

The Florida Senate
COMMITTEE MEETING EXPANDED AGENDA

TRANSPORTATION
Senator Latvala, Chair
Senator Evers, Vice Chair

MEETING DATE: Tuesday, January 25, 2011
TIME: 1:45 —3:45 p.m.
PLACE: *Mallory Horne Committee Room, 37 Senate Office Building*

MEMBERS: Senator Latvala, Chair; Senator Evers, Vice Chair; Senators Benacquisto, Bullard, Garcia, Joyner, and Storms

TAB	BILL NO. and INTRODUCER	BILL DESCRIPTION and SENATE COMMITTEE ACTIONS	COMMITTEE ACTION
		Presentation by the Department of Highway Safety and Motor Vehicles regarding agency overview, issue update and 2011 legislative agenda	
		Presentations by invited highway safety advocacy groups	
		Discussion of potential highway safety issues for 2011 Session	

Department of Highway Safety and Motor Vehicles



Who We Are

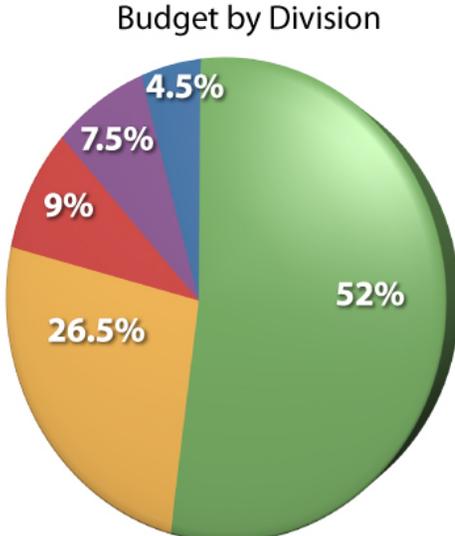
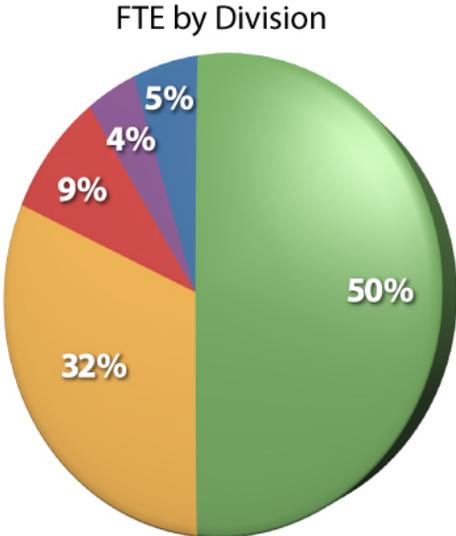
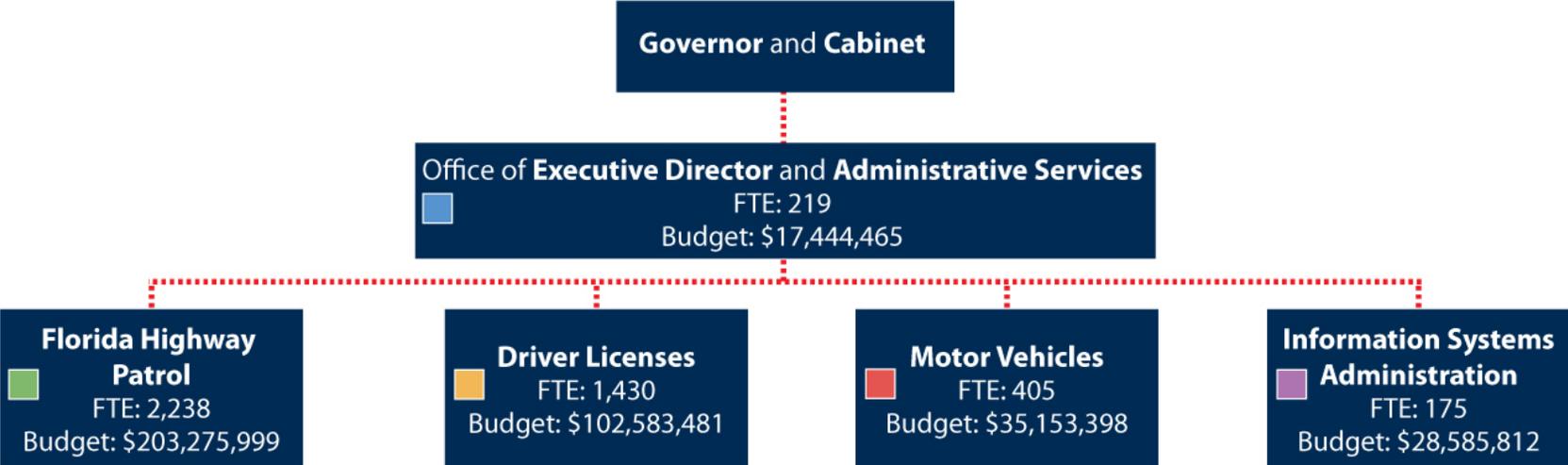
Florida Highway
Patrol



Driver Licenses

Motor Vehicles

Budget



Who We Serve

Nearly Every Floridian

- Almost 16 million drivers
- 18 million vehicle & vessel registrations
- 80 million visitors
- 100,000 miles of highways patrolled daily

Core Services

Motorists Services

- Validate driver skills.
- Ensure eligibility.
- Validate identity.
- Maintain records of driver data.
- Accurately title and register vehicles.
- Properly license motor vehicles businesses.
- Remove unsafe vehicles from roadways.

Florida Highway Patrol

- Protect drivers by enforcing laws on the roadways.
- Remove unsafe drivers from the roadways.
- Assist motorist.
- Disaster response.

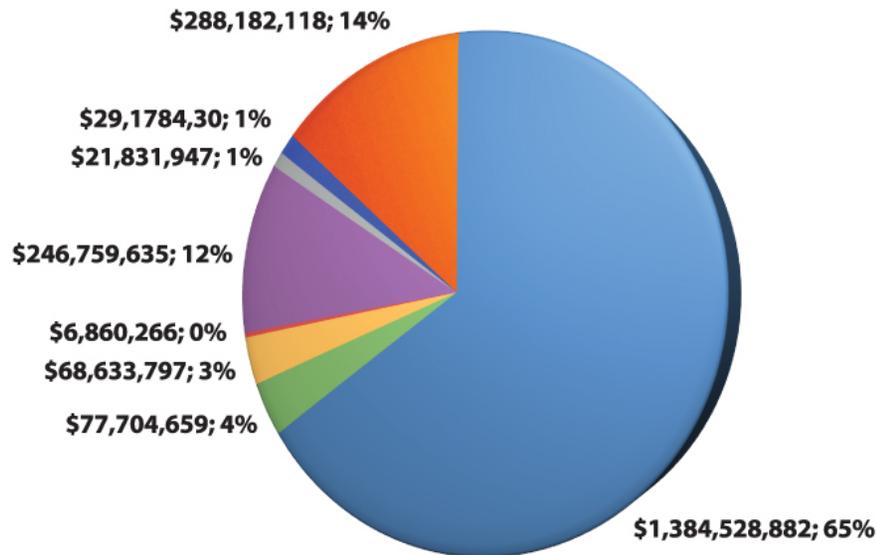
Information Services Administration

- Ensure all agency data is secure.
- Provide data access to all law enforcement agencies, tax collectors, clerks of court and other state agencies.
- Provide IT support services to DHSMV personnel.
- Make necessary program changes to all DHSMV systems.

Our Fiscal Impact

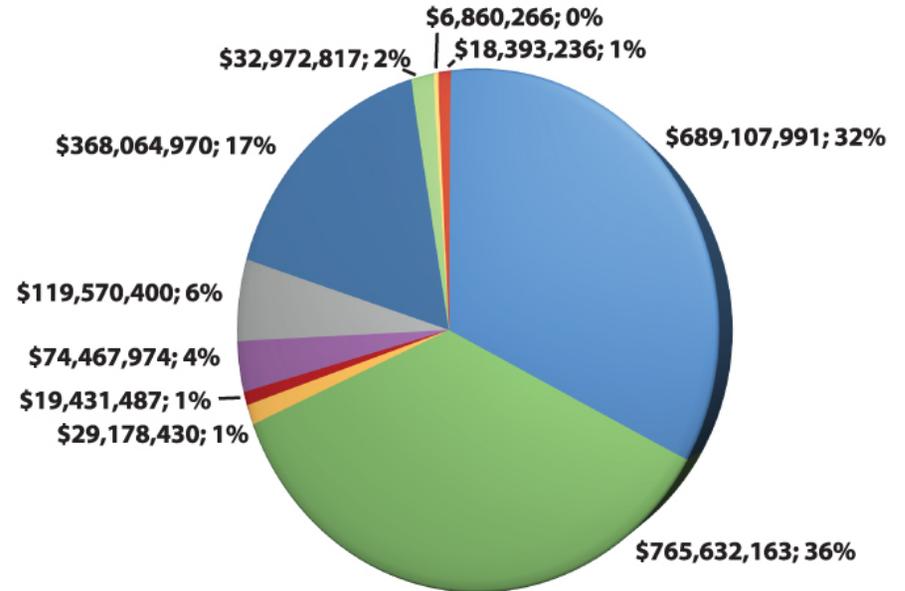
Generated over \$2.1 billion in revenue

Where The Money Comes From:



