

**The Bill Blackwood
Law Enforcement Management Institute of Texas**

**The Effectiveness of Law Enforcement Efforts to Reduce Alcohol
Consumption Among Minors**

**An Administrative Research Paper
Submitted in Partial Fulfillment
Required for Graduation from the
Leadership Command College**

**By
Douglas E. Lauersdorf**

**Friendswood Police Department
Friendswood, Texas
January 2007**

ABSTRACT

Throughout history, alcohol has been a problem for society in various ways, but more importantly is the problem of its consumption by those who are underage. The consumption of alcohol by minors needs to be curbed not only because it is illegal, but also because of the devastating effects it causes in terms of financial, emotional and social losses. The purpose of this research is to determine whether or not law enforcement efforts aimed at reducing minors' use of alcohol are effective. It is hypothesized that law enforcement efforts are effective in reducing minors' use of alcohol. This research reviewed past and current literature related to minors and alcohol and sent letters (with a survey attached) to police departments throughout Texas inquiring about data related to incidents involving minors and any special programs that target enforcement on minors' consumption of alcohol. A review of past and current literature and primary research revealed that law enforcement's efforts and programs have been successful at reducing the underage consumption of alcohol. Their efforts have both been successful in the area of reactionary and proactive programs such as minor stings, "Cops in Shops," Shoulder Taps," "Party Patrols," and DWI/DUI units in lessening consumption of alcohol and incidents involving minors and alcohol. However, the literature also revealed that the success of efforts and programs have currently stalled in the area of DWI/DUIs nationally. Even though the research revealed success by law enforcement, the research also revealed law enforcement in general has not fully utilized and/or implemented the various tools in place to address the enforcement and education of underage involvement in alcohol. The reasons for a law enforcement agency not taking full advantage runs the gamut of reasons, which are, but not limited to: lack of funds, manpower, leadership, comprehensive plans and strategies, extent of problem (knowledge and empathy), community partnerships. The opinion of this researcher is

that the State of Texas needs to develop a comprehensive plan that illustrates the importance for law enforcement to consider how to determine and at what extent the alcohol consumption by minors is prevalent in their community. It is also important to determine how law enforcement can build alliances, coalitions and partnerships in their communities to garner support for their efforts. It is also important to provide: a list of programs that are available to be used to attack the different areas in which minors obtain and use alcohol, a catalog of training courses that are available to law enforcement officers to develop skills and confidence in working DWI/DUIs, and a program or information on how to determine whether or not their efforts are successful or not at lessening the consumption of alcohol by minors and the number of incidents related to minors' use of alcohol. This research is relevant to law enforcement because it is the duty of law enforcement to serve their communities and to do so in a manner that is most efficient and effective as possible. There is no duty more important than to protect and care for our youth. Local police departments that have been successful in their efforts to lessen the use of alcohol and the number of incidents related to the use of alcohol by minors will be affected by this research in that law enforcement agencies can use this supportive data to support the continued use of manpower and resources utilized. Local police departments that have identified that more effort could be done in their community will be affected by this research paper in that they can use the data to support any proposals to fund programs aimed to lessen the use of alcohol by minors.

TABLE OF CONTENTS

	Page
Abstract	
Introduction.	1
Review of Literature	3
Methodology	21
Findings	22
Discussions/Conclusions	29
References	33
Appendices	

INTRODUCTION

Throughout history, alcohol has been a problem for society in various ways. More importantly, is the problem of its consumption by minors. This researcher has observed the devastating effects of the consumption of alcohol by minors: injuries sustained in accidents, assaults, fights, date rapes and alcohol poisonings. The majority of the population in today's society either has experienced firsthand or has been made aware of the problems the uses of alcohol by minors have caused. More than one-third of Americans report that alcohol has caused problems in their immediate family. (Newport, 1999). The problems associated with the use of alcohol by minors are financial, social and emotional losses. There is ample research and data linking minors' use of alcohol to violence, sexual assault, unwanted pregnancies and educational failure. There are also the injuries and deaths that are the result of operating a motor vehicle while under the influence of alcohol. (Pacific Institute, 1999). Alcohol is one of the most common contributors to injury, death and criminal behavior among youth. (U.S. Department of Health and Human Services, 1992). Youth alcohol use costs the nation over \$58 billion dollars annually as a result of traffic crashes, violent crime, burns, drownings, suicide attempts, alcohol poisoning and alcohol abuse treatment costs. This equates to \$266 per year for every man, woman and child in the United States. (Pacific Institute, 1999). More than 100,000 deaths are attributable to alcohol consumption each year, and the economic costs associated with alcohol problems total more than 100 billion annually. (Rice, 1999). Alcohol is the drug of choice used by young people. (Johnston, O'Malley, & Bachmann, 1998). Many people consider alcohol consumption by minors as a "normal rite of passage." The use of alcohol by minors has been and will more than likely always be a problem. Alcohol is a legal and socially accepted product that is consumed by adults. Therefore, it will always be available to minors. Because alcohol is

both a legal and socially accepted product, it is difficult for law enforcement and communities as a whole to curb minors' use, although progress has been made. Americans and the justice system are taking serious the problems created by drunk driving. Alcohol related crashes are no longer considered "accidents." (Pacific Institute, 2002). Until alcohol becomes a less than socially acceptable product, no real appreciable gains can be expected in drastically reducing minors' access to alcohol.

A considerable amount of work has been done over the last few decades to curb the consumption of alcohol by minors. This has been addressed through education, prevention, treatment and enforcement. Alcohol and its effect on society has long been a concern of law enforcement. With the community policing movement, law enforcement can no longer solely respond with a reactionary method. It is important that law enforcement take seriously the role of "community caretaker" and focus its efforts through both reactionary and proactive methods.

The purpose of this research paper is to determine whether or not law enforcement efforts are effective in reducing minors' use of alcohol. The intended method of inquiry will look at both past and current research that focuses on the consumption of alcohol among minors to determine the extent of the problem and particularly the access of alcohol, which directly pertains to law enforcement. Letters will be sent to police departments throughout Texas that vary in size, location and jurisdiction to inquire about the following: data on alcohol-related incidents involving minors, data on numbers of enforcement actions taken on minors that are alcohol-related, i.e. DWI, DUIABM, MIP, Minor Consuming, data on any ordinances that are aimed at reducing minors' use of alcohol through use of deterrence and enforcement, i.e. open party ordinances, nuisance abatement ordinances, etc., and data on any special programs that target enforcement on minors' consumption of alcohol, i.e. alcohol minor stings, stings targeted

at adults buying for minors at store locations, “Shoulder Tap,” “Cops in Shops,” establishment checks, DWI units, “Party Patrols” (program used by Albuquerque Police Department), and any alliances or partnerships.

The anticipated findings propose the efforts by law enforcement are effective in lessening the consumption of alcohol by minors and the number of incidents related to minors’ use of alcohol. However, the research also will show that the degree of effort in the area of reactionary and proactive enforcement and special programs vary and are mostly minimal. The research will show that by and large departments are mostly reactive in their efforts. The research will further find that departments lack in having a comprehensive plan or strategy in reducing minors’ consumption of alcohol.

Ideally, the research will support the efforts and funding for the use of manpower and resources utilized by law enforcement to reduce the consumption of alcohol by minors. Those who are affected are: minors, friends, loved ones, schools, communities and the law enforcement community. The law enforcement community will be affected providing that their efforts are successful. More efforts need to be directed at developing a comprehensive plan that fully utilizes the funds, research and laws which are currently used and available to law enforcement in hopes to reduce the consumption of alcohol by minors.

REVIEW OF LITERATURE

A review of the literature revealed the following information on alcohol consumption and the problems associated with the irresponsible use of alcohol. This overview will include information and data on both adults and minors. This researcher has included adults in this to give a more complete picture and hopefully a full understanding of the effects of alcohol

consumption. However, the purpose of this paper is to review the effectiveness of law enforcement efforts to reduce alcohol consumption among minors and because of this the review will mainly focus on information and data that pertains to minors.

A review of the literature revealed the following information on the extent of alcohol consumption among adults. In 2002, 54.9 % of U.S. adults (18 years and older) reported drinking at least one drink in the past month. The prevalence of past-month alcohol consumption was higher for men (62.4%) than for women (47.9%). (SAMSHA, NSDUH, 2002). An estimated 119 million Americans aged 12 or older were current drinkers of alcohol in 2003 (50.1 percent). (Department of Health and Human Services, 2003).

Binge drinking is generally defined as having five or more drinks on one occasion, meaning in a row or within a short period of time. (Naimi, 2003). However, among women, binge drinking is often defined as having four or more drinks on one occasion. (NIAAA, 2004) (Wechsler, 1998). About one in three adult drinkers in the United States report past-month binge drinking, and this ratio has changed very little since the mid-1980s. (Serdula, 2004). In 2001, there were approximately 1.5 billion episodes of binge drinking in the U.S. binge drinking rates were highest among those aged 18 to 25 years; however, 70% of binge drinking episodes occurred among those aged 26 years and older. (Naimi, 2003). Binge drinkers were 14 times more likely to report alcohol-impaired driving than non-binge drinkers. (Naimi, 2003).

On a positive note most Americans do not drink or drink infrequently. According to the National Household Survey on Drug Abuse (an interview survey carried out in homes), about 46 percent of adults 21 years of age and older report that they did not consume any alcohol in the past month and an additional 26 percent report drinking once a week or less. (Office of Applied Studies, Substance Abuse and Mental Health Services Administration, 1998). Among adults, 46

percent did not drink at all, and 31 percent drank but did not have five or more drinks on any occasion. That is, 77 percent of adults do not drink at a hazardous level. Binge drinkers are 23 percent of the population, but drink 76 percent of the alcohol. Frequent bingers are only 7 percent of the population, but drink 45 percent of the alcohol. (NSDUH, 2002).

A review of the literature revealed the following information on the extent of alcohol consumption by minors. As stated earlier, alcohol is the drug of choice used by young people. (Johnston, O'Malley, & Bachmann, 1998). By the 12th grade, more than 80 percent of adolescents have experimented with alcohol, more than 50 percent reported drinking within the previous month and more than 30 percent report consuming five or more drinks in a row in the past two weeks. (Johnston, O'Malley, & Bachmann, 1998). In 2003, 44.9 percent of 9th through 12th graders reported drinking alcohol on one or more of the past 30 days and prevalence of current drinking was higher for females (45.8%) than among males (43.8%). (CDC, YRBS, 2003). In 2003, 28.3% of 9th through 12th graders reported binge drinking (having five or more drinks of alcohol in a row or within a couple of hours) at least once during the past 30 days. The prevalence of binge drinking was higher for males (29%) than among females (27.5%). (CDC, YRBS, 2003). It should be noted that as of 1988, all states prohibited the purchase of alcohol by youth under the age of 21 years. (CDC, 2004).

A review of the literature revealed the following information on the costs associated with alcohol consumption among minors. Alcohol use is a leading risk factor in the three leading causes of death among youth: unintentional injuries (including motor crashes and drownings), suicides and homicides. Other adverse consequences of underage drinking include risky sexual behavior and poor school performance. (CDC, YRBS, 2001). In 1998, more than 7,700 drivers under age 21 were involved in fatal crashes while impaired by alcohol. (NHTSA, 1999). Youth

alcohol use costs the nation over \$58 billion annually as a result of traffic crashes, violent crime, burns, drowning, suicide attempts, alcohol poisoning, and alcohol abuse treatment costs. This equates to \$266 per year for every man, woman and child in the United States. (Pacific Institute, 1999).

