



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

Task Force Implementation Guidelines for the Development of State and Community Alcohol Highway Safety Programs

ACKNOWLEDGMENT

Reduction of the DWI problem depends on the cooperation of many people. This spirit of cooperation was abundant throughout the research and review phases of the project as evidenced by the support and materials provided by:

State of California

State of Massachusetts

Montgomery County, Maryland

National Highway Traffic Safety Administration

State of New York

State of Ohio

Traffic Improvement Association of Oakland County, Michigan

State of Virginia

SECTION 1: INTRODUCTION

PURPOSE

Because of the alarming death and injury statistics of alcohol-related traffic crashes, the public and private sectors have demanded an organized approach to the driving-while-intoxicated (DWI) problem.

In response to this demand, a definitive strategy has been designed -- the TASK FORCE methodology.

Many states, numerous communities and municipalities have determined that the task force technique is highly effective in bringing together citizens, policy makers, and court officials to address drunk driving issues. Ultimately their efforts will effect positive changes in current attitudes toward the DWI problem.

An organized systems approach is the most significant feature of the task force methodology. This technique of structured problem analysis and group organization can result in solutions which reduce the DWI problem to manageable proportions.

These guidelines describe the recommended procedures for establishing and implementing a task force. Through extensive research and study of successful task forces, the common characteristics of the systems approach have been identified and are presented as suggested guidelines. This general description permits use by a broad range of governmental levels; the specific example of methods and procedures can be tailored to meet a variety of needs.

You are urged to study this guide and consider the implementation of a task force as an alternative or adjunct to your present program on alcohol-related traffic crashes.

Join the nationwide effort to control the staggering death and injury statistics attributable to the driving-while-intoxicated highway safety problem.

BACKGROUND

Economic and human toll from alcohol-related traffic accidents

Research indicates that more than 250,000 Americans have died in alcohol-related traffic crashes during the last decade. This figure represents nearly one half of all highway deaths and reflects about 26,000 fatalities per year or 70 per day. A substantial number of these deaths involve youths, with drunk driving crashes being the nation's single greatest cause of death for individuals between 16 and 24. In addition to this toll, many lives are impacted by injury -- more than 650,000 each year. Economic costs incurred from alcohol-related traffic crashes have risen to more than \$24 billion annually. Included in this figure are costs attributed to lost work and/or productivity, increased insurance, legal and court costs and medical expenses, as well as vehicle and property damage.

Apprehension

Present statistics indicate that on a nationwide basis the likelihood of a drinking driver being stopped are only 1 in 500 to 1 in 2,000. This figure becomes more disconcerting with the realization that on any given weekend an estimated 1 out of every 10 drivers on Friday and Saturday night is legally intoxicated. A greater rate of apprehension and perception of risk must be achieved to protect the public from the possibility of being involved in alcohol-related traffic accidents, particularly on weekends.

Use of Task Force Method

In reaction to an increasingly large number of deaths and injuries as well as a mounting economic burden, some state task forces have been organized to address the DWI problem. Their diligent efforts have resulted in comprehensive, coordinated plans to alleviate problems related to alcohol and highway safety. In each case, the use of a systems approach led to an innovative, unified plan of action. Due to the individual needs and characteristics of the state and/or county, each task force developed its own strategies. The following information will provide a framework from which other states or communities can develop their own task forces.

TASK FORCE RATIONALE

Previous efforts to create an effective solution have produced piecemeal, sometimes redundant programs rather than a coordinated plan embodying the most efficient organizational methods and procedures. Implementation of the task force method using a comprehensive systems approach is necessary for proper development and integration of the complex aspects of the driving-while-intoxicated highway safety problem.

The task force approach formed to reduce the DWI problem to manageable proportions has the following advantages:

- Provides a framework for integrated effort
A task force, utilizing a systems design, establishes a framework which incorporates planning, organization and communication. This framework permits the integration of information into a composite whole.
- Increases perception of the DWI problem
A more comprehensive approach, facilitated by the inclusion of information and ideas from a variety of public and private perspectives, creates a greater perception of the problem.
- Provides availability of expert testimony
Involvement of knowledgeable professionals results in a synthesis of expert information and opinion.
- Increases public awareness
Greater media coverage associated with a prestigious and effective task force promotes increased public awareness of the DWI problem.
- Encourages unified support/community involvement
The integrated effort and commitment of individuals and groups representing all aspects of the DWI problem generates unified program support and community involvement.
- Enhances credibility of recommendations
The comprehensive scope of the task force, its official sanction, and a high-level membership comprised of key people representing a broad spectrum of opinion and experience lend credibility to the recommended course of action by the task force.
- Provides staff resources
Support staff designated by the appointing authority and supplemental staff from agencies represented on the task force are instrumental in the functioning of a comprehensive systems approach.

SECTION 2: TASK FORCE OPERATIONAL GUIDE

CONCEPT AND OVERVIEW

As of July 1982, thirty-two state task forces had been established to develop recommendations for reducing alcohol-related traffic accidents. The increased awareness created by the President's Commission on Drunk Driving and the need -- highlighted by citizen advocacy groups -- for comprehensive, community-based alcohol and highway safety programs account for the popularity of the task force approach.

The task force, using a systems design, has proved highly effective in analyzing and organizing the complex DWI problem. There is a strong emphasis on evaluation, not just as a method of determining program weakness or effectiveness, but as a method of assessing goals, redefining objectives and fulfilling the task force purpose: to reduce the number of alcohol-related traffic deaths and accidents. The task force systems approach has decreased the DWI problem to manageable proportions and provided a comprehensive perspective of the issues. Cooperative efforts by the public and private sectors have produced a wealth of broad, innovative programs designed to combat the drunk driving/highway safety problem.

As a result of task force recommendations, many states have established state level advisory boards or authorities to coordinate implementation of suggested programs. While state coordination is a meaningful step, it is only one facet of a comprehensive system -- at the foundation are local efforts to deter drunk drivers.

Because drunk driving is primarily a local problem, there is a significant need for community-based programs in every state. It is recommended that the task force method be applied in the development of comprehensive local as well as state programs.

These guidelines have been developed on a general level and are applicable for both state and community task forces. They contain a recommended systems approach as well as procedures for the following task force components:

- Identification of goals and principles
- Membership selection and recruitment
- Establishment of committees

- Staff support
- Evaluation
- Initial organizational meeting
- Record keeping
- Committee guidelines
- Resources
- Printed materials
- Media campaign
- Final task force report
- Implementation and follow-up

ESTABLISHMENT OF TASK FORCE

Executive Order

The task force should always be established by the highest official or administrator within the state or community. In addition to being ultimately responsible for public safety, that individual's support gives credence to the task force.

Development of the executive order, including the charge and the recommendation of a chairperson and task force members, is usually assigned to the official's staff or to a special advisory committee. Public awareness of the task force can be achieved through the formal presentation of the executive order to the chairperson by the governor, county executive, mayor, or other top administrator.

Suggested components of the executive order are:

- Statement of problem
- Executive creation of task force
- Title and purpose of task force
- Task force objectives (powers and responsibilities)
- Designation of task force chairperson

- Task force membership (areas of representation, maximum number)
- Designation of support staff
- Time framework
- Reporting procedures
- Financial consideration for task force members

See Appendix A for examples of an Executive Order.

Task Force Membership

The following criteria should be considered in the selection of task force members:

- Community leadership
- Technical and/or professional expertise
- Decision-making ability
- Access to resources
- Understanding of political hierarchy
- Commitment to task force

These criteria are also applicable for selection of committee members.

It is suggested that the task force include one director or chairperson from each agency or organization directly affected by the DWI problem, as well as individuals indirectly involved with the drinking driver problem.

A list of categories for task force membership selection includes, but is not limited to:

- Office of chief executive
- Legislature
- State and local law enforcement
- Office of prosecutor
- Judiciary
- Driver licensing agency

- Department of highways (including Governor's highway safety representative)
- Alcohol abuse/substance abuse
- Education
- Public affairs
- Health agency/treatment/rehabilitation
- Commerce
- Insurance industry
- Liquor authority
- Budget
- Correctional services/probation
- Hotel/motel association
- Restaurant and tavern/bar associations

Additional suggestions:

- Citizen advocacy group member
- Public media representative
- Religious leader

See Appendix B for additional reference.

Once the executive order has been received, the governor and/or the appointing person recruits qualified individuals to serve on the task force. The number of members chosen often reflects the size of the population within the jurisdiction, the range of governmental agencies and the recognized need for a task force.

Equally important as careful selection of task force members are the measures taken to maintain their interest once they have accepted task force membership. Efficient use of their time through a well-organized plan of action sustains active support for task force functions, and an effective system of communication avoids confusion through misinformation or lack of information. Chief executive support and meetings held in top-level offices enhance the importance of the task force and its members.

Additionally, the use of brochures containing task force information reinforces the significance of the effort, maintains the active commitment of agencies and individuals, and communicates the message to the public.

Information contained in a brochure could include:

- Executive charge
- Names and titles of task force members
- Agencies represented
- Committee assignments
- Major responsibilities
- Projected timetable
- Task force goals and objectives
- Overview of current system and nature of problem

See Appendix C for further amplification.

Support Staff

The official creating the task force should at the same time designate the agencies responsible for providing support staff. Appointment of an adequate number of personnel is essential for the efficient coordination of the task force.