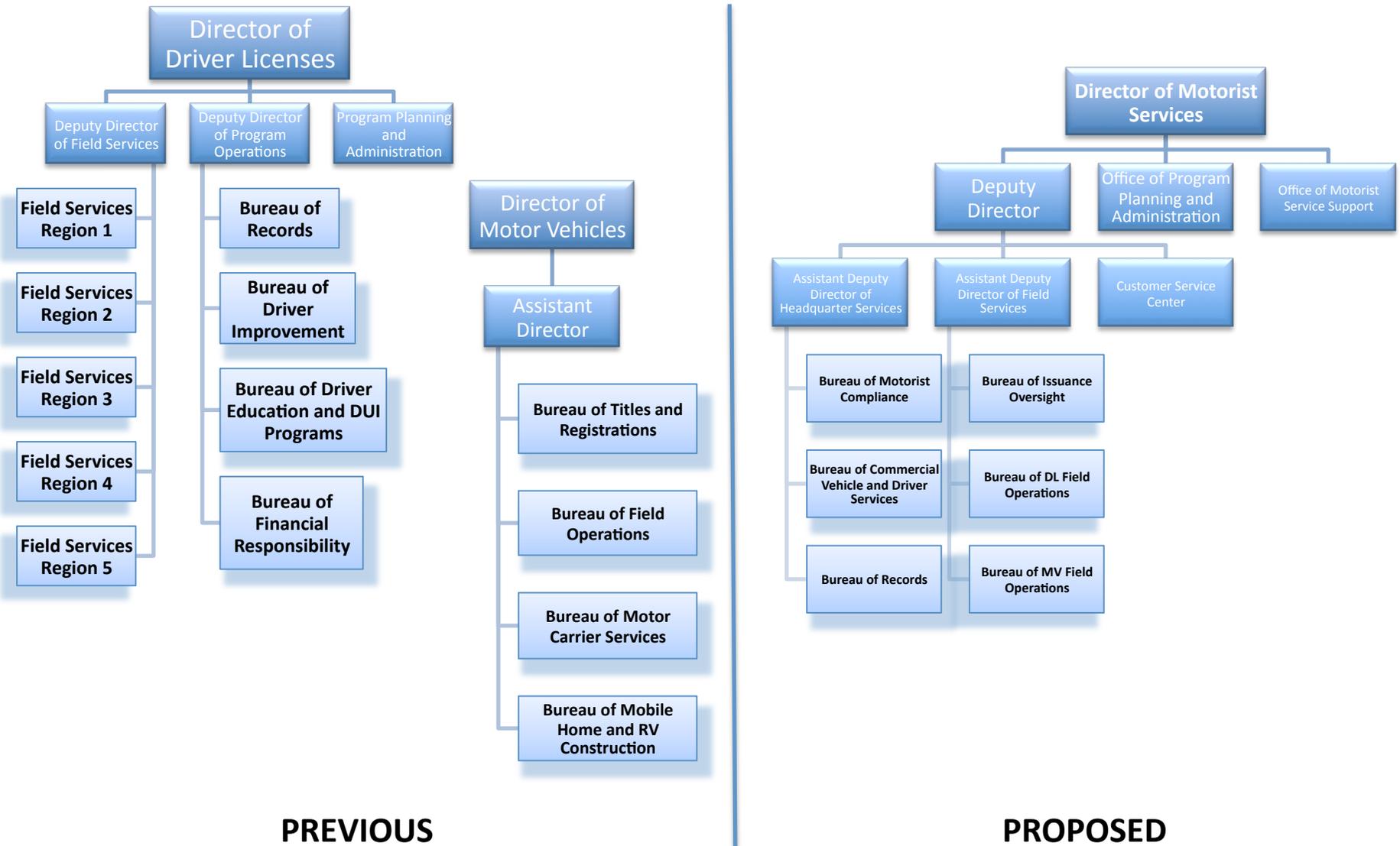
- License Plates and Decals
- Motor Vehicle Titles
- Motor Fuel Tax
- Fines and Forfeitures
- Driver Licenses
- International Registration Plan Receipts
- Driving Records/Transcripts
- Other

Where The Money Goes:



- Department of Transportation
- General Revenue Funded Programs
- Fuel Use Tax
- Air Pollutions Control Program
- International Registration Plan Program
- Other
- Department of Education
- HSMV Agency Funding
- Specialized Plate-Sponsor
- Law Enforcement Radio Trust Fund

Motorist Services



FHP Reorganization

- Reduce the number of supervisors and middle managers.
- Expand span of control.
- Greater utilization of civilian personnel for administrative duties.



More troopers on Florida roadways.

Driver Licenses and Tax Collectors

In 2010 the Legislature formally enacted legislation to complete the migration of driver license field services to the county Tax Collector which had begun on an ad hoc basis in 1996.

As of January 1, 2011:

- There are 69 state offices.
- There are 138 county offices in 48 counties.

By January 1, 2012 we anticipate there to be:

- 49 remaining state offices
- 159 county offices in 55 counties.

Real Id Implementation

- The Real Id Act is a federal guideline of minimum issuance standards for driver licenses and identification cards to be applied consistently throughout the country.
- Florida law and DHSMV processes were used as a model for the creation of the federal rules to implement the act which include:
 - documenting legal presence,
 - tying the expiration of the credential to the authorized stay,
 - utilizing online verification systems for social security numbers and immigration documents, and
 - retaining document images.
- Florida issued it's first Real Id compliant credential on January 1, 2010 and has issued 3.49 million compliant credentials through December 31, 2010.
- Implementation of the Real Id Act has already proven useful in eliminating duplicate social security numbers in the state database and correcting naming errors to ensure all customer data is uniform throughout government. A more accurate data set will reduce the opportunity for benefits fraud in government as well as financial fraud in the private sector.

Facts and Figures

FLORIDA HIGHWAY PATROL ACTIVITY

1,047,416 citations issued by FHP

140,443 seat belt citations issued by FHP

321,777 unlawful speed citations

9,605 Driving Under the Influence arrests

7,867 felony arrests

217,033 crash investigations

371,482 written warnings issued

476 stolen vehicles recovered

36,181,772 miles patrolled

288,369 motorists with disabled vehicles received assistance

2,438 public safety presentations

MOTORIST SERVICES

5,192,397 driver license and identification cards issued

3,471,815 emergency contacts registered as of 6/30/2010; 20.2% of driver license and identification card holders

5,460,990 organ donors registered as of 6/30/2010

1,944,018 suspension, revocations, cancellations and disqualifications of driving privileges

477,889 insurance suspensions issued

19,496,005 motor vehicle, manufactured home, and vessel registrations issued

5,104,919 motor vehicle, manufactured home, and vessel titles issued

12,844 dealer and manufacturer licenses issued

5,551 motor vehicle and manufactured home consumer complaints investigated

20.5% of driver license and identification card transactions completed by internet

18% of motor vehicle transactions services completed by internet

129 Tax Collector offices in 46 counties offering driver license services as of 6/30/2010

Department of Highway Safety and Motor Vehicles 2011 Legislative Proposals



Julie L. Jones, Executive Director



Department of Highway Safety and Motor Vehicles 2011 Legislative Proposals

Guiding Principle: We will protect our roadways.

Issue	Current Situation	Proposed Change	Justification	Fiscal Impact	Statutory Sites
Motorist Services	Since the inception of the department there has been a Division of Motor Vehicles and a Division of Driver License.	The department is proposing to merge two divisions to create the Division of Motorist Services.	This change will allow the department to create efficiencies and provide better service to our customers. With a more efficient division we will create a more accurate and user-friendly database and processes for law enforcement and our customers.	Savings of approx. \$600,000 annually.	s. 20.24
Commercial drivers	Florida law in the majority of cases mirrors federal law and rules with respect to commercial driver licensing. However, in some cases minor differences exist which cause conflicts. Federal regulations create a uniform national standard for the licensing and disqualification of commercial drivers.	The suggested changes will resolve the conflicts that exist and in many cases eliminate the need for additional changes to Florida law by removing portions of the statutes and replacing those portions with the federal reference. These changes are related to the list of disqualifying offenses which if convicted result in drivers losing their privilege to drive a CMV.	Florida must comply with all federal commercial licensing laws in order to ensure continued federal funding for road projects. By referencing federal rules in Florida law, the need to continuously modify the statutes is negated.	None	s. 322.61 and s. 322.64

Department of Highway Safety and Motor Vehicles 2011 Legislative Proposals

Issue	Current Situation	Proposed Change	Justification	Fiscal Impact	Statutory Sites
Driver license applications	Currently, Florida law allows individuals who are attempting to receive permanent legal status to obtain a driver license by providing documentation that they are actively seeking a change in status. However, individuals who are not entitled to receive permanent legal status could utilize a loophole in the current law in an attempt to get a driver license.	The statutory change required to close the loophole for those seeking legal status but who are not entitled to it, includes a provision to allow the department to require additional documentation beyond simple proof of application but also proof of eligibility for legal status.	The intent of Florida law and the requirement of federal law are for driver licenses to be issued to persons legally authorized to be in the U.S. This change would allow the department additional authority to require documentation from those seeking a change in their legal status to provide proof they are entitled to that status.	None	s. 322.051 and s. 322.08
Impaired driving	Health care providers are authorized in Florida law to notify law enforcement when they become aware that a person has exceeded the allowable blood alcohol level for driving. This would occur when an individual has been involved in crash and required medical treatment.	This proposal would extend the current authorization for healthcare providers to also allow them to notify law enforcement when they become aware that a person has driven under the influence of a controlled substance.	Driving under the influence of a controlled substance is already prohibited by law however the current authority for healthcare providers only extends to alcohol.	None	s. 316.1933

Department of Highway Safety and Motor Vehicles 2011 Legislative Proposals

Guiding Principle: We will implement technology solutions

Issue	Current Situation	Proposed Change	Justification	Fiscal Impact	Statutory Sites
Commercial drivers	Federal law requires all commercial driver license holders to have a digital image on file with the department. As a result, Florida has not allowed commercial drivers to renew using a convenience method in order to convert all drivers to a digital photo.	The department is proposing to allow commercial drivers to renew online and utilize the digital image already on file for the new license.	Now that older film-based images have been eliminated and replaced by digital images, the department can proceed with allowing commercial drivers to renew online.	None	s. 322.14
Registration renewal notices	At this time the department is required to mail all registration and driver license renewal notices by U.S. Postal Service	This proposal would allow the department to send registration renewal notices via electronic mail upon request of the owner.	This could result in a cost savings over time to the tax collectors and the department.	Indeterminate	s. 320.95 s. 322.08 s. 322.18 s. 328.30 s. 328.80
Electronic Titles	At this time the department provides electronic titles and liens in order to prevent consumers from losing titles. When it becomes necessary to transfer ownership however the title must be printed and signatures obtained.	The department would like to begin migrating to complete electronic titles by eliminating the signature requirement for odometer verifications.	The existence of paper ownership documents creates numerous opportunities for fraud and theft. The elimination of paper will reduce those opportunities.	None	s. 319.225
Alternative license plates	Currently, all Florida license plates are made of metal and display a static number.	This proposal would allow the department to conduct a pilot project on Florida roadways using alternative license plates on state vehicles only.	New technologies are being made available to states from the private sector which the department would like to test for durability, legibility and general product improvement.	None	s. 320.06

Department of Highway Safety and Motor Vehicles 2011 Legislative Proposals

Other Issues:

Issue	Current Situation	Proposed Change	Justification	Fiscal Impact	Statutory Sites
Technical changes	(1) Suspensions for failure to maintain insurance. (2) The penalty for driving on an expired driver license is incorrect. (3) Vehicle identification number assignments (4) Certificate of Repossession (5) Title application forms (6) Record retention (7) Consignments & Apportioned plates	(1) Insert statutory reference to vehicle definition. (2) Correct a deficiency in the current law related to driving on an expired license. (3) Authorize tax collectors to assign VIN's to homemade trailers (4) Remove the Certificate of Repossession form. (5) Remove outdated language. (6) Require vehicle registration records to be retained for 10-years. (7) Grammatical change	(1) Reference correction. (2) Current law is incorrect. (3) Tax collectors already serve as agents of the state for titling purposes and this designation is consistent with current law. (4) Form reduction. (5) Statutes are not up to date. (6) Title records are statutorily required to be maintained for 10-years and this creates consistency. (7) Grammatical change	None	s. 316.646 s. 322.065 s. 320.02 s. 319.23 s.319.28 s. 319.323 s. 317.0016 s. 319.225 s. 316.545 s. 320.01
Voluntary check-offs	Driver license and motor vehicle applicants are allowed to make charitable contributions to specified charities while completing their transactions.	This change would allow the department to recoup administrative cost for the voluntary contributions as it already does for specialty plate organizations.	Failure to recoup administrative cost could result in the lists of the organizations being removed from renewal notices.	Indeterminate.	s. 320.023 s. 322.08
Motorcycle training	All motorcycle road exams have been outsourced by the DHSMV.	This change would modify the requirements that the department offer a road test for motorcycles.	This change would conform chapter 322, f.s. to other recent changes in law.	None	s. 322.12

