams used on each date, and the DUI arrests made on those occasions when the program was in operation.

**Table 1. 2002 Extra Eyes Enforcement Efforts**

<b>Dates of Operations</b>	<b>Location</b>	<b>Extra Eyes Teams</b>	<b>DUI Arrests</b>
11/22/02	Bethesda	3	5
11/27/02	Olney	1	1
11/30/02	Germantown	1	1
12/13/02	Gaithersburg	1	
12/14/02	Germantown	1	6
12/21/02	Bethesda/SS	2	3
<b>TOTAL</b>			<b>16</b>

**Table 2. 2003 Extra Eyes Enforcement Efforts**

<b>Dates of Operations</b>	<b>Location</b>	<b>Extra Eyes Teams</b>	<b>DUI Arrests</b>
3/17/03	Unknown	3	8
6/27/03	Unknown	2	9
8/15/03	Unknown	1	1
9/6/03	Unknown	2	6
10/31/03	Unknown	2	3
11/22/03	Unknown	2	7
12/14/03	Unknown	2	6
12/21/03	Unknown	2	8
<b>TOTAL</b>			<b>48</b>

**Table 3. 2004 Extra Eyes Enforcement Efforts**

<b>Dates of Operations</b>	<b>Location</b>	<b>Extra Eyes Teams</b>	<b>DUI Arrests</b>
1/17/04	*	*	*
3/5/04	*	*	*
3/17/04	*	*	*
7/11/04	*	*	*
8/27/04	*	*	*
12/2/04	*	*	*
<b>TOTAL</b>			

\* Note: Data unavailable from the Montgomery County Police. Dates of operations provided by a volunteer.

**Table 4. 2005 *Extra Eyes* Enforcement Efforts**

<b>Dates of Operations</b>	<b>Location</b>	<b><i>Extra Eyes</i> Teams</b>	<b>DUI Arrests</b>
3/17/05	Unknown	2	<b>17</b>
3/19/05	Unknown	1	<b>1</b>
3/25/05	Unknown	N/A	<b>7</b>
4/1/05	Unknown	2	<b>13</b>
6/24/05	Unknown	1	<b>1</b>
<b>TOTAL</b>		N/A	<b>39</b>

As indicated in Tables 1 through 4, a total of 25 *Extra Eyes* events were conducted during 2002 through 2005. Activities conducted in 2003 and 2005 resulted in the greatest number of arrests, though data for 2004 is not available and 2005 data are only available for half of the year. It appears, however, that the highest number of DUI arrests (13 and 17) occurred on two nights in 2005.

To put these arrests numbers in context, we queried the Montgomery County Police about the number of arrests generated by their DUI squad in a recent year. In 2005, there were 276 arrests made by the squad. These officers are scheduled to work approximately 4 nights a week or 208 nights a year. Thus this volume of arrest activity equates to approximately a little more than one arrest a night. On *Extra Eyes* nights, officers averaged 2.5 arrests in 2002, 6 in 2003, and almost 8 in 2005. Given this, it appears that there were a greater number of arrests made by officers on the *Extra Eyes* program nights.

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## Evaluation Methodology

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### General Summary

As previously indicated, *Operation Extra Eyes* in Montgomery County, Maryland, was designed as a method for energizing DUI enforcement in departments suffering from officer burn-out and shortages due to the 9/11 tragedy and the Metropolitan area sniper occurrence. It also was intended to allow trained citizens to work hand-in-hand with law enforcement to build a citizen-officer bond and create a safer community.

To capture the success of these aims, a primary evaluation method used was conducting a number of face-to-face and telephone interviews with *Extra Eyes* staff and volunteers, as well as other key informants. This allowed us to gain a thorough understanding of the program's history, operation, and perceived value. PIRE staff also rode along with an *Extra Eyes* team on one evening. Additionally, to supplement the interviews, we administered surveys to Montgomery County patrol officers. This allowed all officers to share their experiences concerning the *Extra Eyes* program. However, this evaluation was essentially retrospective, and because (1) some of the information was dependent on program participant recall rather than objective data, and (2) not all of the desired historical archival data were collected or available, some of the impact questions have been difficult to thoroughly address.

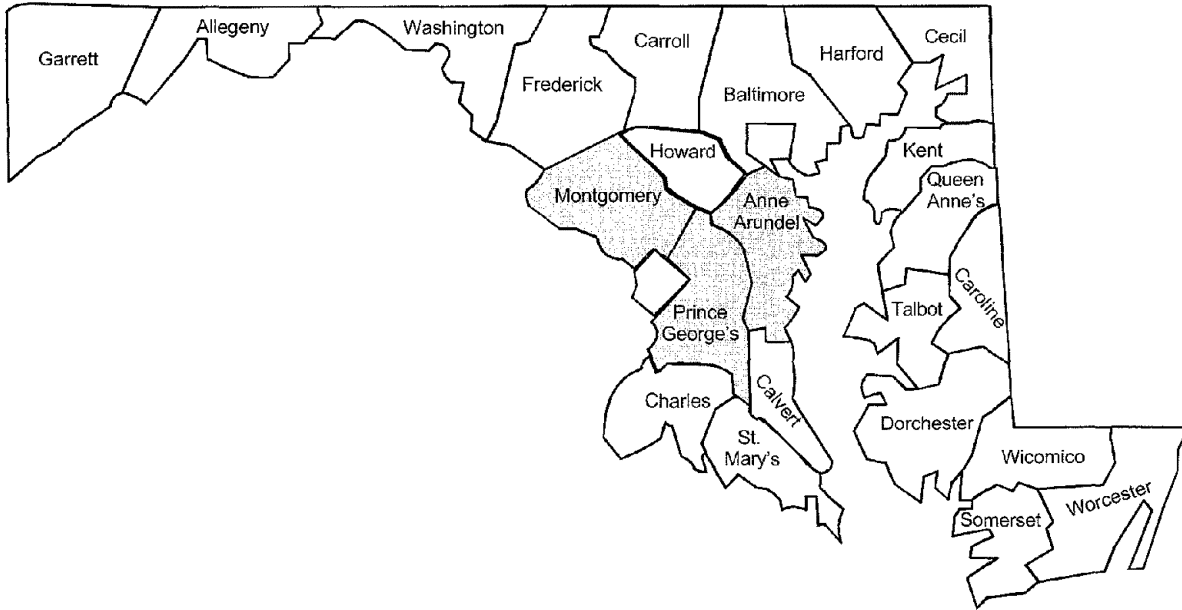
Another goal of the evaluation was to assess the extent of deterrence the program may have had on DUI activities across Montgomery County. Toward this aim, we collected data on DUI arrests, alcohol-related crashes, media coverage, and public awareness information for Montgomery County, and then compared these data with similar data collected from two comparison counties in Maryland—Prince George's and Anne Arundel—where the *Extra Eyes* program did not exist. We collected data in all three counties from January 2000 to October 2005; however, the 2005 data will not be available until 2006 for some categories.

Data were primarily solicited from police departments in the three counties, the Maryland Department of Transportation (MDOT), and the Maryland Motor Vehicle Administration (MVA). Media information and publicity were gathered from *Extra Eyes* program personnel, Lexis-Nexis searches, and general Internet searches. When necessary, however, we also sought data from the Maryland State Police and other enforcement entities in the comparison counties.

Finally, to assess the potential impact of the program on enforcement efforts and on the consequences of impaired driving behavior we also examined patterns of DUI arrest and alcohol-related crashes. However, this was difficult to address solely in the context of *Extra Eyes*. Consequently, we used several data sources to inform our understanding of the patterns observed, with the hope of shedding light on the extent to which *Extra Eyes* was affecting these measures.

### Comparison Sites

The *Extra Eyes* program is operated in Montgomery County, Maryland. Thoughtful consideration was given to selection of the comparison jurisdictions. These comparison counties were not only based on equivalent county populations but also on median household income and crash rate. Figure 3 shows a map of Maryland's counties.



**Figure 3. Map of Maryland Counties**

As illustrated in Table 5, Montgomery County is most comparable to Prince George’s and Baltimore counties by population. However, by median household income, Montgomery County is most similar to Frederick, Howard, and Anne Arundel counties. Estimated household income for 2000 through 2004 in the Washington suburban and Baltimore regions are provided in Table 6.

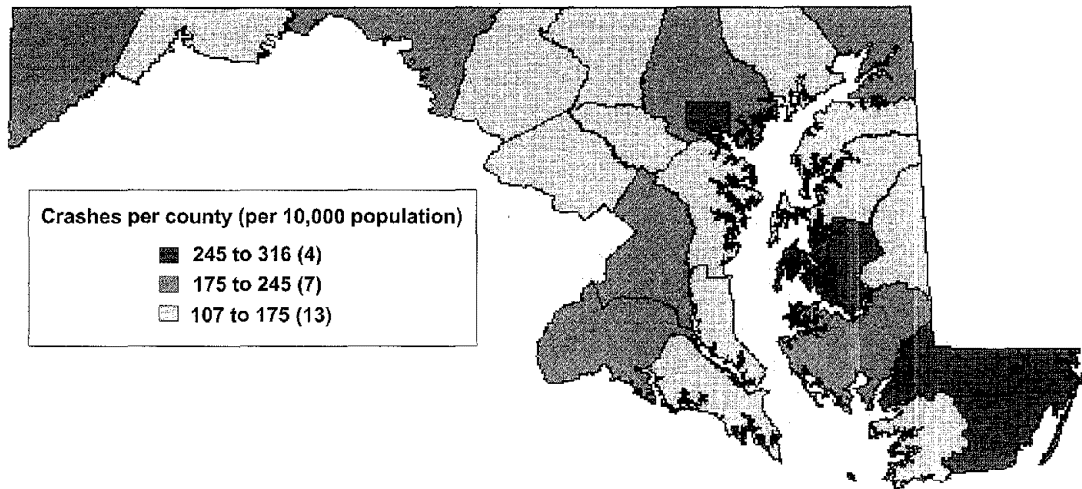
**Table 5. Total Resident Population in Maryland Counties**

County	2000	2001	2002	2003	2004
<b>Washington Suburban Region</b>					
Montgomery	877,699	893,137	905,995	915,058	921,690
Prince George's	803,581	817,271	827,704	836,369	842,967
Frederick	196,579	202,388	209,103	213,623	217,653
<b>Baltimore Region</b>					
Anne Arundel	491,347	496,937	502,081	505,205	508,572
Baltimore	755,995	762,214	768,623	775,152	780,821
Carroll	151,639	154,748	159,323	163,213	166,159
Harford	219,506	222,683	227,361	232,030	235,594
Howard	249,576	255,374	259,901	263,948	266,738

**Table 6. Estimated Median Household Income in Maryland Counties**

County	2000	2001	2002	2003	2004
<b>Washington Suburban Region</b>					
Montgomery	\$77,400	\$78,250	\$78,050	\$78,350	\$80,000
Prince George's	\$58,550	\$60,400	\$62,450	\$63,800	\$66,750
Frederick	\$64,800	\$67,800	\$68,250	\$70,300	\$73,500
<b>Baltimore Region</b>					
Anne Arundel	\$66,400	\$69,250	\$70,200	\$70,950	\$73,150
Baltimore	\$53,200	\$55,200	\$55,650	\$56,050	\$57,650
Carroll	\$64,450	\$66,600	\$68,350	\$69,750	\$72,750
Harford	\$60,600	\$62,550	\$64,050	\$65,400	\$68,150
Howard	\$79,800	\$81,350	\$81,600	\$82,300	\$84,200

Finally, by rate of crashes, Montgomery County is most comparable to Anne Arundel County. Figure 4 illustrates the rate of traffic crashes in each county in Maryland. Within the Washington suburban and Baltimore regions, Frederick, Carroll, Montgomery, Howard, Anne Arundel, and Hartford counties had the lowest crash rates at 107 to 176 crashes (per 10,000 population). Prince George's and Baltimore counties had the second lowest, at 176 to 245 crashes (per 10,000 population).



**Figure 4. Crashes per 10,000 Population by County**

After considering all the factors, we selected two comparison sites: Prince George's because of its comparable population size and Anne Arundel because of its similarity in median annual income and reported crash rate.

## Program Participant Interviews

A large component of this evaluation entailed a series of telephone and face-to-face interviews with various participants (e.g., officers and volunteers) in the *Extra Eyes* program. Interviews were conducted with 26 participants in several capacities:

- Senior law enforcement
- Law enforcement officers
- Community volunteers
- Student volunteers
- Prosecutors
- Media representatives

This information was gathered to inform our understanding of any patterns observed in other data. It also provided a broader description of the program's inception and operational aspects.

## Patrol Officer Data

In addition to interviews, data regarding the *Extra Eyes* program were collected from patrol officers. The Montgomery County Police administered a paper-and-pencil survey (developed by the PIRE



staff) to patrol officers to determine their awareness of, involvement with, and support for the *Extra Eyes* program. Thirty-four officers completed the survey.

### **Data on DUI Arrests**

DUI arrest data were available through May 2004; however, analyses were conducted only on data from 2000 through 2003. Chi-squared tests were used to determine whether there was independence between the years and the number of arrests experienced by Montgomery County and the comparison counties.

### **Data on Crashes**

We obtained statewide crash data from the MDOT on total crashes and driver-involved alcohol- or drug-impaired crashes in each of the three counties by month and year from 2000 through 2004 (2005 data will not be available until 2006). This timeframe allowed for examination of data from at least 2 years prior to implementation of the *Extra Eyes* program to the present.

### **Awareness Data**

The Maryland MVA administered a brief survey in each county (Montgomery, Prince George's, and Anne Arundel) in November 2005 to assess citizen awareness of the *Extra Eyes* program in Montgomery County and citizen reporting in all three counties.

### **Media Coverage and Public Information Activities**

To identify media coverage of *Extra Eyes* and other citizen reporting programs in Montgomery County and the comparison counties, we conducted a multiyear (from implementation of the *Extra Eyes* program in November 2002 through October 2005) Lexis-Nexis search. Additionally, we obtained the documentation of publicity efforts for the *Extra Eyes* program from the Montgomery County Police Department.

### **Resources**

We also examined the amount of resources allocated to DUI enforcement in Montgomery County and the comparison counties. We determined this by comparing records of support for overtime DUI enforcement activity in each county provided by the Highway Safety Office (HSO). All specialized DUI enforcement efforts are funded through this source.

One note of caution, however the evaluation of the Montgomery County *Extra Eyes* program was essentially a retrospective one, and some of the information was dependent on program participant recall rather than objective data. Further, not all of the historical archival data desired were collected or available. Thus, some of the detailed impact questions have been difficult to thoroughly address in this study.

## Results of Interviews with Key Informants

PIRE conducted interviews over a three-month period in person, by telephone, and during ride-along trips with Montgomery County enforcement officers. We contacted officers and volunteers (Table 7) recommended to us by *Extra Eyes* staff associated with the program.

**Table 7. Operation Extra Eyes Interview Categories and Numbers**

Key Informant	Completed
Senior law enforcement	3
Law enforcement officers	8
Community volunteers	10
Prosecutors	2
Student volunteers	2
Media representatives	1
<b>Total</b>	<b>26</b>

During the interviews, our researchers assured informants that all responses were anonymous. Responses were either hand recorded and then entered electronically for analysis, or typed directly into EXCEL.

### Interview Protocol

We developed six interview protocols, one for each informant category (Table 7). The protocol questions pertained to each specific category, although all protocols contained some similar items, such as questions about the program's general background, volunteer selection and recruitment, volunteer roles and responsibilities, media activities, and experience and satisfaction with the *Extra Eyes* program. Senior law enforcement officers also were asked to provide information on operational aspects of the program (e.g., liability, budget) and any available data or documentation on *Extra Eyes* efforts. A complete list of the questions in each category is included in Appendix A.

The senior law enforcement interview, the first and the longest conducted, contained 30 open-response items and took approximately 45 minutes. Information from these responses provided much of the history, background, and operational details of the *Extra Eyes* program. In many cases, our researchers followed up with telephone calls to senior law enforcement informants to verify facts and request additional information.

Interviews with law enforcement officers took approximately 30 minutes and consisted of 12 open-response items about how the *Extra Eyes* program operates, experiences working as an officer on *Extra Eyes* events, responsibilities and value of the volunteers, and satisfaction with the *Extra Eyes* program, among other things. Eight interviews were conducted, either in person, by telephone, or during a ride-along.

Interviews with community volunteers took approximately 25 minutes and consisted of 13 items focusing on experiences with recruitment and training, and their role during enforcement activities. Ten community volunteers participated, half through in-person interviews and half on the phone.

Because student volunteers were younger than age 18, we approached the local SADD coordinator to invite students to participate. However, the SADD coordinator only succeeded in locating two students (most of the students had started college, and new students had not yet participated in

*Extra Eyes*). Both student volunteer interviews were done by telephone and involved nine items pertaining to their experiences with the program.

The remaining interviews were done with two prosecutors and one media representative (two media representatives declined the invitation to participate). The interviews were brief and included seven to eight questions about awareness of the program and perceptions of its effectiveness.

We documented and analyzed interviews and then grouped them into the following general categories:

- Program background and operation
- Media/publicity
- Prosecutors' perspectives
- Volunteer selection, recruitment, training roles
  - Community volunteers
  - Student volunteers
- Program experiences and satisfaction

We then compared reactions from individuals in different categories and identified response patterns. As noted above, background information collected from these interviews also permitted us to produce an historical account of the *Extra Eyes* program's inception and operational methods.

The following information represents a compilation of all interview data. Wherever feasible, areas of agreement and disagreement were given the appropriate emphasis and, if possible, quantified. Because the people interviewed had differing levels of involvement with the program, their impressions may be more or less indicative of the overall program; however, this report attaches the same value to all feedback received about the *Extra Eyes* program.

## **Program Background and Operation**

As noted by the original founders, the *Extra Eyes* program was initiated after the 9/11 tragedy and the October 2002 Washington, DC, sniper incident to curb officer burnout and to motivate officers to participate in DUI enforcement. The *Extra Eyes* program began as a component of Montgomery County's Enhanced Impaired Driving Task Force.

One of the original program founders described *Extra Eyes* as a discrete piece of an overall task force. "There are lots of pieces and they can all work together or separately. *Extra Eyes* can be one night with or without the students, and checkpoints occur on another night with the students helping." He explained that "sometimes checkpoints, *Extra Eyes*, and student volunteers all work together." This often depends upon the time of year (e.g., during holidays and prom seasons). Another senior law enforcement officer noted that, unlike other enforcement activities such as checkpoints, community volunteers are necessary for the *Extra Eyes* evenings. Without community volunteers, the *Extra Eyes* enforcement activity was not scheduled or was cancelled. Student volunteers, however, could participate in a number of other enforcement efforts.

The senior law enforcement interviews provided the most thorough information on operational aspects of *Extra Eyes*, although we also offered law enforcement officers an opportunity to comment on "how the program works." The Background and Operations section of this report highlights most of what we learned.

According to senior law enforcement personnel, the *Extra Eyes* program has no specific budget. Primary costs are for overtime (funded by State Highway Safety Funds) paid to saturation patrol officers. Community volunteers are not paid. Although they could be reimbursed for gas, none have requested reimbursement. Equipment is generally borrowed from the Police Department. Finally, no liability insurance costs were associated with the program, as volunteers were covered by the Volunteer Services Department of Montgomery County. A more detailed description of the resources used to support the program is described in the Resource section of this report.