Although staff size will reflect the governmental level and scope of the task force effort, staffing must be sufficient to provide prompt assistance at all times. Support personnel can range from a composition of one planner/organizer, a few assistants and a clerical office team to an entire interagency staff. In addition to a designated support staff, supplemental manpower should be made available from agencies represented on the task force.

Responsibilities of support personnel could include the following tasks:

- Prepare operational work plans for the task force and individual committees
- Assist in the development of project goals

- Provide ongoing development and technical support to the task force.
- Arrange staff support for each committee/subcommittee
- Supervise work progress assigned by the task force
- Assist committees in the fulfillment of their goals and objectives
- Function as liaison between task force principals
- Provide assistance for individual committee reports
- Investigate and analyze funding resources
- Oversee development of public relations printed materials
- Facilitate the development of final task force report
- Assist in briefing to governing body or public
- Coordinate media coverage
- Provide assistance in the conduct of public hearings

Overall Evaluation

Consistent and developmental evaluation should be an integral part of the systems approach to the task force operation. This type of evaluation provides the framework for interim and final task force analysis. Goals and objectives, although providing vital direction to the task force effort, are worthless if not pursued; evaluative measures improve the probability of adhering to these goals. The goals should be measurable through systematic evaluation. This concept of consistent and measurable evaluation maintains accountability by task force members. Samples of suggested ongoing and/or concluding evaluative questions for other task force functions include:

- General timetable
How long should the task force be in operation?
How much time was allotted for committee study?
- Record keeping
Were minutes circulated to all task force participants?
Are suitable record-keeping techniques utilized?

- Task force meetings
How were they organized?
How many people attended?
Who attended the meetings?
- Intercommittee communication
Was duplication of effort avoided through regular intercommittee communication?
How often did members receive material and/or information?
Were reports and other research materials available to all task force members?
- Interest-maintaining techniques
Were meeting minutes adequate to maintain agency support?
What efforts are utilized to retain interest?
Which ones are most effective?
- Membership selection
Was membership representative of all public and private sectors affected by the DWI problem?
Who could be added to the membership?
- Resources
Were all available resources utilized? List and rank them according to effectiveness.
Were public hearings:
 - adequately publicized?
 - held throughout the area?
 - scheduled at the public's convenience?
 - set up to include written as well as verbal comments?
- Support staff
Was adequate staff available to provide information promptly?
What committees require additional staffing?
- Final report
Was there adequate coordination of committee reports?
Were key points summarized succinctly?
Is there a record of communication with the public?

Utilizing an evaluation program similar to a "management by objectives" concept will maintain adherence to well-defined task force objectives, enable an ongoing assessment of current progress and conclude with a realistic achievement of goals.

Rather than viewed as a threat to the task force participants, evaluation becomes the structure which strengthens and supports successful group action leading to reduction or alleviation of the DWI/traffic safety problem.

Initial Task Force Meeting

Once members are appointed and staff support assigned, an organizational meeting should be held to launch the task force. Scheduling the meeting in an executive-level office, including a public statement from the official who initiated the task force, and arranging media coverage will lend importance to the project and stimulate public awareness of the DWI problem.

See Appendix D for sample agenda of a task force meeting.

Following introduction of the task force members and a brief summary of the issues viewed from the perspective of each member's expertise, the meeting could include these agenda items:

- Overview of the nature and complexity of the problem (national and local)
 - Statement from victims (if appropriate) to accentuate the urgent need for viable solutions
 - Statement of purpose, goals and objectives (see Appendix E for examples)
 - Adoption of basic principles as a foundation for research and recommendations (see Appendix F for principles)
 - Committee formation
 - Organizational matters (e.g., establishing date, time and place of future meetings, explanation of staff function, etc.)
 - Review of evaluation procedures/format/techniques
 - Determination of committee assignments*
- * Assignments often determined prior to the initial meeting by the task force chairperson and staff.

Establishment of Committees

Committee Membership

Committee membership selection is dependent on the specific characteristics of the task force. Often, a task force chairperson, aided by his/her staff identifies committee chairpersons and regular members by contacting high-level personnel from each of the agencies or organizations listed in the membership section of the Executive Order. An alternative method is to select a committee chairperson at the initial task force meeting; committee members are then appointed by the chairperson. In other instances, committee members are chosen by the appointing authority.

See Appendix G for examples of committee membership.

Committee Assignments

Committee assignments can be determined in several ways. The task force support staff might be given responsibility for making recommendations based on their review of other task forces and on the structure of their particular governmental organization. Another procedure includes the involvement of the total task force membership in the decision-making process. After hearing testimony relating to the nature and complexity of the problem, task force members determine committee assignments. An entire task force membership might also engage in a brainstorming session to identify critical issues and then establish committee assignments based on the general areas encompassing those issues.

The following categories represent titles of committee assignments:

- Steering
- Education (or Prevention and Education)
- Enforcement (or Law Enforcement)
- Court-Related Issues (or Adjudication)
- Vehicle and Roadway Safety

- Public Information
- Resource and Community Development
- Systems Support - management/coordination research, evaluation, data systems, funding, beverage control, etc.
- Rehabilitation
- Legislation
- Driver Licensing

Committee Responsibilities

Generally, committees are charged with the broad responsibility of developing a work plan which might incorporate the following components:

- Collection of data (in-depth review and analysis of the current system).
- Identification of current problems, both external and internal
- Impact of functional area of committee study on other parts of system
- Assessment of needs
- Study and discussion of potential solutions
- Development of recommendations

The framework for the work plan, as developed by the task force staff, might require the committee to address such issues as:

- Short and long-term effects
- Economic and human impact
- Methodology of integrating the components into a comprehensive system
- Public awareness and support
- Community involvement
- Current and future funding solutions (public and private)

Basic principles established for research and recommendations at the original task force meeting create a framework for committee procedure. In addition, the committees must operate within the task force time frame, submitting all work plans and reports by the specified deadline. Responsibilities within the committee include preparing a timetable, holding organizational meetings, taking meeting minutes, dividing the committee assignment among members, and preparing reports. Evaluation techniques will increase the success of this developmental phase of the task force.

Steering Committee

The assignment and responsibilities of the steering committee are treated separately because of its important contribution to the effective coordination of task force recommendations. While it is possible to direct a task force without steering committee guidance, it is suggested that the committee be appointed consisting of the task force chairperson(s) and all committee chairpersons; in some cases, several key task force members are also assigned to the steering committee.

Possible steering committee responsibilities include:

- Deliberate on final committee recommendations and approve, disapprove, or suggest further study
- Coordinate task force activities
- Analyze current legislation; consider future legislation
See Appendix H for sample legislative issues
- Serve as liaison to chief executive and governing body (e.g., Legislature)

Committee Evaluation

On a committee level, the following should be evaluated:

- Membership (e.g., size, representation, commitment)
- Goals and objectives
- Timetables
- Work plans

- Meetings
- Record-keeping techniques
- Investigative procedures
- Committee reports

Evaluation instruments addressing specific areas of task force and committee operation should be developed prior to the first task force meeting.

Ongoing evaluation serves several important functions:

- Provides for accountability by the committee members
- Allows for interim evaluation so that corrections or refinements to task force design can be regularly made
- Highlights the basic goals of the task force
- Maintains consistent operational procedures

Record keeping

Every task force member should receive minutes shortly after each meeting. Prompt distribution of minutes provides a helpful summary while important issues and decisions are still clear; it also reminds task force members to fulfill any commitments they made during the meeting.

In addition to written minutes, tape recording each meeting offers some advantages. A recording facilitates preparation of the minutes and can be made available to absent task force members.

Requirements for committee minutes should be established by the task force staff. Records of committee meetings vary from keeping informal minutes to a detailed accounting of each meeting. In some cases brief minutes containing a broad description of issues discussed, as well as proposed topics and the schedules for the next meeting are sent to each task force member. Other record-keeping methods require only that the most important committee minutes be circulated among the entire task force.

Committee Guidelines

The committee is usually comprised of a chairperson, general members and at least one staff person. Occasionally, the scope of the committee assignment necessitates two or more subcommittees under several chairpersons. Committee size in the task forces researched ranged from 6 to 21 members and reflected the overall task force size and the committee assignment.

Investigative Procedures

In addition to adopting the basic principles established by the task force consensus, further development of committee philosophy at the outset establishes a positive environment for favorable working relationships and can prevent subsequent disagreement over a committee's course of action.

The following represent a variety of investigative procedures:

- Personal interviews with administrators from functional area under committee study (e.g., enforcement or rehabilitation)
- Extensive review of current literature and research
- Questionnaires, first for problem identification and later for solution analysis
- Survey of existing programs within functional jurisdiction to identify positive and negative aspects
- Review of countermeasures used in other states and countries
- Needs assessment survey of local officials
- Operational analysis
- Public hearings
The importance of holding public hearings as an investigative procedure demands this expanded description. Public hearings, used as a forum for the testimony of experts, officials operating current programs, and citizen advocates, are a key component of the task force systems approach. In addition to being a highly effective information gathering technique, public hearings stimulate political, media and public involvement.

In addition to these committee-oriented procedures, an entire task force might launch their project by reviewing the current organization. This review can be accomplished by inviting all departments, organizations and agencies performing a direct or indirect function to describe their duties and responsibilities; they would also be encouraged to identify needs or problems from their own perspective and make recommendations. This evaluation procedure can be used to identify major areas for study.