Department of Highway Safety and Motor Vehicles 2011 Legislative Proposals

Issue	Current Situation	Proposed Change	Justification	Fiscal Impact	Statutory Sites
DL Restrictions	Currently, the Dept of Corrections and the Parole Commission have authority to request the DHSMV to place a restriction on a driver's license.	The change would remove the DOC and the Parole Commission's authority to request a driver license restriction.	The program authorized in law has not been used by either entity and is therefore being removed from statute.	None	s. 322.16
Custom Vehicles	Current law only references custom vehicle registrations and there is nothing referencing custom vehicles in the titling portion of law.	This change would make the titling statutes consistent with the registration statutes as they relate to custom vehicles.	Consistency within statutes.	None	s. 319.14
Temp tags	It is a violation of current law to alter a permanent license plate or decal.	Add temporary license plates to the list of documents that are unlawful to alter.	Fraud prevention.	None	s. 320.061



Traffic Safety Priorities

Presentation to the Florida Senate
Transportation Committee

January 25, 2011

Overview of Priorities

- Child Passenger Safety
- Distracted Driving
- Teen Driver Safety
- Truck Safety



Child Passenger Safety

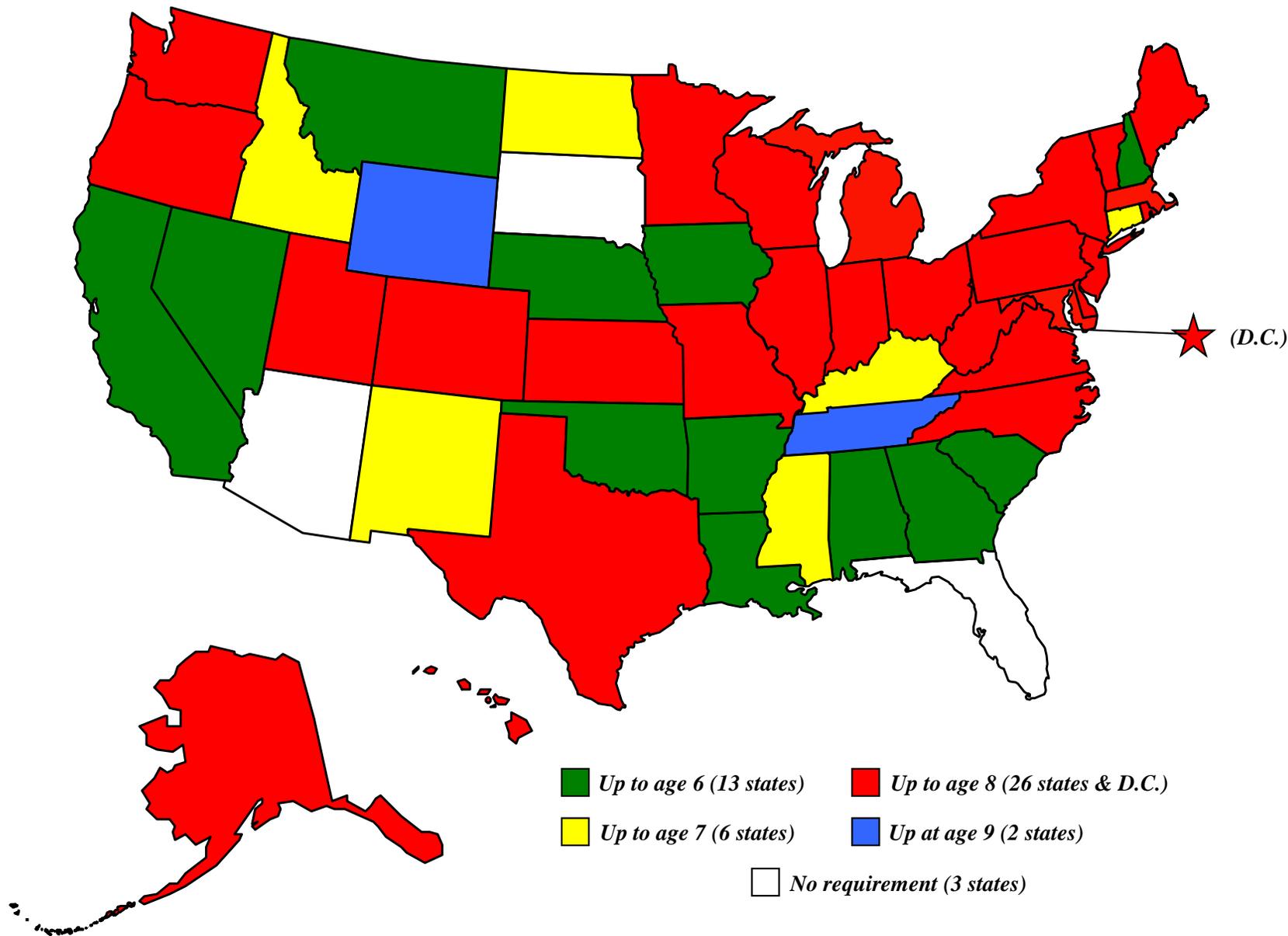
- Pass life saving booster seat legislation
- Motor vehicle crashes are the leading cause of death for ages 3 to 14 (NHTSA, 2008)
- Florida is one of three states without a booster seat law





States with Booster Seat Laws

January 2011



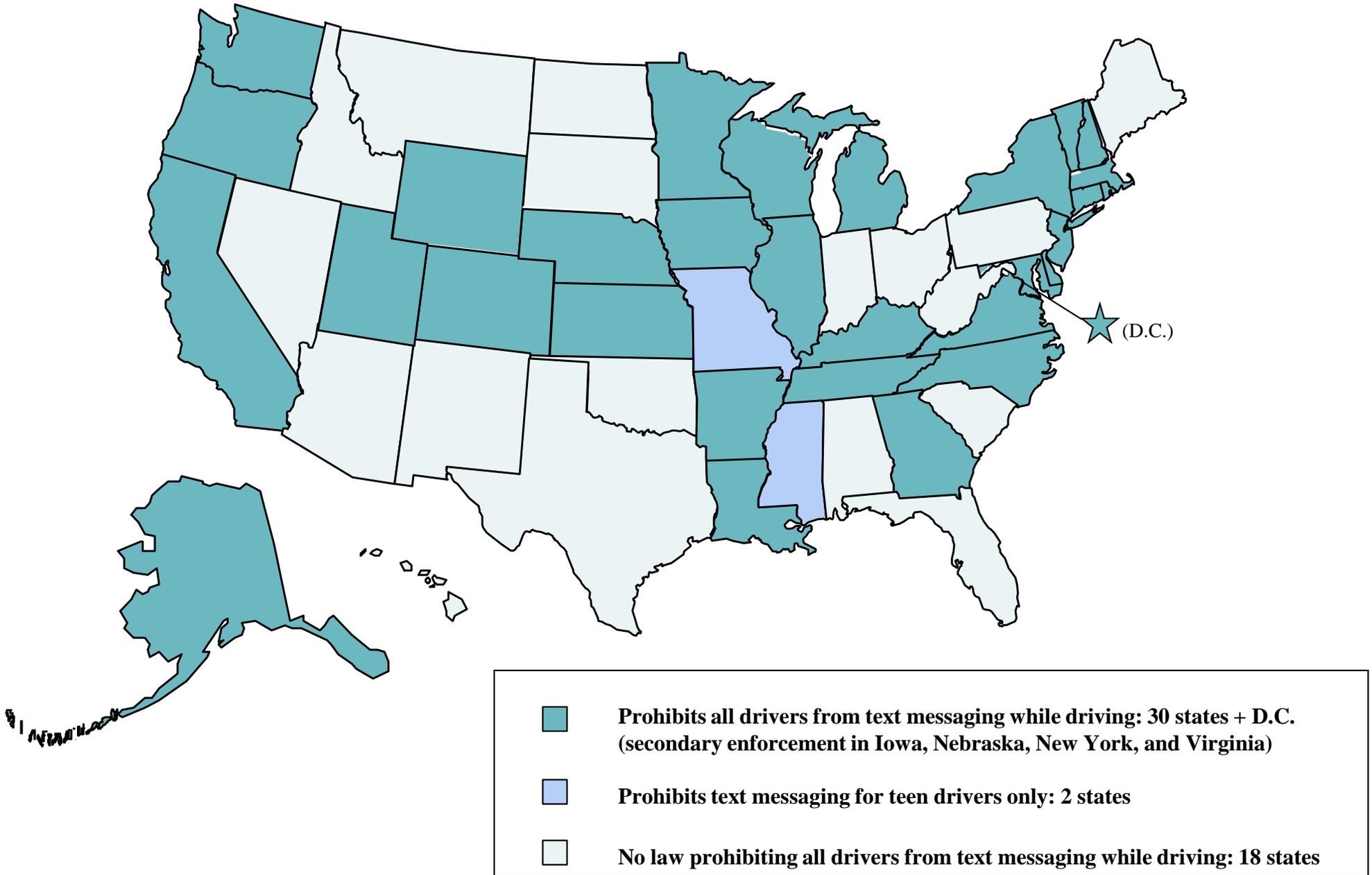
47 states & D.C. have some form of a booster seat law

Distracted Driving

- Address distracted driving to ensure safe roadways for all users
- Nearly 9 in 10 drivers say text messaging or emailing are a very serious threat to their personal safety
- 30 states ban texting while driving
- 20 percent of injury crashes in 2009 involved reports of distracted driving.



