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**Record Group/Collection:** George H.W. Bush Presidential Records  
**Collection/Office of Origin:** Speechwriting, White House Office of  
**Series:** Speech File Backup Files  
**Subseries:** Chron File, 1989-1993

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**OA/ID Number:** 13698  
**Folder ID Number:** 13698-008

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**Folder Title:**  
Combat Drunk Driving Ceremony 12/11/89 [OA 8309] [2]

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Stack:	Row:	Section:	Shelf:	Position:
<b>G</b>	<b>26</b>	<b>19</b>	<b>5</b>	<b>4</b>

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*Candlelight  
Vigil of  
Remembrance  
and Hope*

*December 10, 1989  
Orlando, Florida*

*The 1989 MADD  
International Candlelight Vigil  
Sunday, December 10, 1989  
6:30 P.M.*

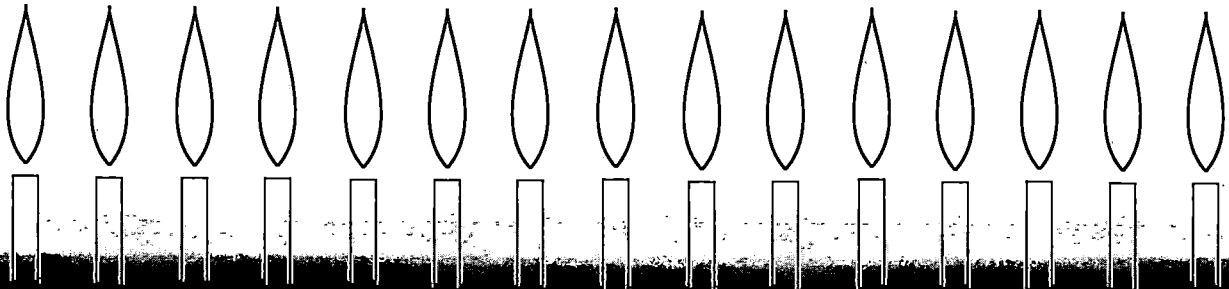
*Marriott's Orlando World Center Resort  
Orlando, Florida*

*A special room rate of \$50 per day is offered from  
Thursday, December 7 thru Wednesday, December 13, 1989.  
You can book as few as one or as many as seven days at the  
special rate. For Reservations, call:*

*1-800-228-9290 (outside FL.)  
or 1-800-843-3755 (inside FL.)*

*In order to qualify for this special rate, reservations  
must be made by November 23.*

Mothers Against Drunk Driving MADD





**Mothers Against Drunk Driving**

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669 Airport Freeway, Suite 310  
Hurst, Texas 76053

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U.S. Postage  
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Hurst, TX  
Permit No. 87

1960	1970	1980	1990	1998
171,932	149,518	128,521	98,884	40,169
132,463	107,813	82,521	58,307	24,747
122,630	93,931	69,813	46,643	18,111
169,441	122,630	116,779	79,611	37,164
203,371	143,023	109,332	85,333	40,077
170,279	141,075	119,574	74,389	30,035
138,857	111,437	88,571	61,071	24,519
170,616	171,809	126,706	96,056	40,651
175,030	174,587	111,827	72,769	29,068
171,300	170,516	181,608	161,721	74,246
142,313	132,010	137,969	16,437	8,068
169,565	139,282	72,365	131,041	30,154
161,987	168,213	121,901	129,553	51,418
146,254	102,452	66,872	19,676	7,154

Race and Hispanic Origin

S. Bureau of the Census  
Population estimates (data are based on sample tabulations) for cities are population estimates (data are based on sample tabulations) for cities are

Black	Am. Indian Alut.	Asian & Pacific Islander	Race N.E.C. <sup>1</sup>	Hispanic Origin <sup>2</sup>
7,691	7,183	3,755	37,400	112,000
13,158	610	2,001	1,018	5,770
12,108	1,516	4,127	34,175	64,946
30,934	2,170	4,898	2,061	7,704
38,200	2,200	5,933	2,263	2,064
59,420	2,084	16,298	22,168	35,628
87,822	1,455	1,335	5,322	8,528
87,822	1,182	2,393	703	3,091
87,774	6,804	73,745	214,944	423,537
30,490	5,677	2,332	796	3,298
51,084	1,282	3,372	8,795	17,894
24,689	1,024	5,410	1,777	10,510
65,105	3,878	9,163	67,485	103,877
59,095	4,318	8,934	44,390	64,946
58,468	3,846	7,814	12,862	20,597
13,641	1,563	3,995	89,550	128,521
87,635	1,841	2,954	26,088	54,611
17,203	2,445	463,117	17,186	20,597
139,604	3,945	35,448	134,607	205,811
137,550	1,356	4,539	1,738	6,528
122,336	1,950	5,485	6,577	14,648
504,301	3,531	22,025	23,043	54,611
84,254	19,296	206,536	384,687	815,548
307,573	1,327	2,864	414	1,779
147,055	680	2,050	878	3,728
28,469	334	4,451	11,294	23,607
105,869	9,198	5,358	2,511	1,779
308,039	743	2,418	3,203	10,779
181,968	13,400	245,759	675,488	1,012,918
93,977	822	7,075	26,471	61,278
159,351	2,754	28,053	18,052	30,743
58,550	11,199	4,610	5,216	17,424
37,889	1,859	2,381	3,165	6,111
638,788	2,798	19,950	38,396	118,548
37,747	11,845	8,429	58,395	700
101,549	374	2,818	2,818	700
28,034	3,274	12,980	2,815	3,141
36,842	3,506	22,845	22,845	3,141
206,170	670	2,214	1,094	7,158
13,018	2,558	5,345	3,814	6,111
57,568	2,375	5,821	96,996	148,269
77,368	5,833	61,655	67,274	103,877
96,100	3,566	148,269	37,818	103,877
28,652	5,801	53,205	71,198	103,877
63,578	6,821	38,936	2,687	5,410
61,955	6,077	1,894	2,687	5,410
11,587	989	3,427	36,110	54,611
42,845	4,578	3,262	36,110	54,611
26,266	6,489	2,962	13,816	20,597
448,370	1,014	6,489	7,281	4,428
30,263	2,942	4,525	4,428	4,428

Population — States; Foreign-Born

Population by State: 1988

Source: U.S. Bureau of the Census (1988 estimates)  
(In thousands)

1988 State rank	1988 Population	Percent change 1980-88	1988 State rank	1988 Population	Percent change 1980-88
1	29,314	19.6	18	4,648	12.5
2	17,809	2.0	19	4,622	8.6
3	16,841	18.4	20	4,408	9.6
4	12,335	26.6	21	4,307	5.9
5	12,001	1.2	22	4,102	5.4
6	10,614	1.6	23	3,727	9.4
7	10,365	0.5	24	3,488	28.3
8	7,791	-0.2	25	3,470	11.2
9	6,469	4.8	26	3,301	14.2
10	6,015	10.3	27	3,242	7.2
11	6,015	16.1	28	3,233	4.0
12	5,889	12.5	29	2,834	-2.7
13	5,568	2.7	30	2,767	5.1
14	5,141	1.2	31	2,620	3.9
15	4,895	4.6	32	2,495	5.8
16	4,855	3.2	33	2,395	4.7
17	4,855	3.2	34	1,876	-3.8

Foreign-Born Population in Twelve Metropolitan Areas of the United States: 1980

Source: U.S. Bureau of the Census

Country of origin	New York City	Los Angeles	Chicago	Philadelphia	Dallas	San Diego	San Francisco	San Antonio	Phoenix	San Jose	Washington DC
1,946,800	744,930	1,664,793	242,658	220,861	282,766	124,697	235,593	82,536	76,944	509,352	248,994
21.3	10.5	22.3	5.1	7.5	6.5	4.2	12.7	5.5	7.2	15.7	8.2
37.7	40.9	13.0	54.8	11.7	47.9	18.4	18.5	30.6	13.8	23.8	28.9
1.6	1.2	0.4	1.6	0.3	1.2	0.4	0.4	0.9	0.3	0.6	0.8
1.0	1.4	0.3	0.8	0.7	0.9	0.7	0.4	0.7	0.3	0.4	0.6
0.8	0.5	0.5	0.9	0.9	0.7	0.9	0.4	0.7	0.8	1.1	1.8
1.3	3.2	0.4	2.5	0.7	2.1	0.5	3.7	7.2	5.8	4.2	6.2
2.7	0.9	0.7	1.6	0.3	1.6	0.4	0.4	1.2	0.2	0.8	1.9
10.5	2.0	1.3	3.8	0.2	1.0	0.4	0.5	0.9	0.5	1.2	0.7
4.6	8.4	1.0	4.7	0.5	0.7	0.6	2.0	3.4	0.6	3.3	2.4
4.6	8.4	1.0	4.7	0.5	0.7	0.6	2.0	3.4	0.6	3.3	2.4
0.2	0.1	0.2	0.9	0.1	0.3	0.2	0.8	1.1	0.3	0.6	1.1
0.5	0.2	0.3	0.3	0.1	0.3	0.2	0.5	0.5	0.1	1.4	0.6
2.5	2.5	2.6	7.8	3.2	8.1	4.6	4.7	6.4	3.0	4.1	5.2
1.6	1.6	1.9	4.6	2.2	4.4	3.4	3.2	4.3	2.3	2.8	3.6
0.1	0.1	0.1	0.5	*	0.2	0.1	0.1	0.1	0.1	0.1	0.1
0.6	0.6	0.5	2.1	0.4	3.0	0.6	1.0	1.4	0.3	0.7	0.7
1.3	3.0	0.6	1.0	0.2	3.7	0.2	0.5	1.1	0.1	0.1	0.3
4.9	3.3	20.4	8.9	0.7	3.5	0.9	0.9	2.1	0.5	1.9	1.8
13.1	17.2	2.0	16.7	21.7	18.5	27.4	12.7	9.7	42.3	32.0	32.0
3.3	1.2	2.0	1.4	2.1	1.5	1.5	1.0	1.6	0.5	11.0	2.8
1.4	2.9	0.6	2.8	3.5	2.2	2.4	0.4	0.8	0.6	1.3	3.6
0.9	0.8	2.0	0.9	1.1	0.6	2.5	2.8	1.5	1.7	2.7	1.6
1.2	2.3	3.0	3.4	1.4	1.1	2.0	0.9	1.6	1.1	1.8	5.9
1.3	4.3	4.4	2.1	1.9	2.0	1.8	13.0	1.3	1.7	13.2	3.6
0.2	0.6	1.7	1.4	5.3	0.4	3.8	3.3	1.6	1.5	2.2	3.6
27.4	28.7	54.8	9.5	51.0	23.1	48.5	44.9	69.4	21.9	17.4	17.4
1.2	2.2	3.4	3.2	2.3	19.9	3.8	5.9	10.6	1.6	4.1	3.3
0.4	21.6	41.9	0.6	42.4	1.7	40.0	36.9	31.9	64.9	11.0	0.9
22.6	3.2	2.7	4.8	3.8	1.2	2.8	0.9	0.5	1.3	1.0	8.4
2.8	1.9	2.1	1.2	2.0	0.3	2.0	0.3	0.3	0.7	0.6	2.0
6.6	0.1	*	0.3	0.1	0.1	0.1	0.1	0.1	*	*	0.5
5.1	0.6	0.2	1.7	0.5	0.4	0.2	0.2	0.1	0.1	0.2	0.2
8.8	2.5	3.5	2.5	3.9	1.0	2.4	1.7	1.9	1.0	2.5	2.8
0.3	0.3	0.6	0.5	0.5	0.4	0.6	0.3	0.3	0.3	0.5	1.3
0.7	0.8	0.5	1.1	1.7	0.5	1.5	0.5	0.6	0.3	0.6	3.8
0.2	0.2	0.5	0.3	0.3	0.2	0.5	0.5	0.6	0.3	0.6	0.8
6.5	6.2	4.7	5.6	8.5	5.0	7.9	4.8	6.6	4.8	1.6	0.8
30,263	2,942	4,525	4,428	4,428	4,428	4,428	4,428	4,428	4,428	4,428	4,428

\* amount less or rounds than 0.1 percent.

Smith College

-10-

9-6-89

Mrs. Bush

THE FIRST TWO DECADES OF MY MARRIAGE TO GEORGE WERE FULL OF LONG DAYS AND SHORT YEARS. SCHOOL FOR HIM, WONDERFUL PARENTHOOD FOR BOTH OF US SIX TIMES OVER, LOTS OF HARD WORK, AND LOTS OF MOVING AROUND. THESE WERE SOME OF THE RICHEST YEARS ... AND A FEW OF THE MOST DIFFICULT TOO. I FOUND OUT THAT YOU DO LEARN FROM FAILURE AND SUFFERING. DURING THESE YEARS WE LOST OUR PRECIOUS 4 YEAR OLD DAUGHTER, ROBIN, TO LEUKEMIA.

AIDS

I REMEMBER READING THAT ROSE KENNEDY SAID LIFE'S HARDEST BLOW IS OUTLIVING YOUR OWN CHILDREN. I'M NOT SURE THAT'S TRUE, BUT I DO KNOW THAT THE DEATH OF A CHILD IS ONE OF THE MOST PAINFUL EXPERIENCES IMAGINABLE ... EMOTIONALLY AND SPIRITUALLY. AND THIS IS WHERE I LEARNED THE TRUE VALUE OF THE MOST SIGNIFICANT THINGS IN MY LIFE ... A CLOSE, SUPPORTIVE FAMILY, GOOD FRIENDS, AND A STRONG BELIEF IN GOD.

