DWI Offenses of Persons Attending SATOP during June 1998

Purpose of the Study

In May 1999, data were collected from the Missouri Department of Revenue (DOR) on a sample of offenders who attended the Substance Abuse Traffic Offenders Program (SATOP) during June 1998. The purpose of collecting these data was to examine offenders' driving records for two years prior to and the approximately ten months following SATOP attendance. The June 1998 SATOP cohort was chosen because the Missouri Department of Mental Health (DMH) collected client satisfaction data from persons attending the program during June 1998. It should be noted that information was not available to permit us to match client satisfaction with driving records. We can not, therefore, link offenses to any particular outcome data.

Method

A database was received from the DMH's Division of Alcohol and Drug Abuse. It contained the names, and limited supporting information, of the 2,022 offenders who attended SATOP during June 1998. The supporting information included data, such as social security number, that was necessary to obtain driving records. Based on this information, we collected data from the Missouri Department of Revenue on the driving records of persons in the sample. Specifically, the data collected were the number and types of DWI offenses committed over a period of time.

For the purpose of this analysis, the Missouri Department of Revenue data were divided into two time periods: (1) the pre-SATOP study period, and (2), post-SATOP study period. Pre-SATOP included offenses committed from July 1, 1996 to June 30, 1998. The post-SATOP study period included offenses committed from July 1, 1998 through the last date available, May 2, 1999. In order to provide consistency in the analysis, July 1, 1998 was chosen as the start date for the post-SATOP period as everyone in the sample had completed SATOP by that time.

First we analyzed DWI data for the all persons in the cohort using the defined pre- and post-SATOP attendance study dates. We included any persons for whom offenses occurred. Then we analyzed only those offenders for whom we could find DWI offenses within two time periods, approximately two years prior to and 10 months post-SATOP attendance. This resulted in a much smaller pool of offenders.

There are two types of DWI offenses. One is a chemical test refusal and the other is an administrative arrest. According to the Revised Missouri Statutes, a driver must submit to a chemical test when requested by a law enforcement officer. If the driver refuses to submit to the test, the arresting officer takes the driver's license and issues a 15-day permit. The driver must then petition the court for permission to drive beyond the initial 15-day period. If the driver does not petition the court or the arrest is upheld by

the court, the driver's license is automatically revoked for one year. This type of offense is referred to as a chemical test refusal and is also called a chemical revocation in this report.

Any individual arrested for driving under the influence of alcohol is processed administratively by having the opportunity to request an administrative hearing within 15 days of their arrest date. If the action is upheld, the driver's license is suspended or revoked based on their prior driving record. If they have not been convicted or suspended for an alcohol-related offense in the past five years, their driver's license is suspended for a period of 30 days. This suspension is followed by an additional period of 60 days with a restricted driving privilege. If the driver has had an alcohol related-offense within the past 5 years, the license is revoked for a one-year period. If the driver does not request a hearing, the suspension or revocation (based on the 5-year prior record) begins on the 15th day after the arrest and there is no opportunity to appeal the decision. This type of offense is referred to as an administrative arrest and is also called an administrative suspension in this report.

Programmatic data and pre-and post SATOP driving records were used as the basis of this report. Results of these analyses of the data collected follow.

Results

The complete DMH SATOP database for June 1998 included 2,022 offenders. Of those, 1,500 persons committed offenses in the pre-SATOP period from July 1, 1996 to June 30, 1998. One hundred and twenty-four persons committed offenses post SATOP (after June 30, 1998). Of the 2,022 offenders in the original sample, no information could be found for 13 individuals in the DOR database. Further, no offenses were identified for 293 persons. An additional 333 persons committed offenses before the two-year pre-SATOP window previously defined as July 1, 1996 through June 30, 1998.

Because offenders could have offenses both pre- and post-SATOP, the above categories are not mutually exclusive. They therefore will not sum to the total population number of 2,022.

Pre-SATOP attendance

The ages for pre-SATOP offenders ranged from 16.2 years to 78.7 years. Average age of the group was 35.4 years. No data other than age were available on the file for analysis.