Text Messaging Laws



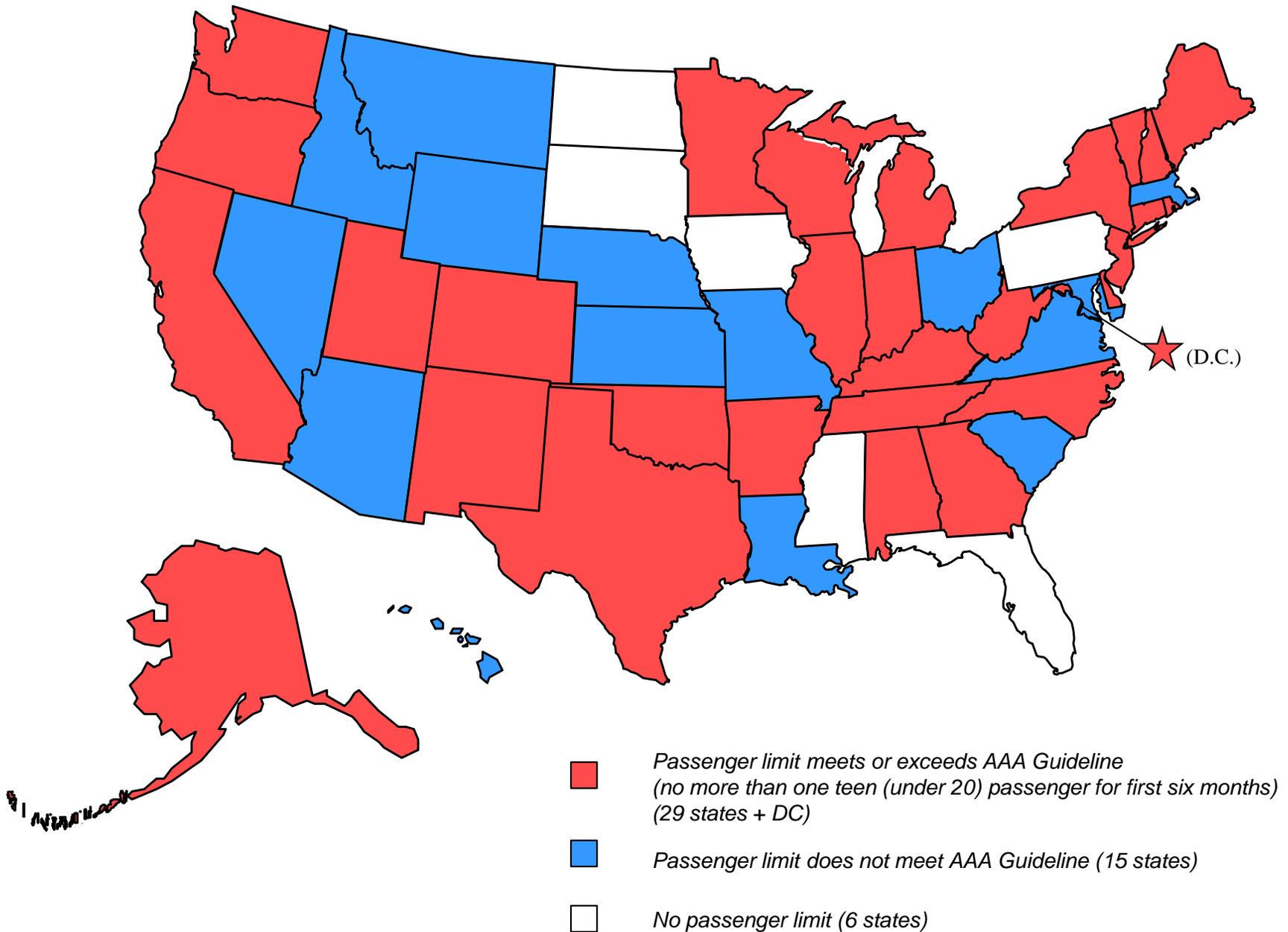
Teen Driver Safety

- Strengthen Graduated Driver License Law
 - No teen passengers for the first year of driving
 - Restrict use of all communication devices for drivers under the age of 18
 - Drivers education should include both classroom and behind-the-wheel
- Increase Voluntary Funding for Teen Driver Safety Education



Passenger Limits for New Teen Drivers

January 2011



Truck Safety

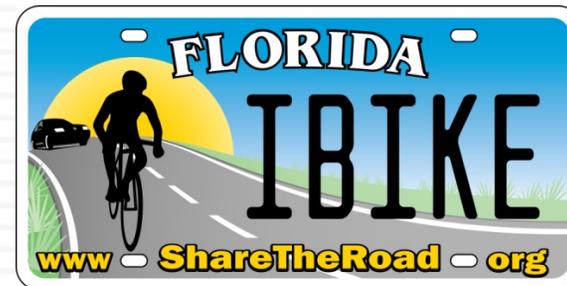
- Increase fines for overweight trucks

**Florida's fine for overweight vehicles
has not changed in 57 years**

- Higher penalties for repeat offenders



Florida Bicycle Association



Florida Bicycle Association



- **Vision:** We envision a state where people of all ages see bicycling as an enjoyable, practical and safe activity and transportation option, and where drivers of motor vehicles respect and appreciate bicyclists who use its roadways.
- **Mission:** To inspire and support people and communities to enjoy greater freedom and well-being through bicycling.

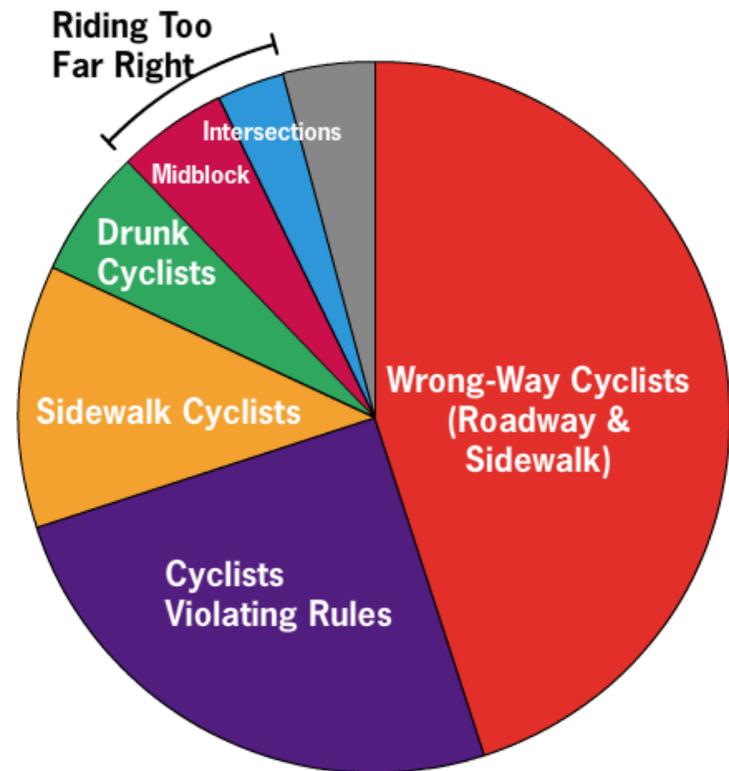
Safer Cycling Programs



Safer Cycling Requires

Training for:

- ❑ Bicyclists
- ❑ Motorists
- ❑ Law Enforcement



Cyclist Training

Cycling Savvy 

EMPOWERMENT FOR UNLIMITED TRAVEL

CyclingSavvy.org



CyclingSavvy



9 Hour Defensive Driving Course for Adult Bicyclists:

- ▣ 3 hours classroom
- ▣ 3 hours bike-handling
- ▣ 3 hours on-road

Cycling Savvy



Alternative Transportation



Safe Walking

And Crosswalk Laws



Things With Motors



Bus Routes



Bikes on Transit



Climate Challenges



Cyclists and the Law



Cycling Safety

Crashes, and how to avoid them



Cycling Between Intersections



Cycling Through Intersections



Tripping Signals

Alternative Transportation



Have taught over 2,000 drivers with suspended licenses:

- ▣ Pedestrian laws and safety
- ▣ Bicycle laws and safety
- ▣ Transit and carpool options
- ▣ Other transportation options

Alternative Transportation



Created and delivered in
cooperation with:

- ▣ Seminole Co. Community Traffic Safety Team
- ▣ MetroPlan Orlando
- ▣ Florida Safety Council

Alternative Transportation



Law Enforcement Curriculum



Initiated in cooperation with Palm Beach Co. Sheriff's Office:

- ▣ Still under development
- ▣ FBA working with Florida Public Safety Institute (FPSI)
- ▣ To be delivered through academies and CE

Predictable and Conspicuous Cyclists are Safer Cyclists



www.FloridaBicycle.org

**SAME ROADS
SAME RIGHTS
SAME RULES**

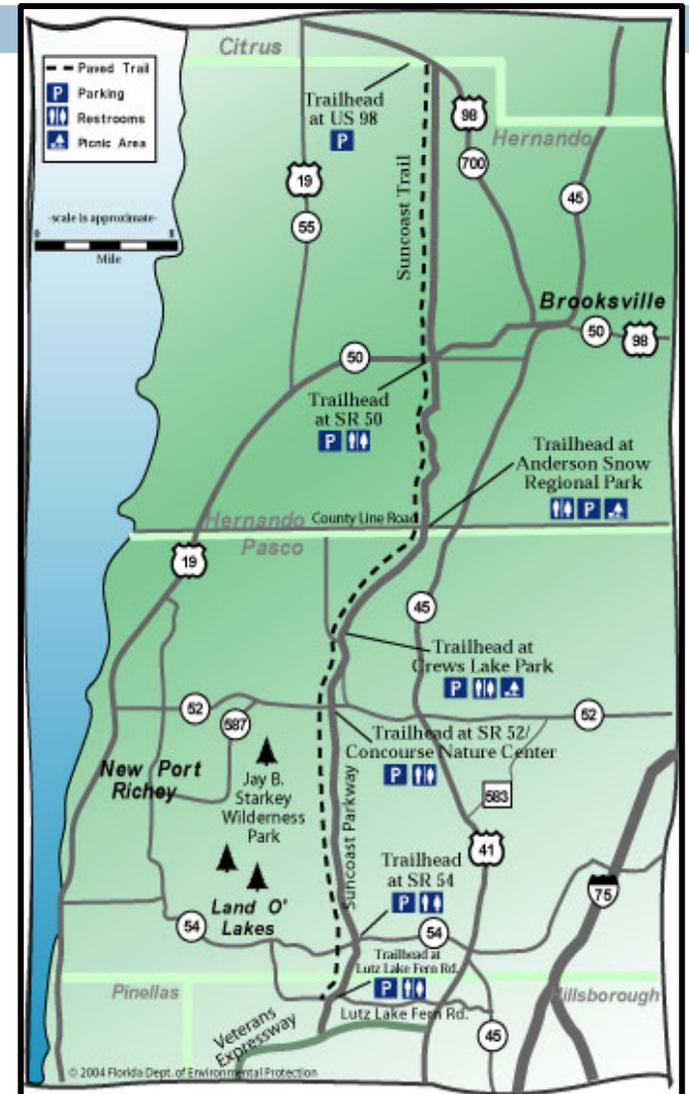
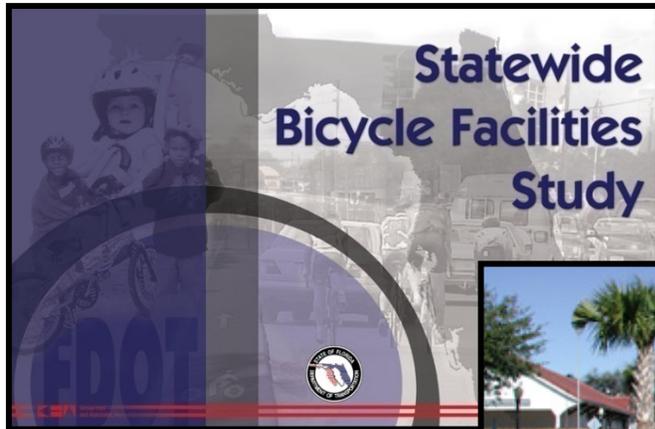