A review of the literature revealed the following information on the costs associated with alcohol consumption by adults and minors. More than 100,000 deaths are attributable to alcohol consumption each year, and the economic costs associated with alcohol problems total more than 100 billion annually. (Rice, 1999). More than one-third of Americans report that alcohol has caused problems in their family. (Newport, 1999). In 2000, there were approximately 85,000 deaths attributable to either excessive or risky drinking in the U.S., making alcohol the third leading cause of death. (Mokdad, 2004). Alcohol-related deaths in the United States vary considerably by state and are directly related to the amount of alcohol consumed and the pattern of alcohol use. (CDC, 2004).

Alcohol is a factor in 35 percent of crashes in the United States. Alcohol-related crashes in the United States cost the public more than \$100 billion in 1998, including more than \$40 billion in monetary costs and almost \$70 billion in quality of life losses. Alcohol-related crashes are deadlier and more serious than other crashes. People other than the drinking driver paid \$51 billion of the alcohol-related crash bill. The average alcohol-related fatality in the United States costs \$3.2 million: \$1.2 million in monetary costs and \$2 million in quality of life losses. The estimated cost per injured survivor of an alcohol-related crash averaged \$79,000: \$36,000 in monetary costs and \$43,000 in quality of life losses. Alcohol-related crashes accounted for an estimated 16 percent of the \$127 billion in U.S. auto insurance payments. Reducing alcohol-

related crashes by 10 percent would save \$3 billion in claims payments and loss adjustments. (NHTSA, 2000).

In 2002, 42,815 people were killed on the nation's highways and an additional 3.03 million people suffered serious injuries. Motor vehicle crashes remain the leading cause of death and disability for Americans between the ages of 2 and 33. (NHTSA, 2003). Traffic crashes cost our nation \$230 billion or 2.3 percent of the U.S. Gross Domestic Product in 2000 alone. Annually, traffic crashes cost every American an average of \$820, amounting to \$81 billion in lost productivity, \$32.6 billion in medical expenses, and \$59 billion in property damage. Furthermore, each critically injured crash survivor incurs an estimated \$1.1 million in crash-related expenses over a lifetime, a hard cost figure that does not take into account the physical and psychological suffering of the victims and their families. (NHTSA, 2003).

A review of the literature revealed the following information on minors' access to alcohol. Research shows youth, as a whole, do not have difficulty obtaining alcohol through parents, relatives, older friends and strangers who buy for them as favor or for a fee. (Harrison, Fulkerson, Park, 2000; Preusser, Ferguson, Williams, & Farmer, 1997; Wagenaar, Finnegan, Wolfson, Anstine, Williams, & Perry, 1993, Wagenaar & Holder, 1995). Youth report that their most common sources of alcohol are people over the age of 21. (Wagenaar, Tooney, Murray, Short, Wolfson, & Jones-Webb, 1996). For drinkers 18 to 20 years old, 68 percent stated that they obtained alcohol from someone over 21 years old on their last drinking occasion. By comparison, only 14 percent in this same age group got their alcohol most recently from a commercial outlet. (Wagenaar et al., 1996).

One-third of 6th and 9th graders obtain alcohol from their own homes. (The National Center on Addiction and Substance Abuse @ Columbia University, unknown). Children cite

other people's homes as the most common setting for drinking. (TNCASACU, unknown). Research conducted by the Teenage Research Unlimited and Wirthlin Worldwide for The Century Council revealed that 65 percent of youth who drink report obtaining alcohol from family and friends. A separate survey conducted by Wirthlin revealed a majority of parents believe family and friends are also the leading source of alcohol for today's youth as well. The research indicates only 7 percent of youth who drink report obtaining alcohol from a store, bar or club that does not check identification. Other sources include fake identification and asking strangers to buy alcohol. (The Century Council, 2006).

Research also shows parents are the most influential factor in a child's decision not to drink. According to the last several Roper polls, such as the 2002 Roper Youth report, 71 percent of youth identify their parents as having the most influence on their decision whether to drink alcohol or not. Friends and peers are a distant second. (Roper Youth report, 2002). With the increased enforcement of illegal vendor sales, youth are seeking out other adults to obtain their alcohol. (Powell and Willingham, 2004). Parents and adults can have an affect on minor's access to alcohol. (The Century Council, 2006). Because of the aforementioned the enforcement related to these third-party transactions needs to be a high priority. (Powell & Willingham, 2004). Young people still report that alcohol is readily available from a variety of sources. According to Mosher and Stewart (1999) it is because law enforcement is not proactively enforcing current laws. Effective enforcement of the law can substantially reduce youth alcohol access. (Grube & Agostinelli, 2000). Adults that provide alcohol to minors can be held accountable for their actions through enforcement and policy approaches aimed at social availability of alcohol. (National Research Council and Institute of Medicine, 2004). "Shoulder Tap" operations focus on third-party transactions of alcohol that involve adults purchasing

alcohol for youth. Social host liability laws and proactive party patrols and controlled party dispersal operations may also deter adults from hosting underage parties and providing alcohol to minors. (Pacific Institute, 2002). In a study of alcohol sales to apparent minors and pseudo-intoxicated persons in a city in northern California researchers reported that apparent minors were able to purchase alcohol 39 percent of the time, while pseudo-intoxicated customers were served alcohol 58 percent of the time. (Freisthler, 2003). This study and the aforementioned reveal that laws related to minors access to alcohol are not being adequately enforced or implemented. (Freisthler, 2003).

A review of the literature revealed the following information on laws related to minors' consumption of alcohol. As stated earlier, as of 1988, all states prohibited the purchase of alcohol by youth under age of 21 years. (CDC, 2004). Laws establishing 21 as the minimum purchase age have been shown to be extremely effective in reducing alcohol consumption and consequences. (Wagenaar, 1993). More than 17,000 lives have been saved through reductions in alcohol-related traffic crashes. (NHTSA, 1998). There have also been reductions in other injuries, homicides, suicides and other problems involving alcohol. (Jones, Pieper, & Robertson, 1992).

The passage of zero-tolerance laws has been shown to reduce traffic crashes among young people. (Hingson, Heeren, Howland, & Winter, 1991). In order to be fully effective communities should utilize two or more strategies. By combining two or more strategies a synergistic effect can occur which are greater than the effects of a single strategy. (Blomberg, 1993). "Zero-tolerance" refers to laws enacted by states establishing low blood alcohol contents (BACs) of .00 to .02 for drivers under 21. (Stewart, 1998). The establishment of these low BAC limits has resulted in decreases of about 20 percent in alcohol-related crashes among young

people. (Dejong & Hingson, 1998). It is obvious that proactive enforcement of zero tolerance laws can protect young people from the dangers of combining alcohol and driving. (Stewart, 1998).

A review of the literature revealed the following information on laws related to minors and adults driving while intoxicated and minors driving while impaired. An institute study found Administrative License Suspension (ALS) laws reduce the number of drivers involved in fatal crashes by about 9 percent during nighttime hours when alcohol is very likely to be involved. (IIHS: HLDI, 2004). In 1982, 26,000 alcohol-related fatalities occurred nationwide. By 1994, alcohol-related fatalities had dropped to about 17,300 because of new state and national laws, media attention, more law enforcement and an increase in public recognition of the seriousness of impaired driving. (NHTSA, 2003). By 1994, the downward trend in impaired-driving deaths appeared as if it would continue for the near future. Statistics showed a marked reduction in crashes involving drivers with low levels of blood alcohol concentration (BAC), and an even greater reduction in alcohol-related crashes involving drivers with high BAC levels. However, drivers with high BAC levels continue to be problematic. In 2004, high BAC drivers were involved in 58% of the alcohol-related traffic fatalities (Appendix V). (NHTSA, 2004). The median BAC level for drivers involved in fatal crashes is 0.16. (NHTSA, 2003). The largest drop in crash fatalities occurred in the teenage group, mainly due to federally mandated zero tolerance (per year of age) ages 21 and 24, fatalities dropped by almost 50 percent between 1982 and 1994. Between 1994 and 2002, there was no improvement. There were an estimated 17,419 alcohol-related fatalities in 2002, over 100 more deaths than occurred in 1994. (NHTSA, 2003). However, there were an estimated 16,694 alcohol-related traffic fatalities in 2004, a slight drop in alcohol-related fatalities compared to 2002 (Appendix I & II). (NHTSA, 2004). Hopefully,

this drop will continue in the future. In 1995, 36 percent of all crash fatalities among youth aged 15 to 20 years were alcohol-related. (Samber, 1997; NHTSA, 1997). From 1997 through 2002, 2,355 children died in alcohol-related motor vehicle crashes; 1,566 (68%) of these children were riding with a drinking driver. (CDC, MMWR, 2004). Even though the latest statistics show a minor drop in total deaths in the percentage of alcohol-related deaths among youth age 15-20. However, Texas still leads the nation in alcohol-related deaths among young people (Appendix II). (NHTSA, 2004). Youth under 21 alcohol-related traffic fatalities decreased 59 percent from 1982 to 2004 (Appendix IV). (NHTSA, 2004). All states have now established low blood alcohol content limits (BACs) of .00 to .02 for drivers under 21.

A study carried out for the National Highway Traffic Safety Administration found that there are several barriers that prevent young drivers who are impaired or intoxicated from being arrested. For instance, young people do not drink and drive in the same places that adults do. Most DWI enforcement is conducted where adults typically travel (main highways and roadways). Youth tend to drink on weekends and earlier in the evening than adults. This is also when the demands for police service are at its peak, which can draw officers away from time-consuming DWI work. Young impaired drivers may exhibit different driving behavior that is in contrast with adult impaired drivers. Their driving habits may appear risky and aggressive. This behavior may appear to the officer as “showing off” rather than impaired. DWI arrests in general tend to be time consuming. Due to special requirements that must be made for juveniles a DWI arrest can be even more time consuming and difficult. In order for law enforcement to be more effective and efficient in the enforcement of impaired-driving laws among young drivers it is important to try to overcome the barriers to enforcement. Some of the key approaches to overcoming barriers include. Vigorous enforcement requires that officers be encouraged by

management to actively pursue impaired drivers. It also requires that DWI enforcement be a significant part of performance measurement and the management take a proactive rather than a reactive approach to impaired driving. Tools such as passive breath sensors or preliminary breath testing devices can be extremely valuable in detecting young drinking drivers, especially at low BACs. (Stewart, 1998). In order for law enforcement to be fully efficient and effective it must garner the community's support and understanding of the extent of the problem of underage drinking and driving and of the resources need to combat the problem. The bottom line is that law enforcement can only enforce to level that the community they serve will support. (Stewart, 1998).

