

**Perceptions of Effectiveness of Texas Alcoholic Beverage Agents  
On TABC Sponsored Programs and Techniques**

**By**

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## **ABSTRACT**

Alcohol is the root cause of many ills in society. Alcohol has proven to be a contributing factor in many serious bodily injuries as a result of assaults, accidents, and alcohol poisonings, and has also been associated in crimes such as sexual assault and homicide. Young people are especially vulnerable to alcohol and its effects and it is widely considered the gateway to other drugs such as marijuana and cocaine. Underage drinking has become a problem in itself since it can destroy the lives of young people in many ways, such as addiction and intoxication manslaughter. Law enforcement at the state and local levels has attempted to address alcohol crimes, sometimes with the help of federal grants. The various techniques developed to deal with alcohol violations range from undercover police activities to innovative educational programs. The agents of the Texas Alcoholic Beverage Commission are, in the State of Texas, the major implementers of these programs. This study surveyed the agents of the TABC regarding various programs and techniques designed to address alcohol violations. The measures used to gauge the effectiveness of these programs and techniques include specific and general deterrence, detection of alcohol crimes, cost-effectiveness, ease of implementation, frequency of use and public support. Agents were given the opportunity to rank each program and technique on how well these operations achieved measures such as deterrence on a one to five scale. Minor stings came out on top, achieving nothing less than an overall mean of 4 in all categories followed by the inspections of licensed premises. The other programs and techniques studied include the COPS and Cops in Shops programs, which are both undercover police operations. Traditional source investigations were also studied, along with the educational programs of Project SAVE for kids and retailers and the shock drama Shattered Dreams.

# TABLE OF CONTENTS

	Page
Chapter	
Abstract	
1.    Introduction.....	1
Tragedy.....	1
Young Lives Destroyed.....	2
2.    Literature Review.....	3
Alcohol and its Effects.....	4
Social Problems Associated with Alcohol.....	5
Underage Drinking.....	6
Monetary Costs.....	7
Laws to Address the Problem.....	7
Undercover Sting Programs.....	11
Educational Efforts.....	14
Importance of Evaluations.....	20
Deterrence.....	18
Detection.....	19
Cost-Effectiveness.....	20
Ease of Implementation.....	21
Frequency of Use.....	22
Public Support.....	22
3.    Legal Setting.....	24
Complaint and Source Investigations.....	25
Inspections of Licensed Premises.....	26
Minor Stings.....	27

	COPS and Cops in Shops.....	28
	Project SAVE for kids.....	29
	Project SAVE for retailers.....	29
	Shattered Dreams.....	30
4.	Conceptual Framework and Methodology.....	31
	Survey Research.....	34
	Population-Sample.....	35
	Strengths and Weaknesses.....	36
5.	Results.....	37
	Survey.....	37
	Specific Deterrence.....	37
	General Deterrence.....	38
	Detection.....	39
	Cost-Effectiveness.....	40
	Ease of Implementation.....	41
	Frequency of Use.....	42
	Public Support.....	43
6.	Discussion and Conclusion.....	44
	Minor Stings.....	44
	Inspections of Licensed Premises.....	45
	Cops in Shops.....	46
	COPS.....	46
	Shattered Dreams.....	47
	Project SAVE for retailers.....	48
	Project SAVE for kids.....	48
	Source Investigations.....	48
	Recommendations.....	50

**Bibliography**

**Appendix One**

**Survey Instrument**

## CHAPTER I

### INTRODUCTION

#### Tragedy

“Feeling a fear and strength I’ve never known, I broke the dash and steering column and managed to free my legs from under the firewall. I smashed and kicked my door just enough to squeeze out. My passenger was pinned in his seat with his legs wedged between the floorboard and the crushed engine compartment. I couldn’t see his lower half and blood was coming from his ears, mouth and nose. I became angry and cursed at the people in the other car. I blamed them and did not want to believe this could be happening to me. Dazed and in shock, reality came crashing in. I was drunk” (Austin-American Statesman, December 31, 1999).

The previous account was by Andrew G. Papke, a 19 year old that was convicted of intoxication manslaughter. He is scheduled for release on December 16, 2036. Papke accepted responsibility for killing two others in a car accident that was the result of Papke’s night of drinking alcohol. His letter was reprinted in the Austin-American Statesman. It goes on to say “after a few hours in the ‘crash’ room at the trauma center, covered in glass, blood and other body fluids, I was handcuffed and wheel-chaired into the custody of the Texas Department of Public Safety and booked on charges of intoxication manslaughter and intoxication assault. I was reeling in pain. The next day my bail was set at \$300,000.”

According to Andrew Papke, he had an addiction to alcohol before the accident occurred, even though he was underage. “In high school, I began to drink and go to parties. I quit going to church. Alcohol became somewhat of an addiction for me. I liked to be drunk. It seemed to make it easier for me to talk to people and make friends. But I was into a downward spiral, making poor judgements with no regard for others’ welfare and success, or my own. I was on the brink of self-destruction. In an instant, I had managed to suck four families into a nightmare and rip them apart. I wished I had died as well. The nightmare and severe depression that followed were an emotional roller coaster. How could I have been so stupid - after all the videos, assemblies, commercials and warnings?”

Andrew Papke’s story is a tragic one. A young man with his whole life ahead of him ruins his future, while taking the lives of two others and severely injuring a third person. Alcohol is at the root cause of this tragedy. Not only was Papke driving while intoxicated, but he was also a minor that should not have been drinking alcohol in the

first place. Unfortunately, Papke's story is not uncommon. People of all age groups that are old enough to drive continue to do so while intoxicated. And young people continue to have access to alcohol despite state laws prohibiting minors from possessing it.

### **Young lives destroyed**

On October 26, 1997, a popular high school football player by the name of Thomas Martindale, 18, was returning home from a night of drinking when his car collided with another, killing the other driver. The victim in the other car, Kayla Marie Floyd, was a 24 year-old nurse. Jurors in Martinidale's trial sentenced him to time in jail. They felt that because of Martindal's youth, he would most likely violate the law again and start drinking and driving. Two months later, just down the road, another life would be taken because of a drunk driver when 29 year-old Ron Valdez is killed. As the Martindale trial was beginning, an 8-year old girl is killed as she steps off a school bus as a result of yet another incident of drunken driving (Austin-American Statesman, March 3, 1999). How could such young and seemingly outstanding individuals ruin their own lives and the lives of others in one swoop? All of the aforementioned incidents occurred because laws regarding the sale and consumption of alcohol were violated. According to "Keeping Score," a publication distributed by Mothers Against Drunk Drivers, one in ten arrests nationwide for the year 1997 were for driving under the influence. Many of those Driving While Intoxicated (DWI) incidents involved underage drinkers. Underage individuals know how to get access to alcohol and are encouraged by lax enforcement of alcohol laws (MADD, 1999). About 17% of secondary students surveyed indicated that they have taken part in an act known as binge drinking. Binge drinking occurs when a large amount of alcohol is consumed in one night by one individual (TACADA, 1998). Andrew Papke, in his editorial, asks himself how he could have ignored all of the messages and campaigns about the dangers of alcohol. Obviously, some action must be taken to determine what more can be done to limit the incidences of alcohol law

violations, especially underage drinking. One way to discover the most beneficial technique in enforcing alcohol laws and educating the public about them is to survey the individuals responsible for implementing these programs and techniques on their perceptions of effectiveness.

## **Purpose**

The purpose of this paper is to describe the perceptions of Texas Alcoholic Beverage Commission Agents about the effectiveness of Texas Alcoholic Beverage Commission programs and techniques that address criminal violations of the Texas Alcoholic Beverage Code and other alcohol-related offenses. The literature review chapter presents a discussion on the problems and consequences associated with the consumption of alcohol, especially underage drinking and the social policies that have been created to address these problems. The literature review chapter also addresses different measures of effectiveness that may be considered when the implementers of criminal justice programs evaluate how well they perceive the programs and techniques are working. The legal setting chapter explains relevant laws of the Texas Alcoholic Beverage Code and explains the organization of the Texas Alcoholic Beverage Commission, along with a description of the programs and techniques that the Commission uses to address criminal violations of the Beverage Code. The conceptual framework and methodology chapter presents a discussion the framework that is used for this study along with its strengths and weaknesses and discusses how the study was carried out. The chapter that presents the results of the study focuses on a discussion section in which possible explanations for outcomes are presented. The conclusion chapter sums up the entire paper and makes recommendations for further study.

## **CHAPTER II**

### **LITERATURE REVIEW**

Alcohol abuse is a problem around the world, especially in the United States where many consider drinking alcohol a “rite of passage” into adulthood. Society treats the act of drinking alcohol as a sign of adulthood, which is the reason underage drinking is such a big social problem. Alcohol is addictive, and there are negative social and physical consequences with its overindulgence. The purpose of this chapter is to present a review of relevant literature on the topic of alcohol and the problems, consequences and crimes associated with its abuse, including underage drinking. This discussion entails a review of public policies designed to curb underage drinking. Categories used to assess the effectiveness of law enforcement alcohol-related policies are developed in the conceptual framework and methodology section.

#### **Alcohol and its Effects**

According to Finn and O’Gorman (1981) the use of alcohol can be traced back to ancient civilizations. Early Greek and Roman societies frequently had social gatherings where alcohol was served. Finn and O’Gorman (1981) note that Roman conquerors introduced wine to other societies such as the Gauls. The famous vineyards in Germany and France trace their origin to these early Roman conquerors. The distillation process was invented in the Middle Ages, which eventually led to the production and trading of distilled spirits. Hanson (1996) notes that the Puritans came to the New World with more beer than water. The fact that these early colonists came to the New World with large amounts of alcohol can be attributed to their belief that alcohol was from God. Even Jesus Christ approved of the use of alcohol in moderation. Regardless of its historical significance and usage, Finn and O’Gorman (1981) emphasize that alcohol's effects on the human body have never changed.

While drinking alcohol may increase pleasure and reduce inhibitions, alcohol does have a negative effect on the body especially the liver and brain. As evidence, Finn and O’Gorman (1981) point out that most of the people who die from liver disease, such as cirrhosis of the liver, were heavy drinkers. Heavy drinking can also lead to other ailments such as gastritis, pancreatitis, hypertension, arrhythmias, stroke and certain cancers (SAMHSA/CSAP, 1997). Alcohol’s effect on the brain is serious because it permanently destroys brain cells. Finn and O’Gorman (1981) make clear that high concentrations of alcohol can even cause death by anesthetizing the center of the brain that controls breathing. The anesthetizing effect is made even more powerful when alcohol is combined with other drugs such as barbiturates.

Other ways that alcohol can affect behavior include altered epinephrine and norepinephrine secretions in the brain. These altered secretions lead to increased feelings of stress, which can lead to violent tendencies (Collins, 1981). Collins (1981) states that alcohol can cause other changes in the body such as temporal lobe dysfunction and hypoglycemia that can also lead to violence. In many instances, alcohol’s effects on the body are not properly taken into consideration by those who drink<sup>1</sup> either because they are ignorant of, or simply do not care about alcohol’s negative physical effects. In addition, Finn and O’Gorman (1981) point out that a large amount of alcohol can seriously affect performance and thinking. When a drunk person gets behind the wheel of a car, problems with alcohol extend beyond the individual to society as a whole.