**SAME ROADS
SAME RIGHTS
SAME RULES**

**SAME ROADS
SAME RIGHTS
SAME RULES**



Trails as Transportation



Trail Town

City of Winter Garden **West Orange Trail**



Trail Town

City of Dunedin Pinellas Trail

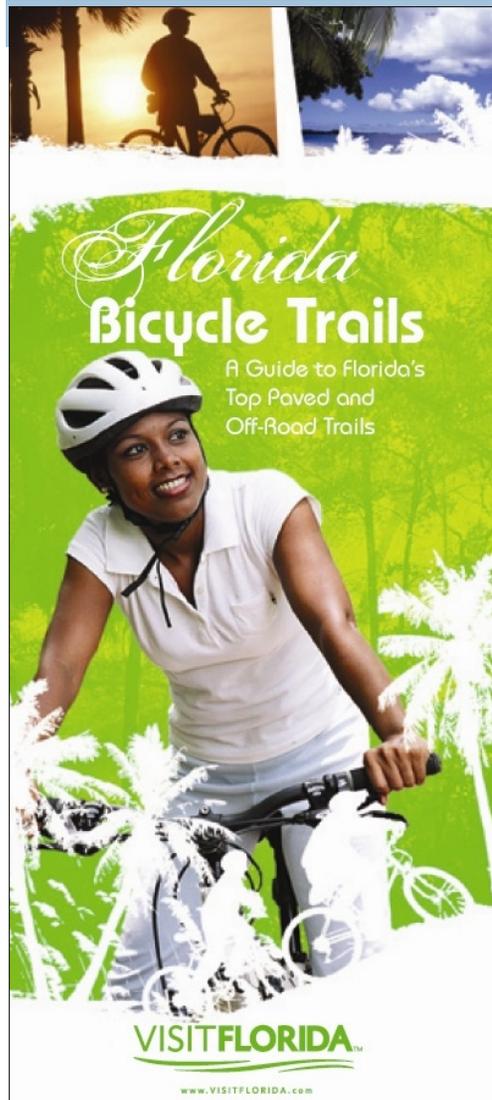


Trail Town

City of Inverness **Withlacoochee State Trail**

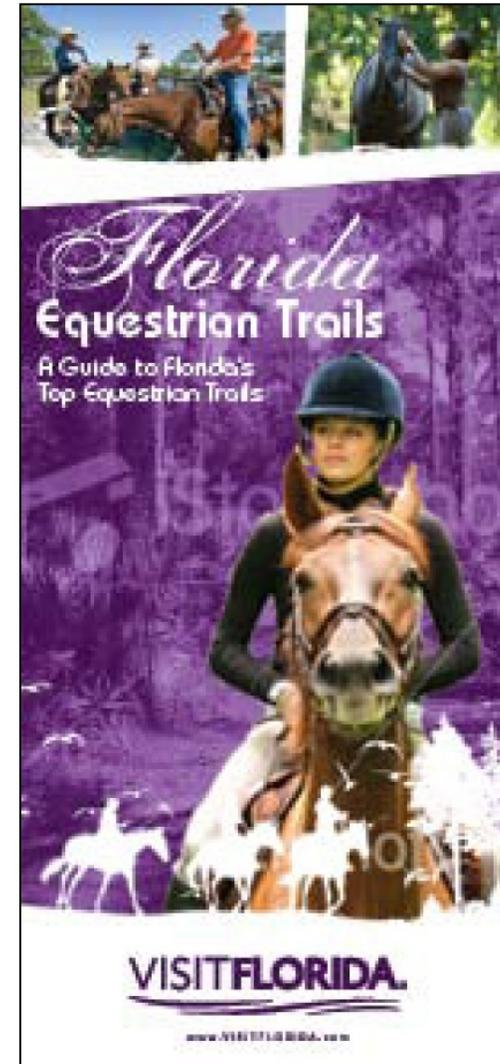
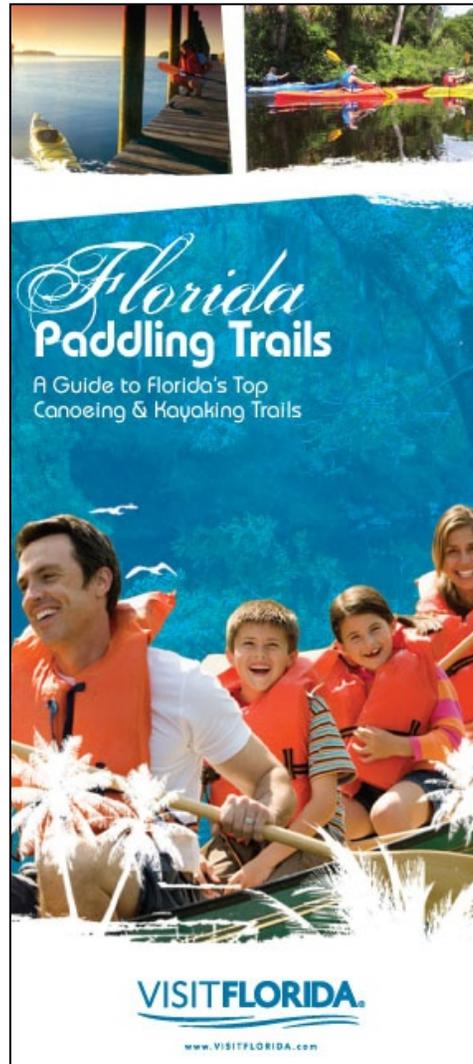
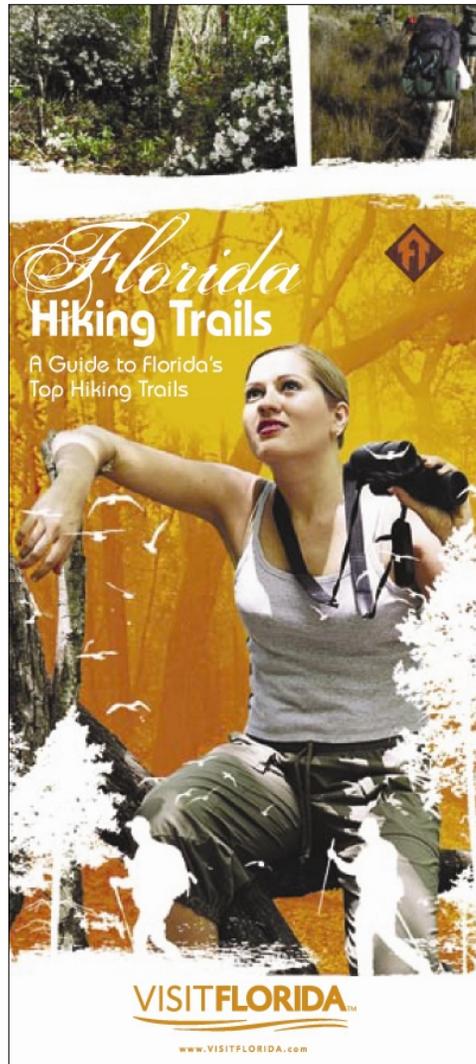


Demand for Trail Information



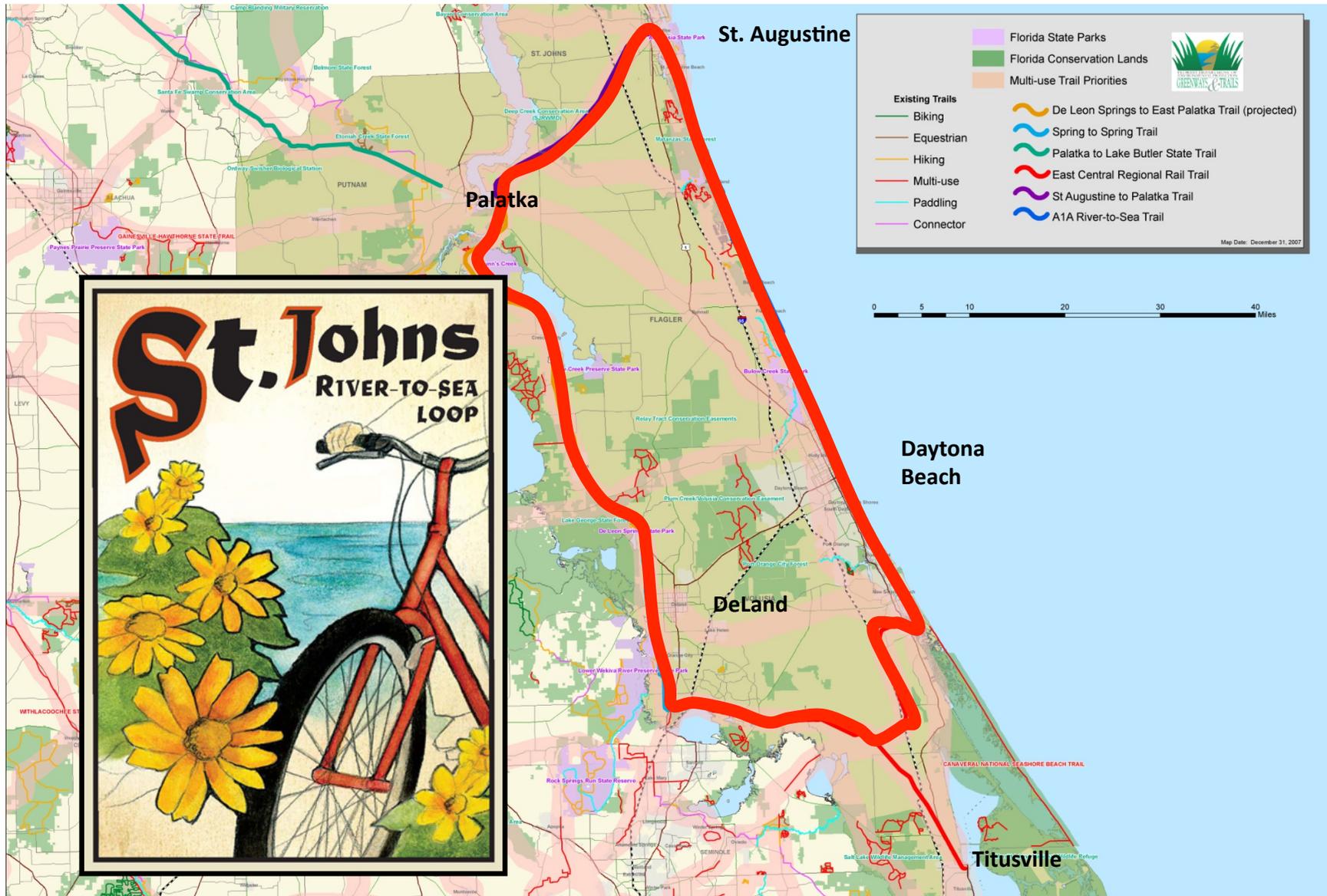
Nearly 68,000 copies of Bicycle Trails Guide were downloaded from the Office of Greenways & Trails website in July 2010.

Demand for Trail Information



N

Long Distance Trails as Destinations



State Trails and Cross Florida Greenway

3.6 Million
Visitors



The highest annual visitation ever

Trails as Destinations

Over 1.5 Million Visitors



Marjorie Harris Carr Cross Florida Greenway

Trails as Destinations



Over 1 Million Visitors

Florida Keys Overseas Heritage Trail

Florida Bicycle Association



Our desire is for Florida to have the most functional multi modal transportation system in the country and with the best trained motorists and cyclists.

We want to improve Florida statutes so cyclists can always drive defensively.

Florida Bicycle Association

For more information, visit:

www.floridabicycle.org

Laura Hallam, Executive Director

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laura@floridabicycle.org





What is an Ignition Interlock?

An ignition interlock is a breath test device linked to a vehicle's ignition system. When a convicted drunk driving offender wishes to start his or her vehicle, he or she must first blow into the device. The vehicle will not start unless the driver's BAC is below a pre-set standard. A data recorder logs the driver's BAC for each attempt to start the vehicle. Interlocks are calibrated to have "rolling retests," which require a driver to provide breath tests at regular intervals, preventing drivers from asking a sober friend to start the car, drink while driving, or leaving the car idling in a bar parking lot.

Why do we need Interlocks for Every DUI Offender?

Estimates of most first time offenders find that those offenders have operated vehicles while impaired many times prior to their first conviction. The most conservative estimates show that DUI offenders drive drunk on average 87 times before they are caught.

Half to two thirds of all DUI offenders are technically first time offenders. Therefore, limiting interlock programs to repeat offenders will not make a full contribution to reducing alcohol related crashes on our roads.