This researcher, a police officer, can attest to the aforementioned. However, it not only applies to the enforcement of laws directed at our youth. Nor is it prudent to not support and defend our officers of the law for enforcing our laws on adults. The following is a good example of how important it is to gain the public's support, especially proactive programs that are aggressive and that target our citizens that are not society's atypical criminal. Because alcohol is still a socially accepted consumer product and its laws (DWI, P.I.) affect the "common man," it is important to garner and maintain the support of our community when proactively enforcing alcohol laws. In an article entitled, "Lawmakers to Review Bar Busts by TABC in 'Last Call' Program" published in a police newspaper, *The BLUES*, (source: Austin Associated Press, 2006) Because of complaints and news coverage Texas lawmakers plan to review a statewide drinking crackdown that uses undercover agents to arrest drunk people in bars. The Texas Alcoholic Beverage Commission program, aimed at reducing public intoxication and drunken driving, which has resulted in more than 2,200 arrests or citations since it began in August of 2005, has come under intense criticism. The program was criticized after news reports following

the most recent busts at thirty Dallas area bars this past March. “I’m getting all those same e-mails, the Nazi, Taliban, Gestapo e-mails, “ said commission spokeswoman Carolyn Beck. “I don’t really understand the hateful outrage. I don’t understand, ‘Die in a fire.’” (Associated Press, 2006). It really should not be that hard to understand knowing who “pays the price” in this program. Even supportive business owners may have difficulty supporting a program that targets their paying customers, especially while still in their establishment. The arrests or issuance of a citation to one or two “rowdy” customers may not draw a negative eye, but more could push the envelope and test an owner’s support, and of course our “good citizens” who are not out “intentionally” to commit a crime and their friends and relatives will also find it difficult to support this. It will be interesting to see how this plays out.

This researcher observed that a Southeast Texas police department has experienced over the past four years or so a great deal of success in the area of reducing impaired or intoxicated drivers. This has been a direct result of what was described in the aforementioned. The administration from the chief of police to the first line supervisors made the decision that enforcing all alcohol-related laws was a priority. The administration also made it clear that the enforcement of these laws was expected and would reflect in the officers’ evaluations both positively and negatively. The administration created an environment that was conducive to success. They gave and showed strong support to the efforts of the supervisors and line staff. The officers were given training to provide them with the necessary skill sets and confidence to work DWIs/DUIs. Preliminary Breath Testers were purchased in order to help with the training of officers and as a tool in determining probable cause. Teamwork was encouraged to help the less experienced officers and to lessen the burden that is associated with these arrests. As a result, the department saw an increase in DWI/DUI arrests by 500% in a one-year period.

There are nearly 1.5 million Driving While Intoxicated (DWI) arrests each year in this country, making impaired driving one of the most frequently committed crimes. Mid-America Research Institute conducted a research study for the National Highway Transportation Safety Administration. (NHTSA, 2003) to examine one community's efforts to improve their DWI enforcement program, with the goal of streamlining their process, and ultimately, decreasing alcohol-related fatalities. A Central Texas police department modified their DWI program in 1999. A key feature of the program was the development of a full-time team of DWI specialists. These officers patrol streets in two-person teams looking for impaired drivers. They are also available to assist general patrol officers in processing DWI offenders, thus relieving the burden on those officers so that they can return to their patrol duties. The program includes enhanced training for officers in DWI enforcement. Rookie officers now accompany members of the DWI team for four weeks to gain hands-on experience in identifying and processing DWI suspects. Another change in their program is assigning liaison officers to work with the courts to track DWI cases. The liaison monitors court schedules and calls in the arresting officer only when the officer needs to testify. The department also offers administrative license revocation (ALR) hearings by telephone.

The number of DWI arrests had been trending down from about 3,500 in 1990 to only 2,000 in 1996, and had been holding steady from 1994 through 1997. With the start of a part-time DWI task force in 1998, arrests increased to 4,077, an increase of 48 percent over the 2,747 arrested for DWI in 1997. A further increase to 4,500 occurred in 1999 during the transition from the task force to the full-time DWI unit. The arrest rate remained at a high level in the following two years, with only a slight dip in 2001. (NHTSA, 2003).

Conviction rates for DWI cases adjudicated in county courts in Travis County (this department's county) increased from approximately 70 percent in 1996 to 77 percent immediately after the start of the program. This 7 percent increase in conviction rates remained in effect through the year 2001. Mid-America analyzed fatality data using an interrupted time series data analysis. There was a statistically significant 25 percent reduction in alcohol-positive drivers (that is, drivers with a blood alcohol concentration [BAC] of .01 or above) in fatal crashes ($p=0.037$), compared to what would have been expected without the enforcement program. Analysis of data from the rest of the state showed no significant change, leading to the conclusion that the improvements in the DWI enforcement system were likely responsible for the decrease in alcohol-positive drivers in fatal crashes. (NHTSA, 2003).

As illustrated above, when the following key points are present, DWI enforcement can be effective: Strong leadership and support provided by the chief administrator. Conduct formal classroom training and field training to provide the officers with the necessary skill sets and confidence. Institute specialized units and/or programs directed solely at alcohol-related crimes. Develop teamwork.

A review of the literature revealed the following information on Minor Stings used to reduce underage access to alcohol. One of the most efficient and effective methods to assess and reduce underage access and consumption of alcohol is through the use of compliance checks. Compliance investigations serve to assess the availability of alcohol, gain voluntary compliance by retailers and send a message to minors that alcohol access and consumption is not acceptable and will not be tolerated. (Willingham, 1999). In an article published by the Connecticut Post on November 30, 1999, reported that a municipal police department in Connecticut found success in a series compliance checks using undercover minors. The department was able to

reduce illegal sales to minors from over 70 percent to less than 10 percent in six months. (Willingham, 1999). A comprehensive program implemented in three experimental communities as part of the Community Trials Project Administered by the Prevention Research Center found success in the use of compliance checks. The study found that outlets in the experimental sites were about half as likely to sell alcohol on a post-test purchase survey as outlets in the comparison sites, dropping from a range of 33 percent to 72 percent to a range of 4 percent to 33 percent. (Grube, 1997). In Colorado, a compliance check program resulted in reduced sales to underage police cadets from 58 percent to 26 percent over a 10-month period, during which three enforcement operations were conducted. (Preusser, Williams, and Weinstein, 1994). Another report cited similar or greater declines in two local programs. (Fitch, O., Toomey, T.L., Gehan, J.P. & Wagenaar, A.C., 1998). The State of Florida has maintained a compliance rate of 88 percent to 90 percent because of 20 years of consistent compliance investigations. (Pacific Institute, 1999). In California, The Department of Alcohol Beverage Control (ABC) reports that cities participating in compliance check programs have significantly decreased the number of licensees selling to minors during the compliance checks, from more than 30 percent to less than 10 percent. (Stroh, 1998). This researcher observed in 2002, that a local police department in partnership with Texas Alcoholic Beverage Commission (TABC) started conducting Minor Stings in a local community. The local police department was tasked with the enforcement of the criminal laws and TABC was tasked with the enforcement of the administrative laws. Not too long after, a local non-profit organization, Bay Area Alliance, formed a partnership with TABC to assist in Minor Stings. At that time the local police department, TABC and Bay Area Alliance formed a partnership to assist each other in Minor Stings. Bay Area Alliance has been of great assistance to TABC and the local police department

in making Minor Stings more efficient and effective. The greatest help that Bay Area Alliance has provided is that through their partnership with Clear Creek Independent School District, they provide the buy-money for the Minor Stings, but more importantly they provide minors to be used as decoys. This researcher found through discussions with other departments that these two aspects of Minor Stings are the most difficult obstacles to overcome in having Minor Stings. The local police department and its partners were able to reach their goal of 100 percent compliance in two years. The local police department and its partners will continue to conduct the Minor Stings on a quarterly basis to ensure compliance.

Another enforcement program aimed at reducing minors' consumption of alcohol is the "Cops in Shops" program. This method of enforcement targets the minors themselves as opposed to the adult, which is the enforcement target in the Minor Sting and the "Shoulder Tap" program. The Century Council, an education and prevention organization funded by the alcohol industry, developed the "Cops in Shops" program in 1993 as a strategy for apprehending young people attempting to purchase alcohol at commercial alcohol retail establishments. In evaluating the "Cops in Shops" program, PIRE (1999) reports that this strategy has not been specifically evaluated, but it can be used as an adjunct to other methods and a community's strategy to communicate to their citizens that sales to minors are not acceptable. When given a high priority, the education of merchants regarding techniques and responsibilities can be successful. (P.I.R.E., 1999). This strategy has sometimes been found to have some effect alone, but it is most important as an adjunct to compliance checks. (Altman, Rasenick-Douss, Foster & Tye, 1991). The Century Council reports that in 15 states using "Cops in Shops," a survey by the National Association of Governor's Highway Safety Representatives found that the program is very effective at the local level in increasing public awareness and perception of the risks of

arrests. (NAGHSR, 2006). In Indiana, during 950 man-hours when police were staffing retail stores, 333 arrests were made, leading to 474 charges being filed. Of these, 50 were against adults caught trying to buy alcohol for minors. (The Century Council, 2006).

A review of the literature revealed the following information on third-party sales to minors. Research shows that youth have no difficulty obtaining alcohol through parents, relatives, older friends, and strangers who buy for them as a favor or for a fee. (Harrison, Fulkerson, and Park, 2000; Preusser, Ferguson, Williams, and Farmer, 1997; Wagenaar et al., 1993, 1995). Youth report that their most common sources of alcohol are people over the age of 21. (Wagenaar et al., 1996). For drinkers 18 to 20 years old, 68 percent stated that they obtained alcohol from someone over 21 years old on their last drinking occasion. By comparison, only 14 percent in this same group got their alcohol most recently from a commercial outlet. (Wagenaar et al., 1996). It is apparent that operations that focus efforts on these third-party transactions should be a priority and used in conjunction with compliance inspections.

There are methods available to law enforcement to reduce these third-party sales when it involves strangers. When strangers are involved in a third-party sale, the practice is often called “Shoulder Tapping.” “Shoulder Tapping” refers to a minor who approaches an adult and “taps” the person on the shoulder, and asks the adult to purchase alcohol for them. An interesting note is that the California ABC discovered an added benefit to these operations. During one year of the “Shoulder Tap” enforcement program, 37 percent of the adults cited for purchasing alcohol for youth were either on parole, probation, or had outstanding arrest warrants. (Powell & Willingham, 2004).

According to Agent K. Lenihan with the California Alcoholic Beverage Commission (ABC), a study conducted by the University of California at Berkley, although not yet published

at the time this researcher received this information via mail, was able to provide the following findings from the study: males were five times more likely to be contacted (5046 males/ 972 females) and eight times more likely (812 males/ 103 female) to be arrested, arrest rates for females are notably lower in a few districts with high levels of Department Shoulder Tap Programs (DSTP) activities (Bakersfield, GAP, San Jose, Yuba City) and notably higher in Sacramento and Santa Barbara districts, violators are most likely people in their twenties and thirties. The largest single age-group of violators are 21-29 years (370) but violators 30-49 comprise about half of all violators. Shoulder tap buyers are found at all ages, but particularly among adults and middle-aged people, about one-third (303 out of 915) of those arrested were found to be involved with other offenses. About 100 (11 percent) had probation/parole violations, and 71 (about 5 percent) had outstanding warrants. Another 10 percent were under the influence or asking for money and a summary of 148 comments that the suspects made after their arrests. One-third agreed to make a purchase for the decoy because they were willing to do someone a favor to help out. About 7 percent identified with the decoy, saying they had done the same when they were younger. A few even offered to use their own money to purchase the alcoholic beverages for the decoy. About 6 percent of the suspects wanted something in return, usually keeping the change or getting a drink for themselves. One-sixth stated that they knew it was wrong but agreed to make the purchase. Finally about seven percent were resistive after being cited, refusing to accept responsibility for their actions by saying it was entrapment, “set-up” (K. Lenihan, personal communication, January 24, 2006).