In the pre-SATOP period, from July 1, 1996 to June 30, 1998, there were a total of 1,509 offenses committed by 1,500 offenders. An analysis of the types of offenses reveals the following:

Table 1: Number of Pre-SATOP Offenders by Type and Number of Offenses*

Type of Offense	Number of Offenders	
	1 Offense	2 Offenses
Administrative suspension (AD)	1,229	30
Chemical revocations (CH)	200	10

*Numbers of offenders are not additive

Of the 1,500 offenders, 1,229 had only one administrative offense and 30 persons had two offenses. Far fewer persons had chemical refusals: 200 persons had one and 10 persons had two. In addition, there were several persons with both types of offenses. These are as follows: 29 people had one administrative suspension and one chemical revocation; one person had one administrative suspension and two chemical revocations; 30 people had two administrative suspensions, and one person had two administrative suspensions and one chemical revocation.

Further analysis was conducted examining number and type of offenses by SATOP program component. Results are as follows:

Table 2: Types and Number (Percent) of pre-SATOP Offenses by Program*

Program	Type of Offense			
	Administrative Suspension (AD)		Chemical Revocation (CH)	
	1 AD	2 ADs	1 CH	2 CHs
Offender Education Program (n=815)	728 (89.1%)	1 (0.2%)	81 (9.9%)	3 (0.7%)
Weekend Intervention Program (n=419)	322 (76.5%)	17 (8.1%)	63 (14.9%)	1 (0.5%)
Clinical Intervention Program (n=202)	131 (63.4%)	10 (9.7%)	45 (21.8%)	5 (4.9%)
Alcohol and Drug Education Program [for minors (n=25)]	24 (96.0%)	0 (0.0%)	1 (4.0%)	0 (0.0%)
Other (n=27)	15	2	8	0

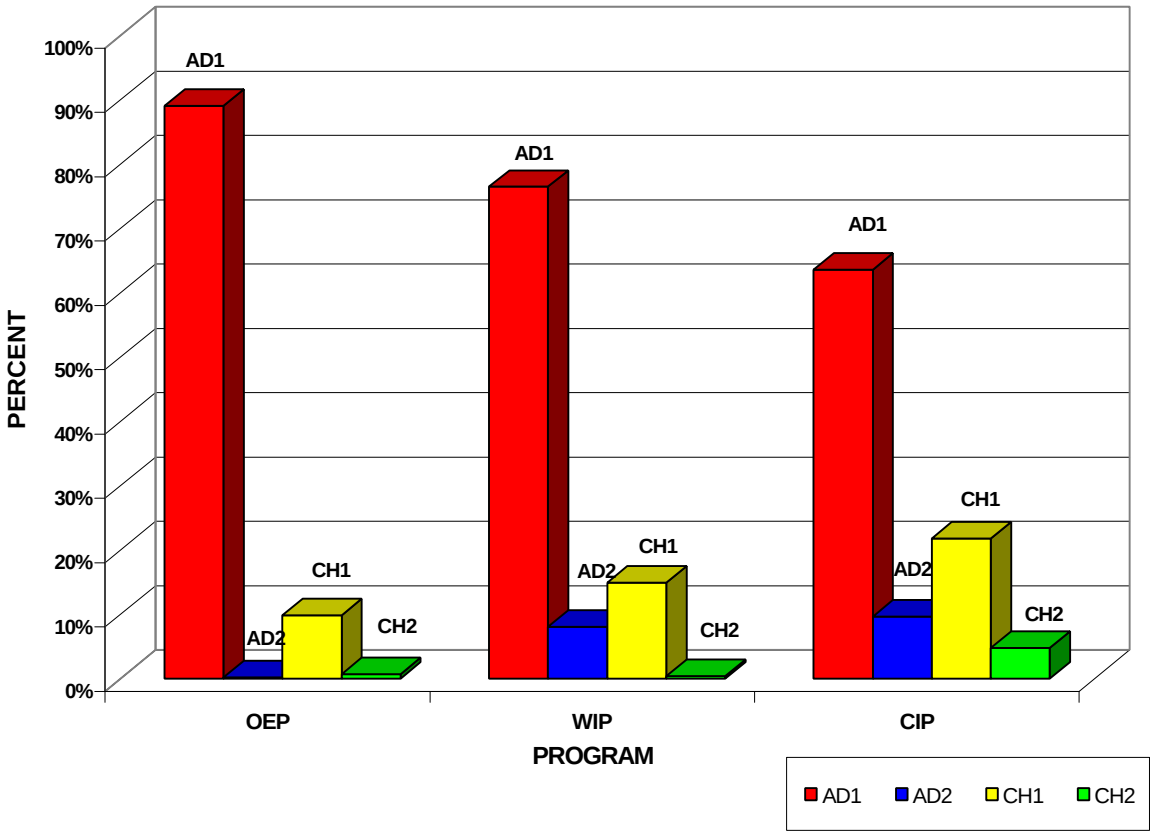
*12 persons had no programs listed

Overall, most persons received administrative suspensions. The Offender Education Program had a total of 815 persons attending, as well as having the largest number of offenses. Since this is the program component most first offenders attend, it is not unusual that it is the largest. The majority of offenders in that program component had either one administrative suspension or one chemical revocation.