### **Social problems associated with alcohol**

One of the biggest social problems currently associated with alcohol is drinking and driving. Finn and O’Gorman (1981) estimate that there are about 25,000 traffic deaths every year associated with driving while intoxicated. Alcohol reduces the driver’s ability to judge angles, speeds, and distances and reduces the driver’s ability to judge

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<sup>1</sup>For the purposes of this paper, the terms “drink” and “drinking” will refer to alcohol consumption.

his/her own performance. The drunken driver's reflexes and vision are impaired, and since alcohol is a depressant, it makes the driver sleepier (Finn and O'Gorman, 1981).

There are many other problems associated with alcohol. According to the Pacific Center for Violence Prevention, a statewide coalition to reduce underage drinking, between 50% and 60% of all homicides and serious bodily assaults are alcohol-related. The coalition also points out that alcohol is involved in more than 20% of suicides and is widely related in sexual assaults (PCVP, Texans Standing Tall, 1997, Policy Summit on Underage Drinking). Further, young adults are more likely to be victims or even perpetrators of crimes after drinking alcohol.

### **Underage Drinking**

Overindulgence in alcohol is not limited to adults. Alcohol can be an even bigger problem for younger people who are more often unable to properly deal with alcohol and its effects. Although it is now illegal for minors under 21, alcohol is still readily available to youth, and it is the most popular drug among young people (Little and Clontz, 1994). In 1991, the U.S. Department of Health and Human Services found that one third of high school seniors and 40% of college students binge drink and that alcohol consumption is a leading problem in schools around the country (SAMHSA/CSAP, 1997). Johnson et al. (1986) also reports the regular use of drugs and alcohol by seriously delinquent youth. Texans Standing Tall, a coalition formed to reduce the incidence of underage drinking, reports that about 41% of car accidents involve an underage driver with a positive blood content (SAMHSA/CSAP, 1997). Automobile crashes are the leading cause of deaths by injury in the United States and underage drunk drivers account for a high percentage of those crashes.

An article cited at the Policy Summit on Underage Drinking by the SAMHSA/CSAP (1997), reports that alcohol has been linked with a higher incidence of AIDS in young people. The link between AIDS in young people and alcohol may be

because of alcohol's ability to reduce inhibitions, which can lead to risky sexual behaviors. Risky sexual behavior, in turn, can lead to a higher incidence of sexually transmitted diseases and unwanted pregnancies. Alcohol is also considered the "gateway" to illegal drugs and drug addiction (Juvenile Justice Digest, 1993).

### **Monetary Costs**

The Substance Abuse and Mental Health Services Administration/Center for Substance Abuse Prevention (1997) estimates the cost in 1995 of drunken driving at \$16.66 billion for medical treatments, lost work, and lost of quality of life. In addition, interpersonal violence due to alcohol was estimated to cost \$22.6 billion, and total costs for treatment of dependence and abuse of alcohol was estimated as \$9.2 billion, also in 1995. Finally, with other alcohol-related incidents such as drowning, suicides, and alcohol poisonings, the total estimated cost for society in 1995 was \$44.6 billion.

### **Laws to address the problem**

The United States has always struggled with the problems that are associated with the consumption of alcohol. The temperance movement was first started in the 18<sup>th</sup> century and was based on the belief that "ardent spirits" were unhealthy. Many agreed and formed temperance societies that advocated the elimination of alcohol consumption as the only way to combat drunkenness. During the early part of the 20<sup>th</sup> century, the temperance movement helped to pass the 18th Amendment to the U.S. Constitution, which outlawed alcohol altogether. Prohibition policies, however, were ineffective and contributed to the rise of organized crime. By 1933, the general prohibition of alcohol was proven to be an overwhelming failure (Moore and Gerstein, 1981). After the repeal of Prohibition, states were free to set their own age limits for drinking alcohol. Through the years, various jurisdictions have set different legal drinking ages; however, today policy prohibiting alcohol consumption focuses on people under the age of 21.

According to Smart (1979), no area of alcohol policy has generated as much debate as the subject of drinking age laws. Smart (1979) states that during the sixties and seventies, the feeling of the populace was that if a society could give 18 year olds the right to vote and the burden of being drafted into the military, then 18 year olds should also be able to buy and consume alcohol. Many believed, however, that if higher age limits (up to age 21) were imposed for individuals to buy and consume alcohol, more alcohol-related crimes and social problems would be avoided. A higher age limit meant that fewer people would be consuming alcohol, and the individuals that did consume alcohol would be older, mature adults that perhaps would be more capable of dealing with alcohol and its effects (Reed, 1981).

Fortunately, there is evidence that higher age limits to buy and consume alcohol are having a positive effect. Little and Clontz (1994) found that when government stepped in and imposed new higher age limits for minors to consume alcohol, the incidence of nighttime driving fatalities dropped. The SAMHSA/CSAP (1997) reports that raising the minimum drinking age to 21 nationwide has been effective in saving lives and reducing public and private costs. Although there is no clear causal role established between alcohol and suicide, Jones et al. (1992) found that suicides declined when laws raising the legal limit to drink alcohol were established.

SAMHSA/CSAP (1997) notes that the National Traffic Safety Administration estimates that since the minimum drinking age has been raised to 21 nationwide, about 15,000 traffic deaths have been averted. The fact that so many deaths have been averted is especially encouraging considering that Little and Clontz (1994) state that underage drinking and driving is the leading cause of death among young people and accounts for a high incidence of injuries and damages to property.

Other problems associated with alcohol such as homicide and assault-related injuries have also been reduced as a result of changes in drinking age laws (Jones et al. 1992). It is unknown whether reduced crimes and social problems are due to the fact that

immature minors (under age 21) do not have as much access to alcohol or whether overall, fewer people are drinking. There is a positive correlation between restricting access to alcohol and reduced social problems associated with alcohol consumption (Jones et al., 1992).

In spite of alcohol laws prohibiting the consumption of alcohol by minors, teenagers continue to consume and have access to alcohol. For example, SAMHSA/CSAP (1997) reports that about 20% of traffic crashes involve a minor under the age of 21 that were drinking alcohol. Minors continue to have access to alcohol because laws that restrict underage drinking have special enforcement problems, such as the inability to detect minors in the act of consuming or buying alcohol. The inability to detect vendors in the act of selling alcohol to minors is also a concern.

New laws that regulate the consumption of alcohol are a somewhat effective way to reduce the incidence of underage drinking. As has been discussed, raising the legal limit for the consumption of alcohol to age 21 is the most common of these laws. In addition, SAMHSA/CSAP (1997) notes that laws can also control access to alcohol outlets. Such laws require stores to only sell alcohol at certain times of the day and at certain locations; other laws mandate responsible beverage service in order to control the consumption and sale of alcoholic beverages. Training can enhance an alcohol server's ability to spot underage drinkers or intoxicated persons and teach them when to call for alternative transportation for their patrons. Curfew laws are an indirect way of controlling underage drinking since they mandate the times when young people must be at home or accompanied by an adult. Many have called for stricter enforcement of these current laws to further reduce the problems associated with alcohol consumption.

SAMHSA/CSAP (1997) reports that one method of enforcing minimum age purchase laws involves so called "use and lose" laws. This type of law, for example, automatically suspends the driver's license of a youth (under 21) convicted of any alcohol or drug violation. A "use and lose" law is currently in place in the State of Texas

where a minor in possession of an alcoholic beverage would automatically have his/her license suspended, regardless of whether or not the youth was driving a vehicle when caught (TABC Code, 1997).

The Drug-Free School and Community Act<sup>2</sup> is a federal law that specifically addresses the problem of alcohol and drug abuse in schools. The Act is the largest program of its kind and has worked to fund alcohol and drug-prevention programs at over a half a billion dollars a year. Examples of the Act's provisions include funding to states for local school districts to help improve drug and alcohol prevention programs and grants to colleges and universities to implement and improve drug and alcohol prevention efforts on campuses (Hanson, 1996).

Police officers have always been seen as having the ability to prevent or deter crime simply by establishing a police presence. The deterrence of crime by the police was accomplished originally through uniformed officers establishing a presence in the community by making rounds (Leonard, 1970). This technique can also be applied to deter alcohol-related crimes, such as underage drinking and selling alcohol to minors, by routinely walking through establishments that sell alcohol (Wageenaar, et al., 1997). These "walk-throughs," which include the use of uniformed or plain-clothed officers, put law enforcement in a better position to spot alcohol violations by the establishment's customers and employees (Little and Bishop, 1998).

Traditional investigations of complaints made by citizens are another way that law enforcement combats alcohol violations. Nevertheless, many advocates for alcohol crime prevention have called for law enforcement agencies to be even more proactive and conduct undercover operations to identify and punish establishments that break laws regarding alcohol such as selling to underage or intoxicated persons. Wagenaar et al. (1997) calls this more proactive approach "prioritizing enforcement" against adults who would purchase or supply alcohol to minors.

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<sup>2</sup>The grant program is administered by the U.S. Department of Education.

## **Undercover sting operations**

An undercover sting operation is a tool that can be used by police agencies to fight a variety of crimes. Undercover stings were originally developed to address crimes of deception. According to Marx (1988), crimes of deception and undercover means such as confidence scams have increased as a result of the changing social controls of small communities and traditional values. As society moved to large urban areas, contact between strangers increased, which in turn increased the possibility that crimes involving trickery and deceit would be committed. Confidence scams presented police with special problems in terms of evidence collection. In response, the police had to adapt and use deceit and trickery to respond to the offenses of the con artists and pickpockets causing the problems (Marx, 1988). Therefore, undercover police operations became a staple of law enforcement agencies around the country to address many categories of crimes including alcohol law violations.

According to Marx (1988), technological, legislative, judicial, and organizational changes supported the major increase in undercover operations. For example, police officers were aided by new recording technology and new laws that allowed for the use of the technology to make arrests. Marx (1988) attributes these changes to be the result of moral entrepreneurs who lobbied for new equipment and laws to legitimize the use of undercover tactics. Legal developments such as limitations on illegal searches and seizures contributed to the realization that traditional police methods were not doing enough to detect and deter crime. Technical developments, such as video and audio surveillance, made it easier to respond to crimes with low offender visibility (Marx, 1988).

Many of the undercover operations use property or anti-crime decoys to address the problem of property and drug crimes (Marx, 1988). Undercover sting operations, however, are also a way that local or state law enforcement agencies play a greater role in

the enforcement of alcohol laws (Wagenaar et al., 1997). The use of undercover operations to enforce alcohol laws is another example of proactive and creative enforcement methods that address low-visibility criminal acts.