## **Media/Publicity**

We attempted to contact all media representatives who reported on *Extra Eyes*. The one national television media representative who provided an interview described her experience with *Extra Eyes*. She first learned of the project when a CNN editor saw a MADD press release covering an award to the *Extra Eyes* program. CNN followed up and found a very well run and cooperative *Extra Eyes* program involving citizens in police enforcement efforts that were deemed newsworthy. "It's just so different than any other program," said the reporter. "[*Extra Eyes*] seems so effective and would be more so if it spreads to other communities." The CNN crew rode in one volunteer's minivan for 7 hours and produced a 5-minute story. The feedback after the broadcast was very positive. Most of the audience loved the description and thought it "sounded like a fantastic idea." There were a couple of blogs critical of "police state," but most responses were enthusiastic and wanted similar programs in their communities. Even several months after airing the news story, CNN still received occasional e-mails or telephone calls about the *Extra Eyes* program.

Responses from law enforcement officers and community volunteers reflected their different experiences with the media regarding the *Extra Eyes* program. In Montgomery County, the Media Relations Department announces saturation patrol dates. Law enforcement officers reported that the *Extra Eyes* program has neither sought nor avoided media coverage since the beginning when the program was announced in a press release. Although initially media coverage was difficult to obtain, most law enforcement officers and community volunteers reported an increase in positive media coverage in the recent past. In 2002, the sniper tragedy was a more pressing media event. The involvement of the SADD students in the program helped the *Extra Eyes* program's visibility because the media loves kids.

Most community volunteers believed that the media coverage should be increased. One volunteer said that *Extra Eyes* "does not have as much media coverage as it should be getting. It has not been one of the more highly publicized events. Things like checkpoints get more publicity than educational programs."

One law enforcement officer noted that, in some cases, media coverage could be a drawback because, in his opinion, less publicity was better for successful apprehension of violators. Several officers also mentioned an incident in the first year when there was a negative *Washington Post* article that focused on citizen involvement as a potential liability issue should some citizen act as a vigilante. Other newspapers like *The Gazette* read about the program in the *Washington Post* and, through its own investigation, learned that the *Extra Eyes* program was a positive community activity. All subsequent coverage by the press was positive. There have been recent requests from the media for ride-alongs with community volunteers. To accommodate these requests, senior law enforcement officers have tried to organize additional nights for media participation.

## Prosecutors' Perspectives

We also interviewed two prosecutors from the Montgomery County Prosecutors Office to obtain the court system perspective of the *Extra Eyes* program. Both were aware of the *Extra Eyes* program and the role that community volunteers might play in an arrest; however, the *Extra Eyes* community volunteers were unlikely to come in contact with the justice system in the prosecution of drinking-and-driving incidents. Both prosecutors had been on ride-alongs with the police to observe how impaired driving arrests worked, which helped when they were prosecuting cases. Although both had observed the operations of the *Extra Eyes* community volunteers during saturation patrols, each prosecutor experienced it differently. One prosecutor who had been aware of the program's existence for about two and a half years said that communications from *Extra Eyes* community volunteers led to additional arrests; the other prosecutor did not observe any arrests or stops made as a result of the community volunteer reports. It was possible that other officers may have followed up on the calls. *Extra Eyes* cases were not identified as such in the reports. Officers did not use *Extra Eyes* information in the reports but were required to establish their own probable cause<sup>2</sup> or reasonable articulable suspicion<sup>3</sup> for use in court. The quality of the evidence received in court was not impacted in either way by *Extra Eyes* involvement, and neither prosecutor was aware of *Extra Eyes* volunteers testifying in court.

Overall, the prosecutors' impression of the *Extra Eyes* program was a positive one: both thought that community volunteer involvement led to more impaired driving arrests. Additionally, they explained that the program had even more value for police/community relations, and because "officers love it," *Extra Eyes* was of value to the overall law enforcement effort.

## Volunteer Selection, Training, and Roles

### Community Volunteers

Community volunteers learn about the *Extra Eyes* program from multiple sources. Most had work-related involvement with the Montgomery County law enforcement community (e.g., being a part of the county liquor control commission or the underage drinking program, or through the Montgomery County Highway Safety Office [HSO]). One community volunteer graduated from the Montgomery County Citizen's Academy,<sup>4</sup> and another joined after seeing an article in a local newspaper.

Despite the screening process for community volunteers, one senior law enforcement officer noted that there were occasions when one or two of the recruits "did not work out." One volunteer who did not work out was a retired officer who continually "went/chased after a subject," which community volunteers are not permitted to do.

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<sup>2</sup> Probable Cause: Sufficient reason to believe that an arrest or search of a suspect is warranted.

<sup>3</sup> Reasonable Articulable Suspicion: The weakest standard of evidence having meaning in U.S. law. It is an articulable reason to suspect that a person has engaged in or is planning to engage in a criminal act. To be valid, a reasonable suspicion must convince an uninvolved reasonable person when the situation is described to him or her; a mere hunch or nebulous suspicion is not enough. An arrest may not be made based on a reasonable suspicion; probable cause is required.

<sup>4</sup> The Montgomery Citizen's Academy is an extension of the department's community policing efforts. It was developed to help the public gain a more comprehensive understanding of what is required for police officers to effectively perform their duties.

Community volunteers come from various backgrounds. Most had some previous knowledge of alcohol or impaired driving issues. Community volunteers' experience with police-related work ranged from near expert to novice. For example, one community volunteer was a camera operator for a local TV station; another was a Community Outreach Coordinator for a local nongovernmental licensing authority; and yet another had previously been a speaker at police training sessions on the impact of impaired driving crashes on victims.

Approximately 26 volunteers received *Extra Eyes* training; however, only 10 are currently active. Community volunteers have contributed to the *Extra Eyes* effort for up to a year and a half and are willing to continue when called upon. Because the police department does not request a specific time commitment from volunteers, it has retained most of them.

The level of training differed, depending upon the volunteer's background and the programs in which the volunteer participated. The community volunteers reported that their training was mainly conducted in two settings. Some attended a three-hour class where they watched a PowerPoint presentation and were given a *Resource Notebook* with relevant information on a variety of topics: drinking and driving laws, what to look for on patrol, how to recognize an impaired person, issues related to people younger than 21, use of radio, other relevant laws, and the do's and don'ts of being *Extra Eyes* staff. The participants felt that this training was appropriate. Others reported a six-hour training session with a group of about 20 people. This more comprehensive training included lectures, slides, videos, and role-play. These trainees also received the *Resource Notebook*. One volunteer who participated in a "wet workshop" with intoxicated or not-intoxicated pseudo-patrons received practice training in how to make judgments about levels of impairment.

The *Extra Eyes* program task assignments are flexible in that community volunteers may choose whichever aspect of the evening activities they prefer. This is possible because volunteers are paired up in teams and each team divides up duties, such as driving to and from locations or calling in observations on the radio. For example, one volunteer said, "If one person is not comfortable on the radio, the other can do it." Another volunteer may prefer to "bring food to the briefing and help to motivate the others" on patrol nights, rather than going out in the car. Another choice may be to help the student volunteers do paperwork at the police station, such as "fill[ing] in the proper forms to get the process moving." Other opportunities for *Extra Eyes* volunteers include handing out materials and role-playing during training sessions. Additionally, "they can collect and enter data, research articles, provide follow-up, or track progress of project."

Because *Extra Eyes* by definition involves volunteer activities, the program "depends on volunteer involvement, and if no volunteers are available, the activity is cancelled and officers go out as a regular unit." However, community volunteers are generally scheduled well in advance, and the last-minute arrangements only happen in special situations such as when the media requests permission to attend on a particular evening. Officers then will attempt to accommodate the media by pulling together an activity in a short timeframe. The officers do not depend on volunteers for their regular enforcement activities; they "still go on with an event because in saturation patrol, the officers are out anyway doing DUI enforcement and laser patrols (for speeding)." The *Extra Eyes* volunteers just provide another set of eyes to use in alcohol-enriched environments.

The *Extra Eyes* volunteers were primarily scheduled by officers or senior personnel through telephone calls or e-mails. They are invited to participate in a scheduled event, such as saturation patrols, or they are given a choice of dates when they can ride along.

The initial briefing at the police station is attended by both officers and community volunteers. After role call, the sergeant makes assignments and informs officers and community volunteers of the evening's surveillance area, which has been identified by the Alcohol Enforcement Section. The community volunteers "always work in pairs; if there is not an available partner, they do not go out."

Originally, motivational speakers from the Washington Regional Alcohol Program (WRAP) or MADD performed a dual function of not only motivating the community volunteers, but also "motivating officers who originally may not have been as interested." Volunteers, who were "always to be stationary," were then sent to targeted areas usually in the neighborhood of saturation patrols. Currently, teams are allowed to patrol a segment of the roadways.

The program has changed in subtle ways in the few years of its existence. In the beginning, "the teams would compete and see who would get more pullovers," and they were given "little rewards" like gift certificates from eating establishments. Now, evening activities do not include competitions or gift certificates.

### **Student Volunteers**

Montgomery County officers give talks about the *Extra Eyes* program at the high schools, SADD meetings, and Eagle Scout meetings to recruit teenage volunteers. Although student volunteers are used mainly for paperwork, they also help out with other activities such as compliance checks. One officer commented that "good handwriting should be a requirement."

Student volunteers may either fill out tickets in the patrol vehicle or do the paperwork at the station. The officers could accommodate "up to 10 students but even having just one is okay." They also assemble DUI packets of forms to help the clerk. The students also pre-fill information on the DUI reports or do other types of paperwork.

The students themselves offered typically age-appropriate reasons for participating in the *Extra Eyes* program.

"I did it because it sounded like fun."

"Officer Morrison and I hit it off, and I didn't have anything else to do."

"It sounded like a good opportunity to help law enforcement out."

The student volunteers have "usually all worked out." Officers noted that one student came in to the Police Station in pajama bottoms (typical high-school fashion) and was sent home to change into more appropriate clothing.

When asked if they would continue volunteering with police enforcement efforts, student volunteers responded positively, but one said she would be more willing "if I [she] had someone to go with because it's more fun to go with a friend."

Students are not limited to working on *Extra Eyes* activities; they also perform a variety of tasks in the police station and in the field. They help with identification photos and write biographical information on citations so that officers only have to verify the information. On cold nights, the students (and often their parents) deliver refreshments to officers. Student volunteers may stay in the office and help complete the paperwork, or if there is no saturation patrol, they and the interns ride along with officers. Note: parental involvement was not expected as part of a student's participation. Parents were only expected to sign a permission form to allow their child to participate.

## **Program Experiences and Expressed Satisfaction**

All informants agreed that their overall experiences with the *Extra Eyes* program were positive. Senior law enforcement officers expressed enthusiasm for the *Extra Eyes* program and felt it was an important contribution to their impaired driving law enforcement efforts. All the officers reported that they were much more motivated because they really felt that *Extra Eyes* had a positive impact.

Officers especially liked that the format of the *Extra Eyes* program was simple and did not inconvenience anyone, requiring neither set up nor interruption of public traffic. Officers said the *Extra Eyes* program offered advantages over other impaired driving law enforcement programs and that *Extra Eyes* required “no set up time, no traffic situations for the public.” One senior law enforcement officer saw *Extra Eyes* as doubling officers’ chances of making arrests without working so hard because the situations were handed to them. Also, on *Extra Eyes* nights, “Officers don’t want to look bad in front of civilians, so they work a little harder.”

Both community volunteers and student volunteers believed the program was beneficial and felt a sense of satisfaction in being able to make a difference. The student volunteers thought the activities they were allowed to do not only helped the officers with their work but also was a benefit to them. All said they would continue with the program. One community volunteer commented: “There was a guy driving down the wrong side of the street. The cops stopped him on the on-ramp from 395 to the Beltway and thus prevented something that could have been very serious.” Community volunteers were proud of the part they played in alcohol enforcement activities. “It’s more than calling in cars driving around without headlights.”

Student volunteers whom we interviewed said the experience was “absolutely positive” and valuable. Although both officers and students received a benefit from the program, one student volunteer said, “It was more for us than them,” because it allowed teenagers to interact with officers in a nonthreatening, positive manner. “A lot of teenagers think officers are enemies and we can’t trust them, and that is totally incorrect. Officer M---- and the other officers are just so nice, they made us feel safe and it was great.”

Both student volunteers whom we interviewed focused their discussion on ride-along experiences rather than on office duties. Both students were a part of liquor store observations where they watched with an officer to see if underage people were entering the liquor store. They also had limited contact with impaired individuals when they observed officers breaking up a party at college campus housing and serving citations. Student volunteers never experienced a situation in which they felt unsafe but commented that because “the people at the party were around our own age, it felt kind of weird.” Student volunteers felt they were being helpful to the police officers, because the officers could go “around the room and question people. The students were all doing the citations, so the officer didn’t even have to worry about the paperwork.”

Community volunteers felt they were “helping police make their enforcement efforts go a little further” by enhancing their operation. They also had the “satisfaction of doing some good volunteer work and helping get some impaired drivers off road.” All volunteers were satisfied with the training they received and described it as “very appropriate” and “real world training.” The most experienced community volunteers had received earlier training at the Citizen’s Academy, whereas the more recent community volunteers started only when the *Extra Eyes* program came along.

The media representative was very enthusiastic about citizens being involved in a program to help stop impaired driving. The reporter who followed the *Extra Eyes* team had “never encountered



excitement about a program like that,” and subsequently did a five-minute story about *Extra Eyes* that was broadcast on CNN.

Those prosecuting impaired drivers in the county also had a positive impression of the *Extra Eyes* program. They thought that it led to more impaired driving arrests and that the primary value of *Extra Eyes* is “for police/community relations and to the overall law enforcement effort.”

Finally, although the number of arrests may be one measure of the program, community volunteers believed that the impact would be felt even if there were no arrests. In one example, community volunteers called in an incident where they saw several impaired people in a moving vehicle; however, no arrests were made because a designated driver was behind the wheel. Community volunteers saw this as a positive opportunity to confirm to the public that the designated driver system works. In general, the community volunteers’ opinion of the *Extra Eyes* program is that they couldn’t “say enough good things about it.”

## Patrol Officer Survey Results

In the fall of 2005, the Montgomery County Police Department administered a paper-and-pencil survey (developed by PIRE) to all patrol officers. There are approximately 1,099 sworn officers in Montgomery County. Of these, 200 are trained as Alcohol Enforcement Specialists (AES). Survey participation was voluntary and anonymous. The intent of the survey was to determine the awareness of, involvement with, and support for the *Extra Eyes* program. This five-minute survey included 15 items similar to those asked during the interviews with program participants. These items asked about involvement with the *Extra Eyes* program, experiences with the program, level of satisfaction, and perceived level of effectiveness (see Appendix C).

### Analysis

We analyzed the data from both the interviews and the surveys to determine the extent of officers' involvement in and support for the *Extra Eyes* program. Descriptive analysis of the survey results were prepared to illustrate general officers' awareness and involvement in the *Extra Eyes* program. Additionally, participants reported effectiveness of the program as well as perceived program value.

### Results

We received 35 surveys from patrol and traffic squad officers from various districts in the county (approximately 3% of the officer population). Among the survey participants, 63 percent (n=22) reported that they participated in the *Extra Eyes* program. Of those who participated, 91 percent were trained in alcohol enforcement specialization (approximately 10% of all AES officers in the county). Among all participants completing the survey, most (97%) felt that DUI enforcement was important to them.

Among the *Extra Eyes* survey participants, 14 percent reported that they had only participated once, 36 percent had participated two to four times, and 50 percent had participated five or more times. Further, among all survey participants who participated in the *Extra Eyes* program, all reported that they had made stops that were attributable to the program, and 91 percent reported that the stop resulted in an arrest or a citation.

When asked which aspects of the *Extra Eyes* program they considered most valuable, most respondents (91%) reported "Public Awareness about DUI Enforcement" (see Table 8).

**Table 8. Valuable Aspects of the *Extra Eyes* Program**

Aspect of <i>Extra Eyes</i> Program	<i>Extra Eyes</i> (n=22*)
Assistance with processing paper work	55% (12)
Assistance identifying suspected impaired drivers	86% (19)
Public awareness about DUI enforcement	91% (20)
Public support for DUI enforcement	86% (19)

\* Number of patrol officers who reported to be involved in the *Extra Eyes* program.

Respondents who indicated they had been involved with the *Extra Eyes* program also were asked to indicate how adept they felt the *Extra Eyes* volunteers were in identifying impaired driving and whether the volunteers helped to identify impaired drivers (on a scale of "not at all," "somewhat,"

and “very much”). Table 9 illustrates that most participants (68%) indicated “very much” to how adept volunteers were in identifying impaired drivers, and more than half (59%) responded “helped identify impaired drivers.” Participants also reported that student volunteers were “very much” helpful (36%) and “somewhat” helpful (54%) in assisting with paperwork. Finally, 55 percent of participants indicated the students were “very much” helpful in assisting officers generally.

**Table 9. Qualities of *Extra Eyes* Volunteers**

	Not at all	Somewhat	Very much
Community volunteers adept in identifying impaired drivers	0	32% (7)	68% (15)
Community volunteers helped you identify impaired drivers	5% (1)	36% (8)	59% (13)
Students assisted you with paperwork	9% (2)	55% (12)	36% (8)
Students been useful in assisting you	0	45% (10)	55% (12)

Participants were asked approximately how much media coverage had they seen or heard about on *Extra Eyes*. Table 10 reports the responses by all survey participants who completed the survey and by survey participants who also are involved in the *Extra Eyes* program. As can be seen, none of the *Extra Eyes* respondents indicated they had “never” seen or heard about the program. The majority in both groups indicated “a few times.” Further, none of the participants indicated “negative” media coverage of *Extra Eyes* (Table 11). The majority indicated the coverage was positive; however, a surprisingly high number (44% by all survey participants and 24% by *Extra Eyes* survey participants) reported that they did not know if the coverage was positive or negative.

**Table 10. Media Coverage on *Extra Eyes***

	All Participants (n=35)	<i>Extra Eyes</i> Only (n=22)
Never	20% (7)	0
A few times	54% (19)	68% (15)
Regularly	14% (5)	23% (5)
Don't know	11% (4)	9% (2)

**Table 11. Kind of Media Coverage (n=34)**

	All Participants (n=34)	<i>Extra Eyes</i> Only (n=21)
Positive	56% (19)	76% (16)
Negative	0	0
Don't know	44% (15)	24% (5)

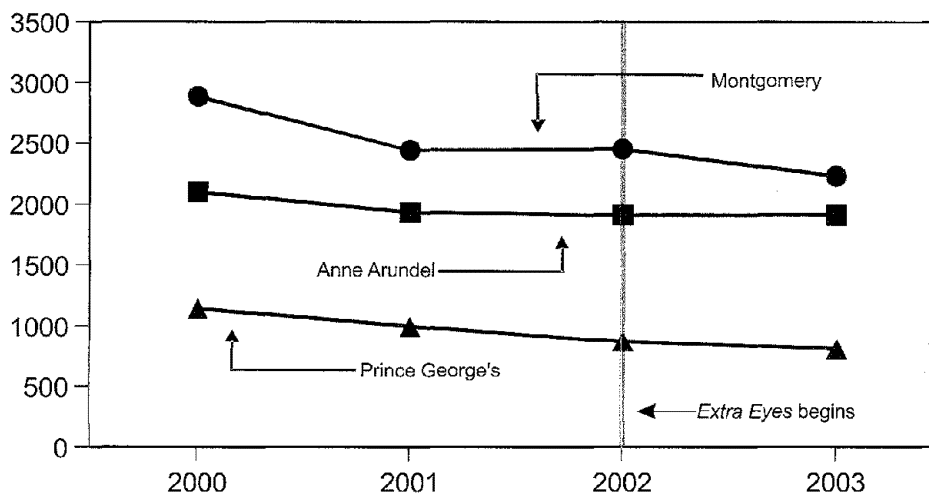
A space for comments by participants also was available on the survey form. Virtually all comments received were positive, and generally, participants spoke of how helpful the program was to officers and to raising community awareness regarding DUI. A couple of their comments follow:

“*Extra Eyes* has been a way to involve average citizens in many DUI arrests. It is a great way to get the community involved and raise awareness.”