As might be expected, there was a greater percentage of an individual having more than one administrative or chemical offense as the program level intensity increased. Twelve persons had no program identified on the database.

An interesting finding is that the percentage of chemical revocations increased with the intensity of the adult program component. In other words, there were proportionately more persons in the Clinical Intervention Program with at least one chemical revocation than there were in the Offenders Education Program. A graphic depiction of the three adult program components shows these relationships:

GRAPH I
PERCENTAGE OF PRE-SATOP OFFENSES BY TYPE AND PROGRAM



Pre-SATOP Multiple Offenders

For those persons who did re-offend, the most frequent pattern of offenses was one administrative suspension and one chemical revocation. The table below illustrates the activity of multiple offenders:

Table 3: Number of Multiple Pre-SATOP Offenders by Program and Types of Offenses

Program	Number of Offenders			
	1 AD & 1 CH	1 AD & 2 CHs	2 ADs	2 ADs & 1 CH
Offender Education Program	2	0	1	0
Weekend Intervention Program	16	0	17	1
Clinical Intervention Program	9	0	10	1
Alcohol and Drug Education Program (for minors)	1	0	0	0
Other	1	1	2	0

Post-SATOP Attendance

The age for this first group of post-SATOP offenders ranged from 16.6 to 74.8 years of age. Average age of post-SATOP offenders was 31.6 years.

Since there was no way to know the specific actions or offenses that brought persons into the SATOP program, we first considered all post-SATOP offenses committed by any of the original 2,022 persons in the sample. Some of the persons in this group did not, therefore, have a DWI offense identified in the database during the two-year period prior to SATOP attendance. There may be several reasons for this. Examples of this would be pleading to a charge lesser than a DWI offense; another would be having an offense that occurred before the two-year period pre-SATOP.

Few of the original sample had post-SATOP offenses. In the 10-month period following SATOP attendance, 124 offenders committed a total of 129 offenses for a rate of 1.04 offenses per person. The number of offenders by type and number of administrative suspensions and chemical revocations are as follows:

Table 4: Number of Post-SATOP Offenders by Type and Number of Offenses*

Type of Offense	Number of Offenders*	
	1 Offense	2 Offenses
Administrative suspension (AD)	78	2
Chemical revocations (CH)	35	6

*3 people had both 1 AD and 1 CH

The majority of post-SATOP offenders had only one administrative suspension; only two persons had two. Thirty-five offenders had one chemical revocation; six persons had two chemical revocations. Three persons had both an administrative suspension and a chemical revocation.

Additional analyses were conducted on the number of offenses by program. The results are as follows:

