

HOW TO SAVE LIVES AND REDUCE INJURIES
A CITIZEN ACTIVIST GUIDE TO EFFECTIVELY FIGHT DRUNK DRIVING



U.S. Department
of Transportation
National Highway
Traffic Safety
Administration

The purpose of this guide is to educate victims and concerned citizens on the methods they can use to effectively get drunk drivers off the roads in large enough numbers, so that death and injury associated with alcohol-related crashes can be substantially reduced in their States and communities.

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COVER PHOTO: Cindi Lamb and her paralyzed daughter Laura picket to demand that the public be protected from drunk drivers. Laura was crippled by a repeat offender drunk driver when she was five months old. By April Saul, Baltimore Evening Sun.

FOREWORD

This work was inspired by what happened to Laura Lamb, Cari Lightner, and Tommy Sexton, Jr. Three innocent children whose lives were violently destroyed by drunk drivers. Their tragedies could have been prevented. But our society let these three children down.

A drunk driver crippled Laura when she was five months old and was riding to a local grocery store with her mother. Laura is now a quadraplegic, and will be confined to a bed or a wheelchair for the rest of her life. Tommy, 15, was killed while being driven home from a fishing trip. And Cari, 13, was walking in a bicycle lane when a car ran off the road and struck her from behind, killing her. The driver, who was out of jail on bail from another hit and run drunk driving "accident," didn't even stop to render first-aid.

What happened to Laura, Tommy, and Cari happens to too many innocent children. The numbers are staggering. The continuing toll is unexcusable and appalling. Yet, what happened to Laura, Tommy, and Cari continues to happen everyday in the United States.

Their parents, like all parents who have lost a child or had a child seriously injured, crippled, or maimed by a drunk driver, will suffer forever. They will learn to cope with their grief, but they will never get over their loss. For many parents it is an almost impossible burden to bear.

Millions of American families are suffering because of drunk drivers. There is much unnecessary grief in our country.

While several States are now making what appear to be serious attempts to control drunk drivers and reduce death and injury caused in alcohol-related crashes, prior to 1980 not much was being done effectively about the problem in most places in the nation.

In early 1980 victims and concerned citizens, galvanized by the disgrace the drunk driving problem had become, organized and learned how to demand that State and local government do a better job protecting the public from drunk drivers.

People like Tommy's mother and father, Laura's mother and Cari's mother learned how to fight back at the system and demand reform.

And they got it.

They were able to help lead the efforts necessary to obtain significant reform of the drinking driving problem in California where Cari was killed and in Maryland where Tommy was killed and Laura was crippled.

Joined by thousands of other victims and concerned citizens, together they were able to help get better anti-drunk driving laws in their States and a new commitment from their governors and other State officials to aggressively attack the drunk driving problem.

Their struggle to get the drunks off the roads helped alert the nation to the problem, and the success they achieved has helped to inspire thousands of people to also work for reform in their States and communities.

Much work remains to be done to improve the anti-drunk driving systems in California and Maryland and other States that have begun working on the problem, but it is clear that many lives will be saved and injuries prevented because people like Tommy's parents, Laura's, and Cari's mothers fought back and refused to allow the carnage caused by drunk drivers to continue unchallenged any longer.

Much of the strategy that they used (and additional strategy) to force significant efforts to better control drunk driving is contained in this guide.

What Mr. and Mrs. Sexton, Mrs. Lamb, and Mrs. Lightner accomplished can be duplicated in any State, city, or county in the nation. And what they did needs to be done in every State, city, and county in the nation. With this manual as a guide it can be done.

This guide is based on more than 1,000 interviews conducted nationwide by an investigative reporter, Sandy Golden, and the knowledge formulated while helping to induce corrective action in Maryland, California, West Virginia, Pennsylvania, and numerous other States and local communities. The methods in the manual have been proven to work and the advice to be sound in these situations. It provides a framework from which to build.

The public doesn't won't put up with drunk driving anymore and will get behind efforts to correct the problems that drunk drivers cause. With this guide, a victim, a survivor, or a concerned citizen can help save lives and reduce serious injuries caused by drunk drivers. The future of many innocent children and adults will depend on its use. Your life may depend on it.

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WHAT THIS GUIDE IS ABOUT

This guide is designed to teach you the basics of exactly how to get drunk drivers off the roads in enough numbers so that there will, in fact, be significantly fewer innocent people killed and injured where you live. And it only takes one motivated person to get the needed efforts underway.

By using this manual, you can expect to:

- o Educate the public about how serious the drunk driving problem really is.
- o Trigger significant efforts to control drunk drivers.
- o Help get better anti-drunk driving laws in your State.
- o Get the police to arrest significantly more drunk drivers.
- o Discourage social drinkers from excessive drinking and driving.
- o Obtain better prosecution of drunk drivers.
- o Improve the courts.
- o Obtain better sentencing by judges.
- o Help improve alcohol abuse treatment and education programs for drunk drivers.
- o Generate public support for improved drunk driver control.

The concepts, methods, and advice given in this guide have been proven to work. They will work for you.

The fact of the matter is that you don't have to tolerate drunk drivers in your community any longer. With this guide it will be possible to obtain better control of drinking drivers to the point that significantly fewer innocent people will be killed and injured in alcohol-related crashes.

THE WORD ACCIDENT

Let's get the word "accident" out of our vocabulary when referring to an alcohol-related crash. There is no such thing as a drunk driving "accident." It is a collision that follows a crime--the crime of drinking to excess and driving.

People who are killed or injured by drunk drivers are the victims of a violent crime, they are not accident victims. Citizen activists can help change the public's attitude toward drunk driving by encouraging police, prosecutors, judges, the media, and everyone else to stop saying "accident" when they really mean an alcohol-related crash or collision. Citizen activists must get in the habit of never using the word accident--it promotes the idea that the drunk driver really didn't mean to do any harm.

Any time people drive while impaired by alcohol they risk other people's lives. It's no "accident."

THE TERM: DRUNK DRIVER

The term "drunk driver" as used in this guide refers to any person who drinks alcoholic beverages (beer, wine, or distilled spirits) and then drives while impaired. In the majority of States it is illegal to drive with a blood alcohol concentration (BAC) of .10 percent or above.

To reach .10 percent BAC the average-size adult male weighing 140 pounds would need to consume four 1½ ounce drinks or four 12 ounce beers within an hour. A person with a BAC of .10 is too impaired to drive safely. However, impairment can occur at a much lower BAC. While the majority of States in the United States set the legal limit at .10 percent BAC, it is important to note that the majority of the rest of the civilized world sets the legal limit at half that rate or .05 percent.

It is also important to understand that there is no stereotypical "drunk driver." A drunk driver can be young or old, male or female, rich or poor, a light social drinker or an alcoholic, and a drunk driver can be from any walk of life. Anyone can be a drunk driver, even those who believe they do not drink to excess.

According to the Alcohol Research Information Service, beginning with the first drink, alcohol starts to slow down reaction time, impair judgment and cut down overall driving skills. One of the first effects of alcohol is to increase a person's self-confidence. At the same time it decreases a person's driving skills.

Even though the legal limit for drunk driving in most States is .10 percent BAC, driving skills are reduced long before that much alcohol is in the body. In other words, it is possible to be "legally" not under the influence of alcohol, but actually "drunk" enough to cause an alcohol-related crash.

For example, a driver is twice as likely to cause a collision with only .06 percent BAC as is a completely sober driver. (A 110-pound person could reach a BAC level of .06 percent with two drinks in a half-hour period.)

And long before most people are aware, long before there are any obvious signs of drunkenness, alcohol will reduce the driver's tolerance to glare, cut down on his or her peripheral (side) vision, cause the driver to underestimate speed and distance, and encourage impulsive response and risk-taking.

And studies have shown that younger, less experienced drivers are affected adversely by smaller amounts of alcohol than older, more experienced drivers. Studies have also shown that beer drinkers are just as likely to get involved in drunk driving crashes as are drinkers who have had wine or liquor.*

* Alcohol Research Information Service, 1120 East Oakland Avenue, Lansing, Michigan 48906

While anyone who drinks can become a "drunk driver" it is also important to recognize that alcohol abusers are responsible for a significant share of the tragedy that results from alcohol-related crashes.

According to Federal data, the average BAC of drinking drivers involved in fatal crashes is .20 percent, double the legal limit for presumed intoxication. This means that the average drunk driver who kills or is killed on the highway has had about 15 drinks before getting behind the wheel. And the National Highway Traffic Safety Administration claims that there is strong evidence that most alcohol-related fatal crashes are caused not by the many social drinkers, but by the relatively few heavy or problem drinkers.* Drivers with a BAC of .15 percent are 25 times as likely to cause a fatal crash as a driver who had not been drinking.

Problem drinkers must be identified and removed from our roads. Unfortunately, it is not unusual in most of the States for a problem drinker to be arrested over and over again without much being done effectively to correct that person's problem or to protect the public. Repeat offenders must be severely dealt with if we are to save lives and prevent injuries.

SUGGESTION: To gain a better appreciation for the effects of alcohol on a person's driving skills and a clearer understanding of BACs and their relationship to driving, obtain a free copy of the movie "Under the Influence" from your Governor's Highway Safety Representative or the National Highway Traffic Safety Administration. (Copies will be available beginning in the summer of 1982). The movie could be shown at a citizen activist meeting or public forum and to State and local task forces.

* This statement should not be taken to mean that just getting problem drinkers off the road will solve the problem. Social drinkers also kill and maim, and they too must be removed from our roads.

CHAPTER 1: THE ALCOHOL CRASH PROBLEM IN THE UNITED STATES

To be able to work for effective reform of the drunk driving problem in your State and community, it is first necessary to understand the magnitude and nature of the problem.

THE PROBLEM

There is an uncontrolled epidemic of dangerous alcohol-impaired drivers to which no one is immune in virtually every community in the nation.

There are so many drunk drivers on our roads at all hours of the day and night, seven days a week, that our streets are not safe. Weekend nights between the hours of 10 p.m. to 3 a.m. are the most unsafe. And the risk of violent death and brutal, devastating injury posed by drunk drivers has become one of the major threats to health and safety in America today.

All levels of government have in the past failed to protect the public from drunk drivers. Little was being done about the problem in most States and communities that would effectively get drunk drivers off the roads, despite the fact that it was and is possible to do so. The general public until recently has been virtually uninformed about the magnitude of the problem and its seriousness, and this has contributed to a lack of action by officials.

The fact is that anytime you or a member of your family leave your home, even to go on a routine trip to a local grocery store, a drunk driver in a matter of seconds, without any warning, could violently end your life or the life of a member of your family. It happens all the time. Drunk drivers kill about the same number of people each day as were killed when a jet in January 1982 crashed into the 14th Street Bridge in Washington claiming about 70 lives. And drunk drivers seriously injure about 1,800 people everyday.

The cumulative toll taken by drunk drivers has become a monstrous national tragedy and a neglected national disgrace. Millions of people of all ages in the United States have suffered because drinking and driving has been allowed to become an accepted way of life in our country.

In the past ten years alone an estimated 250,000 people, about five times the number of Americans killed in the Vietnam War, have been killed in alcohol-related crashes. And another 650,000 people a year have been seriously injured in a drunk driving collision on some 6.5 million in the last decade..

This year in the United States another 25,000 people will be killed and more than 650,000 people will be seriously injured by drunk drivers. In 1975 the Department of Health Education and Welfare estimated the annual cost of drunk driving accidents to be \$5 billion. The current figure may be closer to \$24 billion. And the problem is projected to get much worse in the near future unless immediate steps are taken to control drunk drivers and remove them from our roads.

Currently, drunk driving is the most often committed violent crime in the nation. Drunk driving is a leading cause of death of children and a principal cause of quadraplegia, paraplegia, and epilepsy. Yet, most people are unaware of

the magnitude and nature of the American drunk driving problem. That is because the media until very recently failed to grasp the significance of the routine deaths and injuries caused by drinking drivers in every community. Victims suffered alone and did not know how to effectively call for reform.

The public was left uninformed about the grisly tragedy that was taking place in our country. And because the public was left uninformed, no pressure was mounted for reform.

Studies suggest that on a typical Friday and Saturday night, one or more drivers out of every ten is legally drunk and a threat to public safety--your safety. But only a very few will be caught. It is claimed that for every one drunk driver who is arrested, another 500 to 2,000 will escape detection and arrest.

And despite the overabundance of drunk drivers on the road available to be arrested, it is also claimed that the average police officer arrests less than five drunk drivers a year. What it all means is that the chances of being arrested for drunk driving throughout most of America is mathematically insignificant. And the drinking public knows it.

In the United States we make it easy for the drinking public to drive while dangerously intoxicated without fear of being arrested. And, as a direct result of dangerously lax enforcement, a drunk driver can drive impaired dozens of times a year for years without any real risk of being caught.

According to one study, the average DWI (driving while intoxicated) violator will drive drunk about 80 times a year for nearly four years without being arrested. And then they are treated as a first offender, when really it is their first time caught.

To make matters worse, those drunk drivers who are arrested, even those who kill or maim, are rarely effectively dealt with by the criminal justice system and many become repeat offenders. It is not unusual for a convicted drunk driver who has killed someone to be frequently slapped on the wrists by the courts and put back on the road to kill or seriously injure another innocent person.

Drunk driving is a national, State, and local problem and needs to be addressed at all levels of government. But the problem is mainly a local one and it is at the local level of government where steps must be taken that will to many effectively protect the public and reduce death and injury associated with alcohol-related crashes.

At the national level, until recently there has been a lack of Federal attention to the problem, a lack of clear direction, and a less than effective use of resources. There is much the Federal Government can do to help State and local governments come to grips with the drinking driver that is not yet being done. The recently formed Presidential Commission on Drunk Driving is a step in the right direction.

At the State level, the problem exists because in the majority of States, the laws to deal with drunk drivers are inadequate, poorly enforced, and poorly adjudicated and because State administrative policy and procedures to deal with drunk drivers are inadequate and loaded with deficiencies.

At the local level of government (the county and city level), there is a system that is supposed to protect the public from drunk drivers. That system is made up of police, prosecutors, judges, probation officers, rehabilitation counselors, and others. In every city and county in the nation, with only a handful of exceptions, the local system save flawed and inadequate. These flaws and deficiencies at the local level are the main reason why innocent people are killed and injured by drunk drivers. These problems at the local level have to be identified and corrected.

But the drunk driving problem is more than a series of systems throughout the nation that are flawed and inadequate: drunk driving also is a political problem in the sense that our elected officials have not focused on the problem, because the public has not demanded this focus. Our elected officials have the power to correct the problem because the knowledge to substantially reduce death and injury caused by drunk drivers in every State, city, and county in the nation. That knowledge simply is not being used. Any expert will tell you that.

This fact bears repeating: The drunk driving problem in the final analysis is primarily a political problem is available. It is not a technological one. We know to a great extent what needs to be done! If an informed public learns to demand reform--they will get it.

CHAPTER 2: THE SOLUTION TO THE ALCOHOL CRASH PROBLEM IN THE UNITED STATES

IS THERE A SOLUTION TO THE ALCOHOL PROBLEM?

The answer is an unqualified yes. Since the knowledge and methods now exist to better control drunk driving, it will be possible for the death and injury rates to be substantially reduced.

And since the alcohol crash problem is essentially a political problem, it will be possible for citizens who learn how to insist on reform to get it.

THE SOLUTION

Unfortunately, innocent people will always be killed and injured by drunk drivers. It would be impossible to get all drunk drivers off the road just as it would be impossible to stop all other forms of violent crime. But unlike other forms of violent crime, large numbers of drunk drivers can be deterred from driving on our roads.

While there is no total solution to the drunk driving problem, it is possible to substantially reduce death and injury associated with alcohol-related crashes. Thousands of lives can be saved and hundreds of thousands of serious injuries can be prevented.

To accomplish the goal of saving lives and reducing injuries it will be necessary for State governors and the highest elected officials in local governments to establish a solution-oriented task forces to come to grips with the problem.

This approach is endorsed by both the National Safety Council (NSC) and National Highway Traffic Safety Administration (NHTSA).

If State and local officials refuse to establish State and local task forces it will be necessary for victims and concerned citizens to insist that the needed task force efforts are undertaken.

A State task force needs to investigate the adequacy of State laws that deal with drinking drivers and investigate the State's system for dangerous flaws and deficiencies in the policies and procedures used by the State to protect the public from drunk drivers.

Every governor must order the drafting and then implement a comprehensive master plan for his State that will coordinate efforts at the State and local level and is specifically designed to both control and deter drinking drivers.

The general public must be educated through public information and education programs to the true nature and magnitude of the drunk driver problem and demand, if necessary, that enforcement efforts be substantially increased, deterrence (prevention) of drunk drivers be established and that the adjudication and sanctioning of drunk drivers be substantially improved.

By getting substantially increased enforcement that is continuous and well publicized and by providing that adjudication guarantees swift, sure, certain and meaningful penalties that include license sanctions and treatment for those drunk drivers who are convicted, the death and injury rates will be decreased.

How many lives are saved and injuries prevented will depend on the level of commitment each State or community makes.

The drinking public must be taught that drunk driving will no longer be tolerated in every community and that lesson must be continuously reinforced.

The most important part of the solution will be the establishment of effective, aggressive, anti-drunk driving citizen activist groups made up of dedicated victims and concerned citizens.

Part of the problem in the United States in the past decade has been a lack of public support and understanding of the nature of the alcohol-crash problem. And without public support of, the kind that can be generated by citizen activist groups, highway safety specialists who knew what to do to diminish the problem have had little success.

Citizen activists have proven that they can unchain the efforts necessary to save lives and reduce injuries at the State and local level. Without citizen activists working for reform, the problem will worsen.

A GOOD SYSTEM TO CONTROL AND DETER DRUNK DRIVERS

Drunk driving is not the intractable problem many feel it to be, but solving it will require greater effort by all levels of government and society.

The ultimate responsibility for solving it must be accepted at the local level: it is there that society's attitudes toward drinking and driving are established, and it is there that the consequences of drunk driving are most acutely felt.

A good system at the local level will:

- o Conduct programs oriented toward deterring the majority of drunk drivers who are never arrested, rather than "treating" the few who are. Programs that focus only on the relatively few drunk drivers arrested this year will not significantly reduce next year's alcohol-related crashes.

- o Provide for the integration and coordination of the various functions of the drunk driving control system including enforcement, prosecution, adjudication, education and treatment, public information, and licensing. These functions now exist in every State and locality but often fail to operate as a system because of insufficient coordination.
- o Provide for financial self-sufficiency by assessing fines, court costs, and treatment fees so that convicted offenders defray program costs. The funds obtained through fines and fees can be used to pay local governments for increased enforcement, better prosecution and adjudication, and treatment programs. The burden of paying for better drunk driving control and deterrence must be placed on the drunk drivers and shifted off the taxpayer's back.
- o Provide for system coordination by a project director attached to the chief executive (mayor, county executive, etc.) of the local jurisdiction. The role of the project director is to provide the leadership, liaison, and management decisions necessary to make the system work.
- o Provide for up-to-date training of police, prosecutors, judges, licensing officials, probation officers, treatment, and education specialists.
- o Stress vigorous and continuous selective enforcement by police, including the use of traffic check points (road blocks) designed to detect and deter drunk drivers.
- o Continuously publicize the increased enforcement efforts and make special emphasis on key holiday weekends such as New Year's and high school prom weekends which are known for increased DWI fatality rates.
- o Continually warn the public through vigorous public education and media efforts that drunk driving will not be tolerated in the community and that enforcement efforts have been increased and consequences have been made more severe.
- o Provide that arrested drunk drivers will be promptly moved through the criminal justice system.
- o Provide a driver record system capable of identifying repeat offenders that is easily accessible to the courts.
- o Provide for administrative license suspension, revocation, or restriction for all first and repeat offenders and empower the courts to make recommendations on such license actions.
- o Provide the courts with the following sanction options for all persons convicted of driving under the influence of alcohol: (1) for first-time offenders, community service, stiff fines, and attendance in either an alcohol education program or a treatment program depending

on the type of drinking problem the person has; (2) for multiple offenders, community service, imprisonment, or both, as well as fines and attendance in a treatment program.

- o Provide monitoring to assure compliance with court-ordered sanctions.
- o Provide for efficient arrest procedures.
- o Provide for pre-sentence screening of offenders to provide a basis for selecting appropriate sanctions.
- o Assure that convicted drunk drivers get swift, sure, and certain punishment and sanctions.
- o Provide for prompt court hearings for probation violations.
- o Stress prevention by educating tavern owners not to serve intoxicated patrons or minors and provide for enforcement against establishments that serve alcoholic beverages to the public.
- o Publicize the names of persons arrested for drunk driving and later publicize the sanctions imposed on drunk drivers by the courts, and licensing officials.
- o Provide for long-term prevention with more effective educational programs in schools and communities so that responsible attitudes toward alcohol use and driving can be developed in the pre-driver population.

THE CURRENT SYSTEM IN STATES AND COMMUNITIES

The system that deals with the drunk driver (police, prosecutors, courts, education, and treatment, etc.) in virtually every State and community is deficient, uncoordinated, and loaded with dangerous flaws--flaws and deficiencies that allow innocent people to be routinely killed and injured.

The system in each State is different. And the systems in each county and city within a State are different. That is why a task force approach is needed in every State and local level of government in the nation.

While many of the flaws and deficiencies are generic-type problems and can be similar from State to State, and county to county, the only way to uncover the specific problem in each system is by a thorough investigation at the State and local levels of government.

Deficiencies and flaws can include:

- o Inadequate State laws.
- o Poor record keeping by a State department of motor vehicles that makes it impossible to know when a person is a repeat offender, or failure of courts to send records of convictions to the department of motor vehicles.

- o Lax law enforcement at the State and local levels by State, county, and city police.
- o Lax prosecution efforts and routine plea-bargaining or reducing alcohol-related offenses to a non-alcohol related offense; inadequate time for case preparation.
- o Inadequate training of police, prosecutors, and judges.
- o Probation violations that go ignored.
- o Dangerously slow adjudication. For example, one local task force found that DWI offenders were routinely being arrested for a second offense without having gone to trial for the first offense. One driver was arrested a fourth time without having gone to trial for the three prior arrests. It is not unusual for 6-8 months to elapse before an individual is brought to trial.
- o Antiquated arrest and processing procedures.
- o Failure to use deterrent publicity to advise the public that increased enforcement efforts are continuously underway and that convictions have increased.
- o Failure to use selective enforcement procedures.
- o Courts routinely sending repeat offenders to the same education programs five and six times.
- o Failure to monitor convicted drunk drivers to make sure they comply with court orders.
- o Failure to use license sanctions.

The list of deficiencies and flaws is endless. Every system needs to be thoroughly checked and the problems corrected. There is no other way.

CHAPTER 3: CITIZEN ACTIVISM

CITIZEN ACTIVIST GROUPS

Citizen activist groups demanding reform of the drunk driving problem and keeping public pressure on elected officials are the single most important tool that is needed to effectively get drunk drivers off the roads.

Citizen activist groups led by knowledgeable and capable leaders are needed across the nation to spearhead well-planned campaigns against drunk drivers at the State and local level.

Citizen activist groups are easy to start and the work of such groups can be accomplished in the spare time of volunteers at little or no cost.

Citizen activist groups have proven that they are able to easily mount the grass-roots pressure necessary to bring about needed changes at the State and local level.

In the past two years, citizen activist groups have been able to:

- o Trigger State and local task force efforts.
- o Get better anti-drunk driving laws enacted.
- o Focus unprecedented media and public attention and pressure on the drunk driver issue.
- o Get police to increase substantially arrests of drunk drivers at the State and local level.
- o Get more vigorous and effective prosecution of drunk drivers.
- o Get judges to hand down stiffer, more meaningful sentences.
- o Expose dangerous deficiencies in the drunk driver control system and get corrective action.
- o Coordinate efforts of other organizations and concerned citizens working for better drunk driver control.
- o Help victims cope with their tragedy.
- o Saves lives and prevent injuries.

The results achieved by citizen activist groups have been dramatic and effective and can be duplicated in every State or community.

An effective citizen activist group can be started by one person or a few people who are motivated and committed to helping reduce unnecessary death and

injury caused by drunk drivers. A new group can be started from scratch or one of the existing national organizations can be joined. Either way can be effective as long as a total coordinated or systems approach to the problem is taken. Anything less means more unnecessary death and injury.

Both victims and concerned citizens have proven to be effective in leading anti-drunk driving citizen activist groups. But the leaders must learn how to organize other people to accomplish their mutual goals, to fully understand the drunk driving issue and the strategies needed to force reform. It's not that difficult and the basics are contained in this manual.

EXISTING ORGANIZATIONS

MADD (Mothers Against Drunk Drivers) and RID (Remove Intoxicated Drivers) are the two major anti-drunk driving citizen activist groups in the United States. The majority of the active members in both groups are victims.

MADD is headquartered in California and RID is headquartered in New York. Both organizations have chapters in other States and both groups are looking for volunteers to set up new chapters in every State.

The efforts and successes of both groups have received extensive nationwide publicity. There can be no question that both MADD and RID have been extremely effective in forcing major efforts to better control drunk driving in a number of States.

Both groups have recently undergone quick growth in members and chapters. Rapid growth can put a strain on any organization, so before joining either group, contact both and request their complete literature. (Find out what each group will do for you.)

Although MADD and RID have essentially the same goals, their methods of attacking the problem and their leadership styles are substantially different. And the requirements and methods to set up a new chapter are different and so is the help you can expect from each organization.

Find out exactly what type of help people setting up new chapters can expect and find out how much money (dues, fees) will be required and if fund raising for the national organization (to fund staff-workers) is required or if seed money is provided for the new chapter.

Join the group that you feel will help you do the best job in your State or community to get drunk drivers off the road.

Remember: Your group should take a complete, broad view of the problem and the solutions needed. Reducing death and injury caused by drunk drivers to the fullest extent possible will take a well-planned total systems approach. Simply getting police to make more arrests or getting judges to get tougher is not enough and the apparent results obtained will be short-lived--the whole system must be improved. This is what is meant by the "systems approach." Also major fund raising efforts are not really necessary and could detract from the time a new anti-drunk driving citizen group can spend on the issue.

Until recently both MADD and RID were "shoestring" operations, but now, as a result of massive publicity and with Federal grants, private donations, and member fees to help carry on their work, both organizations appear to be permanently established forces demanding and getting better control of the drinking driver and helping to improve other aspects of the alcohol-crash problem.

Much of both groups' many accomplishments were achieved with volunteer effort and very little funds.

If none of the existing MADD nor RID chapters appeal to you, it is still possible to start an aggressive citizen activist group in any State or community that can achieve the needed results.

Starting a citizen activist group from scratch just takes a little work and know-how. How to start a group is explained in this manual.

In addition to writing to MADD and RID, contact any existing citizen activist anti-drunk driving group that is established in your State and consider contacting other State organizations to exchange ideas.

RID-Missouri and the MADD group in Maryland (this group is only loosely affiliated with the national MADD organization) have both earned excellent reputations. They are among the best in the nation. They are both worth contacting. (A list of citizen activist groups is included in the Appendix.)

HOW TO ORGANIZE A CITIZEN ACTIVIST GROUP

All it takes to start a citizen activist group is one person or a small group of people who have the motivation and commitment to volunteer their time and energy to work for better drunk driving control in their State and community. All it takes is for a person or small group to decide that they are going to launch a campaign to get drunk drivers off the road and they are in business. It's as simple as that.

Starting a citizen activist group does not require hiring an attorney or an accountant or the expense of incorporating. There are no permits to obtain or fees to pay.

The new group can accomplish its goals with little or no funds. Everything needed can be obtained by donations.

Here are the major organization steps:

- Step 1: Set Goals
- Step 2: Educate Your Organizers
- Step 3: Research the Problem
- Step 4: Set Strategy
- Step 5: Go Public

STEP 1: GOALS FOR A CITIZEN ACTIVIST GROUP

The goals of a citizen activist group are:

- o To reduce death and injury caused by drunk drivers.
- o To educate the public and public officials to the true magnitude and nature of the drunk driving problem and the steps that must be taken to correct the problem.
- o To work for better control of the drunk driver problem at the State and local level. To demand reform, if necessary.
- o To promote general deterrence to keep the drinking public from excessive drinking and driving.
- o To work for increased arrests of drunk drivers.
- o To work for more vigorous and effective prosecution.
- o To work for more effective sanctioning by judges.
- o To help ease the pain of victims.
- o To request and obtain State and local task forces.
- o To make sure that once the problem is corrected to the fullest extent possible, it stays corrected.

STEP 2: EDUCATION FOR CITIZEN ACTIVIST ORGANIZERS

To be effective, the organizers of the new citizen activist group need to learn about and understand the drunk driving problem. So, the first step after forming a new citizen activist group is to make sure that the organizers fully understand the issue.

While the drunk driving issue is a complex problem, it is an easy one to understand.

There are several newspaper and magazine articles in the appendix of this manual that will help you understand the drunk driving problem.

Organizers of a new citizen activist group, including those who want to join one of the national organizations should read this entire guide and review some of the reference material before beginning to tackle the problem.

Have new members of a citizen activist group who are going to be active workers also read this manual.

STEP 3: HOW TO RESEARCH THE PROBLEM IN YOUR STATE AND COMMUNITY

One of the best ways to learn about the specific deficiencies in a particular State or local governmental jurisdiction is to take a look at the total system firsthand.

Go out and talk to police officers who make drunk driving arrests. Ask the officers for their viewpoints on the problem. Ask to be an observer on a drunk driving patrol. (Many police departments have "ride-along" programs and welcome citizen observers.) Find out from the police what they think needs to be done and what specific problems they encounter with the system. Look at detection techniques, apprehension, processing, and court-related procedures.

Police officers, in general, detest drunk drivers (because they see the carnage drunk drivers produce) and many are very willing to help citizen activist groups fight the problem by providing information about problems in the system and recommendations for corrective action. The advice of the police is invaluable.

On many police forces there is at least one officer (it could be the chief of police or a private) who recognizes the severity of the drunk driving problem and is committed to helping put a halt to the problem. That officer can be a boon to a citizen activist group. Ask officers on the local police department if they know of such an officer. Ask them if they know who goes out of his or her way to arrest drunk drivers. That's the officer you want to talk to. You need each other's help.

Meet with a member of the prosecutor's office who routinely handles drunk driving cases and ask for an explanation of how drunk drivers are processed after being arrested. Ask about office policy (both in writing and in practice) on plea-bargaining and violations of probation stemming from previous drunk driving convictions. Ask the prosecutor to explain what problems exist in the system from his perspective and what needs to be done to correct those problems. Walk through the steps in the system with the prosecutor. Find out the minimum and maximum time it takes for each step.

Sit in a courtroom and observe routine drunk driving cases being processed. Observe how repeat offenders are sentenced. (Sit in the front row so you can see and hear everything.) Ask to meet the judge and ask for an explanation of problems from the judge's perspective and recommendations to improve matters. Find out from the police who is the toughest judge on drunk drivers--that is the judge you want to talk to first.

Talk to probation officers and rehabilitation counselors. Ask about problems in the system.

Find out which State legislators have been introducing drunk driving legislation. (Call the legislative reference office in your State capitol and ask to be told the sponsors of recent drunk driving legislation.) Ask them what are the roadblocks to getting new legislation passed and ask if they are interested in working with your citizen activist group.

Drunk driving is an apple pie and motherhood issue. It is almost politically impossible to be against it. That is one reason why citizen activist groups can gather so much power.

Throughout this effort keep notes about problems in the system you uncover or learn about so that they may be addressed at a later date, hopefully by a task force.

TIP: When talking to anyone who is connected with the system that deals with the drinking driver always ask if they know of any problems in the system that endanger the public. Many times if you don't ask, you won't find out. Also, get their view on what needs to be done to correct the system.

Using the above approach of education and research it is possible to learn enough about the issue in a few weeks and then begin immediately to design systematic steps to get significant efforts underway to protect the public from drunk drivers.

Make sure that as part of your research you find out what efforts have been attempted in the past year at the State or local level depending on which jurisdiction you are trying to improve.

STEP 4: A PROVEN STRATEGY FOR A CITIZEN ACTIVIST GROUP

An effective citizen activist group can accomplish the goal of reducing death and injury caused by drunk drivers in any State, city, or county. But each group will need an coherent strategy to at least use as a road map.

An effective strategy will:

- o Alert the public to the problem.
- o Demand that corrective action be taken immediately.
- o Coordinate efforts to obtain the needed corrective action.
- o Obtain the needed corrective action.
- o Provide for further improvements and forever monitor progress made.

After the citizen activist group has been formed and the organizers have educated themselves about the drunk driving issue, then efforts should begin to get corrective action.

The following strategy works. It can and should be customized for individual State and local needs.

1. Use the media to help educate the public to the true seriousness of the drunk driving problem. Ask the public to write to specific elected officials to demand reform.

- o Hold press conferences on the problem and generate news and feature stories. (See section on the media.)
 - o Arrange to go on radio and television talk shows. Explain the problem to the public and what they should do.*
2. Request and obtain a State or local task force or begin to build public pressure to force the appointment of a task force.
- o Let the media know what steps you are taking to get the task force.
 - o Launch a petition drive and a letter writing campaign.
 - o Meet with the police chief, the elected prosecutor, judges, etc., and explain the need for the task force to them and ask them to endorse the call for the task force.
 - o Obtain media support. Ask for editorials supporting the call for the task force. Write letters to the editor. Ask for investigative stories on drunk driving to be done.
 - o Speak out at church groups, PTAs and other groups. Each time ask that letters be written and petitions signed to support the call for the task force.
 - o Lobby for the task force.
 - o Refuse to take "NO" for an answer. Refuse to give-up. The drunk driving crisis is real. Responsible elected officials have got to either appoint a task force which will be required to take a total systems approach or take alternative action that will reduce death and injury caused by drunk drivers. They can't be allowed to do nothing any longer.
3. Work for increased enforcement.
- o Meet with police officials and request that substantially more drunk driving arrests be made and that increased police efforts be well publicized to help deter the drinking public from drinking and driving.
 - o If police management won't promise and deliver increased enforcement, bring citizen pressure to bear.

* See appendix for a short articulate explanation of the problem that can be used to take to Talkshows.

- o Every chance you get (on talk shows, when interviewed by reporters, and when writing letters to editors) ask that friends, neighbors, and members of the general public call the police department and insist on increased enforcement.
 - o Have people call elected officials to put pressure on police for more arrests.
 - o Launch a petition drive asking that the chief of police order his officers to arrest more drunk drivers.
 - o Ask that police to consider setting up roadblocks to catch drunk drivers.* This is currently being done in several States and communities. However, some legal issues have not been fully resolved.
4. Work for improved prosecution and handling of drunk drivers by judges.
- o Meet with prosecutors and judges. Ask for more vigorous prosecution of drunk drivers and better sentencing and sanctioning by judges.
 - o Ask that plea-bargaining to non-alcohol-related offenses be discontinued.
 - o Ask that victim impact statements be part of the sentencing procedure.
 - o Ask that pre-sentencing investigations including drinking problem assessments be conducted on all convicted drunk drivers.
 - o Organize court monitoring and publicize the results.
 - o Encourage victims to get involved in their own cases and demand vigorous prosecution and effective, fair sentencing.
 - o Keep the media informed of the progress of newsworthy drunk driving cases. (A case involving a fatality or the arrest and prosecution of a famous person or "respected" member of the community such as a judge, an elected official, or others.)
 - o Encourage the media to publicize the names of those arrested for drunk driving and later the dispositions of their cases.
 - o Try to have published the names of those drivers whose licenses to drive has been suspended or revoked and encourage the public to report those who drive anyway.

* The purpose of police roadblocks or traffic checkpoints is to increase the fear of being arrested, not to significantly increase numbers of drunk drivers arrested. Other types of selective enforcement need to be used in conjunction with roadblocks.

5. Work for improved alcohol education programs and treatment for both first time and multiple offenders in addition to license suspensions and revocations, stiffer fines, jail, etc.
 - o Attend the programs and learn firsthand what the problems are or talk to people connected with the programs or who have attended the programs and demand that corrective action be taken when problems are identified.
6. Encourage and help establish student groups against drunk drivers, such as Students Against Drunk Drivers (SADD).
 - o Meet with interested school principals and teachers who want to start student groups.
 - o Try to get "Dial-a-Ride" programs started so that no youngster will have to drive home intoxicated or with a friend who is intoxicated.*
7. Work to involve the business community.
 - o Get the business community to help publicize the issue and pay for some items needed to bring about corrections.
8. Work to improve State laws on drunk driving.
 - o Examine existing legislation, find the loopholes and identify additional legislation needed and have correcting and new legislation introduced.
 - o Work actively to get bills passed and signed into law.
9. Work to get your governor to make the protection of the public from drunk drivers a State priority. Meet with your governor and get a commitment from him to do everything possible to get the drunk driver off the road.

STEP 5: GOING PUBLIC

When the strategy of the new group has been decided, and a name for the group has been chosen, it is time to go public. (See Chapter on the Role of the Media.)

Issue a press release to all radio and television station news departments, and local newspapers announcing the formation of the organization. Write letters to local churches and other organizations to announce your existence. (Get distinctive stationery with your organization's name on it--it helps to establish the group's identity.)

* See Appendix for sample Dial-A-Ride program.

Let your community know that you have started a citizen activist group to fight drunk driving and that from this day on drunk driving will not be tolerated in your community.

SUGGESTION: Have a phone number that you can make public and if possible a telephone answering machine. Try to get a phone line and an answering machine donated to your organization as soon as possible. Your phone will soon start ringing off its hook. Also consider paying for an answering service for a few months until you can get an answering machine.

ORGANIZING MEETING

After a core group of victims and concerned citizens have gotten together and planned the strategy they will be using as a citizen activist group, an organizing meeting should be held to build up the membership of the newly formed organization.

Issue a press release to all radio and television stations, and local newspapers announcing the time, date, and purpose of the meeting. (An evening is best). Send letters to businesses, community leaders, local churches, and other civic groups to let them know about the meeting and that an effort to fight drunk driving in the State or community is being launched. Ask the church leaders to make announcements to their congregations about the organizing meeting and ask the civic groups to let their membership know.

Plan a meeting agenda so that time at the meeting will be well spent.