Current studies show that two-thirds of convicted DUI offenders continue to drive even when they have a revoked or suspended license. Why do they do this? Because they can. Since we now know that a long-term license suspension is not an effective consequence for the majority of convicted offenders, we must change course. If convicted offenders were required to install an ignition interlock on their car, they could continue to legally drive, but would no longer be able to drive while impaired.

Do Ignition Interlocks Reduce Recidivism?

Yes. A considerable body of research – more than 15 published studies on interlock effectiveness -- shows that interlocks are associated with substantial and impressive reductions in recidivism, ranging from 50 percent to 90 percent. The evaluations involve a diversity of programs, accounting for the variation in results. Findings have consistently shown the overwhelming benefit of interlocks.

Current sanctions alone are not effective in stopping repeat offenses

- Currently, the most common sanctions for first-time offenders in the United States are fines, license suspensions and assessment and treatment for problems with alcohol.
- Administrative license sanctions alone reduce alcohol-related fatal crashes by an average of nine percent by deterring both the general public and the offender who receives the license sanction. However, they fail to keep unlicensed drivers off the road: Studies estimate that 50 to 75 percent of drunk drivers whose licenses are suspended continue to drive anyway. A strong alcohol ignition interlock program will prevent the suspended offender from driving.^{i,ii}

Alcohol Ignition Interlock Fact Sheet

Alcohol ignition interlocks save lives.

- Technology currently exists that can eliminate repeat drunk driving offenses and save lives. The breath alcohol ignition interlock prevents a vehicle from being driven by a drunk driver. If used correctly, the device can substantially reduce repeat offenses.ⁱⁱⁱ
- More than 4,000 lives could be saved if the criminal justice system could prevent those convicted of drunk driving from recommitting the offense. If properly administered, alcohol ignition interlocks could save thousands of lives and give offenders the ability to drive while not endangering the public.

Studies clearly show alcohol ignition interlocks are effective.

- Multiple studies on interlocks for both first-time and repeat offenders show that Interlocks reduce repeat drunk driving offenses by an average of 64 percent.^{iv} For example, even before its new, more extensive first offender interlock program, New Mexico found a decrease in recidivism by over a half among first offenders who installed interlock devices.^v
- Most of the failures of interlocks are legal system failures, where mandatory interlock laws are not enforced and offenders who are sentenced to receive interlocks either do not have them installed or receive little oversight.

The public supports the implementation of alcohol ignition interlocks.

- 88 percent of the public supports the mandatory installation of alcohol ignition interlocks for all convicted drunk drivers.^{vi}
- Offenders themselves believe interlocks are a fair and effective sanction. One study reported that of those sentenced to alcohol ignition interlock devices, 82 percent believed the system was very successful in preventing them from driving after drinking and 68 percent believed it was very successful in changing their drunk driving habits.^{vii} Similarly, a survey of offenders in Albuquerque found 82 percent felt interlocks were a fair sanction and 79 percent thought interlocks reduced drunk driving.^{viii}

First offenders are likely to become repeat offenders

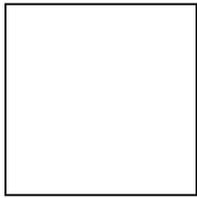
- First-time offenders have driven drunk an average of 87 times before they are arrested and most likely are not social drinkers, but rather have a serious problem with alcohol.^{ix}
- First-time offenders are likely to have committed the crime before and will commit the crime again unless significant intervention is taken. This intervention, for all drunk driving offenders, should include an ignition interlock device.

Overview of State Ignition Interlock Laws

Mandatory .08 Conviction	Mandatory with a BAC of at least .15.	Mandatory with 2nd Conviction	Discretionary	No Interlock Law at All
Alaska (1/09)	Delaware (7/09)	Georgia****	All other states	Alabama
Arizona (9/07)	Florida (10/08)	Massachusetts		South Dakota
Arkansas (4/09)	Kansas (7/07)	Missouri		
California Pilot Program* (7/10)	New Jersey (1/10)	Montana (5/09)		
Colorado**	North Carolina (12/07)	Oklahoma (11/09)		
Hawaii (1/11)	Tennessee***	Pennsylvania		
Illinois**	Texas****	South Carolina (1/09)		
Louisiana (7/07)	Virginia (10/04)			
Nebraska (1/09)	West Virginia (7/08)			
New Mexico (6/05)	Wisconsin (7/10)			
New York (8/10)	Wyoming (07/09)			
Oregon*** (1/08)				
Utah (7/09)				
Washington (1/09)				

(Months listed note laws effective date)

- * California's pilot program covers the counties of Los Angeles, Alameda, Sacramento, and Tulare. These counties combined have a population of over 14 million.
- ** Interlocks are highly incentivized in that, if the offender chooses not to use the device, he or she has a year long license suspension and any violation is a felony.
- *** Mandatory upon license reinstatement
- **** Required as a condition of probation



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- ⁱ Nichols, James, and H. Lawrence Ross. "The Effectiveness of Legal Sanctions in Dealing with Drinking Drivers." *Alcohol, Drugs and Driving* 6(2) (1990): 33-55.
- ⁱⁱ Peck, Raymond, R. Jean Wilson, and Lawrence Sutton. "Driver License Strategies for Controlling the Persistent DUI Offender," *Strategies for Dealing with the Persistent Drinking Driver. Transportation Research Board, Transportation Research Circular No. 437*. Washington, D.C.: National Research Council, 1995.
- ⁱⁱⁱ MADD, *Stopping Drunk Driving Before It Starts: A Technological Solution*.
- ^{iv} Willis, C., Lybrand, S., & Bellamy, N. "Alcohol Ignition Interlock Programs for Reducing Drunk Driving Recidivism." *Cochran Database of Systematic Reviews* (2005).
- ^v Voas, Robert, Paul Marques, and Richard Roth. "Evidence that Interlocks Are Effective with First Offenders.: 6th Annual Ignition Interlock Symposium, 2005.
<http://www.tirf.ca/whatNew/newsItemPDFs/Bob_Voas.pdf>
- ^{vi} Center for Excellence in Rural Safety at the University of Minnesota. Survey: March 23-May 6, 2010 of 1,205 registered voters who drive at least once a week. Margin of error +/- 3 percentage points.
- ^{vii} Morse, BJ and DS Elliott. *Hamilton County Drinking and Driving Study: 30 Month Report*. Boulder, Colorado: University of Colorado, 1990.
- ^{viii} Roth, Richard. *7th Annual Ignition Interlock Symposium*. Vail, CO, 2006.
- ^{ix} Zador, Paul, Sheila Drawchuk, and B. Moore. (1997) "Drinking and Driving Trips, Stops by Police, and Arrests: Analysis of the 1995 National Survey of Drinking and Driving Attitudes and Behavior," Rockville, MD: ESTAT, Inc, 1997.



Support Ignition Interlocks for All Convicted DUI Offenders

- **Thirteen States require all first time convicted DUI offenders to use interlocks.** Alaska, Arizona, Arkansas, Colorado, Hawaii Illinois, Louisiana, Nebraska, New Mexico, New York, Oregon, Utah and Washington.
- **Interlocks save lives, reduce DUI recidivism.** Ignition interlocks reduce repeat drunk driving on average by 64 percent. Since New Mexico's all offender interlock law was implemented in 2005, drunk driving fatalities are down by nearly 30 percent. In Arizona, drunk driving deaths decreased by 46 percent.
- **Revoking drivers' licenses is not enough.** Fifty to 75 percent of drunk drivers whose licenses are suspended continue to drive.
- **Interlocks save taxpayers money.** The DUI offender pays for the installation and monitoring of the interlock. A study of New Mexico's interlock law found the cost of an interlock was \$2.25 a day for the user but for every dollar invested in an interlock for a first time offender the public saves three dollars.
- **Drunk driving offenders will repeat.** About one-third of all drivers arrested for drunk driving each year are repeat drunk driving offenders.
- **Nature of first time offender.** A first time offender on average has driven drunk 87 times prior to being arrested. Studies show that first offender patterns of recidivism closely parallel those of repeat offenders.
- **How many drinks does it take to get to a .08 BAC?** The National Institute on Alcohol Abuse and Alcoholism notes that to get to a .08 BAC, men must typically consume 5 or more drinks, and women must typically consume 4 or more drinks, in about 2 hours.

Florida Drunk Driving Facts

- ✓ In 2009, 770 people were killed in drunk driving crashes
- ✓ Drunk driving crashes accounted for 30 percent of all total traffic fatalities in 2009
- ✓ In 2009, there were 20,085 alcohol related traffic crashes resulting in 14,130 injuries
- ✓ There are 108,853 people with three or more DUI convictions and 13,540 with five or more DUI convictions

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Risk of Alcohol-Impaired Driving Recidivism Among First Offenders and Multiple Offenders

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Efforts at reducing the consequences of drinking and driving have met with some success over the last 2 decades. However, in spite of tougher laws, increased enforcement, and greater public awareness, the presence of persistent drinking drivers on US roadways continues to be a major public health problem. All 50 states and the District of Columbia have *per se* laws, which make it a criminal offense to drive with a blood alcohol concentration at or greater than 0.08%.¹ A conviction for alcohol-impaired driving traditionally results in a license suspension or revocation as well as other sanctions ordered by the judiciary. Because states consider driving a privilege and not a right, as a condition of licensure, a person is presumed to consent to chemical testing upon arrest for alcohol-impaired driving.² In addition to criminal proceedings, in 41 states (including Maryland) and the District of Columbia, a driver is subject to administrative license suspension (administrative *per se*, APS) for failing or refusing the chemical test.³ APS laws allow enforcement, acting in an administrative capacity at arrest, to immediately suspend or revoke the license of a driver independent of criminal proceedings. As a deterrent, APS laws enhance the certainty, celerity, and severity of sanctions for alcohol-impaired driving, something not always obtainable by the criminal justice system.⁴ Criminal prosecution for the violation follows APS; however, sanctioning drivers under both mechanisms is not considered double jeopardy under constitutional law.

Following a criminal conviction, at least 22 states have diversion programs that allow convicted drinking drivers to ultimately escape criminal sanctions by entering alcohol education, alcohol treatment, or other programs that permit judgment or prosecution to be deferred.⁵

Diversion programs generally lead to dismissal of a conviction after successful completion of the program by the offender and can prevent or delay the offense from appearing on an offender's public driving record. For example, in Maryland, a conviction leading to

Objectives. We sought to determine the statewide impact of having prior alcohol-impaired driving violations of any type on the rate of first occurrence or recidivism among drivers with 0, 1, 2, or 3 or more prior violations in Maryland.

Methods. We analyzed more than 100 million driver records from 1973 to 2004 and classified all Maryland drivers into 4 groups: those with 0, 1, 2, or 3 or more prior violations. The violation rates for approximately 21 million drivers in these 4 groups were compared for the study period 1999 to 2004.

Results. On average, there were 3.4, 24.3, 35.9, and 50.8 violations per 1000 drivers a year among those with 0, 1, 2, or 3 or more priors, respectively. The relative risks for men compared with women among these groups of drivers were 3.8, 1.2, 1.0, and 1.0, respectively.

Conclusions. The recidivism rate among first offenders more closely resembles that of second offenders than of nonoffenders. Men and women are at equal risk of recidivating once they have had a first violation documented. Any alcohol-impaired driving violation, not just convictions, is a marker for future recidivism. (*Am J Public Health.* 2010;100:919–924. doi:10.2105/AJPH.2008.154575)

a diversion program (i.e., probation before judgment) is documented in a segregated (i.e., isolated) record that is not available to the public or insurance companies as part of the person's driver record.