A minor sting is an example of an undercover police operation that is meant to enforce laws regulating the sale of alcohol. Minor stings typically involve having a minor attempt to buy alcohol without the use of fake identification<sup>3</sup> when unobtrusively accompanied by a police officer. If the server or seller actually sells alcohol to the minor, he/she is immediately apprehended by the police officer and fined or arrested, depending on the law where the crime takes place. According to SAMHS/CSAP (1997), the Michigan State Police conducted such a sting program. When the program first began, the minor or decoy was able to purchase alcohol in approximately 75% of the establishments targeted. That number was reduced to 20% by the end of the program (SAMHSA, 1997). In a similar situation, the Denver Police Department conducted several sting operations aimed at packaged beer outlets around the city. When their program was started, underage cadets were able to purchase alcohol 59% of the time. The purchase rate continually fell with successive waves of operations (Preusser et al., 1994). Smaller communities may have even more success with sting operations since they can target all the retail outlets in the area instead of using random selection methods. The SAMHSA/CSAP report (1997) notes the small community approach worked well for the communities of Keen, New Hampshire and Bolingbrook, Illinois, in which successive sweeps of sting operations were accompanied by fewer and fewer violations.

Minor stings, however, may not always have the support of everyone in the community, especially the owners of the alcohol establishments that get caught selling alcohol to minors. In some areas, penalties for selling alcohol to minors can result in a fine or arrest for the actual vendor and/or the revocation of the liquor license of the establishment that sold the alcohol. Establishment owners often vigorously dispute the

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<sup>3</sup>Some minors attempt to use fake identification when illegally purchasing alcoholic beverages.

penalty of “loss of liquor license” because they argue it is “disproportionate” to the offense. Owners maintain that establishments should not lose their license because of the negligence or accidental actions of one employee.

During 1999, in the State of Oregon, a wave of minor stings aimed at reducing the incidence of alcohol sales to minors were attacked by merchants who were afraid of losing their license to sell alcohol. Liquor store operators from around the state banded together to push a body of legislation through the Oregon State Senate that would prevent them from losing their alcohol permits if their stores were caught selling alcohol to minors. A lobbyist for the group was quoted as saying, “all thing being equal, we don’t think regulatory agencies should be in the position of being able to put people out of business” (*The Oregonian*, January 1999).

Cops in Shops is another undercover operation that is similar to a minor sting. This program is implemented by local or state law enforcement, usually with the help of state or federal funds. The operation has police officers posing as employees and/or customers in an establishment that sells alcohol in order to look for minors or intoxicated persons attempting to buy alcohol. One of the main goals of the Cops in Shops program is to deter underage drinking by discouraging the attempt to purchase alcohol. The operation, however, serves many functions beyond reducing alcohol-related offenses such as enforcement of laws regarding the possession of fake identification. Minors that attempt to acquire alcohol from legal establishments sometimes use fake identification. According to an update in the Juvenile Justice Digest (1997), the Washington State Liquor Control Board has found the Cops in Shops to be highly successful.

When the Washington State Cops in Shops program was first implemented (September-December 1996), twenty adults were cited for attempting to buy alcohol for minors, fourteen minors were cited for attempting to purchase alcohol and forty-one minors were cited for possessing, consuming or trying to acquire alcohol. According to Trooper Lenny Walker who participates in the program, retailers were at first reluctant to

be a part of the program because they were afraid of being penalized. "Now, some of them say they'd like to have a policeman in their store seven days a week" (Juvenile Justice Digest, 1997:p.8). The project usually has more support from retailers since it is focused on preventing minors from trying to buy alcohol rather than focusing on the actual illegal sale (Safe and Sober Campaign, 1999). One retailer was quoted as saying that the program "is finally putting some responsibility on the people causing the problem - juveniles. (There are) too many areas where people are not held accountable for their actions" (Juvenile Justice Digest, 1997 p.8). The Cops in Shops program gets part of its deterrent effect from the use of signs at the entrances of vendors that sell alcohol, warning of a possible undercover police presence in the store (Little and Bishop, 1998).

The problem with undercover sting operations such as minors stings and Cops in Shops is that their impact is difficult to determine. Most of these types of alcohol undercover sting programs are measured based on the diminishing number of arrests and/or citations that are issued in each successive wave of sting operations. One of the Troopers involved in the Washington State program is quoted as saying "we'd like to think the success of the program, which is measured in diminishing numbers, is because we are doing the right thing" (Juvenile Justice Digest, 1997 p.8).

### **Educational Efforts**

The use of alcohol educational programs is another way for communities to reduce the incidence of underage drinking and other problems and crimes associated with the consumption of alcohol. The use of educational programs is certainly not a new solution to the problems associated with alcohol. In the early 19<sup>th</sup> century, the National Temperance Society made a plea for alcohol instruction in both public and private schools so that children would learn of alcohol's negative effects on the body (Mezvinsky, 1961). Since that time, there have been many attempts at educating youth about the dangers of alcohol and other drugs.

Engs (1986) suggests that alcohol education comes in many forms and has gone through many changes over the years. The first model identified by Engs (1986) is the abstinence model. In this model, alcohol consumption was portrayed as bad or sinful. The abstinence model assumed that if the educator told the audience how bad alcohol was for moral, health, or religious reasons, the audience would abstain from drinking. The next model is the social-economic model which presented facts about the dangers of drinking. Dangerous drinking facts include statistics that associate alcohol with accidents, crime, and violence. The discussion also included the presentation of evidence of the millions of dollars lost each year because of alcohol abuse (Engs, 1986).

The next approach that Engs (1986) identifies is the alcoholism emphasis. Engs (1986) states that this approach established alcohol as a disease, the implication being that a person that drinks would be in danger of eventually becoming an alcoholic. In reality, only 10 to 15% of the people that drink are actually alcoholics. Engs (1986) does say that the alcoholism emphasis was good at pointing out the symptoms of alcohol abuse. Nevertheless, this strategy was problematic in that it did not teach responsible drinking behavior.

The last education strategy is identified by Engs (1986) as the alternative approach. This strategy stressed the importance of alternative activities such as sports and other recreational activities. Engs (1986), however, points out that this strategy was criticized because these other alternatives were never proven to change youth drinking patterns. Nowadays, alcohol educational curriculums emphasize a combination of all of the aforementioned approaches along with the teaching of responsible behaviors and the skills to resist alcohol.

In the past, the concern over who should be teaching alcohol education programs has been problematic. Plaut (1967) suggests that state education departments should take the leading role in alcohol education in school. Plaut (1967) believes that local school districts tend to be conservative when it comes to alcohol because that subject is not

considered an academic area for teachers. Some states have indeed made alcohol education a statewide effort. According to Williams and Vejnaska (1986), some states use their state education departments and liquor control boards as major resources in implementing and developing alcohol education curriculums for school. Williams and Vejnaska (1986) point out that this is the current practice in Florida, which has developed a curriculum for alcohol awareness for kindergarten through grade 12. Pennsylvania is conducting a similar effort that is based on alcohol awareness and the self-esteem of the youth (Williams and Vejnaska, 1986).

Other types of alcohol and drug awareness programs use police officers as the main educators in the classroom. Perhaps the best known drug-awareness program is Project DARE, which was first developed by the Los Angeles Police Department in 1983. The DARE (Drug Awareness and Resistance Education) program uses trained law enforcement officers to teach an alcohol and drug use prevention curriculum in local schools. According to Ennett (1994), DARE has been adopted by about 50% of schools nationwide and is the only program that is specifically mentioned in the Drug-Free School and Community Act.

According to Kochis (1994), although the DARE program has strong support from the community, there has been very little empirical evidence that indicates it acts as a deterrent to the use of drugs. DeJong (as cited in Hanson, 1986) conducted an evaluation of DARE's effectiveness in regards to the knowledge, behaviors, and attitudes of 288 seventh graders (experimental group) who had enrolled in the program. This group of seventh graders was compared to 310 students (comparison group) that had not enrolled in the course. Data from the post-test revealed no significant difference in the knowledge or attitudes about drugs between DARE and non-DARE students. Ringwalt (1991) conducted a similar study in which the researcher compared outcomes from 20 schools in North Carolina. Ten schools were randomly selected to receive the DARE program, while the other ten were established as the control group. Pre and post test

revealed no significant difference between the experimental and control schools in regards to student use of alcohol.

Most evaluations of alcohol education programs have produced a “mixed bag” of results. Gonzales (1982) found that alcohol education modules significantly affected the degree of responsibility of attitudes and the level of knowledge about drinking. On the other hand, Gonzales (1982) could find no significant difference between experimental groups that had experienced alcohol education and control groups who did not when both were tested on the incidence of behavior problems related to drinking. Carlson (1994) conducted a survey of 5th through 12th grade students to find out what their opinions were in terms of whether educational or punitive sanctions were more effective at deterring drug and alcohol use. Educational initiatives were concluded to be more effective than the punitive sanctions at deterring alcohol and drug use in the Carlson (1994) study. Thombs et al. (1996) found that high school and college students rated all actions or programs to reduce problems associated with alcohol as somewhat effective. The Thombs (1996) study found that supportive measures such as alcohol education were perceived as more helpful than legal, punitive sanctions. Rivers et al. (1996) found that former addicts or “people who have been there” were the implementers of choice over police officers when considering who should teach alcohol-education initiatives.

There is much controversy surrounding how drug and alcohol educational programs should be taught and which method or approach should be emphasized. There is also controversy over which type of prevention program should be implemented in the community. The choices range from the aforementioned examples of educational initiatives such as Project DARE to law enforcement punitive measures such as Cops in Shops. Cops in Shops, minor stings and other similar undercover programs can be viewed as punitive sanctions since offenders have to go through the humiliation of being apprehended by the police and fined.

### **Importance of evaluation**

In order to be seen as effective, an alcohol education should be evaluated on its ability to deter the specific individual enrolled in the program from drinking alcohol. According to Engs (1986), frequent evaluations of alcohol education programs are necessary to determine the effect that they have on participants. The same can be said about police operations such as undercover sting operations. One may want to know the effect that these police operations have on reducing specific crimes. According to Moberg (1984), program evaluation “provides an opportunity to demonstrate program value, develop constituencies, and justify funding of successful strategies” (Moberg, 1984:5). Moberg (1984) further states that just because a program is well liked by the community and seems to work, does not mean that the program does not have negative effects.

It would be beneficial to discover the level of public support based on the opinions of alcoholic beverage agents since they have always labored with low public support because of the enforcement of unpopular alcohol laws (Pace, 1997). Whisenand (1977) states that “public agencies should improve the delivery of all social services to citizens, particularly those groups that contribute higher than average proportions of their numbers to crime statistics” (Whisenand, 1977 p.35). Evaluation of alcohol-prevention programs directed toward preventing underage drinking would be in line with Whisenand’s argument. Most of these alcohol-prevention programs can be evaluated on the measures of general and specific deterrence, detection (for sting programs), frequency of use, public support, cost-effectiveness, and ease of implementation.

