



Impaired Driving Subcommittee



Impaired Driving Guidebook: Three Keys to Renewed Focus and Success



DEDICATION

This Guidebook is dedicated to those public safety professionals who tirelessly study the myriad of issues surrounding impaired driving and search for answers to solve the problem of impaired driving that exists today.

However, too often lost in the active search for answers are the unsung heroes of this ongoing battle. It is the state, county, city, and Tribal law enforcement officers who perform the often unrecognized work of removing from our roadways those who would endanger us by driving impaired. It is for their efforts that we offer our undying gratitude and support and dedicate this work.

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The opinions, findings, and conclusions expressed in the publication are those of the Impaired Driving Subcommittee members and not necessarily those of their employing agencies.

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FOREWORD

After seeing impressive reductions in total traffic fatalities and those involving impaired driving in the late 1980s and early 1990s, most states are now making nominal gains, while others are losing ground in their battle to eliminate deaths and injuries caused by impaired drivers.

According to the National Highway Traffic Safety Administration (NHTSA), in the U.S. in 2004, 16,694 people were killed in crashes involving alcohol, representing 39% of the 42,636 people killed in all traffic crashes. Based on early estimates, NHTSA projects a nearly 2% increase in alcohol-related traffic fatalities in 2005. These crashes cost our society over \$100 billion annually, including approximately \$51 billion in monetary costs and \$63 billion in quality-of-life losses.¹ Furthermore, research indicates that alcohol is not the only part of the impaired driving problem. Drugs alone—or in combination with alcohol, both prescription and illicit—are increasingly being found in chemical tests of at-fault drivers in fatal and injury crashes. Law enforcement is only now becoming proficient at detecting the drug-impaired driver and collecting data that reflects the nature and extent of drug impairment in crashes.

In 2005, the International Association of Chiefs of Police (IACP) Highway Safety Committee established the Impaired Driving Subcommittee (IDSC) to work with NHTSA, the Governor's Highway Safety Association (GHSA), and Mothers Against Drunk Driving (MADD) to determine how we can substantially reduce impaired driving in the United States and Canada, and the associated traffic fatalities and injuries caused by impaired driving. The IDSC is made up of 20 safety experts from government, law enforcement, and MADD.

The IDSC developed a mission statement to steer them toward the desired outcome of this project:

The IACP Highway Safety Committee's Impaired Driving Subcommittee will provide recommendations to substantially reduce impaired driving traffic fatalities and injuries through enhanced enforcement.

The Subcommittee then decided on two deliverables. The first is this Guidebook that is intended to serve as a guide to law enforcement executives on how to most effectively renew their efforts to eliminate impaired driving on our roadways. The second deliverable is an IACP Resolution. The Resolution (**Appendix A**) was approved by the Highway Safety Committee at its mid-year meeting in June 2006 and forwarded to the IACP for adoption during the 2006 IACP annual meeting in October. Using this Resolution as a model, the National Sheriffs' Association (NSA) adopted a similar resolution at their annual meeting in June 2006.

The Subcommittee came to agreement that success lies in three key areas, and this Guidebook has a section dedicated to each:

- ★ Law Enforcement Leadership;
- ★ Criminal Justice Collaboration; and
- ★ Effective Communication Strategies.

Instead of working independently toward a common goal, IACP, NHTSA, MADD, NSA, GHSA, the American Association of Motor Vehicle Administrators (AAMVA), and other key stakeholders have forged an alliance and are more closely coordinating their efforts to create a synergy to help us eliminate impaired driving. The immediate goal is to meet NHTSA's 1.0 deaths per million miles traveled benchmark, followed by ultimately attaining our goal of zero deaths on our state, provincial, county, local, and Tribal highways, streets, and roads.

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Impaired driving continues to be one of North America's greatest and most persistent threats to public safety. Impaired driving leads cancer and all other causes of death for those persons ages 3 to 33 years old, regardless of race, gender, or any other factor, and our society is poised to support the law enforcement community's need to take a lead role to end this epidemic. There are many public and non-profit agencies and entities focused on the elimination of impaired driving, but there is often a lack of sustained coordination in their efforts.

The IDSC prepared an IACP Resolution (**Appendix A**) to encourage a renewed effort from every law enforcement agency to work vigorously toward the elimination of impaired driving. However, this Resolution is only the first step in a chain of events that is intended to create a new momentum to make elimination of impaired driving a reality.

The IDSC developed this Guidebook as the next step in creating the desired momentum. The target audience includes state, provincial, county, local, and Tribal police executives and their agencies. Whether your agency is already strategically focused on eliminating impaired driving or you are contemplating making it a high priority, this Guidebook is intended to serve as a resource to assist you in that effort.

Additionally, as a result of President Bush's August 2005 signing of the "Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users" (SAFETEA-LU) federal highway reauthorization bill, every state must submit a Strategic Highway Safety Plan (SHSP) outlining how all levels and areas of government will work together to make each state's roadways safer. Law enforcement must take advantage of this opportunity to leverage additional resources through each state's SHSP to augment current resources allocated to eliminate impaired driving.

As indicated by the title, the Subcommittee's research has found that success lies in three key areas: **Leadership**, **Criminal Justice Collaboration**, and **Communication**. The cover photos reflect each of those three areas.

Leadership

Strong leadership is the first key to success in renewing our efforts to eliminate impaired driving. Although this Guidebook is meant for law enforcement executives, leadership is needed throughout all levels and agencies of government. This section of the Guidebook provides recommendations on actionable items that police executives can focus on within their agencies, as well as external actions that often serve as a catalyst to galvanize our partners and perpetuate success.

Leadership is also needed to ensure that traffic law enforcement is viewed among both the law enforcement community and the public as "real police work." Traffic law enforcement has already proven to be an effective means of crime *prevention* by interdicting criminal behavior and terrorism *before* crimes are committed. The theories contained in "Fixing Broken Windows," which proved highly successful in reducing crimes and improving quality of life, are easily transferable to traffic law enforcement.

Leadership is also needed throughout law enforcement organizations to ensure that scant resources are appropriately focused and that an agency's field activities support desired

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outcomes. Accountability Driven Leadership models such as TrafficStat (New York Police Department) and Strategic Advancement Forums (Washington State Patrol) are models already being emulated throughout law enforcement and other government agencies in the United States to promote leadership, accountability, and efficiency.

In addition to ensuring aggressive impaired driving enforcement is occurring in your agency, executive leadership should:

- ★ Develop strong support among government leaders;
- ★ Sponsor or participate in meaningful awards and recognition programs to provide positive reinforcement for impaired driving enforcement; and
- ★ Publicly support advancements in automotive and enforcement technologies for sensing impairment.

Criminal Justice Collaboration

Partnering and collaborating with other agencies and entities in order to combine resources can serve as a “force multiplier” and can achieve results that no single entity could accomplish alone.

In order to eliminate impaired driving, each jurisdiction should identify the steps necessary to achieve success, develop an actionable plan to achieve that success, implement the plan, regularly examine the results, and repeat the process.

This section of the Guidebook provides examples of potential partnerships and collaborations that are intra-disciplinary, inter-disciplinary, and system-wide, and it provides several proven methods for building relationships. In support of this effort, **Appendix B** provides a list of some of the best Internet resources available; and **Appendix C** lists potential partners from national organizations and associations, as well as federal, state, and local partners.

Communication

Effective internal and external communication is the third key to success in renewing our effort to eliminate impaired driving. Law enforcement leaders must take affirmative measures to “sell” impaired driving enforcement to both their officers and to the public.

A proactive public relations strategy is essential to reaching diverse audiences for effective impaired driving enforcement. This section of the Guidebook also explains the role of the Governor’s Highway Safety Office and provides information on how law enforcement executives can effectively engage the media.

There are many strategies that can and should be deployed in the fight against impaired driving, most notably sustained high visibility enforcement. Research has shown that strong and effective laws—combined with highly visible enforcement—reduces impaired driving and other crimes as well.

LEADERSHIP

LAW ENFORCEMENT LEADERSHIP

It is understood that law enforcement cannot solve the impaired driving problem alone. Clearly, we must work effectively in collaboration with, and in support of, our partners and stakeholders. This is why an entire section of this publication is dedicated to *Partnerships and Collaborations*.

However, it is critical that law enforcement leaders prioritize activities aimed at reducing incidents of impaired driving and related crashes that too often result in fatalities and disabling injuries.

As law enforcement leaders at national, state, and local levels, we must deliver a clear and consistent message of support and encouragement for strengthened enforcement initiatives.

It is acknowledged that most law enforcement agencies are dealing with increased demands, less staff, and reduced funding. We must continually and effectively motivate our officers through leadership and clear direction of the need to prioritize traffic law enforcement. Why? In addition to the potential to significantly reduce impaired driving and related crashes, there is unlimited potential for another positive consequence—**CRIME REDUCTION**.

