


**LIFESAVERS
CONFERENCE
2014**

Nashville, Tennessee
April 26-29, 2014



**Increasing Impaired
Driving Enforcement
Visibility**

James C. Fell
Senior Research Scientist
Pacific Institute for Research & Evaluation,
Calverton, MD

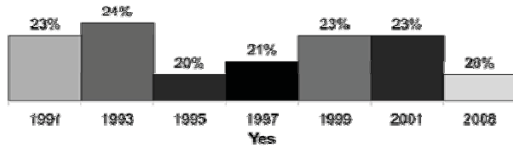


**What Do People
Say?**

National Survey of Drinking & Driving: 1991-2008

[Moulton et al., 2010, DOT HS 811 343]

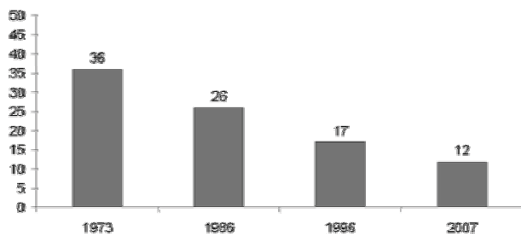
Drove Within 2 Hours after Drinking Alcoholic Beverages, Past Year



Q33: In the past 12 months, have you ever driven a motor vehicle within two hours after drinking alcoholic beverages? [Base: all respondents age 16-64; 1999 n=2406, 1993 N=3590, n=3471, 1997 n=3358, 1999 n=4264, 2001 n=5073]

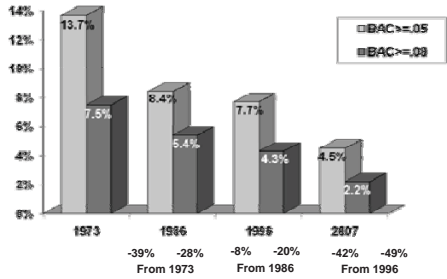
What Percent of Drivers on US Roads are Drinking?

Percent of Drivers on the Road with Positive BAC Levels (BAC ≥ .01) (Weekend Evenings)



Source: National Roadside Surveys

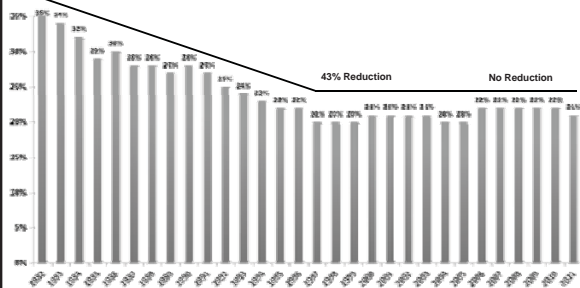
Drinking Drivers on the Roadways 1973 vs. 1986 vs. 1996 vs. 2007




What Percent of Drivers Involved in Fatal Crashes are Impaired?

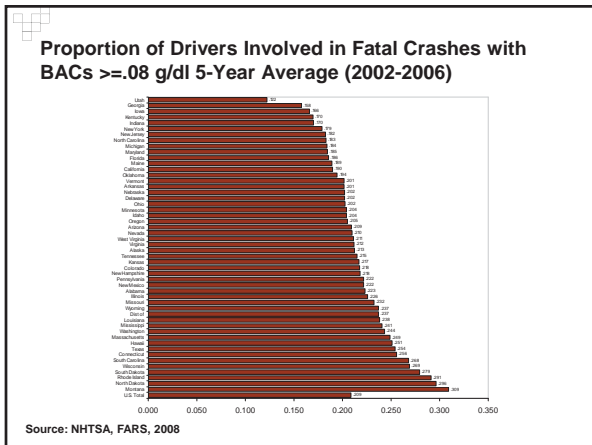



Proportion of All Drivers Involved in Fatal Crashes Estimated to Have Been Legally Intoxicated (BAC ≥ 0.08), 1982–2011





Does That Percent Vary Much by State?