### **Deterrence**

Gary T. Marx (1988) makes the case that the goals of all undercover stings are to detect and deter crime. The same applies to undercover alcohol sting operations such as minor stings and Cops in Shops. Another researcher, Franklin Zimring (1973) states that

deterrence is “a function of the declaration of some harm, loss, deprivation, or pain that will follow noncompliance with commands”(Zimring, 1973:91). There are two types of deterrence: general and special or specific deterrence. General deterrence occurs when those in the at-large public understand or hear about the consequences of committing or trying to commit a prohibited act and are discouraged from committing the same type of act on the basis of the possible consequences (Zimring, 1973). Clear and Cole (1990) say that for general deterrence to be effective, the examples must be numerous enough to remind the public of the consequences of committing prohibited acts. Specific deterrence, on the other hand, occurs when the offender that is caught decides not to commit the same types of prohibited acts in the future to avoid further consequences. The police themselves are closely allied with the deterrence theory. According to Jeffery (1971), “the police justify their existence on the premise that, if criminals are detected, arrested, and punished, the crime rate will decrease” (Jeffery, 1971, p.53).

Specific deterrence is also considered a good measure of effectiveness for alcohol-education programs. Alcohol education programs try to prevent the use of alcohol by underage youth by explaining and showing examples of the consequences of engaging in such an act. If young people enrolled in the program avoid the use of alcohol, then it can be said that the program prevented or achieved the goal of specific deterrence among the young people. Since the general public does not participate in alcohol-education programs, the measure of general deterrence cannot be used to evaluate these programs.

## **Detection**

As noted earlier, undercover operations were originally developed to increase law enforcement’s ability to detect and deter crime. Jefferey (1971) asserts that for deterrence to be effective, the police must swiftly apprehend offenders. With the requirement for swift detection and apprehension by police of offenders in mind,

detection is considered a measure of effectiveness for undercover operations and other investigative techniques used to control alcohol-related crimes. According to Leonard (1973), the detective function involves the investigation and apprehension of criminals. Evaluations of undercover operations, such as minor stings and Cops in Shops, should focus on the degree to which the operations help law enforcement detect and apprehend more individuals who commit alcohol related offenses. A comparison of undercover sting programs with other traditional police techniques, such as complaint investigations and inspections, can determine which technique police officers believe is more effective in detecting alcohol related offenses.

### **Cost-effectiveness**

Cost-effectiveness is considered a measure of effectiveness in any area of social policy and should be considered so for both undercover operations and alcohol education efforts. According to Levin (1983), cost-effectiveness analysis refers to the "evaluation of alternatives according to both their cost and their effects with regard to producing some outcome or set of outcomes. Typically, educational evaluation and decision making must focus on the choice of an educational intervention or alternative for meeting a particular objective..." (Levin, 1983:17-18). Quade (1967) argues that cost-effectiveness can be used to reasonably assess vaguely-defined terms such as deterrence. Quade (1967) points out that since the goal of deterrence exist only in the mind; the analyst cannot directly measure the effectiveness of the alternatives that may lead to deterrence. In other words, cost-effectiveness is a good measure of social policy because one may look and all the resources that go into a program including time and money and decide if the program is worthwhile based on the expected outputs such as deterring people from committing crimes. In the case of alcohol-education programs, an analyst may look at the number of children enrolled in the program compared with the cost.

Using the measure of cost-effectiveness, a comparison of punitive sanctions, such as Cops in Shops, could be compared with more supportive measures, such as alcohol education. Greenwood et al. (1996) compared the punitive sanction of California's "three strikes" law with early alcohol-intervention efforts and found that too much money was spent on punitive sanctions. According to Greenwood (1996), less attention has been paid to the cost-effectiveness of prevention programs compared to that of punitive sanctions. Using the measures of cost-effectiveness, different techniques and programs can be compared across the board. For example, educational programs could be compared with undercover sting programs and other traditional law enforcement techniques in terms of cost-effectiveness.

### **Ease of implementation**

Ease of implementation is another category that does not receive much attention in studies on sting operations and alcohol education. Very simply, ease of implementation can be defined as the degree of difficulty with which social programs or policies can be put to use. Ease of implementation is an important assessment measure since it provides the researcher the opportunity compare similar programs. Two programs may be just as effective in achieving their goals, but those programs may differ in terms of the level of difficulty in implementation. Using ease of implementation as a comparison measure, a sting program can be compared with an alcohol-education program since both have the same goals; to deter alcohol violations. Nakamura and Pinderhughes (1981) maintain that implementation researchers assume that their findings are relevant across specific subject areas. Allison (1974) makes a case for the importance of implementation as a criterion for judging social policy so that obstacles and opportunities to the success of that social policy can be identified. While alcohol education may have strong support for the surrounding community, legal, political and logistical barriers may prevent the success of undercover alcohol-sting operations.

### **Frequency of use**

Frequency of the use of the program is another category that can be considered a measure of effectiveness for undercover sting operations and alcohol education programs. According to some authors in alcohol education literature such as Schaefer (1995), alcohol-intervention efforts targeted toward youth generally require more than one session and, in fact, may require refresher courses. The same can be applied to undercover alcohol-crime operations since, as the theory of deterrence follows, examples must be numerous for the deterrent effect to take place (Clear and Cole, 1990). Implementers of an alcohol-prevention program could be surveyed on their perception of the need to use the program more often.

### **Public support**

Public or community support is another category that has been identified by alcohol-education and delinquency-prevention literature as important for the success of alcohol intervention efforts. According to Coffey (1975), the success of the criminal justice system in dealing with delinquency and crime depends on the support and participation of citizens from the surrounding community. Law enforcement agencies may court public support for minor sting operations by giving reports to local news agencies or by actually bringing a member of the media along to witness the operation (TABC Minor Sting Guidelines, 1999). Other undercover operations such as Cops in Shops require the participation and cooperation of local merchants that sell alcohol. The deterrent effect of the undercover operation can be increased if the public has knowledge of the activities of the operation.

Public support is also a measure of effectiveness for alcohol-education programs. Alcohol-prevention programs that have public support are more likely to preserve, as evidenced by programs such as Project DARE (Cullen et al., 1998). Carlson (1994) takes

public support even further by saying that very promising results have come from substance abuse programs that included activities by the surrounding community. Before actual community involvement takes place, the community must become supportive of the prevention effort. Smart (1979) maintains that alcohol education in schools has always suffered from low-level exposure and a lack of public support. If the public supports a particular program, there may be a good chance of it being more successful because of higher enrollment.

Programs such as Project DARE and Cops in Shops are created to inform the public of current laws and enforce them when necessary. In general, adherence to the law is important for a society to properly function. In particular, adherence to alcohol laws is important to protect the youth of society and keep public order. Alcohol laws in the State of Texas are no exception.

### **CHAPTER III**

#### **LEGAL SETTING**

The purpose of this chapter is to discuss the various alcohol-related laws in Texas and the main agency charged with the enforcement of these laws. Various techniques that are used to educate the public and enforce alcohol laws are also discussed.

In the State of Texas, almost all alcohol violations can be found in the Texas Alcoholic Beverage Code. The Code contains provisions regarding administrative and criminal violations and penalties for both citizens and vendors of alcoholic beverages. Criminal violations of the Code include the possession of alcohol by a minor (Sec.106.05); consumption of alcohol by a minor (Sec.106.04); purchase of alcoholic beverage by a minor (Sec.106.02), misrepresentation of age by a minor (Sec.106.07) and driving under influence of alcohol by a minor (ABC Section 106.41 and Transportation Code Section 524.022). The penalties for first offenses of the aforementioned provisions, which are all Class C Misdemeanors, include the enrollment in alcohol-awareness classes and community service by the offending minor along with the suspension or denial of the minor's driver's license for a period of 30 days.

Other offenses that are usually alcohol-related but may not explicitly be found in the Alcoholic Beverage Code include: the possession of false identification (Transportation Code, Sec. 521.453) and the delivery or manufacture of counterfeit identification (Transportation Code, Sec. 521.456). The two previous offenses are Class C Misdemeanors. The sale of alcohol to a minor (Sec. 106.03) is a Class A misdemeanor, and the purchasing or furnishing of alcoholic beverages to a minor is a Class B misdemeanor. The consumption of alcoholic beverages during prohibited hours (Sec. 105.06), knowingly consuming alcohol on a prohibited premise (Sec. 101.72 and 101.73) and sale of alcoholic beverage to an intoxicated person (Sec. 101.6) are Class C misdemeanors. Public intoxication (Penal Code Sec. 49.02) is also against the law and is a Class C misdemeanor.

Any Texas peace officer can enforce the criminal provisions of the Texas Alcoholic Beverage Code. The peace officers that specialize, however, in enforcing the provisions of the Code are the agents of the Texas Alcoholic Beverage Commission. The Texas Alcoholic Beverage Commission is a state regulatory and law enforcement agency that employs approximately 530 employees across the State of Texas (TABC, 2000). The Commission is the main licensing agency for the alcoholic beverage industry in Texas. The Commission has various operating units, but the Enforcement division is the unit that is charged with enforcing the administrative and criminal provisions of the Code.

The Enforcement Division of the Commission currently employs 220 agents (peace officers) throughout the state in various district and field offices. The responsibilities of the Enforcement Division are to detect and deter criminal and administrative violations of the Code that occur on the premises of alcohol establishments that are licensed by the commission, and to detect and deter criminal violations of the Code that occur away from these premises (Hale, 1993). TABC agents accomplish the detection and deterrence of violations by inspecting licensed and non-licensed premises that serve alcohol, investigating complaints filed by the public and educating the public about the consequences of alcohol use through various alcohol-awareness education programs. Non-licensed premises are those locations that sell alcohol without a proper permit. Since TABC agents are Texas peace officers, they may also enforce the provisions of the Texas State Penal Code. The main enforcement targets of TABC agents, however, are intoxicated persons, minors who possess or consume alcohol and adults (including retailers) who purchase or sell alcohol to minors (Hale, 1993).

### **Complaint and source investigations**

One of the major techniques used by TABC agents to address underage drinking and other violations of the Texas Alcoholic Beverage Code is the complaint

investigation. Complaint investigations begin after a citizen makes a written or verbal complaint to the Commission about some violation of the Code, usually concerning a certain alcohol establishment selling alcohol to minors. The complaint is then registered in a statewide database that can be accessed from any TABC office in the state ([www.tabc.state.tx.us/enforce/other.htm](http://www.tabc.state.tx.us/enforce/other.htm), 1999). After the complaint has been registered, a TABC agent conducts an investigation into the incident to determine if any laws regarding alcohol have been violated.