Intercommittee Communication

Intercommittee communication is an essential component of the systems approach. The eventual outcome of viable recommendations is dependent on the communication and coordination of committee efforts.

Intercommittee communication can be established and maintained in several ways, including:

- Joint committee meetings
Several times during the existence of the task force, committees meet together to determine which recommendations or programs should be emphasized, thus giving direction and strength to the task force.
- Staff liaison
Staff support provides a "manager" for each committee. The "managers" maintain an accurate, up-to-date exchange of information between task force committees.
- Minutes
Either informal or detailed committee meeting minutes are distributed to the entire task force.
- Steering committee
Inclusion of committee chairpersons on the steering committee facilitates the exchange of information, enabling a consensus of opinion to be drawn from various committee perspectives.

Reporting Method

The overall task force time schedule will influence the number of intermediate steps involved in formulating a final committee report. For example, a task force of 12 to 18 months' duration allows for periodic evaluation, interim project reports, first drafts, and review of final drafts by the steering committee and support staff.

To ensure development of comprehensive reports, one task force that was researched held a national conference to review and discuss committee findings. The conference also facilitated refinement and consolidation of the committee's first draft reports and the steering committee's final recommendations. Other task forces of shorter duration might require only a single draft report and review before finalizing a committee report.

Whichever reporting method is used, it should be implemented in a consistent and organized manner, thus fulfilling one of the major goals of a systems approach to the task force structure.

The task force staff should establish a format for committee reports, which might include the following components:

- List of chairperson(s), members and staff
- Introduction (background, summary of committee charge, philosophy and organization)
- Overview of current programs
- Policy analysis (review of current laws affecting programs)
- Needs assessment (present and future)
- Funding sources
- Findings/conclusions
- Recommendations

An example of a comprehensive first draft report format is given in Appendix I.

Areas of Study

Listing all possible areas of committee study in these guidelines would be prohibitive; therefore, only a few representative examples from task force committees are identified. The committee headings and items listed are suggestions and are not to be considered mandatory.

Examples of specific issues for study are given in Appendix J.

Education Committee

- Media support
- Business community involvement and support
- Public information campaigns
- Education programs K-12 (including driver education)
- Youth drinking and driving problems
- Training needs (professional groups, schools and organizations)
- Program coordination
- Public support level
- Perceived risk of apprehension

Enforcement Committee

- Identification, apprehension and arrest procedures
- Standards of arrest
- Training needs (police officers)
- Specialized police units
- Computerized arrest file
- Equipment assessment
- Interdepartmental coordination
- Support from each level of law enforcement operation
- Identification and assessment of system's process deficiencies

Adjudication

- Prosecution policy
- Legal definition of impairment and/or intoxication
- Sentencing policies
- Training needs (judges, DA's, probation officers)
- Record keeping analysis
- Information system of communication
- Pre-sentencing data
- Policy on continuances
- Arraignment process
- Legality of various blood alcohol content (B.A.C.) testing devices
- System process (arrest through completion of probation) e.g., time, courtroom rate, average sentence, etc.

Rehabilitation Committee

- Treatment referral policy
- Coordination of rehabilitation system
- Evaluation of offenders
- Training needs (program personnel)
- Use of fines to support programs
- Diagnostic and treatment methodology
- Rehabilitation costs
- Program standards (e.g. state criteria for programs and instructors)

Driver's License Committee

- Mandatory controls
- Discretionary controls
- Record keeping analysis
- Coordination with other system components (e.g., enforcement agencies and courts)

Task Force Human Resources

The comprehensive nature of a task force is made possible by the inclusion of representatives who contribute information from a wide range of perspectives. Every available public and private resource should be utilized, including:

- Public hearings
- Consultants
 - University staff
 - High-level executives from automotive, insurance and public relations fields, as well as other industries and professions
- Volunteer action groups
- National Highway Traffic Safety Administration (NHTSA)
- National Institute of Alcohol Abuse and Alcoholism (NIAAA)
- Interagency support
- National organizations such as National Council on Alcoholism, National Safety Council, etc.

Additional resources for consideration are:

- National and/or local conferences (e.g., research conference/workshops, etc.)
- Other task force reports

Printed Materials

The use of printed materials in the early stages of task force development serve several important functions. Informational brochures or pamphlets describing task force responsibilities, citing major goals and declaring a need for action can be used to:

- Elicit support from all levels of government, private industry and community groups

- Maintain agency support by reinforcing the importance of the task force effort
- Inform media and the citizenry

A variety of printed materials at the conclusion of the task force permits a wide dissemination of information. In many instances the entire final task force report does not fill public relations needs. Therefore, it is suggested that other materials be prepared, such as a pamphlet summarizing task force recommendations or a booklet containing a concise summary of the task force program of action.

See Appendix K for an example.

Media Campaign

Part of the effort to promote public awareness and help alleviate alcohol-related traffic accidents can be implemented through media coverage of the task force. Bringing the task force to the attention of the public creates understanding of the important need to reduce the current high rate of DWI incidents and improve traffic safety. Additionally, a media campaign can also elicit citizen support, thereby strengthening the task force.

A sustained and far-reaching multi-media campaign can increase the probability of reaching the public. All electronic and print media should be considered.

- Press
Editorials, features, special columns and news items (daily and weekly newspapers, business publications, the minority press, and community newsletters)
- Television
News, features, public service announcements, community affairs programming, special coverage and talk shows (commercial and educational stations)
- Radio
News, prepared taped interviews, talk shows and public service announcements
- Roadway signs
Stating law, etc. on highways
- Point of contact areas
Signs specifying law, etc. placed at gas stations, bars, restaurants, package stores that sell alcoholic beverages

Final Task Force Report

The final report is one of the concluding components of the systems approach. The format will vary from one task force to another; however, the following components should be considered:

- Table of contents
- Executive summary
- Problem and background
- Task force overview
- Definition of terms
- Credits (list of all participants including members, committees, consultants, advisors, staff support, etc.)
- Committee reports
- Recommendations
- Task force accomplishments
- Minority reports

See Appendix L for sample formats.

The circumstances surrounding the presentation of the task force recommendations should reflect the importance of the occasion. A press conference should be called for the formal presentation of the final report to the official who created the task force. The variety of political and media implications are obvious. A press kit should be prepared for distribution to encourage full and accurate reporting to the public.

It is suggested that reproductions of the final report be sent to all task force participants. In addition, copies should be distributed to libraries and be available to the public. Depending on their need, the media can be sent the final report; or if possible, a brochure or pamphlet containing a task force overview and summary of recommendations could be provided. Budget and time are controlling factors.

IMPLEMENTATION

The success of the task force will be measured by its positive influence on the current system directing the campaign against drunk drivers. Without proper implementation, even the finest task force recommendations become useless and the entire effort is unfulfilled.

Development of an implementation plan greatly increases the probability of reaching the major goal of the task force to reduce the incidence and consequences of drunk driving. Ideally, this plan will be developed during the task force tenure, thus preventing slippage between recommendations and implementation.

Incorporation of evaluation techniques, in addition to being an integral part of the task force effort, is an essential ingredient in the implementation process. Information identified through the evaluation process is valuable in determining which programs are successful, which can be viable if improved, and which should be discontinued.

It is recommended that sufficient staff be provided to permit a full-scale implementation effort. Although these programs vary in scope and size, adequate staffing is a universal requirement.

Implementation programs researched included advisory councils established to develop and coordinate an implementation plan based on task force recommendations. In some instances, the implementation program consisted of a single advisory committee incorporating a wide range of representation. Other communities, in addition to an interagency advisory committee, have established an advisory council of citizens to monitor system improvement and to provide feedback on current problems.

The emphasis of any implementation program should be on the establishment of a comprehensive, community-based drunk driver control system. NHTSA's goal is the formation of a statewide network of local systems, each managed by a project director attached to the chief executive (mayor, county executive, etc.) of the jurisdiction and coordinated by a single state authority.

The key elements of a comprehensive system, as outlined by NHTSA, are described in Appendix M.

CONCLUSION

These task force guidelines have been developed in response to an alarming rise in highway deaths and accidents and the resultant economic toll.

The information contained in this pamphlet describes the recommended procedures for establishing and implementing a task force to address the drinking driver/traffic safety problem.

A systems approach is identified as an effective and functional technique in the development of a task force concept.

Specific recommendations and suggestions are provided for the establishment of state or community task forces. Objectives, need, participation, staffing and budget will determine individual interpretation of these guidelines. Whenever possible, specific examples are provided for reference in the Appendixes.

The concept of ongoing positive evaluation is stressed as a basic functional and supportive tool -- not just as a method of determining program effectiveness or weakness.

Evaluation enables the task force participants to clearly define and assess their goals, and periodically study, refine, improve or change their techniques of meeting those goals. In addition, evaluation can maintain consistency in task force approach and fulfill goals in the most articulate and cost-effective manner.

Rather than viewed as a threat to the task force participants, evaluation becomes the structure which strengthens and supports successful group action that can ultimately lead to reduction or alleviation of the DWI/traffic safety problem.