FOR YEARS PEOPLE WOULD ASK US TO SEE OTHERS WHOSE CHILD HAD DIED, AS IF WE HAD THE MAGIC WAND THAT COULD WAVE THE PAIN AWAY. OF COURSE, THERE IS NO MAGIC WAND, BUT THERE ARE SO MANY PEOPLE WHO CAN HELP IF YOU ARE WILLING TO SHARE YOUR GRIEF.

EVERYONE HELPED US, INCLUDING OUR TWO LITTLE BOYS, WHO NEEDED US MORE THAN EVER. GEORGE AND I HAD ALWAYS BEEN VOLUNTEERS ... WE BOTH CAME FROM FAMILIES DEDICATED TO PUBLIC SERVICE. BUT THIS WAS WHEN I REALLY THREW MYSELF INTO VOLUNTEERING AND DISCOVERED THAT I COULD HELP MYSELF BY HELPING OTHERS. ROBIN TRULY LEFT US A GREAT LEGACY. GEORGE AND I BOTH CARE MORE FOR EVERY LIVING PERSON BECAUSE OF HER ... AND WE DEEPLY KNOW THE GREAT VIRTUE OF REACHING OUT TO HELP AND BE HELPED.

WE ALSO LEARNED FROM POLITICAL DEFEAT ... IN FACT, THERE'S NO QUESTION IN MY MIND THAT GEORGE'S EARLY LOSSES ... AND SOME THAT WEREN'T SO EARLY ... STRENGTHENED BOTH OF US GREATLY.

I GUESS YOU COULD SAY WE WERE PREPARING OURSELVES FOR THIS LAST CAMPAIGN WHEN WE LOST THE SENATE RACE IN 1970, AND THE NOMINATION IN 1980.

*A Lifesaving Message from...*



**SANDY GOLDEN'S  
CAMPAIGN AGAINST DRUNK DRIVING  
DRIVING THE DRUNK OFF THE ROAD**

**Transmittal Sheet**

DATE: 7/14/89

TO: Doug Wead - Office of Public Liaison  
The White House

FROM: SANDY GOLDEN'S  
CAMPAIGN AGAINST DRUNK DRIVING  
21 Quince Mill Court  
Gaithersburg, Maryland 20878  
301 977-3506  
FAX 301 590-0320

Number of pages transmitted: 4 including this transmittal sheet

If not properly received, please phone (301) 977-3506 or send a facsimile transmission to (301) 590-0320. Thank you.

SUBJECT: Drunk Driving - what else?

MESSAGE:

"THANKS TO YOU...WE'RE ON THE MARCH!"

THE WHITE HOUSE

WASHINGTON

July 7, 1989

Dear Mr. Golden:

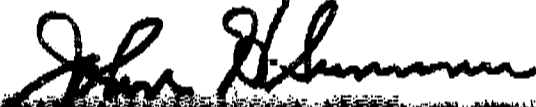
Thank you for your recent letter. Please be assured that I appreciate the urgency and sincerity of your concerns.

I must reiterate to you President Bush's full commitment to combatting the tragedy of alcohol and drug related auto accidents. He understands the magnitude of this problem and has demanded that it be given the full attention that this critical issue requires.

I am forwarding your letter to Doug Wead, Special Assistant to the President for Public Liaison, and will see that your comments are noted as we continue to work in a cooperative effort to reduce the effects of drunk driving.

Again, thank you for sharing your concern with me on this issue.

Sincerely,



John H. Sununu  
Chief of Staff

Mr. Sandy Golden  
21 Quince Mill Court  
Gaithersburg, Maryland 20878



*A Lifesaving Message from...*

## **SANDY GOLDEN'S CAMPAIGN AGAINST DRUNK DRIVING**

*...Driving the Drunk Off the Road!*

21 Quince Mill Court, Gaithersburg, MD 20878  
Telephone: (301) 977-3506 • Fax: (301) 590-0320

July 14, 1989

Doug Wead  
Special Assistant to the President for Public Liaison  
The White House

Dear Doug,

Just got the attached letter from Sununu. I was pleased with the tone of his letter. Perhaps we can look forward to effective Presidential leadership, the question is when.

Since the President has "demanded" that it be given the full attention that "this critical issue deserves" I thought it would be wise for you and I to further discuss this matter. Who other than you in the White House is working on this issue? Are plans being put together for the President so he can keep his campaign promise of providing effective leadership on this problem? Since the President agrees completely that drunk driving is a national crisis, then it is fair to ask specifically what will he do and when. More than 12,000 people have been killed since Bush was sworn into office. The numbers justify swift action.

The President needs a workable plan for his leadership on this issue that would energize the nation and spark valid reform efforts throughout the nation that would result in mass lifesaving. I have such a plan in mind and I believe after what you have told me that you believe I do have this level of knowledge. I assure you I do. If my proposals are not acceptable tell me why and try and find someone else who can devise a strategy that will work. I doubt you can. But one thing is for sure, the President can't do nothing on this problem much longer. It's not right.

Doug, I know how to bring drunk driving under rapid control in a way the public and the alcohol industry could live with. Make me prove it. I am probably the only man in the nation with this level of knowledge and ability. Because of the constant widescale death and injury that is occurring hourly on American highways and streets, you should be picking my brain to find out all options available for the President to consider. Come on Doug, we need to move fast on this issue. People are being killed needlessly. It is wrong to let the carnage continue.

I guess the President isn't doing anything on drunk driving yet because his staff has not yet figured out what to do. Let's fix that problem. It is not that difficult. I look forward to your call.

Sincerely,

P.S. My new book is starting to gel. I'm sure it will help save lives.

## **WE'RE ON THE MARCH!**



**SANDY GOLDEN'S  
CAMPAIGN AGAINST DRUNK DRIVING**

**Department 630  
Washington, D.C. 20042-0630**

July 14, 1989

The Honorable John Sununu  
Chief of Staff  
The White House

Dear Governor Sununu,

Thank you for your kind response to my recent letter on drunk driving. I look forward to a cooperative effort to prevent loss of life and needless injuries that result from alcohol and drug related auto crashes.

I have contacted Doug Wead and will keep working with him on this matter.

Although you have assured me of President's Bush's full commitment to combatting the tragedy of drunk driving, I must with all due respect plead for faster action. Drunk driving is a more important issue than many of the items the White House has recently chosen to deal with. Innocent Americans are being killed and maimed every hour. We have an emergency on our hands, because drunk driving is totally out of control throughout the nation. Rapid lifesaving progress can be made with the right plan of Presidential action. Drunk driving as we now know it can be shut down. And it can be done in a way that the public as well as the alcohol and broadcast industry will accept.

Since the President has "demanded" that drunk driving be given the full attention that it deserves, I suggest you appoint a working team to draft a written strategy for the President to review. This plan could be drafted in a few days by a few people. The President deserves to know what options are available for him to consider.

Unfortunately I do not believe that there is a single person in Congress, any federal agency or the White House who has the knowledge or ability to draft an effective Presidential strategy on the drunk driving issue — or they would have done it by now. But I have some ideas that will work and will freely share them with you.

Because so many people will lose family members today and tomorrow and all the tomorrows that are foreseeable, please Sir, make the drafting of a Presidential plan on drunk driving a top priority. I have no ax to grind on this issue. I assure you that I'm only in it for the right reasons and will help you in any way you deem appropriate. It bothers me that so much that needs to be done about drunk driving to protect our children is simply not being done.

Again, thank you for your kind letter and assurances.

Sincerely,

*Sandy Golden*

**WE'RE ON THE MARCH!**



RECEIVED DEC 18 1988

THE VICE PRESIDENT  
WASHINGTON

8 1989

December 8, 1988

Micky Sadoff, President  
Mothers Against Drunk Driving  
669 Airport Freeway  
Foster, CA 92520  
Ms. Janice Lord 76053  
Holiday Inn Town Square  
411 Minnesota Street  
St. Paul, Minnesota 55101

*Should be addressed  
to Micky at National  
office - MUST HAVE  
BY  
FRIDAY  
AM  
12/8*

Dear Ms. Lord:

Barbara joins me in extending best wishes for a most successful MADD National Candlelight Vigil of Remembrance and Hope.

MADD performs a most important public service for our country. Of course, it is a tragedy that Americans drive when they are under the influence of alcohol, or any drugs. But MADD's efforts to heighten public awareness in order to fight this problem are of tremendous benefit to all Americans. You are doing a lot to make this country better.

You have a great deal of which to be proud. Keep up the good work and best wishes for a most successful vigil.

God bless you and all who help you, and have a happy holiday season.

Sincerely,

*George Bush*  
George Bush

For 12/9 ceremony

THE WHITE HOUSE


WASHINGTON

SCHEDULE PROPOSAL

November 29, 1989

TO: JOSEPH W. HAGIN, JR.  
DEPUTY ASSISTANT TO THE PRESIDENT  
FOR APPOINTMENTS AND SCHEDULING

THROUGH: DAVID DEMAREST  
ASSISTANT TO THE PRESIDENT FOR COMMUNICATIONS

FROM: DOUG WEAD   
SPECIAL ASSISTANT TO THE PRESIDENT  
FOR PUBLIC LIAISON

REQUEST: For the President to participate in a photo op with national anti-drunk driving leaders.

PURPOSE: To introduce a personal bond between the President and the leaders of these influential grassroots organizations, and to thank them for their work and commitment to stopping drunk driving.

BACKGROUND: In May 1988, a drunk driver collided his car into an oncoming bus of young people in Radcliff, Kentucky, killing all 27 on board. In response to this tragedy, then-Vice President Bush wrote a letter to Radcliff's mayor in which he stated, "I agree completely that drunk driving is a national crisis, and will do all I can as President to provide effective leadership to bring drunk driving under control."

National drunk driving groups have been asking the President to honor his promise to do more to combat drunk driving. In recognition of this situation, the Office of Public Liaison will be holding an anti-drunk driving briefing on December 11th at 10 a.m. in the Old Executive Office Building. The President will deliver brief remarks at this time.

Approximately 200 anti-drunk driving advocates and family members of drunk driving victims will be attending the briefing. In order to strengthen the Administration's ties with the leadership of this important constituent group, a smaller, more private

event such as a Presidential photo op for the most prominent leaders of the movement is being requested by Public Liaison.

DATE AND TIME: December 11, 1989

DURATION: 10 minutes

LOCATION: Oval Office

PARTICIPANTS: The President

Mr. Robert Anastas  
Executive Director  
Students Against Drunk Driving (SADD)

Ms. Mickey Sadoff  
President  
Mothers Against Drunk Driving (MADD)

Mrs. Rachel Bubar Kelly  
President  
National Women's Christian Temperance Union

Mr. Sandy Golden  
Executive Director  
Campaign Against Drunk Driving

Mr. Dennis Linier Ireland  
President  
American Council on Alcohol Problems (ACAP)

Mr. Lee Williams  
(lost his entire family -- a wife and two daughters -- in the Radcliff, Kentucky bus disaster)

ORDER OF EVENTS: -- Guests enter the Oval Office.  
-- President greets and exchanges brief comments with guests.  
-- The President and guests participate in photo op.  
-- Guests departs.

REMARKS REQUIRED: None

MEDIA COVERAGE: Closed. White House Photographer

PROJECT OFFICER: Greg Fitch

DAVID  
why not "open press"  
Gov. Ashcroft + others  
have been pushing for  
more

THE WHITE HOUSE

WASHINGTON

SCHEDULE PROPOSAL

October 30, 1989

TO: JOSEPH W. HAGIN, JR.  
DEPUTY ASSISTANT TO THE PRESIDENT  
FOR APPOINTMENTS AND SCHEDULING

THROUGH: DAVID DEMAREST  
ASSISTANT TO THE PRESIDENT FOR COMMUNICATIONS

FROM: DOUG WEAD  
SPECIAL ASSISTANT TO THE PRESIDENT FOR  
PUBLIC LIAISON

REQUEST: For participation in an East Room ceremony reaffirming the Administration's commitment to combating drunk driving.

PURPOSE: To fulfill the President's campaign pledge to take the lead in the fight against drunk driving and to express sympathy to families of victims.

BACKGROUND: Despite hundreds of drunk driving laws that have been enacted over the past ten years, government estimates are that a quarter of a million Americans were killed in alcohol-related crashes during the past decade. Each year, 23,500 people are killed and 500,000 people are injured by drunk drivers. With the lives of so many victims and their families senselessly scarred or destroyed each year, drunk driving remains one of this country's preeminent social concerns.

Drunk driving was again brought to the nation's attention in May 1988, when a drunk driver collided his car into an oncoming bus of young people in Radcliff, Kentucky, killing all 27 on board. In response to this tragedy, then-Vice President Bush wrote a letter to Radcliff's mayor in which he stated, "I agree completely that drunk driving is a national crisis, and will do all I can as President to provide effective leadership to bring drunk driving under control."

A year after that letter was written, anti-drunk driving groups are now asking the

President to sharpen national attention on drunk driving by publicly recognizing the issue. A speech emphasizing the Administration's determination to fight drunk driving could be effectively delivered to selected drunk driving advocates and to families of drunk driving victims.