A review of the literature revealed the following information on the use of “Party Patrols” as another method used by law enforcement to curb minors’ access to alcohol. In a period of just little over a year, a local police department in New Mexico experienced the tragic deaths of four

minors that were alcohol-related: a stabbing death of a 16-year-old boy, alcohol poisonings of a 14-year-old girl (0.348 BAC) and of an 18-year-old boy, and the alcohol-related suicide of a 15-year-old boy. The local police department came up with an innovative and cost effective program to address this concern. The department conducted research and determined that most party calls were happening on Friday and Saturday nights between the hours of 9:00 p.m. and 3:00 a.m. The department formed specialized teams, "Party Patrols," paid overtime through a state grant that responded to calls-for-service that were related to alcohol-involved parties and proactively patrolled for alcohol-related crimes. When notified of a call, the officers would respond in a pre-planned manner. The officers would respond as a group, surrounding the target home and blocking off potential exit routes to ensure that no one drives from the scene after consuming alcohol. Officers would then make contact with the person responsible for the property. Officers would make contact with all those in attendance to check sobriety. Those who were in violation of the law were cited. Juveniles were released to their parents, and those that were adults were allowed to call for a ride. The results of the underage drinking enforcement program were remarkable. In a three-month period, officers issued 190 traffic citations and 1284 misdemeanor citations. The unit responded to 174 actual party calls and wrote over 380 police reports. Quantities of drugs and drug paraphernalia were seized, and five guns have been confiscated. Twenty-one vehicles were subject to forfeiture proceedings due to nature of the violations present. (Geier, 2003). A North Texas police department also found success with the use of this enforcement method. After almost two years of effort, underage alcohol parties dropped from multiple incidents each weekend to almost one per month. Case filings of Class C offenses in Municipal Court fell 26.2 percent. (Mitchell, 2005). The research

has shown that the efforts by law enforcement have been effective in reducing minors' access to alcohol and incidences involving alcohol.

METHODOLOGY

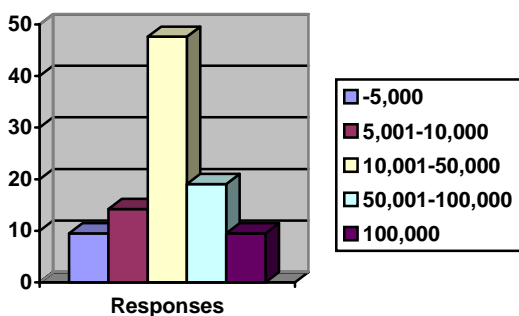
Are law enforcement efforts aimed at reducing minors' use of alcohol effective in lessening the consumption of alcohol by minors and the number of incidents related to minors' use of alcohol? The purpose of this research is to determine whether or not law enforcement efforts aimed at reducing minors' use of alcohol are effective. It is hypothesized that law enforcement efforts are effective in lessening the consumption of alcohol by minors and the number of incidents related to minors' use of alcohol. However, the level of effectiveness will vary among individual departments and law enforcement in general has not fully utilized and/or implemented the various tools in place to address the enforcement and education of underage involvement in alcohol. The intended method of inquiry will look at both past and current research that focuses on the use of alcohol among minors to determine the extent of the problem and particularly the access of alcohol, which directly pertains to law enforcement. Letters will be sent to police departments in the State of Texas to inquire about the following: data on alcohol-related incidents involving minors, data on numbers of enforcement actions taken on minors that are alcohol-related, i.e. DWI, DUIABM, MIP and Minor Consuming, data on any ordinances that are aimed at reducing minors' use of alcohol through use of deterrence and enforcement, i.e. open party ordinances, nuisance abatement ordinances, etc. Data on any special programs that target enforcement on minors' use of alcohol, i.e. alcohol stings, stings targeted at adults buying for minors at store location, "Cops in Shops," establishment checks, DWI units, "Party Patrols," any alliances or partnerships.

A survey will be constructed and distributed to various police departments throughout the State of Texas to help understand the trends and practices of local law enforcement, and the successes and failures of these programs. The survey will be analyzed in the following manner: What percentage of the respondents provided data on the number of alcohol-related incidents? What percentage of the respondents provided data on the number and type of enforcement actions taken against minors' use of alcohol? What percentage of the respondents had municipal ordinances that address incidents that involve minors' use of alcohol? What percentage of the respondents uses each of the following efforts to address alcohol-related issues dealing with minors: minor stings, "Cops in Shops," "Operation Fake Out," "Shoulder Taps" or other? How many times have the above programs been used during the reported period? What percentage of the respondents rated law enforcement efforts as highly effective, somewhat effective and not effective? What percentage of the respondents rated their department's efforts as highly effective, somewhat effective or not effective? What percentage of the respondents provided an opinion on what the local, state or federal government could do to assist local law enforcement efforts in reducing the use of alcohol by minors? What percentage of the respondents answered in the affirmative that their department currently has in place a plan or strategy that specifically addresses the use of alcohol by minors? What percentage of the respondents do not have a plan or strategy would be interested in a plan or strategy? What percentage of the respondents placed the responsibility on parents, teachers, law enforcement, church, or government in educating minors on the use/abuse of alcohol?

FINDINGS

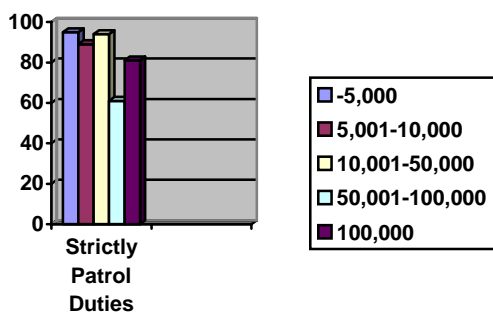
A survey was constructed and sent to various police departments throughout the State of Texas to help understand the trends and practices of local law enforcement and the successes and

failures of these programs. Approximately 123 surveys were sent and, of those, 21 were returned. The following is a summary of what was discovered from the responses. The following is a breakdown on the responses geographically. Of the responses, 9.5 percent were departments with a population of fewer than 5,000; 14.2 percent were departments with a population between 5,001 and 10,000; 47.6 percent were departments with a population between 10,001 and 50,000; 19.04 percent were departments with a population between 50,001 and 100,000; and 9.5 percent were departments with a population exceeding 100,000.



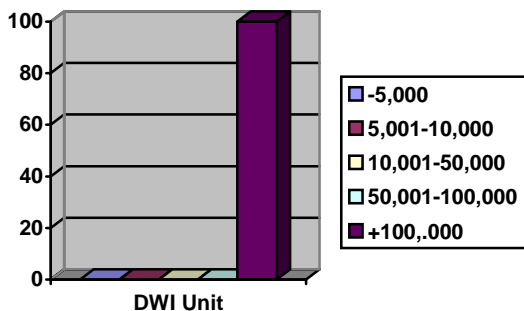
The departments with a population under 5,000 allocated 14 officers to patrol. Departments with populations between 5,001-10,000 allocated a range from 10 to 17 officers to patrol. Departments with populations between 10,001-50,000 allocated a range from 16 to 41 officers to patrol. Departments with a population between 50,001-100,000 allocated a range from 50 to 135 officers to patrol. Departments with a population exceeding 100,000 allocated a range from 120 to 299 officers to patrol. Departments with populations under 5,000 allocated 95 percent of their patrol staff to strictly patrol duties. Departments with populations between 5,001-10,000 allocated 89 percent of their patrol staff to strictly patrol duties. Departments with populations between 10,001-50,000 allocated 94 percent of their patrol staff to strictly patrol duties. Departments with populations between 50,001-100,000 allocated 61 percent of their

patrol staff to strictly patrol duties. Departments with a population exceeding 100,000 allocated 81% of their patrol staff to strictly patrol duties.



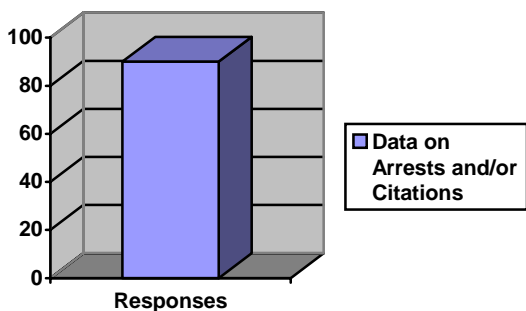
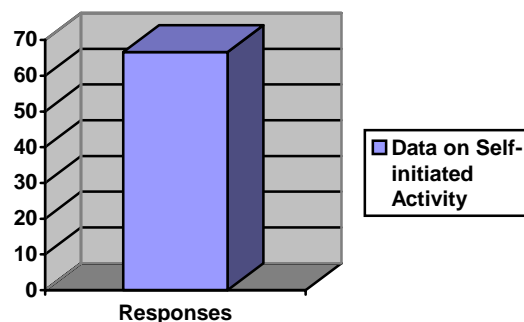
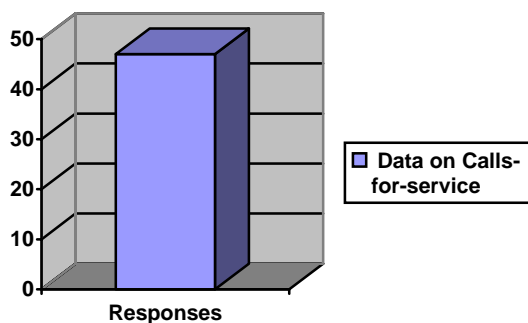
Data revealed that larger departments dedicate more officers to specialized functions. For smaller departments that can not allocate officers to work strictly DWI or alcohol related functions can compensate by training all of their officers with specialized training (HGN and SFST certification) to work DWIs and alcohol-related calls. This researcher should have followed up with the following question. How many officers assigned to regular patrol are given specialized training to work DWIs and alcohol-related calls?

Two point nine percent of the respondents, both of which were departments with populations exceeding 100,000, allocated units to work strictly alcohol-related calls.

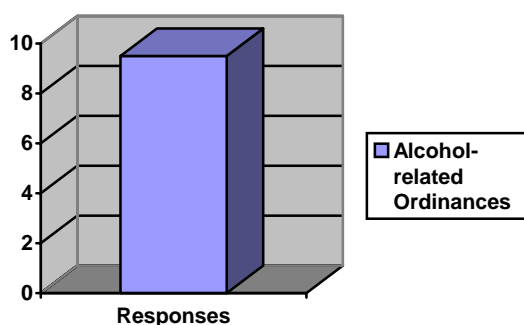


Forty seven percent of the respondents were able to provide data/information on calls-for-service that were related to incidents involving minors. Sixty six point six percent of the respondents were able to provide data/information on self-initiated activity that was related to incidents involving minors. Ninety percent of the departments were able to provide data on the number of arrests and/or citations issued to minors involved in alcohol-related incidents. The information was solicited to determine if departments were able to provide the data. Of those departments that were able to provide data, it would be interpreted that they could easily see trends and problems in their department and be able to use the data to proactively act on that data to

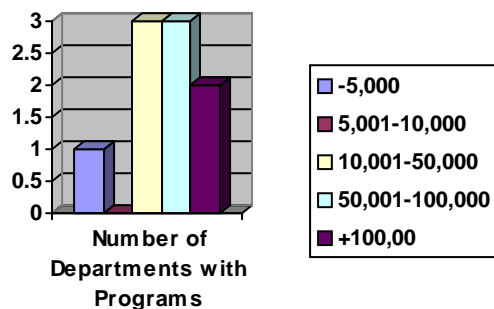
resolve any problems or issues that were alcohol-related.