Table 5: Types and Number (Percent) of Post-SATOP Offenses by Program*

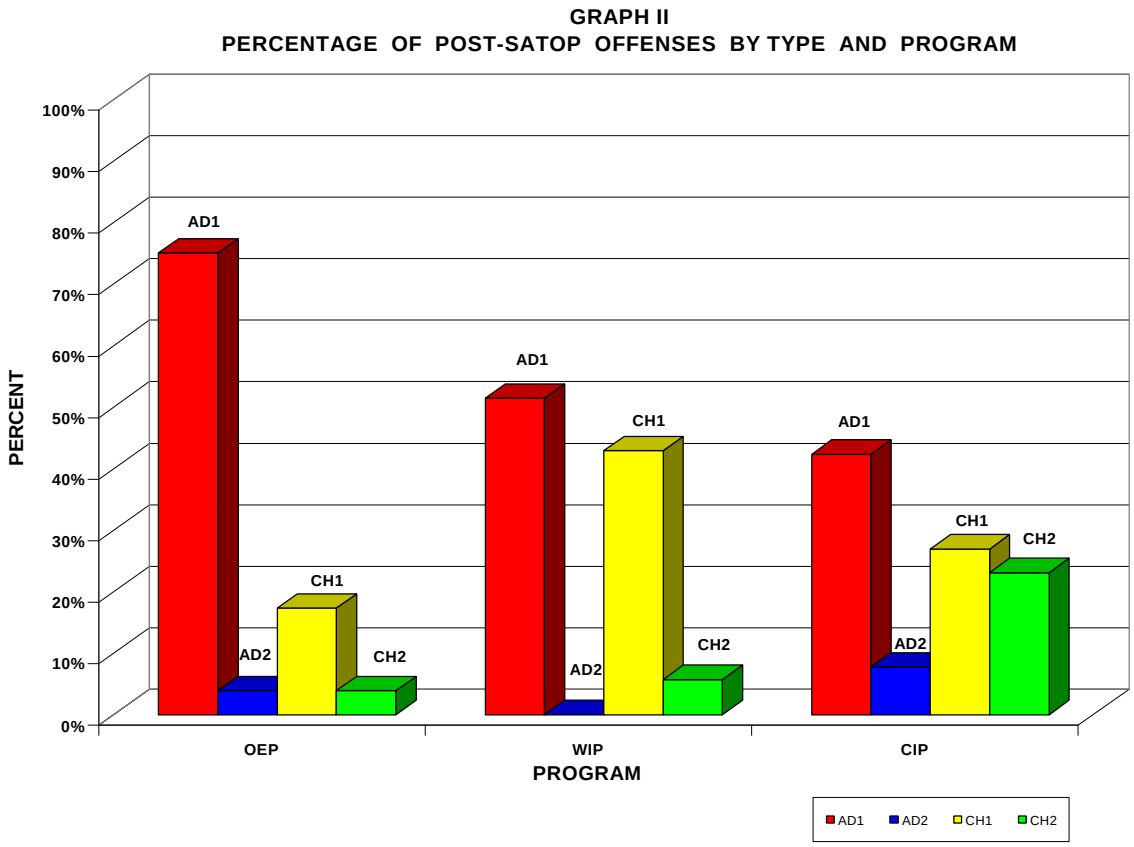
Program	Type of Offense			
	Administrative Suspension (AD)		Chemical Revocation (CH)	
	1 AD	2 ADs	1 CH	2 CHs
Offender Education Program (n=51)	39 (75.0%)	1 (3.9%)	9 (17.3%)	1 (3.8%)
Weekend Intervention Program (n=35)	18 (51.4%)	0 (0.0%)	15 (42.9%)	1 (5.7%)
Clinical Intervention Program (n=22)	11 (42.3%)	1 (7.7%)	7 (26.9%)	3 (23.1%)
Alcohol and Drug Education Program [for minors (n=11)]	9 (81.8%)	0 (0.0%)	2 (18.2%)	0 (0.0%)
Other (n=4)	1	0	2	1

*2 people had both an AD and a CH
*1 person had no program identified

Of the 51 people who attended the Offenders Education Program, two people had both an administrative suspension and a chemical revocation. One person who attended the Offenders Education Program and one person who attended the Weekend Intervention Program had both an administrative suspension and a chemical revocation. The majority of offenses were administrative suspensions, with the highest percentage of those occurring in the Offenders Education Program. The highest percentage of chemical revocations was in the Weekend Intervention Program.

Because so little time elapsed between the attendance in SATOP and the collection of recidivism data, it is difficult to make any conclusions about findings. One obvious observation is that most of the post-SATOP offenses, to date, have occurred in the Offender Education Program. This is not surprising in that persons in this group comprise the majority of SATOP attendees.

Graph II, below, displays the relationship between the number and type of offenses and the program component.



Crossover Group

In addition to examining the entire sample for post-SATOP recidivism, we also looked at a group of offenders whom we called the "crossover" group. These were persons who had offenses in the database during the two-year study period prior to SATOP attendance ***and*** in the ten months following SATOP attendance. (They are called crossover because their offenses occur in the allotted times both before and after SATOP and therefore "crossover" the entire study period.)

Crossovers were a much smaller group of offenders. This group contained only 86 persons versus the 124 persons whose after-SATOP driving offenses are examined above. Persons in the crossover group had a total of 93 post-SATOP offenses versus the 129 offenses of the entire sample. This gave the crossover group a slightly higher per person offense rate of 1.08 versus 1.04 for the total SATOP sample.