An agenda could include a showing of the film "Until I Get Caught" or "America's Greatest Tragedy." Both are excellent trigger films for discussion about the drunk driving issue and are available from the National Highway Traffic Safety Administration (NHTSA) in Washington.

Have several speakers--victims, a judge, police official, a prosecutor, Governor's Highway Safety Representative, or others--talk at the meeting about the local aspects of the drunk driving problem.

The meeting's organizer should explain the new group's goals and how they will be accomplished. Solicit volunteers to help with the work of the organization. And announce a schedule for a future meeting.

But don't get discouraged if the first few meetings are sparsely attended. (In some communities as a result of extensive national and local news coverage of the drunk driving issue, first meetings will be packed). It takes time for victims and concerned citizens to become sensitized to the issue and in time the new organization will grow into a healthy number of dedicated people. And until it does, remember that it only takes a few motivated people to accomplish the necessary objectives of the organization.

GETTING HELP

VOLUNTEERS

At first the organizer(s) of the newly formed citizen activist group will be doing all the work of getting the anti-drunk driving campaign underway. And while it only takes a few people who know what they are doing to achieve the needed results, each additional volunteer makes the job easier for everyone and helps get results quicker.

As long as the new citizen activist group demonstrates aggressive, effective leadership then new members will join. There are many victims and concerned citizens who want to get the drunk driver off the road and share some of the many goals of an anti-drunk driving citizen activist group. When word gets out that the organization is in existence then people will contact the group to volunteer their help.

But keep in mind that building a membership base takes time. Although it can happen overnight (following extensive media publicity about the new group), finding good members often takes months. So be patient and don't get discouraged.

There is always work that volunteers can do in the fight against drunk drivers. But it may not be possible to assign meaningful jobs to new volunteers right away. So find out what special skills each person volunteering to help has and record their name and phone number for later use.

There are many tasks that need to be done in the fight against drinking drivers. There is something everyone can do.

The work that needs to be done includes:

- o Public speaking at press conferences, testifying at public hearings, and talking to PTAs, church, and other groups about the drunk driving issue.
- o Writing letters, typing, filing, and general office work.
- o Working for tougher, more effective State laws.
- o Lobbying for State and local task forces.
- o Serving as a member of a State or local task force.
- o Researching and investigating the issue.
- o Helping to organize demonstrations such as a candlelight vigil.
- o Public relations and helping get media coverage on the problem.

- o Helping to distribute petitions, educational materials, and posters.
- o Court monitoring.

VICTIMS AND SURVIVORS

Through publicity and word of mouth, ask for victims and survivors to contact the citizen activist group either to help fight the drunk driving problem or to be helped themselves in coping with their tragedy.

Losing a loved one or one's health to a drunk driver is very difficult to cope with. Just being able to talk with other people who have gone through the same type of experience with a drunk driver helps ease the emotional pain. And the citizen activist group can help explain why it happened and what must be done in the future to keep drunk drivers off the road.

Every new victim and survivor, who has suffered because of a drunk driver, needs to immediately arrange to meet with the prosecutor who will be handling their case and find out what the facts are and what the prosecutor plans to do about what happened.

Victims and survivors need to be encouraged to tell the prosecutor that they expect and demand that the drunk driver be prosecuted to the fullest extent of the law and that a responsible sentence be sought. The prosecutor needs to be told that plea-bargaining will not be acceptable and that you want a victim impact statement filed prior to sentencing.

The prosecutor must be asked to keep the victim or survivor fully informed of the case as it progresses through the court. Victims and survivors should attend all key hearings and the actual trial. After sentencing, the victim or survivor needs to keep track of what happens to the drunk driver to make sure the sentence is carried out. This all helps keep pressure on prosecutors and judges to improve the system to better protect the public.

Many victims are advised by their civil trial attorney(s) to keep away from the criminal proceedings of the case and not to contact the prosecutor. Find out exactly why your attorney is recommending this, weigh the pro's and con's, and make your own decision.

If the trial involves a fatality or a very serious injury, call the newspapers, radio stations and television stations and ask if they will cover the trial. If the judge was lenient or the prosecutor less than vigorous then complain to the press, write letters to the editor. If the outcome was totally unfair, then picket the courthouse to demonstrate and publicly criticize the outcome. Insist on reform.

THE LOSS OF A CHILD

Losing an innocent child as a result of a needless alcohol-related crash is perhaps one of the most difficult problems a parent will have to deal with in his or her life.

The loss of a child often imposes severe emotional strain on the surviving parents. Everyone handles their grief differently and some parents may need help overcoming the grief that follows the death of a child.

Anti-drunk driving citizen activist groups should be prepared to offer support and help for bereaved parents. There are established groups that provide support to the sorrowing parent and the names of local groups should be made available to the parents who need such help.

One such group is called The Compassionate Friends. The Compassionate Friends is a self-help organization offering friendship and understanding to bereaved parents. The purpose of the organization is to promote and aid parents in the positive resolution of the grief experienced upon the death of their child, and to foster the physical and emotional health of bereaved parents and siblings. The organization has no religious affiliation and offers support and friendship to any bereaved parents, regardless of race, creed or financial status. Parents come as they wish, as long as their needs are met.

There are many other similar organizations all with the same purpose--helping parents get through and understand the grief process. Call your local health department to find out the names of groups in your State and community.

The address of The Compassionate Friends is:

The Compassionate Friends
National Headquarters
P. O. Box 1347
Oak Brook, IL 60521
Phone: (312) 323-5010

FUNDING AND FUND RAISING

A newly organized citizen activist group can carry out a very effective campaign against drunk drivers at the State or local level with little or no funds. It does not require a lot of money for a citizen activist group to wage and win the war against drunk drivers.

The battle can be waged on a "donated shoestring." Everything an activist group needs can be easily obtained by small donations from government agencies, other organizations, businesses, and concerned people. Most of the amounts needed are so small that group members fund much of the needed work out of pocket.

While little money is needed to carry on the work of the citizen activist group, there may come a time when funds are needed for specific projects. (For example, buying stationery and business cards with the group's name printed on it.)

Hold a bake sale or a car wash. High school students will help and such events can raise several hundred dollars. Larger amounts will rarely be needed by any citizen activist group made up of volunteers.

OBTAINING DONATIONS

The general public wants drunk drivers off the road and will support efforts to protect itself from drunk drivers. Everything needed to conduct the business of a citizen activist group can be obtained by small donations.

Government agencies responsible for drunk driver control also often will help with photocopying of needed materials, a few office supplies, etc. If long distance calls need to be made pertaining to the drunk driver issue, many groups are willing to let citizen activists use their phone facilities at no charge. You just have to ask.

There is much that the private sector can and will do to help wage an effective campaign against drunk driving.

For example, in Montgomery County, Maryland, several new car dealers got together after a task force on drunk driving was appointed by the county executive and formed an organization they call DADD (Dealers Against Drunk Drivers). They have offered to help publicize the issue and to purchase some preliminary breath testers to donate to the police department.

In other places the private sector has:

- o Paid for taxi fares of people who are impaired and choose not to drive home.
- o Paid for billboards warning the public about drunk drivers.
- o Paid for advertising promoting public awareness on the issue.
- o Donated large and small amounts of money to help an activist group carry on its work. For example, one insurance company paid to rent an office for a year when MADD first started.
- o Television stations have donated studio facilities to help produce public service announcements on the drunk driving issue and air time.
- o Donated copies of petitions, etc., office supplies, and other needed small items.

There are a few items that will make the work of a newly formed anti-drunk driving citizen activist group much easier.

They include: a separate telephone line for the organization, a telephone answering machine, and a copying machine. Many organizations after they learn about your group's efforts to fight drunk driving will ask what they can do to help your organization. Ask them if they can provide your group with the above mentioned items.

IMPLEMENTING STRATEGY--TOOLS FOR THE ACTIVIST

Just as a few people with the right tools (steam shovels, front-end loaders, and dump trucks) can move a mountain, so can citizen activists fight drunk driving if they know how to use a few tools that will unleash grass-roots citizen power.

THE CANDLELIGHT VIGIL

Let your elected officials know that the citizens will no longer tolerate drunk driving in your State or community.

When elected officials are reluctant to pass needed legislation, a public protest helps bring the message to them that drunk driving is an important issue that they must address.

In Maryland, victim activist leaders held a candlelight vigil to bring pressure on the politicians. They used press releases and telephone calls to alert victims and concerned citizens throughout the State that the vigil was being held. The first year, while the drunk driving issue was in its infancy in Maryland, only 70 people showed up at the State capitol. But the second year, at the second annual candlelight vigil, more than 300 victims and concerned citizens marched outside the capitol silently holding candles to commemorate the dead. Bus loads of people came from outlying counties.

The names of those killed by drunk drivers were read from the State capitol steps and the leaders of the vigil demanded that more be done to protect the public from the drunk driver. It was very effective.

SUGGESTION: Make sure that the press is notified, including the television stations. The vigil held in Maryland received widespread media attention--and the attention of the State's elected officials.

THE PETITION DRIVE

If a governor, mayor, or county executive refuses to establish an anti-drunk driving task force or drags his or her feet, then launch a petition drive as part of the strategy needed to force reform.

The petition should call on the reluctant elected official to establish a solution-oriented task force to identify exactly what steps must be taken to protect the public from drunk driving. People of all ages should be encouraged to sign the petition--because everyone (children, young adults, adults, and senior citizens) is at risk.

A petition drive is a very effective way to help build public pressure needed to get drunk drivers off the roads. And the petition drive also helps raise public awareness about the issue.

It needn't cost any funds to conduct an effective petition drive. All copies of the petition needed can be donated.

Ask a group or business organization sympathetic to the anti-drunk driving cause to donate 500 or 1,000 copies of the petition to your organization. Or ask a friendly local politician for the copies. A lot of groups will help by donating copies, if asked. You only need a few copies to start.

Put your name and address on the petition so that they can be mailed back to you when filled out.

Have volunteers put petitions (and pick them up at a later date) on bulletin boards in hospitals, bowling alleys, supermarkets, fire stations, and everywhere else you can think of. Ask permission first.

Ask groups like the Boy and Girl Scouts, church youth groups, and others to help get the petition signed. Set up booths in shopping centers if you have enough volunteers.

Generate publicity about the petition drive and ask the general public to request a copy of the petition by mail. Ask people to send a self-addressed stamped envelope.

Keep collecting signatures until you get the task force. Remember, the main function of the petition drive is to build public pressure and awareness.

And every additional signature is one more person who has been alerted to the critical nature of the drunk driving problem.

With minor changes (name, date, place, etc.) the sample petition in the appendix can be used in your campaign to get a task force.



Special Staff Photo by Barbara Patton

Brenda Haight, of Rockville, wipes a tear from her eye during reading of the names of victims of drunk drivers at a candlelight vigil in Annapolis Monday night. Haight and her son, David, 10, were among an estimated 300 participants in the vigil. Her brother-in-law, William Haight, was killed in a traffic accident last Thanksgiving Day. The driver of the other car involved in the accident has been charged with driving while intoxicated.

Drunk Driving Vigil Draws 300

ANNAPOLIS

For families whose loved ones were killed through the negligence of drunken drivers, it was a night to remember the dead.

As many as 300 demonstrators, most carrying candles, lanterns or flashlights, marched outside the State House to demand legislative action to prevent drunken driving.

Many of the marchers carried placards with photographs of their sons, husbands, wives or other relatives or friends killed in traffic accidents involving drunken drivers.

The candlelight vigil was capped by the reading aloud of the names of victims of accidents caused by drunken drivers in Maryland.

"Drunken driving is the most often committed violent crime in the country," said Tom Sinton of Baltimore, whose own son Tommy was killed by a drunken driver in 1978 as he returned from a fishing trip with a friend.

Sinton, who is head of the Maryland chapter of "Mothers Against Drunk Driving," said the turnout for this year's State House demonstration exceeded last year's, and pledged to make the protest an annual event until the General Assembly enacts sufficient laws against drunken drivers.

"We'll be back here every year — as long as it takes — to get drunk drivers off the road," Sinton said.

One legislative proposal backed by the marchers is the move to raise the minimum drinking age for beer and wine in Maryland from 18 to 21, a measure that has already passed one key House committee and which has the support of Gov. Harry Hughes.

Sinton told those affiliates with M.A.D.D., an organization with a mailing list of more than a thousand, also support legislation that would require judges to receive a "victim impact statement" from persons harmed through the carelessness or negligence of a drunken driver.

"The victim would present a statement to the judge at the time of sentencing of the impact that crime had on them," Sinton said. The measure is being sponsored by Sen. Howard Davis (R-Bethesda).

Several legislators joined the protest march, as did a staff aide to Rep. Michael Barnes (D-Montgomery County) who has championed national legislation designed to curtail drunken driving.

"We can take the drunks off the road, but only you can keep them off," one of the signs carried by a marcher said.

Another said simply: "Save our children."

Based From Baltimore

THE PRESIDENTIAL PETITION APPROACH

In late 1981 President Reagan was asked to establish a Blue Ribbon Commission to develop a national master plan to coordinate efforts needed in every State to control drunk drivers and reduce to the greatest extent possible death and injury associated with alcohol-related crashes.

A letter calling for the President to appoint a Commission was drafted and handed to several congressmen who circulated it through the Congress. The request for the Commission got nationwide publicity, a number of influential major national organizations sent letters in support of the Commission to the White House, and victims and concerned citizens around the nation called their members of Congress asking them to sign the petition to the President. A majority of the Congress signed the letter and Congressman Jim Hansen of Utah hand delivered the letter to the President and made a personal appeal for the Commission. (Congressman Hansen and his family were victims of two alcohol-related crashes during 1981.)

Upon receipt of the letter signed by more that 300 members of Congress, President Reagan took only a few minutes to decide that something had to be done about the drunk driving problem in the United States. He directed the Secretary of Transportation to begin immediate efforts to formulate an approach to the drunk driving problem. The Commission was announced in April 1982.

The job of the Commission is to encourage a total systems approach in every State and community in the nation. Every governor will be encouraged to appoint a State task force and encourage the establishment of local level task forces. But citizen activist groups have an important role to play in getting State task forces, local task forces, or equivalent efforts started. One very effective way to get a governor to establish a task force is to use the same approach that worked for the Presidential Blue Ribbon Commission.

Draft a letter similar to the one in the appendix or on page 28. Find a member(s) of your State legislature who will send a copy of the letter to every member of the State legislature along with a cover "dear colleague" letter requesting that they sign it. After a few days, have the letter sent out again with a list of those who have signed it. Repeat the process several times.

Announce the circulation of the letter to the media at a press conference which should be attended by the member(s) of the State legislature who agrees to circulate it. Write to every newspaper in the State and ask that the call for the State task force be supported editorially and that members of the general public call their legislators to ask them to sign the letter.

Get other organizations, such as PTAs, churches, police, etc., to send letters of endorsement to the governor supporting the call for the task force.

Members of the activist group should try to get as many people as possible to call their elected officials and ask them to sign the letter. The more calls the better.

Have volunteers go to the State capitol or to the private office of every member of the legislature and ask if they have seen the letter and if they plan to sign it. If they do not plan to sign it, it usually is because they don't understand what the task force is supposed to accomplish. Have someone who is very knowledgeable on the drunk driving issue call back legislators who won't sign and explain the need for the task force or photocopy key pages of this manual and submit them to the elected officials so they can be made aware of the needed efforts to bring the drunk driving problem under control.

When the petition is turned over to the governor, get plenty of press coverage. Make it hard for the governor to duck the demand for corrective action. The same approach can be used at the city or county level.

SAMPLE LETTER

ADDRESS THIS TO THE GOVERNOR OF YOUR STATE

Dear Mr. Governor:

We, the undersigned members of the State legislature wish to bring to your attention the need for you to take a firm public leadership role to help resolve what is perhaps "America's Greatest Tragedy," the alcohol-crash problem in our country.

Drunk driving and the gruesome toll it takes everyday is the most often committed violent crime in our country and has been allowed to become a national disgrace. Drunk driving is virtually uncontrolled in our State and is the most serious health and safety hazard our citizens face. In the past ten years (find number) people died in alcohol-related crashes and (find number) more were seriously injured in our State.

The problem is projected to get much worse.

We are convinced that much of the pain and suffering inflicted on innocent American families by drunk drivers is needless and preventable. In a State as great as ours, with our wealth of resources and talent, there is no sane reason to let this carnage continue. Drunk drivers can be removed from the highways. Death and destruction can be substantially reduced. But for this to happen, your immediate involvement is needed.

Therefore, we ask that you appoint a solution-oriented task force that will bring together the most qualified persons to develop a coordinated plan of attack against drunk drivers in our State so that everything possible is done to reduce drinking driving and save lives and prevent injuries associated with alcohol-related crashes.

We ask that you encourage the establishment of local level task forces in every county and city within the State and use the powers of your office to help educate the public to the crisis we face because drunk drivers have been allowed to use our streets uncontrolled.

We know the people of (your State) do not want the tragic problem of the drunk driver to continue. We believe that the public will get firmly behind your efforts to reduce death and injury caused by drunk drivers.

Thank you.

Sincerely,

SIGNED

PUBLIC DEMONSTRATIONS

If necessary, there may be a time when it is necessary for victims to arrange a public demonstration.

A group of 20 or more people carrying signs against drunk drivers is most effective. Students should be enlisted to help.

Make sure the press, including the television stations, are alerted.

Citizen activist leaders must maintain control of the demonstration and make sure that everyone conducts him or herself in a respectable and orderly manner.

Before proceeding, check with the proper police authorities to find out if permits are needed and if any special restrictions apply.

SIGNS: Have a theme. Don't demonstrate against the entire State legislature. Single out the people who stand in the way of drunk driving reform.

Successful public demonstrations by victims of drunk drivers have been held in front of the State capitols in Maryland and California. And during the Carter administration, victims circled the White House.

Such demonstrations are media events. Their purpose is to help generate media attention to alert both the public and elected officials that "drunk drivers must go."

STUDENT POWER

High school and college students are all too often the victims of drunk drivers. The loss of a classmate to a drunk driver or as a result of a student driving while impaired often creates the desire among the surviving students to take effective action to help stem the carnage associated with alcohol-related crashes. All too often, they simply don't know what to do.

Suggest that students be organized into SADD groups.

There is much that such groups can do to help in the battle against drunk drivers.

They can help lobby for legislation, circulate petitions, and generate letter writing campaigns and, most importantly, they can help build peer pressure to keep other students from drinking and driving.

In Virginia, in early 1982, a group of students organized after the death of a classmate helped arrange a meeting with the governor to request a State task force be established. Also, students are sitting members of the Fairfax County, Virginia, Task Force on Drunk Driving.

Citizen activists should help foster such groups and the best way is to simply suggest to educators that such groups be sponsored. The potential of such groups is unlimited and their activities will help teach our young people good citizenship habits.

THE PROCTOR APPROACH

On Christmas Eve, December 23, 1981, five young people, the children and grandchildren of the Director of Religious Education at the Westminster Methodist Church in Carroll County, Maryland, were killed by an alleged drunk driver.

The group was on its way to church to take part in the Christmas Eve Pageant. They were killed in a head-on collision. A four-week-old infant who was going to play the part of baby Jesus was among the dead.

The congregation was shocked into action.

The Rev. Loren Gisselbeck decided that the death of five members of the Proctor family would have meaning, and he organized a public forum to aggressively attack the drunk driving problem in Carroll County.

He invited elected officials, police, the county prosecutor and the President of the County Commissioners to speak on ways the problem could be addressed and future tragedies, such as the one that befell the Proctor family, prevented.

It was the coldest day since 1934 and yet more than 300 people, including a wide spectrum of community groups and churches, attended.

A plea was made from the pulpit for a county task force to be established. Within minutes, the request for the task force was granted by the President of the County Commissioners. And Rev. Gisselbeck accomplished a major step toward his goal to make the streets of Carroll County safer.

The same approach, which has become known as the Proctor Approach, can be successfully undertaken by any church or community leader or citizen activist group. It's fast and it works. A week later, on Super Bowl Sunday, within less than two hours to game time, more than 150 people attended a similar forum in Fairfax County, Virginia, sponsored by Marie and Edward Kunec who lost their 20-year-old son to a drunk driver. They asked publicly for a task force to be established and the county executive, who was in attendance, immediately agreed to the request.

The Proctor Approach is simple to implement and it is an effective way to obtain a local task force.

How to do it:

- o Pick a date and place (a church, or large community meeting room).

- o Invite the highest elected official in the county or city or their representative, members of the police departments, the prosecutor's office, a judge and other elected officials.
- o Arrange to show the 20 minute version of the movie "Until I Get Caught." It shows the problem and is available free from the National Highway Traffic Safety Administration.
- o Issue a press release to all radio stations, local newspapers, and television station news departments alerting them to the public forum being held and its purpose, "To get something done about the drunk driving problem." Make sure the press release clearly invites the public to come.
- o Call each recipient of the press release to explain the purpose of the meeting and sell them on the idea of advance publicity about the meeting.
- o At least three days before the meeting, call the media again and ask for coverage of the meeting. Speak to assignment editors and try to get them to commit to covering your public forum.
- o Arrange for a good speaker, who is knowledgeable on the issue to explain to your audience what the problem is and why a task force is needed.
- o If your State has no State task force, prepare a petition or open letter to your governor calling for the formation of a State task force and the development of a comprehensive plan of action in your State to reduce death and injury caused by drunk drivers. (Sample letters to a Governor are on page 28 and in the Appendix.)
- o Send out the message loud and clear that "Your Community will no longer tolerate drunk driving."
- o After the meeting, arrange for your open letter petition to be copied and distributed in churches and schools and to as many civic organizations and interested individuals as possible.

Not all of the above needs to be done and not all was done by Reverend Loren Gisselbeck. Pick the parts that you need to get the job done.

NETWORKING

One person can easily enlist the aid of thousands of people to help fight drunk driving if they know what they are doing.

The technique that needs to be used is called "networking."

It goes like this.

Suppose you have a petition calling for the formation of a State task force by your governor. (You have already tried without success to get the governor to appoint the task force and that is why you are launching a petition drive.)

You could have thousands of copies of the petition printed and begin the slow and ineffective process of getting them distributed one by one around the State.

But with networking you go mainly to heads of organizations and enlist them to do the work for you. For example, you contact the president of the local PTA. You ask that PTA president to have copies of the petition made and distributed locally and, more importantly, you ask that a letter be written to the president of the statewide PTA and that that person, in turn, contact all PTA groups throughout the State (or county). Do the same with other organizations and that way with just a few telephone calls and meetings you will have the petition being circulated to thousands of people.

Don't forget the religious community. A religious leader can be urged to contact all other religious leaders (they have local and State associations that are interdenominational) to get the petition circulated through the church community.

SUGGESTION: When involved in a petition drive or letter writing campaign, ask anyone you talk to about the drunk driving issue to bring the matter to the attention of the organizations they belong to and help get the petitions circulated. It's simple. It's effective and it works.

THE TELEPHONE TREE

There may be times when all of the members of a citizen activist group need to be contacted as quickly as possible to help further the cause. For example, an important, tougher anti-drunk driving bill could be hung up in a legislative committee at the State capitol and in danger of being killed. Lots of phone calls from angry constituents to committee members can save the day.

So be prepared in advance with a telephone tree. Using a telephone tree it is possible to contact hundreds of concerned members and get them into action in a matter of minutes.

The telephone tree method can also be used to inform members of demonstrations and meeting times. Using a telephone tree saves time for everyone.

How it works: Assign a number to each member of the activist group. The leader calls number two, three, and four. Member number two calls members number five, six, and seven. Member number three calls members number eight, nine, and ten and so on until all members are called. It is simple and it works.

Hint: All members when asked to call to help work for a bill should also be asked to call their friends and neighbors and ask them to call also. Very often the family and friends and neighbors of a victim are willing to help by attending demonstrations or making calls to public officials to keep the pressure on.

LOBBYING FOR BETTER DRUNK DRIVING LEGISLATION

The majority of States have inadequate laws to control drunk drivers. Bad laws desperately need to be replaced and dangerous loopholes need to be filled. That has been the situation in most States for more than ten years.

In many States, stiffer anti-drunk driving laws have been routinely introduced in the legislatures year after year only to be killed in committee.

This happened because the public was uninformed about the need for improved laws, the media failed to adequately cover the issue, the elected officials, in general, didn't care about the problem and mainly because there was not citizen pressure coupled with effective work to get the bills passed.

Citizen activist groups need to learn what is wrong with the existing State laws, what new laws are needed and to get the needed bills introduced and enacted into law.

Citizen activist groups need to learn how to work legislatures to see that necessary laws are enacted.

HOW TO WORK FOR BETTER DRUNK DRIVING LAWS

The following are suggested steps to take and research needed to be done to effectively lobby for better drunk driving laws.

Many of the steps were used by citizen activists in Maryland and California to get better, tougher new State laws during the past year.

1. Learn exactly how the legislative process works in your State. (Call the governor's office and ask if the State has a booklet on the legislative process.) Ask them to send you a copy. Also ask to talk to a staff member who understands the process and can explain any pitfalls in the process.
2. Get copies of existing legislation on drunk driving. Learn what the laws mean. If you have any questions about the laws, then ask a qualified person (a prosecutor, a judge) for an answer. Many people will be glad to help.
3. Talk to judges, police, prosecutors, and others and find out what is wrong with existing laws on drunk driving and what changes and new laws are needed.
4. Get copies of the drunk driving laws from New York State, California, Maine and Minnesota. Copies may be obtained by writing to the National Highway Traffic Safety Administration or to the Governor's Representative for Highway Safety in each of these States (see Appendix).
5. Find out what new laws on drunk driving have been introduced and died over the past five years. Get copies of the laws and the names of the sponsors. Talk to them or their staffs and find out what the road-

blocks are to getting the new laws through. Find out if the laws that were introduced were any good. Find out who will be introducing more new laws in the coming legislative session.

6. Find out who would be a good sponsor for bills that need to be introduced and ask that person to sponsor the new legislation that is needed.
7. Generate publicity about the newly introduced bill. Hold a press conference if the bill is newsworthy enough or issue press releases. Talk about the need for the bill whenever interviewed by the media.
8. Track the bill through every step of the legislative process. If necessary call the proper committee every day to find out what is happening to the bill.
9. Make sure that the hearing on the bill will be held in plenty of time to finish other needed steps to have the bill voted on and passed into law. Talk to the staff of the committee chairman and find out the hearing date, if necessary request a public hearing. Say you want to be notified by mail so your group can attend. Let the staffer know that there is widespread citizen support for the bill and that your group wants to be kept abreast of everything that happens to the bill.
10. Find out when the hearing will be held on the bill. Help to line up lots of witnesses, victims, police, judges, and qualified experts to testify why the bill is vital to public safety.
11. Have members of the citizen activist group telephone and if possible visit every committee member to educate them about the merits and need for the bill. Ask them how they are going to vote. Get a commitment! Let them know that your group is building citizen pressure to get the bill passed once it is out of committee.
12. Concentrate attention on the committee chairman. The committee chairman has the power to get the bill out of committee. Find out what objections the committee chairman has. If they are unreasonable, then put political pressure on the chairman. Point out to the media why his or her objections are unreasonable. Arrange a public meeting, formal or informal, to highlight your position. Call in the media, television and print reporters. Let the public know what is happening in the legislative process.
13. Get other organizations to help persuade the elected officials that the bill is needed. If possible, organize a meeting of persons or groups interested in drunk driving legislation and plan a concerted attack on the issue. Insurance companies, medical societies, police, all work to get bills passed. Many of those types of groups will help on the drunk driving issue, if asked.

14. Keep a record of how each committee member votes on the bill and make their vote public through the media, organizational newsletters and anyway you can. Let the officials know you are going to do that.
15. When the bill is before the committee or before the full House or Senate, get lots of people calling their local elected officials and ask them to vote for the bills. The callers should ask how the official is going to vote. Get a commitment!
16. Educate members of the citizen activist group about the bill and have them call as many legislators as possible to push the bill.
17. Generate lots of letters from the public to specific members of the legislature asking them to vote for the needed drunk driving bill.
18. Find out who is for and against the bill (take a straw vote--ask each member of the legislature how they are going to vote) and then concentrate on the members who are against the bill.
19. Consider holding demonstrations (such as a candlelight vigil) at key times during the legislative process.
20. Write letters to all editors and ask for their support on the bills. Ask them to do editorials about the bill and the need to control drunk drivers.
21. Ask the governor to take a public position on the bills. If the governor supports the bill(s) ask that the governor and his staff lobby to get the bills passed. If the governor won't support the bills, find out why. Also ask that the sponsors of the bill help lobby for it.

Vocal grass roots support is very effective--but it takes time to learn how to do it and some trial and error. Every State is different. But it can be done. Citizen activist groups must learn to refuse to take "no" for an answer and to refuse to accept defeat.

ANTI-DRUNK DRIVING LAWS

A thorough review of your State's laws on drunk driving needs to be conducted to determine what changes and additions should be made so that police, prosecutors, and the courts can effectively protect the public from the drunk driver.

Drunk driving laws are complex. Have each and every anti-drunk driving law explained to you by a competent authority who is both knowledgeable with your State laws and the problems with them. Contact your Governor's Highway Safety Representative for help. Also, to get a range of opinion, contact other competent authorities. Ask police officials who deal with the drunk driver problem, senior prosecutors, and judges what the problems with existing law are from their perspective. Ask them what additional laws are needed. Their input is invaluable and needs to be solicited. Many of them have known for years what the problems are and what changes need to be made. But without public support of the

kind citizen activist groups can generate, they have had little success in most States getting the needed changes enacted into law.

So-called "tough" laws, those which require minimum-mandatory jail in the past have only worked for a short time. The death rate can be expected to decline after their enactment, but the fact is that after the public learns that they are not really being enforced, the death rate climbs back up to where it was. Because of the magnitude of the problem, the vast numbers of Americans who drink and then drive, there simply is no way to enforce the laws. We don't have enough jails.

Instead of taking a chance of frustrating the public with "tough" laws that most likely are doomed to failure, consider working for reasonable laws that can be enforced and are designed to accomplish the twin goals of removing large numbers of drunk drivers from our roads by creating general deterrence and at the same time reducing death and injury associated with alcohol-related crashes. General deterrence means you have increased the arrest and conviction rate, you are assuring penalties, that the law is being publicized and supported by all levels of State and local government, and that it results in the public perceiving that drunk driver will be arrested. "Tough" laws sound good, but in the past they have proven to be a false hope.

SUGGESTION: However, if you are interested in looking at "tough" laws obtain copies of the laws of California and Maine. These provide for mandatory jail. Also request copies of the laws from New York State and Minnesota and West Virginia. New York law provides funding for the local community that is generated by DWI offenders and the Minnesota law provides for immediate driver license sanctions. From these five sets of laws, savvy State legislators will be able to custom design laws that are effective and fit the needs of your State. Your Governor's Highway Safety Representative can obtain the laws for you.

There are also new laws that are designed to support anti-drunk driving efforts which should also be considered.

They include laws which will allow preliminary (roadside) breath testing by police, making the fact of having a blood alcohol content of .10 percent illegal in and of itself (illegal per se law), the requirement of a mandatory record of all alcohol-related driving offenses, and vehicle impoundment.

Copies of model illegal per se, preliminary breath testing, vehicle impoundment, and a model child restraint law should be obtained from your Governor's Highway Safety Representative.

JAIL

When drunk drivers are sent to jail, what are the conditions? Does the jail have alcohol treatment programs and work release programs? If a person is sentenced to two days in jail, is it served or is it really 48 hours or just parts of two convenient days?

You need to know how jail fits into the system and should talk to a correction official.

DOES JAIL WORK?

The answer is no one really knows. There is no scientifically evaluated evidence that proves that mandatory jail for a first offender works.

In States with minimum-mandatory jail penalties for convicted drunk drivers, judges have too often ignored or danced around the requirement. Thus, minimum-mandatory jail penalties were never really given a chance to work.

The leading experts in the nation who understand the complexity of the alcohol-crash problem advocate license sanctions--suspension or revocation, instead of jail for a first offender, in addition to stiff fines and treatment or alcohol-abuse education.

Recently, a committee of the National Safety Council recommended that efforts to reduce death and injury associated with alcohol-related crashes "Eliminate severe penalties such as jail sentences for first offenders, and mandate license suspension and or revocation for fixed periods for all convictions for DWI," and identification on driving records of all arrests involving DWI.

The reason for this position is because we don't have enough jails to house all the potential drunk drivers who are available to be arrested and the evidence to date suggests that license suspension for 30 to 120 days will have a greater deterrent effect than one to two days in jail. Police, it is expected would make fewer arrests out of compassion and issue tickets for a lesser offense. Demands for jury trials would skyrocket clogging up the court system and convictions would go down.

But with the change in national attitude that is emerging against drunk driving, it is possible that minimum-mandatory jail for first offenders, if imposed, could work, but such sentences could not be fairly imposed. There are too many drunk drivers who would be eligible, and there is not enough jail space.

The State of Maine has a new law (1981) that can put first-offenders in jail for 48 hours when convicted of drunk driving. And California also recently enacted a law requiring jail in certain circumstances. Death rates have come down in those States. But it is too early to tell if they will stay down and if jail really will be imposed in all cases. The fear of heavy fines, coupled with mandatory license suspension and/or revocation and mandated treatment or education will serve as a better deterrent without putting additional burden on already overcrowded jails and tax roles. Also, some jurisdictions are using alternative public service--such as requiring convicted individuals to work in emergency rooms on weekend nights.

The use of jail for a first offender is a choice each State will have to make. Jail sounds like a good solution from a common sense point of view, but is it really? If used, mandatory jail for first offenders needs to be scientifically evaluated. The question is, can drunk drivers be deterred better with or without mandatory jail for first offenders?

SUGGESTION: Obtain a copy of the California law, the Maine law, and the New York "Stop DWI Law" and compare them.

THE DRINKING AGE QUESTION

Teenagers and young adults are the group most vulnerable to death and injury associated with alcohol-related crashes.

The quickest way to reduce death and injury to this group is to raise the drinking age to 21.

SUGGESTION: Work in your State to raise the drinking age to 21 if it is not already there. Contact the Insurance Institute for Highway Safety for information on this issue.

Their address is: Insurance Institute for Highway Safety
 Watergate 600
 Washington, DC 20037
 Phone (202) 333-0770

Request a copy of the report titled "The Effect of Raising the Legal Minimum Drinking Age on Fatal Crash Involvement" and a copy of their newsletter called "Status Report" Vol. 16 #14 on Teenage Driving.

RECOMMENDATION: If the drinking age is raised to 21 in your State and neighboring States stay at 18 or 19, there will still be the problem of young people leaving their home counties to go to a neighboring State to drink. So have police increase selective enforcement at entrances to your county and widely publicize that fact. This must be done if we are to reduce teen and young adult death and injury to the fullest extent possible.

There is also an issue paper on the drinking age question prepared by the National Highway Traffic Safety Administration that you should write for.

VEHICLE IMPOUNDMENT

One possible sanction that will help to deter chronic repeat offenders from continuing to drive after their license is suspended or revoked is to impound their cars. This can be done in California, although the sanction is rarely invoked. The possibility of impounding cars should be considered--it is a strong deterrent.

It is also possible to impound the cars of drunk drivers at the time they are arrested in many jurisdictions. The cost and inconvenience of retrieving their cars help serve as a deterrent. Citizen activist groups should see if police are taking advantage of this possible deterrent. And if impounding is being done or will be used, that fact must be widely publicized so that it can act as a deterrent.

SUGGESTION: Obtain a copy of a Model Law on Vehicle Impoundment from your Governor's Highway Safety Representative.

GETTING A BILL INTRODUCED

Getting new State legislation introduced is easy. Getting it enacted into law is another matter.

After researching the set of State laws that deal with the drunk driver problem and identifying what changes or additional laws are needed, the next step is to find qualified members of the State legislature to introduce the bills.

Almost any legislator approached will gladly introduce anti-drunk driving legislation, but it is better to find a legislator(s) who has a reputation for being effective and for being a heavy weight in your State legislature. If you have an ineffective legislator introduce your requested bills, no matter how important and right they are, you will have an almost zero chance of getting them passed.

Learn exactly what steps are required to get a bill passed into law in your State and monitor the bill each step of the way. Usually bills are put into a committee where they die. But with public pressure generated by a citizen activist group, public hearings will be held and the bills can be forced out of committee.

Put plenty of pressure on the committee chairman and members of the committee. Use the telephone tree concept to generate hundreds or thousands of phone calls from constituents and, if necessary, hold demonstrations at the State capitol (see section on public demonstration).

Also try to get your governor to endorse needed changes in legislation.

MEETING THE GOVERNOR

Getting an appointment to see the highest elected official in all but the largest of cities and counties is fairly straight forward. Usually a telephone call asking for the appointment works. Or at least you will be able to meet with a high-level staff assistant who will then arrange the meeting.

But getting an appointment with a governor, a mayor, or county executive of a large city or county takes a little work.

The first and only rule is never take "no" for an answer when asking for the meeting. (The same rule holds true for every phase of work done by anti-drunk driving citizen activists.)

The purpose of the meeting is to discuss the drunk driving problem and to get a commitment to begin effective corrective action including the establishment of a task force if one has not already been appointed.

If you are turned down, start a letter writing campaign. Ask powerful and influential people to ask that the governor (mayor or county executive) meet with you.

A lot of people will say that they want to help your group fight the drunk driving problem and ask what they can do. Ask them to write a letter urging that the elected official you need to meet with grants that meeting. If you keep enough pressure up it will work.

In Maryland, an executive of GEICO Insurance Company wrote to the governor to request a meeting for citizen activists and within a few days the meeting was granted.

So enlist everyone you meet who has clout to write a letter or make a telephone call to help arrange the meeting between your group and the elected official.

Also, whenever talking to reporters, don't fail to mention that you are trying to get the meeting but that the governor (mayor or county executive) has not responded to your request. If you get quoted in the newspaper it will help.

When you finally get the meeting, take a letter outlining exactly what you want and give it personally to the governor or other high elected official. Ask for a point-by-point response (see sample letter in Appendix).

Point out in the meeting that numerous other governors and local communities have agreed to establish State and local task forces and that the concept is endorsed by both the National Highway Traffic Safety Administration and the National Safety Council.