**Office Of The County Executive
Montgomery County, Maryland**

Executive Order**Number**

37-81

Subject

Ad Hoc Task Force on Drinking and Driving

Effective Date

July 27, 1981

**Originating
Department**

Health Department

WHEREAS, drinking and driving remains a serious problem in Montgomery County, and

WHEREAS, several public and private institutions play an important role in treating drinking drivers, and

WHEREAS, there is a need for such institutions to work together to improve the services offered and to increase public awareness of the dangers of drinking and driving,

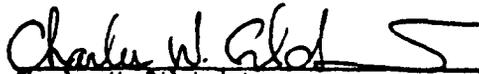
NOW THEREFORE BE IT RESOLVED that there is hereby created an Ad Hoc Task Force on Drinking and Driving with the purpose of advising the County Executive and the County Council on procedures to remedy the various social and economic problems associated with drinking and driving.

A. Task Force on Drinking and Driving

Composition - The Ad Hoc Task Force on Drinking and Driving shall be composed of not more than 25 voting members, 3 ex-officio non-voting members, and shall include:

1. Congressman Michael Barnes' Office
2. Delegate Jerry Hyatt
3. Montgomery County Alcoholism Advisory Council
4. Montgomery County Attorney's Office
5. Montgomery County Bar Association
6. Montgomery County Board of Education
7. Montgomery County Board of License Commissioners
8. Montgomery County Detention Center
9. Montgomery County Health Department
10. Montgomery County Health Services Planning Board
11. Montgomery County Hospital Forum
12. Montgomery County Hotel and Restaurant Association
13. Montgomery County Medical Society
14. Montgomery County Department of Police
15. Montgomery County Wine and Beer Sellers Association
16. Representative of an insurance company
17. Representative of the religious community
18. Representative of a local private rehabilitation facility
19. State's Attorney for Montgomery County
20. Other County representatives

Appointment - Members shall be appointed by the County Executive and shall serve no more than one year without compensation. The County Executive shall appoint his representative to serve as chairperson for the Ad Hoc Task Force. The County Executive and County Council shall designate one ex-officio non-voting member each to serve as their representative. An ex-officio non-voting member shall serve as a representative of the Department of Liquor Control. The Administrative Judge and the Clerk of the Circuit Court have agreed to serve as resource persons. The Ad Hoc Task Force shall hold its first meeting, no later than 30 days after the effective date.


Charles W. Gilchrist
County Executive

COMMONWEALTH OF MASSACHUSETTS

By His Excellency

EDWARD J. KING
GovernorEXECUTIVE ORDER NO. 212GOVERNOR'S TASK FORCE ON ALCOHOL ABUSE AND HIGHWAY SAFETY

WHEREAS, a considerable number of highway fatalities and crippling injuries result from persons operating motor vehicles under the influence on the public ways of the commonwealth; and

WHEREAS, these alcohol related motor vehicle accidents effect a costly toll on the well-being of our citizenry; and

WHEREAS, there is a clear and unmistakable need to reduce the extent of human loss which results from persons operating under the intoxicating influences of alcohol and drugs by the development of a comprehensive state program to combat the causes and effects of such abuse;

NOW, THEREFORE, I, Edward J. King, Governor of the Commonwealth, by virtue of the authority vested in me by the Constitution and the laws of this Commonwealth, do hereby order as follows:

1. There is created a Committee, to be known as the Governor's Task Force on Alcohol Abuse and Highway Safety, to consist of members appointed by the Governor to serve without compensation at his pleasure. The Governor may designate additional persons to officially serve on this committee as the need may arise without further action by Executive Order.

2. The following persons or their respective designees shall serve as ex officio members of the Committee: the President of the Massachusetts-Senate; the Speaker of the Massachusetts House of Representatives; the Chief Justice of the District Courts; the Secretary of Public Safety; the Commissioner of Public Safety; the Commissioner of the Metropolitan District Commission; the Registrar of Motor Vehicles; the Commissioner of Insurance; the Commissioner of Education; the Director of the Division of Alcoholism; the Director of the Governor's Highway Safety Bureau; the District Attorney of Suffolk County; the Police Commissioner of the City of Boston; the President of the Massachusetts Chiefs of Police Association; the President of the Massachusetts Police Association; and, the President of the Massachusetts Medical Society.

The membership of the Committee shall also consist of: a representative of the American College of Emergency Physicians - Massachusetts Chapter; a representative of the National Highway Traffic Safety Administration -Region One (1) Office; a representative of the Driver Alcohol Education Director's Association; a representative of the Massachusetts Association of School Superintendents; a representative of a Massachusetts based insurance company; a member of the clergy; a student representative of a Massachusetts college or university; and members of the general public.

From the membership, the Governor shall designate a Chairperson and Vice - Chairperson. Any vacancies which may occur shall be filled by the Governor in the same manner as the prior appointments.

3. In order to fully accomplish the mandate of the Task Force, the Chairperson shall form such subcommittees as he deems necessary and establish the objectives and schedule of each said subcommittee. Said subcommittees may include in their membership individuals not designated herein as Task Force members.

4. The Committee is authorized and directed to advise the Governor on specific, concrete statutory and administrative recommendations whose implementation would dramatically decrease the incidence of alcohol - related highway fatalities in the Commonwealth. The Committee shall have, minimally, the following functions and responsibilities toward this end:

A. To analyze the statutes of the Commonwealth and other jurisdictions relating to the dispositional options available to the court as well as administrative penalties for offenders who drive while under the influence or are convicted of vehicular homicide.

B. To study the statistics relating to the judicial response to driving under the influence cases.

C. To propose a coordinated executive, legislative and judicial response to the problem.

5. The Committee is authorized to call upon any secretariat, office, department, board, commission, council or other agency of the executive branch of state government under my jurisdiction and any officer, member or employee thereof, to supply such statistical data, program reports and other information and materials as the Committee deems necessary or appropriate to perform its work, and they are authorized and directed to cooperate with the Committee and to furnish it with such information or assistance in connection with such review and analysis.

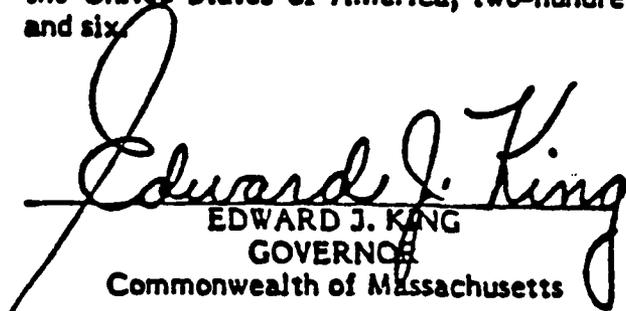
6. The Massachusetts Committee on Criminal Justice shall provide such technical and administrative assistance as the Committee shall require.

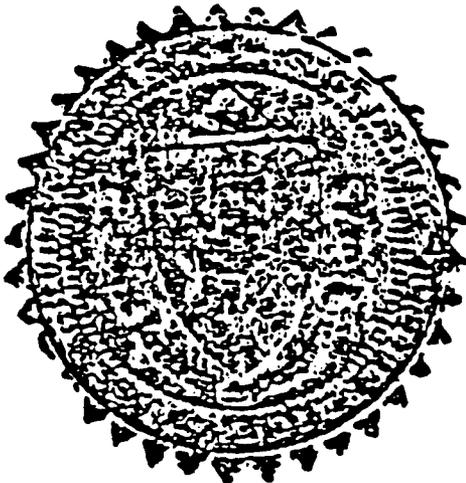
7. In view of the critical nature of the problem and the need for immediate action, it is requested that the Committee conduct its affairs as expeditiously as possible.

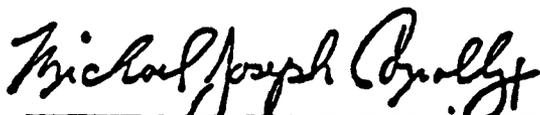
8. The Committee shall submit a written report to the Governor of its findings and recommendations together with drafts of legislation necessary to carry its recommendations into effect. Said report shall be filed with the Governor on or before March 15, 1982.

9. This Order shall take effect immediately and shall continue in force through March 15, 1982, unless extended by the Governor for an additional period of time.

Given at the Executive Chamber in Boston this ^{7th} day of *January*, in the year of Our Lord one thousand nine hundred and eighty-two and of the Independence of the United States of America, two-hundred and six.


EDWARD J. KING
GOVERNOR
Commonwealth of Massachusetts




Secretary of the Commonwealth

GOD SAVE THE COMMONWEALTH OF MASSACHUSETTS

CALIFORNIA: GOVERNOR'S TASK FORCE
ON ALCOHOL, DRUGS AND TRAFFIC SAFETY

PREFACE

In late December of 1980, Governor Edmond G. Brown Jr. appointed a 26-member task force on alcohol, drugs and traffic safety. The charge to the six-month Task Force was to recommend practical, economically feasible and publicly supported reforms to reduce the number of drivers who are impaired by the abuse of alcohol and/or drugs. The Task Force which was named "Governor's Task Force on Alcohol, Drugs, and Traffic Safety" consisted of private citizens, state department directors, attorneys, judges, representatives from private industry and members of the Legislature. This report is a record of their deliberations and recommendations.