The number and type of offenses committed before attendance at SATOP by persons in the "crossover" group are noted in Table 6 below:

Table 6: Pre-SATOP Types and Number (Percent) of Offenses by Program Attended of the Crossover Group*

Program	Type of Offense			
	Administrative Suspension (AD)		Chemical Revocation (CH)	
	1 AD	2 ADs	1 CH	2 CHs
Offender Education Program (n=36)	33 (91.7%)	0 (0.0%)	3 (8.3%)	0 (0.0%)
Weekend Intervention Program (n=27)	21 (67.7%)	1 (6.5%)	6 (19.4%)	1 (6.4%)
Clinical Intervention Program (n=16)	6 (31.6%)	2 (21.1%)	9 (47.4%)	0 (0.0%)
Alcohol and Drug Education Program [for minors (n=3)]	3 (100.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
Other (n=3)	2	0	1	0

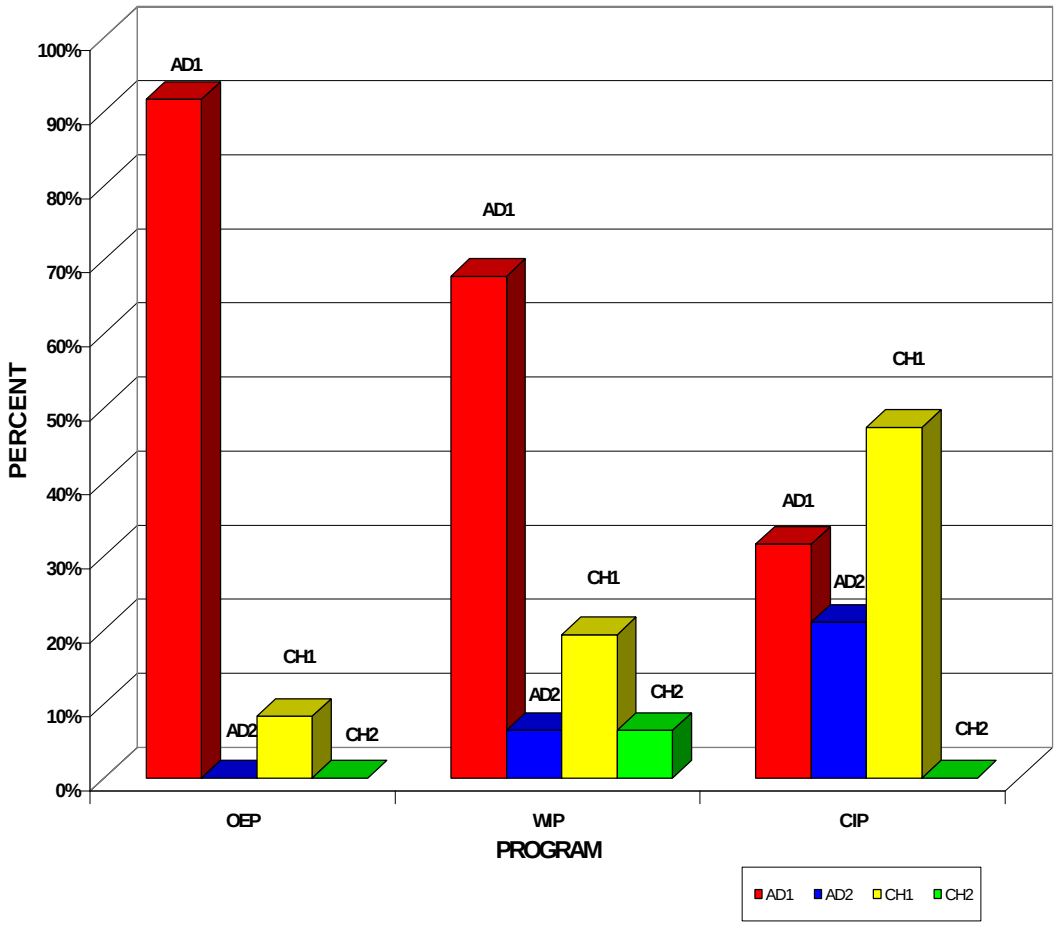
*1 person had no program identified

As with the total sample, most of the offenses for the group were administrative suspensions. A few people had multiple offenses, notably those in the higher intensity programs. Also noted in the total sample, the percentage of chemical revocations increased as the program intensity increased.