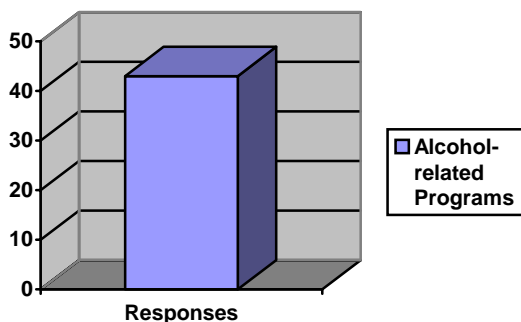


Nine point five percent of the departments had enacted ordinances that addressed incidents involving minors' use of alcohol. Only one identified the ordinance, and that local government's ordinance was an "open party" ordinance.

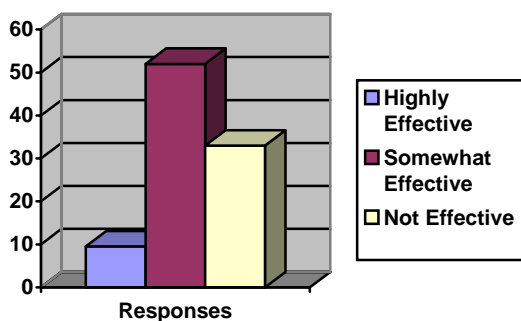


Forty three percent of the departments had programs/efforts in place to address alcohol-related issues dealing with minors: one was in the under 5,000 population, three were in the 10,001-50,000 population, three were in the 50,001-100,00 population, and two were in the exceeding 100,00 population. This researcher extrapolated from this that the size of the department was not a predictor of whether or not a department had or was able to have in place efforts to address alcohol-related issues.





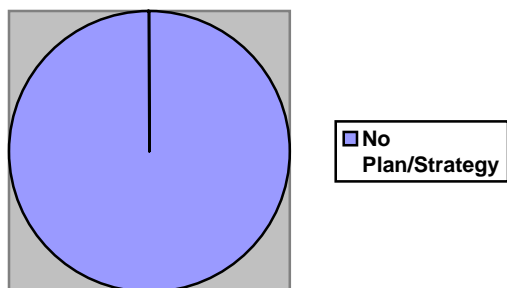
Thirty eight percent of the departments had actually used one or more of their programs during the one-year reporting period. This researcher was able to extrapolate from the responses that the size of the department was a variable in whether or not the department actually used programs/efforts. Ten percent of the departments reported that law enforcement programs/efforts are highly effective. Fifty-seven percent of the respondents reported that law enforcement programs/efforts are somewhat effective. Thirty-three percent of the departments reported that law enforcement programs/efforts are not effective. Fifty two percent of the respondents reported that their department's programs/efforts are somewhat effective. Forty eight percent of the respondents reported that their programs/efforts are not effective.



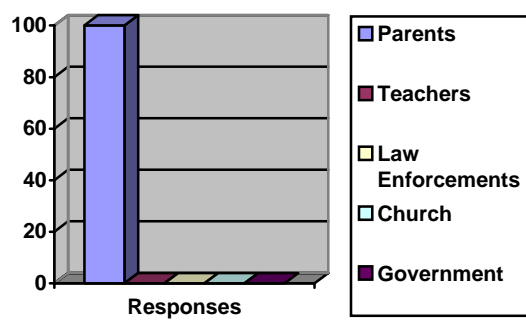
Departments were asked what in their opinion could local, state, or federal government do to assist local law enforcement efforts in reducing the use of alcohol by minors. Thirty three percent of the respondents reported that more funding (grants) was needed to be more proactive

in programs and DWI/DUI aimed at reducing the use of alcohol by minors. Twenty four percent of the respondents reported that they had no opinion or unknown. Forty three percent of the respondents gave the following responses: deferred adjudication detracts from enhancing charges, “State law only” (this could be interpreted that the government has only provided the laws), teen court is not effective, stings help, alcohol usage or abuse has not been a problem or issue in their city, more restrictions on vendors, education does not work. Punitive legal action against parents may help, local DA should accept cases made using 12-20 year olds in stings (Currently, we are required to use a minor for a sting who is 18 or younger. The rules are slanted to protect the retailer). 100 percent of the respondents reported their department does not have a current plan and/or strategy in place that specifically addresses the use of alcohol. However, one

respondent reported that their department has “general orders” in place that are directed at how to handle minors involved in DWI/DUIABM.



100 percent of the respondents reported that in their opinion parents are the most responsible for educating minors on the use and abuse of alcohol. The respondents were given the choice of choosing parents, teachers, law enforcement, church or government.



DISCUSSION/CONCLUSIONS

Alcohol consumption by minors needs to be curbed, not only because it is illegal, but also because of the devastating effects it causes in terms of financial, emotional and social losses. The purpose of this research paper is to determine whether or not law enforcement efforts aimed at reducing minors' use of alcohol are effective. A review of past and current literature and primary research revealed that law enforcement efforts and programs have been effective at reducing minors' consumption of alcohol and the number of incidents related to minors' use of alcohol. Their efforts have both been successful in the area of proactive programs such as minor stings, "Cops in Shops," "Shoulder Taps," "Party Patrols," and DWI/DUI units, and reactionary in lessening consumption and incidents involving minors. However, the literature also revealed that the effects of the efforts/programs have currently stalled in the area of DWI/DUIs nationally. It should be noted that this researcher's primary data revealed that law enforcement efforts are effective at reducing minors' consumption of alcohol. However, the amount of effort by each department, the amount and frequency of use of programs and overall success varies from department to department. This researcher extrapolated from the literature and the primary data that quite possibly the reason for the variances is a combination of the following: lack of funding in local police departments for proactive programs, lack of leadership (no support for effort or training, etc.), lack of comprehensive plans and strategies, lack of knowledge by police departments as to the actual extent of the problems of alcohol consumption by minors in their communities and lack of community partnerships between departments, alliances, schools and state alcohol enforcement agencies to combat underage drinking.

The survey that was constructed and sent to local police departments asked for information that was data intensive and may have been the cause of the small number of returns. For local

police departments, the retrieval of information on incidents related to minors may be labor or time extensive and in some cases, the data may not even be retrievable. The surveys were sent to administrators of local law enforcement who may not have access to that data or have the resources to access the data. For the purposes of this paper, a survey with questions that only asked for responses that called for a “yes” or “no” or information that did not need to be researched would have been sufficient and possibly could have resulted in a greater response rate. A better response rate could have shown more use of proactive programs. The opinion of this researcher is that the State of Texas needs to develop a manual that can be used by local police departments to develop a comprehensive plan that illustrates the following: For instance, it is important for law enforcement to consider how to determine and at what extent the alcohol consumption by minors is prevalent in their community. Illustrate how law enforcement can build alliances, coalitions, and partnerships in their communities to garner support for their efforts. Provide a list of programs that are available to be used to attack the different areas in which minors obtain and use alcohol. Provide a catalog of training courses that are available to law enforcement officers to develop skills and confidence in working DWI/DUIs. Provide a program or information on how to determine whether or not their efforts are successful or not at lessening the consumption of alcohol by minors and the number of incidents related to minors’ use of alcohol.

This research is relevant to law enforcement because it is the duty of law enforcement to serve their communities and to do so in a manner that is the most efficient and effective as possible. There is no duty more important than to protect and care for our youth. Local police departments must make every effort to ensure that they are doing everything that is possible to ensure that their efforts are maximized to ensure that our education programs deter youth from

using alcohol. In addition, our enforcement efforts must both deter youth from using alcohol and act as a deterrent to committing alcohol-related crimes in the future for those that come in contact with law enforcement. Local police departments that have been successful in their efforts to lessen the use of alcohol and the number of incidents related to the use of alcohol by minors will be affected by this research paper in that they can use this supportive data to support the continued use of manpower and resources utilized. Local police departments that have identified that more effort could be done in their community will be affected by this research paper in that they can use the data to support any proposals to fund programs aimed to lessen the use of alcohol by minors and lessen the number of incidents related to the use of alcohol by minors.

In closing, research has shown there has been a reduction in underage drinking and alcohol-related incidents, and the efforts of law enforcement have played and continue to play an integral part in the success of the multi-tiered approach that has lead to this reduction. However, law enforcement in general has not fully utilized and/or implemented the various tools in place to address the enforcement/education of underage involvement in alcohol. The reasons for their not taking full advantage runs the gamut of reasons, which are, but not limited to lack of funds, manpower, leadership, comprehensive plans and strategies, extent of problem (knowledge and empathy), and community partnerships to name a few.

REFERENCES

- Altman, D.G., Raseneck-Douss, L., Foster, V., & Tye, J.B. (1991). Sustained effects of an educational program to reduce sales of cigarettes to minors. *American Journal of Public Health*, 81(7), 891-893.
- Blomberg, R.D. (1993). *Lower BAC limits for youth: Evaluation of the Maryland .02 law. In alcohol and other drugs: Their role in transportation (Transportation Research Circular No. 413, pp25-27)*. Washington, DC: Transportation Research Board.
- Center for Disease Control and Prevention (CDC). (2003). *Youth risk behavior surveillance system survey data*. Retrieved February 27, 2006, from <http://www.cdc.gov/healthy youth/yrbs/index.htm>
- Center for Disease Control and Prevention (CDC). (2002). *Behavioral risk fact surveillance system survey data (brfss)*. Retrieved May 5, 2005, from <http://www.apps.nccd.cdc.gov>
- Center for Disease Control and Prevention (CDC). (2001). *Youth risk behavior surveillance system survey data*. Retrieved May 5, 2005, from <http://www.cdc.gov/healthyyouth/yrbs/index.htm>
- Center for Disease Control and Prevention (CDC). (2004). *General alcohol information*. Retrieved July 6, 2006, from http://www.cdc.gov/alcohol/factsheets/general_information.htm.
- Center for Disease Control and Prevention (CDC). (2004). *Child passenger deaths involving drinking drivers-United States, 1997-2002*. Morbidity and Mortality Weekly Report, 53, 77-9.
- Dejong, W., & Hingson, R. (1998). Strategies to reduce driving under the influence of alcohol. *Annual Review of Public Health*, 19, 359-78.