When the President of the United States was given the petition that had been signed by a majority of Congress calling on him to establish a Blue Ribbon Commission on Drunk Driving, it only took him a matter of minutes to direct the Secretary of Transportation to take action to establish the Commission. Thus, it should not take a long time to get an answer from your governor, mayor, or county executive on your request for a task force.

But if you don't get an answer within two weeks, start calling and asking why. Talk to the media. Get people to write letters of protest. Refuse to take no for an answer. If you keep up the pressure, eventually you will get what is needed. Just don't give up.

CHAPTER 4: THE TASK FORCE CONCEPT

Solution-oriented task forces are needed in every State, city, and county in the nation.

The purpose of the task force is to identify deficiencies in the system that is supposed to protect the public from drunk drivers, recommend how those deficiencies should be corrected and develop a plan that will deter the general drinking public from driving while impaired.

The task force needs to take a total systems approach to the alcohol-crash problem.

The nature of the drunk driving problem is different in every State, city, and county. Even adjacent counties can have vastly different problems that contribute to unnecessary loss of life and serious injuries.

In every State, city, and county there is a system that is supposed to protect the public from drunk drivers. The system is not perfect in any State, city, or county. And in the overwhelming majority of places the system is dangerously inadequate and as a result innocent people are being killed and injured.

The deficiencies of both individuals and institutions must be identified and corrected. One job of the task force is to identify the deficiencies and recommend how they can be corrected. Then a plan of action must be developed by the task force to aggressively pursue implementing the recommendations and generate general deterrence.

The task force must be appointed by the highest elected official at the State, city, and county level, because it is that elected official who is responsible for public safety. It will be up to that official to show leadership to help get the recommendations of the task force implemented, or alternative approaches that will accomplish the goal of reducing death and injury.

State task forces need to carefully review all State laws that pertain to the drunk driving issue and ascertain if such laws are adequate and effective. Loopholes must be sought out and corrected. The adequacy and effectiveness of procedures used by the State Department of Motor Vehicles, the State police and any other State agencies that impact on the drunk driving issue must be thoroughly investigated and deficiencies must be corrected.

The State task force should also develop a master plan for the State to follow for the next five years in its efforts to control drunk driving. The plan should set minimum guidelines for cities and counties to follow and the State should provide assistance to local governments that attempt to deal with the drunk driver problem.

The local level task force needs to investigate the system that deals with the drunk driver from arrest through disposition, to identify flaws and shortcomings in the system, to recommend corrective action and to develop a local master plan to deter drunk drivers and effectively handle the ones who are arrested.

There are many benefits to having a task force. It helps to get people who work in different parts of the system to talk to one another about mutual problems and the task force is able to help generate much publicity about the drunk driving issue to inform the public just how serious the problem is. A task force helps set the climate for aggressively attacking the drunk driving problem.

The task force is really just a team of people, police officers, prosecutors, judges, probation officers, rehabilitation program managers, driver licensing officials, victims and concerned citizens and others, all working together to ascertain how the public can be better protected from drunk drivers and then helping to make sure that necessary corrective action is taken.

If a State, city, or county is really serious about protecting the public from drunk drivers then a task force is an absolute must. The task force approach is a solid beginning of the concerted efforts needed to control drunk drivers and reduce death and injury caused by them.

HOW TO GET A STATE OR LOCAL LEVEL TASK FORCE STARTED

A phone call or a meeting with a governor, mayor, or county executive or a well written letter* may be all that it takes to get a State or local task force started. Or it could take months of phone calls, meetings with officials, petitions, a press conference or two, letter writing campaigns, some appearances on TV and radio talk shows and vocal grass roots efforts to get a task force started in your State, city, or county.

In St. Louis County, Missouri, for example, members of a newly formed RID (Remove Intoxicated Drivers) organization after learning of the task force concept outlined in this manual met with their county executive. The members of RID clearly explained why a task force was needed and what it could be expected to accomplish. In less than an hour the county executive agreed to establish the task force. It can be that easy.

But it could take a well planned strategy to get a reluctant governor, mayor, or county executive to address the drunk driving issue and appoint a task force or take alternative action designed to accomplish the same goal as the task force.

As more States and counties across the nation establish task force efforts, it should become easier for new ones to be started. Have your State and local officials contact States and counties where task force efforts are underway or completed to learn first hand of the advantages. Copies of task force reports from the States and counties that have completed them should be obtained for references and turned over to county and State officials being requested to start a task force.

The task force or an alternative total systems approach is vital to public safety--so don't take "no" for an answer. Many innocent lives depend on a successful task force effort.

* See sample letter in Appendix.

Yet there may be some resistance to establishing an anti-drunk driving task force. There can be a variety of reasons why a governor, mayor, or county executive refuses to address the drunk driver issue and appoint a task force or take alternative action. One reason is lack of knowledge about the issue and what steps must be taken to protect public safety, another is lack of citizen pressure demanding that something effective be done to control drunk drivers.

The tragic nature and outrageous magnitude of the drunk driver problem makes it fairly easy (if you know what to do) to persuade an elected official to take necessary corrective action immediately, including the appointment of a task force.

The following is an example of a letter that will work. With a few changes it can be sent to a governor or mayor or your county executive.

Date

Dear County Executive (NAME) (or mayor, etc.)

Drunk driving has gotten out of control in our county and poses a major threat to public health and safety.

Your immediate attention to this life-threatening problem is needed and requested on behalf of the citizens of our county. There is broad-based support for this request.

Therefore, please explore the possibility of appointing an aggressive solution-oriented task force so that drunk drivers can be controlled in our county and death and injury caused by them substantially reduced.

A task force made up of qualified people can help set the stage for effective new measures to control drunk drivers.

The task force should take a total systems approach to the problem and develop any and all possible solutions that will lead to a reduction of death and injury caused by drunk drivers.

Drunk driving is one of the most serious health and safety hazards facing county residents, yet not enough is being done to effectively combat the problem. And as a result there is unnecessary tragic human suffering in our county. Innocent people including a disproportionate number of our youth are being violently killed, crippled and maimed. We look to you for the leadership to help stop the carnage.

A thorough investigation of the system that deals with drunk driving in our county will identify dangerous deficiencies in the system that can be corrected so that our public can be protected.

The knowledge exists in our county to control drunk drivers in a way that is politically, economically and socially feasible. Through the task force approach we can begin to use that knowledge.

We encourage you to contact other States and counties that have conducted task forces on drunk drivers to learn of their experiences.

May we have a meeting with you or a member of your immediate staff as soon as possible?

We are in the process of organizing in the county and will identify broad-based support for reform of the county's drunk driving problem. Concerned citizens, survivors, and victims of alcohol-related crashes will not rest until everything possible is being done to correct the problem. Thank you.

Signed

THE STRATEGY

Many governors, mayors, and county executives are very concerned about the tragic toll taken in their jurisdictions by drunk drivers. Many of them would take decisive action to stem the tide if they only knew what to do.

Many of them do not want to waste money or time on futile attempts to curb drunk drivers and they do not want to raise false hope among their people that the drunk driving plague will be brought under control. Because numerous attempts in the past have failed to "solve" the problem, many elected officials are skeptical that anything will work.

But of those elected officials who allow themselves to be fully briefed on the total systems task force approach to the drinking driver problem, many will immediately see the wisdom of the approach and agree to appoint a task force.

For those elected officials, simply meeting with the proper staff person to request the task force and give the reasons why a task force should be formed will be all that it takes to obtain the task force and the start of significant new efforts to better control drunk drivers.

Unfortunately, there may be governors, mayors, and county executives who don't want to be bothered by the drunk driving issue, despite the fact that it is one of the most serious health and safety hazards in their jurisdiction and is causing outrageous suffering among their citizens.

However, effective citizen activist groups have the power to influence these officials and this is what this section of the guide is all about.

WHAT TO DO

If the leaders of citizen activist groups cannot get a meeting with an elected official or a top aide to encourage appointment of a task force within a reasonable period of time or, if after such a meeting has taken place no action is being taken on the request, they should consider doing all or some of the following:

- o Hold a press conference. Announce that a request has been made to get a task force appointed and why. Announce a petition drive and letter writing campaign to help get the task force. Sharply criticize the elected official who has failed to take the needed action.
- o Conduct the petition drive and letter writing campaign.
- o Talk to PTAs, church groups, etc., about the need for decisive action to control drunk driving. Ask them to help put pressure on the reluctant elected official.

- o Find out the faults in the system that need to be exposed and turn that information over to reporters and generate news stories.
- o Call editorial writers and, if possible, meet with them to enlist their support for action to be taken to curtail drunk driving.
- o Write letters to the editor of every newspaper asking for people to write to the governor (mayor/county executive) demanding that immediate action be taken.
- o If it is an election year, make drunk driving a political issue. Put pressure on your elected officials and those running for office.
- o Put the pressure on police, prosecutors and the courts to do a better job. Tell citizens to write or call the police and demand more drunk driver arrests, to write or call the judges and prosecutors to demand that prosecution be vigorous and the court system be made effective in protecting the public.
- o Keep the pressure up and at every opportunity criticize the position of the elected official who refuses to make drunk driving a high priority issue.

The key to getting drunk drivers better controlled is to refuse to take "no" for an answer. The responsible elected official either has to appoint the task force or agree to promptly take alternative action that will result in less drunk driving and less death and injury. Remember, public officials who fail to respond to citizen interests are not long in office.

LETTERS OF ENDORSEMENT

Getting drunk drivers off the roads is everybody's business. Letters from individuals and organizations are very effective in helping an elected official reach a decision to establish a task force and start a crack down on the drunk driver problem.

Getting letters of endorsement is easy. Usually all you have to do is ask.

Make or obtain a list of key organizations in your State, county, or city. Contact those organizations by phone or letter requesting them to write a letter to the governor, mayor, or county executive also asking that the task force be appointed. Supply the organization with a packet of background information on the effort to get the task force and a sample letter they can use as a basis for their letter (see sample letters in the Appendix).

Many organizations can draft and send the letter on the authority of the group's president or executive director. Those types of groups can send a letter in a matter of days, but some organizations have so much bureaucratic red tape that it could take a year to get a letter. They should still be asked.

A copy of the letter sent to the official being asked to appoint the task force should be retained by you or your group for later use. A stack of letters from major organizations in the State makes an impressive visual for TV news stories or newspaper photographers.

Influential people who know the public official being asked to appoint the task force should be asked to call, in addition to writing, the elected official. This can be very effective.

WHO SHOULD BE ON THE TASK FORCE

At least one person from each of the major components of the drunk driver control system should be on the task force.

For example, a member of State and local police departments, a member of the prosecutor's office, a judge, a knowledgeable victim, a member of the clergy, a representative of the liquor industry and a representative of the official who appointed the task force are the types of people who must be on it.

The best people, of course, are those who want to help reduce death and injury.

Ideally, the chief of police, the elected prosecutor and a senior judge should be on the task force, but unfortunately they may not want to take the time because they fail to see just how serious a problem drunk driving is. Insist that they be on the task force.

The major components of the system include: Police, Prosecution, Courts, Probation, Treatment and Rehabilitation, The County Jail, Liquor Licensing Commission, the Department of Health, the Department of Transportation, and the Department of Motor Vehicles. The Board of Education is also part of the system and provides for preventative education of our youngsters.

At least one person from each of the above components should be on a State or local task force. In addition consider having:

- o A legislator
- o A member of the city or county council (In Montgomery County, Maryland, the president of the county council was an active and productive member of the task force.)
- o A religious leader
- o A member of the Bar Association
- o Victims and concerned citizens (This should be a must.)
- o A member of the Hotel/Motel and Restaurant Association
- o A member of the insurance industry

- o And any other groups or persons who can make a contribution and are willing to work.

SUGGESTION: See "Preliminary Objectives and Work Plan of the St. Louis County's Alcohol and Highway Safety Task Force" in the appendix for further guidelines.

STAFF FOR THE TASK FORCE

The task force approach need not take up much staff time, but staff is necessary and should be arranged for by the elected official who appointed the task force.

The staff can be used to help with the writing of the task force report and do research on questions brought up at task force meetings.

THE TASK FORCE REPORT

TRANSCRIPTS

Every meeting of the task force ideally should be recorded. But you should remember to get the group's agreement first. Don't surprise anyone with the recording. Typed transcripts should be made and copies distributed to each task force member.

This allows all task force members, including those who may have been absent from a meeting to review the record. Having transcripts also helps with the preparation of the final report writing of the task force. Volunteer typists, if necessary, can prepare the transcripts.

If you use a tape recorder, it can be turned off for "off the record" discussions, but all meetings of the task force should be open to the public and the transcripts should be public record.

Prince George's County, Maryland, one of the first counties in the nation to have a drunk driving task force taking a total systems approach, had transcripts prepared for task force members. The transcripts proved to be invaluable.

THE REPORT

When the task force concludes its work, a written report should be prepared and presented to the elected official who appointed the task force.

The presentation should be done at a press conference. Copies of the report should be given to the media and copies made available to the public. Copies should be sent to every elected official in the jurisdiction that was investigated and to the officials who manage components of the system that the task force reviewed. Copies should also be placed in public libraries.

The report should briefly explain how the system that is supposed to protect the public from drunk drivers works at the State, city, or county level.

The report should contain all statistics pertinent to the drunk driving issue. Number of arrests. Number of convictions. How the cases were disposed. How many people killed, etc.

All deficiencies that have been found by the task force need to be identified in the report and the impact the deficiency has on the system explained. Recommendations on how the deficiencies should be corrected must be included in the report.

The report should explain who is responsible for correcting each deficiency and what cost if any is involved.

The report should recommend any changes in State laws that are needed and other major changes needed to protect the public from drinking drivers.

The report should also have a one- or two- page summary that highlights the most important findings of the task force and the most important recommendations. The summary makes it easier for the general public and the media to understand the report.

Finally, the report should recommend that the task force meet again in three months to check progress being made in implementing the recommendations of the task force or the reasons why no action is being taken. The task force should evolve into an advisory role and help monitor the drunk driving problem forever.

RECOMMENDATION: Obtain copies of other State and local task force reports to benefit from their experience.

Montgomery County, Maryland, conducted one of the first county task forces on drunk driving in the nation. The task force had major impact and helped set the climate in the county for much improved public protection from impaired drinking drivers. Write to the county and request a copy of their task force report. It is worth having.

The address is: Charles Short, Chairman
Drunk Driving Task Force
Montgomery County Government
200 Park Avenue
Rockville, Maryland 20850
The phone number is: (301) 279-1530

Also write and request a copy of the executive summary of the New York State Task Force Report on Drunk Driving. It is excellent and must reading. It is a model report.

Write to: Richard Smith, Director
Governor's Alcohol and Highway Safety Task Force
Empire State Plaza
Swan Street Building
Albany, New York 12228
The phone number is (518) 474-9119

CHAPTER 5: THE DRUNK DRIVER CONTROL SYSTEM

UNDERSTANDING AND EXAMINING THE SYSTEM

In virtually all communities, the system that is supposed to protect the public from drunk drivers does not work effectively and is loaded with dangerous flaws and deficiencies. There are many reasons why this is true. The problems in every component of the system must be exposed and corrected. To do that will take a thorough investigation.

In order to investigate the total system it is necessary for citizen activists and State and local task force members to understand both the drunk driving problem and how the various components of the system function and interrelate and know exactly where to look for system problems.

The following section on the various components of the system is intended as a guide to help make the investigative process possible for any motivated individual to conduct. It should be used by citizen activist groups and task force members. But it is not meant to point a blanket finger of blame at our police, prosecutors, courts and others who are involved in the drunk driver control system for what has become an accepted way of dealing with drunk drivers in almost every community in the nation.

There are many dedicated and concerned members of each part of the system and there may be valid reasons why they can not do a better job protecting the public from drunk drivers. These people deserve fair treatment from citizen activist groups and task force members.

So keep an open mind when investigating the system in your State and community. While it is fair to criticize publicly and demand corrective action when flaws and problems are uncovered, and it may be vital to public safety to do so, it is also important for citizen activist groups and task forces to approach an investigation of the system responsibly.

Ask the tough questions, but be fair. Always take the time to give those persons who are responsible for the operation of each part of the system a chance to tell their side of the story. When problems are found, find out why they are not being corrected. It could be that the needed authority to correct the problem is out of the hands of those who seem to be most responsible. It could be that they are on your side. And, in general, it must be stated that no right-thinking individual wants drunk drivers on our roads any more than you do. When the public learns to demand improvements in the system, improvements will be made.

THE POLICE

Police officers are a key element of the State and local drunk driver control system. In most communities the police could play a much more significant role and have a greater impact in combating the drunk driver problem.

Police officers as a general rule do not arrest enough drunk drivers. The average police officer in the United States arrests less than five drunk drivers a year, according to Federal data.

In most cities and counties the chances of being arrested for drunk driving are mathematically insignificant. Drinking drivers can drive drunk dozens of times a year for ten or fifteen years without being arrested. It is claimed that in many communities for every drunk driver arrested by police another 500 to 2,000 are not. The result of current enforcement levels by police is that the general drinking public has no fear of being arrested for driving while impaired. Without fear of arrest there can be no general deterrence.

Using existing resources our police could arrest substantially more drunk drivers and help deter drunk driving. Police don't make more arrests because of a variety of problems. They include:

- o Lack of police leadership attention to the drunk driving problem.
- o Inadequate training for the officers on how to detect and properly arrest drunk drivers.
- o Antiquated or unnecessary time-consuming arrest procedures.
- o Lack of enough alcohol breath testing devices and trained operators.
- o Lack of public demand and support for increased arrest efforts to catch drunk drivers.
- o Lack of police public relations programs and vigorous selective enforcement to foster general deterrence.
- o Lack of faith by police officers that anything meaningful will happen to the drunk driver in the court system. (In many cases it is justified--nothing effective does happen to drunk drivers in most court systems.)

The potential list of deficiencies within the law enforcement segment of the drunk driver control system is endless. The citizen activist group needs to thoroughly investigate exactly how the police deal with drunk drivers. Such investigation will uncover most of the major flaws that need correction as part of the total system approach that needs to be taken.

HOW TO INVESTIGATE THE POLICE

The policies and procedures used for drunk driving control of all law enforcement agencies (State, city, and county police and the sheriff's department) that operate in the jurisdiction under review by the citizen activist group or task force need to be separately and thoroughly investigated.

It may turn out that the police are doing an outstanding job arresting drunk drivers and letting the public know that anti-drunk driver laws are vigorously being enforced. If that's the case, then the police deserve to be applauded for their efforts. But if arrests are low compared to what they could be based on the number of estimated drunk drivers on the road, then finding out the reasons for the low arrest rate is vital.

Start by asking the chief of police or a qualified alternative and a line officer who deal with traffic control on a daily basis to outline department policy and strategies for drunk driver control. Arrest procedures should be explained and questions about the department's role in drunk driving control by citizen activist groups and task forces members answered.

Find out how many arrests are made each year by each police department. Ask how many arrests each officer makes and if more arrests could be made using existing resources. Find out what specific problems stand in the way of increasing arrests and find out what other problems the police management see in the system that hinder effective drunk driver control.

In addition to explaining how the department functions, all known problems with drunk driver control should be submitted to the activist group or task force in writing along with suggestions for corrective action. The problems the police can identify should not just be limited to the police function. If police feel there are problems in the courts or in the prosecutor's office or other parts of the system, then those problems must be identified.

If there are any changes in policy or procedure that have been made in the drunk driving area that affect arrests over the past year then those changes need to be explained.

Copies of training materials used by the police department should be reviewed and copies of written procedures and standing orders on drunk driving control should be made available along with any letters of understanding between police and prosecutors, if any exist.

Citizen activist group members and task force members should be encouraged to go on a police "ride-along" to observe police arrest procedures.

Go out and meet and talk with police officers who make drunk driving arrests. Find out who makes the most drunk driving arrests in the department and talk to that officer. Get recognition and publicity for those doing a good job.

Ask the officer why he or she can make so many arrests while other officers make so few (provided that is the case).

Find officers who could make drunk driving arrests and choose not to. Ask them why.

Ask judges, prosecutors, and other persons who have contact with the police to comment on problems they are aware of with the way police handle drunk driving arrests.

Encourage police officers to bring to the attention of the citizen activist group or task force any problems that pertain to the drunk driver issue.

Ask the police unions such as the FOP (Fraternal Order of Police) to give input to the task force process. The advice of police unions can be invaluable and should be solicited.

You might want to consider circulating a questionnaire to all police officers (also to prosecutors, judges, etc.) asking for input. The police do not need to sign their names to the questionnaire. There should be a notice attached to the questionnaire explaining to the officers (and others) exactly what the citizen activist group or task force is trying to accomplish.

The main questions should include:

- o Are there problems with State or local laws that hinder police efforts to control drunk drivers?
- o What police department problems hinder increasing drunk driving arrests?
- o What problems in the prosecutor's handling of drunk driver cases have you observed?
- o What are the problems in the courts? Is any one judge particularly lenient? Why?
- o Are you encouraged or discouraged from making drunk driving arrests? What is the attitude of your chief of police towards DWI arrests?
- o Do you know of problems with probation procedures pertaining to convicted drunk drivers who violate probation? Can you be specific and give examples?
- o Are alcoholic beverages illegally being sold to minors and are intoxicated people routinely being served at bars or restaurants? What is being done to enforce liquor control laws?
- o What suggestions do you have for improvement?

When the questionnaires are returned they need to be carefully read and analyzed. The problems identified through the questionnaire approach need to be compiled and a written report made.* If any life-threatening problems are uncovered that demand immediate attention, that information should be turned over to the proper authority immediately along with suggestions for corrective action.

* The report can be submitted to the task force when it is appointed or released to the media.

The questionnaire is an attempt to improve public safety--not an attempt to point a finger of blame. Unless you know exactly what the deficiencies are in the system, many of them will not be corrected. Lives are at stake and that alone justifies circulating the questionnaire.

Note: Higher participation from officers can be expected if the chief of police personally or by memorandum encourages the officers to fill out the questionnaire. Citizen activist group leaders or task force members should ask for that type of cooperation from the police chief. At a minimum, the group will probably need permission to distribute the questionnaire in the police department itself.

WHAT'S AN EFFECTIVE LEVEL OF ENFORCEMENT

No one can say exactly what number of drunk drivers needs to be arrested by police so that the drinking public will be deterred from driving drunk. With estimated national average arrests of drunk drivers at less than five per officer a year, obviously it won't be hard to double or quadruple the numbers of impaired drivers who are arrested.

Right now in most communities it is easy, if you know how to detect drunk drivers, to find plenty of them. Police should increase arrest levels as much as they can. When it becomes difficult to find drunk drivers to arrest, then they are at the right number.

Research shows that in communities where enforcement is lax, for every one drunk driver arrested, another 2,000 are not; where enforcement is vigorous, for every one arrested another 500 are not. With selective enforcement, coupled with continuous deterrent publicity, and swift, sure and certain punishment and sanctions, it will be possible to decrease this ratio even further.

HOW TO GET BETTER ENFORCEMENT

Get a commitment from your police management to substantially increase arrests of drunk drivers and let the public know that increased efforts to detect and arrest impaired drivers are underway. This commitment by itself will help deter large numbers of drinking drivers from our roads and help decrease the death and injury rate associated with alcohol-related crashes.

Meet with the chief of your police department(s) and ask for increased enforcement efforts. Ask that the police department consider setting up traffic checkpoints (roadblocks) to help create general deterrence. Ask that all drivers in hazardous moving violations or crashes be tested by a reliable breath alcohol screening device or some other chemical test for alcohol, and widely publicize these changes in enforcement. And ask that vigorous, well publicized patrols be made in areas where there is known high DWI activity and crash experience. Traffic checkpoints coupled with aggressive selective enforcement that is well publicized works and will keep large numbers of drunk drivers off the roads as well as result in substantially increased arrest rates. Increases of 500 to 1,000 percent in arrests would not be considered unusual--and even higher arrest rates are possible.

The word will get out in the community that drunk driving laws are being enforced and the chances of being arrested have been substantially increased. General deterrence will be created.

But remember, when selective enforcement techniques are being used it is vital that the efforts be continuously well publicized. The police, if they are serious about their efforts, must at least, on a weekly basis, issue news releases telling the public of their efforts. And on holiday weekends special publicity programs should be launched. Police should announce the numbers of drunk drivers arrested last week and what happened to those who were earlier arrested and processed through the court system. (The best time for publication or broadcast is Friday, so it will serve as a reminder to people over the weekend.)

Because of the large numbers of alcohol-impaired drivers on the road at all times, unless the police practice aggressive public information campaigns to let the public know that the odds of being arrested have been greatly increased and that the increased enforcement efforts are continuing, the new police attempts to control drunk drivers will only have a short-term effect.

It is important to understand that, according to National Highway Traffic Safety Administration research, if every drunk driver arrested in 1981 were put in prison and the key thrown away, then the next year's fatal rate would only decrease by less than one percent. This is because there are so many drunk drivers on the road--all of them potential killers behind the wheel.

Bear in mind that the average DWI violator drives drunk about 80 times a year for nearly four years before being arrested. Many drive impaired for 15 to 20 years without being caught. This means that the most important job of police is not only to detect and arrest drunk drivers but to practice known techniques that will prevent large numbers of alcohol-impaired drivers from getting on the road in the first place. This fact bears repeating: With continuous effective, selective enforcement, coupled with aggressive public information campaigns, the goal of keeping drunk drivers off the road in large enough numbers can be accomplished so that death and injury associated with alcohol-related crashes will be substantially reduced.

Finally, there is a new tool that all police departments should obtain to help with the detection of alcohol-impaired drivers. It is called a preliminary breath test (PBT) device and is used at the roadside to screen for alcohol impairment. It is about the size of a pack of cigarettes and allows an officer to make an accurate determination of a driver's blood alcohol content. State law may have to be changed to allow use of the device, which takes the place of the highly inaccurate "field sobriety test" in which a police officer asks a suspected impaired driver to perform a variety of tests such as walking a straight line and touching one's nose with the tip of one's finger while the eyes are closed. Field sobriety tests can be fooled by alcoholics or problem drivers who have developed tolerance to alcohol. You can't fool a PBT. Ask your police department to check it out.

Ask that a budget be prepared and submitted to the proper authority to show what continuous enforcement efforts will cost. But note that increased efforts can be accomplished by good management techniques without new funding in many police departments. It's just a matter of setting priorities. Drunk driving is the most often committed violent crime and deserves a higher priority from your police.

SUGGESTION: Have your police departments obtain more information on PBT's and other known effective enforcement methods. Contact Your Governor's Highway Safety Representative* or the National Highway Traffic Safety Administration.

PROSECUTION

Despite the fact that drunk driving is the most often committed violent crime in American today, most drunk driving prosecution is dangerously lax and ineffective. In many instances prosecutors fail to protect the public from chronic repeat offenders.

Obviously not all prosecutors handle drunk drivers negligently, but many do and as a major part of the system that is supposed to protect the public from drunk drivers, a breakdown in the prosecutor's office leads directly to inappropriate and inadequate sanctions for arrested drunk drivers.

When the public is poorly protected from drunk drivers because of inadequacies in the prosecutor's office, it is a symptom of poor management and a lack of understanding of the alcohol-crash problem.

Inadequate prosecution has a devastating effect on the local drunk driving control system. The public soon learns that they can get away with drunk driving. So with no deterrent, drunk driving increases along with death and injury. Police, if prosecution is lax, make fewer arrests mainly out of frustration and the knowledge that literally nothing will happen to the drunk drivers they arrest.

Substantially better efforts can be made by any prosecutor's office that is currently lax in handling drunk driving cases.

Problems in a prosecutor's office can include:

- o Inadequate training for assistant prosecutors handling the actual drunk driving cases in court.
- o Lack of adequate time for assistant prosecutors to prepare cases.
- o Routine plea-bargaining from an alcohol-related charge to a lesser non-alcohol-related charge to speed up cases and clear court dockets. (This is very dangerous to the general public.)

* List of the Governor's Highway Safety Representatives is included in the appendix of this manual.

- o Lack of written guidelines for assistant prosecutors to follow.
- o Failure to screen for chronic repeat offenders and vigorously prosecute them to take every step to protect the public.
- o Failure to screen all convicted drunk drivers with alcohol-abuse assessments prior to sentencing so that punishment, education, or treatment and other sanctions can be meaningful and have a better chance of preventing future drunk driving than the current practice of sentencing without essential data.
- o Failure to have a complete driving record of the accused drunk driver at time of trial. Failure to obtain pre-sentence investigations.
- o Having an attitude among the prosecutor's staff that drunk driving cases are routine traffic offenses and should be treated as such.
- o Failure to work closely with victims and keep them informed about how fatality and serious injury cases are proceeding.
- o Failure to obtain and present victim impact statements.
- o Failure to use public relations to build general deterrence.

HOW TO EXAMINE THE PROSECUTION ROLE

Examining the prosecutor's role in the drunk driver control system mainly involves asking the right questions.

The prosecutor and an assistant who handles drunk driving cases on a day-to-day basis should be asked to explain policies and procedures that pertain to the drinking driver cases. They should outline problems in the prosecutor's office and in other parts of the system that affect handling of drunk driver cases in the courts. Known problems of any nature that affect drunk driver control should be explained to the citizen activist group and recommendations of corrective action for all problems should be suggested.

Copies of any office policies or guidelines in handling drunk driving cases should be made available to the citizen activist group.

Questionnaires similar to the ones sent to every police officer should be sent to all members of the prosecutor's staff.

Citizen activist group and task force members should contact judges, police and victims to check on possible problems in the prosecutor's office.

Find out how many drunk drivers were arrested by police in the past two or three years and the dispositions of those cases. How many were dropped? How many were plea-bargained to a lesser non-alcohol related offense? How many of the original number of drunk drivers arrested were convicted? How many convictions were appealed? Find out what the results were.

Of the convictions that were appealed, how many were dropped or nolle prosequi without being heard in the higher court? How many were plea-bargained?

Does the chief prosecutor review all cases that are dropped without going to trial? Does the chief prosecutor review all fatal and serious personal injury cases to make sure that the cases are being adequately and vigorously prosecuted? Are victim impact statements used as part of the sentencing process? Are all drunk driving cases being vigorously prosecuted?

Ask judges, police, probation officers and others if they are aware of any problems in the prosecutor's office that need to be corrected.

Find out if repeat offenders get special treatment from prosecutors and if cases are screened to identify repeat offenders.

All members of the prosecutor's trial staff should be solicited for their input and suggestions for corrective action. They can choose to remain anonymous, if necessary.

Citizen activist group and task force members must be encouraged to sit in court and observe how actual trials are conducted by both the judges and prosecutors.

Find out any policy or procedure changes that have been made in the past year on drunk driver prosecution.

And find out what problems the prosecutor's staff have with police and the judges.

Also talk to newspaper reporters who routinely cover the courts to get their opinions and observations.

Ask the prosecutor for a detailed budget of any funds needed to correct existing problems.

HOW TO GET MORE EFFECTIVE PROSECUTION

Meet with the elected prosecutor (he or she may be called a State's Attorney or District Attorney) and get a commitment to vigorously prosecute arrested drunk drivers.

Make sure that alcohol-related offenses are not allowed to be plea-bargained to a non-alcohol related offense such as a charge of having a defective muffler (it really happened).

Ask that victim impact statements (see page 59) be used and that the prosecutor publicize his policy towards drinking drivers.

The prosecutor needs to let the public know that drinking and driving will not be tolerated in the community and that excuses will no longer be accepted--with no exceptions.

VICTIM IMPACT STATEMENTS

Drunk driving is the most often committed violent crime in the United States. Yet when it comes to sentencing drunk drivers who have injured and killed, it is not unusual for the judges to be unaware of the impact the drunk driver has had on innocent people.

A statement explaining the impact on victims should be filed with the court in all cases where there has been serious injury or extensive property damages and loss of life. The victim impact statement helps judges understand the true nature of the crime that was committed. The victim impact statement is written by the victim or survivors in the victim's family.

It should be the responsibility of the prosecutor to obtain and submit to the courts the victim's impact statement.

The citizen activist group should ask that the prosecutor begin using victim impact statements.

The Victim's Responsibility

Typically in the United States, victims are encouraged to stay away from the criminal proceedings of their case by their civil attorneys. Victims should discuss this with their attorney, the prosecutor, and other victims who have been present at criminal proceedings. After weighing all their recommendations, victims should make their own decisions as to whether or not to attend the criminal proceedings.

It is important for victims to get involved with the prosecutor. They should ask to be kept informed of every step of the court proceedings and they should attend every hearing and trial date. The victim has a right and a need to know what is happening in their case and victims who stress vigorous prosecution help keep prosecutors on their toes when it comes to prosecuting drunk driving cases.

Victims should consider joining or establishing a local organization such as MADD or RID or starting their own group.

Such involvement helps ensure that the crime of drunk driving is adequately dealt with by the system and it also helps ease the pain of what happened. Victims joining together help all of us to be better protected from drunk drivers.

JUDGES AND COURTS

Judges and the courts are by far the most often blamed and complained about part of the drunk driver control system. Often the complaints are well founded and the criticism well deserved.

Most judges in the United States are, in fact, lenient when they sentence drunk drivers. And judges routinely allow plea-bargaining arrangements that are not in the best interest of the public to go unchallenged.

Chronic repeat offenders are not viewed by many judges as the dangerous criminals they really are, and drunk drivers are often put on meaningless informal probations. Drunk drivers routinely break the conditions of probation placed on them by judges and no action is taken against them. It is not unusual for a person on probation from an alcohol-related charge to be involved in an alcohol-related crash, sometimes killing or injuring innocent persons. The courts and the judges who run them are in effect ignoring the problem or are not aware of the problem.

Judges also use legal schemes such as deferred sentencing and probation before judgment to speed up court dockets and to give a break to those people arrested for drunk driving. As a result, the public suffers. What the judges are doing is a dangerous practice that enables drunk drivers an opportunity to continue to drive while impaired and pose a risk to the public.

In some court systems it is literally possible to buy your way out of an alcohol-related charge. By hiring an expensive defense attorney who knows how to get around the system and demands a jury trial and is willing to appeal the case to higher courts and constantly get continuances from judges, it is possible all too often to get the case dismissed or plea-bargained to a non-alcohol related offense.

Many judges do not or are not able to get a pre-sentence investigation conducted on a convicted drunk driver. All too often at the time of sentencing, a judge has incomplete records and can't tell if the person before him is a repeat offender.

The alcoholic, problem drinkers, and social drinkers who drive impaired need to be treated in a vastly different manners by the courts. Without alcohol-abuse assessments and pre-sentence investigations and complete driver records, judges can not make intelligent choices of sanctions when passing sentence. That lack of knowledge jeopardizes public safety and sends a message to the drinking public that drinking and driving is not a very serious offense, at least from the court's perspective.

One of the reasons judges in the United States don't do a better job protecting the public from drunk drivers is that most judges lack knowledge about the dynamics of the alcohol-crash problem in the community and don't understand the vital role they must play in the local drunk driver control system. Put another way, most judges fail to protect the public from the drunk driving menace because they are uninformed about the problem or simply don't know what are the most effective ways to both control and deter drunk driving.

The judges don't understand the impact their actions from the bench have on public safety. Judicial lack of knowledge is one of the most frustrating aspects of the drunk driver control problem. Many police view arresting drunk drivers as an unappreciated waste of their time because the judges let them go virtually unpunished.

Mistakes and mishandling of drunk drivers by well-meaning but unknowledgeable judges often cost innocent people their lives or health.

HOW TO MAKE COURTS MORE EFFECTIVE

Much can be done to improve how the courts and judges handle drunk drivers. Judges react to public pressure and criticism and will change the way they deal with drunk drivers if demanded to do so by the public. They won't like it, but they will change.

The first step towards improving the courts is to find out what is going on in the courts. This can be accomplished by auditing court records or by court monitoring. The results should be made public through the media.

Citizen activist groups must make sure that judges understand that the citizens in your community will no longer tolerate drunk driving and that judges are expected to play a key role in creating general deterrence. Unlike most other forms of violent crime, drunk driving is one crime that can be largely prevented. Citizen activist leaders should meet with the judges and demand more effective processing of drunk drivers by the courts. Make sure that all the judges who handle drunk driving cases understand the nature of the alcohol-crash problem and that judicial training for new judges and inservice training on drunk driving is mandatory for all judges.

When a local task force established, a judge should be a member. The judge(s) needs to explain to the task force from his or her perspective how the system works and lay out the problems in the total system he or she sees and what steps can be taken to correct those problems. (Task force members should be encouraged to sit in on the court to observe firsthand how drunk driving cases are processed.)

COURT RECORDS

Court records of drunk driving cases are public documents and the public has a legal right to see them.

The task force and/or citizen activist group should audit court records that pertain to drunk driving cases. Volunteers can be used.

The audit will uncover what actions each judge usually takes when sentencing drunk drivers. The court records can tell a lot about how the courts are operating and will help reveal dangerous deficiencies in the processing and sentencing of convicted drunk drivers.

The audit should examine what happens to a drunk driver on the first arrest and subsequent arrests and what the sentence patterns are for each judge.

The results of the audit should be released to the local media and made public.

THE JURY

Judges and prosecutors often claim that juries won't convict drunk drivers because the majority of people, the argument goes, have at one time or another driven while impaired. "There but for the grace of God go I," judges and prosecutors claim is the thinking of the average juror.

Don't buy that argument. It is utter nonsense and an attempt to shift the blame of ineffective prosecution and court processing to the general public. When the public is sensitized to the magnitude and nature of the drunk driving problem by citizen activists getting the problem to the public's attention through the use of the media and publicly speaking out on the issue before groups such as PTAs, juries will convict. The public must be taught that "There but for the grace of God goes my child or loved one who was killed or injured by a drunk driver." In areas where the public's awareness has been raised by citizen activists, juries are convicting drunk drivers who killed and judges are sentencing them to prison.

EFFECTIVE COURTS

An effective court system will have judges who are professionally educated to understand the alcohol crash problem and who understand the role they play in protecting the public from repeat offender drunk drivers.

The courts will provide for swift, sure and certain punishment and sanctions. The courts will order treatment and alcohol education in addition to punishment and sanctions and not in lieu of punishment and sanctions.

In addition to efficient case processing, Judges should order presentence investigations for all convicted drunk drivers to determine the best mix of punishment, sanctions, and treatment. Without diagnosis of the drinker, there is no way for the judge to impose an intelligent sentence designed to protect the public. Both the treatment and education and presentence investigation should be paid for by the drunk driver. For additional information on this aspect, call your Governor's Highway Safety Representative.