Most persons in the crossover group committed only one offense pre-SATOP, but multiple offenses did occur. Three persons had one administrative suspension and one chemical revocation; one person had one administrative suspension and two chemical revocations; and, three people had two administrative suspensions.

Graph III, below, displays the relationship between the number and type of offenses and the program component.

GRAPH III
PERCENTAGE OF PRE-SATOP CROSSOVER SAMPLE OFFENSES
BY TYPE AND PROGRAM



We also analyzed the relationships between the types and number of offenses, by program component, which occurred after SATOP attendance. Table 7, below, shows these relationships:

Table 7: Post –SATOP Types and Number (Percent) of Offenses of Crossover Group by Program Attended*

Program	Type of Offense			
	Administrative Suspension (AD)		Chemical Revocation (CH)	
	1 AD	2 ADs	1 CH	2 CHs
Offender Education Program (n=36)	26 (68.4%)	1 (5.3%)	8 (21.1%)	1 (5.3%)
Weekend Intervention Program (n=27)	13 (46.4%)	0 (0.0%)	13 (46.4%)	1 (7.1%)
Clinical Intervention Program (n=16)	9 (42.9%)	2 (19.1%)	4 (19.1%)	2 (19.1%)
Alcohol and Drug Education Program [for minors (n=3)]	2 (66.7%)	0 (0.0%)	1 (33.3%)	0 (0.0%)
Other (n=3)	1	0	2	0

*1 person had no program identified

As in the pre-SATOP period, most persons in the post-SATOP crossover group had single offenses. Those persons with multiple offenses included an individual with an administrative offense and a chemical revocation; two persons with two administrative suspensions; and four persons with two chemical revocations.

Although relatively little time has elapsed, chemical revocations comprised over 50% of the post-SATOP offenses in the Weekend Intervention Program category. This is more than the post-SATOP offenses noted in the entire sample.

Non-crossover Group

Out of the original 124 recidivists, 38 persons were not in the crossover group. None had identified offenses prior to the study period, but all 38 had at least one offense post-SATOP attendance. Four had two offenses post-SATOP attendance.

DWI Rates

In order to compare DWI rates across the two time periods, we devised a crude method to measure DWI recidivist rates. We used the following basic formula:

[number of offenses / (number of offenders x number of possible months)] x 100

The numerator and denominator were changed to reflect the level of analysis performed. For example, because 24 months of data were available, the formula for pre-SATOP offenders becomes:

[1,496 / (2,022 x 24)] x 100 = 3.08

While after SATOP, because 10 months of data were available, the formula is:

[129 / (2,022 x 10)] x 100 = 0.64

Total rates of offenses are 3.08 two years before SATOP and 0.64 for the entire sample 10 months post-SATOP.