- Department of Health and Human Services. (2003). *Results from the 2003 national survey on drug use and health: national findings*. Retrieved May 1, 2005, from <http://www.oas.samhsa.gov/NHSDA/2k3NSDUH/2k3results.htm>.
- Fitch, O., Toomey, T.L., Gehan, J.P., & Wagenaar, A.C. (1998). *Alcohol compliance checks manual for enforcing age-of-sale laws*. Epidemiology Program. Retrieved May 1, 2005, from http://www.epi.umn.edu/alcohol/enforcement_manual/default.htm
- Freisthler B., Gruenewald P.J., Jones-Webb, R., Treno A.J., & Lee J. (2003). *Neighborhoods influence alcohol sales to underage youth and intoxicated patrons*. Alcoholism: Clinical & Experimental Research. Retrieved April 24, 2005 from <http://www.eurekalert.org>.
- Geier, M. (2003, March). *A new approach to underage drinking enforcement*. Retrieved April 7, 2005, from <http://www.proquest.umi.com>.
- Grube, J.W. (1997) *Preventing sales to minors: results from a community trial*. *Addiction*, 92 (Suppl 2), S251-S260.
- Grube, J., & Agostinelli, G. (2000). *Alcohol advertising, counter-advertising, and alcohol consumption: A review of recent research*. Prevention Research Center: Berkley, California.
- Hingson, R., Heeren, T. Howland, J., & Winter, M. (1991). *National survey results on drug use from Monitoring the future study, 1975-1997: Volume I. Secondary school students*. Washington, DC: Superintendent of Documents, U.S. Government Printing Office.
- Harrison, P.A., Fulkerson, J.A., & Park, E. (2000). *Relative importance of social versus commercial sources in youth access to tobacco, alcohol, and other drugs*. *Preventive Medicine*, 31: 39-48.

Insurance Institute for Highway Safety: Highway Loss Data Institute. (2004, March). *Q&A:*

Administrative License Suspension. Retrieved May 1, 2005, from

<http://www.hwysafety.org>

Johnston, L.D., O'Malley, P.M., & Bachman, J.G. (1998). *National survey results on drug use*

from the Monitoring the Future study, 1975-1997: Volume I. Secondary school

students. Washington, DC: Superintendent of Documents, U.S. Government Printing

Office.

Jones, N.E., Pieper, C.F., Robertson, L.S. (1992). The effect of legal drinking age on fatal

injuries of adolescents and young adults. *American Journal of Public Health*, 82(1),

112-115.

Mitchell, D. (2005, September-October). *Reducing underage drinking*. In Service.Texas

Municipal Police Association. pp. 6-7.

Mokdad A, Marks J, Stroup D., & Gerberding J. (2004). *Actual cause of death in the United*

States, JAMA 2004; 291:1238-1245. Retrieved May 1, 2005, from

http://www.cdc.gov/alcohol/factsheets/general_information.htm

Mosher, J., & Stewart, K. (1999). *Regulatory strategies for preventing youth access to alcohol:*

Best practices. Report prepared for the OJJDP National Leadership Conference in

Support of the OJJDP Enforcing the Underage Drinking Laws Program. Rockville,

MD: Pacific Institute for Research and Evaluation.

Naimi, T., Brewer, B., Mokdad, A., Serdula, M., Denny, C., & Marks, J. (2003). *Binge drinking*

among U.S. adults. JAMA. 289, 70-5.

National Association of Governor's Highway Safety Representatives (Date unknown). Retrieved

February 9, 2006, from <http://www.centurycouncil.org/underage/cops.html>.

National Institute on Alcohol Abuse and Alcoholism, National Institutes of Health (2004).

Helping parents with alcohol problems, A practitioner's guide 2004. Retrieved May 1, 2005, from <http://www.niaaa.nih.gov/publications/Practitioner/HelpingPatients.htm>.

National Highway Transportation Safety Administration (NHTSA). (1997). *Young drivers traffic safety facts 1997*. Washington, D.C.: NHTSA, National Center for Statistics and Analysis. Retrieved May 3, 2005, from <http://www.nhtsa.gov>.

National Highway Transportation Safety Administration (NHTSA). (1998). *A compilation of motor vehicle crash data for the Fatality Analysis Reporting System and the General Estimates System*. Washington, DC: NHTSA, National Center for Statistics and Analysis.

National Highway Transportation Safety Administration (NHTSA). (1999). *Traffic safety facts 1998*, DOT HS 808 950, Washington, DC: NHTSA, National Center for Statistics and Analysis. Retrieved May 3, 2005, from <http://www.nhtsa.dot.gov>

National Highway Transportation Safety Administration (NHTSA). (2000). *State alcohol costs fact sheets document the costs of impaired driving for each state*. Retrieved May 3, 2005, from <http://www.nhtsa.dot.gov>

National Highway Transportation Safety Administration (NHTSA). (2001). *Traffic safety facts 2003*. Retrieved May 3, 2005, from <http://www.nhtsa.dot.gov>

National Highway Transportation Safety Administration (NHTSA). (2003). *Traffic safety facts 2003*. Retrieved May 3, 2005, from <http://www.nhtsa.dot.gov>

National Highway Transportation Safety Administration (NHTSA). (2003). *Traffic safety facts 2002: Zero tolerance laws*. Washington (DC): [cited 2003 December 10]. Retrieved May 1, 2005, from <http://www.nhtsa.dot.gov>

National Highway Transportation Safety Administration (NHTSA). (2003). *Improved DWI enforcement program involved in a 25% decline in alcohol-related fatalities in Austin, Texas*. Retrieved May 3, 2005, from <http://www.nhtsa.dot.gov>

National Highway Transportation Safety Administration (NHTSA). (2005). Traffic safety facts 2004. Retrieved May 30, 2006, from <http://www.nhtsa.dot.gov>

National Research Council and Institute of Medicine. (2004). *Reducing underage drinking: A collective responsibility*. Committee on Developing a Strategy to Reduce and Prevent Underage Drinking. Bonnie, Richard J. and O'Connell, Mary Ellen, Editors. Washington, D.C: National Academy Press.

Newport, F. (1999). More than a third of Americans report drinking has caused problems. *Gallup News Service*. Retrieved November 3, 1999, from <http://www.gallup.com/poll/releasees/pr991103asp>

Office of Applied Studies, Substance Abuse and Mental Health Services Administration. (1998). *National survey on drug abuse*. Retrieved February 27, 2006, from <http://www.samsha.gov/oasftp.htm>

Pacific Institute for Research and Evaluation. (1999). *Costs of underage drinking*. Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, Underage Drinking Enforcement Training Center.

Pacific Institute for Research and Evaluation. (2002). *Drinking in America: Myths, realities and prevention policy*. Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, Underage Drinking Enforcement Training Center.

Powell, A., & Willingham, M. (2004). *Strategies for reducing third-party transactions of alcohol to underage youth*. Retrieved February 26, 2006, from <http://www.pire.com>

- Preusser, D.F., Ferguson, S.A., Williams, A.F., & Farmer, C.M. (1997). *Underage access to alcohol: Sources of alcohol and use of false identification*. In alcohol, drugs, and traffic safety-T'97, 3. Proceedings of the 14th International conference on Alcohol, Drugs, and Traffic Safety, Annecy, 21 September-26 September 1997 (pp.1017-1025). Annecy Cedex, France: Centre d'Etudes et de Recherches en Medicine du Traffic.
- Rice, D. (1999). Economic costs of substance abuse, 1995. *Proceedings of the Association of American Physicians* 111(2), 119-125.
- Roper Youth Report. (2002). *2002 roper youth report*. Retrieved February 9, 2006, from <http://www.centurycouncil.org>
- Samber, S. (2006). *SADD responds to rise in teens killed in alcohol-related crashes*. NCADI Report. Retrieved May 1, 2005, from <http://www.niaaa.nih.gov/publications>
- Serdula, M., Brewer, R., Gillespie, C., Denney, C., & Mokdad, A. *Trends in alcohol binge drinking 1985-1999. Results in a multi-state survey*. AM J Prev M Apr, 26 (4) Retrieved May 1, 2005, from http://www.cdc.gov/alcohol/factsheets/general_information.htm
- Stewart, K. (2006). *A guide for enforcing impaired driving laws for youth*. Retrieved February 27, 2006, from <http://www.pire.org>
- Substance Abuse and Mental Health Services Administration. (2002). *2002 national survey on drug use and health summary findings*. Retrieved February 26, 2006, from <http://www.samhsa.gov/oas/nhsda>
- Stroh, J. (1998, November). *California grant program reduces alcohol-related crimes*. In FBI Law Enforcement Bulletin, pp. 16-21. Washington DC: U.S. Department of Justice, Federal bureau of Investigation.

The Blues Police Newspaper. (2006, April). *Lawmakers to review bar busts by TABC in "Last Call" program*. Austin (AP). 24(4), 27.

The Century Council. (2006). *Fast facts about underage drinking*. Retrieved February 9, 2006, from <http://www.centurycouncil.org>

The National Center on Addiction and Substance Abuse at Columbia University. (Date unknown). Retrieved February 9, 2006, from <http://www.centurycouncil.org>

The University of California at Berkley. (Unpublished data, 2006). Agent Kathleen (Katie) Lenihan. State of California Department of Alcoholic Beverage Control, Sacramento, Ca.

U.S. Department of Health and Human Services. (1992). *Youth and alcohol: Dangerous and deadly consequences*. Washington, DC: Department of Health and Human Services, Office of Inspector General.

Wagenaar, A., Finnegan, J., Wolfson, M., Anstine, P., Williams, C., & Perry, C. (1993). *Where and how adolescents obtain alcoholic beverages*. Public Health Reports, 106, 459-464.

Wagenaar, A., & Holder, H. (1995). *Changes in alcohol consumption resulting from the elimination of retail wine monopolies: Results from five U.S. states*. Journal of Studies on Alcohol, 56, 566-572.

Wagenaar, A., Tooney, T., Murray, D., Short, B., Wolfson, M., & Jones-Webb, R. (1996). *Sources of Alcohol for underage drinkers*. Journal of Studies on Alcohol, 57, 325-333.