Judges should ensure that all alcohol-related offenses are put on the driver's record.

Effective courts will make sure that the public is aware of the court's (hopefully) tough stance on drunk drivers.

The message should be that the courts will not tolerate drunk drivers.

Finally, any problems with State law, processing by prosecutors or police that are observed by the courts should be brought to the attention of appropriate authorities so that they can be corrected.

ALCOHOLISM ASSESSMENTS

Every convicted drunk driver before being sentenced by a judge should undergo an alcohol-abuse assessment to determine the nature of the drinking problem that led to the arrest, so that proper punishment and sanctions designed to protect the public can be imposed by the judge. The cost of the assessment should be paid for by the drunk driver.

A social drinker arrested for drunk driving needs to receive different sanctions than a person with a severe drinking problem or an alcoholic. Judges

need to know the nature of a person's drinking behavior in order to make intelligent choices when determining sentencing. Currently in the United States the majority of convicted drunk drivers are not assessed. This is a serious flaw in the system and leads to repeat offenses being committed.

Citizen activist groups need to check the sentencing practices of judges to see if they are using pre-sentence alcohol-abuse assessments and if the system provides for the drunk driver to pay the cost of the assessment. Without the assessment, judges cannot possibly make an intelligent choice of sanctions.

There is no way to simply look at the vast majority of people who are arrested for drunk driving and determine the nature of their drinking problem that led to the arrest. Taking shortcuts compounds the drunk driving problem and leads to repeat offenses and the loss of innocent lives and preventable injuries.

COURT MONITORING

What is going on in the courts? Are the courts effective? Are local judges too lenient with drunk drivers? Are judges routinely approving dangerous plea-bargain arrangements? Are prosecutors prepared with their cases when they are being tried? Are the prosecutors doing a good job in the courtroom? Are the judges?

Are repeat offenders continually put on probation? Do the prosecutors object?

Can alcohol-related convictions be wiped off the record? Are pre-sentence alcohol-abuse assessments being used? Is judge and court shopping going on? Are numerous delays in starting drunk driving trials routinely granted?

Are victim impact statements used to help determine sentencing? Are drunk driving charges often dismissed without going to trial? Are probation violators brought back to the court and punished or given more probation?

Are drunk drivers routinely slapped on the wrist by judges who do not understand the alcohol-crash issue or fail to grasp the hazard drunk drivers pose to the community?

Finding out the answers to these questions and more and making the answers public through the media is vital to the public's safety.

One way to find out what is going on in the courts is to sit in the courtroom observing drunk driving trials being conducted and keeping records of how the cases are handled. This is called court monitoring. It can be very effective.

All citizen activist groups should consider court monitoring to learn what is taking place in the courts and as a way of bringing public pressure for improved court procedures to deal with drunk drivers.

Every judge who handles drunk driving cases should be court monitored. Judges who effectively deal with every drunk driver they convict help deter other drunk drivers from breaking the law and endangering innocent people. Those

judges often welcome court monitors and will meet with citizen activists to explain how the system works.

Other judges may resent the intrusion of citizen activists. Judges who are doing questionable work will often vehemently resent the adverse publicity citizen activist groups generate when they turn the results of their court monitoring over to the media.

But that is part of what it takes to force reform so that the public will be better protected in the future from drunk drivers.

The volunteers who do court monitoring need to be trained so that they will understand what they observe in the courtroom and will be able to record obvious deficiencies. For example, RID and MADD Chapters have trained individuals on how to monitor court programs.

When monitoring the court system it is also important to meet and talk to several judges to get their views on the drunk driving problem. Ask if they know of deficiencies in the court system? If they do, ask what steps they are taking to get them corrected. Find out the time table for the corrections to take place. Ask the judges what are the problems with the State laws. Judges who refuse to be interviewed should be sent a written questionnaire soliciting their views on the problem.

When beginning a court monitoring program issue a press release and send a letter to each judge whose court will be monitored to let them know that the public is watching. (See sample court monitoring letter in the Appendix.)

SUGGESTION: Court monitoring is perhaps the single most effective way to get immediate improvements in the courts. To be effective, court monitoring must be well organized and planned. Volunteers should be sought to do the actual court monitoring. Try soliciting the help of the local League of Women Voters, senior citizen groups and other civic minded groups such as the American Association of University Women to help staff a court monitoring project.

CAUTION: While it is important to find out what the specific problems are in your court system, it is also important to ask the judges for their side of the story. Ask why such deficient practices exist and the rationale for them and the sentencing practices of the judges. Just understanding a problem is often the key to its solution.

PROBATION

Convicted drunk drivers, even those who have killed an innocent person, are often put on some form of probation when they are sentenced in lieu of going to jail.

Probation is often violated and nothing further happens to the drunk driver. Many court systems simply ignore the fact that serious violations have taken place or they are not made aware of such violations.

The conditions of probation that are violated include, continuing to drive while intoxicated, continuing to drive while the driver's license is suspended or

revoked, and failing to attend some form of treatment for alcohol-abuse or alcohol education programs.

Every violation of a condition of probation set by the judge must be promptly reported and acted on so that immediate steps can be taken to protect the public.

Ignoring probation violations of convicted drunk drivers is a serious deficiency and enables known drunk drivers to pose obvious and clearly unnecessary threat, to public safety.

Deficiencies in probation policy or procedures often directly contribute to the innocent loss of life and tragic injuries.

For example: Five-month-old Laura Lamb, who was paralyzed for life from the tops of her shoulders down by a repeat offender drunk driver who was on probation for drunk driving, probably would be normal and healthy today if probation procedures in the county where Laura's tragedy occurred had not been dangerously flawed.

Any convicted drunk driver who is on probation and disregards the conditions set by the judge when probation is granted is an obvious menace to the public and must be immediately brought back before the judge so that appropriate action can be taken before someone is killed or maimed.

Thoroughly check out probation procedures and policy and make sure that probation violations are not ignored. If probation violations are routinely ignored then find out why and determine how to correct the problem. It could be that the prosecutors or the judges are the problem and not the probation officers.

Find out exactly what steps are taken when probations are violated and what steps the prosecutors and courts take.

Find out what action the driver license agency takes, if any, of if the agency is made aware of the probation violations.

EDUCATION AND TREATMENT

Drunk driver school (alcohol education) and treatment programs also need to be thoroughly investigated by the citizen activist group.

Treatment programs often are not effective at keeping drunk drivers who attend from continuing to drink and drive.

And alcohol education programs can be detrimental if poorly conducted, even causing increased drinking and driving by those who complete the school.

Find out answers to questions like these:

- o Has the program been scientifically evaluated to see how effectively it prevents future drunk driving?

- o Are repeat offenders allowed to go through the same program multiple times?
- o What happens if a person shows up drunk or had been drinking?
- o What happens when a person required by the judge to attend does not show up or misses sessions?
- o Are people obviously in need of treatment that is unavailable in the program they are attending sent back to the court for further disposition, if necessary?
- o Are there separate programs to meet the needs of young people?
- o Are treatment and education programs regulated by the State? (If they are not they should be.)

A member of the task force or citizen activist group should sit in on an education and a treatment program to learn what is going on. And qualified personnel from both types of programs should make a presentation to the task force when it is established.

SUGGESTION: Education and treatment is a complex area. Write or call the National Highway Traffic Safety Administration for additional information. But remember, a panel of experts from the National Safety Council and the National Highway Traffic Safety Administration recently recommended that present alcohol treatment programs be disallowed as an alternative to license suspension or revocation and other penalties such as stiff fines, etc. (Such programs could be an additional mandatory requirement for all offenders.)

DEPARTMENT OF MOTOR VEHICLES

The State agency that issues driver's licenses needs to be investigated for deficiencies.

Find out if records kept by the agency are adequate and available when needed. Find out the role of the agency in suspending or revoking the licenses of convicted drunk drivers and what is actually being done.

One problem, for example, could be if the agency has a poor recordkeeping system that does not provide timely information on a driver's past record when the judge is ready to sentence a convicted drunk driver. The judge would not know that he or she has a multiple offender to sanction.

Find out if convictions are promptly reported by the courts to the driver licensing agency. Ask how long it takes to record convictions on the driver's record.

Find out what happens to out-of-state drivers who are convicted of drunk driving in your State. Is the record of conviction forwarded to the State where the driver's license was issued? And if not, why not? How about the other way around?

A thorough investigation into the practices and policies and procedures in the handling of alcohol-related driving offenses by each State's department of motor vehicles is justified and part of the efforts needed to effectively control drunk drivers.

HOW TO FINANCE THE DRUNK DRIVER CONTROL SYSTEM

It has been proven that it is possible to reduce deaths associated with alcohol-related crashes for short periods of time. But to permanently reduce the risk of unnecessary tragedy caused by drunk drivers it will be necessary to undertake and forever maintain costly additional efforts mainly at the local level of government.

Sufficient additional funds will have to be made available to pay for substantially more arrests (by State and local police), better prosecution, pre-sentence alcohol-abuse assessments, better handling of drunk driving cases by the courts and judges, more effective punishment and rehabilitation, and other needed control efforts.

If the money isn't found, then over the long run drunk driving will remain largely uncontrolled and public safety will remain unnecessarily jeopardized. Gains made resulting from massive citizen and media pressure during 1981 and 1982 will be short-lived and innocent people in large numbers will continue to be killed and injured.

The amounts needed to pay for effective drunk driver control, while substantial compared to today's level of expenditures for drunk driving control are only a small fraction of the costs associated with the destruction to human life and property caused by drunk drivers. It is conservatively estimated that the alcohol-crash problem cost the nation more than \$5 billion annually. And that figure does not take into account the cost of human suffering (which can not be calculated) or the loss to the nation of the future talents of citizens killed or disabled.

While better drunk driver control programs are going to be expensive, the general public need not pay one extra dime to be more effectively protected from the crimes committed by drunk drivers. All of the costs can and should be borne by the drunk drivers themselves (user fees, increased court costs) and by the alcohol beverages industry (earmarked taxes). Fines and user fees must be used in the future for better drunk driver control.

USER FEES AND COURT COSTS

In most States, fines, court costs, and user fees that are assessed against convicted drunk drivers need to be substantially increased and used to help pay for effective drunk driver control at the local level. Citizen activist groups should evaluate the current system of such fine-and-fee structure, if there is one, and request appropriate changes in State law so that fees generated by drunk driving convictions will be returned to the local community to pay for effective enforcement and control.

In New York State, State Senator William T. Smith, whose daughter was killed by a drunk driver, worked for years without results to get effective legislation enacted into law. With citizen support, he finally got his way.

Smith's efforts, with the support of the RID organization, resulted in a law that dramatically increased fines for drunk driving convictions and set the stage for more comprehensive enforcement of anti-drunk driving laws.

Under Smith's "STOP-DWI" legislation, first-time convictions for driving while impaired were increased from \$50 to a new mandatory level of \$250. Driving while intoxicated now carries a \$350 minimum mandatory fine, with a \$500 maximum. Subsequent convictions for both offenses carry correspondingly more severe penalties.

In addition, the STOP-DWI legislation provides new revenues to local governmental jurisdictions from the increased fines to ensure that drunk drivers will be caught and prosecuted to the fullest extent of the law.

While the law provides that fines collected as a result of drunk driving offenses be returned to the counties to establish Special Traffic Option Programs for improved enforcement, prosecution, and adjudication efforts to combat drunk driving, a local jurisdiction to qualify for the funds has to designate a STOP-DWI Coordinator who will report annually to the county governing body and the State's Department of Motor Vehicles on program activities and money expended.

When the bill was passed in 1981, Smith said, "The STOP-DWI efforts by local governments will apply resources to meet specific community needs, and increase public awareness about the problem. Funds may be used in approved programs to combat drunk driving through enforcement, prosecution, adjudication, education, and rehabilitation. What this bill is saying is that from now on, the drunk driver will be paying the tab to protect the rest of us."

Smith has also said that citizens must tell their elected officials they will no longer tolerate drunk drivers. He had nothing but praise for the RID organization and the work it has done.

The Smith bill and other new State laws recently enacted in New York State as mentioned elsewhere in this manual should be obtained and considered by citizens activist groups who want to make sure that they have the best available laws to compare to their State laws.

THE NICKEL-A-DRINK TAX LAW

The nickel-a-drink tax concept is the brainchild of Forst Lowery, who was the project director of the Hennepin County, Minnesota, Alcohol Safety Action Project. Several States are considering the proposal as a means of supporting the increased level of effort needed for a comprehensive community-based alcohol safety effort.

The nickle-a-drink law shifts the burden of paying for controlling drunken drivers from the general taxpayer to a tax on the sale of alcoholic beverages. Lowery has designed the law so that the proceeds of a minimum tax on beverage

alcohol will make it possible to sharply increase drunk driving arrests and provide for all costs--State and local--of drunken driver control, including rehabilitation and education.

The nickel-a-drink tax is an excise tax on the gross receipts from the sale of beverage alcohol by wholesalers to retail dealers for the purpose of resale at an establishment by the glass or by the drink. Beer, wine and distilled spirits would be subject to the tax.

The additional tax is at the rate of 5¢ per ounce of distilled liquor, 5¢ per 12 ounces of beer and 5¢ per four ounces of wine. The tax collected (at the wholesale level by a formula) would be more than enough to pay for effective drunk driver control. The surplus funds generated could be used for other alcohol-related problems in the community such as spouse-abuse programs, etc.

The nickel-a-drink tax or an alternative measure that will raise enough funds to effectively control drunk drivers, needs to be enacted into law in every State. Anti-drunk driving citizen activist groups can have such bills introduced and then lobby to have them enacted into law or, if possible, to have the concept put on a statewide referendum and let the voters decide the issue.

Complete literature on the nickel-a-drink law can be obtained by writing to: Forst Lowery, Project Director; 635 Second Avenue South; Minneapolis, MN 55402; (612) 338-4756.

Lowery says "It's time to get the drunk driver off the property taxpayer's back." He is right.

CHAPTER 6: THE MEDIA

"...the press has become the greatest power within the Western countries; more powerful than the legislative, the executive, and the judiciary."

Alexander Solzhenitsyn
Harvard Commencement, 1978

THE ROLE OF THE MEDIA

The media--radio, television, newspapers and magazines--is the single most important and powerful tool that an anti-drunk driving organization must learn how to use. The media is a mighty sword you can use to slay the drunk driving dragon. And it is easy to learn how to use and work with the media.

Prior to mid-1980, the media payed little attention to the drunk driving issue throughout most of the United States. The general public was virtually left ignorant about the true magnitude and nature of the problem and that is why little pressure was mounted for reform. The media failed to do its job. But that is all changed now. The media has been sensitized to the issue and your job of getting press coverage will be much easier.

Starting in mid-1980 following the tragic crash in Maryland that crippled Laura Lamb, the media became dramatically more responsive on the issue because citizen activists were taught simple steps that work to use "the power of the press" to inform the public about the problem and focus public pressure on elected officials to obtain reform.

By the end of 1981, literally a small handful of victim activists and this author, a journalist turned activist, made drunk driving a well-publicized issue throughout the nation.

The story about drunk driving that started with Laura Lamb turned into more than a thousand stories on the issue that reached more than an estimated 100 million people across the nation. Television, radio, newspapers and magazines all jumped on the drunk driving "bandwagon" and did drunk driving stories. Today the drunk driving issue is fast becoming a national priority.

Much of the news coverage on the issue was orchestrated by ordinary people who learned that they have access to the media and how to get coverage on the issue. There is no reason why you cannot have the same success in your State and community.

The power of the press was used to get the point across that drunk drivers have become epidemic in virtually all communities and threaten or affect everyone of us everyday.

During the last quarter of 1981, all three networks did major stories on the drunk driving problem.

Tom and Dot Sexton and what happened to their son Tommy Jr. were featured on ABC's 20/20 program. Cindi and Laura Lamb were featured on 60 Minutes and Candy Lighter, founder of MADD, was on NBC Magazine.

Numerous network shows including Donahue and Good Morning America have focused on the issue and the work of RID and MADD.

Even the entertainment side of the television industry got into the act. Quincy solved a murder that was made to look like an alcohol-related crash to make the point that drunk drivers often get away with murder, and Lou Grant was arrested in one segment of his show and rehabilitated to make the point that anyone--even Lou Grant--can be a drunk driver.

Now victim activists around the country who have learned to use the media get enormous coverage of the issue in their States. Most recently the RID group in Missouri has successfully gotten the media behind its efforts and have generated almost weekly coverage of the issue.

You can do the same thing.

HOW TO USE THE MEDIA

Begin by learning what coverage your local media has already given the issue. Call local reporters who cover the issue, if reporters are so assigned, and ask to be briefed on what coverage has already taken place. Ask to see clips of all stories done on drunk driving. These will help serve as a starting place for future coverage and may reveal deficiencies in the system that have already been exposed by reporters.

Call and ask to sit down with reporters and editors and explain what your group is all about. Build a relationship with them and anytime you think you have something about the issue that is newsworthy, call the reporters and let them make the decision about whether it is or is not. That's their job and good reporters want to be kept up to date on your group's progress.

Ask editors, including television assignment editors to consider doing in-depth articles or video pieces on the drunk driving problem in your State or community. Suggest possible stories for them to do such as the problems in the courts with plea-bargaining or the impact drunk drivers have on the victim.

Do not get discouraged. In the long run, if you build a good relationship with your local media you will get all the coverage you need. The press is just as concerned about drunk drivers as you are (most of the media, but not all) and want to cover the story.

STORY IDEAS

There are many reporters who would like to be able to devote their full-time to the drunk driving issue so that they can do the best job possible. But, reporters have bosses (editors) and they are told what to do. Reporters have more than just the drunk driving issue to keep track of. So the easier you can make the reporter's job, the more stories and coverage you will generate.

So feed stories to the press whenever possible. Suggest story ideas and help the reporter gather the information. The more information on a story (names, dates, places, phone numbers, and incidents) you provide a busy reporter, the better the chances of getting the story published.

SUGGESTION: Newsday, the largest evening newspaper in the United States was one of the few exceptions to the fact that, in general, the media did not do a good job alerting the public to the true horror and magnitude of the drunk driving problem. They did an excellent investigative series on the drunk driving issue. It is titled "Drunk Driving: The Dismal Record" and is must reading for all who are concerned about the drunk driving issue. It is a model that other reporters can use from which to glean ideas on how the story can be covered in their home States. The series also shows numerous generic deficiencies that exist in most places in the nation and is a good learning tool for citizen activist groups to use to learn what types of problems may exist in their State and local system of drunk driver control.

The publisher of the newspaper has agreed to make available a good supply of "free" reprints of the Newsday series on drunk driving. To obtain a free copy write to:

Paula Cohen, Public Relations
Newsday
Long Island, New York 11747
(516) 454-2173

Show the series to your local reporters and ask them to try to emulate the work done by the Newsday reporters.

The series is also good background for task force members when such efforts are undertaken.

PICKING A REPORTER TO WORK WITH

Call the assignment editors of your local newspapers, radio, and television stations and ask which reporters cover or will cover the drunk driving issue. Meet with those reporters and solicit their help to get the issue before the public. Ask that indepth stories on drunk driving be done and that reporters research the system for dangerous flaws and deficiencies and report them to the public.

If you talk to enough reporters, sooner or later you will find one or more who will become concerned about the issue and take it on as a project. Feed that reporter as much information as you can.

Suggest story ideas to the reporter. Whenever a new development occurs make sure the reporters are informed about them. Don't be afraid to keep after reporters. They are used to it.

Citizen activists will get a lot of telephone calls from other victims, concerned citizens and organizations to discuss the drunk driving problem. They will also get calls from reporters. Always return the telephone calls of a reporter as soon as possible. The reporter may be working on a tight deadline and you might miss an opportunity to get an important point across to the public.

EDUCATING REPORTERS

Just as the general public is virtually ignorant about the true magnitude and seriousness of the alcohol-crash problem, so are the majority of reporters. After reading this manual you will know more about the drunk driving issue than most reporters. Take the time to teach interested reporters all you can about the alcohol-crash problem.

A reporter who understands the problem and its solutions will be able to do a better job putting his or her story together. Photocopy key sections of this manual (especially Chapters 1, 2, and 5) and given them to the reporter for background information. These sections of the manual and the Newsday series on drunk driving will provide any good reporter with enough information to be able to thoroughly investigate the drunk driving problem in your State or community.

LETTERS TO THE EDITOR

Writing letters to the editor about news stories or features that have been done on drunk driving, or about problems in the system that the newspaper has not yet covered, or commenting on an editorial about drunk driving that has run is a very effective and worthwhile way to keep the issue alive.

If you take exception to information contained in a news story, write a letter to the editor and let the public know.

Such letters should be done immediately after an editorial or story appears. Keep the letter short and to the point. One to six short paragraphs is usually more than sufficient. Put the most important information at the top of a longer letter so that if the editor has to shorten the letter (and many letters are shortened) he can easily cut off the least important information. Make the letter interesting and make sure of your facts.

Encourage others to write to the editor.

SUGGESTION: If you are working to get an anti-drunk driving bill passed or want to show public displeasure with a lenient judge, ask in your letter that the public write to their elected official in support of the bill or to criticize the judge. Such suggestions in a letter to the editor can generate a lot of mail and a lot of public pressure.

TELEVISION EDITORIALS

Television editorials can have a lot of impact. Call and discuss the drunk driving issue with the station's editorial director and ask that the station take a position on the drunk driving issue editorially. Keep up your relationship with the editorial director.

Work with all the local stations and try to get continuous editorials. WDVM TV, the CBS affiliate in Washington, D.C., has done more than a dozen editorials on drunk driving and its coverage has helped sensitize the public in the Washington area to the issue. (See sample editorial in the Appendix.)

OP-ED

Ask your local newspaper editors if you can write an article that can appear on what is commonly known as the OP-ED (opposite the editorial) page. This will give you a chance to get all your points across without the screening of a reporter.

MEDIA ALERT

When a bill on drunk driving is languishing in a committee at the State legislature, write a letter to every editor (use a form letter) of every newspaper in the State (or if a local issue, to every county or city newspaper) and all TV and radio news departments and ask that the public call their elected officials and express support for the bill. Activists in Maryland have used this approach several times with great success. They generated hundreds of letters and calls to reluctant politicians.

TELL THE TRUTH

Never under any circumstances lie to a reporter (or to anyone about drunk driving). If you do, you will lose your credibility. Reporters almost always find out the truth and the issue will suffer. If you don't know the answer to a reporter's question or it is a question you don't want to answer (such as personal details about the death of a victim) tell the reporter you don't know or do not care to answer. They will understand. Most reporters, even if they don't say so, are on your side on the issue of drunk driving. If you don't know the answer to a question, offer to find the answer and call the reporter back or refer the reporter to someone who should know the answer.

ERRORS

Many stories written about drunk driving over the past two years have contained at least one error of fact. Reporters are only human and they often make errors when telling their stories.

If the error leaves the public with an important misconception about part of the issue, ask that it be corrected. If it is a minor error, either forget it or just bring it to the reporter's attention so that in the future the same mistake won't be made again.

If you are misquoted tell the reporter, but if it is not an important point, don't make a big deal about it. You need the press, they don't need you.

LACK OF NEWS COVERAGE

Drunk driving is a major threat to the health and safety of every resident in your State and community and deserves to be adequately covered by your local newspaper and television station.

While there are many issues that vie for a newspaper's (or radio and television station's) time and attention, there is no excuse for any competent news organization to fail to adequately cover the drunk driving issue.

The public has a right to be informed about the drunk driving issue and news organizations have a duty to inform the public.

Just reporting on the progress of a citizen activist group's attempts to improve the system or just reporting on new developments in the issue is not good enough. Quantity of news coverage should not be confused with the quality of news coverage.

If your local newspaper (especially if you live in a one-newspaper town) or television or radio station fails to adequately cover the drunk driving issue or ignores it, there are ways a citizen activist group can bring pressure on the errant news organization to do a proper job of informing the public about the true nature of the drunk driving problem.

First ask reporters on the newspaper or at the television or radio station why the coverage of the story is being neglected. Next meet with or call or write the editor or news director and if necessary the publisher or station manager and ask why they are not doing a better job of covering the drunk driving story. The lives and health of innocent people depend on the news organization informing the public about the problem. Ask that investigative reporters be assigned to the story and the flaws and faults of individuals and institutions that are endangering the public be exposed and documented for the readers, listeners, and viewers.

If the newspaper or television or radio station still does not respond, then launch a public pressure campaign to get the news organization to do its duty. Ask everyone you can, citizens, victims, members of the clergy, police officers, business leaders, etc., to call and write to the editor or news director and to call and write to the publisher or station manager and complain. If enough people call the news organization, they may improve their coverage.

If there is an Ombudsman at the newspaper, write to him and complain. And write to the Federal Communications Commission (FCC) and complain that the television or radio station is not providing the community it serves with coverage of a controversial issue of public importance: drunk driving. Ask that the station's license not be renewed. If properly documented, such complaints are listened to very seriously.

If necessary, you could also encourage advertisers to insist on coverage.

SAVE THOSE CLIPS

Save and mount for later reference every story that is done on the drunk driving issue in your State and local community. They often contain valuable information that can be used by your task force to help correct the drunk driving problem in your area.

GETTING THE INFORMATION OUT

There are many public officials and government employees who are part of the drunk driving system who have firsthand knowledge of dangerous deficiencies and flaws in the system that they would like to see corrected but have been unable to get any changes made.

Those flaws and deficiencies are killing innocent people. If an individual has first-hand knowledge of a deficiency in the system but is unwilling to make that information public because of fear of reprisals, let that person know that you are willing to pass the information on to the press without divulging your source. As an alternative, you could provide that person with the name of a reporter who has a reputation for keeping his or her sources confidential. Very often when that kind of information is made public, the deficiencies or flaws are corrected overnight. If you are told some information in confidence, it is important to always keep the source's identity secret. Failure to do so could cost that person his or her job or word could get back to the person who gave you the information that you are not to be trusted.

PUBLICITY HOUNDS

It really is easy to get lots of news coverage on the drunk driving issue. But don't fall into the trap of getting coverage just to get coverage or make yourself look good. Drunk driving is a serious subject and there is no room in the issue for people who lose sight of their mission and try to become media stars. The press will turn off on you and the issue and your cause will suffer.

GETTING DRUNK DRIVERS' NAMES PUBLISHED

Having the names of people arrested for driving while intoxicated published in a newspaper is perfectly legal and helps serve as a deterrent to others.

Many newspapers around the country have started this practice. In some cases this has been as a result of citizens calling the editor or publisher and asking that the names be published.

If the paper refuses to publish the names of those arrested, despite the fact that they are public record, ask if the paper will at least publish the names of those convicted, the names of the judge who sentenced them and the punishment and other sanctions meted out by the court.

SUGGESTION: Try all the newspapers in your area. One or more might think it's a good idea.

THE PRESS CONFERENCE

Press conferences have been used very successfully by victim activist groups over the past two years. But they should only be used sparingly and when the activist group has a major statement or campaign to kickoff.

The announcement of the formation of a new anti-drunk driving activist group or the launching of a statewide initiative to obtain a State (or county) task force on drunk driving coupled with a petition drive or letter writing campaign would be an appropriate time to hold a press conference. So is the introduction of a major new anti-drunk driving law.

But to be successful, a press conference needs to be well planned and orchestrated. There has to be enough time for all advance planning and arrangements to be made.

The first thing to do is to select the theme for the press conference such as the kickoff of a statewide petition drive in support of a call for a State (or local) task force on drunk driving.

Then line up the agenda for the press conference. The ideal amount of time it should last is between 30 and 45 minutes. Any longer and most reporters will get bored.

So line up several speakers (three or four) who will have important statements to make on the subject. The speakers should include the leader of the activist group, one or two victims (or more) who will tell what happened to them and how drunk driving has affected their lives, and possibly a public figure such as a well respected elected official or other officials who are in support of the goals of the organization. In the past, congressmen, State legislators, and members of a State's attorney general's staff have participated in anti-drunk driving press conferences. A police chief, city mayor, or county executive would also be good candidates.

Also line up visuals for the television media. This can include a picketing demonstration outside the place where the press conference is held and victims who have suffered gravely because of an impaired driver. Laura Lamb, the baby who was paralyzed by a drunk, and a woman who is confined to a wheelchair because of a drunk driver, have appeared at successful press conferences in Washington.

Each victim who lost a child or other loved one should have an 8" by 10" picture of the one they lost to hold up when talking about their tragedy. Television stations will often show the pictures on the air.

In New York State, Doris Aiken, president and founder of RID, Remove Intoxicated Drivers, has a seemingly endless scroll she unrolls at demonstrations. On the scroll are the names of victims of drunk drivers. It is an impressive visual for television news crews to focus on.

Visuals are important for television, because they need more than just "talking heads" to put on the air.

After the theme and speakers and visuals are lined up, the next step is to pick a date, time, and place.

Allow at least two weeks or more to get everything in order for the press conference. The best location to hold a press conference is where reporters usually congregate, such as a county or city hall, or the State capitol building. In California, the MADD organization got permission to use the governor's press room to announce the formation of the organization and its goals.

Ask the press secretary, the person who handles the media for your governor, mayor, or county executive to help make arrangements for an appropriate room. Most will do it gladly. It will be more convenient for TV crews to set up their equipment and for reporters to show up. Remember: You want to make it as easy as possible for the reporters to do their jobs.

A press conference should be held about 10:30 in the morning to allow the story to make the evening television news and for print reporters to make their deadlines. Radio reports can begin airing almost immediately after the news conference ends and frequently will continue throughout the day.

The preferred date is early in the week such as a Monday or Tuesday. The week is just beginning and editors are looking for stories to do. And remember, the drunk driving story is important as well as a good one for the media to cover.

IMPORTANT CAUTION: Make sure that the date you choose will not conflict with another major event. If you hold your press conference while another important event is occurring, your press conference might get little, if any notice, despite the importance of the drunk driving issue. It's a risk you don't need.

No matter how well planned your press conference is, a major news story can always break and take away from your conference.

So, if only a few reporters show up, go ahead with it anyway. They came and deserve the courtesy of hearing what you have to say. You can always schedule a second press conference at a later date, but don't lose the opportunity at hand.

After picking a time, date, and place, the next thing to do is to prepare a pre-press release announcing that the press conference will be held.

The pre-press release should have a distinctive anti-drunk driving emblem on it or be on the letterhead of the organization holding the press conference.

The release should have the title of the press conference, a few paragraphs explaining why the press conference is being held, and why it is an important subject worthy of coverage by the press. If there will be visuals, they should be explained.

The release must be clearly written and have the name of a contact person so if there are any questions, the press will have someone to call.

(The press release used by MADD when the organization went public is an excellent example to follow and is included in the appendix.)

The next step is to obtain a list of all radio and television news departments and the names and addresses of all local newspapers, including the weeklies and smaller papers. Any good press secretary will have an up-to-date list and will provide you a copy of it, if asked.

SUGGESTION: One week before the press conference, mail or hand deliver a copy of the pre-press release to every name on the list. If the list is long and postage is a problem, ask a local insurance company if it will mail them for you; most will do so gladly--other business organizations or governmental agencies will also help if asked. If the press conference is to be held at the State house, city hall, or the county office building then post a notice of the press conference in the press room bulletin board if there is such a room.

Also call the Associated Press and United Press International and ask that the press conference be put in their "day book." This will help alert and serve as a reminder to all editors who get the wire services that the press conference is taking place. (Some AP and UPI offices will do this for you, some won't, but it is worth a try.) The calls to AP and UPI should be made early in the day on the day before the press conference.

Also send a copy of the pre-press release to representatives of the insurance industry, police department, and local or State government and anyone else who may have interest in the issue.

Then, and most importantly, after mailing out the release wait a few days and assume nobody read it. get on the telephone and call the assignment editors at all radio and television news departments and newspapers.

Ask if they have the release and if there are any questions. Try to sell them on the idea that it is an important press conference. The person making these calls should be very knowledgeable on the issue and if a victim, should tell the assignment editor that fact. Try to get a commitment that the assignment editor will send a reporter to cover the conference.

SUGGESTION: Lots of people are always trying to get coverage in newspapers and on television and radio. There is a lot of competition for coverage, so the more controversial you are, the better. That's the way the news business works. If your governor, for example, refuses to meet with your group or refuses to agree to establish the State task force and does not have a valid reason why, do not hesitate to bring this to the attention of reporters.

Before the press conference takes place, prepare a "press kit" to hand out to reporters. This makes it easier for them to do their jobs on a tight deadline and makes for more accurate coverage.

The press kit should contain a typed version of every speaker's statement, a fact sheet on the drunk driving problem that includes important local statistics and a contact sheet with the names and phone numbers of people who are expert on the issue for reporters to contact. (Include, for example, a reference to the information office of NHTSA. They have people who know the issue and can best explain it to reporters.) The press kit should also have a press release that explains the purpose of the conference and the key points being made.

Each speaker should limit their talk to no more than five minutes. Anything longer risks turning off the press.

On the day of the press conference make sure that one person is responsible for coordinating the conference and handling last minute details. A table should be set up at the front of the room for the speakers to sit at, and reporters should be met at the door and handed a press kit.

But make sure the press kits are at first given only to reporters. Keep a list of the reporters who attend for later reference. Everyone who attends will want a press kit, and if they are all gone and a reporter does not get one, you miss a chance for quality coverage from that reporter. If any kits are left over, they will still be needed to be distributed to news organizations that did not attend the event. They should be mailed or delivered in person to the assignment editor.

A press conference is not a time for people to get their egos massaged. Politicians, who pat each other on the back at a press conference turn off the press. Make sure all speakers stay on the subject at hand.

SUGGESTION: Victims are very good speakers. They should be helped with their statements and for the purposes of television and radio each speech should contain several 10 to 30 second hard hitting statements such as:

"Drunk driving will no longer be tolerated in our community";

"Drunk driving is the most often committed violent crime in our community and not enough is being done about it"; and

"Our governor is dragging his feet on deciding to appoint a task force."

Another important thing to do is to encourage victims and concerned citizens to attend the press conference. A good crowd shows the press that you mean business and that there is support for your efforts. When all the speakers have finished with their presentations, ask if the press has any questions and be sure to thank them for coming.

Follow up--it is appropriate to call the editors of newspapers and broadcast media who did not send reporters and ask why the press conference was not covered. They may have a reasonable and valid reason such as being short

staffed, or a breaking news story took precedence over your press conference. If so, offer to explain what took place at the conference over the phone and to send or deliver a news release. Remember you are continually trying to convince the media that this subject is important to cover and that your group is not going to give up.

RADIO AND TV TALK SHOWS

Before and after the press conference, try to line up appearances on radio and TV talk shows. Make sure that the person who appears on such shows is articulate and well versed on the issue.

NEWSPAPER EDITORIALS AND TELEVISION EDITORIALS

After the coverage by the media of the press conference, wait a few days and call the editorial writers of newspapers and television and radio stations and ask if they will write or broadcast editorials in favor of your request for a task force (or whatever). It does not hurt to ask and very often you will get an editorial.

NOTE: At first reporters and government officials may be skeptical about the worth of a task force. Most task forces produce reports that sit on a shelf and no action is taken on them. This is not the case with a well-designed drunk driving task force if victims and concerned citizens demand that the task force recommendations are implemented. A drunk driving task force is action-oriented and can produce significant results. Ask the skeptics to call the chairman of the Montgomery County Task Force, Charles Short, to get his reaction to the task force approach. (see Task Force Concept, page 49)

More on visuals--The press needs good visuals to help explain their stories. And victims who hold up a picture of a child who was killed by a drunk driver, or who are sitting in a wheelchairs make good visuals and will be well covered by the media. Take advantage of that fact. While it may be distasteful to you at first, it helps get the word out that there is a problem and furthers everyone's goal of saving lives and reducing injuries. It is one thing to say that "x" number of people have been killed and maimed by drunk drivers and quite another to vividly show the results of alcohol-related crashes. It is important to personalize the statistics.

CHAPTER 7: A FEW MORE POINTS

ADVICE FROM THE NATIONAL SAFETY COUNCIL

A National Safety Council panel of experts on alcohol and drugs in February 1982 urged jurisdictions and groups presently focusing on DWI laws and other legal approaches intended to reduce the numbers of alcohol-related deaths and injuries to consider the following recommendations:

1. Increase the number of DWI offenders identified by improving enforcement. In particular, require that all drivers in moving violations or crashes be tested by a reliable breath-alcohol screening device or some other chemical test for alcohol, and widely publicize these changes in enforcement.
2. Eliminate severe penalties such as jail sentences for first offenders, and mandate license suspension and/or revocation for fixed periods for all convictions for DWI. Assure that all arrests involving DWI be identified on driving records.
3. Change the procedures by which offenders are processed to assure swift and certain adjudication.
4. Disallow present alcohol treatment programs as an alternative to license suspension or revocation. (Such programs could be an additional mandatory requirement for repeat offenders.)
5. Adopt a legal minimum drinking age of 21, if the present minimum is lower.

MORE GOOD ADVICE--PROTECT YOURSELF

The single most effective countermeasure to reduce death and injury caused by drunk drivers is to wear safety belts and correctly use approved child restraint devices for small children.

No matter how successful you are in obtaining better control of drunk drivers in your community, it is important to know and understand that a certain number of drunk drivers will always be on our roads. We will never be able to totally eliminate them.

No matter how careful a driver you are, your best protection from being killed or injured by a drunk driver is to fasten your safety belt on each and every trip--even if it's only to the corner store. Not doing that is akin to potentially committing suicide.

Please, for your sake and that of your family, use safety belts and child restraint devices. Without them, a drunk driver can destroy your family's future, without warning, in a matter of seconds.

Recommendation: Many States are enacting child restraint laws which save children's lives. National figures show that only about 11 percent of young children are restrained and of that 11 percent, a large number of children are

incorrectly being restrained. Much tragedy and suffering can be prevented with a mandatory child restraint law. Obtain a copy of a model child restraint law from your Governor's Highway Safety Representative. Consider it as an effective drunk driving countermeasure.

And a worthwhile project that a citizen activist group should consider in every community is to establish a "loaner program" at local hospitals that will provide for the temporary use of a child restraint device so that a newborn's first ride is a safe ride. A mother holding an infant or small child in her lap, even if she is belted in, is asking for trouble. That practice is unsafe.