A somewhat recent adaptation of a complaint investigation is called a source investigation. A source investigation occurs after someone is involved in a serious accident involving the use of alcohol or an incident of driving while intoxicated. TABC agents investigating the incident, either by examining actual evidence from the scene or relying on Department of Public Safety records, will try to determine where the source of the alcohol came from. An agent that is assigned to a particular case will attempt to determine if the vendors or others that sold or furnished the alcohol to the parties in the incident were acting within state law when the alcohol was sold. If the TABC agent finds that alcoholic beverages were sold illegally, the appropriate criminal and/or administrative charges will be filed against the vendor or person that provided the alcohol. According to TABC's web site, source investigations require a large number of work hours and resources, but that the effort pays off when an illegal source of alcohol is found ([www.tabc.state.tx.us/enforce/other.htm](http://www.tabc.state.tx.us/enforce/other.htm), 1999).

## **Inspections**

TABC agents conduct routine investigations of licensed premises that sell alcoholic beverages to the public. While agents perform these inspections, they note whether or not minors are consuming alcohol or if there are any intoxicated persons in the establishment. Most underage drinking citations are written during these types of inspections. The agents will also look for administrative violations of the Code, such as

having the required sign displays and any Penal Code violations. Many inspections are the result of complaint investigations made by citizens. According to TABC's web site, inspections for the year 1997 took up 82% of the agent's time ([www.tabc.state.tx.us/enforce/other.htm](http://www.tabc.state.tx.us/enforce/other.htm)). Since inspections of establishments that sell alcohol are routine, these inspections have the potential to be a deterrent to violations of the Alcoholic Beverage Code.

### **Minor stings**

Minor stings are undercover law enforcement operations that attempt to identify retail establishments that sell alcohol to minors and reduce the incidence of the sale of alcohol to minors and underage drinking in general. As previously mentioned, minor stings involve the use of minors accompanied unobtrusively by a police officer for the purpose of attempting to buy alcohol from a retail establishment. Since the crime of selling alcohol to a minor is a Class A misdemeanor in the State of Texas, any clerk or bartender that sells alcohol to a minor in a minor sting is immediately arrested.

Any local law enforcement agency can conduct minor stings; however, the TABC conducts these stings on a regular basis and has set guidelines on how they should be carried out. For minor sting operations, the TABC only uses minors who are approximately seventeen to eighteen years of age. The Minor Sting Operating Manual, which can be found on TABC's web site ([www.tabc.state.tx.us/programs/sting1.htm](http://www.tabc.state.tx.us/programs/sting1.htm), 1999), makes clear that minors in their stings do not use fake identification when attempting to purchase alcohol. Usually, only minors from local school, civic groups, or children of TABC employees are recruited to be decoys in minor stings. Written permission from the parents of the minors who participate in the stings must also be obtained ([www.tabc.state.tx.us/promgraming/sting1.htm](http://www.tabc.state.tx.us/promgraming/sting1.htm), 1999). Other details, such as the suggested stature and other physical features for prospective minors are suggested in TABC's Minor Sting Manual. The minor, when attempting to purchase alcohol, must be polite

and courteous to the vendor and always be truthful. Surveillance of the entire operation by video and audio technology is also mandated in TABC's minor stings. Surveillance of the minor attempting to purchase alcohol is crucial so that the minor's safety can be monitored, and important evidence can be gathered if the sting is successful. If a case goes to trial as a result of a minor sting, the evidence gathered through the surveillance technology becomes very useful. TABC also recommends that local media be notified so that the program may receive community support and serve as warning to other vendors who may be currently selling alcohol to minors (Hale, 1999).

### **COPS and Cops in Shops**

The TABC also uses the COPS (Cooperative on-premise stings) and Cops in Shops programs to deter and detect violations of the Alcoholic Beverage Code. As discussed previously, the Cops in Shops program involves the use of undercover police officers in a retail establishment posing as customers or employees of that establishment for the purposes of deterring and detecting minors and intoxicated persons attempting to purchase alcohol. The COPS program is similar except the establishment cooperating in the sting is one that has a license that allows customers to consume alcohol on the premises such as a bar, restaurant or club. The COPS program also attempts to catch minors who are already in the possession of, or are consuming, alcohol on the premises of the establishment. Both the COPS and Cops in Shops programs also seek to catch minors who have fake identification. During the time that the programs are taking place, agents instruct employees on how to spot minors, intoxicated persons and fake identification. The ultimate goal of both programs is to deter violations of the Code by minors in order to reduce the numbers of minors involved in traffic accidents in which alcohol is involved (Hale, 1999).

**Project SAVE for kids**

TABC is also involved in educational efforts to curb the incidence of underage drinking and other violations of the Alcoholic Beverage Code. One of these efforts is called Project SAVE (Stop Alcohol Violations Early) which was first developed in 1996 to curb underage drinking. The program is similar to Project DARE except that its focus is on alcohol rather than on alcohol and illegal drugs together and uses a multi-lesson format. The program is usually offered to students in grades four through nine, although higher grades can be targeted. Project SAVE teaches kids the consequences of drinking alcohol from a legal and health standpoint. The program also teaches students the skills that are needed to resist the pressure by their peers and society to drink alcohol. Like Project DARE, SAVE is taught by actual police officers (TABC agents) that have been through a rigorous training program in order to qualify to teach the course. The students in the program have the opportunity to develop a rapport with the agent teaching the course since they may pose questions to the agent at any time. Films are also used to create discussion on how to effectively resist alcohol and the pressure to drink (Hale, 1999).

**Project SAVE for retailers**

The TABC also offers a Project SAVE for retailers. SAVE for retailers is said to provide a “hands-on” reinforcement approach to recognizing prohibited, alcohol sales. In the retailers program, TABC agents may pose as employees or customers and work side by side with employees of both on-premise and off-premise establishments that sell alcohol. The emphasis of the program lies in teaching employees of alcohol establishments to be able to identify minors and intoxicated persons who attempt to purchase alcohol or in other words, stopping alcohol violations before they occur (Hale, 1999).

## **Shattered Dreams**

Shattered Dreams is another educational program that TABC uses to deter violations of the Alcoholic Beverage Code by youth. The program is similar to other juvenile crimes prevention programs that attempt to “scare” or “shock” the intended targets into obeying the law. In Shattered Dreams, a fake DWI car accident is staged next to a high school in cooperation with local police and EMS. Actors play the drunk driver, and the family of those “killed” in the accident. A person dressed as the “Grim Reaper” then goes into a different class room every fifteen minutes to select a new “victim” for the fake accident. The youth that are selected to participate are then dressed in black t-shirts and have their faces painted white for the rest of the day. This type of dramatic presentation is used to illustrate the life and death consequences when youth drink and drive. A “wrap-up” assembly is held the next day presenting those students and the other actors that participated in the drama. The overall message that is sent by Shattered Dreams is “don’t drink until your 21 and never drink and drive” (Hale, 1999). The next chapter discusses some overall goals of law enforcement programs and how those programs can be assessed.

## CHAPTER IV

### CONCEPTUAL FRAMEWORK AND METHODOLOGY

The purpose of this chapter is to re-state the categories of effectiveness that are used to determine the success of law enforcement programs that address alcohol violations and to explain how those categories can be applied to the TABC law enforcement programs just mentioned in an empirical evaluation format. The different tools to combat underage drinking and other alcohol-related violations have typically come from law enforcement agencies or other public entities. These tools include enforcement and education initiatives regarding alcohol and alcohol related violations as discussed in the literature review chapter. Literature regarding alcohol education and enforcement issues has emphasized prevention or **deterrence** as a main category of effectiveness when assessing the worth of a particular program that combats alcohol-related crimes. Alcohol education programs have also been assessed based on **public support** and the **frequency** of their use. **Detection, public support, and frequency of use** are categories that have also been applied to enforcement programs when assessing their effectiveness. Literature in the area of government policies regarding alcohol are lacking in studies that assess the **cost-effectiveness** and **ease of implementation** of programs, both enforcement and educational, that deal with alcohol violations. This study examines the perceptions of TABC agents regarding the effectiveness of TABC programs using the aforementioned categories. The conceptual framework that will be used for this study is descriptive categories. According to Shields (1997), categories are an effective way to organize the “stuff of experience” to solve a problem or answer a “what” question (Shields, 1997:218).

Tables 4.1 summarizes the conceptual framework used to organize the empirical portion of this study. The table connects the conceptual categories that organize the survey to the literature on program effectiveness. Several of the TABC programs and

techniques are assessed in seven categories. The TABC sponsored programs include three undercover sting programs which are 1) **minor stings**, 2) **COPS**, and 3) **Cops in Shops**, and two alcohol awareness educational programs which are 4,5) **Project SAVE** (one for kids and one for retailers) and 6) **Shattered Dreams**. Two traditional enforcement techniques that are also used to address alcohol violations are the 7) **inspection of licensed premises** and 8) **source investigations**.

**TABLE 4.1**

Linking the Literature to the Categories of Effectiveness and the Survey Instrument.

Literature	Types of Effectiveness	Survey Items
Zimring (1973) Reid (2000)	Specific Deterrence	Question 1 Each program is rated on a 5 point scale; Minor Stings, COPS, Cops in Shops, Source Investigations, Inspections, Project SAVE (kids and retailers, and Shattered Dreams.
Zimring (1973) Reid (2000)	General Deterrence	Question 2 Each program is rated on a 5 point scale; Minor Stings, COPS, Cops in Shops, Source Investigations, and Inspections.
TABC Strategy (1999) Jeffery (1971)	Detection	Question 3 Same programs and rating system as above.
Levin (1983) Greenwood et al. (1996)	Cost-Effectiveness	Question 4 Same programs and rating system as above.
Allison (1974) Palumbo and Harder (1996)	Ease of Implementation	Question 5 Same programs and rating system as above.
TABC (1999)	Frequency of use	Question 6 Same programs and rating system as above.
Pace (1997)	Public Support	Question 7 Same programs and rating system as above.

Since the purpose of undercover sting operations and other enforcement techniques is to “detect” violations of the law, the measure of **detection** could be used to assess the effectiveness of TABC undercover sting programs, inspections and source investigations. One other purpose of undercover sting operations, inspections, and source

investigations is to **deter** violations of the law. The measure of **deterrence** has the potential to be measured in two forms: **specific and general**. **General deterrence** occurs when potential offenders avoid violations of the law after watching or hearing about negative consequences that occur to someone who has violated the law. **Specific deterrence** occurs when an offender is punished or apprehended after violating the law and is discouraged from committing future similar violations based on those negative consequences. **Specific deterrence** is also considered a good measure of effectiveness for alcohol education programs since the emphasis on alcohol education is to prevent those enrolled from committing alcohol-related violations.

The deterrence literature suggests that the public must be aware and supportive of the negative consequences in order for the deterrent effect to be successful. The requirement of support is a reason why the measure of public support could be applied to undercover sting operations. If **public support** of the program is increased, the **deterrent** effect should increase. The **deterrent** effect could also be increased if the negative consequences occur frequently. Discovering whether TABC agents feel the need for the program to be used more frequently is a good reason why **frequency of use** would be a good category to measure.

Literature regarding alcohol education suggests that community involvement or **public support** is essential for an alcohol education program to be successful. **Public support** of a particular alcohol education program is important since greater **public support** may increase enrollment in the program. **Public support** may ensure the survival of the program. Literature in alcohol education has also suggested that follow-up programs in alcohol education should occur more than once to reinforce the consequences of underage drinking. The necessity of using alcohol-awareness classes more than once is a reason why the **frequency of use** category can be applied to alcohol education programs.

The measures of **cost-effectiveness** and **ease of implementation** are program evaluation measures that could also be applied to all of the TABC programs and techniques in question. **Cost-effectiveness** is defined as achieving a balance between inputs and outputs. In other words, cost-effectiveness would entail having time, money, and resources put into a program, then having those resources "returned" in program effectiveness. **Ease of implementation** is also another important program evaluation measure and can be defined as the level of difficulty in establishing a program. **Ease of implementation** is important measure of effectiveness since a program that is hard to implement may not achieve the level of success or **support** of one that is easy to implement. There are also many implementation barriers to social programs, including political and logistical barriers, that may come into play when determining how easy a program is to implement.

### **Survey Research**

This is a descriptive study that uses survey research to discover Texas Alcoholic Beverage Commission agents' perceptions about TABC sponsored programs and enforcement techniques. A survey of an entire population of approximately 220 agents in the Texas Alcoholic Beverage Commission was conducted to find out how they rate TABC programs on certain measures of effectiveness. The agents of the Texas Alcoholic Beverage Commission are an important group to question since these agents could be considered "experts" in the field because they know what works and what doesn't in alcohol-prevention programs. The agents are also the ones who implement the programs and techniques and have first-hand knowledge about their effectiveness.

The agents taking the survey had the opportunity to rate each program and technique on the aforementioned categories on a one to five scale in terms of the program's ability to achieve the goal. Each of the questions in the questionnaire is derived from the conceptual framework. For example, question 1 asks the agents to rate

the particular program or technique on how well it achieves the goal of specific deterrence on a one to five scale with one being none and five being the highest rating. This type of survey method works best to measure perceptions of a certain population since categories are easily linked to survey research. A Likert scale of one to five was chosen for this particular study since it is a common scale that has been used to gauge perceptions in prior applied research projects.

This study is important since there is limited information on the effectiveness of law enforcement programs and techniques that address alcohol violations. The effectiveness of drug and alcohol educational programs has recently been brought into question. The study itself uses means and percentages to measure the results so the programs and techniques being studied can be more easily compared with one another in each category.

### **Population-Sample**

The entire sampling frame of 220 Texas Alcoholic Beverage Agents from around the State of Texas were given the opportunity to take part in the study. The sampling frame was obtained from TABC Headquarters. Surveys were mailed to TABC District Offices around the state then distributed to various outpost offices as needed. Appendix 1 details the districts and outposts that the surveys were sent, including the Lubbock, Dallas, Odessa, Abilene, Longview, Houston, Austin, and San Antonio regions. The surveys were returned using inter-agency mail. Issues associated with sampling did not apply since the entire population of agents in the state were sent surveys. A preliminary survey instrument was pre-tested using 13 agents from the Austin, TX, District Office. The pre-test helped to refine the survey so that it would be clearer and more comprehensive. The final draft surveys were sent out in the first week of February 2000.

### **Strengths and weaknesses**

Survey research has its strengths and its weaknesses. According to Babbie (1998), a strength of survey research is that it is able to make refined descriptive assertions about a large population. By the same token, self-administered surveys are able to make the sampling of these large populations feasible. Large populations also help in descriptive analyses since several variables have the opportunity to be analyzed at the same time (Babbie, 1998). Babbie (1998) also asserts that surveys give the researcher flexibility to develop operational definitions based on actual observations. Surveys give the researcher strength in regard to general measurement which comes from the requirement of having to ask the same questions of all respondents and by having to impart the same intent to all of the subjects answering a particular question. In turn, asking the same questions of all respondents increases the validity of the study (Babbie, 1998).

One weakness of surveys, according to Babbie (1998), is that they are standardized, making them appear superficial in the discussion of complex topics. Surveys are also unable to deal with social life in its context. In other words, surveys can seldom discover what subjects are actually thinking and feeling in a real life situation. Moreover, surveys, because of their artificial nature, cannot measure social action (Babbie, 1998). Surveys can be inflexible because, unlike field observation, they must adhere to the initial study design. Finally, surveys can only provide “approximate indicators” of what the researcher is trying to discover. The researcher, in many cases, is unable to provide exact definitions of what is being measured, which may lead to reliability problems (Babbie, 1998: 274).

The purpose of this particular study is to survey TABC agents based solely on their perceptions of how successful a program is in certain categories. The results should not be misunderstood as being extrapolated from real-life situations.

## CHAPTER V

### RESULTS

#### Survey

Respondents were given the opportunity to score different law enforcement programs and techniques based on their ability to achieve specific goals. Programs were rated on a 1 to 5 scale with five being the maximum score and one being the lowest or none. Surveys were sent out to 220 respondents and 102 were returned for a response rate of 46.4%. The study did not use a random sample.

**TABLE 5.1**

Agent Perception Ratings of TABC Programs on the Goal of Specific Deterrence

<b>Program</b>	<b>Rated a 4 or Above (%)</b>	<b>Overall Mean</b>	<b>N</b>
Minor Stings	88.2%	4.3	102
Inspections	67.7%	3.8	102
Cops in Shops	55.9%	3.6	102
Shattered Dreams	48%	3.4	100
Project SAVE (retailers)	43.2%	3.3	102
COPS	43.1%	3.3	102
Project SAVE (kids)	37.2%	3.2	102
Source Investigations	34.3%	2.9	100

#### Specific deterrence

Specific deterrence was earlier defined as the ability to deter a specific individual from committing a particular crime based on the negative consequences of the act. Educational programs may deter the specific individuals enrolled in the program from committing the particular crime. As shown in table 5.1, on the goal of specific deterrence, minor stings scored the highest with a mean rating of 4.3. Over eight-eight

percent of agents surveyed ranked minor stings a four or above on their perception of the technique as being a specific deterrence to committing alcohol violations. Inspections of licensed premises came in second with a score of 3.8, followed by the Cops in Shops program with a score of 3.6. The educational drama, Shattered Dreams had an overall mean of 3.4, followed by COPS and Project SAVE for retailers, with perception scores of 3.3. Project SAVE for kids only scored a mean of 3.2, with source investigations coming in last with a mean of 2.9.

**TABLE 5.2**

**Agents Perception Ratings of TABC Programs on General Deterrence**

<b>Program</b>	<b>Rated a 4 or Above (%)</b>	<b>Overall Means</b>	<b>N</b>
Minor Stings	79.4%	4.1	102
Inspections	57.8%	3.7	102
Cops in Shops	52%	3.5	102
COPS	40.2%	3.2	102
Source Investigations	30.4%	2.8	102

### **General deterrence**

General deterrence was defined as the ability to deter the general population from committing particular crimes based on warnings, such as seeing someone else suffering negative consequences of committing a crime. Table 5.2 shows that TABC agents perceived that minor stings had the greatest general deterrent effect for alcohol violations. Minor stings scored an overall perception mean of 4.1, followed by inspections, which scored a 3.7. Almost eighty percent of respondents ranked minor stings as a four or above as a general deterrent to the commission of alcohol crimes. Cops in Shops scored a mean of 3.5 followed by COPS, which scored a 3.2. Source investigations came in last with a mean score of 2.8.

**TABLE 5.3****Agent Perception Ratings of TABC Programs on Detection**

<b>Program</b>	<b>Rated a 4 or Above (%)</b>	<b>Overall Mean</b>	<b>N</b>
Minor Stings	84.3%	4.4	102
Inspections	76.5%	4.0	102
Cops in Shops	66.3%	3.8	101
COPS	53.4%	3.5	101
Source Investigations	23.5%	2.7	102

**Detection**

The strategic goals of the Texas Alcoholic Beverage Commission are the deterrence and detection of alcohol related violations. Detection was earlier defined as the ability to discover alcohol-related violations. In Table 5.3, minor stings received the highest overall mean rating, based on the perceptions of the agents, in terms of its ability to detect alcohol violations with a score of 4.4. Just over eighty-four percent of respondents ranked minor stings a four or above at being able to detect alcohol violations, namely selling alcohol to minors. Inspections were second with a score of 4.0 and a high percentage of over 76%, followed by Cops in Shops with a score of 3.8. The COPS program received a perception mean score of 3.5, with source investigations coming in last with an assessment mean of 2.7.

**TABLE 5.4**

Agent Perception Ratings of TABC Programs on Cost-Effectiveness

Program	Rated a 4 or Above	Overall Mean	N
Minor Stings	82.3%	4.3	102
Inspections	77.5%	4.1	102
Cops in Shops	53.9%	3.5	102
Shattered Dreams	52.4%	3.4	101
Project SAVE (kids)	45.1%	3.3	102
COPS	43.2%	3.2	102
Project SAVE (retailers)	39.2%	3.2	102
Source Investigations	20.5%	2.5	102

**Cost-effectiveness**

Cost-effectiveness was defined as achieving a balance between time, money, resources, and the outputs of a particular program or technique. In the cost-effectiveness category, minor stings scored the highest with an overall mean perception rating of 4.3 and was ranked a four or above in cost-effectiveness over eighty-three percent of the time. Inspections followed with an assessment score of 4.1 and a percentage of over seventy-seven percent. Also in Table 5.4, Cops in Shops came in third with a mean score of 3.5, followed by Shattered Dreams with a score of 3.4. Project SAVE for kids scored 3.3, and both Project SAVE for retailers and the COPS program scored a perception assessment of 3.2. Source investigations scored the lowest in the cost-effectiveness category with a score of 2.5.

**TABLE 5.5**

Agent Perception ratings of TABC Programs on Ease of Implementation

<b>Program</b>	<b>Rated a 4 or Above (%)</b>	<b>Overall Mean</b>	<b>N</b>
Inspections	87.2%	4.4	102
Cops in Shops	73.6%	4.0	102
Minor Stings	71.6%	4.0	102
COPS	61.8%	3.8	102
Project SAVE (retailers)	41.2%	3.3	102
Project SAVE (kids)	42.2%	3.2	102
Source Investigations	25.5%	2.8	102
Shattered Dreams	30.7%	2.7	101

### **Ease of implementation**

Respondents were given the opportunity to rate which of the programs and techniques were easier to implement. Inspections of licensed premises came out on top with an overall mean average score of 4.4 and a percentage of about eighty-seven that ranked the technique a four or above as being easy to implement based on the perceptions of the agents. Minor stings and Cops in Shops were second with scores of 4.0, followed by the COPS program with a score of 3.8. Project SAVE for retailers and kids scored 3.4 and 3.3 respectively. Source investigations scored a 2.8, with Shattered Dreams coming in last at 2.7 (Table 5.5).