In the 1990s, many law enforcement agencies focused on “the little things” and adapted the “Fixing Broken Windows” strategy to their goals and objectives². By quickly addressing seemingly insignificant crimes, law enforcement deterred people from committing larger crimes and drove down the general crime rate³. We should apply the same strategy to traffic law enforcement. The jurisdictions that have implemented this strategy have experienced tremendous success.

More citizens formally encounter law enforcement through traffic stops than by any other means. The Bureau of Justice Statistics reported in 2002 that almost 17 million citizens encounter law enforcement officers during traffic stops or investigations (this represented approximately 40% of all officer-civilian contacts⁴). By prioritizing traffic law enforcement, we cannot only curtail impaired driving, we will reduce crime overall.

Institutionalize your commitment by incorporating traffic safety goals into your department’s strategic plan. In addition to including relevant goals and objectives, require and track performance measures, such as DUI arrests (output measures), in support of the reduction of traffic fatalities and injuries (outcome measures).

The IACP Highway Safety Committee supports the following actions that would assist law enforcement leaders in renewing our collective efforts to significantly reduce impaired driving:

- ★ Encourage law enforcement member agencies to revisit their policies and goals regarding impaired driving.
- ★ Encourage the State Association of Chiefs of Police (SACOP) to endorse, publicize, and aggressively seek participation by their members in sustained high-visibility impaired driving enforcement.
- ★ Institute management and personnel accountability systems specific to crash and enforcement activity (e.g., TrafficStat, Strategic Advancement Forums⁵).
- ★ Ensure that enforcement of impaired driving is an agency priority mission. Provide officers with the time, training, and tools required to perform this mission as effectively as possible.
- ★ Create state, regional, and local DUI enforcement task forces that will produce increased high-visibility enforcement. Increased enforcement should be directly tied to NHTSA’s new National Crackdown Plan (see *Appendix B* for the NHTSA Web address).
- ★ Law enforcement agencies should actively pursue alternate funding sources to support DUI enforcement, training, and equipment. Potential sources include:
 - Federal, state, and local grants
 - Insurance companies
 - Local civic groups
 - State-level legislation for dedicated DUI cost recovery funding to arresting agencies
 - Private corporations
 - Not-for-profit groups

For additional information on funding, see the IACP’s *Highway Safety Deskbook*⁶.

- ★ Encourage the International Association of Directors of Law Enforcement Standards and Training (IADLEST) to continue its endorsement of the use of NHTSA’s standardized field sobriety test training as part of all post-mandated curriculum and to join in a renewed effort to ensure that all levels of law enforcement training contain a solid emphasis on impaired driving enforcement strategies, tactics, and techniques.

LEADERSHIP

- ★ Encourage the FBI National Academy law enforcement leadership program to include traffic law enforcement management in its curriculum.
- ★ Support technology development. The most current technology and development of new technology can further reduce impaired driving and assist in detecting those who do drive impaired.
- ★ Institute awards and recognition.
 - IACP Law Enforcement Challenge
 - State-Level Awards
 - Agency-Level Awards
 - www.madd.org/madd_programs/10287 contains information on law enforcement recognition programs.

Each year, alcohol-related crashes in the United States cost about \$51 billion.

Source: Blincoe 2002.

Awards and Recognition

Recognition for a job well done is fundamental to achieving positive reinforcement and promotion of agency goals and objectives. This is especially true in law enforcement disciplines such as traffic safety, where tasks are repetitive and sometimes tedious, and the connection between the enforcement action (ticket or summons) and the outcome (lives saved) may not be readily apparent. Law enforcement executives are usually quick to praise the officer who apprehends a fleeing suspect in an assault or homicide, but often neglect to provide such praise to the officers who routinely prevent the perpetration of such crimes in an automobile. Officers who actively enforce impaired driving laws are preventing assaults and homicides and deserve praise and recognition for their efforts. This type of recognition promotes similar behavior among other officers.

In addition to internal recognition, a variety of highway safety organizations provide recognition for outstanding impaired driving enforcement efforts by individual officers and their agencies. These awards programs enhance self-esteem with the department and are invaluable to promoting community relations and public support for the department.

National-Level Awards

The International Association of Chiefs of Police (IACP) Law Enforcement Challenge is a competition

among similar sizes and types of law enforcement agencies. It recognizes and rewards the best overall traffic safety programs in the United States. The areas of concentration include efforts to enforce laws and educate the public about occupant protection, impaired driving, and speeding. Agencies submit an application that documents their efforts and effectiveness in these areas. The winning safety programs are those that combine officer training, public information, and enforcement to reduce crashes and injuries within its jurisdiction. Further information can be found online at www.theiacp.org/awards/NLEC.

State-Level Awards

Law enforcement officials seeking recognition for their departments or officers should investigate the available state-level awards programs in which they can participate. A variety of awards are presented to agencies and individuals at the state level. These awards vary greatly from state to state as to eligibility, application, and host agencies, but law enforcement executives and their impaired driving enforcement programs can benefit greatly by participating in these awards programs. In many states, the programs are a state version of the IACP Law Enforcement Challenge.

Agency-Level Awards

Law enforcement leaders should recognize the efforts of their officers who contribute significantly to reducing impaired driving through both internal recognition and by submitting those officers to local service clubs and their state MADD executive director for possible recognition.

GOVERNMENT LEADERSHIP

It is difficult, if not impossible, to accomplish substantial improvements in reducing incidents of impaired driving and related crashes without strong support of our government leaders. Successful strategies targeting impaired driving must have support from all levels of government. National, state, county, municipal, and Tribal leaders must be lobbied for legislative, financial, and moral support.

At the federal level, the Secretary of Transportation and Attorney General's Office have identified impaired driving as a core enforcement priority. In 2005, Congress passed the landmark Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), signed into law by President Bush on August 10, 2005. SAFETEA-LU provides unprecedented funding for traffic safety initiatives that focus on driver behavior. SAFETEA-LU also provides an impetus for multi-disciplinary cooperation by requiring the states to bring together

LEADERSHIP

all relevant stakeholders to develop a Strategic Highway Safety Plan (SHSP).



Photo courtesy of the New York State Police

Likewise, governors, legislators, mayors, county managers, city managers, and local governing bodies have a major role in reshaping the public perception of what is acceptable in their communities. At every opportunity, we must assist them in developing and delivering a clear, consistent message: ***“Impaired driving is unacceptable.”***

The Highway Safety Committee, Impaired Driving Subcommittee, supports the following actions in engaging our government leaders to address the impaired driving problem:

- ★ Contact the State’s Highway Safety Office; ask that current crash and enforcement data be sent to various levels of governmental leadership to establish baselines and benchmarks for state and local governments.
- ★ Announce statewide goals for active participation in enforcement campaigns that coincide with national initiatives and public information and education programs.
- ★ Work with your state chiefs’ and sheriffs’ associations and highway safety offices to encourage state legislatures to pass effective laws that are reasonable and enforceable.

- ★ Identify a key individual (e.g., state senator, member of Congress) who will champion law enforcement efforts. Formally recognize this person’s efforts.
- ★ Solicit local and county government leaders for support of law enforcement efforts. Consistent support of enforcement strategies will send a clear message that chiefs and sheriffs have the support of their government leaders.

PUBLIC SUPPORT FOR TECHNOLOGY

Technological advancements have been made in both law enforcement and automotive safety in recent years. A variety of automotive interlock sensors and other passive devices are currently under development to prevent impaired drivers from jeopardizing safety. Similarly, advances in fields of medicine, engineering, and micro-electronics hold great promise in eradicating impaired driving in the near future. Law enforcement executives should support the development of these technologies to reduce or eliminate impaired driving in the future.



Summing it up...

- ★ *Prioritize activities aimed at reducing impaired driving.*
- ★ *Deliver a clear and consistent message of support and encouragement.*
- ★ *Apply the “Fixing Broken Windows” strategy to traffic law enforcement.*
- ★ *Use statistics to ensure that resources are applied where they are needed most.*
- ★ *Institute management and personnel accountability.*
- ★ *Create state, regional, and local impaired driving enforcement task forces to increase the visibility of enforcement.*
- ★ *Use standardized field sobriety test training as part of all post-mandated curricula.*
- ★ *Support technology development.*
- ★ *Institute award and recognition programs.*

CRIMINAL JUSTICE COLLABORATION

PARTNERSHIPS AND COLLABORATIONS

Over a decade ago, the American Medical Association (AMA) recognized that alcohol-related traffic crashes are a “leading cause of unintentional injury and deaths and a substantial contributor to health care costs in the United States.”⁷ There is no absolute right to drive.⁸ People who risk their own lives, let alone the lives of others, by driving while impaired by alcohol and/or drugs should not be allowed to drive.

General deterrence is the key to curtailing impaired driving. Deterrence is based on sustained high visibility law enforcement, coupled with swift and certain punishment. Traditionally, we—as highway safety professionals, advocates, law enforcement officers, prosecutors, and other stakeholders—worked separately. Our efforts have achieved moderate success. *Working together, we can do so much more.*

Proven Collaborations

Intra-Disciplinary Partnerships

Stakeholders often can reap great benefits by partnering with others within their discipline. There are many examples of intra-disciplinary collaborations that work well, including:

★ Enforcement Collaboration

Law enforcement agencies have achieved tremendous success sharing best practices and resources. Doing this leads to more effective training, sobriety check points, saturation patrols, task forces, and use of equipment. It also promotes consistency and enhances working relationships between city, county, state, and Tribal police agencies.

★ Toxicology Collaboration

Toxicologists have joined together to form professional alliances that allow them to share knowledge, address complicated issues, and further develop their expertise.

Inter-Disciplinary Partnerships

There are numerous effective strategies and tactics that can be relied upon. All of them, however, are dependent upon public support. Accordingly, stakeholders usually can accomplish more by breaking traditional boundaries and working with other disciplines. By expanding productive partnerships and advancing collaboration, law enforcement agencies can gain vital support, amplify available resources, and share ownership for traffic safety enforcement programs and activities.

The payback for expanding partnerships is well worth the investment.

There are many excellent examples of positive inter-disciplinary collaborations:

★ Enforcement/Adjudication Collaboration

(state vehicle administrators, traffic safety resource prosecutors, local prosecutors, and judges): These professionals have worked together in many jurisdictions to identify paperwork issues, address workload and plea bargain issues, expand BAC testing, and improve case preparation and quality.

★ Enforcement/Community Collaboration

(business leaders, community leaders, organizations, minority leaders, alcohol and drug abuse treatment and health agencies, and advocacy groups such as MADD): These professionals have collaborated to generate support for enforcement efforts, provide increased visibility during special mobilization efforts, obtain additional resources for special projects (like DUI Courts), promote prosecutor training, and establish community standards of expectations in addressing the impaired driving violator.

Strategies and Promising Practices

There are many other resources and partnerships that have been successful. For example:

- ★ Traffic Safety Resource Prosecutors (TSRP)
 - A NHTSA priority.
 - As of 2006, there are 25 TSRPs.
 - The best TSRPs train and work with law enforcement officers and prosecutors.
- ★ Fatal Crash Teams (FACT teams go by different names in different jurisdictions)
 - Traffic homicide detectives and prosecutors respond as a team to all felony fatal crashes.
 - King County, Washington, and many Indiana jurisdictions employ FACT teams.
- ★ Major Accident Investigation Team (MAIT)
 - A collaboration between the Washington State Patrol and the Washington State Department of Transportation (WSDOT).
 - The agencies jointly investigate all fatality crashes where three or more people are killed.
- ★ “24/7” on-call prosecutors (general and specialized)
 - Miami-Dade County, Florida State Attorney’s Office provides “around-the-clock” legal assistance to law enforcement officers and others.

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- The Harris County (Texas) District Attorney's Office also provides around-the-clock prosecutors.
- ★ Tele-warrant partnerships between law enforcement, prosecutors, and judges.
 - Arizona prosecutors, law enforcement officers, and judges established a system to allow officers to quickly and easily obtain warrants to draw blood in DUI cases.
- ★ In some jurisdictions, prosecutors and toxicologists attend and participate in law enforcement trainings and sobriety checkpoints and do ride-a-longs. In many of these jurisdictions, law enforcement officers, in turn, participate in prosecutor trainings (see **Appendix C** for a listing of potential partners).

System Wide Collaborations

★ **Strategic Highway Safety Planning**

Strategic Highway Safety Plans (SHSP) should be regularly reviewed and updated. The American Association of State Highway Transportation Officials (AASHTO) has encouraged all state Departments of Transportation (DOTs) to engage their state highway safety offices and their state and local law enforcement in the development of the SHSP. If law enforcement executives from all levels were not involved in the original development of their state's SHSP, they should contact their DOT and urge they be involved in any review/update process that takes place.

★ **Florida's Statewide Technical Advisory Committee on DUI Enforcement and Prosecution (TAC)**

Florida's diverse TAC demonstrates how a system-wide collaboration can achieve tremendous change. In 1994, several stakeholders, led by the Institute of Police Technology and Management (IPTM) and the Florida Department of Transportation, created the Technical Review Committee to promote the use of laser speed-measuring devices in the state. The organizers welcomed law enforcement officers and prosecutors to the group. The task force was so effective that members expanded the committee's scope to include all traffic issues and invited other stakeholders "to the table," including representatives from the state agency regulating breath testing (the Florida Department of Law Enforcement), MADD, toxicologists, and judges. They renamed the Committee the Technical Advisory Committee on DUI Enforcement and Prosecution (TAC).

During the ensuing years, TAC created several subcommittees, including *DUI Case Preparation, In-*

Car Video, Sobriety Checkpoints, DUI Law Update, Breath Testing, Legislative, Youth & Alcohol, and Bureau of Administrative Review and expanded to almost 30 members. The committee coordinates activities statewide by:

- ★ Identifying new problems and solutions;
- ★ Developing new legislation;
- ★ Monitoring case development; and
- ★ Promoting education and enforcement waves.

The committee has published manuals on case preparation and testimony, coordinated responses on all major legal challenges, and addressed numerous legislative issues.



This Washington State Patrol (WSP) Mobile Impaired Driving Unit (MIDU) was purchased and equipped through a collaborative partnership between the WSP, Washington State Traffic Safety Commission; Poulsbo RV; State Farm Insurance; and several other companies that provided equipment or other services.

The MIDU is equipped with three BAC Compact Data Masters; a dark room for DRE Evaluations; three computer work stations for officers to prepare their reports; and two prisoner holding cells.

For information regarding the MIDU, contact the WSP Impaired Driving Section at (206) 720-3018.

Association Collaborations

Associations and other advocacy organizations that support improving highway safety initiatives, including reducing the incidences of driving while impaired (e.g., AAMVA, GHSA, and AAA).

Community Collaborations

★ **Chamber of Commerce**

They clearly have a stake in a safe community: highway safety is good for business and tourism

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growth. Solicit and encourage their active partnership.

★ **Community Improvement Districts (CIDs)/
Business Improvement Districts (BIDS)**

These private authorities are comprised of groups of property owners committed to business growth through improved quality of life issues. They have a direct interest in the safety of the community.

★ **Media**

To eliminate impaired driving, we must augment our enforcement efforts with education. In order to reach every driver with our message on the dangers and consequences of impaired driving, we must use as many resources as possible. One of the most valuable resources we have available to us is the media. Television, radio, and print media reach far more people than we can ever hope to reach through safety talks and presentations. This can have a tremendous impact on our citizens and encourage them to be responsible.

Private Sector Collaborations

Strong vocal support and active participation from various segments of the private sector are critical to achieving significant reductions in impaired driving and related crashes. We must actively seek their support and participation.

Who are the stakeholders in the private sector? Support should be sought from traditional and non-traditional partners, including:

★ **Advocacy Groups**

Advocacy groups, including state, regional, and local MADD affiliates. Don't assume that every advocate is going to contact law enforcement; they may be waiting for our invitation.

★ **Insurance Carriers**

In addition to corporate support, seek assistance of local agents who aggressively support highway safety issues within their coverage areas. Consider asking this group to assist with public information and education materials.

★ **Advertising**

Seek both responsible advertising and public information assistance from advertisers who are willing to promote safe driving.