There is at least one case recorded where an infant was killed in an alcohol-related crash on the way home from the hospital after its birth. The parents will be bitter forever. Don't let it happen to someone you love.

There is also something that all of us must do if we are to prevent drunk driving. And that is to personally prevent an alcohol-impaired person from climbing into a car and potentially killing themselves or an innocent person. The concept of "Friends Don't Let Friends Drive Drunk" is important for all of us to practice. Drive an impaired person home yourself or call a taxi, or let them sleep it off, on the floor, if necessary.

And when going to a party or out for a night on the town, use the same concept the Scandinavians use. They pick a designated driver for the evening. That person does not drink and is responsible for seeing that those with him or her get home safely. It's a good practice and it works.

CONCLUSION

If the methods outlined in this manual are followed, death and injury can be significantly reduced in any State or community.

The knowledge to control and deter drunks from driving on American highways has existed for at least the past ten years. But without public understanding of the magnitude and nature of the alcohol-crash problem and public support, traffic safety specialists have been unable to take the needed steps to protect the public from drunk drivers.

During the ten-year period an estimated 250,000 people were killed on our roads. The mounting tragedy they comprise slipped through the cracks one death at a time until "America's Greatest Tragedy" had occurred. It is our nation's greatest tragedy because much of the death and injury associated with alcohol-related crashes was largely preventable.

An informed public led by able citizen activists can work for effective solutions. But it is a process that will have to be forever maintained and forever monitored in our communities or the terrible toll drunk drivers take will continue to climb and a plague of anguish will continue to cast a shadow across our land. In the final analysis, it will be up to the citizens in each community to make a choice. They can continue to look the other way or they can take a stand and loudly proclaim and demand that "drunk drivers will no longer be tolerated."

APPENDIX A: CITIZEN ACTIVIST GROUPS

State and Local Groups

1. Tom and Dot Sexton (MADD-MD) (One of the most knowledgeable and effective victim activist groups in the nation.)
3113 Tinder Place
Bowie, MD 20715
(301) 464-1842
2. Ed and Marie Kuneg (Northern Virginia) MADD
2216 Casemont Drive
Falls Church, VA 22046
(703) 532-8076
3. Joyce Salamy (C.A.A.D.)
Citizens Against Abusive Drivers
604 Virginia Street, East
Charleston, WV 25301
(204) 345-0932
4. Marge Charleville, President (One of the most knowledgeable and effective victim activist groups in the nation.)
RID-Missouri
St. Louis Chapter
P.O. Box 12654
St. Louis, MO 63141
(314) 576-5425
5. Susan Midget
Mothers-Many Against Drinking Driving
P.O. Box 14436
Norfolk, VA 23510
(804) 587-0711
6. Susan Weight
Californians for Sober Highways
1748 North Verdugo Road No. 2
Glendale, CA 91208
(213) 277-5111
7. Frank Helmstadter, PARKIT
10 Union Street
Dryden, NY 13053
(607) 272-3914 Home; 256-3815 Office
8. Charlotte Kitowski
50 Arnoldale Road
West Hartford, CT 06119
(203) 525-1107

National Groups

1. **Mothers's Against Drunk Drivers, MADD**
Candy Lightner, President and Founder
5330 Primrose, Suite 146
Fair Oaks, California 95628
(916) 966-6223

2. **Remove Intoxicated Drivers, RID**
Doris Aiken, President and Founder
P.O. Box 520
Schenectady, NY 12301
(607) 372-0034

This is the first major anti-drunk driving group in the nation and its work predates the work that went into this manual.

3. **Citizens for Safe Drivers**
Ken Nathansen
P.O. Box 42081
Washington, DC 20015

This group has worked mainly on making the National Driver Register more effective.

If there are additional groups that wish to be listed in this manual, please write to "Citizen Activist Manual," C/O The National Highway Traffic Safety Administration, U.S. Department of Transportation, 400 7th Street, S.W., Washington, DC 20590

APPENDIX B: GOVERNORS' HIGHWAY SAFETY REPRESENTATIVES AND COORDINATORS

Representative

Coordinator

ALABAMA -- Governor Forrest H. James

Mr. Bobby Joe Kemp
Highway Director
State of Alabama Highway Department
State Highway Building
11 South Union Street
Montgomery, Alabama 36130
Phone: (205) 832-5440

Mr. James F. Quinn
Director
Office of Highway and
Traffic Safety
11 South Union Street, Room 741
Montgomery, Alabama 36130
Phone: (205) 832-5974

ALASKA -- Governor Jay Hammond

Mr. William R. Nix
Commissioner, Department
of Public Safety
Pouch N Pouch N
Juneau, Alaska 99801
Phone: (907) 465-4300

Mr. Charles Smith
Director, Alaska Highway
Safety Planning Agency
Juneau, Alaska 99801
Phone: (907) 465-4371

ARIZONA -- Governor Bruce Babbitt

Mr. Richard Zazueta
Governor's Highway Safety
Representative
Office of Highway Safety
1801 W. Jefferson, Room 465
Phoenix, Arizona 85007
Phone: (602) 255-3216

SAME

ARKANSAS -- Governor Frank White

Mr. Charles J. Curtis, Director
Arkansas Highway Safety Program
#1 Capitol Mall
Level 4B, Suite 215
Little Rock, Arkansas 72201
Phone: (501) 371-1101

SAME

Representative

Coordinator

CALIFORNIA -- Governor Edmund G. Brown, Jr.

Thomas A. Lankard, Director
Office of Traffic Safety
Business and Transportation Agency
State of California
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Sacramento, California 95823
Phone: (916) 445-5373

Mr. G. Van Oldenbeek
Office of Traffic Safety
Business and Transportation Agency
State of California
7000 Franklin Boulevard - Suite 300
Sacramento, California 95823
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COLORADO -- Governor Richard D. Lamm

Cordell Smith, Director
Division of Highway Safety
4201 East Arkansas Avenue
Denver, Colorado 80222
Phone: (303) 757-9381

CONNECTICUT -- Governor William A. O'Neill

Mr. Norman C. Booth
Governor's Representative
Department of Transportation
Bureau of Highways
24 Wolcott Hill Road
Wethersfield, Connecticut 06109

DELAWARE -- Governor Pierre S. "Pete" duPont, IV

Mr. Francis A. Ianni Governor's Representative
for Highway Safety Treadway Towers
9 East Lockerman Street
Dover, Delaware 19901
Phone: (302) 736-4282

SAME

DISTRICT OF COLUMBIA -- Mayor Marion S. Barry

Thomas M. Downs, Director
D.C. Department of Transportation
Presidential Building, Room 508
415 12th Street, N.W.
Washington, D.C. 20004
Phone: (202) 727-5847
Phone: (202) 727-5777

William E. Corgill, Ph.D.
Highway Safety Program Coordinator
D. C. Office of Highway Safety
Presidential Building, Suite 604
415 12th Street, N.W.
Washington, D.C. 20004

Representative

FLORIDA -- Governor Robert Graham

Robert S. Wilkerson, Director
Division of Public Safety Planning
and Assistance
Florida Department of Veteran and
Community Affairs
2571 Executive Center Circle East
Tallahassee, Florida 32301
Phone: (904) 488-6001

GEORGIA -- Governor George Busbee

Carlton Fisher, Director
Office of Highway Safety
State of Georgia
2175 Northlake Parkway
Building 4, Suite 144
Tucker, Georgia 30084
Phone: (404) 393-7480

HAWAII -- Governor George R. Ariyoshi

Dr. Ryokichi Higashijima
Governor's Highway Safety
Representative
Department of Transportation
659 Punchbowl Street
Honolulu, Hawaii 96813
Phone: (808) 548-4655

IDAHO -- Governor John V. Evans

Darrell V. Manning, Director
Idaho Department of Transportation
Box 7129
Boise, Idaho 83707
Phone: (208) 384-3699

ILLINOIS -- Governor James R. Thompson

Melvin H. Smith, Director
Division of Transportation Safety
319 Administration Building
2300 South Dirksen Parkway
Springfield, Illinois 62764
Phone: (217) 782-4972

Coordinator

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Dept. of Veteran and Community
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Tucker, Georgia 30084
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INDIANA -- Governor Robert Orr

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Governor's Representative
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IOWA -- Governor Robert D. Ray

Edward J. Stanek, Director
Office for Planning and Programming
Capitol Hill Annex
523 East 12th Street
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Mr. Sven Sterner, Director
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KANSAS -- Governor John Carlin

Mr. John B. Kemp, Secretary
Kansas Department of Transportation
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Topeka, Kansas 66612
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Engineer of Safety
Safety Department of the
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KENTUCKY -- Governor John Y. Brown, Jr.

Mr. Marion D. Campbell, Commissioner
Bureau of State Police
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Ms. Joe Ann O'Hara, Commander
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LOUISIANA -- Governor David Treen

Mr. Stephen M. Young Executive Director
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Baton Rouge, Louisiana 70804
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Representative

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MAINE -- Governor Joseph E. Brennan

Mr. Albert L. Godfrey, Sr.
Maine Department of Public Safety
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SAME

MARYLAND -- Governor Harry Hughes

The Honorable Lowell K. Bridwell
Secretary of Transportation
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SAME

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SAME

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Tom Boerner
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NEW HAMPSHIRE -- Governor Hugh H. Callen

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SAME

MISSISSIPPI -- Governor William Winter

Mr. Roy Thigpen, Director
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Governor's Highway Safety Program
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SAME

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Mr. David Baxter
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MONTANA -- Governor Ted Schwenden

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SAME

NEBRASKA -- Governor Charles Thone

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Mr. Fred E. Zwonechek
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Curtis A. Winston, Manager
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NEW MEXICO -- Governor Bruce King

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NEW YORK -- Governor Hugh L. Carey

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SAME

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Dennis R. Garwood, Deputy Director
Department of Highway Safety
P.O. Box 7167
Columbus, Ohio 43205
Phone: (614) 466-2895

OKLAHOMA -- Governor George Nigh

Mr. Ralph W. Graves
Governor's Representative
Oklahoma Highway Safety Office
Room G-80, Jim Thorpe Building
Oklahoma City, Oklahoma 73105
Phone: (405) 521-3314

OREGON -- Governor Victor Atiyeh

Mr. Gil W. Bellamy
Governor's Representative
Oregon Traffic Safety Commission
325 13th Street, N.E., Suite 306
Salem, Oregon 97310
Phone: (503) 378-3670
378-3669

Mr. Michael Baldwin, Deputy Administrator
Oregon Traffic Safety Commission
325 13th Street, N.E., Suite 306
Salem, Oregon 97310
Phone: (503) 378-3670
378-3669

PENNSYLVANIA -- Governor Richard L. Thornburgh

John J. Zogby, Deputy
Secretary for Safety Administration
Commonwealth of Pennsylvania
215 Transportation Safety Building
Harrisburg, Pennsylvania 17120
Harrisburg, Pennsylvania 17120
Phone: (717) 787-3928

Bradley L. Mallory, Director
Bureau of Safety Programming and
Analysis
1200 Transportation and Safety
Building
Phone: (717) 787-7350

Representative

Coordinator

PUERTO RICO -- Governor Carlos Romero Barcelo

Dr. Rafael Gonzalez Faria
Secretary of Transportation and
Public Works
Box 8218
Santurce, Puerto Rico 00910
Phone: (809) 726-5290
(809) 726-5150, Ext. 3550

Mr. Elvin Ruiz Serrano
Executive Director
Traffic Safety Commission
P. O. Box 41289
Santurce, Puerto Rico 00940

RHODE ISLAND -- Governor J. Joseph Garrahy

Wendall J. Flanders, Director
Department of Transportation
Governor's Highway Safety Representative
State Office Building - Smith Street
Providence, Rhode Island 02903
Phone: (401) 277-2481

Edward J. Walsh, Coordinator
Governor's Highway Safety Office
345 Harris Avenue
Providence, Rhode Island 02909
Phone: (401) 277-3024

SOUTH CAROLINA -- Governor Richard W. Riley

Ms. Patrick J. Noble
Governor's Highway Safety Representative
Edgar A. Brown State Office Building
1205 Pendleton Street, Room 401
Columbia, South Carolina 29201
Phone: (803) 758-3573

SAME

SOUTH DAKOTA -- Governor William J. Janklow

Robert C. Clark, Director
Division of Highway Safety
Department of Public Safety
118 West Capitol Avenue
Pierre, South Dakota 57501
Phone: (605) 773-4124

James Feeney, Acting Program Manager
State and Community Programs
Department of Public Safety
118 West Capitol Avenue
Pierre, South Dakota 57501
Phone: (605) 773-3675

TENNESSEE -- Governor Lamar Alexander

Larry M. Ellis, Coordinator
Governor's Highway Safety Program
James K. Polk State Office Building
505 Deaderick Street, Suite 1800
Nashville, Tennessee 37219
Phone: (615) 741-2580

SAME

Representative

Coordinator

TEXAS -- Governor William Clements

Mr. Mark G. Goode
Governor's Representative
State Department of Highways and
Public Transportation
11th and Brazos
Austin, Texas 78701
Phone: (512) 475-3525

Mr. John L. Staha, Administrator
Traffic Safety Section (D-18-TS)
State Department of Highway and
Public Transportation
11th and Brazos
Austin, Texas 78701
Phone: (512) 452-8141 Ext 360

UTAH -- Governor Scott M. Matheson

Larry Lunnen, Commissioner
Department of Public Safety
4501 South 2700 West
Salt Lake City, Utah 84119
Phone: (801) 533-4900
Salt Lake City, Utah 84109
Phone: (801) 533-5286

Robert Parenti, Director
Special Programs Division
Utah DOT Complex
Department of Public Safety
4501 South 2700 West

VERMONT -- Governor Richard A. Snelling

The Honorable Tom Eyslin
Secretary of Transportation
133 State Street
Montpelier, Vermont 05602
Phone: 8-832-2657

Mr. Donald Remick
Highway Safety Coordinator
Vermont Highway Safety Program
Agency of Transportation
133 State Street
Montpelier, Vermont 05602

VIRGINIA -- Governor Charles Robb

John T. Hanna, Director
Department of Transportation Safety
300 Turner Road
Richmond, Virginia 23225
Phone: (804) 276-9600, Ext. 20

R. W. DuVal
Assistant Director
Department of Transportation Safety
300 Turner Road
Richmond, Virginia 23225
Phone: (804) 276-9600, Ext. 24

WASHINGTON -- Governor John Spellman

William Lathrop, Director
Washington Traffic Safety Commission
1000 Cherry Street
Olympia, Washington 98504
Phone: (206) 753-6197

Mr. Charles Hayes
Washington Traffic Safety Commission
1000 Cherry Street
Olympia, Washington 98504
Phone: (206) 753-6197

Representative

Coordinator

WEST VIRGINIA -- Governor John D. "Jay" Rockefeller, IV

Ms. Alicia Tyler
Governor's Highway Safety Representative
Governor's Office of Economic and
Community Development
5790-A MacCorkle Ave
Charleston, West Virginia 25305
Phone: (301) 348-8814

SAME

WISCONSIN -- Governor Lee S. Dreyfus

Owen Ayers, Secretary
Wisconsin Office of Highway Safety
Room 120B, Hill Farms State
Office Building
4802 Sheboygan Avenue
Madison, Wisconsin 53707
Phone: (608) 266-1113

James O. Peterson
Wisconsin Highway Safety Coordinator
Room 936, Hill Farms State
Office Building
4802 Sheboygan Avenue, Rm 936
Madison, Wisconsin 53702
Phone: (608) 266-0402

WYOMING -- Governor Ed Herschler

Jim Rolf, Acting Director
Governor's Office of Highway Safety
720 West 18th Street
Cheyenne, Wyoming 82002
Phone: (307) 777-7497

SAME

VIRGIN ISLANDS -- Governor Honorable Juan Luis

Mr. Raymond A. Moorhead
Governor's Representative
Virgin Island Office of Highway Safety
P.O. Box 1847
Fredricksted, St. Croix
Virgin Islands 00840
Phone: (809) 772-3025
772-2946

SAME

Representative

Coordinator

AMERICAN SAMOA -- Governor Honorable Peter T. Coleman

Mr. Palauni M. "Brownie" Tuiaosopo
Governor's Representative
Executive Office Building
Government of American Samoa
Pago Pago, American Samoa 96799
Phone: 639-9188 or 82
(Through International Operator)

Marvin A. Leach, Ed.D.
Director
Office of Traffic Safety
Government of American Samoa
Pago Pago, American Samoa 96799

GUAM -- Governor Honorable Paul M. Calvo

Jose E. Gutierrez, Jr., P.E.
Governor's Highway Safety
Representative
Department of Public Works
Government of Guam
Agana, Guam 96910
Phone: 646-5831, Ext. 11
(Through International Operator)

Ms. Teresita C. Leon Guerrero
Highway Safety Coordinator
Office of Highway Safety
Government of Guam
P. O. Box 2950
Agana, Guam 96910
Phone: 646-5333, Ext. 60
(Through International Operator)

INDIAN TRIBES

Commissioner of Indian Affairs
Bureau of Indian Affairs
Department of the Interior
19th & C Streets, N.W.
Washington, D.C. 20242

Charles Jaynes, Coordinator
Indian Highway Safety Program
Bureau of Indian Affairs
Division of Safety Management
P. O. Box 2006
Albuquerque, New Mexico 87103
Commercial (505) 766-2863

NORTHERN MARIANA ISLANDS -- Governor Honorable Pedro P. Tenorio

Mr. Jose Babuta, Acting
Director of Public Safety
Office of Highway Safety
Department of Public Safety
Commonwealth of the Northern
Mariana Islands
Saipan, Northern Mariana Islands 96950
Phone: 6333/6431
(Through International Operator)

Mr. William J. Hanna
Highway Safety Coordinator
Office of Highway Safety
Department of Public Safety
Commonwealth of the Northern
Mariana Islands
Saipan, Northern Mariana Islands 96950
Phone: 7212/7153
(Through International Operator)

APPENDIX C: NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

Regional Administrators

REGION I

States: Connecticut Massachusetts Rhode Island
 Maine New Hampshire Vermont

Regional Administrator
Transportation Systems Center
Kendall Square - Code 903
Cambridge, Massachusetts 02142
Home Phone: (617) 762-4351

John J. Connors

Office Tel.
(617) 494-2680

REGION II

States: New York New Jersey Puerto Rico
 Virgin Islands

Regional Administrator, NHTSA
222 Mamaroneck Ave., Suite 204
White Plains, New York 10605
Home Telephone: 914-948-2378

Harry B. Nelson

Office Tel.
(914) 683-9690

REGION III

States: Delaware Maryland Virginia
 Dist. of Col. Pennsylvania West Virginia

Regional Administrator, NHTSA
793 Elkridge Landing Road - Rm. D-203
Linthicum, Maryland 21090
Home Telephone: 301-647-8008

Frank D. Altobelli

Office Tel.
(301) 926-7692

REGION IV

**States: Alabama Kentucky South Carolina
Florida Mississippi Tennessee
Georgia North Carolina**

**Regional Administrator, NHTSA
Suite 501
1720 Peachtree Road, N.W.
Atlanta, Georgia 30309
Home Telephone: 404-939-2449**

Stanley M. Keesling

**Office Tel.
(404) 881-4537**

REGION V

**States: Illinois Michigan Ohio
Indiana Minnesota Wisconsin**

**Regional Administrator, NHTSA
Suite 214, Executive Plaza
1010 Dixie Highway
Chicago Heights, Illinois 60411
Home Telephone: 312-798-2332**

Gordon Lindquist

**Office Tel.
(312) 756-1950**

REGION VI

**States: Arkansas New Mexico Texas
Louisiana Oklahoma**

**Regional Administrator, NHTSA
819 Taylor Street, Room 11A26
Fort Worth, Texas 76102-6177
Home Telephone: 817-292-0426**

E. Robert Anderson

**Office Tel.
(817) 334-3653**

REGION VII

**States: Iowa Missouri
Kansas Nebraska**

**Regional Administrator, NHTSA
P. O. Box 19515
Kansas City, Missouri 64141
Home Telephone: 913-341-7564**

Everett L. McBride

**Office Tel.
(816) 926-7887**

REGION VIII

**States: Colorado North Dakota Utah
Montana South Dakota Wyoming**

**Regional Administrator, NHTSA
555 Zang Street, 1st Floor
Denver, Colorado 80228
Home Telephone: 303-238-7080**

Robert C. O'Connell

**Office Tel.
(303) 234-3253**

REGION IX

**States: Arizona Hawaii American Samoa
California Nevada Guam
Northern Marianas**

**Regional Administrator, NHTSA
Two Embarcadero Center, Suite 610
San Francisco, California 94111
Home Telephone: 415-376-2753**

Calvin Burkhart

**Office Tel.
(415) 556-6415**

REGION X

**States: Alaska Oregon
Idaho Washington**

**Regional Administrator, NHTSA
3140 Federal Building
915 Second Avenue
Seattle, Washington 98174
Home Telephone: 206-542-6447**

William L. Hall

**Office Tel.
206-442-5934**

APPENDIX D: TESTIMONY OF THELMA BRIDGEWATER - R.I.D.-MO

My name is Thelma Bridgewater. My daughter, Jody, 23 years old, was killed by a drunk driver on May 5, 1977 in Houston, Texas. This was Mother's Day weekend. She was on her way home to her apartment from her new home she and her husband had just purchased. About 10:30 p.m. she had stopped for a red traffic signal at the intersection of a 6-lane divided street. Her car was hit from the rear by a drunk driver in a recreational vehicle traveling at a speed estimated to be about 60 mph. Jody's shoulder harness, headrest, and seat belt failed to prevent her death from a broken neck. An eye witness at the scene noted that the offending driver never slowed down or attempted to stop prior to the impact. The driver left the scene of the accident, but was apprehended by the police who arrested him and brought him back. By his own admission at the scene, and later in his deposition, he remembered nothing of the accident. He had passed out at the wheel. He admitted to having about 12 drinks that evening, with nothing to eat since noon. He had a "roadie" with him when the accident occurred. The police were very thorough in processing this case and remained with us at the hospital until our daughter died. The driver was charged with manslaughter, D.W.I., and leaving the scene of the accident. Even though the police did their part to bring this criminal to justice, the man was free on a \$2,000 bond within two hours following his arrest.

The defendant was granted five continuances which resulted in approximately a one year delay in bringing this case to trial. These continuances were granted on extremely short notice, causing interested parties to have to appear in court each time. When the "trial" was finally held, it lasted only a few minutes. All charges were rolled into one via-the plea-bargaining process. The defendant was found guilty. The Assistant Prosecuting Attorney assigned to this case recommended a fine of \$2,000 and five years probation. At the request of the defendant's Attorney, the Judge waived the fine and put the defendant on five years probation. No trial, per se, ever occurred. The judge reprimanded the defendant for misbehaving and then released him.

Our son diligently attended court each time this case was scheduled to be tried. He was present on the day the case finally came before the judge. Because of our son's shock at this travesty of justice, he directed some comments to the defendant. Later that same day, my husband and my son made a 3-way call to the judge to discuss the judge's verdict. The judge made it very clear he did not have to answer to anyone for his decision, and also that if he had known the comments made in court were from a member of the victim's family, he would have cited him for contempt of court and perhaps even put him in jail to "cool off." It was most apparent the judge considered our son's behavior to be a far more serious crime than the murder or of daughter by a drunk.

A few weeks later the man who killed our daughter was allowed to leave the State. Soon this man will no longer be on probation. We do not know if he ever violated his probation because he lives in another State and we have been unable to learn anything about his behavior since the crime. His driver's license was not revoked, so he has been free to drive and kill again. This killer did not serve a day in jail or pay even one dollar for his crime. However, my family and I are still serving a life sentence for HIS crime.

APPENDIX E: ACTIVIST SPEECH

March 2, 1982
Alcohol Abuse Prevention Campaign
Ramada Inn, Jefferson City, Missouri
2 minute speech from the head table

I am Marge Charleville, President of RID-MO, St. Louis Chapter and I want to thank Mr. Ed Corcoran and the Missouri Division of Alcohol and Drug Abuse for inviting members of RID to be here today.

My husband Joe and I are angry! Our daughter's life was taken from us because of a senseless and violent crime--she was an innocent victim murdered by a drunk driver on Mother's Day weekend, May 10, 1980. I also became painfully aware of the inadequacies of Missouri's legal system, and alarmed at the slowness of justice.

I directed my tragedy and grief towards finding a solution to this vicious crime that has taken more than 500 Missourians from us and more than 26,000 lives across the country...during 1981.

RID is the acronym for Remove Intoxicated Drivers, and the first chapter began last September 1, 1981, in St. Louis County. There are 36 chapters in 11 States across the country.

RID is a grass roots--all volunteer--citizen organization--not for profit--whose goals are:

1. Educating the public and our officials about the magnitude of the DWI epidemic.
2. Promoting passage of legislation requiring stronger enforcement and stiffer penalties for DWI offenders.
3. Monitoring the courts, police, prosecutors, rehabilitation and probation programs to assure they are dealing responsibly and constructively with this epidemic.
4. Aiding victims of drunk drivers and their families.

RID is not a teperance organization. We have no intention of interfering with the rights of those who choose to drink responsibly, but we are concerned with the public problem created when an individual's drinking endangers the lives and property of others.

The first step in reducing death and injury is the formation of Citizen Activist Groups demanding reform of the DWI epidemic and keeping public pressure on our elected officials. We are dealing with a community problem and the biggest problem is the attitude that it is "O.K." to drink and drive--drunk drivers must be made responsible for their actions. None of us is exempt from this problem, and we must begin now to create new behavior--new habits.

We have learned that citizens like ourselves can contribute to the correction of the DWI epidemic by becoming involved NOW. We hope to see other RID chapters develop in communities around the State. Citizens can examine the system of arrest, prosecution, rehabilitation, adjudication of the drunk driver, and report the problem of DWI as it exists in your area.

The press is the key to our campaign! You will need community support through education as the public is unaware of the magnitude of the problem.

We commend the Missouri Showcase officials for recognizing and identifying the magnitude of the alcohol abuse areas.

I am also grateful to see that so many citizens are willing to take a firm and public role in order to help resolve one of the nations greatest problems.

I am also pleased to see our Governor Bond, Attorney General Ashcroft, and other of our officials take the first step in putting a stop to the carnage on our highways.

Let's not talk about the problems anymore--let's get involved and again--DO Something now! Don't let these tragedies continue any longer.

We need the cooperative effort of the community and all branches of Government working together--we need a strong commitment!

Thank You!

Marge Charleville
President, RID-MO, Inc.
St. Louis Chapter
3426 Bridgeland Drive
Suite 207
Brideton, MO 63044
(314) 739-5195

APPENDIX F: SAMPLE TASK FORCE LETTERS

Maryland Chapter - 3113 Tinder Place
Bowie, Maryland 20715

Mr. Lawrence J. Hogan, Sr.
Prince Georges County Executive

Dear Mr. Hogan:

We are Tom and Dot Sexton. Our 15 year old son Tommy was killed by a drunk driver on July 12, 1980. Since that date we have been working very hard at making our state legislators as well as our fellow citizens aware of the carnage on Maryland highways.

Drunk driving is one of the least understood yet most serious health hazards. Drunk driving is a national, state and local problem. Significant reduction of the human suffering caused by drunk drivers can be achieved at the county level. A solution-oriented task force is an effective beginning.

We would like to meet with you and discuss the possibility of forming a solution-oriented task force on the drunk driving problem in Prince Georges County. The task force should take a total systems approach to the problem and develop any and all possible solutions that will lead to a reduction of death and injury caused by drunk drivers.

MADD has recently organized in the county and has been developing broad-based community support for reform of the drunk driving problem. MADD will shortly call for similar task forces in Montgomery and Frederick Counties. It is my sincere hope that Prince Georges County will become a model for the rest of the State and nation to follow when it comes to abating drunk driving.

The victims of drunk drivers and many concerned citizens will not rest until everything possible is being done to combat the problem. We look forward to your cooperation and support.

Sincerely,

Tom and Dot Sexton
MADD-Coordinators
Prince Georges County

M A D D

MOTHERS AGAINST DRUNK DRIVERS

P.O. BOX HC, FAIR OAKS, CALIFORNIA 95628
916-946-7433

Sandy Golden, Executive Director
21 Quince Mill Court
Gaithersburg, Maryland 20760
840-0081

2/23/81

Mr. Gerard E. Evans
Special Assistant to the County Executive

Dear Gerry,

As per our recent meeting, this is to formally request that the County Executive appoint a solution-oriented task force on the drunk driving problem in Montgomery County.

The task force should take a total systems approach to the problem and develop any and all possible solutions that will lead to a reduction of death and injury caused by drunk drivers.

Drunk driving is a national, state and local problem. Significant reduction of the human suffering (death and injury and their related consequences) caused by drunk drivers can be achieved at the county level. A solution-oriented task force is an effective beginning.

Drunk driving is one of the least understood yet most serious health hazards facing county residents, yet nothing at the county level is currently being done to combat what can only be described as a life-threatening "epidemic." Nothing effective, that is.

Montgomery County can do better to control drunk driving. I have learned that many Montgomery County police officers will not make drunk driving arrests because they have no faith in the criminal justice system and view such arrests as an unappreciated waste of their time. **THAT PRACTICE FAILS TO IDENTIFY POTENTIAL KILLERS.** And I have heard serious allegations that the drunk driver rehabilitation program in Montgomery County is in drastic need of reform.

A thorough investigation of the drunk driving problem in the county by a task force will further expose the above mentioned problems and other "cracks" in the system that hopefully can be corrected administratively.

MADD is in the process of organizing in the county and will develop broad-based community support for reform of the drunk driving problem. MADD will also shortly call for similar task forces in Prince Georges and Frederick Counties. It is my sincere hope that Montgomery County will become a model for the rest of the state and nation to follow when it comes to abating drunk driving.

M A D D

MOTHERS AGAINST DRUNK DRIVERS

P.O. BOX 111, FAIR OAKS, CALIFORNIA 95628
916-966-7433

Page 2
Gerad E. Evans

I have the names of some excellent people who would be willing to serve on the task force and will gladly provide them to you. John Moulden of the National Highway Traffic Safety Administration is one of them. He is a county resident and one of the leading authorities on the drunk driving issue in the United States. I would also be pleased to serve on the task force.

The victims of drunk drivers will not rest until everything possible is being done to combat the problem. We look forward to the county executive's cooperation and support.

Thank you for your time and your concern about this matter.

Sincerely yours,



Sandy Golden, Executive Director



Montgomery County Government

ROCKVILLE, MARYLAND 20850

February 8, 1982

Honorable Harry R. Hughes
State House
Annapolis, Maryland 21401

Dear Harry:

In Montgomery County we have established a local Task Force on Drinking and Driving. This Task Force has as its mission the development of policies and procedures which will reduce drunk driving at the County level. The Task Force has been very effective in bringing this very serious matter to the forefront for discussion by our citizens and active involvement of the media. We believe that it is a very promising approach toward changing attitudes in our community so that the prevention of drunk driving will occur from societal pressures as well as increased law enforcement and judicial effectiveness.

The Task Force has asked that we communicate to you its recommendation that you encourage all our Maryland Counties and Baltimore City to establish local task forces. We understand that several jurisdictions have already done so. Your leadership as Governor and as an individual who, through the State Task Force, has clearly stated your concern for this problem, will be very influential in convincing other local jurisdictions of the benefits of the local task force approach.

The Chairperson of our Task Force, Mr. Charles Short, will be happy to provide technical assistance to any County or City which may need guidance in getting a task force started. He may be reached at 301-279-1530. His mailing address is 100 Maryland Avenue, Rockville, Maryland 20850.

We thank you for your continued commitment to eliminating the horrible death and suffering caused by drunk driving. We in Montgomery County continue to share your concerns and will continue to work at our local level and in support of State-wide efforts to prevent this crime.

Thank you for your attention to this matter.

Sincerely,

Charles W. Gilchrist
County Executive

Neal Potter
President, Montgomery County Council



**National
Safety
Council**

January 22, 1982

**Mr. John Herrity
Chairman, Fairfax Board
of Supervisors
4100 Chainbridge Rd.
Fairfax, VA**

Dear Mr. Herrity:

The drunk driving problem is probably the most difficult public health issue facing the country today. More than 26,000 Americans are expected to die this year on our nation's highways from alcohol-related motor vehicle crashes. In addition, roughly 650,000 Americans will suffer disabling injuries. Even more tragic, a disproportionate number of those victims are young people, under the age of 25 for whom alcohol-related crashes are the leading cause of death.

For these reasons, the National Safety Council strongly supports the formation of local task forces to combat this problem. Through these local efforts it is possible to identify the problems and solutions specific to the community's individual needs.

By establishing a task force, Fairfax County can take a lead role in this campaign to curb the senseless slaughter and thus become a part of the solution to the problem.

Good luck on your efforts.

Sincerely,

**Charles A. Hurley
Executive Director
Federal Affairs**

CAH: nb



GOVERNMENT EMPLOYEES
Insurance Company

Shareholder Owned Company
Not Affiliated with the
U.S. Government

GEICO PLAZA
WASHINGTON, D.C. 20076

January 22, 1982

Mr. Jack Herrity, Chairman
Fairfax County Board of Supervisors
4100 Chain Bridge Road, 11th floor
Fairfax, VA 22030

Dear Mr. Herrity:

GEICO is one of the largest insurers of private passenger automobiles in Virginia with over 140,000 policies in force. We are extremely concerned about all aspects of highway safety, especially keeping the drunk drivers off the road.

Nationally, alcohol-related traffic deaths exceed 26,000 persons each year. Half a million more are injured and economic losses exceed \$6 billion.

We fully support the request that you appoint a Task Force to investigate and recommend solutions to the drunk driving problem in Fairfax County. Through our participation on the Montgomery County, Maryland Ad Hoc Task Force on Drinking and Driving we have become enthusiastic about how much can be accomplished by such a group. We believe that the creation of a task force in Fairfax County would be a positive step toward reducing the number of deaths, personal injuries and amount of economic loss caused by drunk drivers.

We would be pleased to provide a Company representative to serve on a task force to study this important problem. Please let us know if we may help with this or any other highway safety endeavors you may be considering.

Very truly yours,


Terry L. Baxter

TLB/cah

APPENDIX H: SAMPLE STATE TASK FORCE LETTERS

AN OPEN LETTER TO THE GOVERNORS OF THE UNITED STATES

February 21, 1982

Dear Governors,

We have a national crisis on our hands that deserves your immediate attention.

It is an undisputed fact that there is an epidemic of uncontrolled alcohol impaired drivers in virtually every community in the nation to which no one is immune.

Staggering numbers of innocent people of all ages are routinely being killed or seriously injured in alcohol related crashes day in and day out in every state in the nation. Human suffering is widespread in every state in the country. Much of the carnage is absolutely preventable, yet little is being done in the vast majority of the states to bring the crisis under control. With your leadership many lives can be saved and tragic injuries prevented.

Drunk driving has been allowed to become a neglected national disgrace and a disgrace in every state. Drunk driving is the most often committed violent crime in America today and is a major health and safety problem in every state.

In the past ten years alone, an estimated 250,000 Americans, roughly five times the number of Americans who were killed in the Viet Nam war, have been killed and millions more innocent people have been seriously injured and disabled by alcohol impaired drivers.

This year another 25,000 people will be killed and in excess of half a million people will be injured in largely preventable alcohol related crashes. Drunk driving is truly "America's Greatest Trade" because much of the death and injury is needless and preventable.

There is much that you as a governor can and should do to immediately better control drinking drivers in sufficient numbers so that death and injury can be substantially reduced in your state.

While many states are now taking a harder look at the issue, mainly due to growing grass roots citizen pressure and intense media coverage of the problem, much of the current efforts to address the problem are doomed to failure. Despite the good intentions now underway to legislatively correct deficiencies that allow the problem to continue unabated, many of the so called "tough" new drunk driving laws will turn out to be counter productive.

Tough new laws alone simply won't work.

What is needed is a coordinated comprehensive attack on the

problem in each state led by each governor. With such an approach, the drinking driver can be better controlled, the public safety better protected and many lives spared.

Therefore, we ask that you promptly establish a state task force to thoroughly investigate the problem in your state and design a master plan that will reduce death and injury associated with alcohol related crashes.

We also ask that you encourage the highest elected official in every county and municipality in your state to appoint a local level task force on the drinking driver problem. The local task force must thoroughly investigate the local system that is supposed to protect the public from drunk drivers and identify dangerous flaws and inadequacies that endanger public safety. The local task force also needs to develop a system of general deterrence to keep drunk drivers off the roads. This goal is obtainable.

The state and local task force approach is endorsed by both the National Traffic Highway Safety Administration and the National Safety Council. Either organization can provide you with enough information so that you can get these vital efforts underway in your state so that your citizens can be better protected from drunk drivers.

With a task force that takes a total systems approach to the problem, it will be possible to bring the epidemic under control in your state. State laws must be improved. Arrests of drinking drivers substantially increased and punishment and appropriate sanctions made swift and sure. The public wants these efforts to be undertaken.

The vital improvements that are necessary to be accomplished in each state can be done in a way that is both socially acceptable and economically feasible.

The fact of the matter is that there is available knowledge you can now use to protect your citizens from drunk drivers.

Right now there are so many drinking drivers on the road at all hours of the day and night that no one is safe from them. Our families are not safe.

Please take immediate action and make the resolution of the drinking driver problem a priority of your administration. To ignore this request will mean needless continuing tragedy in your state.

Thank you.

-112-

Sincerely yours,

The victims of drunk drivers and concerned citizens.

January 28, 1982

Honorable Harry Hughes
Governor of Maryland
Annapolis, MD

Dear Governor Hughes,

A state of emergency exists in Maryland that deserves your immediate attention. Simply put: Our families are not safe because of drunk drivers. We look to you for relief.

It is fact that there is a life-threatening epidemic of uncontrolled drinking drivers in virtually every community in the State. Public safety is unnecessarily being jeopardized.

Staggering numbers of innocent men, women and children in Maryland are still being routinely killed and seriously injured in alcohol-related auto crashes. We have widespread suffering and misery throughout our State. Much of the tragedy is preventable. Yet, the number of victims grows daily. Despite steps taken to date and those planned for the future, there is no end in sight to Maryland's drunk driving horror.