DATE AND TIME: Mid-November

LOCATION: East Room

PARTICIPANTS: The President

See attached list

OUTLINE OF EVENT: -- The President greets anti-drunk driving leaders in Red Room.  
-- The President enters East Room.  
-- Selected family members of drunk driving victims give brief testimonials.  
-- The President extends sympathy to several families of drunk driving victims.  
-- The President delivers speech.  
-- The President departs.

REMARKS REQUIRED: Speech to be provided

MEDIA COVERAGE: Open

PROJECT OFFICER: Greg Fitch

PARTICIPANTS LIST (TENTATIVE)

DRUNK DRIVING VICTIMS SPEECH

MID-NOVEMBER, 1989 -- EAST ROOM

The President

Selected Representatives from:

Mothers Against Drunk Driving (MADD)  
Students Against Drunk Driving (SADD)  
Remove Intoxicated Drivers, USA  
National Organization for Victim Assistance (NOVA)  
Campaign Against Drunk Driving  
National Committee Against Drunk Driving

Families of Victims of Drunk Driving Representing all 50 States  
(selected in collaboration with anti-drunk driving groups)

Talk to Cabinet and Legislative Affairs...Political

How are anti-drunk driving organizations to be selected?

Should government agencies (eg. NHTSA, National Safety Council)  
be invited?

1. President + could have Red Ribbon  
 + 1st Lady - hold up red ribbon?  
 tied onto their Limos (+ Helicopter!)

THE DIFFERENCE WE'VE MADE...TOGETHER

Janice Harris Lord -

October 20, 1989

2. ✓ - photo of on Dec 11 - "Red Ribbon campaign"

Welcome to the family reunion! These are exciting days to be a part of the anti-drunk driving movement and the victims rights movement. I am thrilled to have a few moments to share with you today because, as I begin my seventh year with MADD, I have never felt better about being here.

In 1983 when I came to MADD, we were a smaller group than we are today, leading the charge into uncharted territory. And, as pioneers often experience, we spent a lot of time looking over our shoulders to see if the troops were still following.

I thought I would never feel a prouder moment than watching President Reagan sign the "21 Drinking Age" into law a few years ago and I felt even more privileged to be in Wyoming last summer when they, the fiftieth state, passed "21".

But an even bigger thrill was watching President Reagan sign the Omnibus Drug Bill just a year ago which included incentive grants to states passing numerous anti-drunk driving measures as well as re-authorization of the Victims of Crime Act of 1984. Among re-authorization components were raising the ceiling from 100 million to 150 million dollars. As many of you know, VOCA is totally funded by penalties and surcharges assessed federal offenders. The re-authorization also required that any states continuing to receive federal VOCA funding must include drunk driving crash victims in their compensation program. 37 of the 45 states with VOCA now include our victims. We celebrated that victory most recently in the state of Ohio. Only two states included drunk driving crash victims in 1981. Re-authorization also included the designation that VOCA grants be given to previously under served populations of victims. Last year six MADD chapters received VOCA grants for their victim assistance programs. This year 12 chapters have received the grants so far with many more applying. I invite any of you interested in receiving a VOCA grant to attend Saturday's workshop from 2:00 to 2:50 in the Chaparral Room where Carolyn Hightower of the Victims of Crime Office in Washington DC will be joining us to explain in more detail about VOCA grants.

- I am excited about the commitment of President Bush to fight drug and alcohol abuse and to continue to enhance the rights of victims of crime.
- I am excited that we are now working with colleagues in England, Ireland, Sweden, New Zealand, and Austria, as well as our very good friends across the border in Canada to see that the anti-drunk driving movement is growing all over the world.
- I am excited that we have seen a seventeen percent reduction in the percentage of all fatal crash drivers who were drunk since 1980.
- I'm excited that raising the drinking age to 21 has resulted in a 13%

Janice Lord - good person - widely respected  
 in Drunk Driving movement - Directs Victims Assistance  
 © MADD - 011-0212-4377

decrease in fatal crashes caused by 18 to 20 year olds.

- I'm excited that we have Victim bills of rights in 45 states now, an achievement MADD and other crime victims groups can be proud of since the first bill of rights was passed in the state of Wisconsin only 8 years ago.
- I'm glad that 4 fewer people die in drunk driving crashes every day in the United States now than 6 years ago. I frequently think of Elizabeth Beck's reflections on those numbers. I have four children. I believe that each day those lives saved may be those of my own kids.

MADD is not a prohibitionist organization, but I believe we have had a lot to do with the fact that while drinking isn't out, drunkenness is.

- According to a recent Gallop Poll, 37% of the population are now non drinkers - the lowest number since 1950.

Can you believe that June of this year had the lowest drunk driving fatality rate since we started keeping records?

- And who would have thought that Coors and Millers would be fighting over who has the best "responsible use" ads. We owe a great deal of thanks to Texas MADD, not MADD National Office but Texas State MADD, for this accomplishment. Would everyone from Texas MADD please stand up. Let's give them a big hand.

- Who would have believed that the Time magazine which was in my mailbox yesterday would include a full page ad from the Beer Institute stating "We don't condone under-age drinking at all."

And who would have thought that constitutional amendments for victim rights would now be pursued all across the land. If the defendants' rights are in the Constitution, then isn't only fair that victim rights likewise be there? We already have constitutional amendments for victims passed last year in Florida by a vote of 90% and in Michigan by a vote of 85%. The states of Washington and Texas will have constitutional amendments on their November ballots this year.

But in the midst of these truly uplifting achievements, I continue to be troubled and saddened and worried about our future as I look to what may lie ahead.

- I hate it that drunk driving is still the most frequently committed crime in America. Take all the murder, forcible rape, robbery, and aggravated assault statistics, lump them together, and multiply by 3...and you will have the number of DWI arrests in this country every year: 1,728,000.

I am angry that over half a million of us were injured by drunk drivers last year. I can't read those numbers without seeing faces. I think of the faces of the children from the school bus crash in Kentucky...faces which are forever scarred from serious burns. And don't you know how important appearances are to 13 and 14 year old kids? I see the face of Kay Neil from Nebraska who will spend the rest of her life in a wheelchair after having

Texas  
MADD →  
1318  
plus

been victimized in three drunk driving crashes. I think of a former truck driver in Canton, Ohio who broke down and sobbed when I was there last year as I urged him to take care of himself. His truck had been hit by a teenager driving drunk. The teenager killed himself. My friend was put in the same hospital room with the dead boy and was there when his family came in. My friend continues to have serious PTSD, nightmares, flash-backs, and can't work to this day due to head injury and depression. I am saddened with what happens to families of the injured. I think of Mardy Meacham a dear woman who looked like death itself at our National Candlelight Vigil last year. She had to rush in for the vigil and leave immediately afterwards because she is responsible for the 24 hour care of her son who was seriously brain injured in a drunk driving crash.

Yes, we have accomplished so much: over 1,000 new drunk driving statutes and over 1600 new victim rights statutes.

And yet, too many judges are not sentencing DWI offenders according to statute. Citizens are still voting down more correctional space. Victims are still not being notified when plea bargains are offered, or in some cases even when cases go to trial. Surviving family members are still being excluded from courtrooms all across this land.

And I'm worried. I'm worried because of what a weekly reader survey of fourth thru sixth graders recently revealed. While 93% believe that cocaine is a drug, less than half think that beer, wine, or liquor is a drug. Only 21% think wine coolers are a drug. 26% of fourth graders use alcohol. 46% of sixth graders use alcohol. Research is showing clearly that the addiction forming centers of the brain are not fully developed until age 16 to 18. It is far more easy to become addicted if one starts using before the age of eighteen.

I am deeply saddened that the largest percentage of children killed by drunk drivers were killed by their own parents - 54% of them. Of the remainder, 23% were passengers with non drinking drivers and 21% were walking or on bicycles.

Do you know what the weekly reader survey kids said is the key to the problem? Not education in the schools. Not advertising on TV. But moms and dads. Moms and dads who say, "Well you can't stop a kid from drinking. I'm just glad he's not on drugs."

I spoke with a teenager last week who said " My friend drinks and drives but I love him too much to call the cops." I asked where he learned that. His response: " Mom and Dad."

So what can we do? I believe there are several arenas in which we can move forward more strongly than we have in the past.

1. First let's stop using the word "accident" when speaking of drunk driving. Drunk driving is not an accident. It involves two choices: the first to drink, and the second to get behind the wheel of a vehicle. It is a choice. Use the word "crash", "collision", "incident", "crime" - anything but

"accident".

drugs

We don't say it was an accident when a person gets drunk and rapes someone. We don't say it was an accident when someone gets drunk or under the influence of other ~~drugs~~ and starts shooting in a crowd. Likewise it is not an accident to choose to drink and then to drive. I encourage you to make a commitment with me at this moment to never again use the word accident when speaking of drunk driving. Furthermore, I challenge you to contact your local newspapers, radio and television stations immediately upon your return home and ask them to join you in the same commitment.

2. Second, I believe we must move beyond court monitoring, sitting in courts and keeping records of what the judges do there, to case watching. Case watching involves following and tracking drunk driving cases from the time the ticket is written all the way through the criminal justice system. In rural counties you may be able to track every drunk driving offense. In metropolitan areas it will have to be done on a randomly selected basis. But it is only when we become far more thorough in our research that we will be able to pinpoint where the problems and loopholes lie.

3. Third, we must continue working on more creative sentencing ideas. In many states, if you shoot a deer out of season, you are fined, lose your hunting license immediately, and your gun is confiscated. Need we do less for the person who kills a human being?

I believe we must search for more meaningful consequences for first offenders because, even though we support mandatory jail for first offenders, in reality that very rarely happens. I have been thrilled with the success of our Victim Impact Panel Program which is now in existence in at least 100 counties throughout the nation. Since we included a story on Victim Impact Panels in our last issue of MADDVOCATE, we have received hundreds of inquiries and requests for the booklet and video by prosecutors offices and other groups outside MADD. The panels were intended to impact first offenders, but we have been surprised to learn that in some cases even alcoholics are saying that the panel was the beginning of breaking down their denial and has caused them to decide to enter treatment.

I believe we must begin to think about equal penalties for those who cause permanent injury and those who kill. I would never say that the aftermath of one is worse than the other because each certainly has its own unique traumas. All one must do is spend some time with victims like Tom Satterly from Florida or Bob Bale, who will speak on our panel in the following session, to realize that serious and catastrophic physical injury is certainly no less serious than is death. Should the offender pay less simply because improved medical techniques and trauma care keep victims alive who would have died a few years ago?

I believe we must think seriously about confrontation of those businesses which clearly support drinking and driving, such as convenience stores which keep iced down tubs of beer out by the gas pumps; such as greeting card companies which highlight alcohol use at celebrations, especially all those high school graduation cards which give messages like " Hide a bottle under

your graduation robe and have a great time." ; such as liquor industry ads which are clearly geared to the under 21 crowd. No we are not a prohibitionist organization, but we certainly are prohibitionists for those under the age of 21.

4. Lastly, I believe we must think more about what happens in homes. We don't support our kids in breaking the law. We tell them not to steal, not to drive over the speed limit, and that they have to go to school...and that doesn't seem to hurt them.

So why not also say " You don't drink until you're 21."

Do we say, " Well all kids are going to assault somebody sometime, but what the heck - kids will be kids"? No, but too many of us do say I know my kids going to drink, so why bother.

It may sound old fashioned, but I believe the Ten Commandments still have something going for them. They're clear and simple. Don't bear false witness. Period. That means don't lie about what you've done. Plea bargaining? Getting a lawyer to get you off?

Don't kill. Period.

Honor your Father and Mother that your days may be long upon the earth.

This is the anniversary year of the beginning of so much violence across our land. 25 years ago President Kennedy was killed, and 20 years ago Martin Luther King Jr. and Bobby Kennedy were killed. In the last 25 years we have shed so much blood...so much blood.

Let us resolve here and now that for me and my family, we will never be responsible for the shedding of anyone's blood.

Just as we would never commit a murder, neither will we ever, ever risk the choices to drink and drive - a pledge for ourselves, for our kids, and for America.

We're not just a courageous few leading the charge anymore. We are the spark that has lit the fire to vast social change...and that fire is not about to be snuffed out.

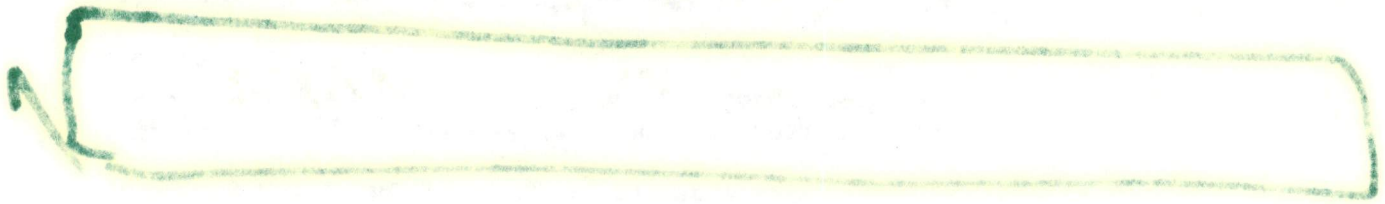
Yes, I sometimes get tired, and once in awhile I get frustrated with pettiness. But I am so very proud. I am proud that at the end of my days I can look back on what we've done together and know that we gave it all we had to give...and America is a better place because we were here. Thank you very much.