★ **Automotive/Motorcycle Dealerships**

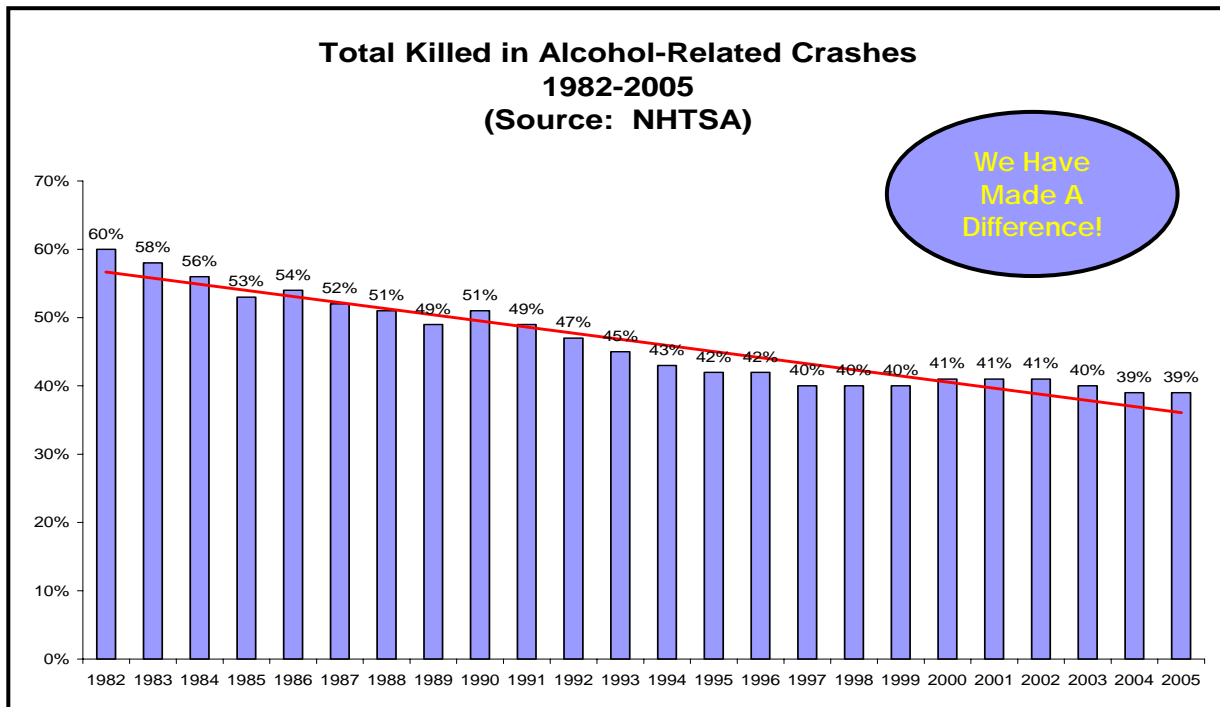
Encourage dealerships to sponsor safe driving campaigns, child safety seat clinics, and anti-impaired driving messages.

★ **Alcohol Beverage Industry**

We must bring them to the table, seek their input, and help find solutions collaboratively, where possible. All levels of this industry should be involved, including the distillers, brewers, distributors, proprietors, and servers.

RECOMMENDATIONS

An identified highway safety champion must call the first meeting and serve as a catalyst. The Subcommittee recommends that stakeholders employ the following tactics and strategies:



CRIMINAL JUSTICE COLLABORATION

- ★ Promote traffic law enforcement as a version of the “Broken Windows” theory.
 - Traffic law enforcement increases overall criminal interdiction and reduces overall crime rights via general deterrence.
 - DUI
 - Drug trafficking
 - Burglary
 - Gun possession
 - Identity theft
 - Terrorism interdiction
 - Develop a catch name/phrase.
 - For example, “Traffic with a purpose.”
- ★ Promote deterrence through proven programs, including:
 - Sobriety checkpoints
 - Saturation patrols
 - Roving patrols
 - Public education combined with enforcement
 - Expansion of state Drug Recognition Expert (DRE) Programs
 - “Keg-buster” and other underage drinking education and enforcement programs
- ★ Create state and local multi-disciplinary TACs that meet regularly and address current and emerging issues.
- ★ Provide multi-disciplinary training that provides continuing education credits, whenever possible.
- ★ Online/electronic multi-disciplinary training that provides continuing education credits, whenever possible.
- ★ Create listserves or Yahoo groups.
 - Systems that allow for the quick, efficient, and free sharing of information.
- ★ Support proven prevention efforts.
 - Prevention is preferable to punishment. It’s better to prevent a fatality than prosecute the person responsible for it.
- ★ Support treatment and rehabilitation.
 - Engage treatment professionals.
 - Work with dedicated DUI/DWI courts.
- ★ Support brief screening and intervention efforts.
 - Physicians and other medical professionals who are likely to encounter impaired people (especially emergency room employees) should screen them for alcohol and/or drug problems and offer assistance.
 - Research demonstrates that the majority of injuries requiring emergency treatment are alcohol- and/or drug-related.



Photo courtesy of Rowan County, North Carolina, Sheriff's Office

- ★ Include multiple disciplines in major crash investigations, including law enforcement, prosecutors, hospitals (to ensure that proper samples are obtained for testing purposes), toxicologists, medical examiners, state data system recorders (to improve Fatal Analysis Reporting System [FARS] data), and others.
- ★ Encourage prosecutors to include arresting officers and victims in their plea negotiations.
 - When prosecutors include law enforcement officers or victims, it makes them feel like their opinions matter and improves relationships.
 - Encourage prosecutors to aggressively enforce impaired driving laws.
 - Promote a policy of not reducing charges of people who provide admissible samples registering 0.08 or above.
- ★ Promote court monitoring.
 - Court monitoring helps improve criminal justice proceedings.
 - When the system does not work properly (and change is not being discussed), law enforcement officers understandably become frustrated and enforcement collapses.
 - The goals of court monitoring are:
 - To compile statistics on how DUI cases are adjudicated.
 - To make those involved in the process aware there is public interest in the outcome of such cases.
 - To report compiled data to relevant entities so the system can be improved.
- ★ Engage minority leaders.
 - Seek their assistance in informing their constituents about pending checkpoints, mobilizations, and crackdowns.

CRIMINAL JUSTICE COLLABORATION

- Work with them on defined problems and find information-driven solutions to the problems.
- Develop a strategy that focuses on outreach to minority youth to reduce underage drinking.
 - Increases trust and communication between law enforcement and youth).
- As much as possible, law enforcement should work with non-profits, businesses, churches, and other organizations to provide public safety education and presentations to members of the community.
 - Builds better community relationships.
 - Encourages positive traffic safety behavior.
- Use statistics more effectively to build relationships.
 - Develops and provides accurate, timely information about criminal traffic behavior and collision trends to officers, allowing them to act on data, not race.
 - Communicates to the community that police profile *behavior*, not *race*.
- Work with local minority organizations for recruitment of officers from the minority communities.
 - Law enforcement must focus on recruiting officers who reflect the diversity of the communities they serve.

Lasting partnerships and collaborations are a proven method for sharing resources, acquiring needed assistance, and streamlining processes and important mechanisms for generating new ideas and innovative ways to use resources more efficiently.

HURDLES TO REFORM

America will have the DUI problem it chooses to have. We know how to solve the problem, but face numerous obstacles. There has been a lack of unified leadership and resolve. Public and private partnerships can resolve this deficiency. IACP, MADD, and NHTSA can and will fill the leadership void by engaging other stakeholders and working together to overcome the hurdles we face.

Some of the challenges we must overcome include:

- ★ Years of insufficient resources.

- ★ Differing leadership priorities by jurisdiction.
- ★ Differing needs of urban and rural jurisdictions.
- ★ Poorly written, loophole-ridden, or unenforceable laws.
- ★ A judiciary that struggles to define itself and maintain its objectivity in the face of aggressive defense attorneys.
- ★ An organized DUI defense bar more concerned with “winning a case” than with the carnage on our streets and highways.
- ★ Appellate court decisions that hinder impaired driving enforcement.

Each state and jurisdiction needs to actively identify what their hurdles to success are, develop the necessary plans to address them, establish the partnerships necessary to overcome them, implement the plans, regularly examine the results (and revise the process as required), and repeat the process.



Summing it up...

- ★ *Law enforcement agencies should share best practices and resources with each other to promote consistency and to enhance working relationships.*
- ★ *Inter-disciplinary partnerships can break traditional boundaries, provide broad-based support, amplify available resources, and establish shared ownership.*
- ★ *Examples of inter-disciplinary partnerships include collaboration between law enforcement and prosecutors, community organizations, and business leaders.*
- ★ *Toxicologists should collaborate by sharing knowledge, addressing complicated issues, and further developing expertise.*
- ★ *System-wide collaborations can create other opportunities, such as Strategic Highway Safety Planning efforts.*

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How do we sell DUI enforcement to our officers and the public? As with any good product, it largely sells itself if the target audience is made aware of it. Garnering the support and response of officers and the public requires leadership, which begins with awareness and commitment at the highest level of any organization. Motivating road officers to not only accept, but also become actively involved with DUI enforcement, should be one of the focal points of a progressive traffic enforcement program. This motivation begins with the chief, sheriff, or other department head and must be conveyed from the top down throughout all levels of the organization.

Training

- ★ Officer apathy can be a concern when trying to promote DUI enforcement. This apathy can result from a lack of training, so it is essential that all officers receive the most current training available in DUI and other traffic enforcement techniques, including standardized field sobriety testing (SFST).
- ★ It seems that many officers fear ridicule if they incorrectly enforce traffic laws. Training that improves their professional competence is a motivational force for most.
- ★ Internal train-the-trainer programs can be a very effective means to promote traffic enforcement training, as officers often better accept and implement training that is provided by trainers that they know.