Large numbers of innocent men, women and children who will be killed or injured in the days, weeks, months and years ahead can be spared. We firmly ask that you save their lives. Your office has all the power necessary to accomplish this goal.

Drunk driving is the most often committed violent crime in our State and can no longer be tolerated. It does not have to be.

There is knowledge that can be used to substantially reduce death and injury associated with alcohol-related crashes in Maryland. We firmly ask that you obtain and use that knowledge. Many lives can be saved and serious injuries prevented. There is no excuse to let the problem remain uncontrolled any longer.

The public can and should be better protected from drunk drivers in Maryland. But it will take effective leadership from our Governor. We firmly ask that you provide that leadership and immediately take bold and decisive steps designed to halt the unnecessary carnage that has become our State's greatest disgrace. Everyday you delay means more unnecessary tragedy to your people. Please lead us out of this nightmare.

Specifically, we ask that you:

- o Develop and implement a comprehensive, coordinated master plan for the State that is designed to substantially reduce death and injury associated with alcohol-related crashes. Such a plan can largely be drafted in a matter of weeks. Significant efforts to address the drunk driving problem could be launched in a matter of weeks.

- o Expand the State task force on drunk driving to include qualified victim activists as members and charge the task force to thoroughly investigate for dangerous flaws and inadequacies in Maryland's system of drinking driver control and recommend obtainable corrective action.
- o Order a separate investigation of the policy and procedures used by the State Department of Motor Vehicles to deal with drinking drivers. The competency of the Department's management also needs to be assessed. The findings of the investigation must be made public. There is ample justification for the investigation.
- o Order the Department of Motor Vehicles to immediately be as tough on drunk drivers as the law allows.
- o Find a more qualified, more aggressive and effective chairman to continue the work of the State task force on drunk driving.
- o Endorse and lobby for an effective package of anti-drunken driving laws that will accomplish the goal of saving lives and preventing injury and deterring great numbers of drinking drivers from Maryland's highways and streets.
- o Encourage the highest elected official in every county and city in Maryland to establish local level task force efforts similar to the ones started in Montgomery and Prince George's counties. Those task force efforts must be charged with investigating the drinking driver problem at the local level from arrest through disposition so that any flaws or inadequacies in the system can be corrected and general deterrence established.
- o Call those elected officials together so that they may learn from experts exactly how to save lives in their cities and counties. (Qualified experts have agreed to volunteer their services to this mission.)
- o In your capacity as Chairman of the Transportation Committee of the National Governor's Conference, we ask that you write to every Governor in the nation encouraging them to begin the necessary efforts to control drinking drivers. Every Governor should appoint a State task force and facilitate the formation of local level efforts to deal with the problem.
- o Address this problem at the upcoming National Governor's Conference. We are asking that you take a national leadership role to help protect all Americans from drunk drivers.
- o Stop efforts to implement the Bates Program throughout the State until it has been evaluated for effectiveness. There are many who believe that the decision to embrace the Bates

- Program was politically derived and not made on the basis of fact after impartial deliberation. Meanwhile, the funds earmarked for the Program could be immediately used to substantially increase enforcement throughout the State to deter drinking drivers. This will help save lives immediately. There are serious questions about the Bates Program. Foremost, does it, in fact, work?
- o Encourage all police officials, prosecutors and judges to take a hard look at their efforts to deal with drinking drivers. Arrests need to be increased, prosecution as vigorous as possible, and judges must get tough if we are to save lives.
- o Provide adequate funds to the State police so that they can continue their efforts to crack down on drunk drivers.
- o Make this the highest priority problem in the State. We have a true crisis on our hands--our families are not safe.

With effective leadership the goal of reducing deaths and injury caused by drunk drivers can be accomplished. We will accept nothing less.

Respectfully yours,

M A D D

Mothers Against Drunk Drivers

Maryland Chapter:

**DISTINCTIVE LETTERHEADS HELP LET ELECTED OFFICIALS KNOW
YOU MEAN BUSINESS.**

**ALSO OBTAIN BUTTONS WITH THE NAME OF YOUR GROUP ON THEM
TO BE WORN WHEN COURT MONITORING AND WHEN AT DEMONSTRATIONS.**

APPENDIX J: SAMPLE LETTERHEAD



A CITIZENS' PROJECT TO REMOVE INTOXICATED DRIVERS

* St. Louis Chapter P.O. Box 12654 St. Louis, Mo. 63141 (314) 576-5025

PRELIMINARY OBJECTIVES AND WORK PLAN

ST. LOUIS COUNTY'S ALCOHOL AND
HIGHWAY SAFETY TASK FORCE

STATE OF MISSOURI
ST. LOUIS COUNTY
GENE McNARY
ST. LOUIS COUNTY EXECUTIVE

NOVEMBER 16, 1981

PRESENTED BY
MARGE CHARLEVILLE
PRESIDENT
RID-MISSOURI
ST. LOUIS CHAPTER

The U.S. Department of Transportation recently identified the drinking driver as the number one cause of death on the highway.

Approximately 25,000 persons die annually; 70 Americans are killed every day - one life is lost every 21 minutes.

In the first ten months of 1980 in St. Louis County approximately 38 people died because of drunk driving, including many innocent motorists and pedestrians. Approximately 2,093 persons were injured in the first ten months of 1980 in St. Louis County.

Nearly half of all alcohol related accidents involve our society's future - the youthful driver.

The total cost of alcohol related motor vehicle accidents in the first ten months of 1980 for St. Louis County was \$15,434,520. Nationally, this adds up to an annual estimated economic cost of over \$5 billion.

Drinking driving affects or threatens the life of every Missourian every day.

Yet, despite these startling facts, society has viewed the drinking driver with tolerant indifference.

What can be done about the Drinking Driver Problem? What can we do to reduce the needless slaughter on our highways? Past efforts at preventing and dealing with drunk driving have not been fully coordinated and have not been successful.

Clearly, the alcohol-related crash can be called the most often committed violent crime in our country, which has been allowed to become a national disgrace.

The citizens of St. Louis, Missouri (RID-MO volunteers) want a Task Force to design a comprehensive and coordinated plan to alleviate problems relative to alcohol and highway safety.

The Task Force, assisting the County Executive, will:

- undertake a comprehensive analysis of alcohol related highway safety problems in St. Louis County;
- analyze different prevention, intervention and rehabilitation models which may effectively reduce the population of drinking drivers and alleviate other alcohol and highway safety problems;
- investigate alcohol and highway safety related problems to determine the feasibility of coordinated and/or expanded services;
- investigate funding mechanisms to assure the development and maintenance of a comprehensive coordinated county program to alleviate alcohol and highway safety problems;
- prepare reports for the County Executive and Legislature on the nature and extent of alcohol related highway safety problems;
- cooperate in the preparation of legislation to promote alcohol and highway safety;
- collect and analyze data on the impact of Federal and State spending on alcohol and highway safety;
- coordinate St. Louis County efforts for obtaining available Federal funds for alcohol and highway safety; and,
- develop mechanisms to inform local government executives, legislators, police officials, judges, health care officials and other interested parties of efforts aimed at alcohol and highway safety.

Membership of the St. Louis County Alcohol and Highway Safety Task Force includes the chief executives of those St. Louis County agencies directly involved with drinking driving issues as well as key members of the Legislature (approximately 30 members) from the following agencies:

1. Legislator
2. Religious Leader
3. Prosecuting Attorney's Office
4. County Police Department
5. Municipal Police Department
6. Board of Education
7. Bar Association
8. Liquor Licensing Commission
9. Hotel/Motel & Restaurant Association
10. County Medical Association
11. Insurance Industry
12. Rehabilitation/Probation Programs
13. Department of Health
14. Department of Motor Vehicles
15. Department of Transportation
16. Judge from Associate Circuit Court
17. Judge from Circuit Court
18. RID-MO Volunteer
19. Victim
20. Emergency Medical Technician

Establishment of a 3to4 member steering committee will help to coordinate the daily operations of the Task Force.

To readily undertake the multiple duties and responsibilities incumbent in its charge, RID-MO recommends the Task Force be organized into the following committees:

Steering

- coordination of task force activities
- analysis of current and consideration of future legislation
- report to the County Executive and serve as liaison to the Legislature
- transmit to the County Executive the comprehensive analysis and Task Force Plan on Alcohol and Highway Safety, including fiscal needs projection

Education

- review of current public awareness and prevention activities
- assessment of youth drinking and driving problems
- analysis of training needs among professional groups, schools and community organizations
- development of a plan addressing public awareness, prevention education and training needs

Enforcement

- analysis of current arrest system
- assessment of hardware, training, policy and inter-department coordination needs for system refinement
- development of plan addressing police activities

Vehicle and Road Safety

- assessment of technology
- analysis of role of mass transit
- development of a plan addressing vehicle and road safety

Court and Adjudication

- analysis of current practices and procedures
- assessment of needs
- development of a plan for improvements

Research and Rehabilitation Coordination

- assessment of current research
- collection of county specific data
- development of plan addressing research needs and a comprehensive systems approach to the rehabilitation of drinking drivers

Resource and Community Development

- assessment of current economic impact of the drinking driver
- identification of public and private sources of funding to support a comprehensive plan including community organizations

The Task Force's suggested timetable for preparation of its comprehensive plan would be six to nine months; meet every two weeks; approximately three hour sessions.

AGENDA

RID Task Force Meeting

December 1, 1982

9:30 a.m.

Conference Room.- 9th Floor
Government Center

- I. Call to Order - Roll Call

- II. Organizational Matters
 - A. Introduction of Task Force members
 - B. Nomination and selection of Chair & Vice Chair
 - C. Establish date, time, place of future meetings

- III. Statement of Purpose
 - A. Encourage increased effectiveness in the enforcement of DWI laws
 - B. Observe and track the handling of DWI cases in the Courts
 - C. Expand public awareness of the mortal hazard of DWI
 - D. Reduce the danger on the highways caused by DWI, by reducing the number of persons DWI on the highways
 - E. Monitor the effectiveness of the effort by using comparative statistics

- IV. Standing Committees
 - A. Law Enforcement (Police Liaison)
 - B. Monitor progress and disposition of DWI cases in the Courts
 - C. Corrections
 - D. Legislation
 - E. Promotion and Publicity
 - F. Funding (Sources and uses)

- V. Other

**SACRAMENTO COUNTY
COMMITTEE FOR THE STUDY OF DRINKING DRIVERS**

- A. Appointed by the Board of Supervisors on December 2, 1980-- to terminate April 7, 1981.**

MISSION

- 1. Study the problem relating to the drinking driver in Sacramento County.**
- 2. Review the procedures from arrest through disposition of the drinking driver.**
- 3. Make recommendations to the appropriate authorities that would decrease the number of tragedies caused by the drinking driver.**
- 4. The committee to report their findings and recommendations to the Board of Supervisors in writing no later than April 7, 1981.**

- B. Process to accomplish the mission.**

- 1. Fact finding overview of the magnitude of the drinking driver problem in Sacramento County.**
- 2. Determine the amount of personal injury, death and property damage being caused by drivers who are under the influence.**
- 3. Determine the procedure for processing the offender by law enforcement. Problems involved.**
- 4. Determination of legal intoxication by testing center. Blood, urinalysis, and breath. Problems.**
- 5. Booking -- jailing of the arrested offender. Procedure -- release - O.R. - citation - etc. problems.**
- 6. Prosecution of the drinking driver - magnitude - evidence - plea bargain - trial - reduction of charge - problems.**
- 7. Judicial disposition of drinking driver - pre-conviction - plea bargain - court and jury trials - probation reports.**
- 8. Sentencing -- alternatives - treatment programs - safety council - driving under influence. Jail, weekender program, community service, fines, license suspension.**



A CITIZENS' PROJECT TO REMOVE INTOXICATED DRIVERS

* St. Louis Chapter P.O. Box 12654 St. Louis, Mo. 63141 (314) 576-5425

The Honorable
 St. Louis County (Circuit or Associate)
 Court - Division
 St. Louis, Missouri

Sir:

This letter introduces you to RID-MO, St. Louis Chapter, a citizen group organized to Remove the Intoxicated Driver in Missouri. As some of our members plan to visit your court from time to time, you might like to know more about our organization. We have the following objectives:

1. Educating the public, and raising the awareness of the community, our legislators, judges, district attorneys, and law enforcement agencies concerning their responsibilities to deal strongly with the problems created by drunk drivers.
2. Developing and lobbying for progressive drunk driving laws.
3. Monitoring the courts, police, prosecutors and rehabilitation and probation programs to assure that they are dealing responsibly and constructively with this urgent public safety problem.
4. Aiding the victims of drunk drivers and their families.

Any attempt to permit a Suspended Imposition of Sentence, to accept a plea out of manslaughter, or other substitute charges only mask the problem, invite continuing abuse, and often lead later, to death or permanent injury. Sentencing, in some cases, undoubtedly presents judges with a tough decision, particularly where a breadwinner's job may be at stake. We believe courts should make more use of Weekend Intensive Rehabilitation Program. Where there has been a serious accident, courts should use their option under the law, to summarily lift a driver's license when arraigned and while awaiting trial. Driving is a privilege, not a right. Courts must protect the public's right to safe streets and highways. DWIs that kill, must serve jailtime.

In dealing with DWI cases, we hope that the atmosphere of the court will be as serious as the problem merits. Proceedings should not only be open, but audible to the public, so the defendant's name, the charges, and the disposition are clear.

Our members look forward to observing your court and meeting you. We will be glad to receive your suggestions, which might help to bring this increasing heavy toll in lives and money to a halt.

Yours truly,

Marge Charleville, President
 RID-MO, St. Louis Chapter

-125-

MC:vr

DRIVING IS A PRIVILEGE-NOT A RIGHT

4A

Mon., Nov. 23, 1981

ST. LOUIS POST-DISPATCH

Group To Monitor Court Cases

By Charlotte Grimes
Of the Post-Dispatch Staff

A volunteer program to monitor court actions involving drunken drivers is among the major goals of a new organization that wants to get drunken drivers off the highways.

Called RID, for Remove Intoxicated Drivers, the organization has already received the endorsement of St. Louis County Executive Gene McNary for a task force on alcohol and highway safety. And Sunday, it sponsored the second public workshop of its campaign, which is also drawing support from state officials and police.

"Drunk driving is out of control to the point that our highways are not safe at any hour of the day or night," Margaret Charleville, founder and president of RID, told the gathering of about 80 people at the Hazelwood Community Center, 1186 Teson Road.

"The public is to a great extent unaware of the problem and public officials don't know what to do about it. But it is really a political problem that responds to public pressure."

The group wants volunteers to monitor the courts as part of an investigation into how the judicial system handles drunken-driving cases. The first volunteers will be visiting courts in the county, and RID plans to start a similar movement in the city in the near future.

RID was founded in August, more than a year after Mrs. Charleville's daughter was killed in an accident caused by a drunken driver. Many of the group's other members and officers also have lost family members in drunken-driving accidents and their feelings are not gentle toward the system or the intoxicated person driving a car.

"My daughter was murdered — that's what's on her death certificate," said RID Vice President Celeste Daugherty, whose 18-year-old daughter was killed by a drunken driver in June. "People think our laws are working, but they don't know that those drivers are often back on the road quicker than the police officer can fill out his report."

RID wants to examine the system from the time arrests are made to the time sentences are handed out, she said. The group has arranged with county police to get weekly reports of drunken-driving arrests so that each case can be followed up. The group will also examine the effectiveness of alcohol rehabilitation programs and parole among drunken drivers.

"Some people call it the only socially acceptable form of homicide," said

Involving Drunken Drivers

Mrs. Charleville. A basic premise of RID is that police, prosecutors and judges too often feel sympathy for the drunken driver. "My daughter's death was not just an accident but a violent crime. We all become accessories to this crime if we passively let it continue."

The man charged in her daughter's killing was sentenced this fall to two years in prison. But Mrs. Charleville noted that the case took 17 months because it went through several continuances and several prosecutors. It was also, she says, marked by poor record-keeping and unaggressive pursuit by the legal system. "If we hadn't pushed, I'm sure our case would've been lost in the system," she said.

Part of RID's campaign is education, including handing out bumper stickers and statistics collected

by the National Highway Safety Administration. Such statistics, RID leaders say, show that drunken drivers account for the deaths of 28,000 people each year and that only one of 2,000 people who are drunk while driving is arrested.

RID is also circulating petitions to President Ronald Reagan and Gov. Christopher S. Bond, asking them to organize national and state task forces against drunken driving. And especially now that funding for highway safety projects, such as one targeted against drunken drivers in the county, has been cut back, the citizens group is striking a chord with law enforcement officers. "We know that we have a problem, that alcohol is a big part of the accidents we see," said a Crestwood police officer who attended the workshop and asked not to be identified. "We're pleased to see an organization like this — we need all the help we can get."



Margaret Charleville
Drunken drivers' foe

APPENDIX N: PROSECUTION NEWS ARTICLE

Montgomery Journal, Friday, December 18, 1961

Holiday Drunks Beware

By Jon Reinhold
Journal Staff Writer

Partygoers arrested for drunk driving this holiday season will be in for a "rude awakening" if they expect to be treated sympathetically by the prosecutor's office, State's Attorney Andrew L. Sonner warned Thursday.

In a specially called press conference, Sonner said holiday drinkers who believe the so-called "Christmas Party defense" will get them off the hook are "dead wrong."

"We will have a deaf ear in the state's attorney's office to that defense," he said.

For the past year, Sonner said, his office has been committed to prosecute hard in all drunk driving cases. He said the only instances in which plea bargains are now considered are when the state lacks sufficient evidence to guarantee a conviction.

More than 94 percent of all drunk driving cases tried in District Court here in recent months have resulted in convictions, he said. He reminded the public that, "Going to trial is an embarrassing and expensive experience." A conviction, he said, can lead to "the loss of driving privileges, a heavy fine, increased insurance rates — and, for some, jail."

To add to that embarrassment, Sonner said, his office will begin publishing a weekly list — today or Monday — of everyone convicted of drunk driving charges. The list will include the name and address of each convicted drunk driver as

well as the presiding judge and the sentence imposed.

Sonner said he hopes the possibility of winding up on that list will convince many potential drunk drivers to drink less or have a friend drive them home.

Montgomery County police chief Bernard D. Crooke, one of several law enforcement officers joining Sonner in the press conference, said there has been a significant drop in the number of fatal accidents involving drunk drivers here.

Last year, he said, drunk drivers contributed to 28 fatal crashes. So far this year, he said, there have been only 17 fatal accidents involving drunk drivers.

This is exactly how to build general deterrence. The state's attorney held a press conference before Christmas to again warn the public that drunk driving won't be tolerated.

Show this article to your state's attorney. Does his office stack up?

Does general deterrence work? Read the last two paragraphs.

APPENDIX O: NAMING DRUNK DRIVERS

Drunken driving suspects listed

The names of drivers arrested in the St. Louis area who are suspected of drunken driving will be published in The Globe-Democrat beginning Thursday.

The newspaper made the decision because of statistics showing that drinking is involved in a large number of fatal highway accidents.

In the United States, drunken drivers account for about 26,000 deaths and 750,000 injuries per year, according to the National Highway Traffic Safety Administration.

In a report to Congress this year, the National Institute on Alcohol Abuse and Alcoholism said alcohol is a factor in 10 percent of all deaths in the United States. The report said 35 percent to 64 percent of the drivers in fatal accidents were drinking before the accident. Also nationally, police arrest an estimated one of every 2,000 drunken drivers.

Those listed here are people arrested suspected of driving while intoxicated (DWI) or while under the influence of intoxicating liquor (DUI). DWI is a state offense officially determined by a blood-alcohol content of 0.1 percent. DUI is a city offense in St. Louis.

Both carry a possible 12-point penalty against a person's driver's license, meaning a one-year suspension of the driving privilege in Missouri.

ST. LOUIS

PRUITT, George K., 38, of 2718 Vista Ave.; issued summons for operating a motor vehicle under the influence of intoxicating liquor (DUI) Monday in the 4100 block of Lafayette Avenue; released Tuesday on \$500 bond.

TERRELL, Lance O., 38, of 4116 Gibson Ave.; DUI Monday in the 4400 block of Olive Street; released on \$300 bond Tuesday.

CREVE COEUR

GAUNT, Donna M., 21, of 1870 Cedarmill Drive, Chesterfield; driving while intoxicated (DWI) 1:18 a.m. Wednesday at Ross Avenue and Olive Boulevard.

FERGUSON

SMITH, Donald, 23, of 9008 Argyle Avenue, Overland; DWI 12:46 a.m. Wednesday in the 400 block of South Florissant Road.

FLORISSANT

NICHOLS, Mark G., 24, of 3301 Cross Keys Drive, Florissant; DWI 12:22 a.m. Wednesday in the 1100 block of New Florissant Road.

BRIDGETON

TRAUBE, Mary, 27, of 12025 Westford Drive, Maryland Heights; DWI 1:31 a.m. Wednesday on Lindbergh Boulevard at Blake Avenue.

LADUE

WILBURN, Jay, 49, of 58 Van Mark Way, Birchwood; DWI 7:05 a.m. Tuesday in the 9600 block of Clayton Road.

HAZELWOOD

ROBISON, Katherine D., 22, of 14737 Woodford Way, Bridgeton; DWI 3:30 a.m. Wednesday on Interstate 70 at Polson Drive.

ST. CHARLES COUNTY

ST. CHARLES

BENOIST, Jacques, 53, of 289 Montego Court, St. Peters; DWI at Interstate 70 and Fifth Street at 7:26 p.m. Tuesday.

MILLER, Gary, 40, of 4 Cobblestone, Ballwin; DWI 1:48 a.m. Wednesday at Fair Lane and Highway 94.

ST. PETERS

WAKEMAN, Scott, 28, of 12 Hazelwood Court, Hazelwood; DWI 1:08 a.m. Wednesday on Interstate 70 at Jungerman Road.

Period of January 11-14, 1982

This list of those convicted of driving while intoxicated and driving under the influence of alcohol has been furnished by the Montgomery County State's Attorney's Office as a public service. Driving while intoxicated carries a maximum penalty of \$1000 and one year in jail. Driving while under the influence carries a maximum penalty of \$500 and two months in jail.

DISTRICT COURT DISPOSITIONS:

Name and Address	Charge	Date & Sentence	Judge
Jeffrey W. Brown 15005 Swallow Court Rockville, Maryland	Driving while intoxicated	1/11/82 \$105 fine 15 days/Suspended 12 moe supervised probation Alcohol counseling	Woodward
Robert W. Baker 12619 English Orchard Court Silver Spring, Maryland	Driving under influence	1/11/82 \$5.00 costs Probation before Judgment	Loba
Paul T. White, Jr. 6442 M. Phillip Road Frederick, Maryland	Driving under influence	1/11/82 \$255 fine 2 moe/Suspended 36 moe supervised probation	Ruben
Michael M. Armstrong 917 Hamilton Street, S.W. Washington, D.C.	Driving while intoxicated	1/11/82 1 yr/Suspended 1 yrs supervised probation	Monahan
Sara Elizabeth Hill 20453 Martinsburg Road Mechersom, Maryland	Driving under influence	1/11/82 \$505 fine 30 days/Suspended 36 moe supervised probation	Ruben
Clarence W. Curtis 7820 Scotland Drive Rockville, Maryland	Driving under influence	1/11/82 60 days Mont. Co. Detention Center/30 days suspended 36 moe supervised probation	Ruben
Stephen C. Ryan 13009 Open Search Way Germantown, Maryland	Driving while intoxicated	1/12/82 \$255 fine 60 days/all but 5 weekends suspended DUI Monitor Program	Baker
William D. Area 969 Clopper Road Gaithersburg, Maryland	Driving under influence	1/12/82 \$255 fine 60 days/all but 2 weekends suspended 18 moe supervised probation Appeal noted	Baker
Miguel A. Flores 2310 Cliffbourse Place, S.W. Washington, D.C.	Driving while intoxicated	1/12/82 90 days Mont. Co. Detention Center	Baker
Ronald A. McDonald 19046 Hills Choice Road Gaithersburg, Maryland	Driving under influence	1/12/82 \$505 fine/\$350 suspended 18 moe unsupervised probation	Baker
Richard C. Shaffer 10500 Rockville Pike Rockville, Maryland	Driving under influence	1/12/82 \$255 fine	Woodward
Joyce Elaine Abernold 3704 Farragut Avenue Kensington, Maryland	Driving while intoxicated	1/12/82 1 yr/Suspended \$5 costs 36 moe supervised probation	Monahan
Michael Lawrence Karlovics 5225 Pooks Hill Road Bethesda, Maryland	Driving under influence	1/14/82 \$505 fine/\$250 suspended	Ruben
Mass L. Young 10905 Troy Road Rockville, Maryland	Driving under influence	1/14/82 \$505 fine/\$250 suspended 18 moe supervised probation	Ruben

Stanley K. Dulla 801 Belson Street Rockville, Maryland	Driving while intoxicated	1/14/82 \$1005 fine/\$750 suspended	Ruben
Judith A. Fettleman 2504 Arcola Avenue Wheaton, Maryland	Driving while intoxicated	1/14/82 \$1005 fine/\$750 suspended 18 moe supervised probation	Ruben
Walter Money 7405 Ushur Street Hyattsville, Maryland	Driving while intoxicated	1/14/82 \$505 fine/\$250 suspended 18 moe supervised probation	Ruben

The District Court has exclusive original jurisdiction in the trial of all traffic offenses. If convicted in District Court, the defendant has the right to appeal and have a new trial in the Circuit Court. Because the possible penalty in a driving while intoxicated case is more than 90 days, the defendant may waive trial in District Court and demand a jury trial in the Circuit Court.

CIRCUIT COURT DISPOSITIONS:

Name and Address	Charge	District Court Disposition	Circuit Court Disposition	Circuit Court Judge
Paul J. Bowman 650 Laytonville Road Gaithersburg, Maryland	Driving under influence	7/30/81 No disposition/ Jury demanded	12/2/81 60 days suspended 18 moe probation \$150 fine Counseling Alcohol program	Senders
David Jeffreys 9400 Corsica Road Bethesda, Maryland	Driving under influence	10/9/81 \$205 fine 15 days Mont. Co. Detention Ctr/Suspended 12 moe supervised, probation	12/2/81 Probation before Judgment 18 moe probation Alcohol counseling	Caboon
Jerry Allen Bender 20424 Greenfield Road Germantown, Maryland	Driving under influence	3/23/81 \$505 fine/\$400 suspended 24 moe supervised probation	12/9/81 Probation before Judgment 3 yrs probation Counseling \$100 fine	Caboon
Steven E. Poppel 1009 Robia Road Silver Spring, Maryland	Driving under influence	3/30/81 150 days/120 suspended Suspended 18 moe supervised probation	12/16/81 60 days/50 days Suspended Counseling 18 moe probation	Caboon
Hollis V. Starfield 11105 Gainsborough Court Fairfax, Virginia	Driving under influence	10/9/81 \$105 fine 10 days suspended 1 year probation	12/16/81 Probation before Judgment \$105 fine 2 yrs probation from 10/9/81 Virginia alcohol program	Caboon
Arma Lillian Wittman 7420 Lakeview Drive Bethesda, Maryland	Driving while intoxicated	10/30/81 \$350 fine \$250 suspended	12/16/81 Probation before Judgment 1 yr probation DUI Monitor/counseling	Caboon
Christopher Leo Cavanaugh 5422 Riverdale Road Riverdale, Maryland	Driving while intoxicated	8/10/81 \$750 fine/ \$550 suspended 15 days suspended 18 mo supervised probation Alcohol program	12/16/81 Probation before Judgment \$200 fine 18 moe probation alcohol counseling	Caboon
Tommy Ferris Davis 4804 Broadway Road Rockville, Maryland	Driving while intoxicated	10/6/81 \$300 fine	12/16/81 Probation before Judgment 18 mo supervised probation/costs counseling DUI Monitor	Caboon
Stephen D. Wolfrey 42 Timber Rock Road Gaithersburg, Maryland	Driving while intoxicated	9/11/81 90 days/8] suspended 36 moe supervised probation	1/13/82 Imposition of sentence suspended 2 yrs supervised probation alcohol counseling program	Caboon

APPENDIX P: THE ALCOHOL AUTO CRASH IN THE UNITED STATES

The Problem: IT'S A POLITICAL PROBLEM

Federal --Lack of leadership, direction, and effective uses of resources.

State -- Inadequate laws poorly enforced and administrative problems that need correction or adjustment.

Local -- Total system breakdown from enforcement through disposition. The system is flawed and incomplete.

The Solution:

Federal --A Blue Ribbon Commission conducting an organized investigation to expose how the flaws and faults of individuals and institutions endanger the lives and property of the people. The Commission must be charged with identifying exactly the steps that must be taken to reduce the number of people who get killed and hurt by drunk drivers in our country. Cost vs. risk analysis must be done and made public.

State -- A Governor-appointed task force to investigate State laws and administrative procedures and policy. Minimum guidelines should be set for county and city jurisdictions to follow. Every county and city should be encouraged by the Governor to established a local task force. The State needs to develop with expertise to help counties and cities achieve goals.

Local -- Every city and county must establish a local task force to investigate the local system. Public attitude must be changed and general deterrence developed.

The Public -- The public must be taught how to demand and get reform, and the public must support these reforms.

APPENDIX Q: THE PROBLEM SIMPLIFIED

On a radio or TV talk show there is little time to express exactly what the problem with drunk driving is and why they are a danger to the public.

The following is a simplified restatement of the problem.

There is a dangerous uncontrolled epidemic of alcohol impaired drivers on the road at all times. On weekend nights as many as one in ten or more vehicles on the road is being driven by a person who is legally and dangerously impaired. Innocent people of all ages are routinely killed or seriously injured by drunk drivers.

Enforcement levels are dangerously low. It is estimated that between 500 and 2,000 drunk drivers escape detection and arrest for every one drunk driver who is arrested. There is no deterrent currently.

Prosecution is usually inadequate and judges all too often lax when dealing with drinking drivers.

Few States have adequate laws to deal with the problem and finance needed efforts to protect the public.

At the local level, the system that is supposed to protect the public is loaded with dangerous flaws and deficiencies that result in innocent people being killed and injured.

What is needed is a total systems approach to the problem that is designed to keep drunk drivers off the road. This can be accomplished by increasing arrests and continuously publicizing that fact coupled with swift, sure, and certain punishment and sanctions when that drunk driver is convicted.

The best way to accomplish the above goal is for the highest elected official in your jurisdiction to appoint a local level solution oriented task force that will uncover those system flaws and deficiencies and develop a comprehensive plan of action designed to deter (prevent) drunk driving from occurring in the first place.

It is an absolute fact that death and injury associated with alcohol-related crashes (don't call them "accidents"--there is no such thing as a drunk driving accident. It is a collision that follows a crime. The crime of alcohol-impaired driving) can be substantially reduced in any community or State that takes the position that "DRUNK DRIVING WILL NO LONGER BE TOLERATED."

Take this page with you to the talk show. It will help you articulate the problem and the needed solutions.

APPENDIX R: NHTSA COMPREHENSIVE ALCOHOL SAFETY PROGRAM RECOMMENDATIONS

A COMPREHENSIVE ALCOHOL SAFETY PROGRAM FOR STATES AND COMMUNITIES RECOMMENDATIONS FROM THE NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION U. S. DEPARTMENT OF TRANSPORTATION

I. General Concept

- o Systems Approach:
 - Intergration of enforcement, prosecution, adjudication treatment, public information, and education.
 - Local government supervision and coordination.
- o Self Supporting System:
 - Financial burden placed on offender thorough fines and treatment fees.
 - Program revenues and expenditures locally controlled
- o Deterrence--For First Offenders/Social Drinkers
 - Increased perception of risk of arrest through increased enforcement, convictions and public information campaigns
 - Reduced first offender recidivism through court referral to alcohol safety schools or treatment based on needs and traditional sanctions especially license suspension and/or revocation
- o Health/Legal Concept--For Multiple Offenders/Probations Drinkers
 - Diagnosis of underlying alcohol problem
 - Court mandated assignment to treatment and traditional sanctions such as fines and jail
 - License revocation

II. Enforcement Programs

- o DWI emphasis by police leadership
- o Special training in detection and apprehension techniques
- o DWI enforcement patrols
 - Overtime staffing
 - Check all hazardous moving violations for alcohol involvement
 - Patrols at times and places of high DWI activity/crash experience

- Use of traffic check points (roadblocks)
- o Improved Technology Support
 - Preliminary roadside testing
 - Evidential breath-alcohol equipment

III. Court Program

- o Efficient Case Processing
- o Drinker Diagnosis
- o License sanctions, fines and jail when appropriate plus treatment referral or alcohol safety school
- o Expanded support services (presentence investigation/diagnosis/probation)
- o Mandatory record or incident alcohol offense

IV. Treatment Program

- o Alcohol education for first offenders/social drinkers
- o Treatment for multiple offenders/problem drinkers
 - license revocation/restriction
 - extended treatment referral for long term effect when needed
- o Case records/report feedback to court

V. Public Information and Education (PI&E) Program

- o PI&E programs to support countermeasures
- o Continuing assessment of public knowledge, attitudes
- o Professional, scientific design of PI&E projects
- o Voluntary sector participation

VI. Driver License and Control Program

- o Offender license renewal only upon treatment completion

- o Use of the National Driver Registry, State compacts for new driver license screening.
- o Restricted licenses for selected offenders.

VII. Supporting Legislation

- Preliminary (Roadside) Breath Testing
- Illegal Per Se Offense
- Mandatory Record of Incident (Alcohol) Offense
- Regulation of Treatment Agencies
- Impoundment of Vehicles Plates/Registration, Confiscation of Vehicle
- Self-supporting System Through Dedicated Fee System
Redistribution of Fines, Court Costs, User Fees/Taxes, etc., for
Increased Level of Effort



THURSDAY, SEPTEMBER 25, 1980

Why Laura Lamb Can't Move

SHE IS ONLY 16 months old, but little Laura Lamb of Mount Airy, Md., is paralyzed, and has been, ever since a car accident caused by one of the most lethal failures in automobiles today: the failure of people behind the wheels to stay sober. The driver responsible for this accident had several prior convictions for drunken driving. This might have occurred anywhere in the country, but it happened in Maryland, which has some of the weakest drunk-driving laws in the country.

But drunk drivers needn't hold their breath, because the Maryland lawmaker with the most influence in this matter—Del. Joseph E. Owens (D-Montgomery), head of the House Judiciary Committee, has never lifted a finger to tighten up the laws effectively, and he doesn't appear inclined to do so now. As he sees it, making the law tougher would “only help lawyers because the rougher the penalty the more cases they get.” Maryland's law is not “working perfectly,” he says, “but it is working better than others.”

That's not quite how others see it. The American Council on Alcoholism, Inc., a voluntary organization that has monitored these laws around the country and the world for the better part of 25 years, calls the Maryland laws “deplorable” and charges that efforts in the legislature to improve them have been “stonewalled.”

Among the changes sought by this and other concerned organizations is a lowering of the blood alco-

hol concentration standard in Maryland from what is the highest level in the country, .15 percent, to .10 percent—which is the current standard in many places, including the District of Columbia and Virginia. Witnesses also have urged that the lesser offense of driving while impaired be defined as having a blood-alcohol level of .08 percent instead of .10 percent. But Mr. Owens argues that because relatively few drivers would fall in such a new category, change is not justified; as for what other states do, he notes that offenders are frequently allowed to plead guilty to a lesser charge of reckless driving.

But all of these arguments pale in Maryland, where nearly 50 percent of traffic deaths are alcohol-related. It is true that on a national level, improvements in the National Driver Register—an index of more than 6.5 million suspended and revoked drivers—could speed information across state lines and help curb the issuance of licenses to irresponsible drivers. But the repeated blocking by Mr. Owens of bills to improve Maryland's laws should not be permitted any longer in Annapolis. After Laura Lamb's accident, Gov. Harry Hughes appointed a task force to consider this matter, and its recommendations from these hearings are due next Wednesday. Among them should be proposals to revise the state standards, and Gov. Hughes and leaders in the general assembly should see them to enactment in the next session.



Editorial

DRUNK DRIVING CRACKDOWN URGED IN MARYLAND

May 20-21, 1980

Drunk drivers in Maryland kill people. All too often they get away with it. Drunk drivers in Maryland ruin lives. All too often they get away with that too.

Consider the case of Laura Lamb of Frederick County. When she was five months old, she was injured in an accident caused by a drunk driver---a driver with a string of drunk driving convictions, who was still behind the wheel, even though his license had been revoked.

The accident happened seven months ago, now Laura Lamb is paralyzed for life.

Maryland has a terrible record for drunk driving accidents. Last year, half of the people killed, and the majority of the people injured on Maryland roads were killed or injured in alcohol-related accidents.

Why can drunks behind the wheel get away with murder and mayhem in Maryland? There are several reasons---among them the fact that Maryland has some of the most lenient laws in the country--laws which make prosecution of drunk drivers difficult. There are also communications breakdowns between the courts and the Motor Vehicle Administration. Also, many middle-class, middle-aged judges are reluctant to crack down on middle-class, middle-aged drunk drivers. The cases often hit too close to home.

Everyone is aware of the problem, but so far, Maryland has been unable to mount an organized attack on drunk killers behind the wheel.

One of the people who ought to be most concerned is Governor Harry Hughes. He was formerly State Secretary of Transportation---responsible for the Motor Vehicle Administration. As we see it, the Governor's special background puts him in an ideal position to act on the drunk driving problem.

That action could start with the appointment of a Governor's Commission to come up with recommendations for a full-fledged effort to get drunks off the road, and keep them off.

The problem can be solved. But the solution has to start with the realization that drunk driving is no accident---it's a crime.

Rich Adams speaking for WDVM-TV.

80/87

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One for the Roadblock?

IF EVER THERE WERE an effective way to focus the pie-eyes of drunken drivers on a sobering threat—namely, arrest on the spot—it is the Montgomery County police department's new practice of stopping traffic to check the alcoholic conditions of motorists. And if this practice can be carried out with the courtesy and good sense that seem to have prevailed during the first weeks of this program, it deserves the strong citizen support that it is enjoying so far—as an important effort to protect the lives of everyone using public roads.