Alcohol-impaired driving legislation and sanctions have historically targeted offenders with multiple convictions. Less attention has been paid to so-called first offenders (those with no prior history of an alcohol-impaired driving conviction on their public driving record), and this limited focus has been on those actually convicted for driving while intoxicated (DWI) or driving under the influence (DUI). APS penalties mandated under *per se* regulations for failing the breath alcohol test (APS failure) or refusing the breath alcohol test (APS refusal) and probation before judgment are often excluded from alcohol-impaired driving statistics. This narrow focus only on convictions thus underestimates the prevalence of alcohol-impaired driving.

It is a widely held belief among the legislative and judicial branches of state government that most first offenders criminally convicted of an alcohol-related traffic offense are overindulging "social drinkers" who may have had only a single isolated drinking and driving

episode that resulted in arrest. This belief often translates into lighter sanctions for first offenders.⁶ For example, drivers who are perceived to be first offenders are more often granted probation,^{7,8} are less likely to receive jail sentences,⁷ and are more likely to receive education⁹ for a conviction than are multiple offenders. Moreover, the general perception of the first-time offender is someone who is not a problem drinker, is generally law abiding, can be reasoned with, and only needs education.⁶ These assumptions may help to explain the lighter sanctions afforded first offenders. However, they appear to be inconsistent with published estimates that a person can drive while impaired by alcohol 200 to 2000 times before being arrested once^{10–15} and empirical evidence suggesting that many so-called first-time alcohol-impaired drivers are problem drinkers¹⁶ and are unlikely to be reformed through educational interventions.⁶

In a literature review sponsored by the National Highway Traffic Safety Administration, Jones and Lacey¹⁷ concluded that first and multiple DWI offenders share many similar characteristics and that a number of studies could not distinguish the characteristics of first from multiple offenders.^{7,16,18–22}

Despite empirical evidence that the first documented alcohol-impaired driving conviction on a public driving record is often not the first occurrence,²³ offenders who are convicted for the first time are commonly afforded light sanctions. Some arrested or convicted drivers manage to have their driver records completely expunged, and many state motor vehicle administration offices routinely purge driving records after a set number of years.²⁴ In some states, including Maryland, evidence that a driver received a conviction and diversion program is held as a segregated or sealed record and may be excluded from the driver record upon successful completion of program requirements. Moreover, some DUI offenders receive administrative sanctions but are not convicted criminally, and others may have their charges reduced to a lesser or nonalcohol-related offense through plea bargaining. Given these factors, combined with the low probability of arrest, it is reasonable to assume that the typical so-called first-time offender will have had an extensive history of alcohol-impaired driving by the time an offense is documented in the state's department of motor vehicles or criminal record systems.²⁵

In addition to the lighter judicial and legislative sanctions afforded those offenders apprehended for a "first" offense, a closer look at recidivism rates of DUI offenders with nominally 1, 2, or even 3 or more documented arrests is warranted because, in reality, such drivers may in fact have regularly engaged in drinking and driving without developing a documented conviction record, as a consequence of at least 6 factors: (1) having a low probability of arrest, (2) states' practice of expunging or purging driver records, (3) plea bargaining to lesser offenses, (4) offenders receiving administrative sanctions but not criminal convictions, (5) states' using segregated driver records, and (6) excluding alcohol-related violations from official records among diversion-program participants. Thus, criminal and administrative records commonly used to evaluate risk for recidivism underrepresent the actual violations among the drinking and driving population.

We sought to compare the risks of committing a new alcohol-impaired traffic offense (of any type) among drivers with 0, 1, 2, or 3 or more prior violations. Specifically, we were interested in determining whether the risk (rate) of new offenses among drivers who had

a single prior violation was closer to the risk for multiple offenders or to drivers with no prior alcohol-related offenses.

METHODS

We analyzed 1999 to 2004 data on all drivers in the State of Maryland to investigate the statewide alcohol-impaired driving rate among drivers who had 0, 1, 2, or 3 or more prior violations between 1973 and 2004. Because criminal records do not adequately account for all instances of alcohol-related violations, rates based only on criminal convictions would underestimate the true incidence. Therefore, for purposes of this study and to gain a better understanding of the effect of alcohol-related violations on subsequent offenses, we defined violations more inclusively and incorporated all offenses that resulted in a conviction or *nolo contendere* plea with or without probation before judgment, and also sanctions for APS failure or APS refusal. (On October 1, 2001, Maryland lowered the legal *per se* limit from 0.10% to 0.08%.) Specifically, we included stand-alone APS sanctions, APS sanctions linked to convictions with or without probation before judgment, and convictions (absent APS sanctions) with or without probation before judgment. These violations are hereafter referred to as violations, offenses, or priors. Inclusion of all recorded violations more accurately determines the true extent to which driver histories impact the risk of future violations.

All data were provided by the Maryland Motor Vehicle Administration. Because probation before judgments are maintained by the MVA as a segregated record, those records were also obtained. Analyses were restricted to all drivers in the State of Maryland who were included in the Maryland driver license record or segregated files between January 1, 1999, and December 31, 2004. All offenses from 1973 to 2004 were counted among the prior violations. Possibly because of administrative or procedural factors, conviction counts prior to 1973 were small. Therefore, disregarding alcohol-related events prior to 1973, which occurred 26 or more years before the study period began, was unlikely to significantly affect the results. Drivers who were deceased or had moved from the state were excluded

from the analysis. Records were also removed if the driver's license had expired 6 or more months before December 31, 2004, and had not been renewed. For many drivers, multiple APS, conviction, and probation before judgment records were found for the same date of a violation, and these duplicates were removed from the database.

The rates we report are based on more than 21 million driver records extracted from the Maryland driver record database in May 2006, which has an annual average driver count of 3 584 114. It can take 18 months or more for cases to work their way through the administrative and judicial systems and reach a final adjudication.²⁶ We used the May 2006 data extract to allow time for essentially all offenses occurring at the end of 2004 to be processed and reach a final adjudication.

To investigate the impact of prior violations of any type on rates of recidivism or first violation, we tabulated the number of Maryland drivers, the number of alcohol-impaired violations, and the rate of violations per 1000 drivers by the number of prior violations (0, 1, 2, ≥ 3) and calendar year (1999–2004). Because these were statewide totals for a very large population, statistical tests were not necessary. Because even very small differences would be statistically significant, we performed no tests.

To examine the association between violations and demographic characteristics, average age was computed for each year of study by the number of prior violations. Gender effects were also investigated by calculating the proportion of female drivers by year and number of prior violations. Summary statistics were computed for the number of drivers, driver age, and gender at the middle of each calendar year (June 30). The number of drivers, violations, and rate of violations per 1000 drivers by number of prior violations over the 6-year study period were also analyzed separately for men and women. Finally, the relative risk of a violation was investigated, by gender and number of prior violations.

RESULTS

Table 1 displays the violation rate per 1000 drivers and the count of drivers for calendar years 1999 to 2004, by number of prior violations. The number of drivers in Maryland

TABLE 1—Rate of Violations Per 1000 Drivers, by Number of Prior Violations and Year: Maryland, 1999–2004

No. of Prior Violations	1999, Rate (No. of Drivers)	2000, Rate (No. of Drivers)	2001, Rate (No. of Drivers)	2002, Rate (No. of Drivers)	2003, Rate (No. of Drivers)	2004, Rate (No. of Drivers)	1999–2004, Rate (No. of Drivers)
0	3.6 (3020140)	3.5 (3123887)	3.3 (3246919)	3.3 (3373833)	3.3 (3500238)	3.4 (3624772)	3.4 (19889789)
1	28.0 (159766)	26.7 (166439)	23.9 (173149)	23.6 (180067)	22.3 (186967)	22.1 (194671)	24.3 (1061059)
2	42.5 (48758)	40.2 (51228)	35.7 (53566)	34.5 (55738)	33.1 (58030)	30.8 (60358)	35.9 (327678)
≥3	62.8 (32751)	60.9 (34804)	52.1 (36796)	46.6 (38700)	45.1 (40576)	41.8 (42533)	50.8 (226160)
All	6.0 (3261415)	5.8 (3376358)	5.3 (3510430)	5.2 (3648338)	5.2 (3785811)	5.0 (3922334)	5.4 (21504686)

increased by 20.3% during the study period, from about 3.26 million drivers in 1999 to about 3.92 million drivers in 2004. For the year 2004, more than 3.62 million drivers (92.4%) had no history of a violation; 194671 drivers (5.0%) had 1 prior violation; 60358 drivers (1.5%) had 2 prior violations; and 42533 drivers (1.1%) had 3 or more prior violations.

The rate of violations per 1000 drivers declined over the study period, regardless of the offenders' prior violations. For each category of offenders who had prior violations, the decreases in rates of recidivism dropped consistently year by year.

The rate differences also depended on the number of prior violations. The size of reductions over time increased as the number of prior offenses increased. Specifically, rates declined, respectively, by 0.2, 5.9, 11.7, and 21.0 violations among drivers with 0, 1, 2, or 3 or more prior violations. These rate reductions represent changes in the absolute number of violations per 1000 drivers. Expressed in relative terms, new violation rates were found to decline between 1999 and 2004, respectively, by 5.6%, 21.1%, 27.5%, and 33.4% for drivers with 0, 1, 2, and 3 or more prior violations.

Over the entire 6-year study period, there were, on average, 5.4 violations per 1000 Maryland drivers. Among drivers with no prior offenses, there was an average of 3.4 new first-time offenders a year per 1000 drivers. Among drivers with 1, 2, and 3 or more priors, the comparable rates of new offenses were, respectively, 24.3, 35.9, and 50.8. Thus, the magnitude of risk increased substantially as the number of prior offenses increased.

Table 2 displays the number of violations by number of prior violations and year. The total number of violations per year increased 3.6%, from 19594 in 1999 to 20300 in 2004. Of

the 20300 violations that occurred in 2004, 12359 (60.9%) were committed by drivers who had no prior violations, 4306 (21.2%) by drivers who had 1 prior violation, 1859 (9.2%) by those who had 2 prior violations, and 1776 (8.7%) by those with 3 or more prior violations. The 3.6% increase in violations over the study period is substantially lower than the increase in the percentage of Maryland drivers during the same period (20.3%).

On average, the annual rate of a subsequent violation was 7.15 times higher among drivers with 1 prior than among drivers with no prior violations, which means that the rate of a subsequent violation was increased 615% by the first violation. Furthermore, we found that, compared with drivers with no prior violation, the rate of committing a new violation was 10.6 times greater for drivers with 2 prior violations and 14.9 times greater for drivers with 3 or more prior violations. Remarkably, the second and third or higher prior violations still increased the rate of a subsequent violation, but not as dramatically as did the first; the second prior violation increased the rate of recidivism by 48% over the first, and the third or higher by 42% over the second.

The average age of drivers varied little between 1999 and 2004. Over the 6 years, drivers had an average age of 42 years. Those with 0, 1, 2, and 3 or more prior violations had average ages, respectively, of 43, 33, 35, and 35. Clearly, drivers with repeat alcohol offenses were younger on average than were drivers without such an offense.