**TABLE 5.6**

Agent Perception Ratings on TABC Programs on Frequency of Use

<b>Programs</b>	<b>Rated a 4 or Above (%)</b>	<b>Overall Mean</b>	<b>N</b>
Inspections	87.3%	4.4	102
Minor Stings	83.4%	4.3	102
Cops in Shops	52%	3.6	102
Project SAVE (retailers)	51%	3.4	102
Project SAVE (kids)	49.1%	3.4	102
COPS	40.2%	3.2	102
Source Investigations	41.2%	3.0	102

**Frequency of use**

Alcoholic beverage agents were surveyed on the need to use a particular program more often. The agents seemed to indicate that inspections of licensed premises needed to be used more by inspections having the highest perception score in this category with a mean of 4.4, as shown in Table 5.6. Minor stings were second with a score of 4.3, followed by the Cops in Shops program at 3.6. Project SAVE for kids and retailers both scored an average 3.4. The Shattered Dreams program scored mean perception rating of 3.3. The COPS program scored a mean of 3.2, followed by source investigations with a mean of 3.0.

**TABLE 5.7****Agent Perception Ratings of TABC Programs on Public Support**

<b>Programs</b>	<b>Rated a 4 or Above (%)</b>	<b>Overall Means</b>	<b>N</b>
Minor Stings	72.6%	4.0	102
Shattered Dreams	71.5%	4.0	102
Inspections	73.5%	3.9	102
Project SAVE (kids)	63%	3.8	102
Cops in Shops	58.8%	3.6	102
Project SAVE (retailers)	52.8%	3.6	102
Source Investigations	51%	3.3	102
COPS	47%	3.3	102

**Public support**

Public support was defined as the level to which the community supported a particular program or technique used by the Texas Alcoholic Beverage Commission. Agents were surveyed on the level of public support they perceived a particular program had generated. Minor stings and Shattered Dreams received the highest overall mean rating based on the perceptions of the agents with scores of 4.0 and percentages of well over seventy of respondents that scored the techniques a four or above for public support. Inspections of licensed premises followed closely with a mean perception score of 3.9. Project SAVE for kids scored a mean assessment of 3.8 and the Cops in Shops program scored a mean of 3.6. Project SAVE for retailers received a score of 3.5 and the COPS program and source investigations both scored a 3.3 in last place (Table 5.7).

## **CHAPTER VI**

### **DISCUSSION AND CONCLUSION**

#### **Minor stings**

Minor stings were the most popular TABC programs regardless of the perception of effectiveness category. Minor stings achieved nothing less than a four in all categories. Minor stings achieved a rating of 4.3 for reaching the goal of specific deterrence and a 4.1 in reaching the goal of general deterrence to the commission of alcohol violations based on the perception of the agents. It is possible that the deterrent effect of minor stings comes from the harsh penalty for being caught selling alcohol to minors. As mentioned, the sale of alcohol to an underage person is an automatic arrestable offense. Agents also felt that minor stings worked very well at catching offenders because the technique was rated very high for being able to detect alcohol violations (4.4).

Minor stings were also seen as more cost-effective (4.3) overall. The minor sting technique achieved a higher mean than inspections, which are typically less costly. Agents felt that minor stings were one of the easier programs to implement (4.0), just below inspections. Agents also felt that the minor sting technique should be used more frequently (mean 4.3). Finally, minor stings had the highest score in the perception of public support category, along with Shattered Dreams, as both achieved an assessment rating of 4.0. Table 6.1 gives a summary of the rankings of all the programs and techniques based on their overall means in each category.

**TABLE 6.1**

Ranking of Programs Based on Overall Perception Means Achieved

<b>Types of Effectiveness</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>
Specific Deterrence	Minor Stings	Inspec.	Cops in Shops	Shattered Dreams	COPS	Project SAVE (ret.)	Project SAVE (kids)	Source Invest.
General Deterrence	Minor Stings	Inspec.	Cops in Shops	COPS	Source Invest.	_____	_____	_____
Detection	Minor Stings	Inspec.	Cops in Shops	COPS	Source Invest.	_____	_____	_____
Cost-Effectiveness	Minor Stings	Inspec.	Cops in Shops	Shattered Dreams	Project SAVE (kids)	Project SAVE (ret.)	COPS	Source Invest.
Ease of Implementation	Inspec.	Minor Stings	Cops in Shops	COPS	Project SAVE (ret.)	Project SAVE (kids)	Source Invest.	Shattered Dreams
Frequency of Use	Inspec.	Minor Stings	Cops in Shops	Project SAVE (kids)	Project SAVE (ret.)	Shatt. Dreams	COPS	Source Invest.
Public Support	Minor Stings	Shattered Dreams	Inspec.	"	Cops in Shops	PS (ret.)	"	"

### **Inspections of licensed premises**

Inspections of licensed premises were the second most popular program across the board, just below minor stings. Apparently agents felt that the most simplistic technique was one of the most beneficial. Inspections achieved an assessment rating of 3.8 for specific deterrence and a 3.7 for general deterrence. TABC agents try to establish a routine of inspections for different alcohol establishments, including on and off-premise establishments. Inspections also received a high score for being able to detect alcohol violations with an assessment rating of 4.0. Agents felt that inspections were one of the most cost-effective programs since the technique achieved a mean of 4.1. Inspections are

the most simplistic of all the techniques. The fact that inspections are simplistic showed since the technique received a mean of 4.4, the highest of all scores, in the ease of implementation category based on the perceptions of the agents. Agents believed that inspections were the technique that should be used more often since the technique achieved a high mean the frequency of use category (4.4). In terms of perception of public support, inspections of licensed premises received an assessment rating of 3.9, just behind minor stings and Shattered Dreams.

### **Cops in Shops**

Cops in Shops was the third most popular program, being rated an above average score in almost all categories based on the overall mean perceptions of the agents. For the perception of being a specific deterrent, Cops in Shops achieved a mean of 3.6 and for the perception of general deterrent, a 3.5. Agents felt that the program was above average in detecting alcohol crimes, achieving an assessment score of 3.8. Since Cops in Shops scored an above average 3.5, agents perceived the program as being somewhat cost-effective. Agents also indicated that the program was easy to implement, with an assessment rating of 4.0 in the ease of implementation perception category. The respondents did feel that the program needed to be used more often since Cops in Shops received an overall mean rating of 3.6 in that category. The respondents, however, only saw the program as having above-average public support since the technique only received a mean of 3.6 in the perception of public support category.

### **COPS (Cooperative on-premise stings)**

The COPS program was considered, for the most part, an average to an above-average program. Somewhat surprisingly, in the perception of specific and general deterrence categories, the program respectively received an assessment mean of 3.3 and 3.2. The COPS program is suited to on-premise alcohol establishments where people are

free to drink such as bars, clubs, and restaurants. The COPS program did receive an assessment rating of 3.8 in the detection category, which means that agents felt that the program put them in a good position to see alcohol crimes taking place. Agents felt that the COPS program was average in cost-effectiveness since it achieved a mean of 3.2, yet was fairly easy to implement with an assessment score of 3.8 in the ease of implementation category based on the their perceptions. Agents only marginally believed that the program needed to be used more often (mean 3.2) in the frequency of use category. Agents also believed that the program had average public support with a rating of 3.3 in the public support category.. Both COPS and Cops in Shops get a deterrent effect from the fact that both use signs at the entrances of alcohol establishments warning the public that an undercover officer may be on duty in the establishment. If the programs are not well publicized, however, the deterrent effect may very well decrease.

### **Shattered Dreams**

The educational drama Shattered Dreams received an above average rating (3.4) in terms of the agents perceiving it as a specific deterrence and as cost-effective. Even though Shattered Dreams was perceived as being somewhat cost-effective, the program came in last in ease of implementation with a rating of 2.7. It may be possible that the low perception rating for cost-effectiveness is because of the time, effort, and complexities that naturally come with setting up a multi-agency program that is meant to have such a great impact on the emotions of adolescents. The agents did believe that the program had great public support with a mean rating of 4.0 in that category, yet only marginally believed that the program should be used more (mean 3.3) in the frequency of use category.

**Project SAVE for retailers**

"Project SAVE for retailers" is an educational program specifically designed for alcohol vendors. Agents rated the program average in terms of it being a specific deterrent for alcohol vendors to commit alcohol violations since the program achieved an overall a rating of 3.2. The program was also perceived as average in the cost-effectiveness, ease of implementation, and frequency of use perception categories with assessment ratings of 3.2, 3.3, and 3.4 respectively. The agents also felt that "Project SAVE for retailers" had above-average public support (mean 3.5).

**Project SAVE for kids**

"Project SAVE for kids" is another educational program that was perceived as being only marginally effective in all categories. Agents believed that the program was average in deterring kids from alcohol and alcohol related violations (mean 3.2) in the perception of specific deterrence category. The program was also seen as average in the cost-effectiveness and ease of implementation categories with overall scores of 3.3 and 3.2 respectively. Agents only marginally felt that the program should be used more (mean 3.4), however, the agents did perceive that "Project SAVE for kids" had higher public support than the retailer's program with an assessment score of 3.8. The high rating of 3.8 may be due to the popularity of educational program for kids from the surrounding community, such as the high popularity of Shattered Dreams and Project DARE. Police departments in different jurisdictions to make "better use" of time and resources have abandoned similar educational programs such as Project DARE.

**Source investigations**

The source investigation was very obviously the least popular law enforcement technique in all categories. Source investigations achieved an assessment score of 2.9 as being a specific deterrent and a 2.8 in the general deterrence of alcohol violations

perception category. Source investigations were also rated a low 2.7 mean in the detection of alcohol violations category based on the perceptions of the agents. The technique was not seen as cost-effective (mean 2.5), nor as easy to implement (mean 2.7) based on perception. Source investigations averaged only 3.0 in the frequency of use category had the lowest public support of any program or technique with an average rating of 3.3. The Texas Alcoholic Beverage Commission readily admits that source investigations are the most time-consuming of all techniques, however, the hope is that this technique would be beneficial in the long-term. Because of the low ratings for source investigations, TABC may have to re-evaluate its use of the technique.

In conclusion, the problems associated with alcohol are many including physical ailments and social woes. The main techniques that have emerged to combat these problems are alcohol education and the rigorous enforcement of laws regarding alcohol which include undercover sting operations and other traditional methods of inspections and investigations.

These types of programs have been evaluated in this study using the measures of effectiveness of specific and general deterrence, detection (for sting operations), cost-effectiveness, ease of implementation, frequency of use of the program, and public support. Minor stings were the most highly rated of all programs and techniques that were studied, followed by inspections of licensed premises. Source investigations were the lowest rated of all programs and techniques dealing with alcohol law violations. The Texas Alcoholic Beverage Commission may want to commit to another more thorough study of its techniques and programs to better decide how the Commission's resources should be allocated even if it means choosing between the programs that the public likes and the programs that are truly effective. For example, Shattered Dreams received a high assessment rating for the agents perceptions of public support (mean 4.0), but it was only average in perception of cost-effectiveness (mean 3.4) and was last in ease of implementation (mean 2.7) perception category. The same is true for "Project SAVE for

kids" and "Project SAVE for retailers. Both Project SAVE for kids and retailers received above-average assessments for perception of public support (means 3.8 and 3.5 respectively), but were average in all other categories. The Texas Alcoholic Beverage Commission may need to decide if public relations are more important than actual results.