5. President + 1st Lady  
could tie Red Ribbon  
on car + (helicopter?) + say so.

ON 292 + (N6/1000) 3) + 25.1 20.

CONTR + 15 584 51770N

2. 6162140N + 4 12+ 599-



2.



US Department  
of Transportation  
National Highway  
Traffic Safety  
Administration

# Daily Press Clips

12-1588

THURSDAY, DECEMBER 15, 1988

NY Times

## POLL FINDS A DROP IN DRUNKEN DRIVING

### Safety Council Is Attributing Some of the Decrease to Fear of Getting Caught

OAK BROOK, Ill., Dec. 14 (AP) — A poll shows fewer Americans admit that they drink and drive today than three years ago, and the National Safety Council is attributing part of the decrease to a fear of being arrested.

From 1985 to 1988 the number of Americans who said they drove after drinking alcohol fell to 28 percent from 37 percent, according to the poll, which was conducted by the Roper Organization for the All-Industry Research Advisory Council. The council, established by the insurance industry to do research on policies that affect risk and insurance, is based in Oak Brook, a suburb of Chicago.

"What we're seeing is that the state laws are having some effect," said David Unnewehr, research manager of the council. "Of those who said they are drinking and driving less, 36 percent said it was because of awareness of tougher laws and fines."

While conceding that poll takers did not expect people to answer a question about drinking and driving with total honesty, he said the council believed the poll showed a change in behavior.

#### Highway Statistics Cited

Mr. Unnewehr noted that statistics compiled by the Insurance Institute for Highway Safety showed that in 1987, 40 percent of fatally injured drivers of passenger vehicles had a blood alcohol content of 0.10 percent or more, the level at which many states consider a driver legally drunk. This compared with 50 percent in 1982 and 44 percent in 1984.

The research council commissioned similar polls in 1985 and 1986. This year's telephone survey of 1,499 people throughout the country was conducted from June 4 to 18 and had a margin of sampling error of plus or minus three percentage points.

Drivers 18 to 34 years of age, a group more likely to drink and drive, were mostly responsible for the decline, Mr. Unnewehr said.

The number of people from 18 to 24 who drink and drive dropped to 31 percent this year from 48 percent in 1985, the poll showed. Among those 25 to 29, the number dropped to 39 percent this year from 53 percent in 1985.

The poll showed that 37 percent of men and 20 percent of women said they drove after drinking. In 1985, the figures were 45 percent for men and 29 percent for women.

In the Midwest, 33 percent said they drove after drinking, as opposed to 32 percent in the Northeast, 30 percent in the West and 21 percent in the South.

Also, a Harris poll ("Prevention Index 1989 - Report Card on National Health") indicated drivers who say they never drive after drinking increased from 68% in 1983 to 78% in 1988.

*new poll coming?*

THE WHITE HOUSE

WASHINGTON

April 26, 1989

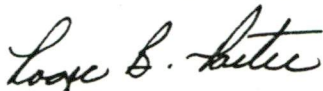
Dear Mr. Golden:

Thank you for your letter of April 10 and for forwarding information on your campaign against drunk driving. As you note, the President has expressed his concern about drunk driving and for the tragedy of its related devastation. From the lives lost in Kentucky to the environmental disaster in Alaska, America cannot afford to tolerate drunk or drugged driving and must continue working to educate the public and remove drunk and drugged drivers from the road.

The President is deeply committed to working with the American public to eliminate this menace to the safety and health of our citizens.

Thank you again for sharing the materials you sent.

Warmest regards,



Roger B. Porter  
Assistant to the President  
for Economic and Domestic Policy

Mr. Sandy Golden  
21 Quince Mill Court  
Gaithersburg, MD 20878

# MADD

Mothers Against Drunk Driving

# IN ACTION

VOLUME 8, NUMBER 5

OCTOBER 1989-JANUARY 1990

TM

*each one package the holiday containing the greatest gift of all of life the gift*

## “TIE ONE ON FOR SAFETY, AMERICA”

After three years of phenomenal growth, MADD will launch its fourth annual Project Red Ribbon in hopes of exceeding all records of past participation. In launching the holiday campaign, MADD will again call on celebrity spokesperson Connie Sellecca to tie on the first red ribbon at a press conference and responsible hosting party in Washington, D.C., on November 15. Now in her third year as campaign spokesperson, Sellecca will ask Americans to “tie one on for safety.”

Project Red Ribbon, MADD's largest public awareness campaign, asks Americans to tie a red ribbon to a visible location on the left side of their vehicles as a constant reminder to themselves and to fellow motorists to drive safe and sober this holiday season. Sellecca is also helping promote the campaign through a national public service announcement and posters.



Last year with the combined efforts of its nearly 400 chapters and numerous corporate supporters, distribution totalled more than 25 million red ribbons, enough ribbon to reach completely around America. The goal for this year is to exceed 30 million red ribbons.

After teaming up with MADD for the first time last year, the Southland Corporation will expand its support to include its 235 High's Dairy Stores as well as more than 6,100 7-Eleven Stores. All participating stores will begin distribution of the complimentary red ribbons Thanksgiving Week. Further, the Southland Corporation has donated one mile of ribbon for each of the nearly 400 MADD chapters. Also, some Southland stores will again provide free coffee to their customers on New Year's Eve and into the morning hours of New Year's Day.

### From the Executive Office

Boards of Directors have been around for a long time. For example, the oldest working Board of Directors of a non-profit organization in the United States is Harvard University, dating back to 1636. A questionable example for me to bring up at this time, however, since Harvard's first Board of Directors fired their first Executive Director. To find the oldest known example of a charitable organization board, we have to go all the way back to the beginning. Please see Executive Office on Page 2

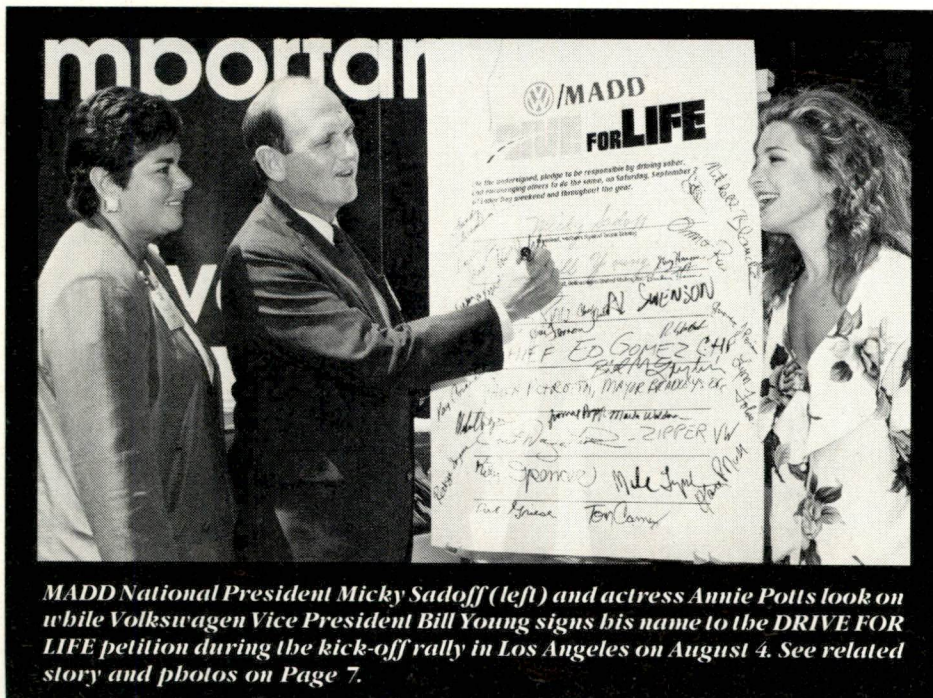
During 1988, more than 23,350 people were killed in alcohol-related traffic crashes, with 2,432 dying on the nation's highways during the holiday season between Thanksgiving and New Year's Day. In an effort to reduce the number of tragedies caused by drinking and driving, MADD is asking everyone to be safe hosts, safe drivers and to “tie one on for safety, America.”

### “Positive People – Positive Action”

“Positive People, Positive Action” is the theme bringing together an expected 500 MADD leaders from across the nation for the annual MADD Leadership Development Conference October 19-21 in Fort Worth, Texas. The theme was selected to be symbolic of the direction and approach MADD is taking toward the future in dealing with the drunk driving problem.

This year's conference offers a number of key speakers, including Dr. William DeJong of Harvard University addressing the Harvard Alcohol Project, MADD National President Micky Sadoff, and Executive Director Robert J. King.

The grand finale dinner will offer a wide variety of activities, including the presentation of MADD's President's Award, a fundraising auction and closing entertainment by Gaynell Colburn. Colburn, herself an injured driver. Please see Positive People on Page 3



MADD National President Micky Sadoff (left) and actress Annie Polls look on while Volkswagen Vice President Bill Young signs his name to the DRIVE FOR LIFE petition during the kick-off rally in Los Angeles on August 4. See related story and photos on Page 7.

*will play an ever-greater role in solidifying ties that bind... expanding common interests*

Continued from Page 1

## Beck Receives Achievement Award

MADD Chairman and CEO Robert L. Beck has been named as a recipient of the 1989 Achievement Award by the Foundation for Improvement of Justice, Inc. In an announcement by the Foundation, he was cited for his leadership and direction with MADD, noting his ability to take the organization from a local activist group to the national leader in the anti-drunk driving and victim rights movement throughout America. Under his direction, MADD has added the four existing international affiliates in Canada, the United Kingdom, New Zealand, and Australia, with a newly formed MADD association in Austria anticipated in 1989.

The Foundation for Improvement of Justice is a privately endowed entity, established for the purpose of recognizing and rewarding those who have contributed to the improvement of the nation's justice system. The specific award consists of a gold medal and a cash award.

Beck stated, "I am proud to have served with the thousands of other volunteers at MADD in making meaningful changes in the Criminal Justice System and for having heightened the awareness of victims in that system."

*as this freedom sweeps over us private citizens efforts of private citizens*

## From the Executive Office

way back to 1240 in the city of Florence, Italy, and a charity known as The Brotherhood of Mercy. As a charitable organization, it required all its members to contribute a minimum of one hour of community service each week. After seven centuries, The Brotherhood of Mercy is still in existence with more than six thousand active members and a Board of Directors of seventy-two individuals from all walks of life.

Recently, there have been a few questions asked of me concerning the Board here at MADD. Questions such as: what are the powers and functions of our Board, and what are the qualifications to become a Board Member?

Although much has been written about Boards of Directors and the role they play in an organization, the fact of the matter is that all Boards are different, and one answer is not always sufficient. For our purposes here, however, I would like to deal with three key concepts that I believe to be accepted universally and will shed light on many of the questions that I have been asked.

An excellent definition of a Board of Directors and one that I like is . . . "an organized group of people with the authority collectively to control and foster an institution that is usually administered by a qualified executive and staff."<sup>1</sup>

The three key concepts are:

### I. The Qualities of a Good Board Member:

- 1) A Board Member should have a keen interest in the mission and

goals of the organization.

- 2) A Board Member should have special knowledge of programs or activities of the organization.
- 3) A Board Member should have a willingness to commit time, talent and treasure.

### II. The Rights of a Board Member:

- 1) A Board Member has the right to be informed.
- 2) A Board Member has the right to full debate.
- 3) A Board Member has the right to one vote.

### III. The Obligations of a Board Member:

- 1) A Board Member is obligated to place the larger interests of the organization above personal or partisan concerns.
- 2) A Board Member is obligated to serve as an effective and fair intermediary between the organization and any group he or she represents.
- 3) A Board Member is obligated to support the decision of the Board as long as he/she remains on the Board.

MADD has an excellent Board of Directors, with nineteen highly competent and dedicated members. They come from all walks of life and represent all regions of the country. Yet, they all come together to form one Board with eighteen votes creating one decision. — Robert J. King

<sup>1</sup>Governing Boards by Cyril O. Houle, Published by National Center of Non-Profit Boards.

## MADD In Action

### MADD Officers

Robert L. Beck	Chairman & CEO
Robert J. King	Executive Director & COO
Micky Sadoff	President
Harold D. Brandt	Vice President - Victim Issues
Milo Kirk	Vice President - Chapter Affairs
Becky Perfect	Secretary
Robert H. Frank	Treasurer

Published quarterly in January, April, July and October in 1989. This publication is written and created to serve the members and supporters of Mothers Against Drunk Driving.

### General Information

Main Phone Number—(817)268-6233  
Ask for Public Affairs

### Mailing Address

669 Airport Freeway  
Suite 310  
Hurst, Texas 76053  
Attn: Public Affairs/Newsletter

Director of Public Affairs:  
Andy Briscoe

Editor:  
Vicki Walling Smith

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## ALCOHOL-RELATED TRAFFIC DEATHS CONTINUE DOWNWARD TREND

Since 1982, alcohol use by drivers in fatal crashes has steadily declined. The proportion of all drivers who were estimated to have been legally intoxicated (BAC of .10% or greater) dropped from 30.0 percent in 1982 to 24.6 percent in 1988 — a reduction of 18 percent for the period.