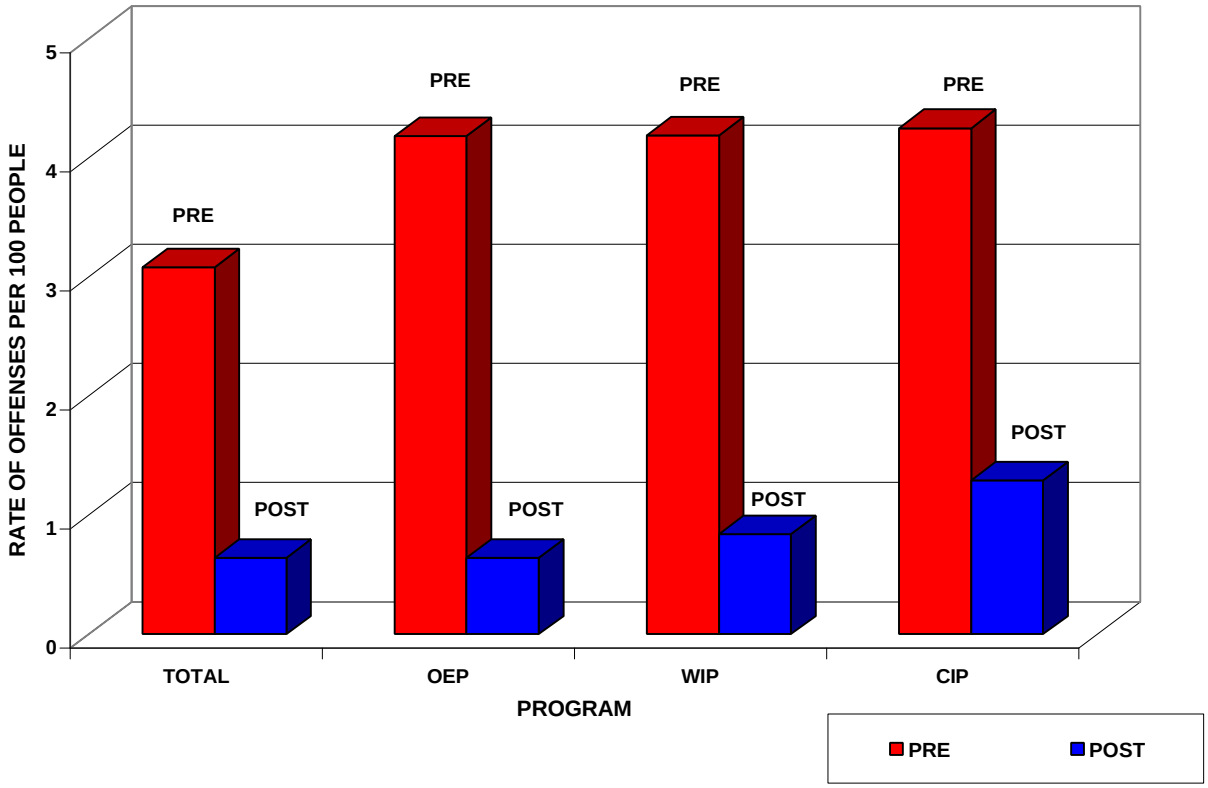
In the formula used to calculate per program rates, the numerator reflects only the number of program offenses and the denominator uses only the number of offenders per program. Results of the comparison of SATOP offense rates by program follow in Table 8.

Table 8: A Comparison of Pre- and Post-SATOP Offense Rates per 100 persons by Program

	Offense Rate			
Time Period	**Total**	**OEP**	**WIP**	**CIP**
Pre-SATOP	3.08	4.18	4.19	4.25
Post-SATOP	0.64	0.64	0.84	1.29

The following graph shows the comparison of rates before and after SATOP by program component.

GRAPH IV
RATE OF OFFENSES PER 100 ADULT SATOP ATTENDEES



Caution should be taken in using these offense rates. First they are not precise measures of recidivism. They are a preliminary attempt to compare gross DWI rates of offenders before and after SATOP attendance. Secondly, because DWI recidivism tends to increase over time, the follow-up rates are likely to increase dramatically as the follow-up period lengthens.

Discussion

The majority (84.9%) of the 2,022 persons attending SATOP during June 1998 had identified DWI offenses in the database. Most of the offenses were administrative suspensions. For the two years pre-SATOP attendance, all pre-SATOP offenders including those in the original sample and those in the crossover groups showed an increase in the proportion of chemical revocations as the intensity of the program level increased. For example, offenders in the Weekend Intervention Program had a higher percentage of chemical revocations than did those in the Offenders Education Program. A possible explanation for this is that repeat offenders may be more likely to refuse testing for alcohol use than first time offenders. There is no clear relationship in chemical refusals post-SATOP.

For a small percentage of persons who attended SATOP, (about 14.5%), no offenses were identified. A possible explanation for the lack of offense data is that these persons may have pled to lesser charges that could not be identified as a DWI offense such as careless and imprudent driving.

Another group (n=333) had offenses prior to the two-year pre-SATOP study period. With no more recent offense data available, it is difficult to speculate about these persons. They may have committed recent offenses, but pled guilty to lesser serious charges. Additional data are needed to provide a more complete explanation for the cases in these two categories.

It is difficult to make any judgment about recidivism rates post-SATOP attendance. The primary reason is because so little time has passed between SATOP attendance and data collection. Usually a longer period of time, two years or more, is necessary to determine how frequently people re-offend. Another reason is that data entry for all offenses committed during the post-SATOP period may not have been complete. The possibility exists that there is a time lag between the offense occurrence and when the data are entered into the database.

A follow-up study over a longer period of time may yield more information about persons who attended SATOP during June 1998. The probability of recidivism occurring is greater as more time elapses. A longer time interval between program attendance and post-SATOP data collection would ensure a more complete database, resulting in a more accurate picture of recidivism rates.