The Value of Statistics

- ★ Provide officers and the public with statistics on DUI collisions, including the number of deaths, medical expenses, and property damage involving impaired drivers. Such statistics are readily available from a variety of sources, including the National Highway Traffic Safety Administration (NHTSA), state governors' traffic safety offices, and MADD. See, for example, www.nhtsa.gov, www.stopimpaireddriving.org, www-nrd.nhtsa.dot.gov/departments/nrd-30/ncsa/, www.ghsa.org, www.madd.org.
- ★ In addition to being used to educate officers and the public, data should be used as part of any management accountability model to ensure resources are used in the right place and at the right time to interdict impaired driving before crashes occur.
- ★ Law enforcement executives who seek public support for their enforcement efforts may also

compile local statistics of the cost in life and property to their community. When citizens are made aware of the personal costs to them in human life and injury, along with monetary loss through medical expenses and property damage, they are likely to support your efforts.

- ★ Even if citizens are not directly involved in a DUI crash, they are affected by an increase in their medical costs and vehicle insurance rates. These statistics are the foundation of support for both law enforcement officers and the public they serve.

EXTERNAL MESSAGING

Working with the public is a *must* in DUI enforcement. Law enforcement executives should not be deterred by the occasional negative public response to impaired driving enforcement. A consensus of the vast body of research on public attitudes continues to show that the public rates impaired driving among the greatest highway safety threats and there is broad-based support for enhanced enforcement. DUI enforcement programs are greatly enhanced when an agency is proactive in garnering support for its efforts from key supporters and allies such as MADD and other traffic safety organizations, community groups, and coalitions.

Public Relations

- ★ A key component to an effective DUI enforcement campaign is proactive public relations. Civic and community groups are often eager to have police officers and executives make presentations on traffic and crash-related topics. These opportunities are invaluable in securing a broad base of community support, not only for the traffic and DUI enforcement programs, but for the agency in general.
- ★ These presentations should focus not only on safe driving behaviors and the importance of driving sober, but should also emphasize the enforcement effort. Public perception that strict enforcement is occurring is one of the most effective means of reducing driver behaviors that contribute to traffic crashes.
- ★ Recent analysis and study of traffic safety campaigns has demonstrated that clear and concise messages about strict enforcement are more effective at eliciting the desired public compliance than are messages about the inherent safety benefits of that compliance. When combined with actual high visibility enforcement, these messages have a synergistic

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impact on public behavior well beyond that of the actual enforcement effort. Nowhere has that been more clearly demonstrated as with the “Click It or Ticket” occupant restraint campaign.

- ★ These experiences suggest that deterring impaired driving may be best accomplished when messages focus on the likelihood of arrest, prosecution, and penal implications, rather than on injury or loss of life. Police executives should publicly convey their commitment to strict enforcement of impaired driving to raise the public perception that those who drive while impaired will be caught and punished. This commitment cannot be overstated so long as it is supported by actual enforcement efforts, and publicizing the results of those efforts serves to publicly reinforce that message.

Marketing/Branding

An effective marketing and branding strategy is crucial in any program devoted to reducing impaired driving. An example is the “Click It or Ticket” campaign. This statement and accompanying exposure heightened the awareness of the public concerning the importance of wearing seat belts. A successful campaign must reinforce the impaired driving reduction strategy and be well structured. Law enforcement executives should strongly consider partnering with their Governor’s Highway Safety Office in their efforts to “get the message out.” NHTSA also encourages the use of their new impaired driving tag line: “Drunk Driving. Over the Limit. Under Arrest.”

COMMUNICATING WITH DIVERSE AUDIENCES

While alcohol and drug use has been shown to vary widely with ethnic and cultural demographics, ethnic or cultural sensitivities should not be impediments to effective impaired driving enforcement. Impaired driving is an equal opportunity killer that causes the same pain and grief in families and communities of all ethnicities. This should be the motivation for law enforcement leaders to institute highly visible enforcement programs in all communities.

Open and Effective Communications

- ★ As with all traffic enforcement programs, the success of impaired driving enforcement programs in diverse communities hinges upon the openness and effectiveness of communication between law enforcement and the community. The community at large should be made aware that the enforcement effort is not

intended to threaten them, but to protect them. This can often be achieved by involving community leaders in the planning process, the focusing of the enforcement efforts, and by providing feedback regarding the effectiveness of the program.

- ★ Agencies that have open and positive relationships with their communities should utilize these existing relationships to promote its enforcement efforts. Agencies without such existing relationships will be well served in all their law enforcement efforts by establishing ties with key community leaders, and keeping lines of communication open with those leaders year round, not just in times of crisis or when it serves the department needs.
- ★ Additionally, police–community relationships need not consist of people of the same ethnicity to be effective. It is the mutual interest and respect that bind such relationships, not racial or cultural homogeneity.

THE ROLE OF THE GOVERNOR’S HIGHWAY SAFETY OFFICE

Each state has a governor’s highway safety representative and, in most cases, a statewide highway safety office (SHSO), directed by a governor’s representative that serves a coordinating role for programs, information, and funding. SHSOs are known by various titles state to state.

The mission of these offices is to educate the public on traffic safety and to facilitate the implementation of programs that reduce crashes, injuries, and fatalities on the roadways. SHSOs are a great asset for impaired driving communications and media involvement, particularly for small-medium size local agencies that may not have professional staff dedicated to handling these functions.

- ★ For example, SHSOs frequently hold media campaigns to promote both NHTSA and local safe driving campaigns, such as Click It or Ticket, where local law enforcement officials can serve as guest speakers.
- ★ Most SHSOs have available, often at no charge, a variety of printed publications and media resources that are ready to be used by your jurisdiction.
- ★ The SHSO is also the conduit of federal highway safety funding available from NHTSA, and many law enforcement agencies apply for and receive grants to assist them in combating

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impaired driving. Such grants may provide funding for a variety of matters, depending on the funds available, the data-driven need of a given community, and the state's Strategic Highway Safety Plan.

- ★ Another resource similar to the SHSO is the Governors Highway Safety Association (GHSA), an umbrella organization representing the interests of the SHSOs and serving as the state's voice on highway safety at the national level. This non-profit association represents the state and territorial highway safety offices that administer programs addressing the behavior of drivers and other road users, and one of its main focuses is impaired driving. GHSA's mission is to provide leadership in the development of national policy to ensure effective highway safety programs. The Association provides a collective voice for the states in working with Congress and the federal agencies to address their safety challenges. Additionally, the organization's Web page (www.ghsa.org) contains a variety of reports, state-by-state statutory comparisons, and other information to assist local law enforcement in its efforts to curb impaired driving.

ENGAGING THE MEDIA

Law enforcement agencies need the support of the public to provide effective police services for our communities. The local and national media are one of the most effective means to reach a broad audience quickly, so it is critical to develop ongoing working relationships with them.



Since everything we do is in the public domain, the most successful police executives take the mission of engaging the media seriously. This approach has a

direct impact on everything they do and they ensure that the media is engaged at all levels.

As stewards of their community's safety and security, successful police executives treat each interview as an opportunity to disseminate their agency's message clearly. With good preparation, solid messages, and knowledge of a few interview techniques, you can have a positive influence on

the outcome of stories about your agency and law enforcement in general.

Getting Ready

Training to engage with the media is absolutely critical. Success in an interview is directly tied to the quality of the presentation, the ability to articulate your message, and the level of control exercised during the interview process. Don't think an interview is a conversation or that you can "wing it." Instead, view it as an opportunity to make a well-developed presentation, reflecting research, preparation, and enthusiasm. Specialized media training can better ensure success in this endeavor.

Messages

Considerable thought should be given to what you want to say and how to say it. Anticipate the issues and questions of an interviewer and equip yourself with short, memorable, positive and relevant messages. *Practice, practice, practice.*

Be aware of interview time constraints and the importance of optimizing every moment. Some interview situations will allow you to talk at length; however, for most, it is critical to distill your message down to 12-to-15 second sound bites or one-to-two dozen quotable words. Because you have no control over what questions an interviewer will use in the final story, each of your answers should deliver a desired message.

Tools

Basic techniques you can use to control an interview and present your message:

★ Hooking

Take advantage of opportunities before and during the interview to "hook" your interviewer. Suggest topics, entice the reporter into your agenda, and focus on your messages.

★ Bridging

The smooth transition from the interviewer's question to your message. A direct question deserves a direct answer. Then, after briefly touching upon the answer, bridge to your message and your agenda.

★ Flagging

A way to underscore, verbally and non-verbally, what is important within your answers during the course of an interview. You can use voice inflection, a hand gesture, eye contact, body language, or a phrase like, "What is really critical to know about this issue is..." to ensure the interviewer and the

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audience have a clear understanding of what you think is important.

★ Personal Credibility

Remember, you're the expert, that's why you're being interviewed. Use your personal knowledge and experience for emphasis and avoid speaking about police services in the abstract.

- For example, if you can say, "I've been a patrol officer" or "I've talked to the men and women using this community policing technique," say it. Your critics aren't shy about their credentials; you shouldn't be either.

Repeating Messages

An interview has a purpose and so should you. Know what you want the headline or main message to be. During an interview, repeat your message frequently. In an audio or video taped interview, you rarely know in advance which of your statements will be used in the final edit of the broadcast story. Repetition helps to ensure the audience and the media remember your messages.

Rules of Engagement

★ The Interviewer and the Audience

Prior to any interview, find out as much as you can about your interviewer and your audience. Don't confuse the two—the former is only a conduit to the latter. Tailor your messages accordingly.

★ The Record

Always consider yourself "on the record" and never say anything you don't want to see in print or broadcast. However, should you decide to say something "on background" or even "off the record," clearly indicate the rules for that portion of the interview before you put on a microphone and be sure the interviewer agrees you are "on background" or "off the record" first. Otherwise, you are still "on the record."

★ Language

Remember to avoid police jargon, acronyms, and technical terms. If you need to use a law enforcement term, be sure to define it. Every member of your audience should understand your message.

★ Arguments

The old saying goes: "You won't win an argument with someone who buys ink by the barrel, or videotape by the case," so don't argue. By the same token, there may be times when an interviewer is confrontational, and you may need to "step up" to the situation to maintain control of the interview. Never let yourself become a passive participant in the interview process.

★ Protect the Record

Your credibility as a law enforcement executive depends on it, because "a lie unchallenged becomes the truth." Bad information has a way of propagating and taking on a life of its own, unless challenged. If an interviewer asks you a question based on false data, be sure to protect and correct the record. Be careful not to repeat the false data yourself and to avoid any negative or emotionally charged statements. Don't let a damaging story gather credibility or extra weight by letting the falsehood come from your own lips.

★ Honesty

Always answer honestly, but never say, "No comment." If you don't know the answer to a question, if the answer is classified, invades someone's privacy, or would compromise an ongoing investigation, it's ok to say so. Answer honestly and, in doing so, bridge to one of your prepared messages.

Communication: A Vital Mission

Remember, communication is a crucial part of every officer's job and is even more critical for police executives. It's the only way law enforcement can develop the public support needed to perform its public functions effectively. Every media encounter is a valuable opportunity to convey who we are, what we do, and what we need to do—the job our community expects of us. Formal training in communications and working the media is available from a variety of sources, including colleges and universities. The investment in formal training can pay substantial dividends in terms of effective representation of your agency, its officers, and its programs. In addition, a Public Information Officer course directed specifically at traffic programs is available from the NHTSA. Interested parties should inquire with their regional NHTSA office.

MAINTAINING ONGOING MEDIA RELATIONSHIPS

It is essential that law enforcement organizations take the time to develop long-term relationships with their media. As with any worthwhile relationship, building a long-term relationship with the media takes a great deal of time and effort to both develop and sustain. Unless the relationship is mutually beneficial for all involved, it will fail. One key factor in ensuring that the relationship is mutually beneficial is to understand each other's needs.

Needs of the Media

"Filling the Sausage Casing," "Feeding the Beast," or *"Formatting the Rundown"* are terms used by news producers to describe the daily task of filling

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pre-determined time slots with information for their viewers, listeners, or readers. Although the news of the day continually changes, the time segments allotted to report the stories remain the same. We need to remind ourselves that we are just one of the many organizations that are competing for media attention on a daily basis. Therefore, it is essential that we cater to the needs of the media by ensuring that our information is both timely and newsworthy.

Understanding the Media's Timelines – “Being Ready to Pounce”

As everyone knows, drinking and driving tragedies occur on our streets and highways every day across North America. Unfortunately, these daily tragedies have become so commonplace that the public and the media routinely let the stories of seriously or fatally injured victims of impaired driving crashes go by with little or no recognition.

The vast majority of media outlets work on their stories on a day-to-day basis. Therefore, it is essential that agencies not miss out on opportunities to speak out about these tragedies when they occur. When a tragedy takes place, media outlets will need to speak to a spokesperson immediately, not tomorrow. If the goal is to keep your message alive all year round, then it is essential that we have a game plan in place to deal with these potential “opportunities” when they become available. Potential spokespersons must be ready to go with prepared messages. Although the time, location, and victims change from crash to crash, the “Don’t Drink and Drive” message remains the same.

Thinking Outside of the Podium – Customizing the News Conference

Media reporters require three main ingredients to tell any story—*images, sound, and people*. Holding a news conference in a sterile media gallery may be easy to organize, but it may not get the media coverage desired. Our organizations must be willing to think creatively if we truly want to obtain coverage. Visiting a crash scene on an anniversary date, having a family member (if they are willing) and/or the investigating officer present to speak with the media, or hosting a news conference at a local school to launch a “Safe Grad” initiative are just a few examples of different ways to present a story.

Call Ahead

There are several ways to notify the media about a news conference or other event, including a phone call, email, fax, and/or media advisory (a one-page document that includes the who, what, when, where, and why of the event). Consider using several means of contact, since the media are so busy and are tracking so many stories simultaneously.

After sending out the media advisory, someone with media experience should contact each media outlet to ensure they have received the invitation and to provide a ten-second pitch about why they should cover the story. This is also an excellent opportunity to advise them of the importance of the event being covered and/or what extra steps have been taken to make their jobs easier (e.g., spokespersons being made available, visuals, statistics being made available, etc.).

Placing the Story

On the day of an event or announcement, a news release may be needed to make the media’s job easier. Part of good media relations is understanding how the media requires information to be sent to them. The news release should be timed for distribution to all media and available online at the same time as the announcement. For those media that do not attend, you can send them the news release and available press kit, with all the necessary story elements, and follow up by phone to make sure they understand the significance of the news and how it fits in the big picture, aka, “why they should care.”

Impaired Driving Law Enforcement Message

The following is a list of some of the traditional events that can be used to keep the impaired driving law enforcement message alive all year round:

- ★ Super Bowl Sunday
- ★ St. Valentine’s Day (What says “love” more than being a Designated Driver?)
- ★ St. Patrick’s Day
- ★ Memorial Day and other holiday weekends
- ★ Halloween
- ★ Cultural events in your city where alcohol is involved (e.g., Oktoberfest)
- ★ Athletic Event Tailgate Parties—Set up “spot checks” in immediate area and let them know ahead of time
- ★ “Safe Grad”
- ★ Red Ribbon Campaigns in November/December
- ★ Anniversary dates—especially in local high profile cases
- ★ Auto Shows/Classic Car Shows—Set up drinking/driving information booths

Each year, someone dies in an alcohol-related motor vehicle crash every 31 minutes and someone is injured every two minutes.

Source: NHTSA 2005

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Many traffic safety partners, including MADD and NHTSA regional offices, provide template media materials that can be valuable to law enforcement.

INTERNET RESOURCES

Internet technology has brought an unprecedented amount of information to the fingertips. Information that not long ago required a staff to research, decipher, and maintain can now be had by anyone with minimal effort. Access to information to communicate your missions and programs to your officers and the public alike is just a few mouse clicks away.

While Internet searches can provide volumes of information to assist you in your communications efforts, key Web sites have been designed specifically for this purpose. **Appendix B** of this document includes a list of Internet sites that provide valuable statistics, training, and other materials to assist law enforcement in developing a comprehensive and effective impaired driving enforcement program.



Summing it up...

- ★ *Use communications strategies year-round to publicize law enforcement priorities, develop public support, and publicize enforcement activities.*
- ★ *Use clear and concise messages about strict impaired driving enforcement.*
- ★ *Combine publicity with actual high visibility enforcement to create a synergistic effect.*
- ★ *Increase publicity by seeking earned media coverage before, during, and after law enforcement operations (to announce them, increase their visibility, and publicize the results).*
- ★ *Develop long-term relationships with the media.*

CONCLUSION

We know how to solve the impaired driving problem. The question is, do we have the resolve to do so? With the necessary resolve and by applying the leadership, partnerships and communications strategies outlined herein, law enforcement can be a significant part of the solution.

The fact is, North America will have the impaired driving problem it chooses to have. We cannot accept the moderate gains we have achieved during the past several years. We must do more, we must start now, and we must do so together.

Toward this end, it is the sincere hope of the Impaired Driving Subcommittee that law enforcement executives utilize the IACP Resolution (calling for a Renewed Effort to Eliminate Impaired Driving) and this Guidebook as source documents in strategic planning and efforts to eliminate impaired driving.

Every law enforcement agency should take full advantage of known best practices—including sobriety checkpoints, saturation patrols, and other aggressive, high-visibility enforcement—to work vigorously toward the elimination of impaired driving.

AFTERWORD

One thousand hard copies of this publication were printed and distributed at the IACP Highway Safety Committee's annual meeting in October 2006. This publication has also been posted on many Web sites, including:

- International Association of Chiefs of Police www.iacp.org
- Mothers Against Drunk Driving www.madd.org
- National Highway Traffic Safety Administration www.nhtsa.dot.gov
- Governors Highway Safety Association www.ghsa.org/
- National Sheriffs' Association www.sheriffs.org/

A letter has also been sent to every state's highway safety office, encouraging a media release and press conference be considered to publicize the state's renewed effort to eliminate impaired driving. Don't wait to hear from your State Highway Safety Office—contact them.

Comments or suggestions for inclusion in possible future updates to this Guidebook should be sent to:

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ENDNOTES

¹Taylor, Dexter; Miller, Ted; and Cox, Kenya. "Impaired Driving in the United States Cost Fact Sheets." (Washington, DC: National Highway Traffic Safety Administration, 2002).

http://www.nhtsa.dot.gov/people/injury/alcohol/impaired_driving_pg2/US.htm

²George L. Kelling, Catherine M. Coles (Contributor), James Q. Wilson, Fixing Broken Windows: Restoring Order and Reducing Crime in Our Communities (Free Press, 1996).

³See Gladwell, Malcolm, The Tipping Point: How Little Things Make a Big Difference, (2000)].

⁴M. Durose, E. Schmitt, and P. Langan, Contacts between Police and the Public: Findings from the 2002 National Survey (Bureau of Justice Statistics April 2005).

<http://www.ojp.usdoj.gov/bjs/pub/pdf/cpp02.pdf>

⁵The first photo on the cover is of an Accountability Driven Leadership process conducted by the Washington State Patrol (called the "Strategic Advancement Forum" and modeled after the New York Police Department Compstat process). On the first Friday of each month, every district commander (captain) in the state comes to headquarters to report to the executive staff on core mission activities. The first of the four core mission areas is traffic law enforcement (primarily DUI, Speed, Aggressive Driving, and Seat Belt enforcement). Commanders report on these activities as well as the number of fatality and injury collision patterns and trends. These commanders conduct similar forums in their districts with their lieutenants and sergeants.

⁶IACP Highway Safety Deskbook, <http://www.nhtsa.dot.gov/people/injury/enforce/deskbk.html>

⁷Reduction in Alcohol-Related Traffic Fatalities—United States, 1990-1992, 271 J. A.M.A. 99 (January 23, 1994).

⁸See Duncan v. Cone, 2000 U.S. App. LEXIS 33221 (6th Cir. 2000); Smelser v. Troutdale, 2000 U.S. App. LEXIS 16134 (9th Cir. 2000); Roberts v. State, 2000 U.S. App. LEXIS 22753; 2000 Colo. J. C.A.R. 5225 (10th Cir. 2000); John Doe No. 1 v. Ga. Dep't of Pub. Safety, 147 F. Supp. 2d 1369 (U.S.D.C. N. D. Ga. 2001); McFarland v. Mackey, 1988 U.S. Dist. LEXIS 15638 (U.S.D.C. Mass. 1988); Flatt v. Miller, 1996 U.S. Dist. LEXIS 1883 (U.S.D.C. W. D. Mich. 1996); League of United Latin Am. Citizens v. Bredesen, 2004 U.S. Dist. LEXIS 26507 (U.S.D.C. M. D. Tn. 2004); Wells v. Malloy, 402 F. Supp. 856 (U.S.D.C. Vt. 1975).

APPENDIX A – Resolution

HIGHWAY SAFETY: A RENEWED EFFORT TO ELIMINATE ALCOHOL AND DRUG IMPAIRED DRIVING

Submitted by the Highway Safety Committee

WHEREAS, public safety is the highest priority of the U.S. Department of Transportation, Transport Canada, and law enforcement agencies; and

WHEREAS, the best efforts of law enforcement and other government agencies and private organizations have made significant gains in the past in reducing impaired driving; and

WHEREAS, according to the National Highway Traffic Safety Administration (NHTSA), in 2005, 16,972 people were killed in crashes involving alcohol, representing 39% of the 43,200 people killed in all traffic crashes, representing a 1.7% increase over the previous year; and

WHEREAS, research indicates the effect of drugs, alone, or in combination with alcohol, contribute significantly to the number of fatal and injury crashes; and

WHEREAS, law enforcement officers experience firsthand the devastating emotional, mental, and physical effects of impaired driving; and

WHEREAS, research has shown strong and effective laws combined with highly visible enforcement not only reduces impaired driving, but also reduces other crimes as well; and

WHEREAS, there are many strategies that can and should be deployed in our fight against impaired driving; and

WHEREAS, the IACP encourages allied organizations, both public and private, to work cooperatively with law enforcement to eliminate impaired driving; and

WHEREAS, the IACP encourages all other components of the criminal justice system, including prosecutors and the judiciary, to work cooperatively to eliminate impaired driving; and

WHEREAS, the IACP urges SACOP to encourage their member agencies to consistently participate in aggressive high visibility impaired driving enforcement; and

WHEREAS, according to NHTSA, sustained high visibility law enforcement is clearly the best strategy for reducing impaired driving; now, therefore be it

RESOLVED, that the International Association of Chiefs of Police, duly assembled at its 113th Annual Conference in Boston, Massachusetts, supports a renewed effort for every law enforcement agency to take full advantage of known best practices, in particular aggressive high visibility enforcement, to work vigorously toward the elimination of impaired driving; and be it

FURTHER RESOLVED, that the IACP supports the use of the IACP Highway Safety Committee Impaired Driving Subcommittee "Impaired Driving Guidebook: Three Keys to Renewed Focus and Success" as a resource tool in our effort to eliminate impaired driving.

APPENDIX B – Internet Resources for Impaired Driving

[American Association of Motor Vehicle](#)

Administrators: www.aamva.org/

The American Association of Motor Vehicle Administrators is a tax-exempt, non-profit organization striving to develop model programs in motor vehicle administration, police traffic services, and highway safety. AAMVA represents the state and provincial officials in the United States and Canada who administer and enforce motor vehicle laws. The association's programs encourage uniformity and reciprocity among the states and provinces, and liaisons with other levels of government and the private sector. Its program development and research activities provide guidelines for more effective public service.

BACCHUS and GAMMA Peer Education Network: www.friendsdrivesober.org

The BACCHUS and GAMMA Peer Education Network is an international association of college and university based peer education programs focusing on alcohol abuse prevention and other related student health and safety issues.

The Century Council: www.centurycouncil.org

The Century Council is a national organization dedicated to reducing drunk driving and underage drinking problems. Funded by America's leading distillers, the Council implements its programs through partners to create local coalitions of people, including liquor store owners, police officers, college presidents, beverage alcohol distributors, parents, youth, and others, depending on the needs of individual communities.

Governors Highway Safety Association: www.ghsa.org/

The Governors Highway Safety Association is a non-profit association that represents the highway safety programs of states and territories on the "human behavioral aspects" of highway safety. Areas of focus include occupant protection, impaired driving, and speed enforcement, as well as motorcycle, school bus, pedestrian, and bicycle safety, and traffic records.

Insurance Institute for Highway Safety: www.iihs.org

The Insurance Institute for Highway Safety is an independent, non-profit, scientific and educational organization dedicated to reducing the losses—deaths, injuries, and property damage—from crashes on the nation's highways. Impaired driving is one of the many human behaviors the institute studies.

International Association of Chiefs of Police: www.theiacp.org/

The International Association of Chiefs of Police is the world's oldest and largest non-profit membership organization of police executives, with over 20,000 members in over 89 different countries. IACP's

leadership consists of the operating chief executives of international, federal, state, and local agencies of all sizes.

Mothers Against Drunk Driving: www.madd.org

Mothers Against Drunk Driving is a non-profit grass-roots organization with more than 600 chapters nationwide. MADD is not a crusade against alcohol consumption. Its focus is to look for effective solutions to the drunk driving and underage drinking problems, while supporting those who have already experienced the pain of these senseless crimes.

Mothers Against Drunk Driving: www.madd.ca Mothers Against Drunk Driving, Canada.

National Association of State Judicial Educators DUI Resource Center: www.nasje.org/

The purpose of this site is to help state and local judges and judicial educators find useful and current resources for handling cases or providing judicial training on impaired driving and other traffic safety issues. The site offers judges access to articles, benchbooks, protocols, and other resources for understanding the nature and impacts of impaired driving, and for reviewing the admissibility of field sobriety and chemical tests, conducting DUI trials, imposing sentences or treatment programs, and handling other proceedings.

National Commission Against Drunk Driving: www.ncadd.com/

The National Commission Against Drunk Driving consists of a broad-based coalition of public and private sector organizations and other concerned individuals who are working together to reduce impaired driving and its tragic consequences.

National District Attorneys Association: www.ndaa.org/apri/programs/traffic/ntlc_home.html

The National District Attorneys Association's National Traffic Law Center (NTLC) is a resource designed to benefit prosecutors and their traffic safety partners. The mission of the NTLC is to improve the quality of justice in traffic safety adjudications by increasing the awareness of highway safety issues, with an emphasis on impaired driving, through the compilation, creation, and dissemination of legal and technical information and by providing training, technical assistance, and reference services to prosecutors and other allied professionals.

National Drug Court Institute: www.ndci.org

After a decade of success with Drug Courts, a new strategy is emerging that utilizes the Drug Court model with impaired drivers, particularly with repeat offenders. DWI (or DUI) Court is a distinct court system dedicated to changing the behavior of the alcohol - dependant offenders arrested for Driving While Impaired (DWI) or Driving Under the Influence (DUI).

APPENDIX B – Internet Resources for Impaired Driving

DWI/DUI Courts utilize all criminal justice stakeholders (judge, prosecutors, defense attorneys, probation, law enforcement, and others) coupled with alcohol or drug treatment professionals to hold offenders at the highest level of accountability while receiving long-term, intensive treatment and compliance monitoring.

National Highway Traffic Safety Administration:
www.nhtsa.dot.gov

The National Highway Traffic Safety Administration has a network of regional Law Enforcement Liaison (LEL) officers covering all 50 states and territories. The LEL officer is responsible for providing support and information to state and local departments on all NHTSA programs and initiatives. For a complete list of the current NHTSA LELs, see the posting on the Library page at www.SobrietyTesting.org.

National Highway Traffic Safety Administration:
www.stopimpaireddriving.org

An NHTSA Web site dedicated specifically for law enforcement of impaired driving laws. The site includes a calendar of national events relative to impaired driving enforcement campaigns.

National Institute on Alcohol Abuse and Alcoholism:
www.niaaa.nih.gov/

The National Institute on Alcohol Abuse and Alcoholism provides leadership in the national effort to reduce alcohol-related problems by conducting and supporting research in a wide range of scientific areas including genetics, neuroscience, epidemiology, health risks and benefits of alcohol consumption, prevention, and treatment; coordinating and collaborating with other research institutes and federal programs on alcohol-related issues; collaborating with international, national, state, and local institutions, organizations, agencies, and programs engaged in alcohol-related work; and translating and disseminating research findings to health care providers, researchers, policymakers, and the public.

National Sheriffs' Association: www.sheriffs.org/

The National Sheriffs' Association is a non-profit organization dedicated to raising the level of professionalism among those in the criminal justice field. Through the years, NSA has been involved in numerous programs to enable sheriffs, their deputies, chiefs of police, and others in the field of criminal justice to perform their jobs in the best possible manner and to better serve the people of their city/counties or jurisdictions.

National Sobriety Testing Resource Center:
www.sobrietytesting.org

Provides a comprehensive source of information regarding standardized field sobriety testing, training, and certification for authorized and active law enforcement practitioners and instructors. The NSTRC is a cooperative effort of the National Highway Traffic Safety Administration (NHTSA) of the U.S. Department of Transportation and the International Association of Directors of Law Enforcement Standards and Training (IADLEST).

National Transportation Safety Board: www.nts.gov/

The National Transportation Safety Board is one of the world's foremost accident investigation agencies. Their job is to find out what causes transportation accidents, and to recommend safety improvements to prevent them from recurring. Impaired driving is one of the NTSB's focus areas. NTSB can and frequently does testify before state legislative committees as long as the Board has a recommendation on the subject.

Recording Artists, Actors, and Athletes Against Drunk Driving: www.radd.org

RADD works with celebrities to promote sober driving. With over 400 members, RADD asks celebrities to record PSAs and other promotional materials emphasizing alternatives and sober driving.

Students Against Destructive Decisions:
www.sadd.org

SADD is a program that was developed to encourage students and parents to band together in the fight against drinking and driving. Financial support from the public and from private sectors has allowed SADD to spread to all 50 states, Canada, and beyond.

Traffic Injury Research Foundation:
www.trafficinjuryresearch.com/index.cfm

The mission of the Traffic Injury Research Foundation is to reduce traffic-related deaths and injuries. It achieves its mission by designing, promoting, and implementing effective programs and policies, based on sound research.

Underage Drinking Enforcement Training Center:
www.udetc.org

Funded by the Office of Juvenile Justice and Delinquency Prevention, the Center for Enforcing Underage Drinking Laws provides training, technical assistance, and resource materials to states and communities as they implement the Enforcing Underage Drinking Laws national initiative.

APPENDIX C – Potential Partners

Potential Partners and Collaborations¹

Potential National Organizations and Associations

Law Enforcement	Prosecution	Research	Treatment	Toxicology	Highway Safety Organizations
APPA	ABA	IIHS	NADCP	IACT	AAMVA
CALEA	NAPC	NIAAA	NDCI	ICADTS	AASHTO
IACP	NASJE	NTSB		SOFT	ACEP
IADLEST	NBPA	TIRF			AMA
NASRO	NDAА	TRB			COAD
NLLEA	NJC				CVSA
NLPOA	TIRF				GHSA
NOBLE					MADD
NSA					NCADD
NSTRC					NETS
NTLC					NHTSA
SACOP					PTA

There are also a number of private entities that conduct alcohol and/or drug-related research or provide grant funding for research, prevention, deterrence, or enforcement. These organizations may also be valuable partners in our effort to curb drunk driving.

Potential Federal Agency Partners

BJA	CDC	FMCSA	FHWA	NHTSA	NIAAA
NTSB	ONDCP				

Potential State Agencies and Other Partners

Alcohol beverage control authorities	Attorney General's Office	Breath testing program manager	Chamber of Commerce	Governor/ State Highway Safety Office	Judicial liaison(s)
Judges	Legislators	MADD	Media	Police chiefs (state organization)	Police union(s)
Prosecuting attorneys (state organization)	Sheriffs (state organization)	State police or highway patrol	TSRP	Representatives from local partnerships	Universities and colleges

¹ See *Appendix D* for the listed organizations' full names.

APPENDIX C – Potential Partners

Potential Local Partners

Alcohol beverage control authorities	Alcohol beverage distributors	Alcohol and drug coalitions	Chamber of Commerce	Community colleges	Faith community
Health department	Impaired driving coalitions	Insurance companies	MADD	Mayors/Managers	Media
Minority community/diverse organizations	Police chiefs	Police unions	Prosecuting attorneys' office	PTA	Safe Communities
Sheriffs	Schools	Tribes			

APPENDIX D – Acronym Key

AAA	America Automobile Association
AAMVA	American Association of Motor Vehicle Administrators
AASHTO	American Association of State Highway Transportation Officials
ABA	American Bar Association
ACEP	American College of Emergency Physicians
AMA	American Medical Association
APPA	American Probation and Parole Association
BJA	Bureau of Justice Assistance
CALEA	Commission on Accreditation for Law Enforcement Agencies
CDC	Center for Disease Control and Prevention
COAD	The National Safety Council's Committee on Alcohol and Other Drugs
CVSA	Commercial Vehicle Safety Alliance
DOJ	Department of Justice
DOT	Department of Transportation
FACT	Fatal Crash Teams
FARS	Fatal Analysis Reporting System
FBI	Federal Bureau of Investigation
FHWA	Federal Highway Administration
FMCSA	Federal Motor Carrier Safety Administration
GHSA	Governors Highway Safety Association
IACP	International Association of Chiefs of Police
IACT	International Association for Chemical Testing
IADLEST	International Association of Directors of Law Enforcement Standards and Training
ICADTS	International Council on Alcohol, Drugs and Traffic Safety
IHS	Insurance Institute for Highway Safety
IPTM	Institute of Police Technology and Management
MADD	Mothers Against Drunk Driving
NADCP	National Association of Drug Court Professionals
NAPC	National Association of Prosecutor Coordinators
NASJE	National Association for State Judicial Educators
NASRO	National Association of School Resource Officers
NBPA	National Black Prosecutors Association
NCADD	National Commission Against Drunk Driving
NDAA	National District Attorneys Association
NDCI	National Drug Court Institute
NETS	Network of Employers for Traffic Safety
NHTSA	National Highway Traffic Safety Administration
NIAAA	National Institute on Alcohol Abuse and Alcoholism
NJC	National Judicial College
NLLEA	National Liquor Law Enforcement Association
NLPOA	National Latino Police Officers Association
NOBLE	National Organization of Black Law Enforcement Executives
NSA	National Sheriffs' Association
NSTRC	National Sobriety Testing Resource Center
NTLC	National Traffic Law Center
NTSB	National Transportation Safety Board
ONDCP	Office of National Drug Control Policy
PTA	Parent Teacher Association
SACOP	State Association of Chiefs of Police
SAFETEA-LU	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users
SHSO	State Highway Safety Office
SHSP	Strategic Highway Safety Plan
SOFT	Society of Forensic Toxicologists
TAC	Technical Advisory Committee on DUI Enforcement and Prosecution
TIRF	Traffic Injury Research Foundation
TRB	Transportation Research Board
TSRP	Traffic Safety Resource Prosecutor