During the past seven years, the proportion of drivers involved in fatal crashes who were intoxicated decreased in all age groups. However, the most significant drop continues to be in the 15 to 19-year-old group. In 1982, the National Highway Traffic Safety Administration (NHTSA) estimated that 28.4 percent of the teenaged drivers in fatal crashes were drunk, compared with 18.3 percent in 1988.

When drivers of various types of vehicles involved in fatal crashes are compared, there is a decline from 1982 to 1988 in the percentage of drivers who were drunk for all vehicle groups. The decrease for drivers of passenger cars was 19 percent, while drivers of light trucks, vans and multi-purpose vehicles was 17 percent. However, the proportion of motorcycle drivers involved in fatal crashes who were legally intoxicated has remained relatively constant at about 40 percent over the last seven years, although in 1988, 36 percent were legally intoxicated.

In spite of these reductions, drunk driving continues to be the most frequently committed violent crime in the nation today. Driving while intoxicated (DWI) arrests in 1987 totaled more than three times the total for all other violent crimes (murder, robbery, forcible rape, and aggravated assault). In fact, 23,351 of the 47,093 traffic fatalities in 1988 were alcohol-related. Simply put, that is 23,351 too many.

# — MADD STRUCTURE — STRENGTHENED WITH ADDITION — OF THREE DIRECTORS —

In an effort to provide added direct support and assistance to the state chairpersons and their chapters, MADD has announced the addition of two regional administrators and the hiring of a new director of Field Services.

An active MADD leader for more than seven years, Lou Herzog will now act as regional administrator for Region V, which includes Florida, Georgia, South Carolina, North Carolina, Virginia, West Virginia, Maryland, and Washington, D.C.

Don Larson, active in MADD since 1984, is the new regional director of Region IV, encompassing Missouri, Arkansas, Louisiana, Mississippi, Alabama, Tennessee, and Kentucky.

In his work with MADD, Herzog has been president of the Northern Virginia Chapter, SCC chairman for Virginia, a member of the National Council for Chapter Affairs, the ad hoc Committee to revise the Policy and Procedures Manual, the National Public Policy Committee, and has served as an instructor for the MADD/NHTSA Impaired Driving Issues Workshop series.

Larson's accomplishments include operating the first MADD state office and the first statewide newsletter, which served as a fund raiser for the MADD, Louisiana State Office.

## Positive People/

*Continued from Page 1*

drunk driving victim, is the vocalist and percussionist who rallied attendees at the National Youth Conference last March with her rousing and inspirational performance from her wheelchair.

An addition to this year's conference is the Friday Family Focus, offering victims the opportunity to concentrate on relationships within the family. The program, open to all family members age 10 and older, will be staffed by professional counselors, who will make presentations and co-facilitate small groups, and victims who are experiencing progress toward their own recovery.

The annual Leadership Development Conference offers MADD leaders from across the country the opportunity to come together to discuss a wide scope of issues important to the success of MADD. Hosted by National Board members and staff, the conference is designed to provide insight into dealing with common goals, issues and concerns.

In addition, he assisted with the development of state offices in Florida, Minnesota, Connecticut, Maryland, Kansas, and Texas. He has an extensive background in writing grants and developed MADD's first court monitoring manual and the DWI compendium for Louisiana. A former member of the MADD Strategic Planning Committee, Larson has also served on the White House Committee for a Drug Free America.

New to MADD, but an established professional in the human resource field, Linda Braswell joined the National Office in September as director of Field Services. She brings to MADD more than 16 years experience in the areas of program development, counseling, teaching, and public relations. She has worked with crime victims since 1975 and most recently has served as the director of the Rape Crisis Program for the Women's Center in Fort Worth, Texas. She has additional experience in training law enforcement and medical personnel and has been a strong voice for victims' rights.

She holds a B.A. in Philosophy from the University of Texas at Arlington and a M.Ed. in student personnel services from the University of North Texas.

"MADD is fortunate to bring these three caring and dedicated individuals into these key positions," said MADD Executive Director Robert J. King. "This new regional structure will help move MADD into the 21st Century as an even stronger force in the fight to eliminate drunk driving as a major cause of death and injury. Together we are making and can continue to make a difference."

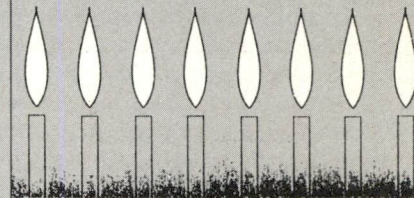
## Candlelight Vigils Offer Remembrance and Hope

*The Seventh Annual National Candlelight Vigil of Remembrance and Hope will be held Sunday, December 10 at 6:30 p.m. in the Marriott Orlando World Center. Victims from each of the 50 states will participate in this poignant ceremony featuring candlelight, beautiful music and many touching moments.*

*A special addition to this year's National Vigil will be the recognition of law enforcement officers that have been killed in drunk driving incidents.*


*The Marriott Orlando World Center is offering a special room rate of \$50 per night for reservations made by November 23. Reservations may be made by calling 1-800-228-9290 (outside Florida) or 1-800-843-3755 (inside Florida).*

*You are invited to attend either the National Vigil or one of the many state and county vigils being held simultaneously around the country. Please contact your nearest chapter for more details.*



*MADD Chairman and CEO Robert Beck (far right) and National President Micky Sadoff (center) welcome Austrians (l to r) Harald Ronacher, Alexandra Winters and Mucky Degn, the newly elected president of the MADD affiliation in Austria. The group from Austria met with several members of the National Board and National Office staff during a visit to the U.S. in early September.*

# Poster **ESSAY** CONTEST



## Contest Calls for Safe and Sober Future

The 1990 MADD Poster/Essay Contest is focusing on the future with this year's theme of "Make This The Decade of Difference — Drive Safe and Sober!" The fourth annual contest, open to students in grades 1-12, got underway with the new school year and will continue until February 12, 1990, the deadline for all entries to be postmarked.

The Farmers Home Administration (FmHA) will continue to support the effort this year by again making it the focal point of its Wellness Program's public safety drive. Working through a network of some 2,500 county offices and more than 13,000 employees nationally, FmHA has allowed for expansion into many rural communities.

Participation in the MADD Poster/Essay Contest has shown overwhelming growth since the

initial contest in 1987, with entries jumping from 15,000 the first year to more than 45,000 last year. Media exposure has also increased dramatically, with the 1989 Contest receiving mention in several major publications and periodicals, including *USA Today*. Additional growth stems also from the increasing number of agencies and organizations who have publicized the Poster/Essay Contest. Among the publications that highlighted the 1989 Contest were *The Elks Magazine*; *American Teacher*, the newsletter published by the American Federation of Teachers; *Arts and Activities*, a popular art education magazine; *Contemporary Pediatrics*; *Learning '88*; and *TARGET*, a publication of the National Federation of State High School Associations. The Contest was also included in *Encyclopaedia Britannica's 1989 Medical and Health Annual*. With the addition of Spanish entries last year, several Hispanic publications also featured information on the contest, including *Que Pasa*, a bilingual entertainment/lifestyle magazine; and *VISTA*, a popular Hispanic magazine. Support from such organizations as the Girl Scouts, Boys and Girls Clubs of America and 4-H Clubs also helped boost the 1989 participation.

Several MADD chapters and state offices are already geared up for the 1990 Contest with some big plans to help broaden participation. The Governor of Kansas has awarded the MADD, Kansas State Office a \$6,000 grant to help promote the Contest within the state. The funds will be used to purchase brochures and distribute them via the mail.

In Massachusetts, MADD State Chairman Richard Shire has enlisted a local soft drink producer, Razcal, to help promote the contest. With Razcal's assistance, information packets will be distributed to each of the 4,000 schools in the state soliciting participation. Razcal is also supporting the contest by offering additional prizes, with the statewide winner to receive a party to be hosted in his or her school.

The MADD, Louisiana State Office will again work closely with art teachers and will utilize the state's Department of Education to assist in promoting the Contest.

Entries for the 1990 Poster/Essay Contest may be submitted in either English or Spanish, with judging weighted equally. The poster competition is open to students in grades 1-12, while essays may be entered by students in grades 4-12. Entries from individual students are welcomed, although MADD chapters, schools and other participating organizations are encouraged to conduct their own local contests.

For more information about the MADD Poster/Essay Contest, contact MADD National Youth Programs, 669 Airport Freeway, Suite 310, Hurst, TX 76053.

## TEEN STARS SPREAD MADD MESSAGE

Los Angeles County, CA

MADD, Los Angeles County Chapter has announced its 1990 Teen Star Calendar with 21 of this year's hottest teens in film, music and TV. This project is a joint effort which combines the talents of the staff and photographers of Shooting Star International Photo Agency, the teens themselves and many professionals in makeup, wardrobe and publicity.

The participants have donated their time and expertise because they believe, as MADD does, that nine teenagers dying each day in alcohol-related crashes in our country is unacceptable. Personal quotes by the teen stars appear on each calendar month telling other teens that drinking and driving is not cool, okay or safe.

The four-color calendar is full size and features a large photo for each month. Not only is it a fun calendar, but it is also educational and a great gift idea for the holidays.

Featured stars on the calendar are: January — Jason Herve, "Wonder Years," and Robin Lively, "Karate Kid III." February — Danica McKellar, "Wonder Years," and Jeremy Miller, "Growing Pains." March — Wil Wheaton, "Star Trek . . . The Next Generation." April — Sara Gilbert and Lecy Goranson, "Roseanne." May — Tiffany, one of pop music's biggest recording stars. June — Chad Allen, "My Two Dads." July — Brooke Theiss and Jamie Luner, "Just the 10 of Us." August — Steve Burton, "Out of This World." September — Corky Nemec, "Ny Name is Stephen." October — David Arquette, Jay Ferguson, Sean Kanen, Harold Pruett and Robert Rusler, all of the "Outsiders" (a two-hour movie set to air this fall). November — Kadeem Hardison and Cree Summer, "A Different World." December — Chris Young, "Live-In."

The 1990 Teen Star Calendar can be obtained by sending a check or money order for \$8.95\* (shipping and handling included) to: MADD CALENDAR, P.O. Box 875, Reseda, California 91335.

\*California residents must add state sales tax.

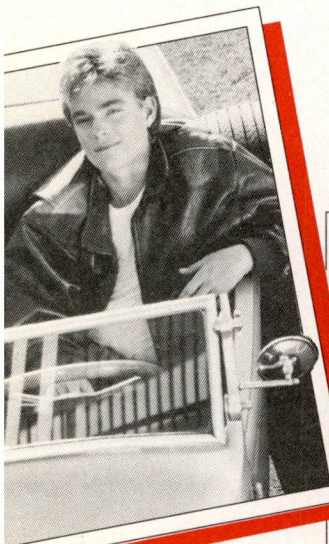


Photo by: Jim Britt/Shooting Star



Photo by: Aloma

Far left: Actor Chad Allen of "My Two Dads" is the featured star for June on the Teen Star Calendar, produced by MADD, Los Angeles County Chapter.

Lecy Goranson (left) and Sara Gilbert of television's "Roseanne" are the featured stars for April.

# Bowlers to "Strike Against Drunk Driving"

Mothers Against Drunk Driving is taking a sporting approach to the "driving smart, driving sober" message with its new "Strike Against Drunk Driving" program, a nation-wide bowling competition involving sanctioned amateur league bowlers. The program's major supporters include U.S. Olympic Coach Fred Borden, Hall of Fame Bowlers Barry Asher and Mark Roth, Bowler of the Year Lisa Wagner, and the Professional Bowlers Association.

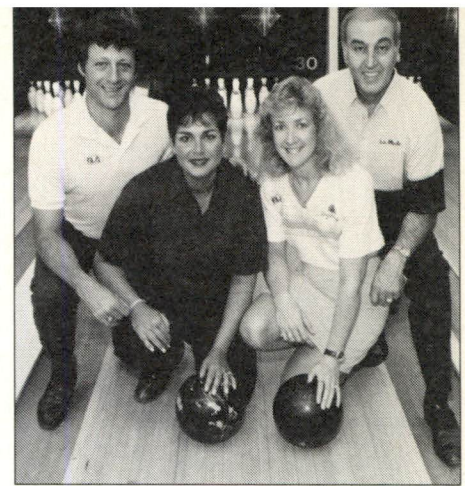
The program offers MADD an excellent means for promoting the sober driving message as bowling is the nation's number one participant sport, with more than 7 million registered league voters.

The individual bowler registration fee for "Strike Against Drunk Driving" is \$10.00, ena-

bling each participating bowler to compete for more than \$300,000 in cash and prizes. A 1-900 number has been established to help facilitate registration. Interested bowlers who call **1-900-990-MADD** will not only be able to register for the program but will also hear important impaired driving information and bowling tips.

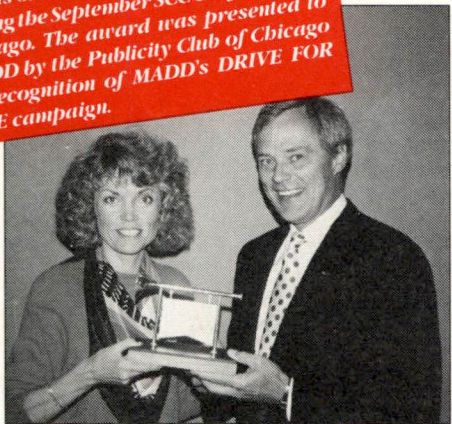
MADD chapters are encouraged to promote "Strike Against Drunk Driving" in conjunction with Project Red Ribbon during the upcoming holiday season. A one dollar contribution will be given to MADD chapters for each bowler who signs up for the program as a result of the chapter's encouragement.