DWI Enforcement in the U.S. (2000-2010)

- 1,400,000 drivers arrested for DWI/DUI each year
- 1 DWI arrest for every 130-140 licensed drivers
- 1 DWI arrest for every 772 reported episodes of driving after drinking
- 1 DWI arrest for every **88** reported episodes of driving over the BAC limit
- 1 DWI arrest for every 6 stops by police for suspicion of DWI
- 115-146 DWI arrests for every drunk driver involved in a fatal crash

Sources: FBI Uniform Crime Report; Zador et al. (2000);
NHTSA, FARS 



Classical Deterrence Theory

- Three Factors
 - Probability of being Apprehended
 - Speed with which the sanction follows apprehension
 - Severity of Sanction

Sure, Swift and Severe



Classical Deterrence Theory

- Based on Perception—Not necessarily on reality
- Two concepts:
 - General Deterrence—members of the general public who do not experience sanctions
 - Specific or Special deterrence—offenders who experience sanctions



Highly Publicized and Visible Enforcement Deters Drinking and Driving

- Increases the perceived risk of arrest for DUI.
- General public says: "The police are out there in force. I had better not drive impaired."
- "I have seen the DUI enforcement." (Visibility)
- "I have heard about the DUI enforcement." (Publicity)
- "I will get caught if I drive impaired."
- "Even if I drive carefully when I have been drinking to avoid being stopped by the police, I will get arrested for DUI if I go through a sobriety checkpoint."



Research Shows that Increased Enforcement Works

■ General deterrence:

- Routine, daily enforcement of impaired-driving laws
- Highly visible enforcement campaigns
- Sobriety checkpoints wherever possible
- Media campaigns to make the public aware

Studies show that checkpoints reduce alcohol-related crashes by 18-24%.



Sobriety Checkpoints

- At sobriety checkpoints, police stop all vehicles, or a systematic selection of vehicles, to evaluate drivers for signs of alcohol or other drug impairment.
- The plan to conduct a checkpoint is usually publicized in advance and signs are posted at the approaches to the checkpoints warning drivers that a checkpoint is ahead.



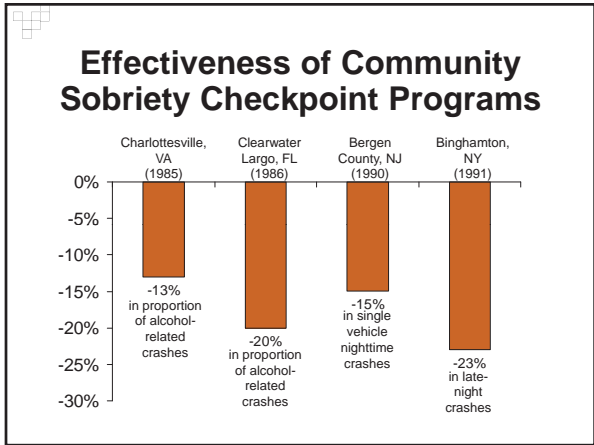


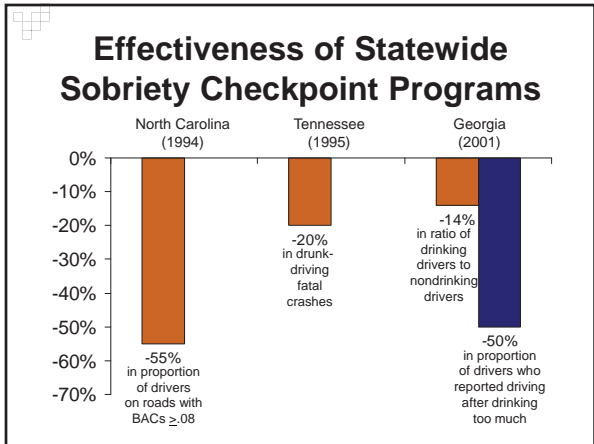
Sobriety Checkpoints

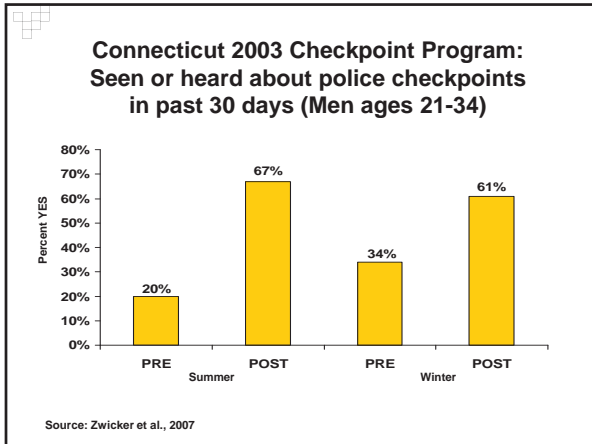
- Police officers in uniform approach drivers and identify themselves, describe the purpose of the stop, and ask the driver questions designed to elicit a response that will permit the officer to observe the driver's general demeanor.
- Drivers who do not appear impaired are immediately waved on, while those who show signs of impairment are usually detained in a safe holding area where they are investigated further and either arrested or released.

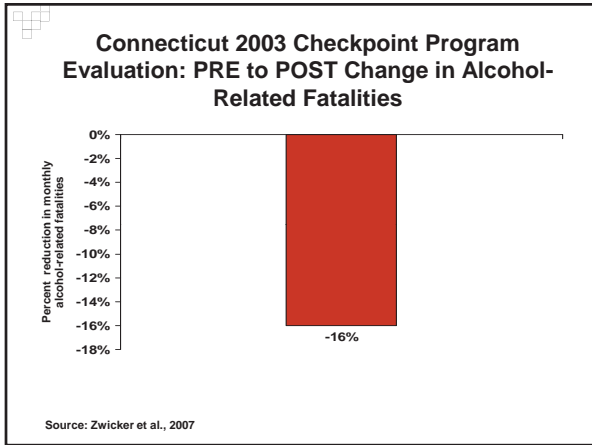


The Evidence for Effectiveness of Sobriety Checkpoints is Strong

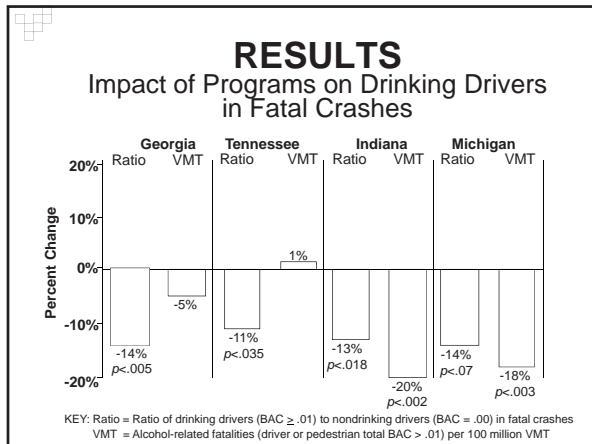








**But, HVE Without Using
Checkpoints Works Too!**

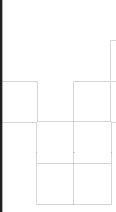


Do Checkpoints Need a Large Number of Officers?


Low-Staff Checkpoints Results

- Relative to drivers in the 2 comparison counties in West Virginia, the proportion of drivers on the roads in the experimental counties with BACs \geq .05+ was 70% lower.
- The proportion of drivers on the roads in the checkpoint counties with BACs \geq .08+ was 64% lower than the comparison counties.





**Is There a Benefit from
Checkpoints Beyond
DUI?**




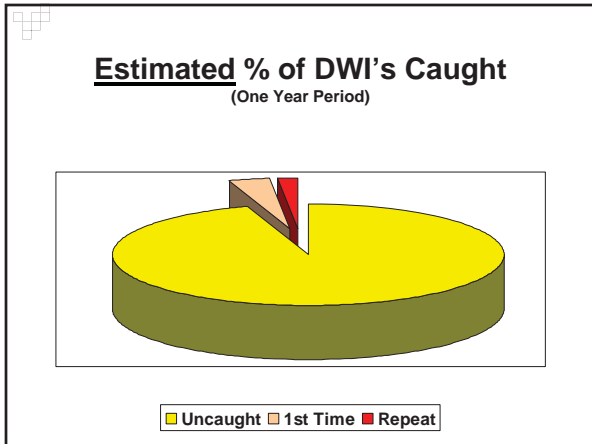
Georgia's Operation Zero Tolerance
*A Statewide Highly Publicized Sobriety Checkpoint
 Program (Checkpoints 2000-2001)*

■ Checkpoints conducted	2,837
■ Drivers checked	280,082
■ Drivers arrested for DUI	2,322
■ Seat belt violations	5,348
■ Drug violation arrests	1,001
■ Felony arrests	236
■ Stolen vehicles recovered	57
■ Suspended/Revoked Licenses	2,481
■ Other traffic citations	14,776



Can All US States Conduct Checkpoints?

- 
- ### Checkpoint Status in the U.S. 2011
- 38 states plus DC conduct sobriety checkpoints
 - 12 states—checkpoints are illegal, prohibited, or not conducted
 - 18 states conduct checkpoints on weekly basis somewhere in the state
 - AR, CA, FL, GA, HI, IL, KY, MD, MS, NE, NY, NC, PA, SD, VT, VA, WV
 - 8 states: Checkpoint frequency not reported:
 - CT, IN, LA, ME, NM, ND, SC, UT
- [Source: GHSA]





Other Promising Enforcement Strategies

- “Happy Hour” Checkpoints (4pm-7pm) – increase visibility
- “Mobile Awareness” Checkpoints – increase visibility
- “Enforcement Zones” – nighttime enforcement of safety belt usage: increases chances of detecting impaired drivers





Enforcement Zones

- High visibility safety belt enforcement at night
- Vehicles stopped only if an occupant is unbuckled (primary law state)
- Potential for detecting impaired drivers is increased
- Does not involve use of sobriety checkpoints

RATIONALE:

- Safety belt use lower at night
- Impaired driving higher at night
- Impaired drivers have low safety belt use rates
- Combined enforcement – efficient use of resources



Enforcement Barriers

- Resources (money, personnel, equipment)
- Complexity of the arrest process (for impaired driving)
- Knowledge about and buy-in to what works (general deterrence)
- Motivations, attitudes, priorities



Dealing with the Barriers

- Smaller (4-5 person) checkpoints (sobriety and safety belt)
- Multi-agency cooperation
- Equipment/technology that facilitates enforcement, (e.g., passive alcohol sensors)
- Computerized forms, digital dictation systems that reduce paper work and recording errors
- Selling the “beyond the ticket” benefits



Case Studies on Increasing Visibility of Impaired Driving Enforcement

Sponsored by:
NHTSA Contract # DTNH22-06-D-00035
Task Order # 0019



Contractor:
Pacific Institute for Research & Evaluation
Calverton, MD


Key Personnel

- NHTSA
 - Kari Kinnard, Task Order Manager
- PIRE
 - Jim Fell, Principal Investigator
 - Scott McKnight, Research Associate
 - Amy Owens, Project Manager




Case Studies


- Checkpoint Strikeforce (NHTSA Region III States)
- Charles County Sheriff's Office (Charles County, Maryland)
- Anoka County, Minnesota
- Southeast Wisconsin High-Visibility Operating-While-Impaired (OWI) Task Force (Wisconsin)
- Pasco County Sheriff's Department in conjunction with the New Port Richey Police Department (Pasco County, Florida)
- Escondido Police Department (Escondido, California)



High Visibility Activities

Sobriety checkpoints, including:

- **Large-scale** checkpoints, staffed by at least 10 people;
- **Small-scale** checkpoints staffed by three to five people;
- **Happy-hour** checkpoints operated between 4 p.m. and 7 p.m.;
- **Nighttime** checkpoints, operated between 9 p.m. and 2 a.m.;





High Visibility Activities

Sobriety checkpoints, including:

- **Roving** checkpoint operations that are set up and operated at one location, then broken down and moved to a new location the same evening;
- **Phantom** checkpoints, in which police set up what appears to be a checkpoint with the signs and cones, but never actually conduct one, or have one police car present to ensure the equipment is not vandalized and take action if a passing vehicle displays erratic driving behavior; and
- **Holiday or special occasion** checkpoints (e.g., Saint Patrick's Day or Monday Night Football checkpoints to address increased drinking associated with those occasions).





What Are Some Examples of High Visibility Elements?



High Visibility Elements

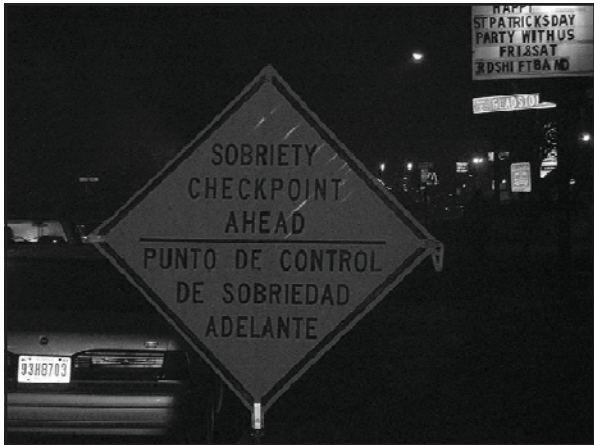
High-visibility elements of checkpoint and saturation patrol operations are used to increase the visibility and clear purpose of the operations.


These elements include the following:

- **Lighted and/or variable message signs** placed near the entrance of a checkpoint operation or segment of roadway associated with a saturation patrol to notify drivers of the checkpoint or saturation patrol.
- **High-intensity lights** that increase the visibility checkpoint operations. They also provide extra lighting for law enforcement to work by and increase safety.
- **Large signs** placed near the entrance of a checkpoint operation or a segment of roadway associated with a saturation patrol to notify drivers of the checkpoint or saturation patrol. These are often reflective and are usually highly portable.









High Visibility Elements

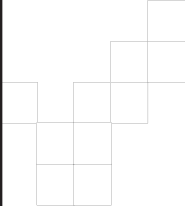
High-visibility elements of checkpoint and saturation patrol operations are used to increase the visibility and clear purpose of the operations. These elements include the following:

- **Large vans or trailers with specialized insignia** often used for breath or blood testing, booking offenders, and workspace for administrative tasks.
- **Specialized insignia on patrol cars**, especially those associated with saturation patrols, identifying them as being part of DUI or DWI enforcement efforts.
- **Specialized insignia on officers**, such as badges or lettering on reflective vests, identify officers as being part of the anti-DWI efforts. These can be worn by law enforcement officers both at checkpoints and on saturation patrols.

nhtsa "People Saving People"





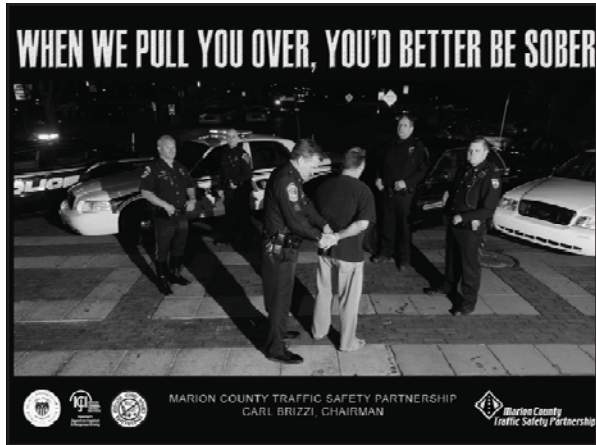


**Should the HVE
Enforcement be
Publicized?**



Use of Media

- **Paid or earned media** on television, on the radio, in newspapers, on billboards, etc.
- **Press releases** from program officials to local media to encourage news stories about program activities.
- **Letters to the editor and articles** written by program officials for publication in the local media.
- **Mock** checkpoints conducted for the news media to demonstrate how checkpoints operate.
- **Signs on marquees** used to raise awareness of anti-DWI activities. These changeable signs are the type associated with movie theatre marquees and are used by many local businesses, churches, schools, and other enterprises.
- **Posters, coasters, etc.** in local bars and restaurants with anti-DWI information specific to local enforcement activities.
- **Flyers or cards** given to motorists at checkpoints or traffic stops.
- **Posters and billboards** used to promote enforcement efforts.

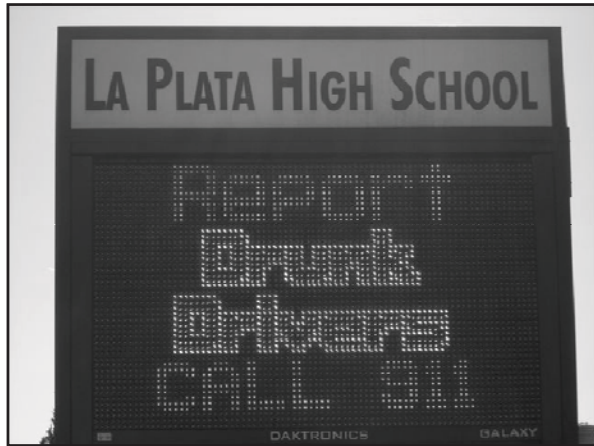












Guidelines for Communities

- Identify the impaired-driving problem in the community. How many deaths, injuries, and traffic crashes are associated with impaired driving?
- Is there a local impaired-driving or traffic safety task force, coalition, or council? If so, use them to provide the foundation and support for the HVE program.
- Can resources be combined with other law enforcement agencies? Combining resources can help to sell the HVE program.
- Are sobriety checkpoints allowed in the State? Are they conducted in the community? If so, they can be the centerpiece of the HVE effort.



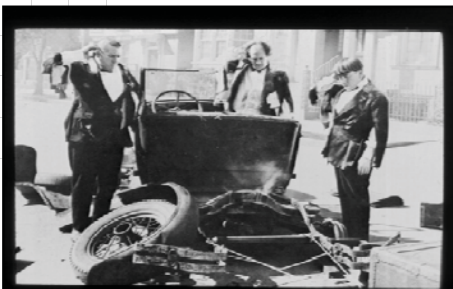
Guidelines for Communities

- Are there potential barriers or opposition to HVE in the community? If so, work with those groups or organizations to come up with compromises that will satisfy all parties.
- Determine whether political support can be obtained from community leaders to conduct an HVE program (e.g., mayor, county supervisors, sheriff). Political support can speed up the implementation process.
- Try to enlist local businesses and transportation alternatives as support for the program. They can help publicize the enforcement efforts and provide alternatives for would-be drinking drivers.

Questions Remaining About Enforcement

- How Frequent Must DUI Enforcement Be?
 - Weekly?
 - Monthly?
 - 4-5 times a year?
- How Visible Must Enforcement Be?
 - 1 out of 2 people have seen it?
 - Significant increase in perceived risk of arrest?
- What Are the Thresholds of Enforcement Intensity that have an Effect? How are they measured?
 - Number of DUI arrests?
 - Number of sobriety checkpoints?
 - Number of traffic stops (contacts with drivers)?

Questions?





Contact Information

James C. Fell
Pacific Institute for Research and Evaluation
(PIRE)
11720 Beltsville Drive, Suite 900
Calverton, MD 20705-3111
301-755-2746
E-mail: fell@pire.org