“I believe it has had a very positive impact. The times that we have used them we have had successful DUI lock-ups.”

## Results of Data on DUI Arrests

Data on the number of DUI arrests in each county before and after implementation of the program in 2002 were examined to determine if the number of impaired driving arrests increased or decreased and whether the *Extra Eyes* program may have influenced the increase or decrease. Data for our analysis of annual arrests for alcohol-related violations from 2000 to 2003 were obtained from the Maryland Motor Vehicle Administration. Data for 2004 were available only through May, so they were not used in the analysis. The data are plotted in Figure 5.



**Figure 5. Annual Arrests for Alcohol-Related Violations by County**

Table 12 reports the number of DUI arrests made on the nights of *Extra Eyes* activities. Unfortunately, only 2002 and 2003 data can be compared with Figure 5. During the first year of the *Extra Eyes* program (2002), 16 DUI arrests were made. This number tripled the second year (2003) of the program to 48 DUI arrests. Inversely, arrests across Montgomery County during the entire year (not exclusively *Extra Eyes* occasions) slightly decreased from almost 2,500 in the year 2002 to approximately 2,250 in the year 2003 (this countywide pattern is discussed in detail below). The decrease in arrests may be due to the burn-out and officer shortage that was reported that year because of the 9/11 tragedy and the Washington Metropolitan area sniper. Arrests in the comparison sites also decreased. They too, were affected by these two events. Finally, the *Extra Eyes* program began in the winter of 2002, thus it is difficult to determine its impact. However, it is clear that the direct program arrests emanating from an effort as small as *Extra Eyes* is unlikely to significantly affect countywide DUI arrest statistics in a jurisdiction of this size.

**Table 12. Number of DUI Arrests Made During *Extra Eyes* Occassions in Montgomery County, Maryland**

2002		2003		2004		2005	
Dates of Operations	DUI Arrests	Dates of Operations	DUI Arrests	Dates of Operations	DUI Arrests	Dates of Operations	DUI Arrests
11/22/02	5	3/17/03	8	1/17/04	*	3/17/05	17
11/27/02	1	6/27/03	9	3/5/04	*	3/19/05	1
11/30/02	1	8/15/03	1	3/17/04	*	3/25/05	7
12/13/02	0	9/6/03	6	7/11/04	*	4/1/05	13
12/14/02	6	10/31/03	3	8/27/04	*	6/24/05	1
12/21/02	3	11/22/03	7	12/2/04	*		
		12/14/03	6				
		12/21/03	8				
<b>TOTAL</b>	<b>16</b>		<b>48</b>		<b>*</b>		<b>39</b>

## Analytic Procedures

To analyze State arrest data, chi-squared tests were used to determine whether there was independence (no interaction) between the years and the number of arrests experienced by Montgomery County and the comparison counties (Anne Arundel and Prince George's). Specifically, we examined whether any decline observed in the arrests in Montgomery County in 2003 (the year after the intervention of November 2002) was significant in the presence of any changes occurring in the other counties.

The data were analyzed in six ways: Montgomery County versus the comparison counties (separately and combined) by three variations of the years (individual years, 2000–2002 pooled vs. 2003, and 2002 vs. 2003). The results are presented in Tables 13 through 18.

## Results

The plots in Figure 5 clearly show that annual DUI arrests in the three counties declined from 2000 to 2003. For Montgomery County (MC), there was a 15 percent decrease from 2000 to 2001, no change from 2001 to 2002, and a 9 percent decrease from 2002 to 2003. For Anne Arundel County (AAC), there was an 8 percent decrease from 2000 to 2001, a 1 percent decrease from 2001 to 2002, and no change from 2002 to 2003. For Prince George's County (PGC), there were constant annual declines of 13 percent from 2000 to 2002, and a 7 percent decline from 2002 to 2003.

Table 13 presents annual arrests by county from 2000 to 2003. Analysis of these data shows that there is dependence between the year and county ( $\chi^2 = 32.4, p < 0.001$ ). Table 14 presents data combining the comparison counties, and these results indicate that there was only marginal dependence ( $\chi^2 = 6.4, p = 0.09$ ).

**Table 13. Arrests by Year and County—All Years and Counties Separate**

Year		County			Total
		AAC	MC	PGC	
2000	Arrests	2,100	2,884	1,141	6,125
	Adjusted residual	-3.8	1.6	2.6	
2001	Arrests	1,932	2,443	993	5,368
	Adjusted residual	-.4	-1.2	2.1	
2002	Arrests	1,909	2,453	865	5,227
	Adjusted residual	.5	1.2	-2.2	
2003	Arrests	1,910	2,230	804	4,944
	Adjusted residual	4.0	-1.8	-2.7	
<b>Total</b>	<b>Arrests</b>	<b>7,851</b>	<b>10,010</b>	<b>3,803</b>	<b>21,664</b>

$\chi^2 = 32.4$  ( $p < 0.001$ );  $\Phi = 0.04$  ( $p < 0.001$ )

**Table 14. Arrests by Year and County—All Years with Anne Arundel and Prince George's Counties Combined**

YEAR		County		Total
		AAC and PGC	MC	
2000	Arrests	3,241	2,884	6,125
	Adjusted residual	-1.6	1.6	
2001	Arrests	2,925	2,443	5,368
	Adjusted residual	1.2	-1.2	
2002	Arrests	2,774	2,453	5,227
	Adjusted residual	-1.2	1.2	
2003	Arrests	2,714	2,230	4,944
	Adjusted residual	1.8	-1.8	
<b>Total</b>	<b>Arrests</b>	<b>11,654</b>	<b>10,010</b>	<b>21,664</b>

$\chi^2 = 6.4$  ( $p = 0.09$ );  $\Phi = 0.02$  ( $p = 0.09$ )

The results presented in Tables 15 and 16 pertain to the analysis of Montgomery County versus the comparison counties, both individually and combined, with the years from 2000 to 2002 combined (pre-period) versus 2003 (post-period). These results are similar to those presented previously, where the individual years were analyzed; with the counties separated, there is an interaction between county and time-period ( $\chi^2 = 17.9$ ,  $p < 0.001$ ) and nonsignificant interaction when the counties are combined ( $\chi^2 = 3.1$ ,  $p = 0.08$ ).

**Table 15. Arrests by Year and County (2000 to 2002 Combined and 2003), with Counties Separate**

Year		County			Total
		AAC	MC	PGC	
2000-2002	Arrests	5,941	7,780	2,999	16,720
	Residual	-118.3	54.4	63.9	
	Adjusted residual	-4.0	1.8	2.7	
2003	Arrests	1,910	2,230	804	4,944
	Residual	11,8.3	-54.4	-63.9	
	Adjusted residual	4.0	-1.8	-2.7	
<b>Total</b>	<b>Arrests</b>	<b>7,851</b>	<b>10,010</b>	<b>3,803</b>	<b>21,664</b>

$\chi^2 = 17.9$  ( $p < 0.001$ );  $\Phi = 0.03$  ( $p < 0.001$ )

**Table 16. Arrests by Year and County (2000 to 2002 Combined and 2003), with Anne Arundel and Prince George’s Counties Combined**

Year		County		Total
		AAC and PGC	MC	
2000-2002	Arrests	8,940	7,780	16,720
	Adjusted residual	-1.8	1.8	
2003	Arrests	2,714	2,230	4,944
	Adjusted residual	1.8	-1.8	
<b>Total</b>	<b>Arrests</b>	<b>11,654</b>	<b>10,010</b>	<b>21,664</b>

$\chi^2 = 3.1$  ( $p = 0.08$ );  $\Phi = -0.01$  ( $p = 0.08$ )

The results presented in Tables 17 and 18 pertain to the analysis of Montgomery County versus the comparison counties, both individually and combined, with only 2002 (pre-period) and 2003 (post-period) being analyzed. With the counties separated, there is only marginal interaction ( $\chi^2 = 5.0$ ,  $p = 0.08$ ); there also is marginal interaction with the counties combined ( $\chi^2 = 3.4$ ,  $p = 0.07$ ).

**Table 17. Arrests by Year and County (2002 and 2003 Only), with Counties Separate**

YEAR		County			Total
		AAC	MC	PGC	
2002	Arrests	1,909	2,453	865	5,227
	Adjusted residual	-2.2	1.8	.4	
2003	Arrests	1,910	2,230	804	4,944
	Adjusted residual	2.2	-1.8	-.4	
<b>Total</b>	<b>Arrests</b>	<b>3,819</b>	<b>4,683</b>	<b>1,669</b>	<b>10,171</b>

$\chi^2 = 5.0$  ( $p = 0.08$ );  $\Phi = 0.02$  ( $p = 0.08$ )

**Table 18. Arrests by Year and County (2002 and 2003 Only), with Anne Arundel and Prince George’s Counties Combined**

YEAR		County		Total
		AAC and PGC	MC	
2002	Arrests	2,774	2,453	5,227
	Adjusted residual	-1.8	1.8	
2003	Arrests	2,714	2,230	4,944
	Adjusted residual	1.8	-1.8	
<b>Total</b>	<b>Arrests</b>	<b>5,488</b>	<b>4,683</b>	<b>10,171</b>

$\chi^2 = 3.4$  ( $p = 0.07$ );  $\Phi = -0.02$  ( $p = 0.07$ )

These results confirm that the annual DUI arrests in each of the three counties decreased from 2000 to 2003. When the counties were analyzed separately, however, there was significant time (or time-period) by county interaction, which occurred mainly because both Montgomery and Prince George’s counties had significant decreases over time. When the comparison counties were combined, the time (time-period) by county group interaction was only marginally significant. When the 2002 arrests were compared with 2003 arrests, the time-by-group interaction was only marginally significant, both when the counties were analyzed separately and when they were combined.

One may conclude that the decrease in the number of alcohol-related arrests in Montgomery County may not be attributed to *Extra Eyes* for two reasons: there was a decrease in the number of

alcohol-related arrests in Montgomery County before the intervention, and there was a similar decrease in alcohol-related arrests in Prince George's County (a comparison county) after the intervention. Conversely, it is clear that there was no increase in the arrests in Montgomery County due to the *Extra Eyes* program.

As officer motivation was one primary aim of the program, one might have expected an increase in the number of arrests. However, as mentioned above, the Washington Metropolitan area was significantly affected by the 9/11 and the sniper tragedies. Both events required a great deal of effort and overtime from all police departments in the area. Without further data, it is difficult to draw any conclusions about the success of *Extra Eyes* on county arrests.



## Alcohol-Related Crash Results

The aim of this analysis was to determine if there was a significant decline in the number of monthly alcohol-related crashes in Montgomery County after *Extra Eyes* was implemented.<sup>5</sup>

Table 19 reports the actual number of alcohol-related crashes in the years 2000 through 2004 in each of the three counties.

**Table 19. Alcohol-Related Crashes by Year and County**

Year	Montgomery	Prince Georges	Anne Arundel
2000	1,042	1,264	850
2001	1,101	1,259	882
2002	1,055	1,240	914
2003	1,073	1,226	973
2004	1,121	1,139	925

### Analytic Procedures

We used ARIMA intervention analysis to examine the potential impact of *Extra Eyes* on crashes. ARIMA is the mathematical modeling of the dynamics within a time series to account for stochastic processes that produce time-related patterns in the series. The term ARIMA is a three-part acronym (AR, I, MA) that stands for the three types of dynamics that are accounted for by the model parameters: autoregressive (AR), integration (I), and moving-average (MA). An ARIMA process is the composite result made up of the sums of any auto-regressive and moving-average components, as well as any trend or drift (integration) that causes the series not to be stationary (i.e., not constant level).

In summary, ARIMA is a well-established analytic procedure used to determine whether an intervention at some point in time like *Extra Eyes* has an affect greater than would be expected if no intervention were introduced.

Crash data were aggregated into monthly time-series counts. Montgomery County was one time series, and the comparison counties (Prince George's and Anne Arundel counties) were the others. We modeled/analyzed each of these two series separately, and then estimated parameters for the intervention effect for each, with the hypothesis that the intervention coefficient (pre-change/post-change) for the Montgomery County series would be significantly different from the intervention coefficient of the comparison counties' series. The *Extra Eyes* intervention was initiated in November 2002. In each of these two time-series analyses, counts of non-alcohol-related crashes for Montgomery County and the two comparison counties were included in the model as a regressor series to partial out other within-site variance over time that would affect all crashes (e.g., seasonal/weather factors, economics, general levels of enforcement).

<sup>5</sup> For this report, an alcohol-related crash is a vehicle crash in which someone (occupant or non-occupant) involved in the crash had any alcohol in their blood at the time of the crash.

## Results

To dampen the effects of unobserved factors affecting all drivers (not just drinking drivers) we analyzed the ratio time series that was created by dividing the number of alcohol-related crashes by non-alcohol-related crashes. Additionally, similar ratio series from comparison counties were analyzed to capture the effects of any laws (statewide or local) or programs affecting these areas simultaneously. The monthly ratio series for the counties were analyzed in two ways: (1) individual models for each county with the intervention being the only covariate, and (2) one model with the ratio series for Montgomery County as the dependent variable and the ratio series for the comparing counties serving as covariates.

The monthly ratio series for Montgomery County is shown in Figure 6. The results presented in Table 20 indicate that there was no effect associated with the introduction of the *Extra Eyes* program, after controlling for autocorrelation. Nonsignificant results also were obtained when similar ratio series for Prince George's and Anne Arundel counties were used as covariates in the model (Table 21).

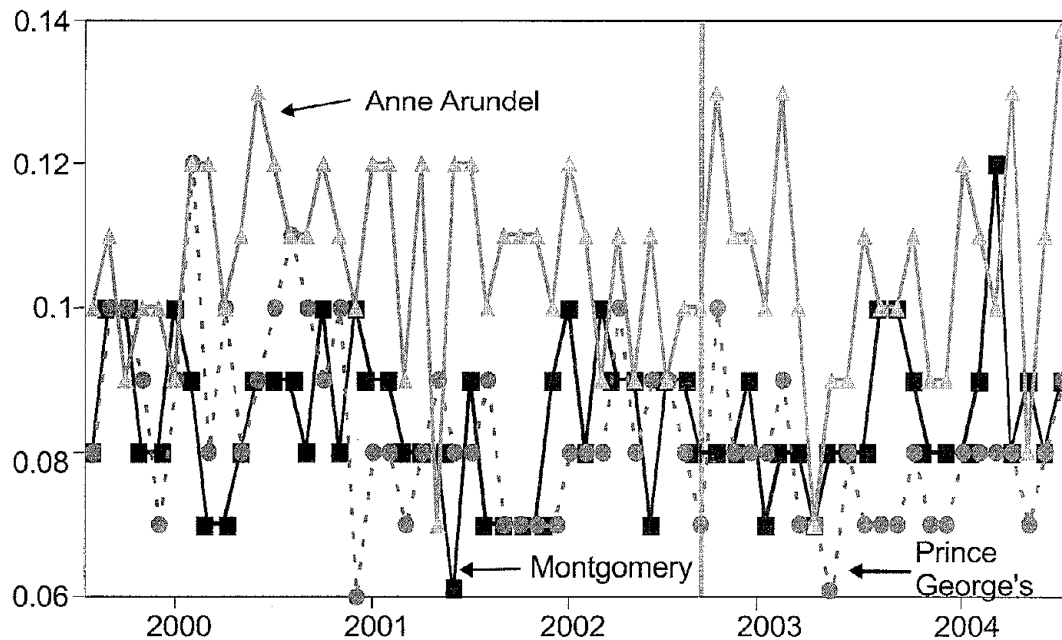


Figure 6. Monthly Ratio of Alcohol-Related to Non-Alcohol-Related Crashes in the Three Counties

Table 20. Time-Series Model for Monthly Ratio Series for Montgomery County, Using the Natural Logarithm Transformation

Parameter	Estimate (B)	SE(B)	T-Ratio	P-value
AR 17	0.4205	0.1421	2.9590	0.0045
MA10	0.4082	0.1403	2.9103	0.0052
During <i>Extra Eyes</i>	0.0122	0.0226	0.5406	0.5909
Constant	-2.4842	0.0162	-153.79	< 0.0001

**Table 21. Time-Series Model for Monthly Ratio Series for Montgomery County, with Anne Arundel and Prince George's Counties as Covariates, and Using the Natural Logarithm Transformation**

Parameter	Estimate (B)	SE(B)	T-Ratio	P-value
AR17	0.4037	0.1434	2.8144	0.0068
MA10	0.3576	0.1387	2.5744	0.0127
During <i>Extra Eyes</i>	0.0240	0.0252	0.9534	0.3447
AA_RATIO	-0.2857	0.9408	-0.3037	0.7625
PG_RATIO	1.7201	1.2038	1.4289	0.1588
Constant	-2.6007	0.1354	-19.209	< 0.0001

The results presented in Tables 22 and 23 indicate that there were no significant changes in the ratio of alcohol-related to non-alcohol-related crashes in Anne Arundel and Prince George's counties following the introduction of the *Extra Eyes* program in Montgomery County. The associated plots of the data are shown in Figure 6.

**Table 22. Monthly Ratio Series for Anne Arundel County, Using the Natural Logarithm Transformation**

Parameter	Estimate (B)	SE(B)	T-Ratio	P-value
During <i>Extra Eyes</i>	-0.0242	0.0358	-0.6753	0.5022
Constant	-2.2414	0.0236	-95.1532	< 0.0001

**Table 23. Time-Series Model for Monthly Ratio Series for Prince George's County, with Differencing (1) and the Natural Logarithm Transformation**

Parameter	Estimate (B)	SE(B)	T-Ratio	P-value
AR1	-0.6401	0.1305	-4.9055	< 0.0001
AR2	-0.3237	0.1309	-2.4732	0.0165
During <i>Extra Eyes</i>	0.0198	0.1126	0.1761	0.8608
Constant	-0.0012	0.0093	-0.1285	0.8983

In summary, these time-series analyses indicate that there were no changes in alcohol-related crashes attributable to the *Extra Eyes* program in Montgomery County, whether Montgomery County patterns were considered alone or when compared with patterns in Prince George's and Anne Arundel counties. As previously indicated, *Extra Eyes* operations occurred only 5-8 times a year in concentrated neighborhoods as opposed to the overall county. Thus, one would not expect crash rates for the entire county to be measurably affected by a program of this size and nature. A much more extensive and comprehensive program would be required to realize this type of effect.

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## Awareness Data

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As part of the National Highway Traffic Safety Administration's (NHTSA) Mid-Atlantic Region's *Checkpoint Strikeforce*<sup>6</sup> evaluation, PIRE assisted the NHTSA Regional Office and the States in the Mid-Atlantic region in developing a brief survey appropriate for administration in Motor Vehicle Administration's offices. The survey for the *Extra Eyes* evaluation used several of the same items and also incorporated several items that were more specific to the evaluation of *Extra Eyes*. We received almost 200 completed surveys each from Prince George's and Montgomery counties and more than 300 from Anne Arundel County, giving us a measure of the extent to which motorists were aware of *Extra Eyes*. The additional questions specific to the *Extra Eyes* program and citizen reporting follow:

- Do you know the name of any impaired driving enforcement program(s) in Maryland? (multiple choice response)
- Are you aware of any programs in your area where citizens can report suspected drunk drivers?
- How effective do you feel trained citizens can be in detecting and reporting drunk drivers to police?
- Would you support having a citizens' awareness program in your community to assist police in detecting drunk drivers?