The following people were members of the Task Force:

Director, Department of Motor Vehicles

Deputy Public Defender, Orange County

Senator, 33rd District

Private Attorney, Glendale

Commissioner, California Highway Patrol

Director, Department of Alcohol and Drug Programs

Judge, South Bay Municipal Court

Executive Director, California Trial Lawyers Association

Governor's Office

Counselor, Kaiser Alcohol and Drug Counseling Center

Supervisor, San Diego County Alcohol Program

President, Mercury Casualty Company

General Manager, California Restaurant Association

Director, Office of Traffic Safety

President, Mothers Against Drunk Driving

CALIFORNIA: GOVERNOR'S TASK FORCE
ON ALCOHOL, DRUGS AND TRAFFIC SAFETY
(continued)

Assemblyman, 14th District

Sheriff, San Mateo County

Assemblyman, 5th District

Administrative Officer, Newhall Municipal Court

Judge, Sacramento Municipal Court

Senator, 34th District

Director, Department of Alcoholic Beverage Control

Private Attorney, Woodland Hills

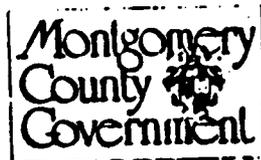
Editorial Director, KABC-TV, Los Angeles

Executive Director, California District Attorney's Association

MONTGOMERY COUNTY: THE AD HOC TASK FORCE
ON DRINKING AND DRIVING

CHARLES L. SHORT
Chairman
Representative of the
Montgomery County Executive

Insurance Company Representative	M. C. State's Attorney's Office
Congressman's Office	M. C. Health Services Planning Board
M. C. Dept. of Liquor Control	M. C. Board of Education
M. C. Board of License Commissioners	M. C. Police Department
M. C. Medical Society	M. C. Attorney's Office
M. C. Alcoholism Advisory Council	Montgomery County Council
M. C. Wine and Beer Sellers Assn.	Religious Community
M. C. Hospital Forum	Hotel and Restaurant Assn.
M. C. Bar Association	M. C. Chamber of Commerce
M. C. Detention Center	Private Rehab. Facility
M. C. Delegate to the Maryland General Assembly	Citizen-At-Large (6 members)



Office of the County Executive
101 Monroe Street
Rockville, Maryland 20850
(301) 251-2500./270-1083 (TTY)

NEW YORK: ALCOHOL AND HIGHWAY SAFETY TASK FORCE

A double-fold pocket brochure contained the following information:

Front cover: Task force title and graphic

Inside left cover: Message from Governor

Inside center: Separate sheets, arranged in a graduated manner, listing the problem, current status and task force objectives for these areas:

Legislation	Rehabilitation
Courts and adjudication	Insurance
Community action	Third party liability
Private sector	Enforcement
Vehicle and roadway safety	Research
Financing	Youth
Victims	Public Information

(See example below.)

Inside right cover: Governor's Executive Charge

Outside right cover: Statement of overall problem

Back cover: Task force members

Legislation

Problem: To establish equitable and enforceable laws which serve to discourage drinking and driving and remove the drinking driver from the highway so they no longer pose a danger.

Current Status:

- New York State laws are viewed as comprehensive.
- Recent legislation limits plea bargaining of alcohol related traffic charges
- Levels of enforcement statewide vary broadly.

Task Force Objective: Analyze current drinking driving laws and recommend changes or additions in such areas as:

- legal drinking age;
- mandatory sentencing;
- earmarked fines;
- driving age; and
- mandatory alcoholism screening and/or treatment

APPENDIX D

NEW YORK: GOVERNOR'S ALCOHOL AND HIGHWAY SAFETY TASK FORCE

Large Conference Room, State Capitol

April 16, 1980

10:30 a.m.

AGENDA

WELCOME

Introductory Comments -
Governor's Office

REMARKS BY CO-CHAIRMEN

The perspective of the
two agencies and the
creation of the Task Force

STATE OF THE ART

Deputy Commissioner
Department of Motor Vehicles

The nature and complexity
of the problem

Executive Deputy Director
Division of Alcoholism
and Alcohol Abuse

COMMITTEE FORMATION

Explanation, discussion
and assignments

ADJOURNMENT

12 Noon

NEW YORK: ALCOHOL AND HIGHWAY SAFETY TASK FORCE



Recognizing past efforts at preventing and dealing with drinking driving had not always been fully coordinated and not fully successful, Governor Hugh L. Carey established the Alcohol and Highway Safety Task Force in February of 1980.

The Task Force, assisting the Governor in designing a comprehensive and coordinated state plan to alleviate problems relative to alcohol and highway safety, will:

- undertake a comprehensive analysis of alcohol related highway safety problems in New York State;
- analyze different prevention, intervention, and rehabilitation models which may effectively reduce the population of drinking drivers and alleviate other alcohol and highway safety problems;
- investigate alcohol and highway safety related problems to determine the feasibility of coordinated and/or expanded services;
- investigate funding mechanisms to assure the development and maintenance of a comprehensive coordinated state program to alleviate alcohol and highway safety problems;
- prepare reports for the Governor and Legislature on the nature and extent of alcohol related highway safety problems and the elements of a comprehensive state response;
- cooperate in the preparation of legislation to promote alcohol and highway safety;
- collect and analyze data on the impact of Federal and State spending on alcohol and highway safety;
- coordinate State efforts for obtaining available Federal funds for alcohol and highway safety; and,
- develop mechanisms to inform local government executives, legislators, police officials, judges, health care officials, and other interested parties of efforts aimed at alcohol and highway safety.

CALIFORNIA: STATEMENT OF OBJECTIVES

PART I

INTRODUCTION

TASK FORCE OVERVIEW

In September 1980, the Governor's Office invited several interested individuals -- governmental employees; citizen activists, private individuals -- to meet and assess the need for a task force to examine the driving under the influence (DUI) problem in California. While there was some disagreement about concepts, there seemed to be a consensus that a task force could help to address some of the problems of drunk driving in California. During the winter of 1980, the Governor's Office, the Office of Traffic Safety (OTS), Mrs. Candy Lightner, president and founder of Mothers Against Drunk Drivers (MADD), and others worked on the membership of the Task Force. A potential budget was developed which included staff for the Task Force, travel for its members, and supplies.

The Task Force members were appointed in late December 1980. At the time of appointment, Governor Brown assigned Judge Lorenzo Patino to chair the Task Force. The OTS, California Highway Patrol, Department of Motor Vehicles, Department of Alcoholic Beverage Control and the Department of Alcohol and Drug Programs were called upon to provide staff assistance to the Task Force. The OTS, as coordinating body of the Task Force, provided staff support, clerical support, and reimbursed the Task Force members for their travel. The other state departments provided one full-time person as staff to the Task Force, as well as the necessary clerical support.

The specific objectives of the Task Force were as follows:

1. To recommend specific proposals for legislation for introduction in the 1981-82 legislative session.
2. To recommend specific proposals for administrative or regulatory changes by state and local officials having jurisdiction or responsibilities related to drivers under the influence of alcohol and drugs.
3. To recommend specific proposals to focus public attention on the severity of the problem of alcohol, drugs and traffic safety, and the steps necessary to address that problem.
4. To identify and recommend specific programs that could be implemented immediately under existing authority of statutes.

MONTGOMERY COUNTY, MD: AD HOC TASK FORCE
ON DRINKING AND DRIVING

The Task Force had one major purpose -- to reduce dramatically the incidence and tragic consequences of drunk driving in Montgomery County. To accomplish this, specific goals were recognized:

1. The improvement of enforcement efforts
2. Assurance of a steady and speedy flow through the judicial system
3. Assurance of quality and sufficient quantity of rehabilitation treatment modalities
4. A change of public attitudes through education and publicity campaigns
5. A continuation of the efforts after the Task Force was dissolved

VIRGINIA: GOVERNOR'S TASK FORCE TO COMBAT DRUNK DRIVING

I. INTRODUCTION AND HISTORIES

On June 7, 1982, Governor Charles S. Robb created the Governor's Task Force to Combat Drunk Driving. The task force is to identify and assess current efforts to address the problem of drunken driving in Virginia and to make appropriate recommendations by June 15, 1983.

The Governor divided the task force into four standing committees: law enforcement, licensing and adjudication, prevention and rehabilitation, and public education and community action. Governor Robb specified six tasks to be accomplished:

1. Identify and assess current efforts to address drunken driving in Virginia and the state of the art of combating this problem.
2. Identify any gaps between current efforts and the state of the art.
3. Determine the feasibility of implementing additional elements to Virginia's approach to fighting drunken driving.
4. Identify potential sources for recommendations requiring new funding.
5. Determine how management, funding, and resources can be better coordinated at local and statewide levels to implement recommendations.
6. Prepare a report on the findings of the task force including recommendations to the Governor and the General Assembly.

MONTGOMERY COUNTY, MD: AD HOC TASK FORCE ON
DRINKING AND DRIVING

As a foundation from which to work, the Task Force adopted basic principles on which the research and recommendations were built. These included:

- Cooperation among all agencies is the key for the criminal justice system to deal effectively with drunk drivers
- Responsible drinking is not being judged, only drunk drivers
- Drunk Driving involves both sexes, all ages, races, and socio-economic classes
- Attitudes toward drinking ultimately need to be changed to achieve long-term results in the prevention of drunk driving
- Rehabilitation is the essential for "curing" drunk drivers
- Those arrested for drunk driving have certain rights
- Those victimized by a drunk driver have certain rights
- Positive long-term results will depend upon shared responsibility between the citizens and the government
- General deterrence is essential to the prevention of drunk driving.

THE GOVERNOR'S STUDY GROUP ON
ALCOHOL-IMPAIRED DRIVING IN OHIOENFORCEMENTChairman

Superintendent	Ohio State Highway Patrol
Representative	Ohio State Highway Patrol
Executive Director	Ohio Association of Chief of Police
Director	Ohio Department of Health
Represented by:	Department of Health Alcohol Countermeasures
Administrative Assistant	Ohio Bureau of Motor Vehicles
President	Buckeye State Sheriff's Association
Represented by:	
Chief Deputy	Montgomery County Sheriff's Office

THE GOVERNOR'S STUDY GROUP ON
ALCOHOL-IMPAIRED DRIVING IN OHIO
(continued)

REHABILITATION

Chairman

Judge	Crawford County Municipal Court
Regional Coordinator	Central Ohio Regional Council on Alcoholism
Director	Ohio Department of Health
Represented by:	
Chief	Division of Alcoholism Ohio Department of Health
Coordinator	I.S.S. Section Division of Alcoholism Ohio Department of Health
President	Ohio Alcohol Traffic Safety Administration
Executive Director	Licking County Alcoholism Prevention Program
Director	Alcoholism Rehabilitation City of Columbus
Judge	Licking County Court House
Associate Director	Central Ohio Reg. Council on Alcoholism
Representative	Alcoholism Rehabilitation City of Columbus

THE GOVERNOR'S STUDY GROUP ON
ALCOHOL-IMPAIRED DRIVING IN OHIO
(continued)

LICENSING/ADJUDICATION

Chairman

Judge	Xenia Municipal Court
Registrar	Ohio Bureau of Motor Vehicles
Director	Ohio Department of Insurance
Legislative Aide	Highway & Highway Safety Committee Ohio House of Representatives
Chief Prosecutor	City Attorney's Office
President	Ohio Insurance Institute
Judge	Franklin County Municipal Court
Chief	Ohio Department of Insurance Property & Community Division
Vice President	Ohio Insurance Institute Property & Casualty Division

THE GOVERNOR'S STUDY GROUP ON
ALCOHOL-IMPAIRED DRIVING IN OHIO
(continued)

EDUCATION/COMMUNITY ACTION

Chairman

Director of Safety	Ohio Automobile Club
Superintendent	Public Instruction Ohio Department of Education
Represented by:	
Chief	Driver Education Services Ohio Department of Education
Director	Ohio Department of Liquor Control
Represented by:	
Agent	Ohio Department of Liquor Control
Director	Safety Council Columbus Area Chamber of Commerce
Chairman	Ohio Women in Traffic Safety
Ohio Representatives (2)	Mothers Against Drunk Drivers
State Chairman	Governor's Traffic Safety Committee

ALCOHOL ABUSE AND HIGHWAY SAFETY IN MASSACHUSETTS

LIST OF SUB-COMMITTEE MEMBERS

The Sub-committee on COURT RELATED ISSUES:

Chief Justice, District Court Dept.

Chairman of Committee on Public-Safety
Massachusetts Senate

General Counsel
Law Department, Commercial Union Ins. Co.

Private citizen

Representative
American College of Emergency Medical Physicians

Attorney
National Highway Traffic Safety Administration

The Sub-Committee on EDUCATION AND REHABILITATION

Director, Division of Alcoholism

Student Government Trustee
University of Massachusetts

Executive Director
Mass. Minority Council on Alcoholism

Past President
Driver Alcohol Education Director's Association

Commissioner of Education

Vice President, Public Affairs
New England Mutual Life Ins. Co.

ALCOHOL ABUSE AND HIGHWAY SAFETY IN MASSACHUSETTS
(continued)

LIST OF SUB-COMMITTEE MEMBERS

President
Massachusetts Medical Society

Superintendent of Schools
Town of Tewksbury

The Sub-committee on HIGHWAY SAFETY

Commissioner
Department of Public Safety

Commissioner
Metropolitan District Commission

Chairman, Committee on Insurance
Massachusetts House of Representatives

Director
Governor's Highway Safety Bureau

Commissioner
Division of Insurance

The Sub-Committee on ENFORCEMENT

President
Massachusetts Chiefs of Police Association

Commissioner
Boston Police Department

President
Massachusetts Police Association

Registrar
Registry of Motor Vehicles

Private Citizen

THE GOVERNOR'S STUDY GROUP ON ALCOHOL-IMPAIRED DRIVING IN OHIO

INNOVATIVE LEGISLATIVE ISSUESA NUMBER OF INNOVATIVE LEGISLATIVE APPROACHES ARE BEING TRIED IN THE U.S.* Mandatory Records

An indicator that a person has been arrested, charged, tried and/or convicted for a drinking-driving offense is required to be entered on the driving record. Reporting by courts of the disposition of a drinking-driving charge is mandatory.

* Raising of Minimum Legal Drinking Age

States which lowered the minimum drinking age to 18 or 19 have experienced an increase in alcohol-related crashes among the new drinking-eligible population after the lower drinking age became effective. The trend in legislation is to raise the minimum drinking age to 21.

* Control of Plea Bargaining

Some states have attempted to eliminate or control plea bargaining in drinking-driving and other criminal cases (e.g., Alaska). New York recently adopted a law which prohibits a plea bargain in a drinking-driving case which results in a plea of guilty to a lesser traffic violation unrelated to alcohol impairment unless the district attorney finds that the alcohol-related charge was unwarranted.

* Administrative License Sanctions

Under Minnesota's implied consent law is a requirement for administrative revocation of the driver's license if the alcohol concentration of a driver is .10% or higher. When an implied-consent test is administered and the result is a .10% or higher alcohol concentration, the test result must be reported to the department of public safety, which must revoke the driver's license for 90 days. If there is a prompt plea of guilty to DWI, then the statutory 30-day license revocation for conviction of first-offense DWI is imposed instead of the 90-day administrative revocation.

* Program Self-sufficiency

The Department of Transportation's National Highway Safety Advisory Committee proposed that DOT take all necessary steps to encourage the state legislatures to take the initiative to adopt revenue legislation which would sufficiently fund future statewide development of alcohol abuse, alcoholism prevention and treatment, and appropriate highway safety-related programs.

NEW YORK: GOVERNOR'S ALCOHOL AND HIGHWAY SAFETY TASK FORCE

Committee First Draft Reports

The first draft reports were due from each committee on April 1, 1981. The format for each report was established as follows:

- . Abstract and Introduction
- . Recommendations and Findings - The recommendations should be listed in order of your priorities; findings should be capsulated by report section.
- . New York's Current System and Its Problems should provide as complete an overview as possible of the existing area within the purview of each committee, outlining the operation of programs, successes, strengths and weaknesses, limitations and problems.
- . State of the Art should be a formal literature review of appropriate research, program descriptions from other states and countries, and from the federal government. This review should highlight consensus of successful approaches and should summarize the most recent thinking on the work of each committee area.
- . Future Needs should develop general forecasts of systems or forces which impact upon committee study areas. Such factors as projected gasoline availability, vehicle size, alcohol consumption, or mass transit development may indicate possible direction for committee recommendations and should be addressed in this section.
- . Policy Analysis should be a complete review of current law which defines the status and operation of all programs within the purview of each committee. This section should identify limitations established by such law and where necessary offer an analysis of the rationale behind such law.
- . The Model should outline the ideal system. It defines the system by completely describing each identified sub-element. It is an abstraction; not a specific plan of operations. We would welcome a systems diagram.
- . Improvements to the Current System should address solutions to the problems earlier identified by outlining modifications possible by change in policy or in regulations, without legislation or without significant new funding resources. These modifications should be speedily obtainable and politically acceptable.
- . Alternative Systems 1 and 2 - These sections should develop rationale to approach the development of the model system outlined above. These sections will include rationale for

NEW YORK: GOVERNOR'S ALCOHOL AND HIGHWAY SAFETY TASK FORCE
(continued)

new legislation, significant fiscal reallocations, significant program modifications, or new areas of program responsibilities. Fiscal implication of alternative systems should be clearly outlined with specific forecasts of personnel and support costs necessary to establish and maintain the alternative system(s).

To the extent possible, sections should be restricted to the subcommittee's area and not at the universe. If changes in other areas are necessitated by your new proposals, they would of course need to be addressed.

The reports were completed according to form by mid April 1981 and forwarded to conference participants for final deliberation at the June 1 National Conference.

NEW YORK: GOVERNOR'S ALCOHOL AND HIGHWAY SAFETY TASK FORCE
ISSUES FOR STUDY

EDUCATION COMMITTEE

Key Issues

1. Driving after drinking is socially acceptable behavior. How do we use information and education networks to change public attitude in the areas of driving after drinking?
2. Education, enforcement and swift equitable adjudication must go hand in hand; one without the other will not work.
3. There is no existing program which shows conclusive evidence of reducing accidents.
4. Education is believed to be useful whether results can be demonstrated in terms of empirical evidence of crash reduction.
5. Mass media approaches can be used to reach many different groups. However, special messages for individual target groups have a greater impact than general messages to the masses.
6. A model system of information and education needs to be developed and addressed to:
 - a. Persons of all ages beginning with school age children (Grade K)
 - b. Drinkers and non-drinkers
 - c. Drinking drivers and non-drinking drivers
 - d. District Attorneys
 - e. Magistrates
 - f. Teachers

NEW YORK: GOVERNOR'S ALCOHOL AND HIGHWAY SAFETY TASK FORCE
ISSUES FOR STUDY
(continued)

g. Organizations and Groups - Educational and Community

- . Use organizational newsletter articles as well as conference presentations to create an awareness and concern within specific organizations (e.g., service organizations, professional organizations).
- . Encourage these organizations to assist their communities and schools in developing highway safety programs.

h. Colleges/Universities

- . Coordinate with campus student affairs personnel and student government groups.
- . Research the drinking and driving problem specific to college students.
- . Create a campus awareness of the problem.
- . Explore possibilities for campus prevention programs designed to affect drinking and driving attitudes and behavior of college students.