For more information about MADD's "Strike Against Drunk Driving," call 619/238-5815.



Three professional bowlers are helping promote the new "Strike Against Drunk Driving" program. Pictured here with MADD National President Micky Sadoff (second from left) are (l to r) Barry Asher, five time Hall of Famer; Lisa Wagner, 1989 Women's Bowler of the Year; and Carmen Silvano. These three pro bowlers will serve as national spokespersons for the program.

Executive Director Robert King presents the Silver Trumpet Award to MADD, Illinois State Administrator Marti Page during the September SCC Conference in Chicago. The award was presented to MADD by the Publicity Club of Chicago in recognition of MADD's DRIVE FOR LIFE campaign.



## Hotline Offers Quick Assistance

The MADD National Office is proud to announce the formal "unveiling" of its toll-free victim hotline. 1-800-GET-MADD is answered by a trained victim advocate during business hours and an answering service nights and weekends. Victim advocates are on call 24-hours a day via a pager system. In many cases, victims are referred back to MADD chapters in their community or MADD state offices. If there is no MADD chapter in the area, the victim advocate at the MADD National Office handles the case.

While 19 states have their own toll-free victim hotlines, 1-800-GET-MADD has made MADD services available to victims living in areas without local chapters as well as victims unable to locate a nearby chapter. If a victim advocate may be of assistance to you or someone you know, please call 1-800-GET-MADD.

## 1990 PLANS BEGIN TO UNFOLD

Plans for 1990 are beginning to unfold and take shape now that the special Anniversary Advisory Committee has begun finalizing an anniversary agenda and the selection of a theme for the 10-year observance. In September, members of the Anniversary and Program committees received an advanced look at the master executive plan proposed by the public relations firm assisting with the anniversary observance. Also presented for their review were proposed designs for a special commemorative seal to be used throughout the year-long observance. Final approval of the proposed agenda and anniversary slogan will come during the October Board of Directors meeting.

Early word is that MADD chapters and supporters should mark their calendars for the week of September 3-7, 1990, for special

anniversary kick-off events. The actual date for MADD's anniversary is September 5, 1990. A number of activities are being proposed during that week to coincide with the anniversary date, and MADD chapters are encouraged to set aside that period for specific events on the national, state and local levels. Tentatively, all events are being geared around a special national event to be held in the nation's capital, Washington, D.C.

Members of the Anniversary Advisory Committee, chaired by Becky Perfect, include all chairpersons of existing Board committees as well as Dorothy Taylor of Ohio, who is serving as the designated SCC representative.

Please check the next issue of *MADD In Action* for more details on this special milestone in MADD's history.

## Chapter Takes "Seventh Inning Stretch"

*Bergen/Hudson Counties, NJ*

"Seventh Inning Stretch" was the theme as the MADD, Bergen/Hudson Counties Chapter marked its seventh anniversary at a special meeting in September.

Among those in attendance were several members of the New York Giants football team who spoke of their personal feelings and observations regarding alcohol abuse. Special recognition was given to the New Jersey Sports and Exposition Authority for its recent ruling to discontinue beer sales at all evening football games and Bergen/Passaic Motors, the Volkswagen dealer which played such an instrumental role in the chapter's recent DRIVE FOR LIFE campaign.

Chapter founder and leader Florence Nass commented, "Our theme, 'Seventh Inning Stretch,' brought into focus all we have accomplished and allowed us to stand up, stretch, regain our energies, and once again go in fighting. This is one game we must play to win."

MADD, Bergen/Hudson Counties is also celebrating its upcoming billboard campaign. An outdoor advertising company has donated space for the chapter, and MADD's message should be up on several local boards near the end of October or beginning of November.

## "STILL REMEMBERING" BOUQUETS SHARE CONCERN AND HOPE

Death anniversaries are often forgotten, except when the death was one's child or spouse. However, the date is more likely remembered by others and approached with apprehension if the death was sudden. Because there is such great comfort in knowing that others remember and care, Florafax International, MADD's newest corporate sponsor, has developed a unique addition to their product line. The "Still Remembering" bouquets say "I know this is a tough time for you, and I know you don't want your loved one to be forgotten. I'm remembering both of you with flowers."

Florafax Chairman and CEO Floyd Cox, Jr., was inspired by what MADD, Tulsa County Chapter was doing in his Oklahoma community. He was certain that his world-wide fresh flower wire service could help MADD spread the sober driving message. He contacted Chapter President Glenda Cross, who then referred him to the MADD National Office. Representatives from Florafax and MADD met and determined that the support could be twofold. First, Florafax

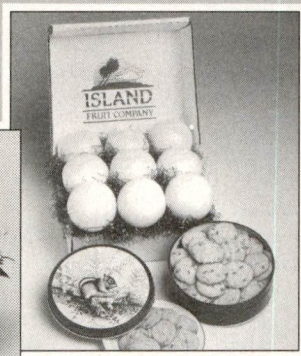
would provide specialized products for victims, their families and friends. Second, the company would generate financial support for MADD's efforts by donating a portion of the proceeds from the sale of these and other products.

In addition to the bouquets, Florafax will offer its customers a special gift selection of oranges, grapefruit and cookies between mid-November and March of 1990, with a portion of the proceeds benefitting MADD. The pyramid of wrapped boxes will be tied together with special MADD red ribbon.

In announcing the promotion to the company's 10,000 member florists, Cox said, "We're very pleased to be able to work with MADD and its many volunteers, who are doing so much to make driving conditions in this country safer. What better present can individuals and businesses give this holiday than flowers and fruit — it's an ideal alternative to a gift of alcohol."

Florafax is anxious to share in MADD's efforts year round. The company will provide flowers for the National Candlelight Vigil in December and plans future promotions to enhance other MADD programs, including Operation Prom/Graduation. MADD looks forward to a long and successful partnership with Florafax, a truly caring sponsor.

*Fruit and cookies gift set*



*Basket bouquet*



## TV Viewers Test Their Driving Skills

An audience of 18 million Americans viewed a unique national television program aired by the CBS Network in August of which MADD served as an advisor. The "Valvoline National Driving Test" was exactly what its title suggested — a test. Twenty-five questions, both multiple choice and true/false, made up the one-hour TV test, which was designed to increase public awareness of the need for greater highway safety.

Hosting the test was actor Christopher Reeves. Other celebrities making an appearance included Dick Butkus, Bruce Jenner, Perry King, Lorenzo Lamas, Susan Sullivan, Randy Travis, Lindsay Wagner, and Betty White.

Produced by Blanki & Bodi Productions, Inc., of Los Angeles, the driving test was developed through efforts of many advisors. Included with MADD were the National Highway Traffic Safety Administration, the National Commission Against Drunk Driving and the National Safety Council.

## MADD to Receive Recognition from Physicians

Mothers Against Drunk Driving has received word that the organization will receive the coveted Edward R. Loveland Memorial Award for 1990, presented by the Board of Regents of the American College of Physicians. The award, established in 1961, is named in honor of the man who served so ably for 31 years as the executive secretary of the American College of Physicians. The recognition is bestowed periodically to persons or organizations, other than physicians, who have made distinguished contributions in the health field.

The award, to be presented in full academic regalia, will be given to MADD during a convocation ceremony April 26, 1990, at the time of the College's 71st Annual Session in Chicago.

## MANUAL OFFERS LIFE-SAVING ADVICE

The automotive industry is reinforcing the MADD message. Now every new General Motors car owner will be better informed about drunken driving with three pages of every GM owner's manual dedicated to the subject of impaired driving.

The section begins by listing three things that everyone needs to drive a car: judgment, muscular coordination and vision. The reader will then learn in detail what Blood Alcohol Content (BAC) is and how it can be calculated. The new car owners learn, after reading this section, that the attitude "I'll be careful" will not prevent crashes.

GM hopes this factual, yet persuasive, message will encourage motorists to take responsibility for themselves and for others when they assume the role of the driver.

Mothers Against Drunk Driving gratefully acknowledges General Motors for the foresight and sensitivity to use this medium, the owner's manual, to address the issue of impaired driving.

Concerns for motorists' safety still exist, but as we move into the 1990's there is hope for the life-saving message which GM is sharing with the public. The last sentence in the drunken driving section clearly defines the solution to the concern, "Please don't drink and drive or ride with a driver who has been drinking."

One of GM's commonly seen advertisements for Chevrolet is "the heartbeat of America." This newly produced manual could be the key to the heartbeat for MADD's message and for millions of Americans. MADD applauds GM for helping save lives through its owner's manuals.

# Participation Widespread in Third “DRIVE FOR LIFE”

*The DRIVE FOR LIFE caravan, shown here with four of its five cars, offered a strong visual along its route from Los Angeles to Washington, D.C. The program's logo and message, "The most important part in any car is a sober driver," was emblazoned on each side of the truck and the five Volkswagen cars.*



*Elaine Chao, U.S. Deputy Secretary of Transportation, addresses the press and other attendees at the final DRIVE FOR LIFE press conference and rally in Washington, D.C., on September 1.*

*The 861 red carnations in this arrangement were symbolic of the number of lives lost in drunk driving crashes in Georgia last year. The flowered heart was on display at the DRIVE FOR LIFE press conference and rally in Atlanta.*

was much improved this year on both the national and local levels. Added to the increased participation by MADD members and Volkswagen dealers was the support of three key celebrities who helped with the campaign promotion. Actresses Annie Potts of television's "Designing Women" and Anna Maria Horsford of "Amen" joined in the DRIVE FOR LIFE campaign this year; and Howie Mandel's award-winning public service announcement continued to broaden awareness. Potts addressed attendees at the Los Angeles kickoff, and Horsford promoted the program through television appearances and other media interviews, including the popular "Arsenio Hall Show."

Additional impetus came in the form of a Presidential proclamation in observance of DRIVE FOR LIFE Day, with President George Bush signing on August 15. First Lady Barbara Bush sent her support in the form of a personal letter acknowledging MADD and its DRIVE FOR LIFE effort.

The DRIVE FOR LIFE caravan came to a final halt in Washington, D.C., with a rally featuring Elaine Chao, Deputy Secretary of the U.S. Department of Transportation, MADD National President Micky Sadoff, Chairman and CEO Robert L. Beck, and William Young, vice president of Volkswagen U.S.A.

Along the caravan's route, MADD, Denver Metro Chapter, welcomed a good media turnout by displaying a striking floral arrangement of 198 red carnations and an equal number of balloons to signify the number of lives lost last year because of drunk driving in Colorado. The Atlanta event featured the dramatic presentation of a giant heart, with 861 red carnations symbolizing the lives lost in Georgia last year. White carnations spelled out the letters "MADD."

Although the caravan participated in only the eight scheduled stops, many MADD chapters around the country held their own events to promote the campaign locally. Among the list of participating chapters was the MADD, St. Louis County Chapter in Missouri which held a breakfast for 175 enthusiastic supporters, including several area mayors, all area Volkswagen dealers, a dozen state representatives, and U.S. Congressman Jack Buechner. In all, the chapter received 32 mayoral proclamations as well as a proclamation from the state's governor.

In other chapter activity, MADD, Rock County, Wisconsin, took its message to the ballpark over Labor Day weekend signing up members of the Beloit Brewers and Kenosha Twins; and MADD, Ocean/Monmouth Counties, New Jersey, held a two-county event attended by representatives of all major law enforcement agencies, state assemblymen and U.S. Congressman James

*Please see DRIVE FOR LIFE on Page 8*

## MADD WELL REPRESENTED AT NOVA CONFERENCE

NOVA (National Organization for Victim Assistance) has always been a highly respected colleague organization of MADD, and this year's 15th Annual North American Conference on Victim Rights was exemplary of the ongoing relationship. More than 30 MADD members attended the August conference, with 17 workshop and plenary speakers representing MADD.

In addition to the presence of the many chapter representatives, MADD presenters included National President Micky Sadoff, who was one of four Victim Speak-Out speakers; and Executive Director Robert King, who spoke on Tough Issues Management. Janice Lord and Bob Curtis of Victim Services at the National Office spoke on Death Notification; and Dr. Harold Brandt, National Vice President, presented a workshop entitled "Medical Professionals and Victim Advocates: A Team Approach to Recovery." Denise McDonald from the MADD, Illinois State Office talked of Victim Impact Panels; and Stephanie Frogge, MADD National Victim Services, moderated the Vehicular Assault Workshop.

At the closing banquet, Janice Lord, MADD National Director of Victim Services and winner of last year's Margery Fry Award, presented the award to this year's winner, Mary Ann Morris of the South Carolina attorney general's office. The Fry award is given to one person in the nation each year whose practice in victim assistance is exemplary.

The NOVA conference was attended by more than 600 victim service providers, law enforcement personnel, prosecutors, volunteers, legislators, judges, and related criminal justice professionals in an effort to educate and share ideas on ways to improve the plight of victims of crime.

The 1990 NOVA conference is scheduled for next August 26-31 in Lexington, Kentucky.

# President Takes MADD Role Personally

MADD National President Micky Sadoff is taking her leadership role to heart by adding a real personal touch to her day-to-day MADD commitment. She has been putting in many extra hours over the past few months phoning MADD chapters and making it known that she is always available to help. To date, she has spoken to about 60 chapters and the list contin-



MADD National President Micky Sadoff takes time out from her hectic schedule to visit with one of MADD's almost 400 chapters. Her personal phone calls are one way she is trying to open up lines of communication within the organization.

ues to grow.