That is a big if, we know, because anything that smacks of stop-and-frisk or discriminatory harassment by law enforcement authorities is subject to legitimate protest. But the drunk driver, like the loaded handgun-toter, is a potential killer on the loose, and every law-abiding citizen on the streets deserves not only effective police protection, but also reason to believe that the conditions under which drivers' licenses are issued are met by others behind the wheels.

Dry statistics—the routine radio readings of holiday death tolls on highways, for example—do not always hammer home the horror of drunken driving as the leading cause of highway deaths in this country. But then Montgomery County Police Capt. John Baker is one who knows—20 recent fatal accidents he investigated involved drunk drivers. Others who know painfully well are the relatives

and friends of victims, starting with 110 people killed in the county between January 1980 and Oct. 30, 1981, when the program began, of whom a majority were in accidents involving drunk drivers. This statistic does not even include the five members of an upper Montgomery County family who were killed Thursday in an accident in Carroll County in which the driver of another car has been charged with driving while intoxicated.

The Montgomery County program, or any other like it, should avoid unnecessary harassment. For example, the teetotaling couple on the way to the theater should not be caught up in a huge traffic snarl on a main artery and then grilled unnecessarily for 30 minutes—or asked to get out of the car and do cartwheels at roadside. But reports so far indicate that the checking in Montgomery has been executed with courtesy and dispatch; everyone is stopped, but only when there are overt signs of alcohol use—evident odor of liquor, bottles or cans in the car, awkward movements or slurred speech—do the officers pursue any further questioning. No searches are supposed to be conducted; that policy should stick.

Should police have to wait until a car is weaving across oncoming lanes or barely missing pedestrians before chasing down or pulling over a car? Or isn't it better to get the message out to all that in Montgomery County, people who drink had best find people who don't to do the driving.

APPENDIX T: DEAR COLLEAGUE LETTER

Congress of the United States

Washington, D.C. 20515

October 6, 1981

Dear Colleague,

Over the past decade alone, an estimated 250,000 Americans have been killed in alcohol-related auto crashes, and millions more have been seriously injured -- many crippled or maimed for life. Many of those killed and crippled were innocent children.

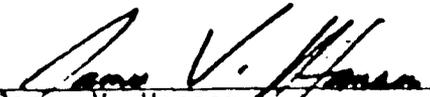
Drinking driving is the most often committed violent crime in the nation and a significant cause of death among our youth.

This year another 26,000 people are projected to be killed by drinking drivers and about 750,000 seriously injured at a conservatively estimated economic cost exceeding \$5 billion. Clearly, drunk driving is one of the nation's most serious health and safety problems, one which experts say is worsening.

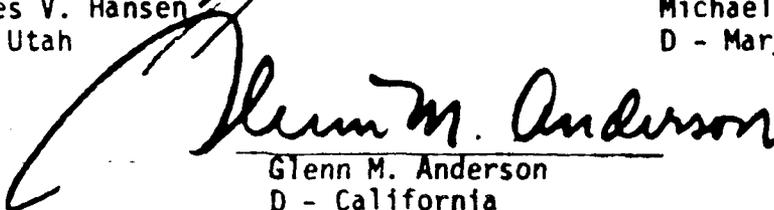
It is time that we, as members of Congress, take immediate action to help stem the carnage occurring routinely in every community nationwide. The human suffering inflicted on the American public by drunk drivers can no longer be tolerated by a sane society.

We are convinced that much of the tragedy is preventable. Therefore, we invite you to join in calling on President Reagan to appoint a blue ribbon Presidential Commission with the goal of developing a realistic master plan to help bring under control what is perhaps "America's greatest tragedy." If you are interested in co-signing the attached letter, please contact Bill Bronrott (5-5341) or Don Leonard (5-0453) at your earliest convenience.

Sincerely,


James V. Hansen
R - Utah


Michael D. Barnes
D - Maryland


Glenn M. Anderson
D - California

Congress of the United States

Washington, D.C. 20515

October 6, 1981

Hon. Ronald Reagan
President of the United States
The White House
Washington, D.C. 20500

Dear Mr. President,

We, the undersigned members of Congress, wish to bring to your attention the need for you to take a firm public leadership role to help resolve what is perhaps "America's Greatest Tragedy" -- the alcohol crash problem in our country.

Drinking driving and the gruesome toll it takes everyday is the most often committed violent crime in our country and has been allowed to become a national disgrace. In the past ten years alone, an estimated one quarter of a million Americans have been killed in alcohol-related crashes. Millions more have been seriously injured -- many crippled or maimed for life. This year another 26,000 people are expected to be killed in our country by drinking drivers -- hundreds of thousands more seriously injured. The problem is projected to get worse -- much worse.

We are convinced that much of the pain and suffering inflicted on innocent American families by drinking drivers is needless and preventable. In a country as great as ours, with our wealth of resources and talent, there is no sane reason to let this carnage continue. Drinking drivers can be removed from the highways. Death and destruction can be substantially reduced. But for this to happen your involvement is needed.

Therefore, we ask that you appoint a blue ribbon Presidential Commission which will bring together the most qualified persons in the nation to develop a realistic national master plan to curtail the tragic suffering caused by the drinking driver epidemic. We ask that you call on the American people to help in this effort.

And, finally, we ask that you encourage every Governor to establish a solution-oriented state task force to deal with drinking drivers at the state and local levels.

We believe society does not want the tragic problem of the drinking driver to continue. We believe the American public will get firmly behind your efforts to reduce death and injury caused by drinking drivers.

Thank you.

Sincerely,

APPENDIX U: SAMPLE PRE-PRESS RELEASE

August 25, 1980
PRESS CONFERENCE
For Further Info
Contact Sandy Golden

M.A.D.D. MOTHERS AGAINST DRUNK DRIVERS PRESS CONFERENCE

A good press release
contains the 5 Ws



A press conference on the state-wide drunk driving problem in California
will be held on Tuesday, August 26, 1980 at 10:30 A.M. in the Governor's
Press Room on the first floor of the State Capitol Building by the President
of M.A.D.D., Candy Lightner.

At that time Candy Lightner, whose 13-year old daughter was killed earlier
this year by a repeat offender drunk driver, will announce a State-wide
petition drive aimed at getting drunk drivers off the road and will publicly
ask Governor Brown to appoint a task force charge with the responsibility of
developing solutions to the State's drunk driving problem.

The identical twin of the slain girl will talk briefly on the issue
and the principal of Del Campo High School, Eleanor Brown will also speak.

Starting at 10 A.M. on Tuesday, a demonstration in support of the task force and reform of the drunk driving problem will take place at the North entrance of the Capitol building. About 20 high school students will picket and gather signatures on the petition.

Drunk driving is the number one highway traffic safety problem in California.
Over 2,500 people were killed in alcohol related crashes in 1979 and more than 73,000 were injured.

APPENDIX V: GUIDE-BADGE-DIAL-A-RIDE-PROGRAM

In the last several years there has been an alarming increase in the number of drug and alcohol-related automobile accidents in the Bowie community. In response to this severe problem, GUIDE initiated the Dial-A-Ride Program during the 1980 holiday season.

The GUIDE Dial-A-Ride Program was a service that offered safe, no-questions asked rides home to intoxicated youth, as well as those dependent on intoxicated youths for rides home. Staffed by an operator and teams of adolescent and parent volunteers, GUIDE Dial-A-Ride answered calls between 9:00 PM and 2:00 AM on Friday and Saturday nights from November 26 through January 4, as well as Christmas Eve, Christmas, New Years Eve, and New Years.

This year GUIDE and the BADGE Committee are sponsoring a second Dial-A-Ride Program. This service will operate from 9-2 Friday and Saturday nights for the Thanksgiving weekend through New Years, as well as Christmas Eve evening and New years evening.

GUIDE and BADGE are currently seeking parents and teenage volunteers to comprise "teams" to work with Dial-A-Ride. Each member would volunteer one or two Friday or Saturday evenings be remaining at home between 9 and 2. When a call is received by Dial-A-Ride, the staff operator calls the members of the assigned team and give them the location of the youth. The team drives to the given location and provides a safe ride home for the caller.

After volunteers have signed up, GUIDE and BADGE will hold a staff training session to explain the service, provide information about typical calls and answer question.

In order to staff the Dial-A-Ride program, we need both teenage as well as adult volunteers.

One evening of your time may ensure that a youth's ride home is a safe one.

Questions about the Dial-A-Ride Call:

529-1700

Teenage Volunteers

Name: _____ Preferred Night of Service:
Address: _____ Friday Saturday
Phone: _____

Adult Volunteers

Name: _____ Preferred Night of Service:
Address: _____ Friday Saturday
Phone: _____

Questions may be addressed to:
Mr. Fred Rook, GUIDE
529-1700

Volunteer forms may be left with:
Mr. Terry Summons
Bowie City Hall
or
Ms. Elaine Johnson, Counselor
Bowie Senior High School



**A license to
drive doesn't
mean
a license to
drink.**

Don't drink too much of a good thing.
The Distilled Spirits Council of the United States.
1500 Pennsylvania Building, Washington, D.C. 20004

APPENDIX X: FRIEND'S DON'T LET FRIENDS DRIVE DRUNK

**Friends don't let friends
drive drunk.**



**If your friend has had too much to drink, he doesn't
have to drive. Here's one way to keep your friend
alive . . .**

drive your friend home



**U.S. Department of Transportation
National Highway Traffic Safety
Administration.**

Friends don't let friends drive drunk.

If your friend has had too much to drink, he doesn't have to drive. Here are three ways to keep your friend alive ...



drive your friend home



have your friend sleep over



call a cab



U.S. Department of Transportation
National Highway Traffic Safety
Administration

Sacramento Union

Wednesday August 27, 1980

Crackdown on drinking drivers sought by angry Sacramentans

By BOB TAYLOR
Staff Writer

A group of angry Sacramento residents—spurred by the death of a Fair Oaks girl last May—appealed to Gov. Brown Tuesday for reforms to crack down on drunken drivers.

Brown was asked by Mothers Against Drunk Drivers (MADD) to appoint a task force to find solutions to a problem that resulted in 2,500 deaths in California last year.

The group is led by Candy Lightner, whose 13-year-old daughter, Carl, was struck and killed on May 3 as she walked to church by a repeat drunk driver.

At a Capitol press conference, Lightner said she sent Brown a letter urging him to use the full powers of his office to address the problem.

Lightner complained in a letter delivered to Brown's office last Friday that

she tried without success to personally bring the matter to Brown's attention "but I can't seem to impress upon your staff the validity and urgency of this issue."

MADD is circulating petitions asking for a statewide exploration by a governor-appointed task force "to develop effective solutions that can be advocated and implemented."

Lightner and others decried the lack of legislative concern about drinking drivers, particularly by the Assembly Criminal Justice Committee, which they called "the graveyard" of reform measures.

Assemblywoman Jean Moorhead, R-Sacramento, said the situation had become "totally intolerable. What sort of a society do we have that allows repeat offenders to be out on the streets?" she asked.

The driver arrested for the hit-run death of Carl Lightner had been out of

jail on bail for only two days on another hit-and-run drunk driving accident.

A study released just this week by the state revealed that 65 percent of those who have had their driver's licenses suspended or revoked because of drunk driving convictions continue to drive.

MADD contends the state has no way of knowing how many such drivers are on California highways and that there are insufficient laws to control repeat offenders.

The Department of Motor Vehicles report recommended that a study be conducted on the effect of license restrictions for first offenders.

It also suggested a better method be devised for having revoked licenses returned to the department and urged a nationwide network be created to prevent drivers from obtaining second licenses in other states.

BY VICTIMS' MOTHERS

Crackdown Urged on Drunk Drivers

Los Angeles Times

Thursday, October 2, 1980

WASHINGTON—Laura Lamb expressed her outrage over the conviction and heard surrounding her seven television cameras, half a dozen news photographers, twice that many reporters, two House members, a senator, the administrator of the National Highway Transportation Safety Administration and a host of congressional aides and other federal officials.

Her lips moved, but she made no sound. At 38 months of age, Laura Lamb will never be able to speak or use her hands or legs—she's permanently paralyzed from the shoulders down, a paraplegic for life, able only to move her arms slightly.

The child was brought to a Capitol Hill hearing room Wednesday as a symbol of the human suffering caused by repeat-offender drunk drivers. Such drivers are the target of a fledgling national campaign being waged by two women who live on opposite sides of the continent but who—because of family tragedies—have joined as leaders of an organization known as MADD—Mothers Against Drunk Drivers.

Nationwide Petition Drive

Laura's mother, Cindi Lamb of Underville, Md., and Candy Lightner of Fair Oaks, Calif., near Sacramento—whose 13-year-old daughter was killed last May by a hit-and-run drunk driver—announced that MADD was sponsoring a nationwide petition campaign calling on President Carter to appoint a blue-ribbon commission to "develop realistic solutions . . . (and) effective reform of the drunk-driving problem in this country."

They received quick support from Reps. Robert T. Matsui (D-Sacramento) and Michael D. Barnes (D-Md.) and Sen. Claiborne Pell (D-R.I.). The lawmakers were the first to sign the petition, and they said that they would push for legislation to require minimum mandatory 10-day jail sentences or alternative community service and other stern measures for convicted drunk drivers.

The women's proposal for a blue-ribbon commission received the personal endorsement of Joan Claybrook, head of the National Highway Traffic Safety Administration, which has spent \$100 million in the last decade on national alcohol safety programs but which, she conceded, has not done enough.

25,000 Fatalities a Year

Claybrook and the members of Congress joined Lamb and Lightner for the news conference, which they said was intended to call fresh attention to the enormous toll inflicted annually by drinking drivers: 25,000 highway fatalities (half the national total), a million injuries and \$5 billion in damages.

With tears glistening their eyes and emotion choking their voices, the mothers told their stories.

Lamb recalled the Sunday afternoon 11 months ago when she and Laura were driving to the grocery. Their pickup truck was struck head-on by a car driven by a man whose traffic record had 56 separate entries, including three arrests for driving while intoxicated.

Now, Lamb said, "Laura feels absolutely nothing from her shoulders down. No kisses, no hugs. Laura doesn't laugh when I tickle her motionless feet. Laura can't play patty-cake."

Lightner said her daughter was walking in a bicycle

lane on her way to church last May when she was struck from behind by a man who left the accident scene—a man released on bail from another hit-and-run drunk driving accident two days earlier, a man who still had a valid California driver's license, although he had three drunk-driving arrests in the last four years.

"What happened to my daughter Carl could happen to anyone," she said. "She was only a few blocks from home when she was killed."

Pell told of how two of his aides were killed by drunk drivers in separate accidents 18 months apart. "We are not physicians to confront drunk driving," he said.

What is needed is a strong, uniform deterrent such as mandatory jail sentences, as well as a massive effort to change society's attitudes. "We have to make sure it is not socially acceptable to be a drinking driver," he said.

Barnes agreed, saying that "our community standards have been too lenient . . . The people of the United States have not said, 'We will not tolerate this any longer.' This is an outrage."

Matsui said enforcement of drunk driving laws is inadequate and penalties "so light as to be meaningless." In Sacramento County last year, he said, 91 persons were killed and 2,689 were injured in alcohol-related accidents. "There were 103 felony convictions for drunk driving, yet only three offenders went to prison," he said.

Lightner, who founded MADD in Sacramento, said she has collected 5,000 signatures on petitions calling on Gov. Edmund G. Brown Jr. to appoint a state commis-

sion to reform California drunk-driving laws, but "right now, Gov. Brown is doing nothing." She did say, however, that Brown's aides and other state officials have agreed to meet Oct. 15 to discuss the proposal.

Meanwhile, new MADD chapters are being formed in Maryland, Washington state, Oregon, Idaho and Iowa, she said, "to make sure that every possible step is taken to prevent future killing and maiming of innocent children by drunk drivers."



Cindi Lamb with Laura.
AP photo

Deaths Drop After California Stiffens Drunken Driving Laws

By Jay Mathews

Washington Post Staff Writer

LOS ANGELES, Jan. 4—California officials reported today one of the first significant results of a national citizens' campaign against intoxicated drivers—a 43 percent drop in New Year's holiday traffic deaths in the state as stringent new drunken driving laws went into effect.

Federal and state officials said the new package of California laws, which took effect at midnight Thursday, appears to have brought about a new caution in many drivers. They said the development may help accelerate a stiffening throughout the country of laws against drunken driving, which was involved in an estimated half of the 31,000 U.S. traffic deaths in 1980.

California Highway Patrol spokesman Ernest J. Garcia said the drop in traffic deaths from 47 a year ago to 27 in the three-day holiday period—the lowest New Year's death toll in 20 years—appears to be the direct result of the changes in state law and widespread publicity about them. There was so much preliminary news coverage warning of the new laws, which include mandatory jail terms and license suspensions, that Christmas holiday traffic

deaths also dropped sharply, from 64 to 31, Garcia said.

"I've talked to many people, both as an officer and a citizen," Garcia said. "Most people say, 'The law has teeth now; it looks like you can't get off with a fine or going to school. This might mean a jail term and I don't want to go to jail.'"

Al Lutersdorf, a spokesman for the National Safety Council in Chicago, said bad weather and the poor economy also may have helped cut the highway death rate in recent months, but the citizen campaign against drunken driving was crucial and produced more concern about the issue than he had seen in 15 years in traffic safety work.

Month-by-month figures provided by the National Highway Traffic Safety Administration show traffic deaths across the nation from 7 to 11 percent below 1980 levels from May through November.

The impact of the new California laws is particularly significant because the state has been the base of one of the most active citizen groups, Mothers Against Drunk Driving (MADD). The group's leader, Candy Lightner, began a concerted lobby

ing effort in Sacramento, now expanded to about a dozen other states, including Maryland and Virginia, after her 13-year-old daughter was struck and fatally injured by a car whose driver had been drinking.

Efforts to toughen drunken driving penalties have been resisted in the past by judges who feel mandatory sentences are too inflexible, by prosecutors who feel juries would be unwilling to impose them and by defense attorneys who argue that such laws would just make jails more crowded and hurt rehabilitation efforts. Citizen lobbying last year, however, resulted in California's unusually tough laws and in less far-reaching changes in other states, including Maryland, where the blood alcohol level requirements have been stiffened.

Law enforcement efforts also have been increased, as in Maryland, where roadblocks were set up to check drivers during the New Year's holiday.

John Moulden, a research psychologist for the National Highway Traffic Safety Administration, said the role of citizen groups like MADD and Remove Intoxicated Drivers (RID) "has been absolutely critical." Moulden said the initial California

results show drivers responding to the threat of penalties, but he advised a close look at how rigorously judges and prosecutors apply the laws when cases begin to come to court in two weeks.

Reducing drunken driving, Moulden said, "appears to be a political and not a technical problem." Most states have harsh penalties on their books that are rarely invoked, he said.

Many of the changes in California law involve subtle distinctions and technicalities such as a new statute making a .10 percent blood alcohol level absolute evidence, and not just a presumption, that the driver is under the influence of alcohol. Maryland last year also stiffened its blood alcohol level requirements, resulting in a sharp increase in arrests for drunken driving. But Maryland, Virginia and the District have not yet instituted the kind of penalties for drunken drivers now in effect in California.

But MADD chapters are working on it. Susan Midgett of Norfolk, the Virginia state representative for MADD, said her group is pushing for law changes that will be "a whole lot" like those California has,

"except there are a lot of loopholes here we also want to plug." Maryland's MADD chapter is headed by Tom and Dorothy Sexton of Bowie.

Under the new California law, every conviction for driving under the influence of alcohol requires a jail sentence of at least 48 hours, with one exception. If the case is a misdemeanor first offense, the judge may substitute a fine, require attendance at drinking drivers' school and a 90-day license suspension including permission to drive only to and from work.

A mandatory minimum fine of \$375 for every driving-under-the-influence conviction has been instituted, and \$20 of each fine will be directed to a victims' indemnity fund to help pay accident damages.

On a second drunken driving conviction, a judge may require the driver to attend an alcoholic treatment program for one year and add further jail time if he or she fails to attend. If a judge dismisses a drunken driving charge or reduces one to a lesser offense, he must read into the record his reasons for doing so, and this summary must remain on his personal record, the California law provides.

Los Angeles Times

Tuesday, November 3, 1981

Snowballing Movement

Justice Demanded by Drunk Driver Victims

By GAYLORD SHAW, Times Staff Writer

WASHINGTON—On a summer day in 1980, Tom Sexton sat in a southern Maryland courtroom and watched as defendants in criminal cases were called before the judge.

The first man was accused of car theft. Two years in jail, the judge said.

Then came the case of David William Watkins Jr., the man accused of killing Sexton's 15-year-old son, Tommie.

A month earlier, Tommie Sexton and two friends were returning from a fishing trip when Watkins' car swerved across the center line and smashed into theirs. Young Sexton was killed and his friends injured. Watkins was unhurt, and on this day he pleaded guilty to homicide by motor vehicle while intoxicated. The judge placed him on two years' probation and fined him \$200.

Tom Sexton and his wife were stunned. A car thief gets two years in jail; the man who killed their son pays a \$200 fine and goes free.

Today, they still grope for words to express their anger. It is "totally incomprehensible," Dot Sexton said, that "our son died as the result of a senseless crime and the criminal is not punished."

"The courts seem to place a much higher priority on a loss of personal property than they do on the loss of human life when it comes to drunk

driving cases," she said.

"You feel a lot of outrage when something like this happens," Tom Sexton added. "You wish there was some way you could strike back."

Now the Sextons—and thousands of others whose lives have been scarred by drunk drivers—are striking back. They have become part of a snowballing citizens' movement, stretching from California to Maine, which is demanding—and, in some instances, getting—comprehensive action to curb drunk driving and the frightening toll it causes.

Every 23 minutes, someone in the United States is killed in an accident involving a drunk driver. The 28,000 deaths each year amount to half of all traffic fatalities, and drunk driving crashes kill more persons under age 34 than cancer, heart attacks or any other single cause. More than 1 million others are injured or crippled each year and annual economic costs exceed \$5 billion.

On a typical Saturday night, studies have found, one of every 10 drivers is drunk. But of every 2,000 drunk drivers, only one is arrested. And stiff punishment is meted out in only a fraction of cases.

Armed with statistics like these and countless tales of personal
Please see DRIVERS, Page 81

DRIVERS:

MADD Victims of Drunks Demand Justice

Continued from First Page

tragedy and lax justice, citizens' groups have descended on city halls, courthouses, state capitols, Congress and the White House with demands for action.

"They're mad as hell, and they're saying, 'We don't have to take this any more,'" said John Moulden, a research psychologist with the National Highway Transportation Safety Administration who has helped coordinate the federal government's alcohol and highway safety programs for nine years.

They have already scored some successes.

California recently adopted tougher drunk driving laws, as did Maine, Maryland, New York and Connecticut. A dozen other states are considering tightening their laws and task forces on drunk driving are springing up from Arizona to Pennsylvania.

More than 60 members of Congress are co-sponsoring federal legislation to mandate stiffer punishment, especially for repeat offenders. And 20 senators and 130 House members have signed a letter urging President Reagan to form a blue-ribbon presidential commission "to develop a realistic national master plan to curtail the tragic suffering caused by the drinking driver epidemic."

The Administration has not taken a position on the request for such a commission, but the President may soon find himself under the same type of citizen pressure that persuaded California Gov. Edmund G. Brown Jr. last year to form a governor's task force on drunk driving.

Mothers Against Drunk Driving (MADD) led the campaign for the California task force and now has collected 150,000 signatures on a petition to Reagan urging formation of the national group.

"Drunk drivers kill more people in the United States than murderers . . . yet we can't get a national commission on how to deal with this problem," said Candy Lightner of Fair Oaks, Calif., who founded MADD 18 months ago after her 13-year-old daughter was struck and killed by a fifth-offender drunk driver while the girl was walking in a bicycle lane.

32 MADD Chapters

From a single chapter in California, MADD now has grown to 32 chapters in eight states and plans to form chapters in every state.

A similar organization, Remove Intoxicated Drivers (RID), was formed three years ago in New York by Doris Aiken after two neighborhood children were killed by a drunk driver. It has grown to 29 chapters in eight states.

MADD and RID recently received grants totaling more than \$100,000 from the National Highway Transportation Safety Administration, and Lightner said the money would be used to promote local efforts across the nation.

"Our goal is to teach every community how to fight the problem, to form local citizen action groups . . . to upgrade the system," she said.

"Drunk driving is a political problem that reacts to citizen pressure," said Sandy Golden of Gaithersburg, Md. He quit his job as an investigative reporter for a television station to devote all of his time to promoting solutions to what he calls "America's greatest tragedy."

"The public is for the most part ignorant of the true magnitude of the issue and what steps can be taken at the community level," Golden said. "The reason the public is ignorant about drunk driving is because the media has, for the most part, failed to cover the story. Most reporters are simply unaware of the impact that drunk drivers have in their communities and the breakdown in the criminal justice system that allows the problem to fester."

Lax Enforcement

Indeed, there is ample evidence of lax enforcement of drunk driving laws.

When *Newsday*, the Long Island newspaper, did a computer study of court records in two New York counties, it found that a person arrested for drunk driving the first time enjoyed nearly 20-1 odds that he would not be convicted; that a driver caught for a second, third, or

even fourth time enjoyed odds of 4 to 1 that he would be spared a jail term, and that a driver who killed someone while driving drunk had a better than 4-to-1 chance of avoiding prison.

Throughout the United States, plea bargaining on drunk driving charges is commonplace. In California, for instance, the state task force found that of 50,000 convictions for reckless driving in 1978, 75,000 drivers originally had been charged with drunk driving. Plea bargaining had resulted in the lesser charges.

Under a package of legislation signed Sept. 29 by Brown, plea bargaining became more difficult in California, prosecution became easier and harsher punishment became almost inevitable.

Attitudes Change Needed

But, authorities agree, more than new laws are needed. Almost without exception, they say that a change in public attitudes is essential.

When the General Accounting Office the investigative arm of Congress, conducted a nationwide study two years ago it concluded that "society's general acceptance of drinking and driving is the main obstacle to solving the drinking driving problem."

"Before any significant reduction in alcohol-related traffic accidents will occur," the GAO said, "a long-term, continuing educational commitment must be made. Governments, educational institutions and the general public need to work together to change attitudes about drinking and driving."

Moulden, the federal coordinator, agrees. "Drunk driving is the most socially accepted violent crime we have," he said. "Because they themselves are likely to drink—statistics show that one-third of the adult population abuses from alcohol—too many prosecutors, judges and jurors are too tolerant," he said. "When they see a drunk driver sometimes they tend to see themselves and take the view that, 'But for the grace of God, there go I.'"

"That's one of the problems we have on this issue . . . we have to do a lot of educating," Moulden said. His agency promotes the concept of "general deterrence," which he describes as "increasing the perception of getting caught."

Paranoia Needed

"We have to find a way of scaring the hell out of people who drink and drive," he said. "We have to create paranoia—we have to make them think there is a strong chance they'll be caught," and that punishment will be swift and sure.

In most states, including California, a person is considered too drunk to drive if his blood alcohol level is 0.1% (one-tenth of 1%). To reach that level, most authorities say, a 160-pound person has to consume four or five mixed drinks (or the same number of beers or glasses of wine) within an hour of drinking.

In some Scandinavian and European countries, a driver arrested with a blood alcohol level as low as 0.05%—half that of the U.S. norm—faces a mandatory jail term of up to 31 days. "From my experience as a graduate student in Switzerland, I know that tough laws, stringent enforcement and effective public information campaigns work," said Rep. Michael D. Barnes (D-Md.), chief sponsor of the House bill to mandate uniform nationwide penalties.

Traffic Toll Declines; 1st Time Since '73-'74

By Jay Mathews

Washington Post Staff Writer

LOS ANGELES, Feb. 6—An estimated 1,873 fewer people died in U.S. traffic accidents in 1981, according to a federal tally. It was the first significant drop in the toll since the Arab oil boycott of 1973-74.

Safety experts credited the reduction in highway carnage at least in part to the nation's severe economic recession, which they speculate may have cut down use of automobiles.

But Alan Hoskin, statistical department manager for the National Safety Council in Chicago, said the council's figures indicated driving mileage in 1981 had gone up, not down. "Probably a lot of little things and no one big thing" produced the decline in deaths, Hoskin said.

Some highway officials suggest that tougher drunken driving laws and child restraint laws and a rise in the legal drinking age in some states has cut the toll.

According to estimates by the National Highway Traffic Safety Administration (NHTSA), 49,218 persons died in street and highway traffic accidents in 1981, compared with 51,091 in 1980, a 3.7 percent drop. The death toll had dropped from 54,052 in 1973 to 44,525 in 1975 as gasoline prices shot up and the 55 mph speed limit came into effect, but the annual traffic death figures immediately began climbing back up.

In 1980, the upward trend halted, with the death toll virtually unchanged from 1979.

Ben Kelley, senior vice president of the Insurance Institute for Highway Safety, cautioned that it was difficult to explain the 1981 drop, but he said worsening economies have led to a reduction in driving. "You have less money, so less driving, less gas, less entertainment, less driving by kids," he said.

Kelley and other safety experts also mentioned the possible impact of publicity about stricter drunken driving laws in some states and new laws passed in about 20 states in the last three years requiring children to be strapped in while riding. Candy Lightner, president and founder of Mothers Against Drunk Driving, said in a telephone interview from

Sacramento, "I think we had something to do with it; there was a part we played in heightening awareness."

Police in California, Illinois, Maryland and other states have credited publicity about new drunken driving laws and increased use of roadblocks and free taxi service for drunks for a decline in traffic deaths over the New Year's holiday.

But Lightner said that once potential drunken drivers begin to realize that undermanned police departments have little chance of catching them, they begin to take chances again despite tougher penalties. In other countries that have passed stiffer drunken driving laws, she said, "You had an improvement in the first six months to a year, and then it goes up again."

Clarence Ditlow, director of the Center for Auto Safety in Washington, said the new child restraint laws may have lessened the risk for children, but he decried loopholes in many of the new state laws that allow the child to ride without a seatbelt if he or she is being held by an adult. "That just makes it worse," he said.

The national death toll figures compiled by the National Center for Statistics and Analysis under the NHTSA are based on state reports of fatalities on roadways and do not include parking lot and other off-street auto accidents that the National Safety Council adds to its totals, said Grace Hazard, data retrieval specialist with the center.

According to the figures provided by Hazard, traffic deaths in 1981 increased over 1980 deaths in only three months—January, February and April. The March figures for the two years were almost the same, but the later months of 1981 showed a consistent decline, at the same time that the economy was worsening and publicity about new drunken driving laws was increasing.

The largest declines were in June, with an 11 percent drop, and in August, a 10 percent drop.

Sidney Port, a professor of mathematics at the University of California at Los Angeles, said the drop of 1,873 in a year is statistically significant and has to be caused by some factor other than chance.

Victims Testify on Drunk Driving

By Eugene L. Meyer
Washington Post Staff Writer

ANNAPOLIS, Sept. 23—Haltingly and sometimes in tears, Cindi Lamb told about the accident that paralyzed her infant daughter for life. It happened at midday last Nov. 10 and the other driver was drunk.

"I remember the last time Laura felt a hug," Lamb, 28, told a Maryland legislative hearing here today. "I remember the last time Laura moved her fingers and her hands and feet and legs. Now, she doesn't feel any kisses, doesn't feel any hugs, doesn't feel anything."

Six-month-old Laura Lamb at her side, the Mount Airy mother turned to Del. Joseph E. Owens (D-Montgomery), head of the Maryland House Judiciary Committee, who has repeatedly blocked bills aimed at toughening the state's drunk driving laws, considered

by some observers among the weakest in the nation.

"I am convinced the primary reason for these unnecessary deaths and maimings is Joe Owens," she said. "Mr. Owens, you are wrong, dead wrong. My daughter is living proof of how wrong you have been."

The veteran lawmaker, famous for killing bills on many subjects, sat impassively through the attack. He had heard it all before.

"Well, you know," he said after he had left the hearing before it was over, "there's gotta be a villain and I guess it's me."

"But my desire is to get what will work. Making it tougher will only help lawyers because the rougher the penalty the more cases they'll get."

The emotionally charged issue is not new, and neither are the proposed solutions. But this time there is a task force

appointed by Gov. Harry Hughes, following Laura Lamb's well-publicized accident, to consider the matter. Today's hearing, held jointly with the Senate Constitutional and Public Law Committee, was the fourth meeting of the task force, whose recommendations are due Oct. 1.

It was preceded by picketing of the governor's mansion by about 15 men and women whose signs said, "no more Laura Lambs" and "Joe Owens: Why do you let this happen?"

The task force has already agreed to recommend that a verdict of probation before judgment, which effectively erases the charge, be made known to judges and law enforcement officers in drunken-driving cases. Under the present practice, drunk drivers sometimes receive lenient first-offender treatment the second time around be-

See DRUNK, C3, Col. 1

Maimed Baby's Mother Testifies At Hearing on Drunk Driving

DRUNK, From C1

cause nobody knows of their prior offenses.

On another key change, however, the task force has deadlocked. This is a proposal to revise the standard for driving while intoxicated by making the legal standard of drunkenness .10 rather than .15 percent blood-alcohol content and defining the lesser offense of driving while impaired as having a blood-alcohol level of .05 rather than .10 percent.

Lamb and others here strongly advocated the change in a state where, statistics show, nearly 50 percent of traffic deaths are alcohol-related and the laws are less stringent than elsewhere. "The laws in the state are deplorable," said the American Council on Alcoholism, a Baltimore-based group that alleges its reform efforts in Maryland have "been stonewalled."

Owens, for one, demurred. "It's not working perfectly," he said of the state's present drunk-driving law, "but it is working better than others."

For one thing, Owens and others said, too few drivers would fall in the proposed new impaired category to justify the change, while the increased number of arrests could clog the courts. And if Maryland had only one standard, as is the case with most states, Owens said, drunk drivers would plead guilty to reckless driving and be "out of the alcoholic area where they could be identified and treated."

Owens pointed to the District of Columbia and Virginia, where the standard for drunken driving is .10 percent blood alcohol, and said offenders there frequently are allowed to plead guilty to reckless driving.

"It is very difficult to suspend or revoke the license of a man who depends on driving to support his family," said Baltimore Judge Robert J. Gerstrung, adding another point of view.

The hearing droned on with a parade of witnesses who provided no clear



Continued From International

Cindi Lamb, holding her paralyzed baby daughter, testifies.

consensus on what should be done. Along with Owens, Cindi Lamb left early. Her daughter requires constant care, including the suctioning of mucus from her lungs, a task her mother performs regularly through a tube.

The driver responsible for the accident had several prior convictions for drunken driving.

Since the accident, Cindi and Alan Lamb, her husband, have separated and she has given up her job teaching the deaf and applied for welfare in order to spend full time with her daughter.

"The sun rises, the sun sets, Lamb's paralyzed and that's the way it is," she said.

ADVANCE PUBLICITY IS IMPORTANT. THIS ARTICLE AND OTHERS LIKE IT RESULTED IN OVER 300 PEOPLE ATTENDING THE PUBLIC FORUM. THE TASK FORCE REQUESTED WAS IMMEDIATELY GRANTED.

Drunk driving forum Sunday

By NANCY ERICKSON
Sun City Editor

WESTMINSTER — A Westminster pastor is determined to do something about drunk drivers.

Reverend Loren L. Gisselbeck has organized a forum for Sunday at 3 p.m. at his church, Westminster United Methodist Church, Main and Center Streets.

The pastor said that his concern about drunk driving stemmed from the accident which claimed the lives of five church members while they were on their way to Christmas Eve services.

The tragedy has attracted wide-spread attention; metropolitan tv stations covered memorial services for the family at the church last Sunday, and continued media attention, including reporters from papers as far away as The Washington Post, are expected at the forum on Sunday.

Martha Proctor, director of religious education at the

church, was driving her family to the Christmas pageant at about 3:55 p.m. on Route 27 when a southbound car driven by Kevin Cooper, 25, of Glen Burnie crossed the center line and crashed head-on with the Proctor.

Two of Mrs. Proctor's sons, Terrell, 23, Roger, 14, were killed instantly. Three of her grandchildren also died: Ruth Ann Jeanette, one month; Pauline Marie Jeanette, 18 months; and Rebecca Ann Jeanette, three. Mrs. Proctor and three others were injured.

State police charged Cooper with five counts of manslaughter, driving while intoxicated, failure to drive right of center, and reckless driving.

Rev. Gisselbeck said that the idea for the forum "came out of my head." He noted that about 400 people also came to the memorial services held Sunday for the five who died in the Christmas Eve accident.

"I wanted to have some way of getting people together to do something," he said of the problem of drunk drivers who are

plaguing Maryland's roads. "People kept asking me, 'What can we do,'" Rev. Gisselbeck said.

The pastor has invited representatives from county and outside agencies including Thomas E. Hickman, state's attorney, who advocates a "get tough" stance on drunk drivers.

Gisselbeck has asked Hickman along with Neal Bechtol, commander of the Westminster barrack of the state police; Senator Charles Smelser; Delegate Lanny Harchenborn; Jim Doolan, of Carroll Alcohol Drug Awareness Team (CADAT); and Tom Sexton, of Mothers Against Drunk Drivers (MADD) to give five minute speeches.

What the pastor hopes to accomplish with the forum is the formation of a task force much like the ones in Prince Georges and Montgomery counties. The task force would answer to the county commissioners and hopefully evaluate the weaknesses of the system and close the loopholes in

order to make the system more effective. But, Gisselbeck said, the community needs to support such a task force.

Although others have been fighting against drunk drivers long before the Christmas Eve tragedy, that is when Rev. Gisselbeck began. He said he was the pastor who told the family of their loved ones' deaths. "I don't want to have to do that again," he said.

Another idea Rev. Gisselbeck has on how to fight drunk drivers is a method used in Prince George's County. The police appear on radio and television prior to special events and holidays with the message of: "If you're going to drink and drive, we're going to get you."

Since the program has been in effect, there has been only one alcohol related fatality in that county, the pastor noted.

The key to getting drunk drivers off the roads is to "get to the people," Rev. Gisselbeck stressed. "It won't be tolerated."

Car Dealers Combat Drunk Driving

by Pat Edd

Montgomery County's automobile dealers, using this pre-holiday week for launching their campaign against drunk driving, are presenting the county's police force with a Christmas gift, a preliminary breath tester.

The breath tester, the first one to be owned by the local police department, is a mechanism that can be used on road patrol to indicate if a motorist is under the influence of alcoholic beverages.

Robert Fógarty, vice president and general manager of Sport Chevrolet, Silver

Spring, heads the automobile dealers' effort against drunk driving.

In launching the campaign at the beginning of the holiday season, a spokesman said the dealers hope their efforts can help to avert tragedies during a time when an increased number of people are prone to take to the road after "too much partying."

The dealers plan a year-round campaign and will concentrate on the educational aspects of keeping people, when they have been drinking, from driving motor vehicles.

"The dealers will go to the high schools to present programs" and will also use their showrooms to emphasize the hazards of driving while drunk, said the spokesman.

There are about 35 automobile dealers in the county. Their representatives scheduled a press conference on Wednesday to announce the Dealers Against Drunk Drivers campaign.

The preliminary breath tester is not to be confused with the equipment used at police station to measure alcoholic content of a person suspected of drunk driving.

Thursday, December 17, 1981

The Gaithersburg Gazette

RID Begins Billboard Campaign

By Mary Jo Goellner
Journal Staff Writer

When Celeste Daugherty's children asked her what she wanted for Christmas, she knew exactly what to answer. Her list is a short one.

"All I really want is a billboard with Joanie's picture on it reminding people not to drink and drive," she responded. Mrs. Daugherty's 18-year-old daughter Joan was killed by a drunken driver on June 19, just two weeks after her high school graduation.

FIGHTING HER way through bitter anger and a mother's grief, Mrs. Daugherty has been working hard during the past few months to save other parents the anguish she has suffered.

As vice president of RID, a citizens' group aimed at Removing Intoxicated Drivers, Mrs. Daugherty has

donated plenty of her time to educating the public about the perils of drinking and driving.

And the next step in her campaign will feature four billboards donated by a local outdoor advertising company that will proclaim the dangers of driving while intoxicated.

Motorists who drive by the four billboards will see a four-foot tall photograph of Joan in the upper lefthand corner and a matching photo in the righthand corner of Catherine Brickey, another drunken driving victim and the 20-year-old daughter of Marge Charleville, the president and founder of the Missouri chapter of RID.

ALTHOUGH THE 52-year-old driver who hit and killed her

daughter also was killed in the accident, Mrs. Daugherty says she still feels a need to lash out at other drinking drivers.

"I suppose my activity with RID and my plans for the billboards are my way of letting people know what can happen when you drink and drive," Mrs. Daugherty says. "In my own little way, I suppose I'm hitting back at the drunken drivers who are still driving on our streets."

The billboard space is being donated by Gannett Outdoor Advertising Co., which will also defray the cost of printing the signs. The only thing RID will have to pay

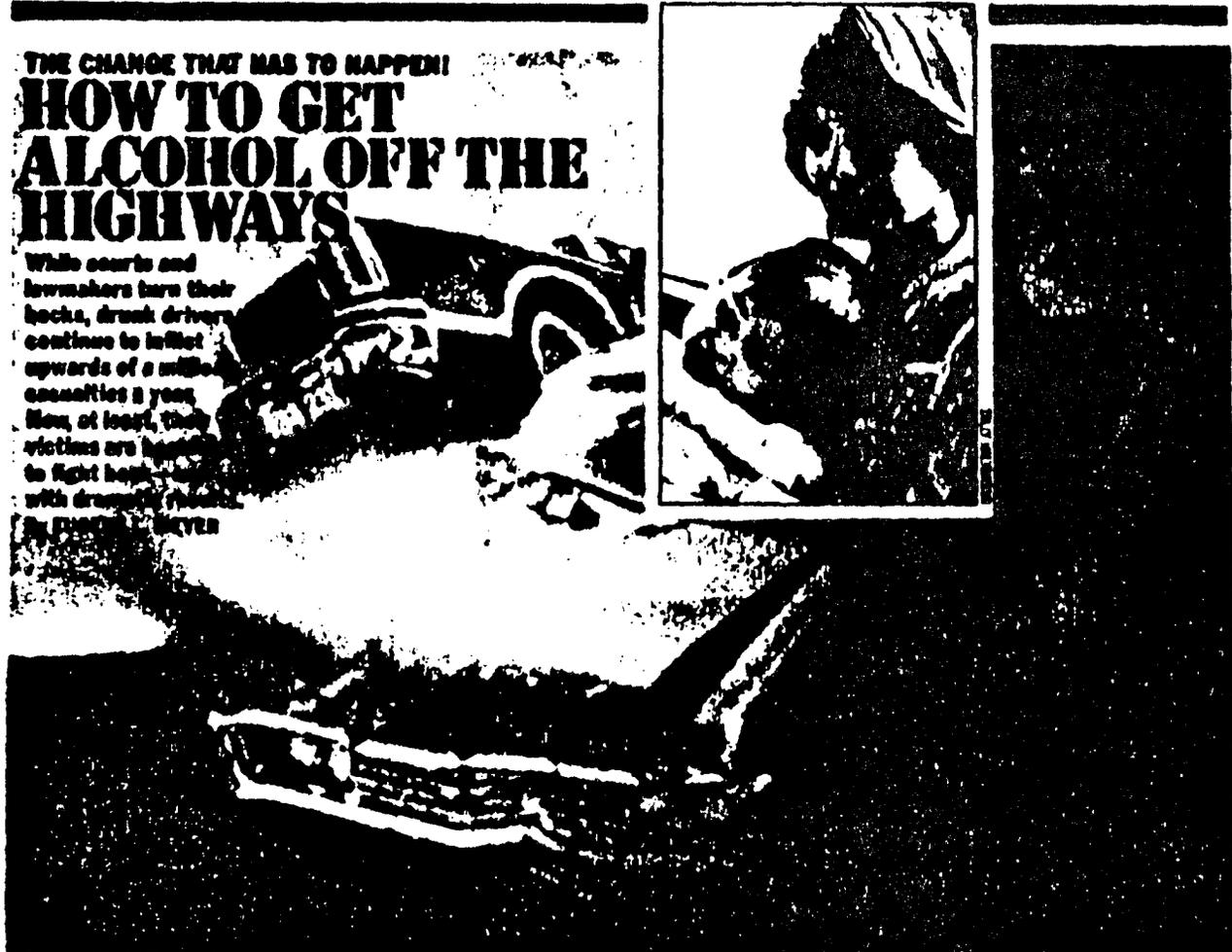
for is \$330 in basic materials.

The four billboards are located at 8800 N. Lindbergh, Gravois; Union north of Easton; Choteau and Carlaine; and 231

THE CHANGE THAT HAS TO HAPPEN! HOW TO GET ALCOHOL OFF THE HIGHWAYS

While courts and lawmakers turn their backs, drunk drivers continue to inflict upwards of a million casualties a year. Now, at last, they victims are beginning to fight back—with dramatic results.

By **FRANK J. SWEET**



IT HAPPENED at midday on Saturday, November 10, 1979, on a rolling country road outside Washington, D.C. Cindi Lamb, shopping-bound with her five-month-old baby Laura belted in beside her, was approaching the crest of a hill when an oncoming car veered across the center line and smashed into her pickup head-on. The driver was drunk.

The 25-year-old mother was pulled from the wreckage with a dozen broken bones, which were soon to heal, but Laura suffered irreparable injuries to her spinal column and will be paralyzed for life. After six months of intensive care, she was sent home from the hospital with braces on her legs and body and a tube in her throat so that mucus could be suctioned from her lungs. Although she could move her arms, she had no sensation in them nor in any other part of her body. Because she could feel no pain, she had chewed one hand bloody and had to wear mittens. She must still wear them.

"I remember the last time Laura felt a hug," Cindi Lamb says. "I remember the last time she moved her fingers and her hands and her legs and feet. Now she doesn't feel any

hugs. She doesn't feel anything from her shoulders down." Eighteen months after the accident that paralyzed her for life, two-year-old Laura Lamb must wear mittens because, with no feeling in her hands, she chews her fingers bloody. She is shown above with her mother, Cindi, who has become a leader in the fight for tougher drunk-driving laws and tougher law enforcement.

hugs. She doesn't feel anything from her shoulders down."

For Cindi Lamb and her husband, life would never be the same. Within months the round-the-clock strain of caring for Laura had placed a fatal burden on their troubled marriage and Alan Lamb moved out. Cindi had no choice but to quit her two jobs (selling Tupperware and teaching the deaf) and rely on welfare and Medicaid to keep herself and Laura alive.

And what happened to the person who was responsible for all this? He turned out to be a man who was out on parole for armed robbery at the time of the Lamb accident. In addition, he was found to have been driving without a license and to be a repeat drunk-driving offender. On the day of sentencing, the judge—the same man who had sentenced him for armed robbery—returned him to prison for violating his parole. He then tacked on a mere two years for the smash-up that crippled Laura Lamb. Locking the man up longer,

the judge said, would accomplish little since sooner or later he would return to society to drink and drive again.

Even the offender was shocked by the judge's attitude. "Sure, what I did was wrong," he said later from his jail cell. "But it really was the judge's fault too for not keeping me off the street."

Alcohol on the highways is responsible for killing at least 25,000 persons a year in the U.S. and for gravely injuring at least a million others. Every day nearly 70 persons die—about one death every 23 minutes—and an additional 2,750 are maimed or seriously hurt. It is estimated that one out of every two Americans will be involved in an alcohol-related car crash during his or her life. Yet, up to now, the general public and our criminal justice system have managed to turn their backs on the problem, letting most drunk drivers literally get away with murder and showing little concern for their surviving victims. *To page 108*

DRUNK DRIVING

From page 63

"It is a national outrage," says an official with the National Highway Traffic Safety Administration. In spite of the sobering facts, "Our society continues to accept drinking and driving as a normal part of daily life." Small wonder then that many of the frustrated victims of what is, after all, a criminal offense, turn bitter.

Cindi Lamb did no such thing. In fact she turned crusader. Determined that Lamb's tragedy should not be in vain, she now directs her considerable energies and talents toward forcing lawmakers, the courts and the public at large to move in on the problem of getting alcohol off the highways. And thanks to her efforts—and to those of other strong-minded survivors—highway is at last being made.

"Lamb used to have the strongest, sturdiest little legs," the Unionville, Md., mother remembers. "She was just beginning to crawl at the time of the accident. Now she can't move at all. But she can move people."

Last summer, mother and daughter descended on their state capital to confront a roomful of legislators who were considering whether to toughen Maryland's drunk-driving laws by lowering the permissible alcohol content in the blood from Maryland's then 15% to 10%, which is the standard in all other states. Under the law then in effect (it has since been changed), a man who weighed 150 pounds would have had to bolt down six shots of liquor within an hour in order to be found legally drunk. Reformers, including, of course, Cindi Lamb, regarded the standard as ludicrous, but many legislators disagreed. "You are wrong, dead wrong," Cindi told the stand-pat lawmakers. "My daughter is living proof of how wrong you are."

The lawmakers sat impassively through her testimony. After the hearing, a man who was being blamed for blocking the reform measure explained his reasons. "I want to get laws that will work," he said, "but I don't know what they should be. If I did, I'd certainly be the first to push for passage." He and like-minded legislators argue that the tougher the standards, the more likely drunk drivers would be to wriggle off the hook by hiring high-pressure lawyers, pleading guilty to lesser offenses (reckless driving, for example) and generally impeding justice.

Still, legislators notwithstanding, Cindi Lamb sticks by her guns. It is possible, she insists, to reduce drunk driving by establishing a deterrent which will be tough enough and well-enough enforced to make drinkers think twice before climbing behind a wheel. Highway safety experts agree. Says one federal official: "You've got to scare hell out of people." But, he adds, you've also got to persuade everyone involved in criminal justice to work together. Unless judges, prosecutors, policemen and penologists are equally determined to clamp down on offenders, no deterrent will work. And that requires pressure from the general public.

That's precisely what the survivor groups are learning to do. And the pressure they're bringing is already beginning to achieve dramatic results:

- Three months after her daughter's death, Candy Lightner, under the aegis of MADD, appealed to California Governor Jerry Brown to appoint a task force. He did so and he named her a member.

- "MADD is hitting right on target," says Sacramento Judge Lorenzo Partino, who was named task-force chairman. "As judges' meetings we always used to talk about standardized sentencing, but there was no pressure before Lightner's group got to work." Beginning last January the Sacramento judges agreed to accept reduced charges only for first offenders. If a second violation comes in less than two years after the first, the drunk driver will be sent to jail for 40 days.

- A governor's task force was also formed in Maryland, following extensive publicity over the Laura Lamb tragedy and an appeal by the Lambs to Governor Harry H. Hughes. The panel came down with six major recommendations, which have for the most part been enacted. In addition, the chief county prosecutor directed his assistants to stop plea bargaining in most drunk driving cases. "The recent public hue and cry has made me examine the issue again," he says.

"My daughter Debbie was killed at the age of 23," a Monticello, Minn., mother wrote Candy Lightner. "Also her husband and the baby they were soon to have. It was 1979, the day after Thanksgiving, which we all spent in Debbie and Mike's home. Next day the kids sit off in their car for Wisconsin and a second honeymoon before the baby came. A 27-year-old man, drunk, hit their van head-on, taking both their lives. He was sentenced to one year of nights

had a record of DWI (Driving While Intoxicated) arrests in '73, '76 and '78. He killed Debbie and Mike in '79."

As things now stand, a drunk driver's chances of getting caught are reckoned at one in 2,000. For those who are arrested, the chances of being punished at all are no more than one in two. And punishments tend to be benign. Drinkers who drive are apparently willing to accept these risks.

Why do so many drunk drivers get off scot-free?

- Because many judges jealously guard their right to "judicial discretion"—that is, their right to mete out unequal justice.

- Because defense lawyers are quick to make use of plea bargaining, reducing the severity of the charges.

- Because in some states civil libertarians oppose laws setting objective, measurable blood and breath standards for intoxication.

- Because bar owners lobby against bills that would hold them liable for what their patrons do when they get on the highways.

- Because U.S. jails are already so overcrowded, many penologists agree they might burst their seams if drunk drivers were added to the prison population.

- Because by and large prosecutors still take the view that driving while drunk is a relatively minor offense.

For example, last December two judges in Bellevue, Wash., agreed to postpone for 90 days sending drunk drivers to jail for one day, as required by Washington state law. The judges acted at the request of the city prosecutor, in the hope that jail conditions would improve in three months. "It is hard to believe," the prosecutor wrote the judges, "that the Legislature intended that otherwise responsible citizens be subjected to the physical conditions or atmosphere of fear that now exists in the King County jail."

tion for a prosecutor, it is none the less widespread. Even in fatal accidents, offenders are treated as "otherwise responsible citizens" who somehow must be shielded from the very indignities that might deter them from driving while drunk.

- In New York State, RID was largely responsible for the passage in 1980 of drunk driving laws that had been sitting on the legislative back burner for several sessions. The new laws virtually end the practice of plea bargaining from an alcohol to a non-alcohol related offense such as reckless driving. They also shorten the lengthy process of taking away an offender's driver's license.

- "We were told the bills couldn't possibly pass because of constitutional problems and because half the legislators were lawyers who earned fees from plea bargaining people out of alcohol," said Doris Aiken, a Schenectady, N.Y., mother of three who founded RID when two teenage children of an acquaintance were killed by a drunk driver.

Playing hardball, RID warned the lawmakers, "Defense attorneys doubling as legislators with a possible conflict of interest should abstain from voting on these bills. RID with the help of the media and supporters will alert the public in the district of such legislators who put the rights of the public second to their own interests." RID's memo was denounced as "reckless and without merit" by some lawmakers, but ultimately 200 of 210 voted in favor of the measures.

Farther down the road, the battle against drunk driving will cost money—lots of it—for more prosecutors, police, judges and jails. Nowadays, fines paid for driving while intoxicated are not earmarked for that purpose, but are added to "general funds," big pots of revenue up for grabs by all agencies of government. But even if fines were available for the battle, additional monies would probably be needed. One suggestion comes from Forest Lowery, coordinator of Minnesota's alcohol program. His proposal: That a new five-cents-a-drink tax be imposed for liquor served in bars and that proceeds be used to keep drunks out of drivers' seats.

The bottom line, however, is attitude. Charles Hayes, a Washington state traffic safety official, sees a parallel between the issue of driving while drunk and the issue of smoking. "It's now become socially wrong to smoke in public," he says. "I used to think I couldn't stop, but then peer disapproval began to get to me. Every time I went into a meeting, I used to find ashtrays. But after the public's attitude changed, the ashtrays disappeared. After that, I managed to stop smoking."

Attitudes toward drunk driving could change, too. But not soon enough for Laura Lamb. As Cindi Lamb says, "The sun rises, the sun sets, Laura's still paralyzed. And that's the way it's going to be."

WHAT YOU CAN DO ABOUT DRUNK DRIVING

It's going to take a lot of pressure from the general public to get alcohol off the highways and keep it off. Here's how you can help:

1. Discourage everyone you know from driving after drinking. One way is never to ride in a car driven by anyone who's high. That must include everyone—even spouses, family and friends.

2. When someone in your town is arrested for drunk driving, make it your business to follow up on the disposal of the case (if the police won't give you the facts, the courts are obligated to do so by law). If you think the punishment doesn't fit the crime, write a protest letter for publication in your local newspaper, or for airing on your local TV station.

3. To find out what else needs doing and how to go about doing it, write to one of the many citizen action groups that are springing up across the country (please enclose

a stamped, self-addressed envelope). Two that welcome inquiries—and also need volunteers and cash—are:

MADD (Mothers Against Drunk Driving), P.O. Box HC, Fair Oaks, Calif. 95624 or Rt. 4, P.O. Box 311, Mt. Airy, Md. 21711.

RID (Remove Intoxicated Drivers), P.O. Box 520, Schenectady, N.Y. 12301. For those starting their own survivor groups, RID has how-to-do-it kits. They include fact sheets, a speaker's outline, buttons and bumper stickers, a "Dear judge" letter, petitions, court monitoring forms and a training manual. These items, RID points out, are all "tools to involve people on a local level in getting the drunk driver off the road."

4. The National Highway Traffic Safety Administration, which is an arm of the Federal Government, can also be helpful. Its address: 400 Seventh St., S.W., Washington, D.C. 20590.

a drunk driver was pulling at a seeping yellow line coming over a hill," a Springfield, Iowa, couple wrote Cindi Lamb. He was charged with manslaughter. Judges and lawyers worked out a sentence of three years' probation and said that if after that time he hasn't been in trouble, his car would be sealed and he wouldn't have to say he'd ever been convicted of a felony. A little more than three years later, we noticed in the paper that he'd been arrested for drunk driving. They said he'd be tried as a first offender. Now we're just given up on the hopefulness of it all."

But there are more and more outraged victims who refuse to give up. Candy Lightner, for example, is a Fair Oaks, Calif., mother whose 13-year-old daughter, Cari, was run over and killed while walking to church. It was the second time Cari Lightner had been hit by a driver who'd been drinking. This time, the driver turned out to be a man who'd been out on bail for only two days after a previous hit-and-run drunk-driving arrest.

As soon as she could pull herself together, Candy Lightner, as she says, "went public" and formed Mothers Against Drunk Drivers (MADD). Last year she joined forces with Cindi Lamb and staged a Washington protest and press conference. "We can put on pressure. We can lay the blame where blame belongs," Lightner says.

In addition to MADD, there are other "survivor groups" across the country. They include RID (Remove Intoxicated Drivers, which has 13 local chapters) and PARKIT (Prevent Alcohol Related Killings and Injuries in Tompkins County, N.Y.). As angry and determined as their names imply, they are all working to make authorities accountable by monitoring courtrooms, lobbying among legislators and holding media events.

The emergence of these citizen-activist groups is a new and hopeful element in an old and frustrating story. For decades European and British governments have been grappling with the problem of drunk driving, but with no great success. As soon as laws were toughened, in Britain, Norway, Sweden and the Netherlands, the rate of alcohol-related accidents dropped but then it began creeping up again. Today there is no hard evidence the problem has been solved anywhere in Europe.

The U.S. government plunged into the field in the 1970s, pouring \$48 million into 43 Alcohol Safety Action Programs across the land. Here, too, the results were disappointing. Even though the overall number of arrests more than doubled, there was a significant reduction in nighttime accidents in only one-third of the programs. As for dramatic success stories—only one stands out: In Hennepin County, Minn., arrests almost tripled between 1971 and 1974, and alcohol involvement in fatal accidents dropped from 63% in 1972 to 39% four years later.

One reason many programs have misfired is that treatment for alcohol misuse, which was meant to supplement punishment, has often ended up

tional wisdom of the alcohol treatment professionals. Federal experts have concluded that there is "no firm evidence rehabilitation is effective in reducing the number of repeat offenders."

But there is an important lesson in the combined experience of governments here and abroad: a well-publicized crackdown with tough laws can and will work, but only so long as potential offenders believe they will be caught and jailed. Once word gets around that the chances of apprehension and punishment are slim, drinkers will once more flout the law.

"It is a peculiar form of crime, in that it is one frequently committed by citizens who have no history of convictions of any other criminal offense," the Chief Judge of Maryland's District Court asserted in answering a letter from Cindi Lamb and her husband complaining about the judge in Laura's case. "In drunk driving cases, more than in any other type of case, the argument is made to judges that 'we are dealing with an illness, not a crime.' Our judges are constantly asked to use charges of this kind to rehabilitate a person suffering from this sickness, to restore him to the ranks of healthy, law-abiding, self-sufficient citizens." Clearly the response fitted neither the crime nor the criminal.

Similarly, the man responsible for Cari Lightner's death cited his alcoholism as a mitigating circumstance and was allowed to plead "no contest" to manslaughter while all other charges were dropped. The prosecutor asked for a three-year prison sentence. The judge sentenced the man to two. "I was appalled," said Candy Lightner.

The sentence would not have surprised Federal officials in charge of the Alcohol Safety Programs. They found repeatedly that "many judges believe that most defendants deserve to avoid the loss of license or increased insurance penalties, and they will protect

...offense, refusing to convict, avoiding a record of conviction or notification of conviction."

"My 26-year-old son is the victim of a young man who had been drinking and had a terrible driving record," a Kensington, Calif., woman says. "My son suffered serious brain injury. He is alive, but his life is ruined. The system is far too lenient on drunken drivers. It is almost as though nobody cares. The man who hit my son had had 200 moving violations and five accidents in less than four years, but he carried a valid driver's license."

The effect of such lenience on those charged with arresting drunk drivers is devastating. "It's a waste of time," said a policeman in suburban Montgomery County, Md.: "Nothing happens. Unless a drunk gives me a hard time, I simply give him a ride home or call someone to pick him up. If judges and prosecutors aren't going to do anything, the hell with it!"

Although legislation has been introduced in Congress to force states to get tough or forfeit U.S. highway safety funds, Federal officials would prefer to have local efforts carry the ball. "The Federal role," says John Moulden, head of the Alcohol Safety Programs, "is to analyze, facilitate and stimulate action in the local community." To that end, Moulden's agency is this year sponsoring workshops around the country on the subjects of drunk driving and auto safety treatments.

To tell the locals how to do it, the government has hired, among others, a freelance investigative reporter named Sandy Golden who has worked closely with both Lamb and Lightner. "Drunk driving is a political problem and it succumbs to political pressure," he believes. "The trouble is that most people don't know how to fight City Hall."

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Victims speak out on drunk driving

By Michael J. Hineswits

Shortly after noon one day last November, Clady Lamb hugged and kissed her five-month-old daughter, Laura, strapped her in their pickup truck and took off from their Unionville home for a trip to the supermarket.

That hug was the last thing Laura felt. At 11:45 p.m. a drunk driver with three previous convictions rammed the Lamb's pickup head-on and Laura was paralyzed from the neck down.

"Now she doesn't feel any hugs. She doesn't feel any kisses. She doesn't feel anything," a hoarse and bitter Mrs. Lamb told a commission studying Maryland's drunk driving laws yesterday.

Laura, now an alert 16-month-old with honey colored hair, china-blue eyes and a tracheotomy tube tied to her throat with a delicate pink ribbon, watched the goings-on impassively. Unlike other children in the audience, she couldn't cry.

"It's been 11 months since I heard her say anything," Mrs. Lamb said.

Mrs. Lamb wasn't alone in her anger.

A parade of other witnesses told similar tales of death and injury to wives, husbands and children caused by drunk drivers, many of them repeat offenders let off virtually scot-free by a system of laws and enforcement that critics say is haphazard and dangerous.

Many of them singled out for their anger, Del. Joseph E. Owens,

D-Montgomery 18th, powerful chairman of the House Judiciary Committee who has singlehandedly defeated most attempts to toughen Maryland's drunk driving laws over the last 10 years.

"Mr. Owens, you are wrong, very wrong, dead wrong," Mrs. Lamb said, "and there are hundreds of people who have been killed and injured on the highways because of Mr. Owens' ignorance."

Mr. Owens, who sat impassively through the testimony, said his position hasn't changed. "I guess they had to have a villain, and it's me," he declared. "But I want a system that works."

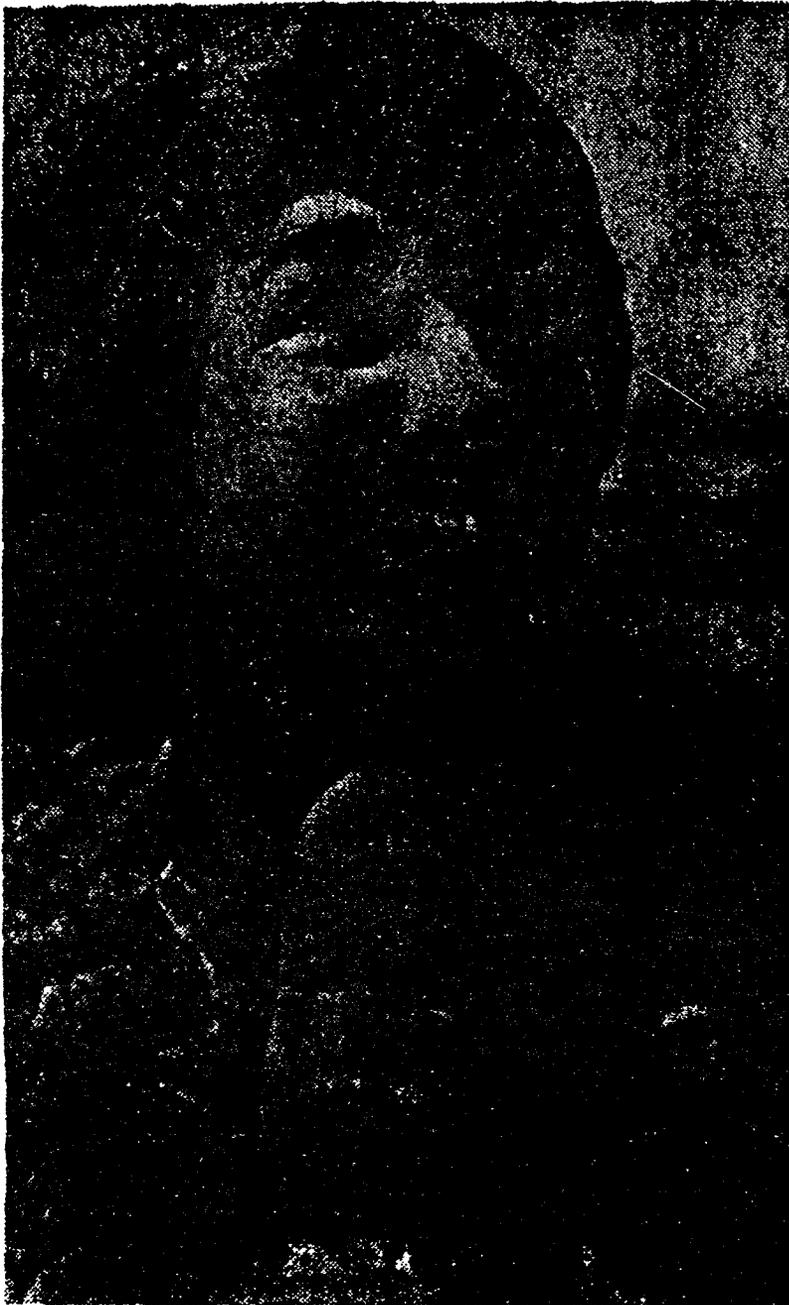
Mr. Owens has changed, and still does, that Maryland's laws are tough enough. He said the problem is that judges won't hand out stiff sentences.

Still, many critics say this may be the year for change. Publicity about Laura Lamb's case and a series of Evening Sun articles last October exposing abuses of drunk driving laws prompted Governor Hughes to appoint a commission to study the problem. The commission will have its report ready by Oct. 1.

One change the commission has already agreed on will allow the Motor Vehicle Administration to record on a driver's record a verdict of probation before judgment in drunk driving cases.

This is a favorite tactic with lenient judges. The trouble is that it doesn't show up on MVA records and a

[Continued, Page A 2, Col. 3]



Evening Sun photo—Aunt Sam

Clady Lamb comforts her 16-month-old daughter, Laura, who was paralyzed from the neck down when the Lamb's pickup was hit by a drunk driver with three previous convictions.



Evening Sun photo—April 2002

Drunk driver protest

Pickets march outside the State House in Annapolis to protest Maryland's drunk driving laws, which often let offenders off with little or no penalty. The main object of their wrath

is Del. Joseph E. Owens, chairman of the House Judiciary Committee, who has routinely killed legislation that would make the state's drunk driving laws tougher.

Victims speak out on drunks

[Continued from Page A 1]

Judge can't find a record of the conviction if a repeater should show up in court. The result is that drivers are convicted repeatedly and given probation after probation.

William J. S. Bricker, the state motor vehicle administrator, said the change will give judges a clearer picture of the driver's record and result in harsher sentences for repeat offenders.

However, the commission will have more trouble with another recommendation that the permissible alcohol blood levels for Maryland motorists be lowered. Currently, Maryland's limits are the highest in the nation.

Mr. Owens argued that lowering the tolerable limits will mean more drivers charged with the most serious drunken driving offense—driving while intoxicated.

The result will be more jury trials and more plea bargaining. Moreover, he said there would be an increase in the number of arrested persons refusing to take a chemical blood test.

"I don't think there is any way you can [constitutionally] force a person to take a blood alcohol test," he declared.

Group wants to get 'RID' of drunken drivers

Determined woman who lost a daughter to a drunken driver leads other survivors in crusade for tougher laws.

By BILL SMITH
Globe-Democrat Staff Writer

These are the ones who were left behind, the ones who survived — the mothers and brothers and grandfathers whose personal tragedies typically began with a phone call from a stranger in the middle of the night.

They are the loving fathers and longtime friends whose lives were suddenly and cruelly twisted apart by a case of beer and a four-lane interstate, a quart of gin and a blacktop country road.

People like Gloria Dintelman of South St. Louis, a registered nurse who buried her 24-year-old daughter on Christmas Eve 1979 after the daughter and a friend were killed by a drunken driver.

PEOPLE like Ed Wiley, a 29-year-old electrician from Manchester, whose sister and 9-year-old nephew died Aug. 3, 1980, on Missouri 94 in St. Charles County — victims of a drunken driver.

People like Celeste Daugherty of Mehlville, whose 18-year-old daughter, "my baby," died just two weeks after her high school graduation last spring in a traffic accident on Gravois Road near Sunset Hills — the victim of a drunken driver.

They say they will never forget; most will never forgive.

In the last two months — led by a determined Creve Coeur housewife who lost a daughter in a drunken driving accident in May 1980 on Interstate 270 — they have joined with dozens of other concerned area residents to form the state's first citizens' group to concern itself exclusively with the problem of drunken driving.

TAKING its lead and its name from a New York-based citizens' group, the organization uses the acronym RID (Remove Intoxicated Drivers), and has taken its message to the St. Louis County police superintendent, the county prosecutor's office, the mayor of St. Louis, area judges and the governor's office.

By the end of this month, the RID chapter here hopes to be in a position to

ask the governor for a state task force on drunken driving — a task force similar to the recently formed Missouri Commission on Crime — that they hope will come up with some hard recommendations on how to improve the arrest and prosecution of drunken drivers.

Marge Charleville, who formed the group in the basement of her Creve Coeur condominium, said a RID priority is the establishment of a court monitoring program to scrutinize the sentencing practices of area judges.

"JUDGES have to understand that we're just not going to sit back any more and let them continue to give out weak sentences," Mrs. Charleville said. "We're going to be issuing report cards on judges and we're going to make them public."

Other priorities of the group, she said, include:

— The education of the community and public officials regarding the problem of drunken driving.

— Developing and lobbying for progressive drunken driving laws.

— Aiding people injured in drunken driving accidents and the families of people killed or injured by drunken drivers.

The formation of the group is part of a booming, nationwide trend.

For the first time, state legislators and Congress are under mounting public pressure to take hard looks at the drunken driving problem.

GROUPS like RID and the much-publicized, California-based Mothers Against Drunk Drivers (MADD) are beginning to accumulate impressive legislative victories.

Doris Aiken, a Schenectady, N.Y., housewife who formed RID in February 1978, said there are 28 RID chapters in states from Vermont to Pennsylvania to Colorado. She said her group has pushed laws through the New York State legislature that she said gives the state "the toughest enforceable drunken driving laws in the country."

"We have 200 requests to start

chapters in 200 more cities," Mrs. Aiken said, including requests from Hawaii, Puerto Rico and Canada.

She said she came to St. Louis recently to help organize the RID chapter here because the situation in Missouri "was the worst I've seen. It's riddled with loopholes."

"I WAS appalled that it takes three DWT's (driving while intoxicated convictions) before you're a felon. You give a person three times to drive drunk, three chances to kill somebody, before he's a felon."

"There's complete judicial discretion. And I was appalled at the recordkeeping system in Missouri."

"In New York, I can pick up the phone and find out the driving record of anybody in 10 minutes."

New York laws mandate no plea bargaining in alcohol-related cases, she said. The easiest sentence on a drunken driving conviction or guilty plea is a \$250 minimum fine and the issuance of an 8-week conditional driver's license to be used to drive only to and from work and to and from an 8-week drunken driving course.

MISSOURI LAWS allow judges to suspend imposition of sentence for people determined to be first offenders, and a study by the county Police Department shows that suspended imposition of sentence accounted for 58.8 percent of all drunken driving dispositions in the county from December 1979 to September 1980.

While people arrested for driving while intoxicated in Missouri are allowed to drive pending disposition of their cases, New York law requires that a driver who is convicted of one alcohol-related offense and then is arrested on another, is stripped of his license until the case is settled.

"Missouri has a lot of work to do," Mrs. Aiken said, "but I've never seen a population that was so ready to do it."

NATIONALLY, statistics compiled by the National Highway Traffic Safety Administration and the National Safety Council show that drunken drivers account for about 28,000 deaths and 750,000 injuries per year.

In Missouri, the state Division of Highway Safety reported that drinking drivers were involved in 278 of the 1,050 fatal accidents in 1980. In 308 others, the blood alcohol level was not checked or it was unknown whether one of the drivers had been drinking.

A special division study of the blood alcohol level of 378 drivers killed in 1977 and 1978 showed that more than 60 percent had been drinking and 46.8 percent had a blood alcohol level in excess of the legal limit of .10 percent.

Formation of the RID organization in Missouri is coming at a time when area drunken driving enforcement programs are running out of money.

IN SEPTEMBER, the St. Louis Police Department ended a five-year \$175,000-a-year federally financed program to crack down on drunken drivers by putting police officers on special overtime duty.

Sgt. Richard Swatek, a supervisor in the city's traffic division, said the department will sorely miss the money. He estimated that one-third of the city's alcohol-related arrests the last five years have been a result of the program.

The county has been involved in a similar program



Globe-Democrat Photo by Bob Moore

Marge Charleville with a picture of her daughter, Catherine A. Brickey, who died in May 1980.



Globe-Democrat Photo by Bill Brinson

Celeste Daugherty with a picture of her daughter Joan, who was killed last spring.

for the last four years, but it is not known whether that financing will continue in 1982.

Swatek, who is married to an alcohol rehabilitation counselor, said he applauds the efforts of the RID group, but he said he has serious doubts whether the group will be able to effect much significant change.

"PEOPLE have just been drinking and driving for too long," Swatek said. "Traffic fatalities are just too commonplace. People feel it's just something we have to live with.

"A traffic fatality gets two paragraphs on page 18 of the newspaper, but a holdup victim is on the front page.

"Usually, a drunk driver is just trying to get home. He doesn't intend to get into an accident. He doesn't intend to hurt anybody or kill anybody."

Instead of stiffer punishment, Swatek said, the RID group probably should be pushing for better methods of treating alcoholism as a disease.

The current laws in Missouri, Swatek said, "are workable, real workable."

But Mrs. Daugherty says she doesn't think so. The man she said murdered her daughter was also killed in the accident. Had he lived, she said, she cringes when she thinks about the sentence he might have received.

"IF THIS man had killed my daughter with a gun or a knife, he would have gotten 30 to 40 years in jail," Mrs. Daugherty said. "But he killed her with a car and somehow that's acceptable.

"But it's not acceptable to me. It is so real and it hurts so bad. He murdered her. She's just as dead as

if he had shot her with a gun."

For Mrs. Charleville, she said it was one frustration after another. The prosecutors were changed three times in the 17 months between the death of her daughter and the sentencing of the man charged in her death. The man was sentenced to two years in prison.

She said she and her family received little help from the prosecutors — "people," she said, "who were supposed to be on our side.

"Drunk driving just is not treated like a serious crime, even when people are killed."

IN THE beginning at least, Mrs. Charleville said her group will focus its attention on an area of northwest St. Louis County (Florissant, Hazelwood, Bridgeton and Berkeley) that the Missouri Division of Highway Safety has pinpointed as having unusually high numbers of drunken driving accidents.

She said her group will work with police, judges and prosecutors in those areas in an effort to get tougher punishments for the offenders.

Already, she said, more than 200 people have volunteered their help. Workshops are being scheduled to teach the volunteers about drunken driving laws and meetings with judges and lawyers are being planned.

The people in the group are bitter, frustrated and, some admit, vindictive.

The carnage, they say, has to stop.

"Two people are killed," said Mrs. Dintelman, "and this man kept driving.

"And nobody wants to accept the responsibility."

APPENDIX Z: ONE PICTURE IS WORTH A THOUSAND WORDS