- i. Review the effectiveness of the mandates requiring educational programs in alcohol and highway safety and encourage compliance with them.

7. Identification of Resources and Tasks

- a. Identify resources and tasks needed to implement this plan.
- b. Establish contacts through the Resource and Community Development Committee of the Governor's Alcohol and Highway Safety Task Force.
- c. Develop ongoing communication mechanisms to continue sharing these resources.

NEW YORK: GOVERNOR'S ALCOHOL AND HIGHWAY SAFETY TASK FORCE
ISSUES FOR STUDY
(continued)

ENFORCEMENT COMMITTEE

Key Issues for Study

1. Efforts must be made to reduce the time it takes to arrest and process the drunk driver. At present, it can take, in some areas, more than two hours to complete this process; and this either adds to overtime payments to police and/or a tendency for arrests to drop off just prior to shift change.
2. Police administrators and government officials must identify DWI apprehension as a high priority activity, and efforts to convince the rank and file officers that this sentiment is real must be increased.
3. All elements of the criminal justice system (police, district attorneys, and judges) must be involved, and by their actions, must mirror the sentiment that DWI is a serious offense.
4. Specialized police units can play a major role in an effective DWI program. Their primary benefits lay in their ability to make valid arrests and the capability to relieve general road patrol units of some of the time consuming steps involved in the arrest proceedings. It was also noted that the special units may be better at spotting DWI offenders, as indicated by the relatively low BAC's recorded in their arrests.
5. One of the major goals of any DWI counteroffense must be to increase the perception of getting caught and of getting convicted when caught, among potential offenders. It was pointed out that even in those areas where concentrated efforts are made, it is still estimated that for every DWI arrest there are 2,000 DWI incidents that go undetected.
6. Many special DWI enforcement efforts, started with federal funds, are discontinued when the federal funds are exhausted. The cause is, in some cases, related to their success, which local government officials interpret as an indication that the problem has been solved.
7. Police officers should be trained in alcohol awareness. This often serves to convince the officers that DWI, even with a low BAC, is a real danger and that DWI arrests are a worthwhile effort.
8. In order to encourage the active participation of the officers in the field, standards of arrests should be set by police administrators, and officers must be expected to meet these standards. It was noted by many speakers that these issues are more interrelated than they are separate; that is, a positive effort on any one issue is likely to produce positive actions on most, if not all, of the others.

NEW YORK: GOVERNOR'S ALCOHOL AND HIGHWAY SAFETY TASK FORCE
ISSUES FOR STUDY
(continued)

COURT-RELATED ISSUES COMMITTEE

Key Issues

1. Evidentiary Issues

- a. Roadside breath testing devices as evidence in proceeding
- b. Central breath testing
- c. Breath defined as an equivalent of blood
- d. Legal definition of impairment/intoxication lowered to .08
- e. Definition of impairment by use of drugs 1192.4
- f. Devices to measure impairment by drugs--breath/blood/urine
- g. DWI defined as "reckless" to enable criminal prosecution in injury and fatal accident
- h. Increase maximum penalties for fatalities involving DWI to seven years
- i. Mandatory reporting of BAC post accident
- j. Development of mandatory written court policy regarding plea bargaining/BAC

2. Court Process

- a. Eliminate "right to jury trial" for DWI
- b. Administrative adjudication replaces courts
- c. District Attorney policies.
- d. Distinct charges for DWI with accident/personal injury/fatal
- e. Timely disposition of DWI cases

NEW YORK: GOVERNOR'S ALCOHOL AND HIGHWAY SAFETY TASK FORCE
ISSUES FOR STUDY
(continued)

- f. Presentence investigations for multiple offenders
 - g. Decriminalization of first offense
 - h. Better/faster information to judge
 - i. Courts should be reimbursed at a larger scale for DWI prosecution
 - j. DA's should have special prosecutorial teams for DWI
 - k. Greater use of probation/control for DWI offenders
 - l. Better training of judges, DA's, probation officers
 - m. Increased funding for treatment/probation services from New York State
 - n. More universal/standard use of laws already available
 - o. Mandatory reporting of court records to offense
3. Sentencing
- a. Mandatory sentence of incarceration
 - b. Incarceration of multiple offenders
 - c. Incarceration for driving while revoked/suspended
 - d. Mandatory drinking driver program attendance
 - e. Mandatory penalties for multiple offenders
 - f. Fine should not be returned
 - g. Judge should have the option to, fine and CD
 - h. Standard fine with fund established to pay for:
 - . police
 - . courts
 - . DMV
 - . DDP
 - . alcoholism treatment
 - . victims compensation
 - i. Sentencing alternatives suited to client available to court including:
 - . treatment
 - . education
 - . restitution

NEW YORK: GOVERNOR'S ALCOHOL AND HIGHWAY SAFETY TASK FORCE
ISSUES FOR STUDY
(continued)

j. Combination of jail/probation (shock sentence) and program and treatment

4. Licensing

- a. Revocation of license/no conditional license
- b. Conditional license for first offenders
- c. Minimum mandatory revocations of one year, second offense
- d. Different more rigorous program for individuals eligible for program for second time/more selective of conditional license

5. General Issues for Study

- a. Less attention to regulation directed at drivers
- b. More directed at marketing and distribution of alcohol:
 - . sales
 - . licensing of bars
 - . advertising
- c. More regulations directed at vehicles
- d. Construction of special camps/jails for convicted drinking drivers
- e. Enhanced public awareness programs about court process
- f. Mandatory school education
- g. More universal use and vigorous prosecution of dram shop violations
- h. Organization of community pressure groups--seed grants to RID/PARKIT for printing, mailing and out-of-pocket costs
- i. Regardless of countermeasures/evaluate
- j. Driver education programs and DMV testing of drinking driver materials

NEW YORK: GOVERNOR'S ALCOHOL AND HIGHWAY SAFETY TASK FORCE
ISSUES FOR STUDY
(continued)

VEHICLE AND ROADWAY SAFETY COMMITTEE

Key Issues

1. Lack of sustained federal and state commitment to research as demonstrated by lack of information on causes of accidents and lack of information on who is drinking and driving.
2. Possible legal constraints of certain alcohol countermeasures, e.g., "ignition interlock devices."
3. Inattention to drinking driving problem in the heavy trucking industry.
4. Inherent danger of "downsized" cars and adequacy of small car restraint systems in relation to full sized cars.
5. Task Force support and/or endorsement of the following as alcohol countermeasures:
 - a. Critical tracking task device
 - b. Radar braking
 - c. Automatic restraint systems, such as air cushion restraints
6. Continuation of New York State "Safety Car Program."
7. Detection and removal of roadside obstacles/hazards.
8. Lack of the following:
 - a. Energy absorbing devices
 - b. Specially designed highway abutments
 - c. Highway median barriers
 - d. Breakaway signs
9. Underemphasis on engineering approach to drinking driver problem.

NEW YORK: GOVERNOR'S ALCOHOL AND HIGHWAY SAFETY TASK FORCE
ISSUES FOR STUDY
(continued)

10. .Lack of "traffic engineering" on a local level.
11. Need to develop funding mechanisms for needed highway improvements.
12. Lack of criterion or minimum safety standards for local roads.
13. Lack of nighttime inspections of roadways by responsible agencies.
14. Task Force support and/or endorsement of mandatory seat belt legislation.

NEW YORK: GOVERNOR'S ALCOHOL AND HIGHWAY SAFETY TASK FORCE
ISSUES FOR STUDY
(continued)

RESOURCE AND COMMUNITY DEVELOPMENT COMMITTEE

Key Issues

1. Call for legislation to mandate the availability of treatment services.
2. Monitoring by New York State of model law being developed by NAIC.
3. Mandate state programs in alcoholism including:
 - . counseling, assessment and referral
 - . uniform criminal justice program
 - . expansion of presentence investigations
 - . reduction of the blood alcohol content level from .1 to .08
4. Monitor commercial advertising of alcoholic beverages especially those commercials presented on television.
5. Support enthusiastically raising the drinking age.
6. American Insurance Association (AIA) opposes transferring to the private sector the responsibility of discouraging drunk drivers.
7. Need for demonstration of cost effectiveness of alcoholism treatment.
8. Need for accurate statistics to determine medical surgical cost related to alcohol-related accidents.
9. Determine if alcoholism is the root of the problem and the drunk driver only a "spin off."
10. Need for study of long-term care costs beyond initial medical surgical costs.
11. Need for solid local support for all treatment service programs and drinking driving deterrent programs.
12. Determine the public attitude concerning the restricting of the availability of alcohol.
13. All DWI convictions should be accompanied by a victim impact statement.