The complete survey is contained in Appendix D.

## Survey Procedures

We refined the data-collection procedures to the settings in each county and provided the MVA offices at each site with the materials to conduct the surveys (e.g., instructions, survey forms, prepaid envelopes). MVA personnel administered the surveys.

In the fall of 2005, PIRE staff assembled survey packages and mailed them to the three counties. The Gaithersburg MVA (Montgomery County), Largo MVA (Prince George's County), and Annapolis MVA (Anne Arundel County) are the busiest offices. Thus, arrangements were made to have MVA staff hand out the surveys at these participating MVA offices. We instructed MVA personnel to give the survey form to driver's license applicants after they knew that they were going to receive their license and while they were waiting for their photographs to be developed. This was done to reduce response bias (i.e., to ensure that respondents answer questions truthfully rather than in the way that they thought the examiner would like them to respond).

The MVA offices mailed the completed forms back to PIRE, where data were entered and analyses were conducted.

Because of the short evaluation period for Phase 1, the MVA administered the survey only once. The *Extra Eyes* program began in November 2002 (almost three years prior); thus, we evaluated the program retroactively. To do this, we assessed the change in public awareness across those three years based on recall, which has significant limitations.

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<sup>6</sup> *Checkpoint Strikeforce* is a region-wide continuous checkpoint based DUI enforcement program in NHTSA's Mid-Atlantic Region (Delaware, Maryland, Pennsylvania, Virginia, West Virginia, and the District of Columbia.)

The aim of this survey was to better understand citizen awareness of *Extra Eyes* (in comparison to other enforcement programs) and other citizen reporting programs, and the public's receptivity and perceived effectiveness of trained citizens reporting suspected drunk drivers.

## **Analysis**

Data from the three counties (Montgomery, Prince George's, and Anne Arundel) were analyzed to determine awareness of *Extra Eyes* and to assess differences in self-reported drinking-and-driving behaviors.

Chi-square tests were used to verify consistency among the counties concerning the characteristics of the sample, such as age, gender, and race. Then, we conducted additional chi-square tests and *t*-tests to test the effectiveness of the *Extra Eyes* program in raising awareness of the program (proportion recognizing the program name) and changing attitudes and self-reported behavior (proportion reporting driving after drinking and mean number of times of doing so).

## **Results**

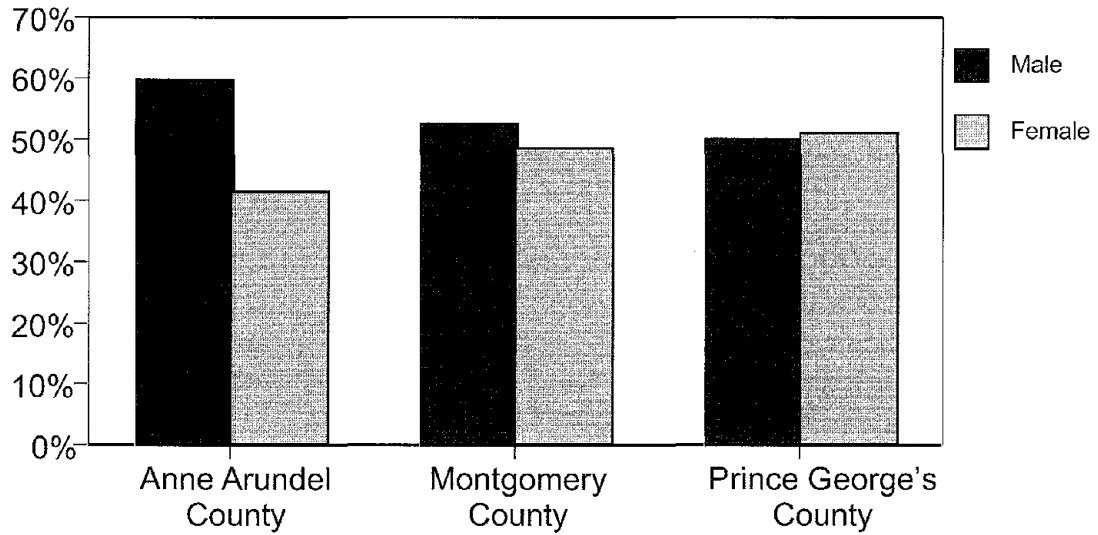
Surveys of the public completed at MVA sites in Montgomery, Prince George's and Anne Arundel counties were analyzed to determine the broad community perspective on the issues related to drinking and driving. Specific site locations were:

- Montgomery County – Gaithersburg MVA
- Prince George's County – Largo MVA
- Anne Arundel County – Annapolis MVA

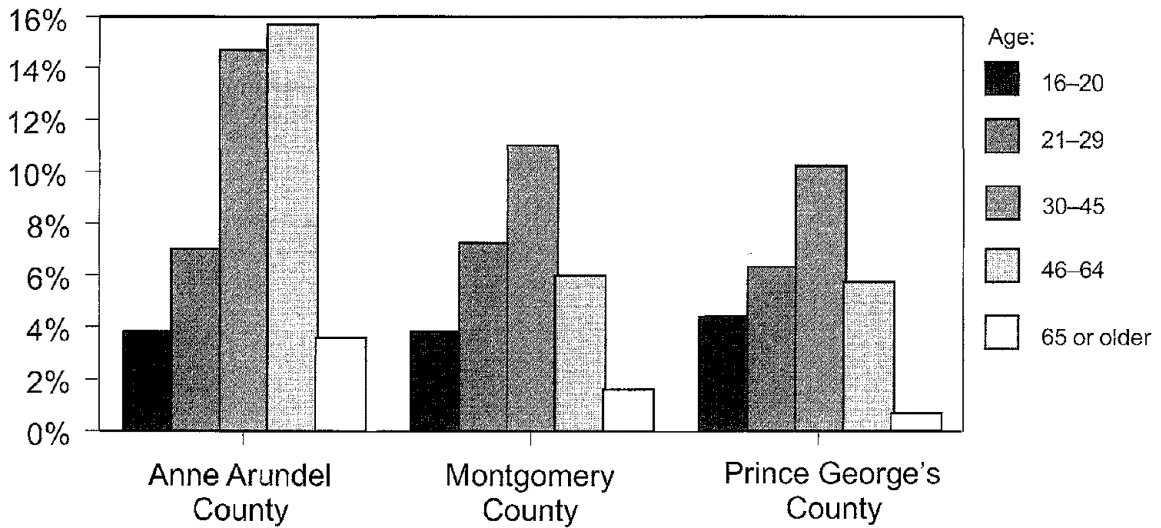
A total of 684 surveys were obtained from the three sites with approximately 100 more surveys from Anne Arundel County (302) than from the Prince George's County (184) or Montgomery County (198) sites.

### **Sample Characteristics**

As illustrated in Figures 7 through 9, chi-square tests of survey results from the three MVA sites revealed similar demographic distributions by sex, but significant ( $p = 0.00$ ) differences by race and age. These counties are so different demographically that their survey responses may not represent true differences between the jurisdictions. The responses from the three sites are generally combined to reflect the overall public opinion of topics queried in the survey. Montgomery and Prince George's survey participants were evenly divided by gender (52% and 50% male in each county, respectively), whereas Anne Arundel had slightly more male respondents (59%). More than one-third of the respondents in each community reported being in the 30 to 45 age range. The lowest number of participants (in all communities) was reported to be 20 and younger. At the Anne Arundel County site, respondents were approximately 10 percent more likely than the other two sites to be in the 46- to 64-year-old age range.

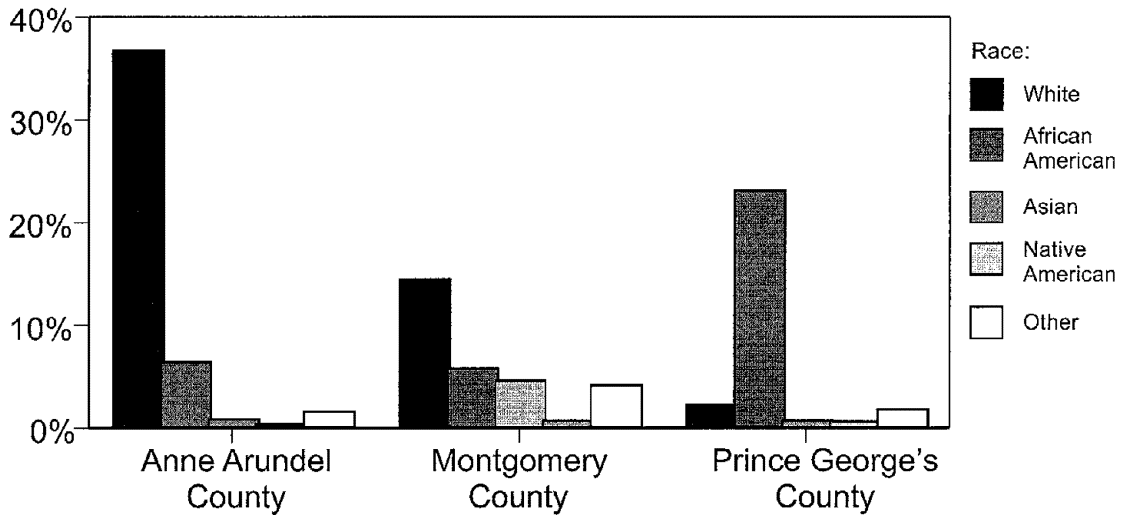


**Figure 7. Gender by Survey Site**



**Figure 8. Age Category by Survey Site**

Participants from the three sites varied considerably by race. The majority (82%) of participants in Anne Arundel County were White, whereas in Prince George's County, 85 percent of the participants were African-American. The Montgomery County site had fewer than 50 percent participants reported to be White, followed by African-Americans at almost 20 percent and Asians at 15 percent. Finally, Montgomery County had the largest number of participants reported to be Hispanic (21%), whereas Anne Arundel and Prince George's counties had fewer than 5 percent each.



**Figure 9. Race by Survey Site**

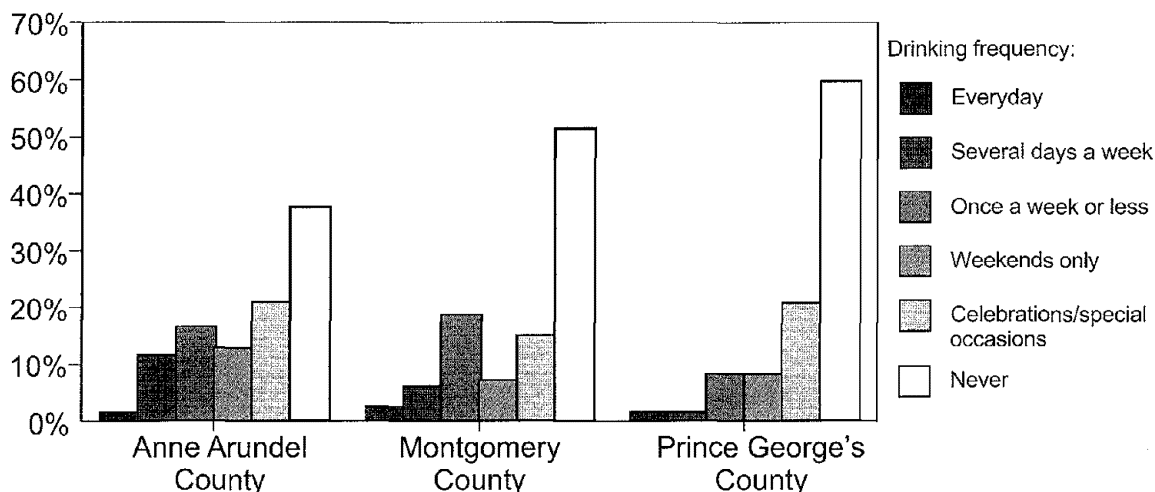
Table 24 reports the number of Spanish-origin participants who completed the survey. Montgomery County had the highest percentage (79%).

**Table 24. Respondents of Spanish Origin**

	Spanish	Not Spanish
Anne Arundel	3% (10)	97% (286)
Montgomery	21% (40)	79% (153)
Prince George's	5% (8)	96% (169)
Total Responses	9% (58)	91% (608)

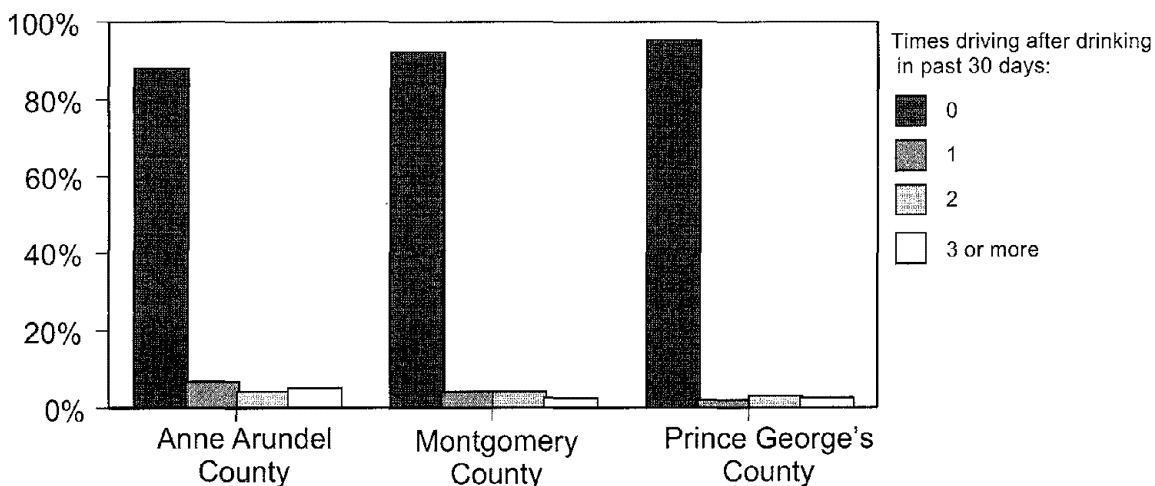
**Drinking and Driving Characteristics**

About half (47%) of the participants reported not consuming any alcoholic beverages in the past 30 days, and 19 percent drank only for celebrations or special occasions. The remaining respondents reported drinking once a week (14%) or more. When reviewing across sites, approximately 1 to 2 percent of participants from all three counties reported they “drank every day.” For those who reported drinking “several days a week,” Anne Arundel County had the highest percentage (11%) compared with Montgomery County at 6 percent or and Prince George’s County at 1 percent (see Figure 10).



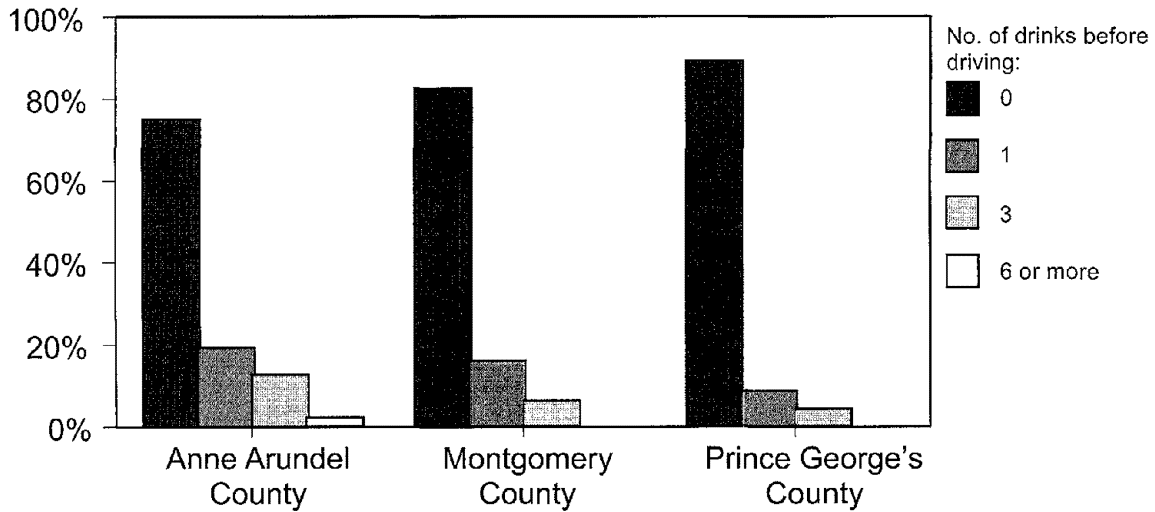
**Figure 10. Drinking Frequency Across Sites**

When asked about the number of times that they had driven within two hours of driving in the last 30 days, most respondents from all sites indicated “zero” (Figure 11). However, in Anne Arundel County, 6 percent reported “once,” versus Montgomery County, 3 percent, and Prince George’s County, 1 percent. Furthermore, as indicated in Figure 12, more than 80 percent of the total drivers had less than one drink on the most recent occasion that they drove within two hours of drinking. The majority of participants reporting drinking one or two drinks on these driving occasions were from Montgomery and Anne Arundel counties. However, no statistically significant differences were found when comparing these counties.



**Figure 11. Times Driving Within 2 Hours of Drinking in Past 30 Days by Site**





**Figure 12. Number of Drinks Before Driving by Site**

Among all respondents, most drivers (98%) responded that, in the last 30 days, they had not driven when they thought they had too much to drink. Only 1.5 percent said they had driven once under the influence. Across counties, 2.3 percent of the Anne Arundel County respondents reported driving once after drinking too much, followed by Prince George’s County at 1.3 percent and Montgomery County at less than 1 percent. There were no statistically significant differences between the counties. Table 25 shows how many times participants drove after drinking too much.

**Table 25. Times of Driving After Too Much Drinking by Site**

Site	Times of driving after too much drinking			
	0	1	2	3 or more
Anne Arundel County	97% (258)	2% (6)	0%	>1% (1)
Montgomery County	99% (162)	>1% (1)	>1% (1)	0%
Prince George's County	98% (154)	1% (2)	0%	>1% (1)
Total Responses	98%(574)	2% (9)	>1% (1)	>1% (2)

**Enforcement**

County residents from all sites had fairly similar views about the vigilance of the enforcement in the counties (see Table 26). On a scale of “almost certain,” “very likely,” “somewhat likely,” “somewhat unlikely,” and “very unlikely,” almost a half the residents thought that it was “almost certain” or “very likely” that a police officer would stop an inebriated driver. Comparing across sites, Montgomery County respondents were more likely (34%) to believe that being stopped was “almost certain” compared to Anne Arundel County (27%) and Prince George’s County (27%). Analysis revealed that this difference was not statistically significant but was in the direction of a higher perceived likeliness in Montgomery County ( $p<.06$ ). Twenty-six percent of the total respondent pool felt it “very unlikely” that they would be stopped after having too much to drink. The largest percentage was from Prince George’s County (40%), followed by Montgomery County (25%) and then Anne Arundel County (20%).

**Table 26. Likelihood of Being Stopped by Police Officer by Site**

Site	Likelihood of being stopped by police officer				
	Almost certain	Very likely	Somewhat likely	Somewhat unlikely	Very unlikely
Anne Arundel County	27% (67)	20% (49)	25% (64)	8% (20)	20% (51)
Montgomery County	34% (47)	21% (29)	14% (19)	7% (10)	24% (34)
Prince George's County	27% (39)	18% (26)	10% (14)	5% (7)	40% (57)
Total Responses	29% (153)	20% (104)	18% (97)	7% (37)	27% (142)

The residents also were asked to compare how their actions or observations have changed compared with three years ago and to compare the regularity of their driving after drinking then and now (Table 27). Most (80%) answered that they did not drive after drinking at all. Only 1.3 percent admitted to drinking and driving more often than they did three years ago, which was about the same for all jurisdictions. The others were distributed (10% each) between drinking and driving “less often” and “about the same.” There were no statistically significant differences between the sites.