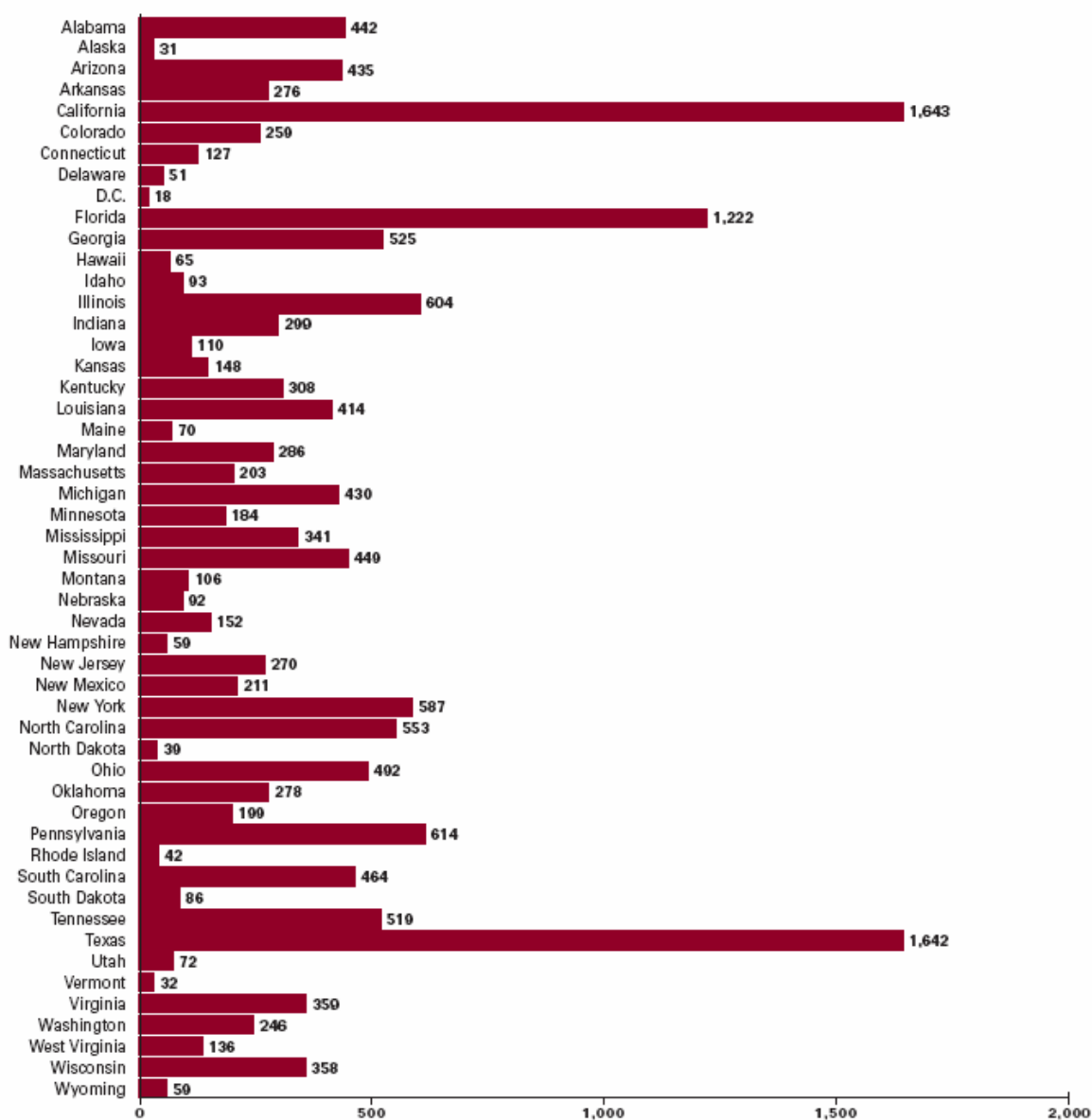
Weschler, H., & Austin, S.B. (1998). *Binge drinking: the five/four measure*. J Stud A 1998; 59: 122-124.

Willingham, M. (1999). *A practical guide to compliance investigations*. Retrieved February 26, 2006, from <http://www.pire.org>

APPENDIX I

4	2004 Report on Alcohol-Related Traffic Fatalities in the United States	The Century Council
	2004 Alcohol-related traffic fatalities	

U.S. Total: 16,694

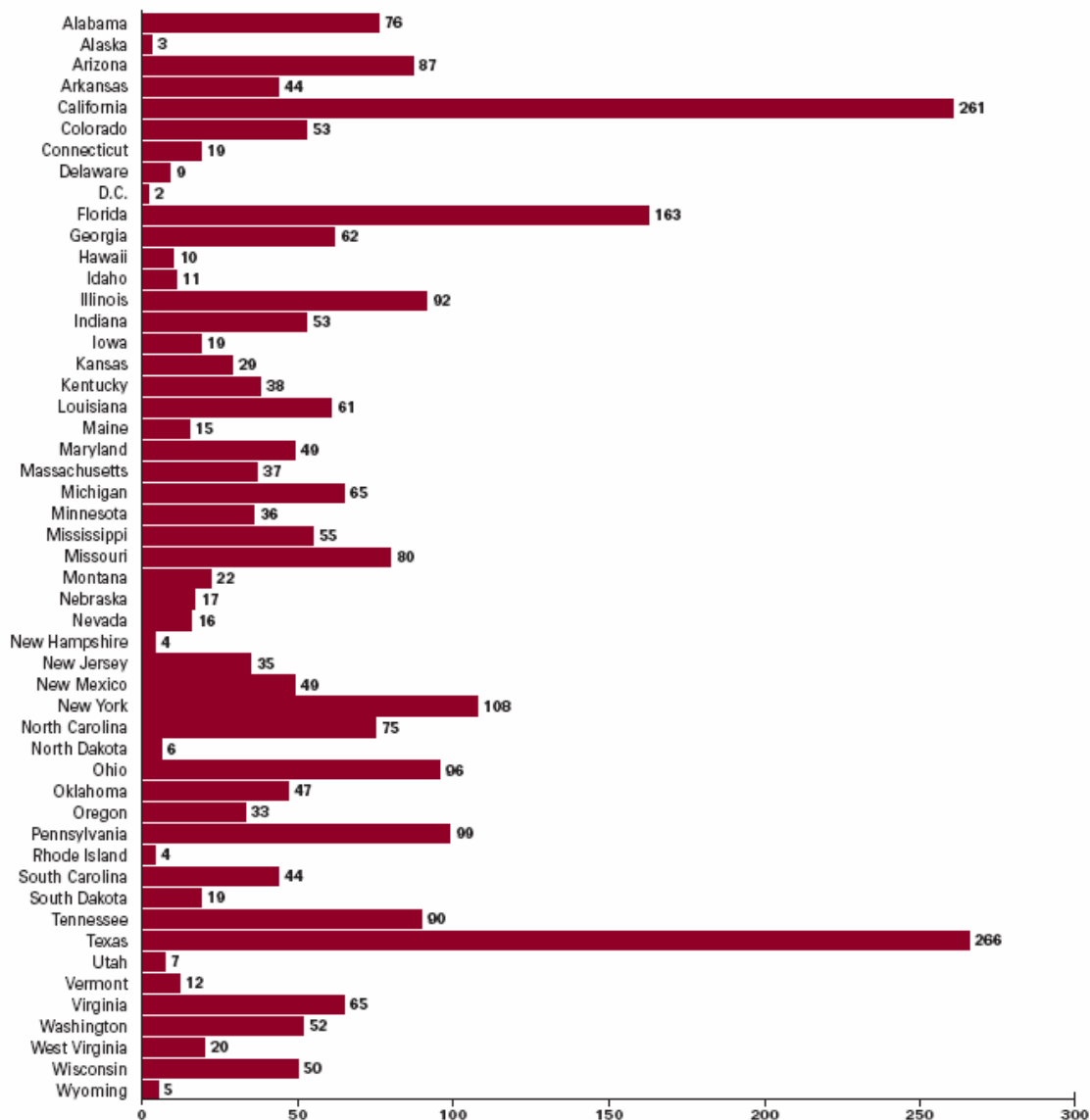


Data Source: NHTSAFARS
Total may not equal the sum of states due to rounding.

APPENDIX II

The Century Council	2004 Report on Alcohol-Related Traffic Fatalities in the United States	5
2004 Youth under 21 alcohol-related traffic fatalities		

U.S. Total: 2,665

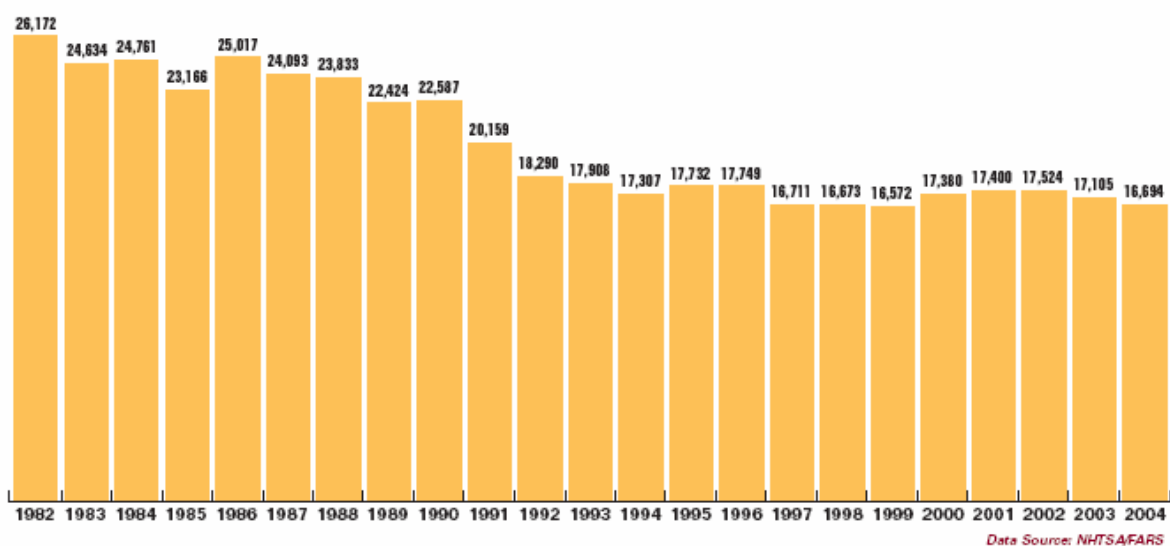


Data Source: NHTSA/FARS
Total may not equal the sum of states due to rounding.

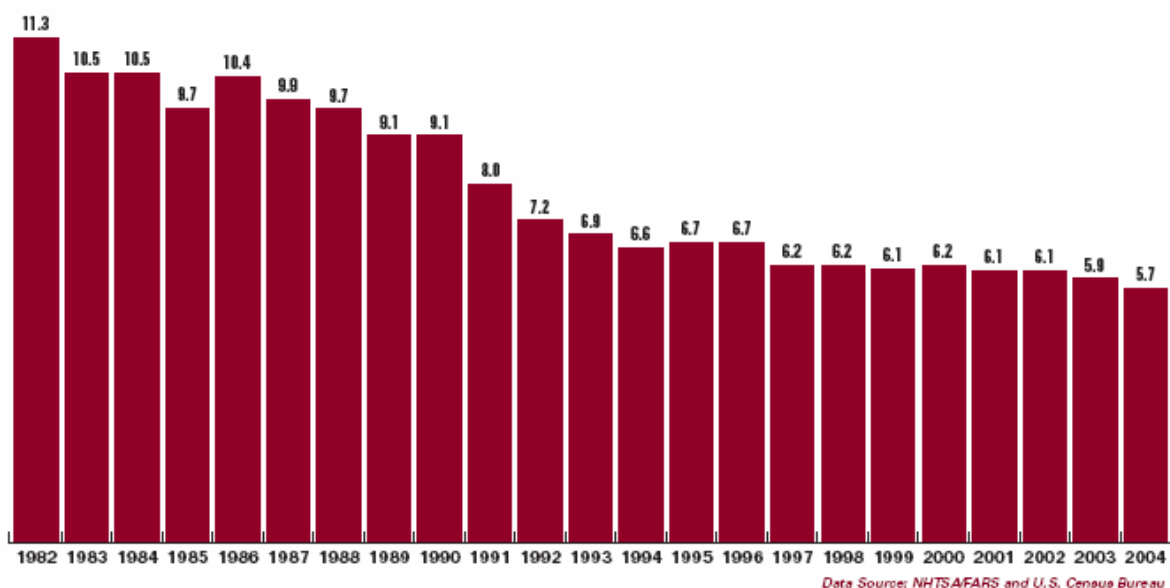
APPENDIX III

Alcohol-related traffic fatalities from 1982-2004

ALCOHOL-RELATED TRAFFIC FATALITIES
DECREASED 36% FROM 1982 TO 2004.