NEW YORK: GOVERNOR'S ALCOHOL AND HIGHWAY SAFETY TASK FORCE
ISSUES FOR STUDY
(continued)

RESEARCH AND REHABILITATION COMMITTEE

Key Issues

1. Research

- a. Alcoholism as a problem can be solved. However, as long as it is tolerated, it will not go away. We must change attitudes.
- b. Drinking and driving is the greatest cause of death among young people.
- c. Nationwide, annual medical costs of cancer is 23 billion dollars, motor vehicle accidents slightly over 14 billion and heart disease slightly over 13 billion.
- d. Alcohol-related motor vehicle accidents account for roughly 50 percent of all accidents. In Monroe County the estimate runs as high as 70 percent.
- e. New census population figures show that in the near future there will be more people over 60 than under 20. New programs must be planned with this fact in mind. We must also accept the fact that older people are drinking more. (They are less and less influenced by the era of prohibition as time passes.) This, coupled with the fact that we will all be using smaller cars in the future, will naturally increase the severity of motor vehicle accidents.
- f. We would achieve quicker results in trying to reduce auto fatalities if we improved auto design and worked towards automatic restraint systems. It takes longer to change attitudes of people, than to design safer automobiles.
- g. The younger population is responsible for an inordinate percentage of alcohol-related accidents. Youth is replete with situational stress. This is a significant factor for alcohol-related accidents.

NEW YORK: GOVERNOR'S ALCOHOL AND HIGHWAY SAFETY TASK FORCE
ISSUES FOR STUDY
(continued)

- h. In Michigan, raising the drinking age from 18 to 21 reduced alcohol-related accidents by 17 percent. When lowered back to 18, alcohol-related accidents rose by 17 percent.
- i. The special interest groups are sometimes difficult to satisfy.
- j. Technology and data systems are available, especially in New York State. Existing research includes:
 - . T-Sled
DMV
 - . Assessment of Treatment Programs
Division of Alcoholism and Alcohol Abuse
 - . Statewide Needs Assessment Project for Problem Drinking Drivers
Division of Alcoholism and Alcohol Abuse
 - . Survey of local officials
Institute for Traffic Safety Management and Research
- k. We need to know predriving drinking circumstances.
- l. We need to know more about the passengers. Are they just as drunk?
- m. We need to know how to stir up the general public to the fact that the present drinking/driving situation is intolerable.
- n. We need to know effective target groups. It is impossible to reach the general public effectively.
- o. ASAP improved attitudes, increased knowledge on alcohol and highway safety but did not reduce accidents or DWI convictions.
- p. The predictors of problem drinking are:
 - (1) multiple DWI convictions
 - (2) high MAST or Mortimer-Filkins score
 - (3) high BAC level
- q. Most fatal accidents are first accidents.
- r. What is learned from rehabilitation programs should be applied to prevention efforts.

NEW YORK: GOVERNOR'S ALCOHOL AND HIGHWAY SAFETY TASK FORCE
ISSUES FOR STUDY
(continued)

- s. Most persons arrested for DWI do not know the drinking driving laws.

2. Rehabilitation

- a. Fines should be used to support treatment.
- b. Treatment should be mandated in lieu of imprisonment.
- c. Many DWI's are alcoholics--not social drinkers.
- d. More treatment slots are needed for DWI's in county health services--these should be staffed by specialized counselors because of the essential difference between DWI mandated clients and traditional alcoholics who are serviced by traditional alcoholism counselors. Such specialized counselors for drinking drivers need not require an entirely new structure or reorganization.
- e. There should be an intake reviewing session to determine who should be sent to DDP and who should be referred immediately for evaluation and treatment.
- f. We must identify problem drinkers earlier.
- g. We need different treatment for the social drinkers, the drinking driver and the alcoholic.
- h. The length of treatment is insufficient to turn around 30 years of habits.
- i. We need the proper blending of prevention, intervention and treatment.

The Governor's Executive Order that created the Task Force states clearly that its overall mission is to assist the Governor in the design of a comprehensive coordinated state plan to alleviate problems related to alcohol and highway safety.

This goal of reducing drinking and driving incidents and their adverse consequences is based on the important Task Force finding that, for the state as a whole, there is far more drinking and driving than is ever detected, reported or results in an arrest. Arrests that do take place for drinking and driving do not consistently lead to prosecution and conviction in New York State. Thus, the general public views drinking and driving as acceptable behavior.

With the realization that the main problem — like a giant social iceberg — exists under the surface, the Task Force recommends an innovative, comprehensive approach. This approach will: raise perception of risk through public education; detection and apprehension; cause swift removal of the license and certain application of substantial penalties; and provide access to appropriate rehabilitation services.

The Task Force believes that the problem of the drinking driver is not insoluble and that, under the program outlined by the report, alcohol related crashes, deaths, injuries and destruction can be substantially reduced.

To be sure, solving this problem will involve changing New Yorkers' basic perception of drinking and driving. The current public attitude of indifference, excuse, or acceptance must be changed to a full and continuing realization that drunk driving is a public safety disaster — a costly killer. Thus, translating the Task Force's proposals into action will require support by all levels of government and the participation of many individuals, organizations and community groups.

In summary, the report is a call to action at all levels for a coordinated, comprehensive attack on the problem of the drinking driver, the number one cause of death on the highway. The knowledge and the resources are at hand. The problem can be met. The time for action is now.

Prepared Under Section 402
Highway Safety Project Grant
#AL80-115(002)

A detailed report that chronicles all Task Force activities and documents the accomplishments has been printed under separate cover and is available from the Commissioner of the Department of Motor Vehicles or the Director of the Division of Alcoholism and Alcohol Abuse.

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DWI



NEW YORK: SAMPLE OF PRINTED MATERIALS

APPENDIX A

Summary Recommendations

Governor's Alcohol and
Highway Safety Task Force

The Governor's Alcohol and Highway Safety Task Force sets one clear goal to reduce dramatically the incidence and tragic consequences of drunk driving in New York State. To achieve this goal, the Task Force recommends a comprehensive systems approach that will raise perception of risk through public education and increased detection and apprehension; cause swift removal of the license and certain application of substantial penalties; and, provide access to appropriate rehabilitation services. Operating within this framework, the Task Force's comprehensive program will:

Change from a one-track criminal proceedings system to a two track — administrative and criminal; reduce license action from six months to one week.

Enact legislation requiring that a driver who is alleged to be operating a motor vehicle with a blood alcohol concentration (BAC) of .10 or above would have five days within which to request an administrative hearing concerning whether he had such a blood alcohol concentration.

Provide for a mandatory 90-day license suspension upon either the waiver of the hearing or a finding that the driver operated a motor vehicle with a blood alcohol concentration of .10 or above.

Impose mandatory fines as a result of court action.

Mandate seven days in jail for driving while license is revoked/suspended for an alcohol offense.

Develop a statewide interdepartmental police DWI enforcement campaign.

Organize enforcement campaigns including systematic traffic check points and consistent, coordinated public information programs to raise the public perception of the risk of apprehension.

Expand the grounds for requesting that a driver be asked to submit to an alcohol impairment screening test.

Eliminate fingerprinting requirement (local option) to put more police on patrol.

Mandate occupant restraint usage — all occupants of a motor vehicle be required to use seat belts to reduce crash fatalities and injuries.

Coordinate all alcohol and highway safety public information and education activities.

Encourage community level responsibility.

Ensure appropriate education programs for convicted drinking drivers.

Demonstrate new screening models to improve referral of problem drinkers to appropriate rehabilitation programs.

Support changes in improved design of vehicles and roadways.

Include research and evaluation function in all activities.

Encourage all alcohol and highway safety programs be user-funded.

Paralleling these recommendations, the Legislature has enacted and the Governor has signed several important measures which strengthen the State's response to drunk driving. Additional legislation will be required to further the Task Force program.

CALIFORNIA
TASK FORCE REPORT: ALCOHOL, DRUGS AND TRAFFIC SAFETY

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NHTSA: KEY ELEMENTS OF THE NHTSA APPROACH

EXECUTIVE SUMMARY
NHTSA ALCOHOL HIGHWAY SAFETY PROGRAM PLAN
September 1981

The Federal government has, however, strictly an indirect and supporting function. It is our role to support and facilitate action in our State and communities. Through a carefully chosen program of countermeasure research, technical and financial support, our mission is to stimulate and catalyze effective programs within the States.

The current approach is based upon a concept or model emphasizing six major points.

1. General Deterrence Approach (short-term) - conducting programs oriented toward deterring the majority of drunk drivers who are never arrested (rather than "treating" the few who are) for short-term impact.
2. Community Focus - placing program emphasis and responsibility at the local level.
3. Systems Approach - integrating, the coordinating, enforcement, prosecution, adjudication, education/treatment, public information/education, and licensing functions at the local and State level as appropriate.
4. Financial Self-Sufficiency - assessing fines, court costs, treatment tuition fees, etc., to convicted offenders to defray the costs of local/community programs.
5. Citizen Support - generating community/citizen support for comprehensive community programs (to provide a political base for increased countermeasure activity).
6. Prevention (long-term) - efforts toward changing societal attitudes toward drinking and driving through long-term prevention/education programs.