### **Recommendations**

The following recommendations are based solely on the perceptions of TABC agents and should not be applied to real-life situations unless warranted by further research. It is recommended that minor stings should be continued since that particular technique received high assessment scores in all categories. Inspections should also be continued and used more often since the use of the inspection technique achieved the highest rating in the frequency of use category (mean 4.4) and is seen as cost-effective (4.1) and easiest to implement (4.4). Since the Cops and Cops in Shops programs received average assessment means in the perception of general deterrence categories (3.5 and 3.2 respectively), a campaign to make the public more aware of these programs may be in order. The campaign may simply take the form of distributing free signs to all alcohol vendors rather than just the ones that actually participate in the programs. Judging the effectiveness of social policy and programs will benefit the constituency and the community that the implementers of these policies and programs are supposed to serve.

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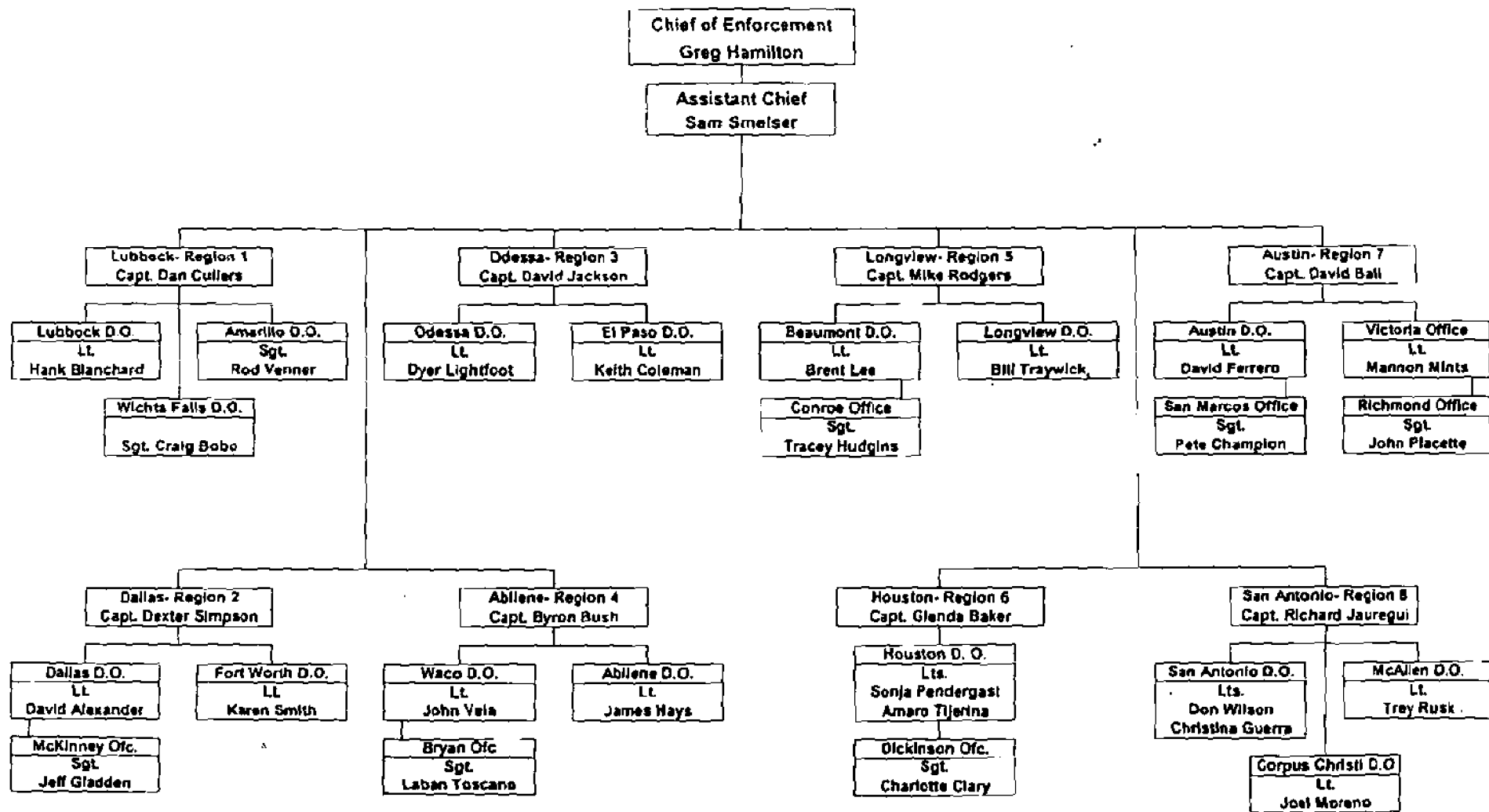
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Appendix One  
**TABC ENFORCEMENT**  
 Table of Organization (2-1-00)



**INTER-OFFICE COMMUNICATION  
TEXAS ALCOHOLIC BEVERAGE COMMISSION**

**DATE:** February 3, 2000

**TO:** All Enforcement Agents & Supervisors

**FROM:** Gregory Hamilton, *GH* Chief of Enforcement

**SUBJECT:** Internal Assessment of Program Effectiveness

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As part of the agency's strategic planning process, we are reviewing the relative effectiveness of each of the division's programs. We cannot depend on outcome and output numbers alone when making these assessments. Such numbers only reveal part of the story. Of greater importance are the subjective judgements, the opinions, of the men and women who are on the streets every day using these programs to achieve the division's goals and objectives.

In order for the division to derive the maximum possible benefit from the strategic planning process, we need you to express your opinions concerning the division's various programs. Attached is a questionnaire in which you are asked to rate our programs in terms of seven dimensions- specific deterrence, general deterrence, detection of violations, cost-effectiveness, ease of implementation, needed frequency of use, and existing public support. Definitions for these dimensions and explanations of the rating scales to be used for each are either also attached or included in the questionnaire itself.

Supervisors are asked to ensure that copies of this IOC and its attachments are provided to each commissioned peace officer. All commissioned peace officers are asked to complete their copy of the questionnaire and to return it via the office mail to Enforcement Headquarters no later than Friday, February 18, 2000.

The cooperation and participation of all peace officers will be much appreciated.

## DEFINITIONS

Specific deterrence - occurs when the offender is caught and/or punished, and as a result, is discouraged from committing the same offense again in the future.

In an educational program, the individual enrolled would be discouraged from committing the offense based on what is learned in the program.

General deterrence - occurs when potential offenders refrain from committing the offense in question based on witnessing the negative consequences of another offender's actions.

Detection - the undercover operation's ability to discover offenses and catch offenders in the act of committing violations of the ABC Code.

Cost-effectiveness - achieving a balance between inputs and outputs. When the program's cost in terms of time, money and other resources is considered worthwhile based on the effectiveness of the program.

Ease of implementation - the level of ease in which the program can be implemented.

Frequency of use - the perception of the need to use the program more.

Public support - the level to which the program has generated public support and public likability.

District \_\_\_\_\_

### QUESTION 1 SPECIFIC DETERRENCE

Please rate each of the programs' probability of achieving a specific deterrent effect on its intended target in regards to alcohol crimes using a scale of one to five with one being none and five being the maximum.

1 \_\_\_\_\_ 5  
None Maximum

Circle the appropriate response:

Minor Stings	1	2	3	4	5
COPS	1	2	3	4	5
COPS IN SHOPS	1	2	3	4	5
Source Investigations	1	2	3	4	5
Inspections of Licensed Premises	1	2	3	4	5
Project SAVE (kids)	1	2	3	4	5
Project SAVE (retailers)	1	2	3	4	5
Shattered Dreams	1	2	3	4	5

### QUESTION 2 GENERAL DETERRENCE

Please rate each program's probability of reaching the goal of general deterrence in regards to alcohol crimes using a scale of one to five, with one being none and five being the maximum.

Minor Stings	1	2	3	4	5
COPS	1	2	3	4	5
Cops in Shops	1	2	3	4	5
Source Investigations	1	2	3	4	5
Inspections of Licensed Premises	1	2	3	4	5

### QUESTION 3 DETECTION

Please rate each of the following programs based on your perception of how well they work in detecting alcohol crimes on a scale of 1 to 5 with 1 being none and 5 being the maximum.

Circle the appropriate response:

Minor Stings	1	2	3	4	5
COPS	1	2	3	4	5
Cops in Shops	1	2	3	4	5
Source Investigations	1	2	3	4	5
Inspections of Licensed Premises	1	2	3	4	5

#### QUESTION 4 COST-EFFECTIVENESS

Please rate the following program on your perception of how cost-effective the program is on a scale of one to five with one being none and five being the maximum.

Circle the appropriate response:

Minor Stings	1	2	3	4	5
COPS	1	2	3	4	5
Cops in Shops	1	2	3	4	5
Source Investigations	1	2	3	4	5
Inspections of Licensed Premises	1	2	3	4	5
Project SAVE (kids)	1	2	3	4	5
Project SAVE (retailers)	1	2	3	4	5
Shattered Dreams	1	2	3	4	5

#### QUESTION 5 EASE OF IMPLEMENTATION

Please rate each of the following programs on their ease of implementation on a scale of one to five with one being none and five being the maximum.

Circle the appropriate response:

Minor Stings	1	2	3	4	5
COPS	1	2	3	4	5
Cops in Shops	1	2	3	4	5
Source Investigations	1	2	3	4	5
Inspections of Licensed Premises	1	2	3	4	5
Project SAVE (kids)	1	2	3	4	5
Project SAVE (retailers)	1	2	3	4	5
Shattered Dreams	1	2	3	4	5

#### QUESTION 6 FREQUENCY OF USE

Please rate each of the following programs based on your perception of the need to use the program more often using a scale of one to five with one being the lowest and five being the maximum.

Circle the appropriate response:

Minor Stings	1	2	3	4	5
COPS	1	2	3	4	5
Cops in Shops	1	2	3	4	5
Source Investigations	1	2	3	4	5
Inspections of Licensed Premises	1	2	3	4	5
Project SAVE (kids)	1	2	3	4	5
Project SAVE (retailers)	1	2	3	4	5
Shattered Dreams	1	2	3	4	5

#### QUESTION 7 PUBLIC SUPPORT

Please rate each of the following programs based on your perception of public support that each program has generated for itself on a scale of one to five with one being none and five being the maximum.

Please circle the appropriate response:

Minor Stings	1	2	3	4	5
COPS	1	2	3	4	5
Cops in Shops	1	2	3	4	5
Source Investigations	1	2	3	4	5
Inspections of Licensed Premises	1	2	3	4	5
Project SAVE (kids)	1	2	3	4	5
Project SAVE (retailers)	1	2	3	4	5
Shattered Dreams	1	2	3	4	5