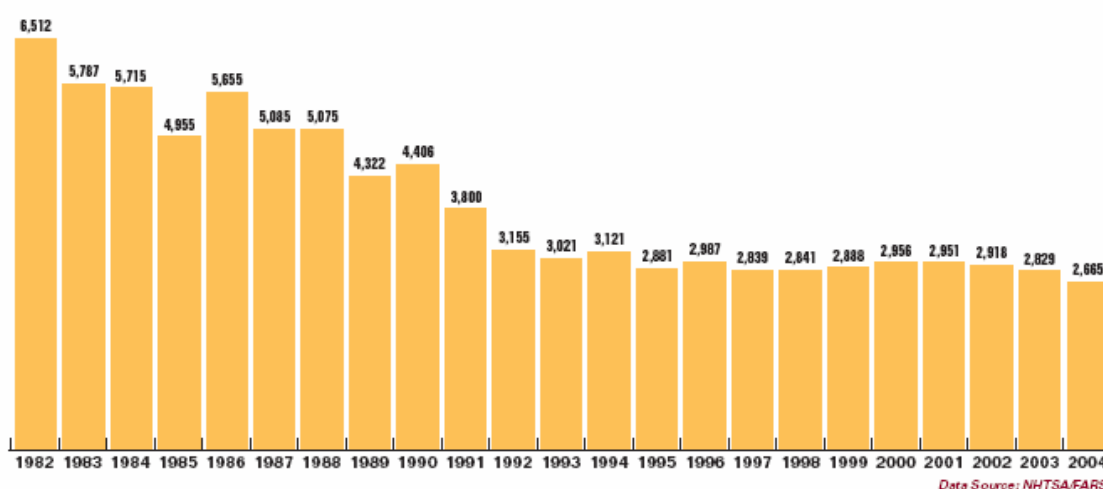
ALCOHOL-RELATED TRAFFIC FATALITIES PER 100,000
POPULATION DECLINED 50% SINCE 1982.



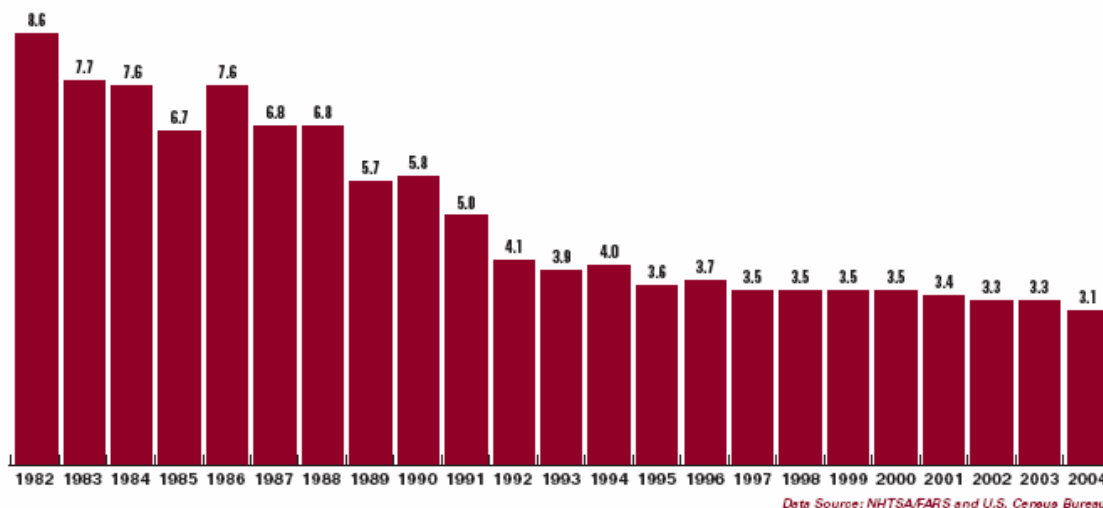
APPENDIX IV

The Century Council	2004 Report on Alcohol-Related Traffic Fatalities in the United States	9
Youth under 21 alcohol-related traffic fatalities from 1982-2004		

YOUTH UNDER 21 ALCOHOL-RELATED TRAFFIC FATALITIES DECREASED 59% FROM 1982 TO 2004.



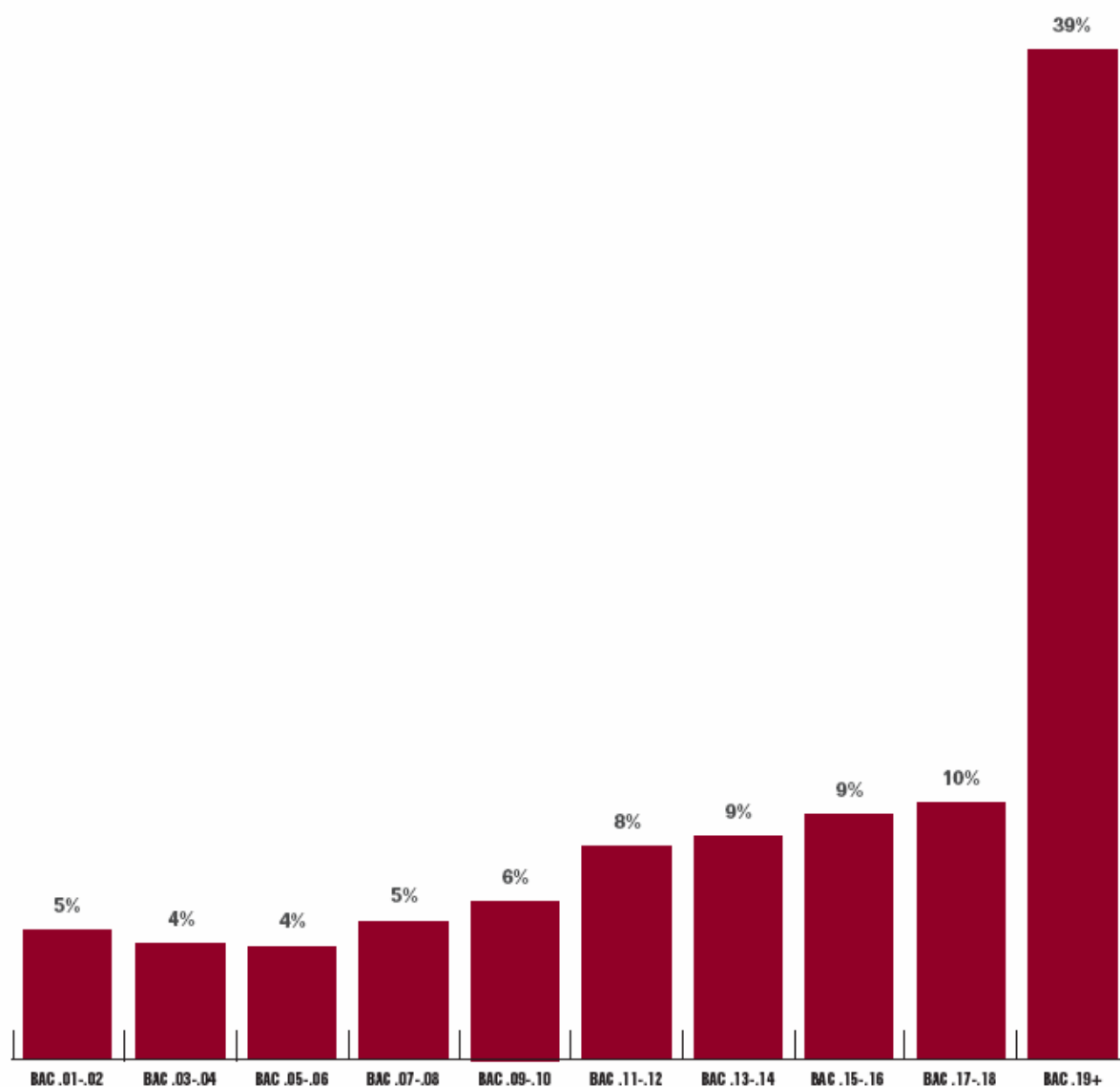
AMONG YOUTH UNDER 21, ALCOHOL-RELATED TRAFFIC FATALITIES PER 100,000 POPULATION DECLINED 64% SINCE 1982.



APPENDIX V

14	2004 Report on Alcohol-Related Traffic Fatalities in the United States	The Century Council
	In 2004, high BAC drivers were involved in 58% of the alcohol-related traffic fatalities.	

PERCENT OF 2004 DRIVERS INVOLVED IN
ALCOHOL-RELATED TRAFFIC FATALITIES BY BAC



Known Alcohol Test Results of Drivers Involved in Alcohol-Related Traffic Fatalities

*Data Source: NHTSA/FARS ARF of Known Drivers
Total may not equal the sum due to rounding.*

APPENDIX VI

1. What is the population of your city/town/county?

Under 5,000	<input type="checkbox"/>
5,001-10,000	<input type="checkbox"/>
10,000-50,000	<input type="checkbox"/>
50,001-100,000	<input type="checkbox"/>
Over 100,000	<input type="checkbox"/>
2. How many sworn police officers work in the Patrol Division?
3. How many of those officers are actually assigned to regular patrol?
4. How many sworn police officers are assigned to work strictly alcohol related calls such as a DWI unit?
5. Please provide data on the number of calls-for-service and self-initiated activity for alcohol related incidents involving minors that covers twelve months (this can be any twelve month period).

DWI: /
 DUIABM: /
 MIP: /
 Open Party: /
 Sale to Minor: /
 Other: /

6. Please provide data on the number and type of enforcement actions taken against **minors** for alcohol related incidents during the same period as the above question.

Citations	Arrests
-----------	---------

7. Does your municipality have ordinances enacted that address incidents that involve minors use of alcohol? If yes, please provide a copy of the ordinance.
8. Has your department implemented any of the following programs/efforts to address alcohol related issues dealing with minors? If yes, please provide a copy.

Minor stings:
 Cops in Shops:
 Operation Fake Out:
 Shoulder Taps:
 Other:

9. Does your department use any of the following and please indicate the number of times used during the same twelve-month period as question #5? Please place a zero if not used.

Minor stings:

Cops in Shops:

Operation Fake Out:

Shoulder Taps:

Other: (please note name of program on next line).

10. In your opinion are law enforcement programs/efforts effective at reducing minors use of alcohol?

- a. ☐ Highly effective.
- b. ☐ Somewhat effective.
- c. ☐ Not effective.

11. In your opinion are the efforts of your department effective?

- a. ☐ Highly effective.
- b. ☐ Somewhat effective.
- c. ☐ Not effective.

12. Please briefly state your opinion on what the local, state, or federal government could do to assist local law enforcement efforts in reducing the use of alcohol by minors.

13. Does your department have a current plan and/or strategy in place that specifically addresses the use of alcohol by minors? Yes ☐ No ☐

A. If yes, please provide a copy of the plan or policy.

B. Would you be interested in a plan or strategy that would address the use of alcohol by minors? Yes ☐ No ☐

14. In your opinion where does the responsibility lie/or begin in educating minors on the use/abuse of alcohol?

Parents:

Teachers:

Law enforcement:

Church:

Government: