REPORT ALL INTOXICATED DRIVERS

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SYNOPSIS

Detection is a major facet of the drinking and driving problem. The arrest rate is infinitesimal. Additional identification methods were the impetus for Operation R.A.I.D., designed and implemented as a pilot program in Virginia Beach, Virginia, during early Spring 1983. Citizens observing a motor vehicle being driven erratically were encouraged to call police relating information about driver, vehicle, and travel direction. Alerted police units spotted, observed, and took action. The police received 188 calls in the first month, and 157 calls in the second. Large numbers of calls continued. Publicity consisted of posters, tent cards, bumper stickers, pamphlets, billboards, and radio and T.V. announcements. Costs were held to a minimum; city facilities and manpower were utilized. Throughout community support was enlisted. Virginians Opposing Drunk Driving became active participants and used their tax exempt status to underwrite costs. A statewide campaign was begun through their 12 chapters on June 14, 1983. The end result of Operation R.A.I.D. indicated raised public awareness, increased arrest perception, more drunk driving arrests, and decreased traffic alcohol-related crashes.

INTRODUCTION

Report All Intoxicated Drivers (R.A.I.D.), a program likened to the "Neighborhood Watch Concept," was designed to add citizen involvement in the Driving Under the Influence (D.U.I) Enforcement Program. It is an invitation to Virginia's increasingly safety-aware citizens to aid in the apprehension of drinking drivers.

Detection is a major facet of the drinking and driving problem. The arrest rate is infinitesimal. Drunk drivers do not believe that they will be caught. The statistics pinpoint the likelihood of arrests between 1 in 500 or 1 in 2,000, depending upon the source of the statistics which are quoted.

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Virginia Beach is Virginia's largest city and one of the fastest growing cities on the eastern coast of the United States. It has a population count of 300,000 and a growth rate of 1,000 persons per month. Year-in and year-out Virginia Beach held a grim distinction: "The deadliest city streets in the Commonwealth of Virginia, regularly topping the highway fatality charts." Alcohol was a factor in more than 60% the deaths. A crackdown on drunken driving was announced December 1981 by Police Chief Charles Wall. With budget cuts, the hiring of additional officers to augment the existing complement of 410 officers on the Virginia Beach Police Force was not feasible.

These facts, plus the consideration of the large number of the transients -- the military population and the large tourist trade -- were the impetus for the additional identification methods carried out through the on-going R.A.I.D. program, begun in early Spring 1983.

**PROGRAM DEVELOPMENT**

In a brainstorming session that ultimately resulted in the Operation R.A.I.D. program, Sgt. James E. Howland and MPO Paul Lanteigne of the Virginia Beach Police Department sought an acronym that could be remembered by the citizens. A visual approach to carry out the campaign was considered. A decision was made to create a mental image in the form of a picture that would signify the action to be taken. It was felt that "a picture is worth a thousand words" theme would enhance the program. Thus, the caricature-type figures were conceived and sketched by one of the originators of Operation R.A.I.D. The consensus of the program developers was that this type picture would remain in the minds of the public for an extended time. The title and the word image, "R.A.I.D.," were in place; a campaign was born! (see Figure 1).

Citizens would be encouraged, upon spotting a motor vehicle being driven in an erratic manner, to report the incident to the Emergency Number 911 or, if no number was available, to call the operator and ask for local or State Police. The C. B. Radio emergency channel (Channel 9) could be utilized as well. The citizen would be asked to provide the following information: the location of the suspected drunk driver, the direction of travel and time observed, the license number, and the color and mark of the vehicle, if possible. The nearest police unit would respond. When the located the vehicle, the officer would observe it long enough to obtain probable cause to make the driver stop. If circumstances warranted, the D.U.I. procedure would begin.
METHODS

1. The services of the city artist and the Virginia Beach City Print Shop were enlisted to produce the original art work. Tent cards, trolley signs, posters, flyers, brochures, and bumper stickers were printed. The 2 policemen presented the program to the Director of the local Virginia Alcohol Safety Action Program (VASAP) and to Virginians Opposing Drunk Driving (VODD), an anti-drunk driving, grass roots organization with, at that time, 12 chapters in the Commonwealth of Virginia. The 2 organizations agreed to assist.

2. Radio public service announcements (PSA's) were written and television commercials prepared in cooperation with a local television station. Talent was drawn from local actors and the Virginia Beach Police Department.

3. The news media's assistance was solicited by the citizen's organization, the Police Department, and the Alcohol Safety Action Program staff. The newspapers, radio, and television stations responded immediately with fine coverage.

4. VODD and Officers Howland and Lanteigne (on their own time) enlisted the aid of the business community. Trolley and bus signs were installed. Convenience stores, grocery stores, automobile dealers, and insurance companies were asked and participated in the display of posters and tent cards. Their sponsorship was solicited to underwrite costs of radio and television spots for prime running time. PSA's were also used. A large outdoor sign (advertising) company in the community was contacted. It provided personnel to develop an outdoor sign.

5. VODD, using its tax exempt status, asked the sign company to assist with the display of billboard signs in prominent locations in the area. Signs were to be displayed for 30 days after installation, on a space available basis. The program was to be on-going for at least one year.

6. The Virginia Beach Police Department announced the program March 1983. VODD announced its endorsement of Operation R.A.I.D. at a news conference held on the steps of a local courthouse on June 14, 1983.

7. Letters were drafted and mailed by the local VASAP Director, Mr. Jack Andrews, explaining the R.A.I.D. program to each VASAP. There are 25 operating throughout the Commonwealth of Virginia. The letters
asked for participation on each of their local levels in an effort to take the operation statewide. Costs of the campaign were outlined and the availability of the materials was addressed.

8. Officials of VODD scheduled a 30-day trip throughout the state to publicize Operation R.A.I.D. The appeal for enforcement assistance, a prime prerequisite, was made at the local levels and met with favorable response.

9. Immediately prior to the upcoming Labor Day holiday, VODD again held a news conference featuring a skydiving exhibition at the site of the first R.A.I.D. billboard sign. A drunk-driving crash survivor and professional skydiver, who had lost his wife in a drunk-driving crash, parachuted from a plane, handed the news media and policemen present, a flyer stating, "Wanted: Drunk Drivers off the Road, Report All Intoxicated Drivers, Call Your Local Police." The surviving victim remarked that he felt safer jumping from an airplane than driving on the highway with intoxicated drivers. VODD, along with their 12 chapters in various Virginia Counties, launched the campaign statewide. Each chapter would individually enlist the aid of their business community, the local sign companies, and the local VASAP directors. The VODD chapters would disseminate brochures at mall shows, safety fairs, and county fairs in the local communities. Toll booth officials in cooperation with police dispensed brochures as tolls were received in the Tidewater Area.

COSTS

Exact costs of this program are difficult to assess due to donation of services and, in some instances, materials. The determining factors would be based upon the size of the area in which the program was to be implemented and the extensiveness of the campaign. A "ball park" figure for the pilot program in Virginia Beach, Virginia is an estimate of less than $100,000.

1. The initial order was produced by the City Print Shop for the Virginia Beach Police Department. Posters, flyers, brochures, bumper stickers, tent cards, and trolley signs were printed using print shop stock. The employees of the print shop and the 2 policemen who conceived the R.A.I.D. program worked during their normal hours and drew only their regular salaries. Therefore, costs were held to a minimum.
2. Additional orders were paid by the Tidewater Virginia Alcohol Safety Action Program, and the Southeastern VASAP and Peninsula ASAP for the Tidewater Area. The ASAP programs bore the initial costs of $47.50 per sign for printing, the $25 posting labor fee, and a $15 snipe fee for those localities in the Tidewater Area where a single police number was not feasible. VASAP Programs in other parts of the state paid for their own materials. However, the Tidewater Virginia Alcohol Safety Action Program underwrote the materials for the pilot program. Posters were priced at $175 per 1,000 in black and white or $556 per 1,000 for full color. Brochures were priced $100 (black & white) and $166 (full color) per 1,000. Prices decreased when ordered in larger quantities.