"I basically just ask how they are and how I can be of help," Micky said. She has received several letters praising her effort. "I want them to know how much they are appreciated for their time and service to MADD, and that also, I am always available to answer questions, address concerns or just to talk. I know I don't have a magic wand to solve all problems, but I'd like to put forth every effort in trying," said Micky.

In addition to phoning the chapters, Micky is reaching out to the MADD affiliations through other means. She corresponds to all chapters, state offices and SCC's through a bimonthly letter detailing her current concerns for MADD. She also includes her phone number to reiterate that she is accessible at all times.

Recently she has been reviewing chapter nominations for the President's Award. The annual award, which is to be presented at the October Leadership Conference, is an attempt to recognize MADD activists for their achievements in fighting drunk driving.

Overall, Micky is pleased to talk with the chapters on a one-to-one basis. "It is a win-win situation. I can definitely see lines of communication expanding between national and local/state levels," she said.



MADD Executive Director Robert King accepts a check from Louise Whitham of the Beta Sigma Phi organization. The \$2,000 was the final payment of a three-year grant from the group's International Endowment Fund awarded to MADD.

## GROCERY BAGS TO CARRY MADD MESSAGE

King County, WA

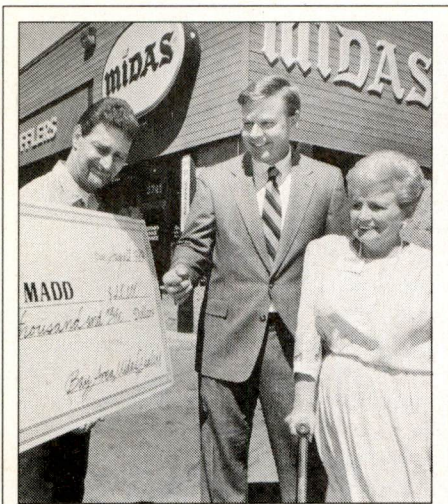
Approximately one million grocery sacks displaying a MADD message will be distributed this holiday season thanks to the efforts of MADD, King County, Washington, and the generosity of Safeway Stores, Inc. Distribution of these special sacks will begin within the next couple of months in Safeway stores throughout Washington, Alaska, Idaho, and Montana. Chapter Administrator Jeanette Greenfield is grateful that MADD only had to spend a nominal amount for the artwork with everything else being donated by Safeway.

One of two messages will be displayed on the bags. One reads, "OUR GIFT IS ONE OF HOPE," and the other reads, "OUR GIFT OF HOPE . . . A SAFE & SOBER HOLIDAY." Exposure of this project should result in more than one million people viewing the bags, according to Greenfield. Included in those demographics, of course, will be the store employees and those purchasing groceries from Safeway. However, the distribution doesn't have to stop there, as grocery sacks are eventually passed on to others, such as sanitation workers.

The distribution of the MADD/Safeway sacks will coincide with MADD's Project Red Ribbon campaign. Greenfield said, "I believe this effort will increase visibility for MADD. We are concerned. We want everyone to have a happy holiday season, but also want them to have a safe one."

## DRIVE FOR LIFE/

Continued from Page 7



San Francisco Bay Area Midas Muffler and Brake Shop franchisees recently donated \$20,000 to MADD to culminate their summer-long anti-drunk driving program. Midas manager Jack Arterburn (left) displays an enlarged version of the check as franchisee Mike Glad and Jackie Masso of MADD, Santa Clara County look on. The public awareness campaign included the distribution of thousands of "Drive Smart — Drive Sober" car window decals and MADD membership brochures to local motorists.

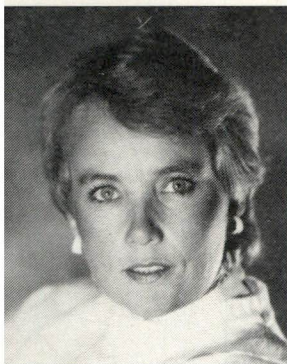
Courter. MADD, Rockcastle County, Kentucky, supporters and members distributed brochures, buttons and bumper stickers at the annual Livingston Homecoming Parade over Labor Day Weekend to promote DRIVE FOR LIFE. In Seattle, Washington, a local radio station conducted a live remote from the MADD, King County Chapter's kick-off event. MADD, Midland County, Texas, held a MADD Dash "fun run" to signal the start of the campaign; and MADD, Mahoning County, Ohio, built a special booth for local fairs. MADD, Bell County, Texas, distributed table tents with the DRIVE FOR LIFE message to area clubs and restaurants.

Despite the increased participation and awareness this year, the true success can only be measured by the number of lives saved or injuries prevented. Although final statistics from the DRIVE FOR LIFE day were unavailable at press time, preliminary estimates show a 20 percent decrease in drunk driving deaths on Saturday, September 2. The combined efforts of MADD chapters and Volkswagen dealers across America are demonstrating that by working together, we can make a difference.

# Focus on Board Members

*MADD In Action continues its spotlight on  
MADD's National Board Members*

## NANCY JOHNSON



Nancy Johnson visited a MADD meeting just three weeks after her daughter's death in 1984. Tina, age 18, was killed instantly when an intoxicated 19-year-old struck her car head-on during a trip home from the movies. The drunk driving offender was also killed. Both

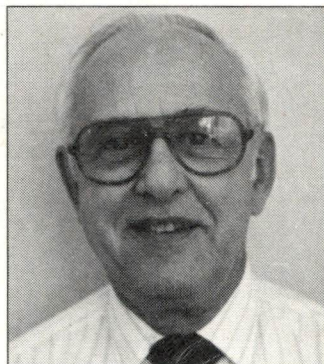
Nancy and her husband, Dennis, immediately became actively involved in MADD, with Nancy founding the MADD, Rice/Scott Counties Chapter in Minnesota the following year. Since then, their involvement has grown and both have become very active forces within the organization.

"We were familiar with MADD before Tina's death as donors," Nancy said. "However, it wasn't until our tragedy that we sought to make a difference regarding the drunk driving issue," she explained. She was elected to the National Board in 1987 as a regional director for Region III but also continued her active involvement with the chapter in victim advocacy and as newsletter editor. Nancy admits that Dennis didn't originally plan to become so active in the organization, however, he has served as the state chairman for Minnesota for the last three years and is heavily involved with DWI legislative work.

Today, Nancy takes part in various other activities outside of MADD to fight drunk driving. Since 1986, she has served on the Governor's Crime Victim Witness Advisory Council, a group in Minnesota concerned with victim issues. She is also chairperson of the State Crime Victim Reparations Board and a member of the Governor's DWI Task Force. In addition, she is a Guardian Ad Litem, a person appointed by the court to look after the best interest of a child involved in a court case. As if these activities aren't enough, Nancy helps her husband run a hog farm and takes time to visit with her three children and two grandchildren.

Friends say Nancy has qualities of com-

## RAYMOND PHILIPS



Raymond Philips was busy planning his retirement eight years ago, looking forward to frequent fishing trips with his family when tragedy struck, and his plans were suddenly changed. In October of 1981, Ray's 26-year-old son, Richard, died of injuries he sustained three weeks earlier when he was hit by a drunk driver. Ray and his wife, Margaret, were forced to begin the unfamiliar process of the court system.

Vowing to educate others about the judicial process, he joined the MADD, Cuyahoga County Chapter in Ohio in 1982, and today continues to be actively involved at the local level. In 1987, Ray was elected to the National Board as a regional director for Region VI. In addition to his work with MADD, Ray has also served on the Ohio Governor's Recovery Council to reveal how great the need is for victim assistance.

The retired employee from Ohio Bell Systems is proud of MADD's accomplishments in getting the drunk drivers off the road. "There has been a decrease in fatalities due to drunk driving, however, I believe the figure could be even lower than what's revealed," he said. "Also, stiffer penalties are becoming more prevalent since those administered at the time of Richard's death. Instead of an offender being sentenced to six months, today he may face two to five years."

In addition to assisting victims through the judicial system, Ray lead his chapter in creating Driver Awareness Sessions four years ago in Ohio. The sessions are designed to educate 65 to 100 drunk driving offenders at a time on the dangers of driving while

## KATHERINE PRESCOTT



Katherine Prescott became involved with MADD following the tragic death of her 16-year-old son, Jay, in 1981. "Months before Jay's death, we had both read and discussed a magazine article on the founding of MADD, so I had a little knowledge of its structure. Further

awareness came, as it has come for many others, as a result of personal tragedy," she said. Jay was killed by a drunk driver who plead guilty to manslaughter. The repeat offender was sentenced to one year in prison, but served only six months.

A year after Jay's death, Katherine joined MADD, although there was no local office near Greenville, North Carolina, at the time. In 1986, she organized the MADD, Pitt County Chapter, where she later served as its president.

"I wish, of course, that none of this had been necessary — at least not necessary in the demanding, personal way that it has been for me. But what happened has indeed happened, and I have been able to take satisfaction from my work with MADD, hoping, of course, that my efforts may reduce the chances of tragedy for someone else," she said.

Experienced in membership recruitment and fund raising, Katherine has applied her knowledge to making changes in her area and the rest of the country. "I began working with MADD as the **only** person in my community interested in organizing and forming a chapter. It took a few years, but I finally got the ball rolling," recalled Katherine. Her perseverance led her to becoming a National Board member for Region V for MADD in 1988.

"Although North Carolina has a high highway fatality rate, I can boast that Pitt County has seen very few alcohol-related traffic deaths in the last two years. Tremendous public awareness has come about due to Jay's death here. We have made a differ-

*Please see Focus on Board Members, Continued on Page 10*

## Focus on Board Members

### Nancy Johnson

passion, conviction and tenacity combined. She commented, "I am a very rational person; I look at both sides. I try to be realistic. However, I strongly believe that people should take responsibility for their actions. It is a crime to drink and drive, therefore, one must pay if he or she commits this crime."

Nancy has definite goals for MADD. "As a board member, I would like to see MADD as a united organization that feels good about itself and that trusts those working within it. As a MADD member, I want to make the public aware of the dangers of drinking and driving, and I want them to become more responsible for their actions," said Nancy.

### Raymond Philips

impaired. Ray commented, "The program is very successful in increasing awareness among those directly involved in the drunk driving issue."

Ray's most recent success concerning MADD is convincing American Greetings to donate 700 miles of red ribbon for Ohio's upcoming Project Red Ribbon campaign. "Hopefully, two million pieces of red ribbon will affect Ohio's attitude on drunk driving," Ray commented. The ribbon will be distributed to all schools and state governmental entities.

Although Ray is officially retired and does manage to take time out for an occasional fishing trip, he spends a great deal of time serving MADD. Ray explained, "Ultimately, of course, I want to see the problem of drunk driving eliminated, however, I know from experience that this is not entirely possible. Nonetheless, I'll continue to strive for that goal."

### Katherine Prescott

ence," said Katherine.

Katherine's newest responsibility with MADD is as chairperson of the Nominations Committee of the National Board. In addition to MADD, Katherine delegates her time to many other efforts. She is an appointed member of the Pitt County Victim Assistance Advisory Board and a board member of the Pitt County Council on Substance Abuse. She also belongs to the National Organization for Victim Assistance (NOVA), the North Carolina Passenger Safety Association and the Pitt County Family Violence Program.

Katherine is currently employed at East Carolina University in Greenville as the administrative secretary to the vice chancellor for Academic Affairs.



Mayor of Indianapolis William Hudnut (third from right) welcomes representatives of the MADD, Central Indiana Chapter to its new office during an open house in July. From left are Terry Kennard, Cindy Burke, Dottie Mullennax, Debi Doan, Hudnut, Jason Doan, and Lara Baca. The new office serves as headquarters for both the State and Central Indiana Chapters.

## YOUTH BEAT

The problem of alcohol and drug abuse among youth is one that continues to plague parents, educators and other concerned individuals.

Numerous reasons have been offered as to why young people use alcohol and other drugs: lack of self-confidence, simple curiosity, pressure to succeed at school, and the desire to be accepted by peers.

Now that school is back in session, young people of all ages are faced with the ever-present problem of peer pressure. It has been offered as one of the strongest factors that causes young people to experiment with alcohol and other drugs at such early ages.

Although parents often feel helpless in dealing with the issue of substance use and abuse, there are some steps parents can take to help their children develop the self-confidence and skills necessary to resist peer pressure. The following list of action items developed by the Office of Substance Abuse Prevention can help parents deal with this sensitive topic.

1. **Talk to the child about alcohol and drugs.** Make sure he/she understands the dangers and problems of alcohol and other drug use.
2. **Learn to really listen.** Knowing how and when to listen can keep the lines of communication open.
3. **Help the child feel good about himself.** He/she should believe his/her parents have confidence in him/her.
4. **Help the child develop strong values.** This will give the child the courage to make decisions based on facts rather than pressure.
5. **Be a good role model or example.** Young people are aware of their parents' attitudes and habits concerning alcohol.
6. **Help the child deal with peer pressure.** Children who have been taught to be agreeable and loving may need skills to enable them to resist group peer pressure.
7. **Set firm rules about drinking and other drug use.** Family rules should be clear and consistent. The child should thoroughly understand the consequences of breaking the rules.
8. **Encourage healthy and creative activities.** Young people need structure in their lives. Create activities that they can have fun with.
9. **Talk to other parents.** It can help to network with other parents and community groups.
10. **Know what to do if you suspect a problem.** Parents must learn to recognize the signs of use and abuse and know where to get professional help.