The proportion of female drivers also varied little between 1999 and 2004. However, their proportion decreased dramatically with increasing counts of prior violations. Women accounted for 51%, 18%, 13%, and 8% of the drivers with 0, 1, 2, and 3 or more prior

violations, respectively. The male to female ratio of violation rates also decreased with increasing prior counts (Table 3).

During 1999 through 2004, the overall rate of being arrested for alcohol-impaired driving among men (8.7 per year per 1000 drivers) exceeded the comparable rate among women (2.0 per year per 1000 drivers) by a factor of 4.3. Among drivers with no previous violations, the relative risk (defined here as the ratio of the rates being compared) of a first violation was 3.9 times higher for men than it was for women. However, after a first violation, the relative risk of a subsequent offense was similar among men and women, regardless of the number of prior violations. The risk for men relative to women was 1.2 for drivers with 1 prior violation, 1.0 for drivers with 2 prior violations, and 1.0 for drivers with 3 or more prior violations.

Compared to drivers with no prior violation, the rate of committing a new violation was 4.6 times higher for men and 15.0 times higher for women among drivers with 1 prior violation, 6.6 times higher for men and 25.1 times higher for women among drivers with 2 prior violations, and 9.3 times higher for men and 36.8 times higher for women with 3 or more prior violations. In other words, compared with the "baseline risk" of a first violation, the risk of a subsequent violation was strikingly higher among women than among men regardless of the number of prior violations, but, as just described, this was because of the low risk of a first violation among women compared with men.

DISCUSSION

Legislators and the judiciary have traditionally attempted to deter alcohol-impaired driving using criminal prosecution, as reflected in

TABLE 2—Number of Violations, by Number of Prior Violations and Year: Maryland, 1999–2004

No. of Prior Violations	1999, No.	2000, No.	2001, No.	2002, No.	2003, No.	2004, No.	1999–2004, No.
0	10 985	11 075	10 649	11 161	11 596	12 359	67 825
1	4 479	4 441	4 140	4 245	4 167	4 306	25 778
2	2 073	2 060	1 912	1 925	1 922	1 859	11 751
≥3	2 057	2 118	1 918	1 803	1 828	1 776	11 500
All	19 594	19 694	18 619	19 134	19 513	20 300	116 854

state statutes and practices. A natural result of this approach has been to focus on convictions in describing and addressing the problem.

Although this criminal approach affords a defendant due process, it also allows for multiple opportunities to legally thwart the deterrent intent. Documentation of prior alcohol-impaired driving violations may be missing because driver records are expunged or eventually purged. In a study of DWI arrests and convictions, the duration of recordkeeping among 5 states ranged from only 5 to 30 years.^{23,25} Assignment to a diversion program may also negate the conviction or make it inaccessible as a public record.

In part because of mounting concerns with the certainty, celerity, and severity of sanctions for alcohol-impaired driving, most states have implemented administrative *per se* laws that allow an immediate license suspension by enforcement in what used to be a strictly judicial function.⁴ Regardless of the outcome in criminal proceedings, an alcohol-impaired driver

receives an immediate sanction under administrative *per se* with little chance to thwart that part of the system.

Although *per se* laws have ameliorated the problem to some extent, for deterrence to work, an alcohol-impaired driver has to believe that he or she will be arrested, convicted, and sanctioned for a violation. The low probability of arrest for alcohol-impaired driving makes it difficult for laws and sanctions, no matter how severe, to have a deterrent effect on driving behavior. Although such drivers may not know the exact probability of arrest, they do know, in part from their own experience, that it is low, because they likely have driven alcohol-impaired numerous times before being arrested once. Even when stopped by police, drinking drivers may not be arrested for alcohol-impaired driving. In a study of sobriety checkpoints conducted in 1984, officers missed 55% of drivers with a breath alcohol concentration at or greater than 0.10% and 76% of drivers with a breath alcohol concentration

between 0.05% and 0.099%.²⁷ In a 1993 replication study, officers missed 45% of drivers with a breath alcohol concentration at or greater than 0.10% and 74% of drivers with a breath alcohol concentration between 0.05% and 0.099%.²⁸

Of the 8 possible ways a driver can be sanctioned administratively, criminally, or through a diversion program, only 3 result in a final adjudication of conviction. Thus, focusing public policy on convictions underestimates the true prevalence of alcohol-impaired driving. Among drivers who are finally apprehended and convicted, our findings call into question the state policies that allow the segregation, expungement, and purging of alcohol-impaired driving histories and the lenient sanctions that so-called first offenders often receive from the judiciary.^{7–9,29} In a survey of respondents participating in DUI courts, over 80% said they would have been less likely to recidivate if their sanctions for a first offense had been more severe.⁵

Despite driver records and policies that underestimate the true prevalence, one thing is certain: all multiple offenders were at some point first offenders. Although associations between 1 or more prior convictions and future recidivism is well documented,^{9,17,30,31} our findings demonstrate the significance of any first arrest in terms of risk of recidivism, including those resulting in final administrative or diversion sanctions. Clearly, an annual recidivism rate of 24.3 per 1000 among first offenders should not be taken lightly.

Similar to other research,^{18,32–35} we found that men were 4 times more likely than were women to have a first violation. However, once women incurred an alcohol-impaired driving offense, men and women were at a similar risk of recidivating. Beginning in the late 1970s, women have been overrepresented in DUI arrests relative to their actual alcohol-impaired driving, suggesting an increased vulnerability to arrest.^{34,36,37} More stringent laws and enhanced enforcement targeting less intoxicated offenders may have differentially influenced women's arrest patterns,^{34,36,37} and there is evidence that intoxication among women ages 21 to 50 who drink increased from 1981 to at least 2001.³⁸

Despite efforts to reduce drinking and driving, the behavior persists and goes largely undetected and, even when detected, it may be

TABLE 3—Number of Drivers, Violations, and Rates of Violations Per 1000 Drivers, by Gender and Prior Violations: Maryland, 1999–2004

No. of Prior Violations	Men			Women		
	Drivers, No.	Arrests, No.	Rate per 1000 Drivers	Drivers, No.	Arrests, No.	Rate per 1000 Drivers
0	9 637 319	52 996	5.5	10 144 757	14 536	1.4
1	855 546	21 679	25.3	192 681	4 055	21.0
2	284 492	10 281	36.1	41 412	1 458	35.2
≥3	207 294	10 550	50.9	18 424	949	51.5
All	10 984 651	95 506	8.7	10 397 274	20 998	2.0

Note. Total number of drivers differs slightly because of missing values for gender.

only partially documented. Such reduced documentation is often due to procedures that focus exclusively on criminal sanctions and permit expungement, segregation, or purging of violation histories. The findings we present, along with those from 4 companion papers,^{39–42} suggest that drivers who commit an alcohol-related violation of any type are at increased risk of a subsequent offense. No history of an alcohol-impaired driving violation, whether handled through administrative procedures, the criminal justice system, or a diversion program, should be expunged, purged, or segregated from a driver's record. Any violation, not just convictions, should be considered by the judiciary, state motor vehicle departments, medical advisory boards, state legislators, public health officials, and physicians as both a medical and a recidivism risk marker. Clearly, it would be unwise to remove evidence of cancer from a patient's medical records after a set number of years, and we believe that it is just as unwise to remove evidence for prior alcohol-related violations from a person's driving history. Yet, current public health policy allows this practice.

Public health policy should encourage the classification of first (and multiple) offenders using a broad, all-inclusive definition of alcohol-related offenses, instead of the narrow "criminal" definitions routinely used by state licensing agencies, state legislators, the judiciary, and public health policy analysts. Any alcohol-impaired driving violation should be permanently recorded on the driver record, serve as a risk factor for future recidivism, and affect sentencing dispositions. State record systems for tracking alcohol-impaired driving should reflect this fact. Once offenders are properly identified, early intervention, treatment, and appropriate sanctions can better target those at increased risk for future alcohol-impaired driving. ■

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Contributors

All authors contributed significantly to the conception, analysis, and interpretation of the findings, the writing of the article, and approval of the final version. W.J. Rauch and P.L. Zador developed the study concept and design. W.J. Rauch secured the cooperation of Maryland's Motor Vehicle Administration and served as the principal investigator. W.J. Rauch and P.L. Zador conducted the primary statistical analysis with input from E.M. Ahlin, J.M. Howard, and K.C. Frissell. G.D. Duncan served as the senior systems analyst and programmer.

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Human Participant Protection

The use of human participants in this project was approved by the institutional review board of Westat.

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Reducing Alcohol-Impaired Driving: Ignition Interlocks

Ignition interlocks are devices that can be installed in motor vehicles to prevent operation of the vehicle by a driver who has a blood alcohol concentration (BAC) above a specified level (usually 0.02% – 0.04%). Interlocks are most often installed in vehicles of people who have been convicted of alcohol-impaired driving to give them an opportunity to drive legally.

Task Force Recommendations & Findings

The Task Force on Community Preventive Services recommends the use of ignition interlocks for people convicted of alcohol-impaired driving on the basis of strong evidence of their effectiveness in reducing re-arrest rates while the interlocks are installed. Public health benefits of the intervention are currently limited by the small proportion of offenders who install interlocks in their vehicles. More widespread and sustained use of interlocks among this population could have a substantial impact on alcohol-related crashes.

About the Interventions

The court system may mandate installation of ignition interlocks or state licensing agencies may offer them as an alternative to a suspended driver's license for persons convicted of alcohol-impaired driving. The amount of time they are installed typically matches the period for which the license would otherwise be suspended. This most often ranges from 6 to 24 months. Typically, only a small percentage of eligible people participate in ignition interlock programs because many offenders prefer license suspension. Rates of usage, however, vary substantially based on how programs are administered.

Results from the Systematic Reviews

The Task Force recommendation was based on results from two systematic reviews that considered a total of 15 studies.

- While interlocks were installed, re-arrest rates decreased by a median of 70% relative to comparison groups (12 studies).
- When interlocks were removed, re-arrest rates reverted to rates similar to those of persons convicted of alcohol-impaired driving who had not used interlocks (11 studies).
- Drivers with interlocks installed had fewer alcohol-related crashes than those who had licenses suspended for an alcohol-impaired driving conviction (1 study).
- Overall crash rates for drivers with interlocks were similar to those for the general driving population. Drivers with ignition interlocks, however, had a substantially greater number of crashes overall than did drivers with suspended licenses. This is likely because those with ignition interlocks drove more than those with suspended licenses (2 studies).

The first review, conducted by the Cochrane Collaboration (Willis, Lybrand and Bellamy, 2004)*, identified 11 studies evaluating the effect of interlock installation on re-arrest rates for alcohol-impaired driving. The evidence from this review was supplemented by a follow-up review that covered a period through December 2007. This follow-up review included four additional studies and also evaluated evidence from the Cochrane Collaboration review to examine the effects of interlocks on crash outcomes.

Scientists from Centers for Disease Control and Prevention's (CDC) Division of Unintentional Injury Prevention led this follow-up review. They received input from a team of specialists in systematic review methods and experts in research, practice and policy related to reducing alcohol-impaired driving.

* Willis C, Lybrand S, Bellamy N. Alcohol ignition interlock programmes for reducing drink driving recidivism. The Cochrane Database of Systematic Reviews 2004, Issue 3.

Disclaimer

The findings and conclusions on this page are those of the Task Force on Community Preventive Services and do not necessarily represent those of CDC.
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