**Table 27. Driving after Drinking Compared to Three Years Ago by Site**

Site	Driving after drinking compared to three years ago			
	More often	Less often	About the same	Do not drive after drinking
Anne Arundel	2% (4)	10% (27)	13% (34)	76% (206)
Montgomery	1% (2)	13% (23)	9% (17)	77% (141)
Prince George's	1% (2)	8% (12)	5% (7)	86% (133)
Total Responses	1% (8)	10% (62)	10% (58)	79% (480)

With respect to officer presence, almost one-third of the respondents (30%) saw police more often on their normal driving routes than they did three years ago. This percentage was somewhat less (24%) in Montgomery County than the other two jurisdictions (Figure 13). More than half (56%) of the drivers thought that today's enforcement of drinking-and-driving laws were “about right.” Although 18 percent did not know, 26 percent thought that they were too weak. In the preceding 30 days, slightly more of the sample (58%) had seen or heard about a checkpoint where police were looking for impaired drivers, and 12.6 percent had actually gone through one.

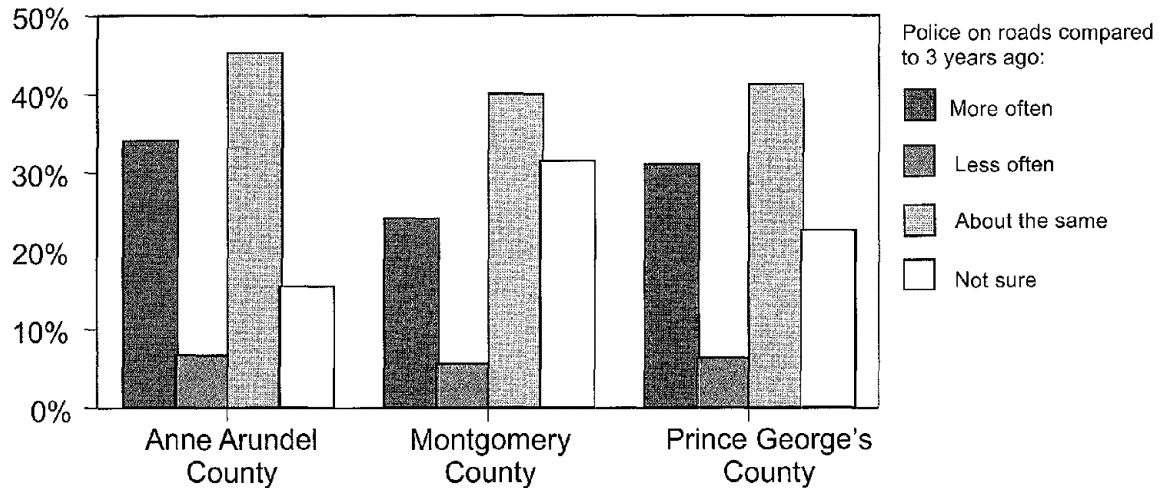


Figure 13. Police Presence

### Program Awareness

Respondents were asked about their awareness of drinking-and-driving enforcement efforts. Approximately half (54%) of the respondents had recently learned about enforcement of impaired driving in Maryland through the media. Television was cited the most (32%) as the source of information on enforcement efforts, followed by newspapers at 23 percent and radio at 17 percent. All other named sources—brochures, posters, and police checkpoints—were chosen less than 12 percent of the time.

Respondents were given a list of names of impaired driving enforcement-related programs and asked to check the names of those that they recognized. The list consisted of either impaired driving enforcement programs or enforcement-related slogans, or both. The majority (37%) chose the “Friends don’t let friends drive drunk” slogan that is not an enforcement program. The “You Drink and Drive. You Lose.” which is both a slogan and a program, was selected 34 percent of the time. Only 1.5 percent of respondents were aware of the name *Extra Eyes* as an impaired driving enforcement program. Slightly more (9%) were aware that there was a program where citizens could report suspected drunk drivers. There was no significant difference between the three sites in their awareness of such programs. It is important to note that all three counties are contiguous counties sharing most media outlets. So it is not surprising that there is no measurable difference in the awareness of the *Extra Eyes* program between them. Of perhaps more direct relevance to the program is that *Extra Eyes* was infrequently recognized in all three of the counties indicating that public awareness efforts might need to be more intensive.

To answer whether a program such as *Extra Eyes* would have support from citizens, we asked about the utility of using trained citizens to detect impaired driving. Most (80%) thought that trained citizens could be “very” or “somewhat effective” in detecting and reporting drunk drivers to the police, and the majority (62%) would support such a program in their communities. There was only a small group (10%) of respondents who thought that trained citizens would not be at all effective in detecting and reporting drunk drivers. A slightly larger group (17%) would not support a citizen reporting program. Slightly more than half were not sure if they would be supportive.

## Summary

Although no statistical differences were found between the sites in relation to drinking-and-driving behavior, perceived enforcement and program awareness, as well as directional trends, can be observed. Prince George's County residents were least likely to report drinking regularly (or at all) or drinking and driving. However, almost twice the number of Prince George's County residents thought it was "very unlikely" they would be stopped as did Anne Arundel or Montgomery County residents. Although Anne Arundel County residents reported the greatest amount of drinking, and of drinking and driving, a trend towards more respondents (3.8%) from Montgomery County compared with Prince George's or Anne Arundel County (about one quarter) responded that, in their community, it was "almost certain" that individuals would be apprehended if they were drinking and driving. Twenty-eight percent of Annapolis residents believed that it was "somewhat or very unlikely" for inebriated drivers to be apprehended for drinking and driving. Result tables for each item on the survey are included in Appendix D.

There are several limitations in the interpretation of the public awareness findings. First, the surveys were conducted through MVA offices, which include a much broader segment of the driving population than the specific target audience most likely to be aware of and affected by the *Extra Eyes* program. Further, as mentioned previously, the *Extra Eyes* program began in November 2002 (almost three years prior to the implementation of the evaluation); thus, we evaluated the program retroactively, which has significant limitations. However, this approach was the most feasible within the constraints of the project.

## Media Coverage

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To determine the extent of media coverage of the *Extra Eyes* program, we used a number of sources, including:

- Nexis-Lexis search;
- Internet search;
- presentations;
- press releases;
- reports from interviews; and
- MVA survey.

We then asked Montgomery County Police to review the compiled media coverage list and provide any additional sources. Assisting in the collection efforts were Officer William Morrison of the Montgomery County Police Department (creator and lead coordinator of the *Extra Eyes* program) and Margo Stanton of the Montgomery County Highway Safety Office (lead volunteer), who shared with us their documentation of efforts to publicize the *Extra Eyes* program.

### Nexis-Lexis Search

We conducted a multiyear (from implementation of the *Extra Eyes* program in November 2002 through October 2005) Lexis-Nexis search to identify media coverage of *Extra Eyes* and other citizen reporting programs in Montgomery County and the comparison counties. Search terms on Lexis-Nexis to identify media coverage of the *Extra Eyes* program included “*Extra Eyes*,” “Citizen Reporting Program,” “DUI,” and “DWI.”

*The Washington Post* ran an article in December of 2000 calling the *Extra Eyes* program “extremely uncommon” and “innovative,” but also questioned whether community volunteers should be following people. The story featured a volunteer who jumped out of his vehicle when an officer confronted a disorderly man and quoted the volunteer, reporting that he had “definitely” seen a drug transaction, which turned out to be a man bumming money from people going in or out of a liquor store. The article posed the question: if a citizen’s action resembled vigilante behavior, would Montgomery County be legally responsible? The story was picked up by the Associated Press and attracted some attention elsewhere.

### Internet Search

We conducted a general Internet search (including the Montgomery County, Maryland, Web site [www.montgomerycountymd.gov/](http://www.montgomerycountymd.gov/)) for any media coverage given to the *Extra Eyes* program.

Three Web sites provided links to *The Washington Post* article and allowed users to post comments. The Web sites had titles such as Conspiracy General (None dare call it a conspiracy... except us!); ModernDrunkardMagazine.com (a forum for modern drunkards everywhere); and PTS: politics.abovetopsecret.com (“for inspired debate and discussion about the important political issues of our era”), and carried anti-MADD and anti-*Extra Eyes* posts.

One post read: “CNN just did this disgusting piece on the ‘resounding success’ of Maryland’s ‘Operation Extra Eyes’... following around little old ladies with walkie-talkies that just cruise all night, sit outside bars and call the police whenever anyone leaves. They were calling in people walking ‘drunk’ (or suspected of being drunk) or carrying an open container in a bar district!!! Heavens! My pills! Get me my pills Mildred! I somewhat suspect the cops were hamming it up (oink) for the cameras, but they were coming and arresting everyone the vigilante teetotalers reported as having fun.”

Another called *Extra Eyes* a “snitch program.” “John Q Citizens ride around in their busybody mobiles and look out for people who they can rat on. They busted... some guys for walking around with a beer or two. I think they said something about snitching on liquor stores. Keeping the kids safe, you know.”

## Presentations

We obtained the presentation used by Montgomery County Police at talks and seminars when discussing the *Extra Eyes* project (Appendix E). These conferences are listed in Table 28. The presentation contains a brief history of the Enhanced Impaired Driving Task Force and of *Extra Eyes*, cooperating agencies and groups, enforcement results, and contact information. It should be noted that Lt. Falcinelli and Officer Morrison, the original founders of the *Extra Eyes* program, received an Outstanding Law Enforcement Award at the 2003 MADD national conference for this program.

**Table 28. Conferences Where the Operation Extra Eyes PowerPoint Was Shown**

Date	Conference	Location	Participants
Dec 4, 2003	NCADD Conference (National Commission Against Drunk Driving)	Washington, DC	
Aug 24-27, 2003	NAGHSAR Conference (National Association of Governors' Highway Safety Reps, now titled: GHSA – Governors' Highway Safety Association)	New Orleans, LA	
Sep 11-13, 2003	MADD National Conference	New Orleans, LA	
Jun 25-28, 2003	Mid-Atlantic Impaired Driving Summit	Martinsburg, WV	
Jun 2-4, 2004	Mid-Atlantic Impaired Driving Summit	Shepherdstown, WV	200
July 17-19, 2004	SADD National Conference	St. Louis, MO	440
Sep 30-Oct 2, 2004	MADD National Conference	Grapevine, TX	700
Jun 26-29, 2005	SADD National Conference	Washington, DC	544
May 17-21, 2005	National Beverage Control Conference	Marco Island, FL	
Aug 5-7, 2005	DRE Drugs, Alcohol, and Impaired Driving Conference	Baltimore, MD	

## Reports from Interviews

Interviews conducted with law enforcement officers, media representatives, and community volunteers included questions regarding media activities in support of the *Extra Eyes* program.

Informants reported that, in the beginning, the *Extra Eyes* program was announced in a press release, but since then, the media coverage has neither been sought nor avoided. Interestingly, it

was one officer's opinion that the less publicity the better because in some cases media coverage hindered successful apprehension of violators.

Most officers and volunteers reported that, initially, it was difficult to get media coverage for the *Extra Eyes* program because events such as the 2002 sniper conflict were more pressing media events. Officers mentioned *The Washington Post* article that focused on citizen involvement as a potential liability issue; officers felt the article was very negative and undeserved.

However, other media, such as *The Gazette* in Montgomery County, reacted to *The Washington Post* article by launching its own investigation of the program. Consequently, the *Gazette* ran a very positive article on *Extra Eyes*, and all subsequent coverage by the press has been positive.

Recently, positive media coverage of *Extra Eyes* has increased, as evidenced in Table 27. Officers believe that involvement of SADD teenagers in *Extra Eyes* helps program visibility because the media loves to report on kids. In addition, media representatives have requested ride-alongs, either with officers in patrol cars or with community volunteers engaged in *Extra Eyes* activities. To accommodate such requests, officers have organized nights for media to participate. The resulting stories have been, according to one officer, "good and positive for the most part." One officer commented that the CNN crew rode in his minivan for 7 hours in June 2005, and the result was a positive 5-minute national story on *Extra Eyes*.

The CNN team and its editors learned of *Extra Eyes* through a MADD press release announcing an award being given to the *Extra Eyes* program. CNN followed up on the press release and found *Extra Eyes* to be a well-run, cooperative team involving citizens in police enforcement efforts. Because feedback on the program was very positive, the CNN producer deemed *Extra Eyes* newsworthy and ran a 5-minute national story. "It's just so different than any other program," said a CNN correspondent. "It seems so effective and would be more so if it spreads to other communities."

Community volunteers believe that the media coverage should be increased. One volunteer said, "*Extra Eyes* does not have as much media coverage as it should be getting. It has not been one of the more highly publicized events. Things like checkpoints get more publicity, and educational programs do too."

## **MVA Survey and Patrol Officer Survey**

In addition to the searches and interviews, the MVA survey of driver's license applicants and our survey of patrol officers included items pertaining to media. The MVA survey included two extra items: One asked about recent media coverage (e.g., print, television, and radio) on impaired driving enforcement and another asked about recognition of the *Extra Eyes* program. As previously noted, only 1.5 percent of respondents reported awareness of the name *Extra Eyes* as an impaired driving enforcement program. Nine percent were aware that there was a program where citizens could report suspected drunk drivers.

Items included on the patrol officer survey asked how often they had heard of *Extra Eyes* via the media (print, radio, TV) and whether or not the coverage was positive or negative. Approximately 54 percent of the officers reported they had seen coverage "a few times." When asked whether the coverage was positive or negative, 56 percent reported positive and 44 percent indicated they "did not know."

## Media Search

We tallied the media coverage from the inception of the program (November 2002) to the month data analysis was completed (October 2005), by year and month. We examined the type of coverage received (positive or negative), as well as the relevance of the coverage (e.g., editorial, specific coverage on the program, reference to the program within a DUI/DWI piece). Table 29 shows the number of press releases, articles, and TV/radio pieces *Extra Eyes* alone, for the Enhanced Impaired Driving Task Force alone, and for the two combined.

**Table 29. Media Coverage, 2002-2005**

	<i>Extra Eyes</i>			Enhanced Impaired driving Task Force			Combined <i>Extra Eyes</i> and Task force		
	Press release	Print	TV/ Radio	Press release	Print	TV/ Radio	Press release	Print	TV/ Radio
<b>2002</b>	0	2	0	3	1	0	1	1	0
<b>2003</b>	3	2	3	0	1	0	0	5	0
<b>2004</b>	0	6	0	0	0	0	0	0	0
<b>2005</b>	0	4	3	0	0	0	0	0	0

It was sometimes difficult to separate the *Extra Eyes* program from other activities included under the umbrella organization of the Enhanced Impaired Driving Task Force. Often various activities ran simultaneously and each activity was not always mentioned in press releases or media coverage. Because we were evaluating the *Extra Eyes* program retrospectively, we were dependent upon historical data such as press releases, media coverage, and interviews to reconstruct the history of the *Extra Eyes* program.

The Media Services Division of the Montgomery County Police issues press releases announcing activities (e.g., Enhanced Impaired Driving Task Force, saturation patrols, *Extra Eyes*). The division issued press releases specific to *Extra Eyes* in 2003 and about the Enhanced Impaired Driving Task Force in 2002. There were no press releases in 2004 or 2005. The greatest coverage specifically related to *Extra Eyes* and *Extra Eyes* combined with the Enhanced Impaired Driving Task Force occurred in 2003. Very little coverage was found for 2002, the year of the *Extra Eyes* program kickoff, but that is understandable because the formal program was introduced late in the year (November). Most coverage of the program occurred via print.

In summary, though the *Extra Eyes* program might be considered newsworthy because of its combination of citizens and police, it did not generate extensive media coverage during the study period. This may well be because there was not a concerted effort to generate media coverage through repeated press releases or other outreach activities.



## Resources

As part of the program personnel interviews and background development, we also collected information on budgeting and resources required to implement the program. We examined not only the operational costs of implementing *Extra Eyes*, but also the allocation of resources to DUI enforcement in Montgomery County and in the comparison counties. This was determined by examining records of support for overtime DUI enforcement activity by the county highway safety office, which funds all the specialized DUI enforcement efforts. However, because these data were not coded by program element, it was impossible to specifically identify what amount was spent on the *Extra Eyes* operational activities. Additionally, senior personnel indicated that planning and administration for the current program has essentially been implemented using existing resources.

### DUI Enforcement Resources

Table 30 provides the budget estimates for 2000-2005 for overtime DUI enforcement in each county. In Montgomery County, these figures actually report what was allocated, not necessarily what was spent. During 2000 and 2001, Montgomery County Police received between \$120,000 and \$150,000 from the County Council for overtime. However, only a portion of these funds were used for overtime DUI enforcement. Unfortunately, what percentage of those funds was directly used for DUI enforcement is unknown.

**Table 30. Budget Estimates for 2000-2005 for Overtime DUI/DWI Enforcement**

Year	Montgomery	Anne Arundel	Prince George's
2000	\$17,450	\$39,262	\$40,000*
2001	\$17,780	\$21,350	\$40,000*
2002	\$97,000	\$50,957	\$40,000*
2003	\$45,000	\$52,541	\$45,414
2004	\$52,000	\$30,725	\$35,600
2005	\$30,000	\$36,470	\$11,530
Average of all years	\$43,205	\$38,551	\$40,203**
Average of 2002-2005	\$56,000	\$42,673	\$33,136

\* Approximation. DUI spending for FY 2000, 2001, and 2002 averaged \$40,000/year.

\*\* Does not include 2005.

Across the three counties over the 6 years, it appears that, on average, approximately \$43,000 per year in overtime funds were allotted to DUI enforcement. In Montgomery County, less was allocated in 2000 and 2001; however, funds increased in 2002. Montgomery County spent the greatest amount of funds on DUI enforcement both before and after the kickoff implementation of *Extra Eyes*.

### Extra Eyes Operational Budget

Discrete information on the actual costs of implementing the *Extra Eyes* program was not available because those costs were embedded in overall operational budgets. Consequently, we worked with the Montgomery County Police Department to develop a budget that more accurately reflected the costs of implementing the program from scratch. The actual program was implemented only six to seven times a year; however, it was the opinion of both the research and operational staffs that a more viable program should be implemented on a biweekly basis. Thus, the resources outlined below for the biweekly program from start to finish includes the additional intensity.

Table 31 shows a budget for a comprehensive *Extra Eyes* program to conduct the operation monthly and on some holidays (for one year) using one or two extra volunteer teams and one or two SADD students on each night.

**Table 31. Budget for More Comprehensive *Extra Eyes* Project**

Item	Cost
10 Alco-sensor PBTs (Preliminary Breath Testers)*	\$ 5,000
2 Radios for extra teams	\$ 6,000
6 Digital cameras*	\$ 1,800
<b>TOTAL</b>	<b>\$12,800</b>

\*For officers involved in the *Extra Eyes* program

This budget reflects costs for equipment for *Extra Eyes*. Currently, equipment is borrowed from other officers not working that evening. Equipment dedicated to the program would be desirable for this more comprehensive effort.

The Montgomery County police department covers the cost of officer time through overtime hours provided by the Montgomery County Highway Safety Office (see below for amount allotted each year from 2001 to 2004). *Operation Extra Eyes* is one of many enforcement efforts (e.g., checkpoints, saturation patrols) conducted in the county that is funded through this office.

It is important to note that this budget includes neither the administrative time needed to organize the operations and collect data, nor the publicity / media costs. A good deal of organization must be done to train volunteers and coordinate evening enforcement activities. Further, little effort was spent on securing publicity about the *Extra Eyes* activities during the period studied. However, to enhance potential general deterrence effects, departments may wish to mount complementary publicity efforts. Training costs are not shown here because Montgomery County absorbed those costs within regular scheduled time. However, at least 16 hours would need to be allocated to that activity for a comprehensive program.

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## Conclusions

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This project involved both a process and an impact evaluation of *Operation Extra Eyes*, a program intended not only to motivate officer DUI enforcement, but also to improve community relations, thus decreasing impaired driving. Further, *Extra Eyes* sought to expand law enforcement surveillance capabilities and promote awareness within the community of the scope of the problems associated with the misuse of alcohol.

Program participants perceived the *Extra Eyes* program as beneficial as it served to motivate both law enforcement agencies and the community to focus on impaired driving issues. This is particularly important in light of events in the Montgomery County area that negatively impacted law enforcement agencies (the tragedies of 9/11 and the Washington Metropolitan sniper situation in the fall of 2002). This was the original intent of the program. Participants also indicated that the program served to bridge and enhance relationships between the local communities in Montgomery County where *Extra Eyes* activities were conducted and the general public (volunteers who participated). These findings are significant because lack of law enforcement officer motivation is widely reported as a barrier to effective DWI law enforcement.

Regarding the program's impact on objective impaired driving measures (arrest statistics, alcohol-related crash trends, public awareness), our examination failed to show reduction in impaired driving activities and its consequences. As discussed below, three factors may contribute to this: (1) there was no clearly defined implementation date for the program – implementation evolved over a period of time, (2) given the geography and population of Montgomery County, the *Extra Eyes* program was relatively small in nature, and (3) while there was some media coverage generated as a result of local activities, there was no concerted publicity effort launched to publicize the program and its activities.

One challenge in this evaluation was that the *Extra Eyes* program evolved over time rather than starting cleanly as a separate new program. Certain *Extra Eyes* elements were derived from and also integrated into other programs, which made pinpointing specific *Extra Eyes* effects difficult. A principal source of information in understanding the program's evolution derived from interviews with key senior personnel who were involved in the development and organization of *Extra Eyes*. For example, according to senior law enforcement officers, the *Extra Eyes* program has been underway since its 2002 kickoff. Some reports, however, indicate that the program was actually initiated in 2001 as part of the larger Enhanced Impaired Driving Task Force, which also included checkpoints and saturation patrols. While the 2002 date is derived from the official kickoff of *Extra Eyes* as an independent program, the program's effects may have potentially begun prior to 2002 when it was still a developing program not yet separate from the task force.

Another example is that the Students Against Destructive Decisions (SADD) members assist with paperwork and other administrative duties in conjunction with several enforcement activities, including saturation patrols, sobriety checkpoints, and underage drinking enforcement, as well as *Extra Eyes*. It was reported that the use of students frees the police officers from the time-intensive paperwork following each arrest and allows them to return to patrol more quickly. Because the student volunteers were integrated into several types of enforcement activities, establishing a direct relationship between student assistance and the success of the *Extra Eyes* program is difficult. A community implementing a program similar to *Operation Extra Eyes* could choose to use students with or without the *Extra Eyes* program. The focus of this report, however, is on the *Extra Eyes*

program. The SADD student program had different intentions, including helping law enforcement officers with paperwork, providing students with a positive experience, and encouraging them to share their experience with other students in their community.

Again, the time interval between initiation of the program and the beginning of data collection and evaluation “after the fact” has made an impact evaluation of the *Extra Eyes* program challenging. Nonetheless, some general findings are available. The participants – both the officers interviewed and the volunteers – view the *Extra Eyes* program as successful and even motivational because of increased arrest efficiency. Indeed, virtually all participants interviewed commented on the positive motivational aspects of the *Extra Eyes* program. Officer morale reportedly increased because officers felt they made more arrests on evenings when working with the *Extra Eyes* volunteer teams. They were being “good cops” and making the streets safer by removing drunk drivers. Community and student volunteers felt they were making a difference and supporting a good cause.

Because *Extra Eyes* events are relatively infrequent and conducted in specific areas of the county, they did not have a statistically measurable effect on countywide crash or arrest rates. However, in examining the number of arrests made on *Extra Eyes* operations in 2005 and comparing that with the number generally made by the DUI squad across the year, the *Extra Eyes* operation actually increased the average evening’s arrests from by about one on a typical night to up to eight per *Extra Eyes* night. On a typical night prior to the program, the volume of arrest was approximately little more than one per night. On *Extra Eyes* nights, officers averaged 2.5 arrests in 2002, 6 in 2003, and almost 8 in 2005. With respect to crash rates, it is unreasonable to expect a program with only six or seven events a year in one small area of a county to have any significant effect on an outcome as difficult to affect as alcohol-related crashes.

Efforts to publicize the *Extra Eyes* program were fairly limited; in fact, interview respondents indicated that coverage was not actively sought. To achieve general impaired driving deterrence, there must be a heightened public awareness of DWI enforcement efforts, which is achieved through well-publicized enforcement. There is little evidence that the *Extra Eyes* program contributed toward general impaired driving deterrence as measured through surveys of the driving public. Self-reports obtained through paper-and-pencil surveys at MVA offices reveal few differences between Montgomery County and comparison counties on self-reported drinking and driving and awareness of enforcement activities.

Additionally, media coverage was not directed toward the program itself, independent from the Enhanced Impaired Driving Task Force. This meant that although the police were removing intoxicated drivers from the road, they were doing so without any concerted publicity efforts. Research has demonstrated repeatedly (Shults et al., 2001) that neither enforcement nor publicity alone will reduce the number of potential offenders. The *Extra Eyes* program alone was identified in 23 radio and TV news stories, articles, and/or press releases, and *Extra Eyes* with the Enhanced Impaired Driving Task Force, from which *Extra Eyes* originated, was found in approximately 35 media pieces. However, *Extra Eyes* staff reported they did not attempt to contact media representatives for publicity purposes. Instead, the media came to them when they learned of what police were doing. MVA survey results corroborate this; very few survey respondents reported awareness of the *Extra Eyes* program. If the public is unaware of a program intended to deter impaired driving, then deterrence is unlikely. It is important to note, however, that all three counties are contiguous counties sharing most media outlets. Thus, it is not surprising that there is no measurable difference in the awareness of the *Extra Eyes* program between them.

In summary, the *Extra Eyes* program is small and was relatively infrequently implemented in a large and populous jurisdiction. Because of this, when Montgomery County is compared with other counties, it seems to have had little measurable effect as implemented. Both crash rates and arrest rates, despite officer reports to the contrary, remained unchanged during the enforcement effort. For a program such as this to have a general deterrent effect as measured by either self-report or crash indicators, it is necessary for a large portion of the potential impaired driving public to be aware of it. In the future, to have a greater overall impact, those implementing a program such as *Extra Eyes* may wish to consider orchestrating some form of public information program supportive of the program, as well as more frequent implementation of *Extra Eyes* nights.

Overall, the results of this retrospective evaluation are promising. Both the officers and civilian volunteers found the program useful and productive. Future efforts should consider a more frequent implementation with an emphasis on obtaining more extensive news coverage in an effort to obtain a general deterrence effect. Similar programs should also consider collecting detailed information as to arrest data for each *Extra Eyes* activity (e.g., type of day, time of day, other police activities occurring during an *Extra Eyes* event, arrest location), arrests directly related to an *Extra Eyes* observation reported to a law enforcement officer, and resulting convictions.

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# Appendices

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## **Appendix A:**

# **Interview Guides: “Citizen Reporting of DWI—*Extra Eyes* to Identify Impaired Drivers”**

## ***EXTRA EYES***

**“Citizen Reporting of DWI—*Extra Eyes* to  
Identify Impaired Drivers”**

### **INTERVIEW GUIDES**

**Senior Law Enforcement Command**

**Law Enforcement Officers**

**Community (Citizen) Volunteers**

**Student Volunteers**

**Prosecutors**

**Media Representatives**

## SENIOR LAW ENFORCEMENT COMMAND

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Interviewer Name: \_\_\_\_\_

Date of Interview: \_\_\_\_\_

Beginning Time: \_\_\_\_\_ End Time: \_\_\_\_\_

Location: \_\_\_\_\_

Preliminary Notes:

### General Program Background

1. Please provide historical information on why, how, and when this program was started.
2. How receptive were the patrol officers to this program? What support or concerns related to activities surrounding this program did the officers voice?

### Volunteer Selection and Recruitment (*Extra Eyes* and Students)

#### *Extra Eyes* (and Adult) Volunteers

3. How do community volunteers become aware of the opportunity to participate in the program? How and from where do you recruit them?
4. How many volunteers are there currently in the program? What is the target number of volunteers? Is there a threshold on the number of volunteers?
5. How are *Extra Eyes* volunteers selected? What happens to a volunteer who may not be appropriate for this program? Will the volunteer be asked to leave the program?
6. Is there an organizational structure to the volunteers? Is there a "volunteer in-charge" type leader?
7. Are there other opportunities for adult volunteers who do not want to participate in the observations themselves (for example, the tasks student volunteers perform)?

#### Student Volunteers

8. Where do you recruit students from? (Prompt: Just SADD or are there other groups?) How are these student volunteers actually selected? (Prompt: Are there any criteria – age, GPA, community activism, etc.?)
9. What happens if a student volunteer is not appropriate?
10. How old are your student volunteers? (Prompt: What are the age ranges?)
11. What sort of permissions do you have to obtain from parents/guardians?

### Volunteer Training and Roles (*Extra Eyes* Volunteers and Student Volunteers)

12. Who is responsible for training *Extra Eyes* volunteers? Student volunteers?

**Extra Eyes Volunteers (Citizens):**

13. Please discuss the *Extra Eyes* training curricula. How many hours of training are required?

How many folks are trained at a time? How many training sessions are held? When are the training sessions held? (Prompt: Weekly, monthly, or other, i.e., special occasions?)

14. Is there follow-up or in-service training?

15. Who schedules and how are *Extra Eyes* volunteers scheduled?

16. How are *Extra Eyes* volunteers deployed? Do volunteers work in pairs or alone? If pairs, are the pairings always the same? If not, who makes the assignment? Are volunteers stationary or do they “patrol”?

17. Do enforcement activities depend on volunteers? What happens if an event is scheduled and no volunteers show up?

**Student Volunteers:**

18. What kind of training do the student volunteers receive? How many folks are trained at a time? How many training sessions are held? When are the training sessions held? (Prompt: Weekly, monthly, or other?)

19. What role do student (or similar – adults who do not wish to do observations) volunteers play? Are student volunteers stationary or do they “patrol”?

**Operational Aspects of the Program**

20. Please describe a typical evening? (How are observation areas selected? During what hours do you use the volunteers? General evening protocol.)

21. Were departmental liability issues considered in the developing this program? If so, how were these issues addressed and resolved?

**Budget Items**

22. What is the typical budget for this program? How are the funds for this program budgeted?

23. Is there a monetary cost to the department of the program? What is that amount?

24. What additional resources have you had to provide to support the program?

25. Have there been liability insurance costs associated with the program?

**Media**

26. What kind of media coverage has *Extra Eyes* received? (Good/bad? Large/small amount? Difference from when the program started and today?)

27. Do you contact the local papers, radios, or broadcasters seeking coverage? Or do you try to avoid it?

**Experiences**

28. Have any negative events occurred in the program?

**Satisfaction/Perceived Effect**

29. How has the *Extra Eyes* program affected impaired driving enforcement efforts in Montgomery County? (Prompt: More or better arrests, i.e., more information, fewer cases pled down?)

**Available Data/Documentation of the Program**

30. What data have you been collecting about this program?

31. Are there additional data you are willing to collect?

**Additional Notes:**

## **LAW ENFORCEMENT OFFICERS**

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Interviewer Name(s): \_\_\_\_\_

Date of Group Interview: \_\_\_\_\_

Beginning Time: \_\_\_\_\_ End Time: \_\_\_\_\_

Location: \_\_\_\_\_

Number of Group Participants: \_\_\_\_\_

Preliminary Notes:

### **Operational Aspects of the Program**

1. How does the *Extra Eyes* program work (operational aspects of the program)?

#### **Extra Eyes Volunteers**

2. How adept are volunteers in identifying impaired driving? Are volunteers “overly zealous”?

3. Have volunteers actually helped you identify impaired drivers? Have the volunteers changed the way you “do business?” How have they affected your job?

#### **Student Volunteers**

3. How has SADD student involvement impacted arrest-processing time? Have students actually helped you with the paperwork? What specific paperwork or processing procedures have they helped with? How is the quality of the work?

4. How do you train the students and how much of your time does that take? Do you have to train every time they come to help? How do they know of the training? How many folks participated in your training? Updates or in-service? How many are trained at a time?

#### **Media**

5. What kind of media coverage has *Extra Eyes* received? (Good/bad; Large/small amount)? Has the media ever contacted you for information? If so – how do you respond (i.e., answer questions, direct them to supervisor?)

#### **Experiences**

6. Have questions of entrapment arisen? If so, please cite examples and how issues were resolved.

7. Have you had any stops attributable to the program?

8. Have you had many false alarms? How are they handled? What type of feed back is provided to the volunteers? Are there “teachable” moments for the volunteers?

#### **Conclusion – Satisfaction/Perceived Effect**

9. How has the *Extra Eyes* program affected impaired driving enforcement efforts in Montgomery County?



10. Do you like the program? (Leading questions: How about what are the programs strengths and weaknesses?)

11. Are there any aspects to the program you would change?

**Additional Notes:**

## **COMMUNITY (CITIZEN) VOLUNTEERS**

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Interviewer Name: \_\_\_\_\_

Date of Interview: \_\_\_\_\_

Beginning Time: \_\_\_\_\_ End Time: \_\_\_\_\_

Location: \_\_\_\_\_

Preliminary Notes:

### **General Program Background**

1. How did you learn of the *Extra Eyes* program?

### **Volunteer Training and Roles**

2. What type of training did you receive to help you identify and report impaired drivers? How long did this training take? Was the training appropriate for “real-world” situations? Who delivered the training? How many folks participated in your training?

3. Did you participate in any follow-up training or in-service training?

4. How were you scheduled to support law enforcement efforts?

5. Were your observations from a stationary location or did you “patrol” a segment of roadway?

6. What are the typical hours and days of the week that you conduct observations? How long do you work on the nights you participate? How many nights have you worked? How many observations have you called in?

7. Are there other opportunities for adult volunteers who do not want to participate in the observation themselves?

### **Media**

8. What kind of media coverage has *Extra Eyes* received? (Good/bad? Large/small amount? Difference from when the program started and today?)

### **Experiences**

9. At any time during an observation did you believe you were not safe?

10. How many of your observations resulted in a DWI arrest? How many resulted in a DWI conviction? Were you asked to testify during a hearing or court action?

11. Do you get the feedback you desire about how cases turn out?

### **Conclusion - Satisfaction with the program**

12. What do you feel you get out of the program (satisfaction, knowledge, praise, etc.)?

Any suggestions for improvement?

Additional Notes:

## **STUDENT VOLUNTEERS**

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Interviewer Name(s): \_\_\_\_\_

Date of Group Interview: \_\_\_\_\_

Beginning Time: \_\_\_\_\_ End Time: \_\_\_\_\_

Location: \_\_\_\_\_

Number of Group Participants: \_\_\_\_\_

Preliminary Notes:

### **General Program Background**

1. How did you learn of the *Extra Eyes* program? Why do you want to participate in this program?

### **Volunteer Selection and Recruitment**

2. If younger than age 18, did you receive written parental permission to participate in the program?

### **Training and Roles**

3. What type of training did you take to become involved in this program?

4. How often are you scheduled or volunteer? About how many hours do you volunteer at a given time? What hours of the day does that cover?

5. What do you do as a volunteer? (in the station and/or in the officers' vehicle)? Do you come in direct contact with individuals arrested for impaired driving?

### **Experiences**

6. While assisting the arresting officer process an impaired driver, have you ever felt in danger or unsafe?

### **Conclusion - Satisfaction/Perceived Effect**

7. Do you think the activities you are allowed to do are helpful to the offender processing activity?

8. Will you continue to volunteer in the program?

Additional Notes:

# PROSECUTORS

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Interviewer Name: \_\_\_\_\_

Date of Interview: \_\_\_\_\_

Beginning Time: \_\_\_\_\_ End Time: \_\_\_\_\_

Location: \_\_\_\_\_

Preliminary Notes:

## General Program Background

1. Is your office involved in the *Extra Eyes* programs?
2. Was your office involved from the beginning or did involvement occur after the program was established?

## Experiences

3. Discuss the quality of evidence resulting from this program. Do the courts readily accept the evidence or have the judges noted flaws either in procedures or quality of evidence?
4. How have you used the community volunteers to testify against arrested impaired drivers? If so, discuss the quality of the testimony provided by the community volunteers.

## Media

5. From your perspective, has there been any positive or negative publicity on *Extra Eyes*?

## Conclusion - Satisfaction/Perceived Effect

6. Do you believe this program receives the appropriate support from the law enforcement community and from local media to serve as a general impaired driving deterrent?
7. How has the *Extra Eyes* program affected impaired driving enforcement in Montgomery County?  
Prompts: more or better arrests? More information?
8. Is this program helpful to your mission?

Additional Notes:

## **MEDIA REPRESENTATIVES**

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Interviewer Name: \_\_\_\_\_

Date of Interview: \_\_\_\_\_

Beginning Time: \_\_\_\_\_ End Time: \_\_\_\_\_

Location: \_\_\_\_\_

Preliminary Notes:

### **General Program Background**

1. Do you know about the *Extra Eyes* program? If yes, how did you learn of the *Extra Eyes* program?

### **Experiences**

2. Have you covered this program? If yes, what type of coverage did you provide (e.g., print, television, or radio)?

3. What prompted your coverage of this program?

4. Have you received any feedback from viewer/readers?

5. Have your editors shown an interest in this effort?

### **Conclusion - Satisfaction/Perceived Effect**

6. Is the program newsworthy? What advice can you provide to make the program more newsworthy?

7. Could it be made more relevant to your media outlet?

Additional Notes:



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## **Appendix B:**

# ***Extra Eyes Ride-Along Observation***





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## **Extra Eyes Ride-Along Observation**

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August 20, 2005

I attended roll call at 10 p.m. at the 2nd District Police Station in Bethesda, Maryland. Approximately 16 officers were present.

Task Force Stats sheets were handed out to officers with strict instructions to turn them in by 2:45a.m. Officer William Morrison noted the importance of keeping stats to continue receiving grant money that will fund overtime. They track Alco citations by less than age 18, 18-20, and 21 and older, DUI/DWI, Alcohol Restricted Licenses, warnings (verbal or written), SERO's, criminal arrests due to alcohol, CDS (which is under the influence of drugs), party complaints, breath tests, and DRE exams.

Officer Morrison explained the *Extra Eyes* program to officers during roll call. Some officers were new or fairly new to working the Bethesda area and to working with the *Extra Eyes* program. Officer Morrison announced what radio channel the *Extra Eyes* team would be on, what type of car the volunteers were driving, and that officers must get their own probable cause when following up on an *Extra Eyes* call-in. In an emergency situation, he explained that it was all right to make a stop on just the *Extra Eyes* volunteers' observations.

We left the station and got on the road about 10:30 p.m. This was a Saturation Patrol night; the extra officers on overtime were paid for by a State Grant. There were 16 officers in Bethesda downtown area. One *Extra Eyes* team participated in their own civilian vehicle.

First, I rode with Sgt. Croom in his patrol car and interviewed him about his *Extra Eyes* experiences. Then I rode with the *Extra Eyes* team for about 2 hours before we parked the car in a Bethesda parking garage for 30 minutes, for continued stationary observations. (When in Bethesda, this *Extra Eyes* team usually drives around for the first couple of hours to see which bars are hopping.)

During the evening, the *Extra Eyes* team put out about seven observations via the radio while I was in the car (more had been called in when I was driving with the Sgt. Croom earlier in the evening, but I am not sure how many). One volunteer drove while the other operated the radio and made reports to the officers. They definitely saw cues based on their training and experience that I did not see, all of which seemed reasonable once explained to me. They discussed what was observed quickly before deciding to call it in. The volunteer driver was very skilled at observations. The other volunteer was pretty good but took advice and direction when deciding what to call in. Police officers were eager to follow up on the observations. We got some feedback from the officers on some of the calls, but not all.

This was a much slower night than usual, probably because in late August, many people are out of town for vacations, so the *Extra Eyes* team called it an early night. Because the *Extra Eyes* volunteers called it a night at about 1:15 a.m., there was no wrap-up at the station. There did not appear to be any arrests due to *Extra Eyes* observations this night.

### **Recommendations:**

It would be useful for the *Extra Eyes* team to receive feedback from officers, so volunteers can learn from their professional experience. However, on busy nights, time is at a minimum. One suggestion would be for officers and volunteers to meet back at the station at the end of the shift at 3 a.m., but that is extremely late for volunteers; another is that volunteers could participate in semi-regularly scheduled ride-alongs with officers, so that volunteers could become more skilled.



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## **Appendix C:**

# **Montgomery County Officers' Survey Results**



## Montgomery County Officers' Survey Results

Responses from the Montgomery County officers were analyzed and the following tables represent the officers who responded each category.

### 1. What is your current assignment?

Table 32. Officers Current Assignments

Assignment	Percentage	n
Patrol Shift Officer	55.9	19
Traffic Squad Officer	2.9	1
Other	41.2	14

### 2. What is your district number? Answers varied and are not reported here.

### 3. What DUI training have you received?

Table 33a. DUI Training of Total Officers

Training	Percent	n
Basic Academy	28.6	10
Alcohol Enforcement Specialization	71.4	25

Table 33b. Officers in Extra Eyes DUI Training Cross-Tabulation

In <i>Extra Eyes</i>	Alcohol Enforcement Specialization		Percentage
	Basic Academy	Alcohol Enforcement Specialization	
Yes	2	20	90.9
No	8	5	9.1

### 4. Have you ever participated in *Extra Eyes* program?

Table 34. Officers Participating in *Extra Eyes*

	Percentage	n
Yes	62.9	22
No	37.1	13

(Questions 4-10 were answered only by 22 *Extra Eyes* participants.)

**5. How often have you participated in an *Extra Eyes* operation?**

Table 35. Frequency of Officers in *Extra Eyes* Who Participated in Operations

Number	Percentage	n
Only once	13.6	3
2-4 times	36.4	8
5 or more times	50.0	11

**6. Have you made any stops attributable to the program?**

Table 36. Officers Who Made Stops Attributable to the Program

	Percentage	n
Yes	100	22
No	0	0

Table 37. Percentage Resulting in an Arrest or Citation

	Percentage	n
Yes	90.5	19
No	9.5	2

**7. What aspects of the *Extra Eyes* program do you consider most valuable?**

**(Please check all that apply)**

Table 38. Most Valuable Aspects of *Extra Eyes*

Assignment	Percentage	n
Assistance with paperwork	54.5	12
Assistance identifying impaired drivers	86.4	19
Public awareness about DUI intervention	90.9	20
Public support for DUI enforcement	86.4	19

**8. How adept are the *Extra Eyes* volunteers in identifying impaired driving?**

Table 39. Adeptness of Identifications

Assignment	Percentage	n
Not at all	0	
Somewhat	31.8	7
Very much	68.2	15

**9. Have the *Extra Eyes* volunteers helped you identify impaired drivers?**

**Table 40. Helpfulness of Volunteer Identifications**

Assignment	Percentage	n
Not at all	4.5	1
Somewhat	36.4	8
Very much	59.1	13

**10. Have the *Extra Eyes* student volunteers assisted you with paperwork?**

**Table 41. Assistance to Officers with Paperwork**

Assignment	Percentage	n
Not at all	9.1	2
Somewhat	54.5	12
Very much	36.4	8

**11. Generally, have the *Extra Eyes* student volunteers been useful in assisting you?**

**Table 42. Usefulness of Student Volunteers to Officers**

Assignment	Percentage	n
Not at all	0	
Somewhat	45.5	10
Very much	54.5	12

**12. How important is DUI enforcement to you?**

**Table 43. Importance of DUI Enforcement to all Officers**

Assignment	Percentage	n
Not at all	0	
Somewhat	2.9	1
Very much	97.1	34

**13. Approximately how much media coverage on *Extra Eyes* have you seen or heard about?**

**Table 44. Officers' Reports of Media Coverage**

Assignment	Percentage	n
Never	20	7
A few times	54	19
Regularly	14	5
I don't know	11	4

**14. What kind of media coverage has *Extra Eyes* received? (Check all that apply)**

**Table 45. Types of Media Coverage Seen by Officers**

<b>Assignment</b>	<b>Percentage</b>	<b>n</b>
Positive	56	19
Negative	0	0
Don't know	44	15

**15. In your opinion, how has the *Extra Eyes* program affected impaired driving enforcement efforts in Montgomery County?**

**OPINIONS:**

"Anything that would act as a force multiplier is a benefit to alcohol enforcement."

"EE has been a way to involve average citizens in many DUI arrests. It is a great way to get the community involved and raise awareness."

"Has educated citizens as to how to identify and properly call in DUIs. Gets regular citizens 'on board' with how we do business."

"Has helped a lot."

"Helps officers get involved. Plus more eyes on the road in unmarked cars. Very smart and effective. Keep it up."

"Helps to improve public perception of DUI enforcement."

"I believe that it has a very positive impact. The times we have used them we have had successful DUI lockups. Having plain clothes non official personnel out there watching areas that we are too visible in has produced lots of alcohol violations. They are very helpful in identifying impaired people and speak properly to us on the radio."

"I haven't seen an effect as yet."

"It helped out a lot."

"Made people more aware of the effects of drinking and driving."

"Positive support for DUI and alcohol enforcement, support for County Police Department."

"Very effective, Need more."

"Yes, I have seen a few arrests from people calling out possible DUIs."

"Yes."



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## **Appendix D:**

# **Results of MVA Survey Data for *Extra Eyes***

## Results of MVA Survey Data for *Extra Eyes*

Table 46. MVA Data Distribution

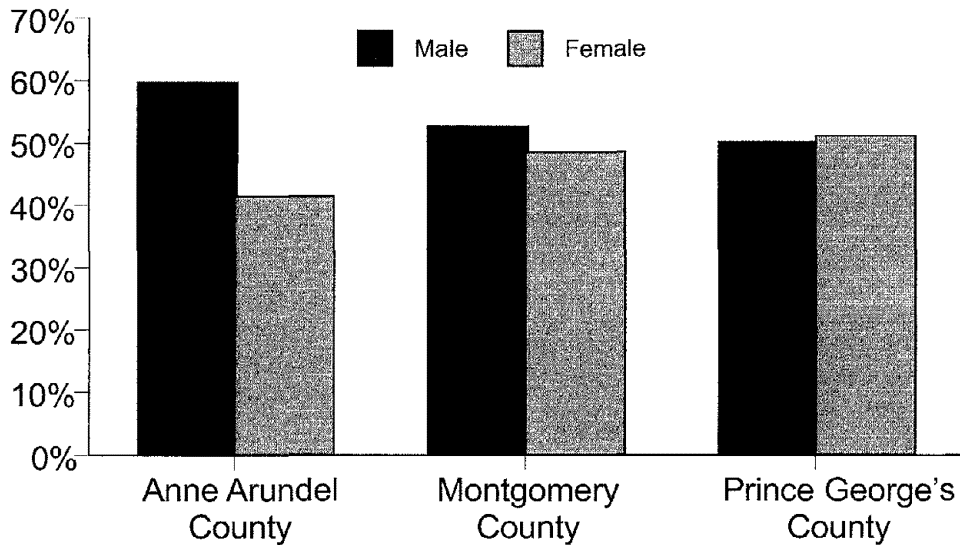
Site	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Anne Arundel County	302	44.2	44.2	44.2
Montgomery County	198	28.9	28.9	73.1
Prince George's County	184	26.9	26.9	100.0
Totals	684	100.0	100.0	

### Respondent Demographics

#### 1. What is your sex?

Table 47. Gender by Site

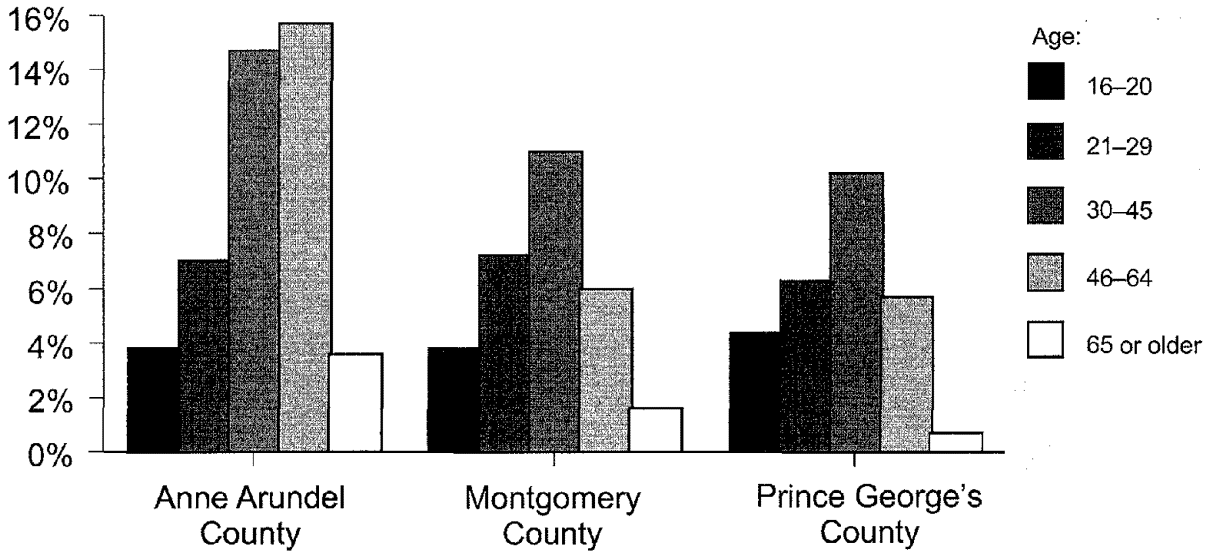
SITE	Gender	
	Male	Female
Anne Arundel County	59.1% (178)	40.9% (123)
Montgomery County	52.0% (103)	48.0% (95)
Prince George's County	49.5% (91)	50.5% (93)
Totals	54.5% (372)	45.5% (311)



**2. What is your age?**

**Table 48. Age Category by Site**

Site	Age Category				
	16-20	21-29	30-45	46-64	65 or older
Anne Arundel County	3.7%(25)	6.9%(47)	14.6%(99)	15.6%(106)	3.5%(24)
Montgomery County	3.7%(25)	7.1%(48)	10.9%(74)	5.9%(40)	1.5%(10)
Prince George's County	4.3%(29)	6.2%(42)	10.1%(69)	5.6%(38)	.6%(4)

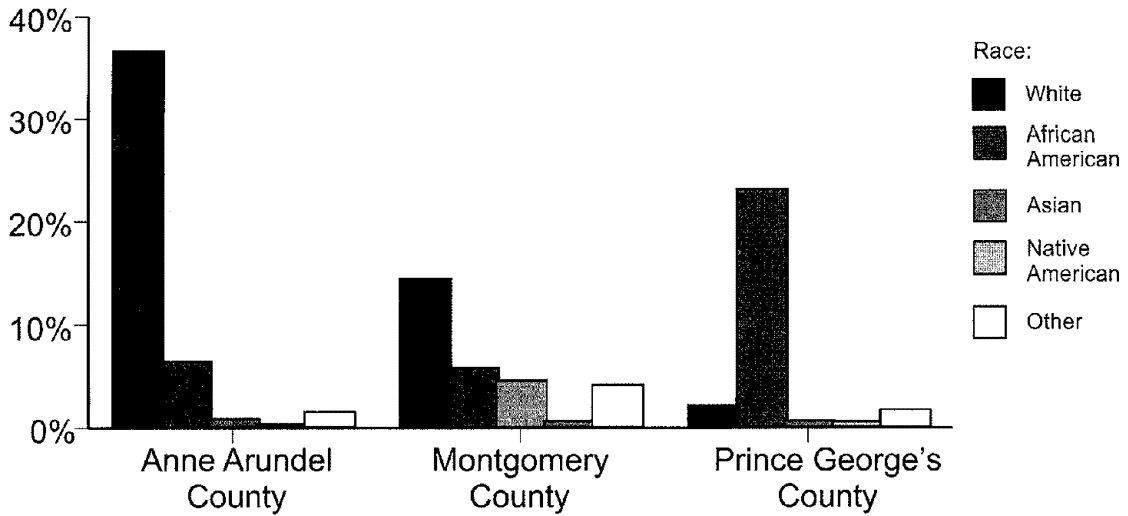


Totals	11.6% (79)	20.1% (137)	35.6% (242)	27.1% (184)	5.6% (38)
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**3. What is your race?**

**Table 49. Combined Demographic Data by Site**

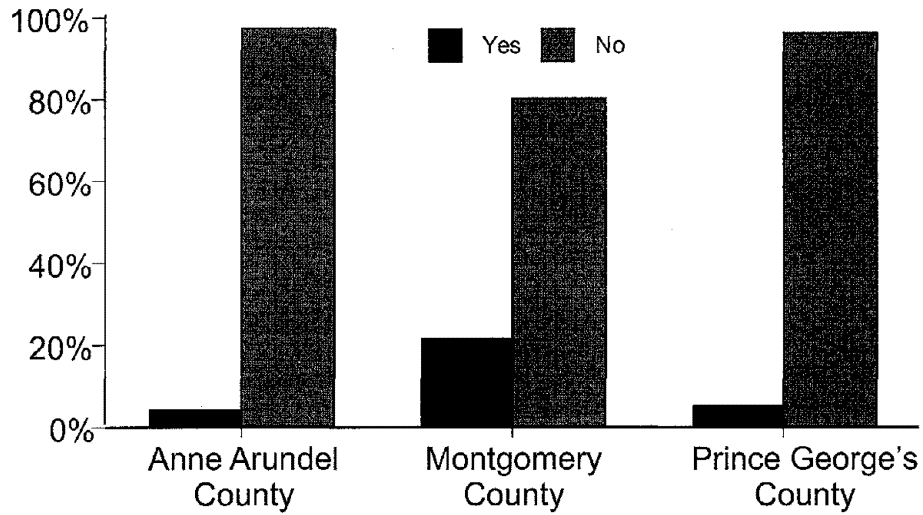
Site	Race				
	White	African-American	Asian	Native American	Other
Anne Arundel County	36.4%(244)	6.1%(41)	.6%(4)	0.1%(1)	1.3%(9)
Montgomery County	14.2%(95)	5.5%(37)	4.3%(29)	0.4%(3)	3.9%(26)
Prince George's County	1.9%(13)	22.8%(153)	.4%(3)	0.3%(2)	1.5%(10)
Totals	52.5% (352)	34.5% (231)	5.4% (36)	0.9% (6)	6.7% (45)



**4. Are you of Spanish/Hispanic origin?**

**Table 50. Hispanic Cross-Tabulation (Percentage within site)**

Site	Hispanic	
	Yes	No
Anne Arundel County	3.4%(10)	96.6%(286)
Montgomery County	20.7%(40)	79.3%(153)
Prince George's County	4.5%(8)	95.5%(169)
Totals	8.7%(58)	91.3%(608)



**5. What is your zip code?**

Response is not included in appendix.

**Driving Frequency****6. How often do you usually drive a car or other motor vehicle?**

Table 51. Driving Frequency by Site

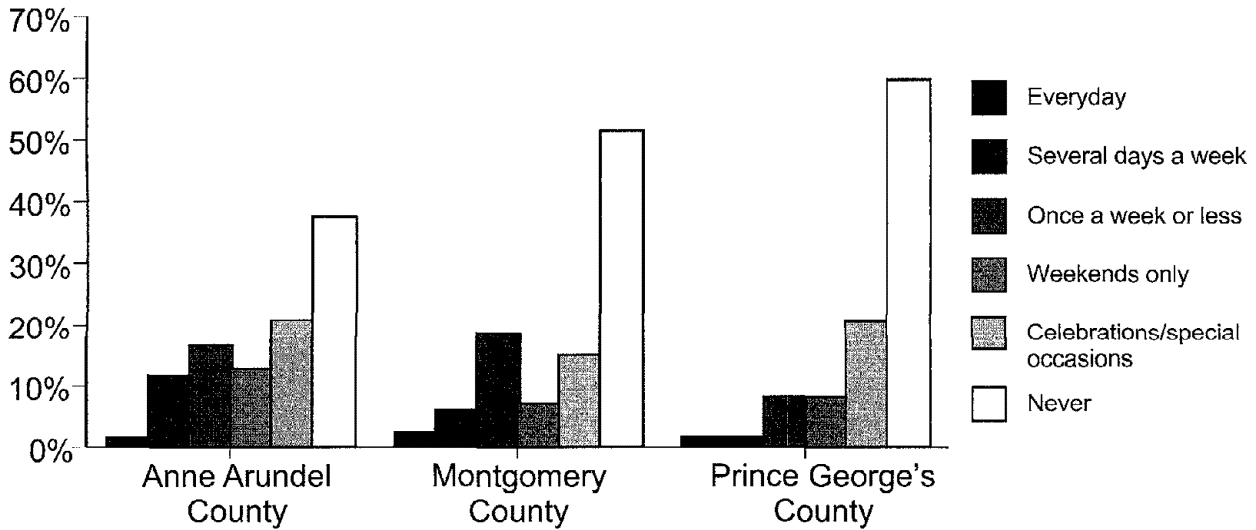
Site	Driving frequency				
	Everyday	Several days a week	Once a week or less	Only certain times a year	Never
Anne Arundel County	37.6% (255)	4.9% (33)	.6% (4)	.3% (2)	1.0% (7)
Montgomery County	20.5% (139)	3.8% (26)	1.3% (9)	.4% (3)	2.7% (18)
Prince George's County	18.9% (128)	3.1% (21)	0.9% (6)	.4% (3)	3.7% (25)
Totals	76.9% (522)	11.8% (80)	2.8% (19)	1.2% (8)	7.4% (50)

## Drinking and Driving Frequency

### 7. During the past 30 days, how often did you usually drink any alcoholic beverages, including beer, wine, or liquor? (Check one.)

Table 52. Drinking Frequency Cross-Tabulation (Percentage within Site)

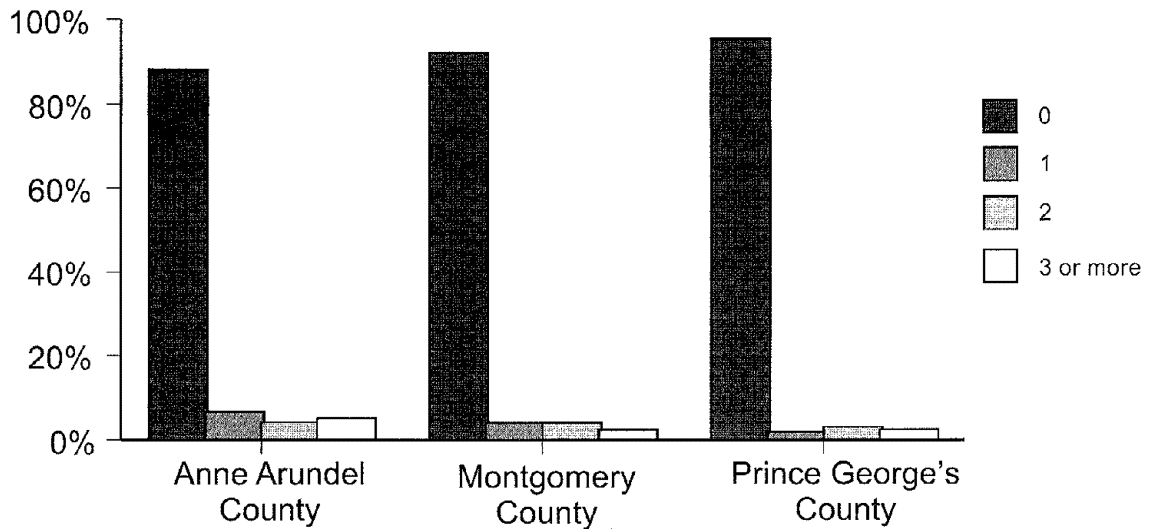
Site	Drinking frequency						Don't know
	Everyday	Several days a week	Once a week or less	Weekends only	Celebrations/special occasions	Never	
Anne Arundel County	1.0% (3)	11.0% (33)	16.1% (48)	12.4% (37)	20.4% (61)	37.1% (111)	2.0% (6)
Montgomery County	2.0% (4)	5.6% (11)	18.2% (36)	6.6% (13)	14.6% (29)	51.0% (101)	2.0% (4)
Prince George's County	1.1% (2)	1.1% (2)	7.7% (14)	7.7% (14)	20.3% (37)	59.3% (108)	2.7% (5)
Totals	1.3% (9)	6.8% (46)	14.4% (98)	9.4% (64)	18.7% (127)	47.1% (320)	2.2% (15)



**8. In the past 30 days, how many times have you driven a motor vehicle within 2 hours after drinking alcoholic beverages?**

**Table 53. Times Driving Within 2 Hours of Drinking in Past 30 Days by Site**

Site	Times driving after drinking in past 30 days			
	0	1	2	3 or more
Anne Arundel County	87.3% (248)	6.0% (17)	3.5% (10)	3.3% (9)
Montgomery County	91.5% (161)	3.4% (6)	3.4% (6)	1.7% (3)
Prince George's County	94.6% (157)	1.2% (2)	2.4% (4)	1.8% (3)
Totals	90.4% (566)	4.0% (25)	3.2% (20)	2.5% (15)

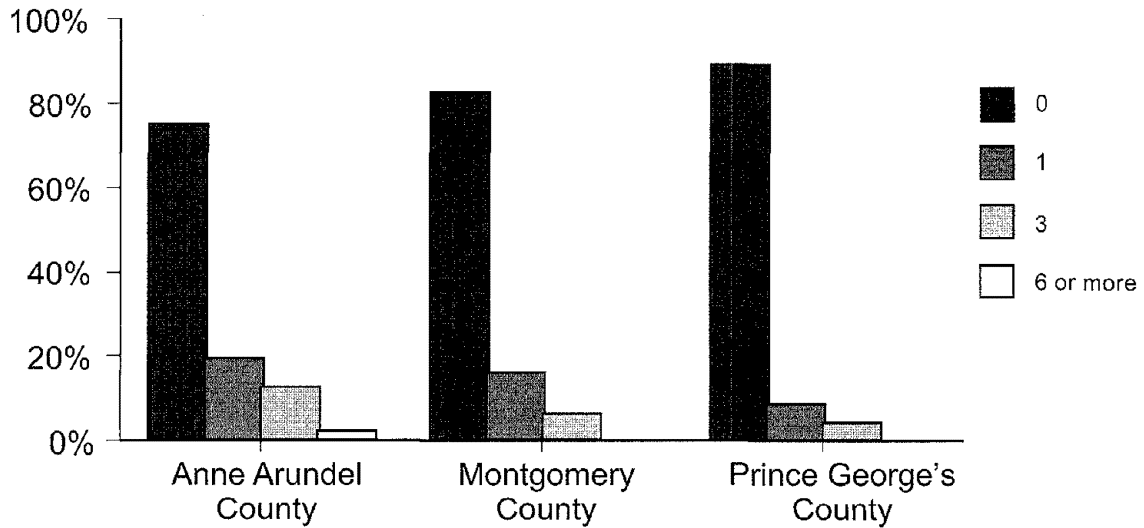




**9. On the most recent occasion when you drove within 2 hours after drinking alcoholic beverages, how many drinks (beer, wine, liquor) did you have?**

**Table 54. Number of Drinks before Driving (Percentage within site)**

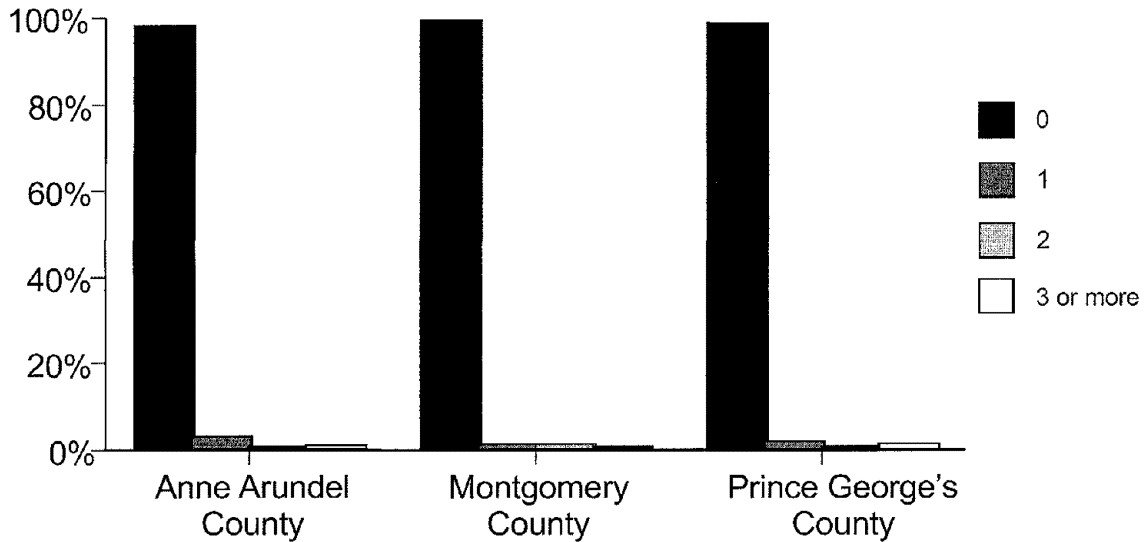
Site	No. of drinks before driving			
	0	1-2	3-5	6 or more
Anne Arundel County	74.4% (157)	18.5% (39)	5.2% (11)	1.9% (4)
Montgomery County	81.9% (118)	15.3% (22)	2.8% (4)	—
Prince George's County	88.5% (123)	7.9% (11)	3.6% (5)	—
Totals	80.6% (398)	14.6% (72)	4.0% (20)	.8% (4)



**10. About how many times did you drive in the past 30 days when you thought you had too much to drink?**

**Table 55. Times of Driving After Too Much Drinking by Site**

Site	Times of driving after too much drinking			
	0	1	2	3 or more
Anne Arundel County	97.4% (258)	2.3% (6)	0% (0)	.4% (1)
Montgomery County	98.8% (162)	.6% (1)	0.6% (1)	0% (0)
Prince George's County	98.1% (154)	1.3% (2)	0% (0)	.6% (1)
Totals	98.0% (574)	1.5% (9)	0.2% (1)	.4% (2)



## Enforcement

### 11. If you drove after having too much to drink, how likely are you to be stopped by a police officer?

Table 56. Likelihood of Being Stopped by Police Officer by Site

Site	Likelihood of being stopped by police officer				
	Almost certain	Very likely	Somewhat likely	Somewhat unlikely	Very unlikely
Anne Arundel County	26.7% (67)	19.5% (49)	25.5% (64)	8.0% (20)	20.3% (51)
Montgomery County	33.8% (47)	20.9% (29)	13.7% (19)	7.2% (10)	24.5% (34)
Prince George's County	27.3% (39)	18.2% (26)	9.8% (14)	4.9% (7)	39.9% (57)
Totals	28.7% (153)	19.5% (104)	18.2% (97)	6.9% (37)	26.6% (142)

**12. Compared with 3 years ago, how often are you now driving after drinking (Check one.)**

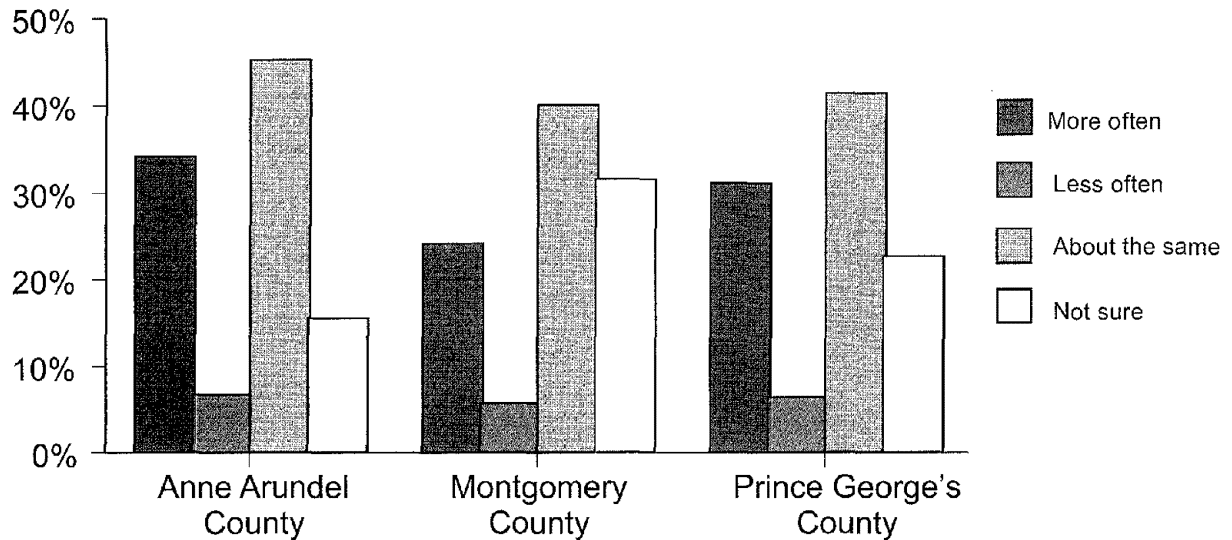
**Table 57. Driving after Drinking Compared to Three Months ago by Site**

Site	Driving after drinking compared to three months ago			
	More often	Less often	About the same	Do not drive after drinking
Anne Arundel County	1.5% (4)	10.0% (27)	12.5% (34)	76.0% (206)
Montgomery County	1.1% (2)	12.5% (23)	9.2% (17)	76.6% (141)
Prince George's County	1.3% (2)	7.8% (12)	4.5% (7)	86.4% (133)
Totals	1.3% (8)	10.2% (62)	9.5% (58)	78.8% (480)

**13. Compared with 3 years ago, how often do you see police on the roads you normally drive? (Check one.)**

**Table 58. Police on Roads Compared to Three Years Ago by Site**

Site	Police on roads compared to three years ago			
	More often	Less often	About the same	Not sure
Anne Arundel County	33.8% (92)	6.3% (17)	44.9% (122)	15.1% (41)
Montgomery County	23.8% (45)	5.3% (10)	39.7% (75)	31.2% (59)
Prince George's County	30.7% (51)	6.0% (10)	41.0% (68)	22.3% (37)
Totals	30.0% (188)	5.9% (37)	42.3% (265)	21.9% (137)



**14. In your opinion, do you think today's enforcement of drinking and driving laws in your community is too strong, too weak, or about right?**

Table 59. Drinking and Driving Enforcement by Site

Site	Drinking and driving enforcement			
	Too strong	Too weak	About right	Do not know
Anne Arundel County	4.7% (13)	25.5% (70)	55.1% (151)	14.6% (40)
Montgomery County	5.7% (11)	18.6% (36)	55.7% (108)	20.1% (39)
Prince George's County	3.5% (6)	19.2% (33)	58.1% (100)	19.2% (33)
Totals	4.7% (30)	21.7% (139)	56.1% (359)	17.5% (112)

**Seen or Heard of an Impaired driving Checkpoint**

**15. In the past 30 days, have you seen or heard of a checkpoint where police were looking for impaired drivers?**

Table 60. Seen or Heard of Checkpoint by MVA Site

Site	Seen or heard of checkpoint	
	No	Yes
Anne Arundel County	49.5% (138)	50.5% (141)
Montgomery County	30.4% (58)	69.6% (133)
Prince George's County	44.4% (75)	55.6% (94)
Totals	42.4% (271)	57.6% (368)

**16. In the past 30 days, have you gone through a checkpoint where police were looking for impaired drivers?**

**Table 61. Gone through Police Checkpoint by Site**

Site	Gone through checkpoint	
	No	Yes
Anne Arundel County	15.0% (42)	85.0% (238)
Montgomery County	9.7% (19)	90.3% (176)
Prince George's County	11.9% (20)	88.1% (148)
Totals	12.6% (81)	87.4% (562)

**17. Have you recently read, seen, or heard anything about impaired driving enforcement programs in Maryland?**

**Table 62. Aware of Recent News about Impaired Driving**

Site	Aware of recent news about impaired driving	
	Yes	No
Anne Arundel County	59.8% (165)	40.2% (111)
Montgomery County	45.6% (89)	54.4% (106)
Prince George's County	53.7% (94)	46.3% (81)
Totals	53.9% (348)	46.1% (298)

**18. If yes, where did you read, see, or hear about it? (Check all that apply.)**

**Table 63. Source of Hearing About Impaired Driving**

Source	Percentage
Newspaper	25% (154)
Radio	18.7% (114)
TV	36.2% (221)
Poster	5.4% (33)
Brochure	2.1% (13)
Police checkpoint	5.1% (31)
Other	7.4% (45)

**19. Do you know the name of any impaired driving enforcement program(s) in Maryland?**

**Table 64. Awareness of Impaired Driving Enforcement Programs**

Program	Percentage
"You Drink & Drive. You Lose." by name	40.1% (230)
Checkpoint Strikeforce by name	9.1% (52)
Team DUI	3% (17)
Friends Don't Let Friends Drive Drunk	44.3% (254)
Please Step Away from Your Vehicle	1.9% (11)
Extra Eyes	1.7% (10)

**20. Are you aware of any programs in your area where citizens can report suspected drunk drivers?**

**Table 65. Awareness of Programs in Respondents Area**

Site	Yes	No
Anne Arundel County	11.5% (32)	88.5% (246)
Montgomery County	6.8% (13)	93.2% (177)
Prince George's County	7.5% (13)	92.5% (160)
Totals	9.0% (58)	91.0% (583)

**21. How effective do you feel trained citizens can be in detecting and reporting drunk drivers to police?**

**Table 66. Effectiveness of Citizens in Assisting Police**

Site	Very effective	Somewhat effective	Not effective at all
Anne Arundel County	30.4% (84)	55.1% (152)	14.5% (40)
Montgomery County	26.7% (50)	47.1% (88)	26.2% (49)
Prince George's County	30.4% (51)	57.1% (96)	12.5% (21)
Totals	29.3% (185)	53.2% (336)	17.4% (110)

**22. Would you support having a citizen's reporting program in your community to assist police in detecting drunk drivers?**

**Table 67. Willingness to Support Citizens Reporting Program**

Site	Yes	No	Not sure
Anne Arundel County	62.1% (174)	10.4% (29)	27.5% (77)
Montgomery County	57.4% (109)	14.7% (28)	27.9% (53)
Prince George's County	65.1% (114)	7.4% (13)	27.4% (48)
Totals	61.6% (397)	10.9% (70)	27.6% (178)



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## **Appendix E:**

# ***Operation Extra Eyes*** **(PowerPoint Presentation)**



# ***Operation Extra Eyes***

## **Montgomery County Police Department**

**Lieutenant David Falcinelli**  
([david.falcinelli@co.mo.md.us](mailto:david.falcinelli@co.mo.md.us))

**Officer Bill Morrison**  
([william.morrison@co.mo.md.us](mailto:william.morrison@co.mo.md.us))

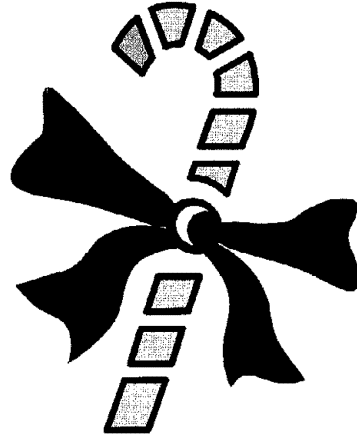
**301-840-2689**

**or visit our website at:  
[www.NAETC.com](http://www.NAETC.com)**



## Traditional Holiday Season Enforcement

- **Sobriety  
Checkpoints**
- **Saturation Patrols**
- **Compliance Checks**



## Problems in 2002



- **Recovering from the sniper incident**
- **Personnel shortages**
- **Reduced funding**
- **Lack of motivation**
- **Increased fatal collisions**
- **Underage alcohol poisonings**

## Enhanced Impaired Driving Taskforce

- **Expand our traffic safety focus**
- **Motivate enforcement personnel**
- **Develop/Renew relationships**
- **Increased supervision**
- **Accountability**
- **Extensive media coverage**

## Participants

- **Law Enforcement**
  - **County Police**
  - **State Police**
  - **City Police**
  - **Park Police**
  - **Sheriff's Office**
  - **ABC**
- **Bonus Partners**
  - **MADD**
  - **SADD**
  - **Local Coalitions**
  - **NHTSA**
  - **SHA**
  - **AAA**
  - **???**
- **Inspectors**
  - **Prosecutors**



## Enforcement Results

- **A 77% increase in impaired driving arrests over previous enforcement efforts which utilized standard techniques such as checkpoints and saturation patrols**
- **32% of impaired driving arrests resulted from civilian observations (*Operation Extra Eyes*)**
- **Detail officers conducted other traffic safety enforcement to include over 500 citations/warnings for occupant protection, aggressive driving and pedestrian violations**
- **Distribution of over 800 traffic safety educational brochures**
- **Civilian personnel (*Operation Extra Eyes*) identified suspicious situations resulting in officers making 29 additional criminal arrests**
- **Officers were able to make multiple arrests during one detail due to changes in processing techniques (use of SADD students)**

## Additional Results

- **10+ TV news stories/interviews, several radio spots, 8+ newspaper articles plus letters to the editor, 3 magazine articles**
- **Positive feedback from enforcement**
- **Increased involvement by the community**
- **SADD students sharing experiences with classmates**



DOT HS 810 647  
August 2006



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**National Highway  
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