3. There was no expenditure for producing the radio and T.V. announcements. A large T.V. network donated its services and local talent. The policemen appearing in the commercials made no charge for their participation.

4. The insurance companies, auto dealers, convenience stores, and grocery stores donated monies for the airing of the radio and T.V. spots in prime time. The large outdoor advertising company donated approximately $35,000 worth of billboard space in the Tidewater area, which served as a tax deduction under VODD's tax exempt 501(c)3 IRS status, for their company. They made no charge for their art work. Other business could deduct their contributions to the campaign under this status, too, if so desired.

5. No monies were expended for news media advertising. The newspapers carried stories, arrest graphs routinely, and ran intoxicated driving stories and editorials on a continuing basis. Prior to the Christmas Holiday season, the picture of a R.A.I.D. billboard, along with a news article, was carried by the Associated Press.

6. Trolley and bus companies made no charge for the signs on rear of their vehicles. They considered this a public service.

RESULTS

Since the R.A.I.D. program was initiated, the Communications Bureau of the Virginia Beach Police
Department has received an average of 224 R.A.I.D. calls per month. The "crime watch" approach to Driving Under the Influence has been a success.

Alcohol crashes and DUI arrest statistics are monitored on a monthly basis and by precinct of occurrence in an effort to identify "hazardous accident locations," roads where alcohol related crashes tend to occur, over-represented days of the week, times of day, and so on.

The 1984 DUI Evaluation Summary (Summary information Evaluation: Executive Summary 1984; Virginia Beach Department of Police) indicates that in 1983 75% of the fatal accidents involved alcohol. The increased drunk driving enforcement, including Operation R.A.I.D., indicates a 15% increase in DUI arrests for 1983 (see Figure 2). There was an 8% increase in breath tests conducted and a 6% reduction in the average blood alcohol concentration level. There was a 3% reduction in alcohol-related personal injury crashes. Despite a 20% increase in vehicle registrations, there was a 7% decrease in alcohol-related traffic crashes.

The summary further shows that 84% of the alcohol-related crashes involved males and only 16% involved females (see Figure 3). In non-alcohol related crashes, males were involved in 53% and females in 47%. The alcohol-related crashes were the highest for the group age 24 years and under (see Figure 4). The 21-24 year age group led with 29.4%; the age group, 20 years and under, followed with 25.2%. The 25-29 years age group was the next highest with 20.2%. After age 35, the alcohol related crash age group seemed to gradually drop from 5.4% to 3% at age 65.

The study confirms the fact that the weekends are the most dangerous days of the week for alcohol related crashes (see Figure 5). Saturday led with 26.1% of the crashes. The most dangerous hours for alcohol related crashes were between 2400 and 0200 hours with 23.5%, 2200 and 2400 hours at 18.5%, and 0220 and 0400 hours with 14%. The month of April had the highest percentage of alcohol related crashes with 122 occurring (see Figures 6-8). April showed the highest number of DUI arrests in 1983 with 260 arrests for the month.

The State of Virginia, through its Division of Motor Vehicles (DMV) and the Virginia State Police, has reacted in a positive manner by developing its own version of bumper stickers and signs. News articles announcing its participation in a R.A.I.D. campaign have been released. Billboards are to be utilized as available. Inquiries to the Virginia Beach Police Department have been received from other states, and as far away as Australia. Information has been dispatched to those inquiring.
DISCUSSION

Operation R.A.I.D. is not a stunt or gimmick. It is a viable method to detect drinking drivers and, through reporting by the citizens, the means to their being removed from the highway in a speedy manner. R.A.I.D. has built-in safety guards for those who might feel an infringement of rights. Probable cause must be justification for apprehension. Callers are protected in the arrest and court procedures in that they do not have to divulge their identity. Wives do report husbands; husbands, their wives; children, parents; and parents, children. Friends have reported friends. Better to have one angry than one dead is the opinion of those reporting.

With reference to the matter of legal rights, VODD believes that, since driving is a privilege instead of a right, a drunk driver is actually violating the rights of the public to a safe highway.

There seems to be no one single profile of a drunken driver, nor one simple approach to this complex problem. Therefore, the Operation R.A.I.D. brochure contain a list of several drunk-driving detection clues, such as erratic braking, weaving in and out of lanes, swerving, drifting off the road, and headlights off. During the hours of darkness most drunk drivers will exhibit one or more of these behavior patterns. The 4 defenses everyone has against intoxicated driving were listed. Food: eat before and/or while drinking. Rate: the amount of alcohol consumed per hour determines the blood alcohol concentration. Time: once an individual's blood concentration has been established, time is the only thing that can reduce it. The body eliminates alcohol at an average rate of about .015% per hour. The amount of alcohol consumed over a period of time and whether or not the body has eaten are factors in level of intoxication. A full stomach and less alcohol over a period of time reduces the risk of driving intoxicated later. Safety belts: belts reduce the chance of serious injury or death by 60%. Your chances of surviving a crash are 25 times greater if you are secured by a safety belt. A chart to be used only as a guide, illustrated alcohol effects at varying weights and the relative probability of a crash after drinking at blood alcohol concentration (percent or grams of alcohol per 100ml of blood) levels beginning with total sobriety and ending at .20%. The brochure, further, included the predictable costs of a drunk-driving arrest and the practical methods for reporting an intoxicated driver.
CONCLUSION

Those involved with VODD found it particularly gratifying to see a "ray of hope" provided by Operation R.A.I.D. At last there appeared to be the beginning of a positive, cooperative attitude and effort developing between the citizens, anti-drunken driving organizations, enforcement and treatment agencies, and local, city, and state officials. The system became involved and worked constructively toward attacking the insidious problem, intoxicated driving.

It would appear that the end result of this pilot program was an increased general awareness by the public to the dangers of drinking and driving, and perception by the drinking driver that there would be increased enforcement against drunken driving, that in fact more eyes would be watching for swift reporting of incidents. The citizens felt that they were actually aiding enforcement in "doing something about this problem." This type of campaign, which can be an on-going one, will serve to educate, enforce, deter, and intervene.

From the statistical data in this report, one can conclude that this pilot program was a success.

ACKNOWLEDGEMENTS

I want to take this opportunity to thank Sgt. James E. Howland and MPO Paul Lanteigne, Virginia Beach Police Department, who were instrumental in developing Operation R.A.I.D. (Report All Intoxicated Drivers) in Virginia Beach, Virginia. The material presented in this report is drawn exclusively from that program. Art work was performed by Frank Sayles of the City of Virginia Beach Print Shop.

R.A.I.D. photograph, graphs, and charts were from D.U.I. Enforcement Evaluation: Executive Summary 1984, City of Virginia Beach, Virginia, Department of Police.
Operation R.A.I.D.

Report All Intoxicated Drivers

In Virginia Beach call 911

Figure 1. Campaign poster: Operation R.A.I.D.
Accidents by Sex

NON-Alcohol Related

FEMALES
47%

53%
MALES

Alcohol Related

16%
FEMALES
84%
MALES

Figure 2. Accidents statistics for 1983 (1984 DUI Evaluation Summary).
Figure 3. DUI arrest 1974-1983.

Figure 4. Accidents by age.
Figure 5. Accidents by day of week.

Figure 6. Accidents by time of day.
Figure 7. 1983 DUI arrests by month.
Figure 8. 1983 alcohol-related accidents.