By developing self-confident and educated children, parents can help create what is known as a "positive norm," where social pressure can have a positive effect by encouraging others to do something that is good or right. When we teach our children to take the leadership role in educating their friends, it can be an integral part of developing their feelings of self-reliance and commitment, which are vital in saying "no" to alcohol and other drugs. It also creates an atmosphere that will make it easier for other young people to say "no" and still feel good about themselves.

MADD strives to educate parents, teachers and young people alike through many youth awareness and youth training programs. For more information about these programs, contact your local chapter of MADD or MADD National Youth Programs, 669 Airport Freeway, Suite 310, Hurst, TX 76053.



# MADD CALENDAR



**OCTOBER 19-21**  
National Leadership Development  
Conference; Fort Worth, TX

**OCTOBER 19**  
National Board Meeting/Annual  
Board Elections; Fort Worth, TX

**NOVEMBER 3-4**  
Impaired Driving Issues Workshop  
Series II; Sacramento, CA

**NOVEMBER 9-10**  
Impaired Driving Issues Workshop  
Series II; Fairfax, VA

**NOVEMBER 10-14**  
Advanced Victim Assistance  
Institute/Crisis Response Team  
Training; Dallas/Fort Worth, TX

**NOVEMBER 16-17**  
Impaired Driving Issues Workshop  
Series II; Savannah, GA

**NOVEMBER 23-24**  
Thanksgiving Holidays;  
National Office Closed

**NOVEMBER 30 - DECEMBER 1**  
Impaired Driving Issues Workshop  
Series II; Annapolis, MD

**DECEMBER 10**  
MADD National Candlelight  
Vigil; Orlando, FL

**DECEMBER 10-16**  
National "Drunk and Drugged  
Driving Awareness Week"

**DECEMBER 25**  
Christmas Day;  
National Office Closed

**JANUARY 1**  
New Year's Day;  
National Office Closed

**JANUARY 4-5**  
Impaired Driving Issues Workshop  
Series II; Tampa, FL

**JANUARY 18-19**  
Impaired Driving Issues Workshop  
Series II; Lansing, MI

## Fair Entry Takes Top Prize

*Tri-County, IL*

A first place blue ribbon was presented to MADD, Tri-County Chapter in Illinois this past summer for its public service booth at the Heart of Illinois Fair. The chapter's booth consisted of a casket, garnished with a single red rose on its pillow. An enlarged bumper sticker read, "DRUNK DRIVERS KILL 70 PEOPLE A DAY . . . Are You Next?" A wheelchair was placed at the foot of the casket signifying that all drunk driving crashes do not result in death, and the chapter's victim photo board was positioned near the head of the casket.

Liz Hawley, victim services coordinator for MADD, Tri-County, exclaimed, "I have to brag and say that this display stood out! It was so powerful that when people entered the building, eyes were automatically drawn to it."

The chapter's booth received great attention, allowing MADD's information materials to be widely distributed.

## Officers Praised for Record DUI Arrests

*Orange County, CA*

Police officers in Orange County, California, will be recognized at MADD, Orange County's annual Community Recognition Dinner on November 3. Two officers, Karl Schuler and Mike Cohen, set a record of 430 driving under the influence (DUI) arrests in 12 weeks, having set their goal at eight arrests per shift. In achieving this goal, the officers gave up breaks, worked longer shifts and managed to lose several pounds because of their diligence. Other top arresting officers from the county will also be recognized at the banquet.

In addition, the chapter has recently received four wheelchair donations following a request placed in a local newspaper. Two of the chairs were given to injured drunk driving victims, one to the local Victim Witness group, and the other is available as needed. The project evolved after a man who was wheelchair bound called in to report his personal need. A drunk driver had hit his parked car before he could remove his chair from the trunk. MADD, Orange County was able to come to his and others' rescue with new wheelchairs.

*MADD, Dekalb County, Georgia, teamed up with its local Little League baseball community in promoting its K.I.S.S. campaign with this unique billboard.*



## Key Chains Send Constant Reminder

*Wright County, MN*

MADD, Wright County is promoting safe and sober driving by donating special key chains to its County Driver License Office in Minnesota. Each key chain holds a quarter, in case the driver ever needs to call for a safe and sober drive home.

Chapter representative Sharon Quast said, "We feel every new driver needs a key chain with this special message, and this is a perfect opportunity to distribute them." The two-year project is possible due to the help of several local businesses and organizations.

Also occurring in Wright County, a local tow service will be towing a crashed vehicle displaying MADD's banners in local parades. The company teamed up with MADD, Wright County to help enlighten the local public of what can happen when drinking and driving are combined.

# National Memorial to Victims of Crime

## SURVEY

Please Clip & Return Survey

- |  | Not at all               | Somewhat                 | Very                     |
|--|--------------------------|--------------------------|--------------------------|
| 1. How appealing to you is the idea of a memorial to victims of crime?   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 2. How appealing to you is the idea of a landscape memorial or monument inclusive of all victims of crime?   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 3. How appealing to you is it to identify victim populations separately within the memorial?   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 4. How likely is America, in general, to contribute financially to a victim memorial?  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 5. Has any form of memorial for victims of crime been created in your community? If "yes," please attach a brief description, how it came about, and if possible, a photo. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 6. Please discuss below additional feelings and ideas you would like to share about this project.  |                          |                          |                          |

COMMENTS:

A number of national groups within the Victims Rights Movement recently discussed the idea of a memorial to all victims of crime to be located in Washington, D.C.

Participating groups included: Mothers Against Drunk Driving, National Association of Crime Victim Compensation Boards, National Center on Missing and Exploited Children, National Child Abuse Coalition, National Coalition Against Domestic Violence, National Coalition Against Sexual Assault, National Institute Against Prejudice and Violence, National Organization for Victim Assistance, National Victim Center, National Women's Abuse Prevention Project, and Parents of Murdered Children. MADD was represented by Janice Lord.

Understanding that such a memorial would take five to six years to fund and complete and that fund raising for the memorial would not draw from participating organizations or from resources supporting them, the group agreed that the memorial should focus on past, present and future victims. It would include victims injured, those who have died and their survivors. The spirit of the memorial would be one of hope, healing and renewed life, offering all victim groups an opportunity to share the common bond of victimization and offer an image of solidarity against violence in our country. It could be the site for events such as National Victim Rights Week observances, Candlelight Vigils and other events to draw attention to MADD's cause.

The next step is for each of the representatives to go to their organizations for suggestions and feedback. Please complete this survey and mail to Janice Lord, Director of Victim Services, MADD, 669 Airport Freeway, Suite 310, Hurst, TX 76053 by November 15.



**Mothers Against Drunk Driving**  
669 Airport Freeway, Suite 310  
Hurst, Texas 76053

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# MADD

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## Mothers Against Drunk Driving

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SEPTEMBER 1989

A SUMMARY OF STATISTICS RELATED TO  
THE NATIONAL DRUNK DRIVING PROBLEM

1989 NHTSA STATISTICS

- \* In 1988, an estimated 23,351 persons died in alcohol-related\* traffic crashes. These deaths constituted 49.6% of the 47,093 total traffic fatalities.
- \* Of the 47,093 estimated traffic fatalities, 18,500 (39.3%) were killed in crashes in which at least one driver or pedestrian was intoxicated.\*\*
- \* Nearly 25% of all drivers involved in fatal crashes were intoxicated at the time of their crash.
- \* In 1988, nearly 27% of fatally injured 15-19 year old drivers were intoxicated.
- \* In single vehicle fatal crashes occurring on weekend nights in 1988, 77% of the fatally injured drivers 25 years of age or older were intoxicated, as compared with 64% of drivers under the age of 25.

1988 HOLIDAY STATISTICS

During Christmas 1988, 510 people died in traffic crashes, with 299, 58.6 percent alcohol-related.

Between Thanksgiving and New Year's Eve, 2,432 (47.4%) of a total 5,129 traffic fatalities were alcohol-related.

During Thanksgiving 1988, 200 (33.2%) of a total 601 traffic fatalities were alcohol-related.

ALCOHOL-RELATED TRAFFIC FATALITIES

Number Alcohol Related:

Age Group	1982	1983	1984	1985	1986	1987	1988
0-14	950	890	825	745	810	849	825
15-19	4,135	3,575	3,520	3,115	3,540	3,259	3,158
20-24	5,840	5,505	5,600	5,140	5,400	4,880	4,895
25-64	12,750	12,320	12,385	11,985	12,830	13,248	13,056
65-	1,345	1,255	1,290	1,195	1,250	1,307	1,314
Unknown	150	105	140	180	160	91	103
<b>Totals</b>	<b>25,170</b>	<b>23,650</b>	<b>23,760</b>	<b>22,360</b>	<b>23,990</b>	<b>23,632</b>	<b>23,351</b>
<hr/>							
Total Traffic Fatalities	43,945	42,589	44,257	43,825	46,056	46,386	47,093
<hr/>							
Percentage Alcohol- Related	57.3%	55.5%	53.7%	51.0%	52.1%	50.9%	49.6%

COMPARISONS

	<u>82-88</u>	<u>85-86</u>	<u>86-87</u>	<u>87-88</u>
	-13%	+8.7%	+4.8%	-2.8%
	-23.6%	+13.6%	-7.9%	-3.1%
	-16.2%	+5.0%	-9.6%	+3%
	+2.4%	+7.0%	+3.2%	-1.4%
	-2.3%	+4.6%	+4.5%	+5%
	-31.3%	-11.0%	-43.1%	+11%
<b>Totals</b>	<b>-7.2%</b>	<b>+5%</b>	<b>-1.5%</b>	<b>-1.2%</b>
<hr/>				
Total Traffic Fatalities	+7.2%	-5%	+5%	+1.5%

\* Alcohol-related= Deaths or crashes where at least one key participant had a BAC level of .01 or higher (any measurable alcohol level).

\*\* Intoxicated= Having a BAC level of .10 or above.

GENERAL STATISTICS

- \* During the period 1982 through 1988, approximately 166,000 persons lost their lives in alcohol-related traffic crashes. (NHTSA, 1989)
- \* Traffic crashes are the greatest single cause of death for every age between the ages of five and thirty-two. More than half of these fatalities are a result of alcohol-related crashes. (NHTSA, 1989)
- \* Each year, about 600,000 --10%-- of all police reported motor vehicle crashes are alcohol-related. (NHTSA, 1989)
- \* Each year, about 500,000 persons suffer injuries in alcohol related traffic crashes, an average of one person injured every minute. About 40,000 of these are serious injuries. (NHTSA, 1989)
- \* The proportion of fatal crashes that are alcohol related is about three times greater at night than during the day. (NHTSA, 1989)
- \* More than half of all alcohol related fatalities occur in single vehicle crashes. (NHTSA, 1989)
- \* In 1988 there were 17,443 fatally injured in single vehicle crashes. More than 53% were intoxicated. (NHTSA, 1989)
- \* It is estimated that two out of every five Americans will be involved in an alcohol-related crash during their lifetime. (NHTSA, 1989)
- \* About 48% of persons jailed for DWI had previous DWI convictions. (FBI, 1989)
- \* Males were most often arrested for driving under the influence. (FBI, 1989)
- \* Estimates of the economic costs of drunk driving range from \$11 billion (NHTSA, 1985) to \$24 billion (FBI, 1989) each year.
- \* The National Highway Traffic Safety Administration estimates that perhaps as many as a quarter of a million persons were killed in alcohol-related crashes over the last 10 years. (FBI, 1989)
- \* Prior to their arrest for DWI, convicted offenders had consumed a median of 6 ounces of pure alcohol (about equal to the alcoholic content of 12 bottles of beer or 8 mixed drinks) in a median of 4 hours. About 26% consumed at least 10 ounces of pure alcohol (equivalent to 20 beers or 13 mixed drinks). (FBI, 1989)

## GENERAL STATISTICS CONTINUED

- \* For DWI offenders sentenced to jail the median term imposed was 5 months; those with prior DWI sentences received sentences that were about twice as long as first-timers. (FBI, 1989)
- \* Nearly half of those in jail for DWI had previously been sentenced to probation, jail, or prison for DWI, and three-quarters had a prior sentence for any crime (including DWI). (FBI, 1989)
- \* In fatal crashes, the proportion of intoxicated drivers decreased from 30% in 1982 to 25% in 1988, a 17% decrease in that proportion. (NHTSA, 1989)
- \* The number of intoxicated drivers (BAC of .10% or greater) killed in traffic crashes decreased from 13,110 in 1980 to 10,210 in 1988, a reduction of 22%. (NHTSA, 1989)
- \* Males (37%) were nearly twice as likely as were females (20%) to have driven after drinking. (AIRAC, 1988)

BAC TESTING, PUBLIC OPINION, SEAT BELTS

- \* Drivers involved in fatal crashes who have been drinking use safety belts at a substantially lower rate than sober drivers. (NHTSA, 1989)
- \* Safety belts were used by approximately 9% of intoxicated drivers involved in fatal crashes (BAC of .10% or greater), as compared to 16% of impaired drivers (BAC between .01% and .09%), and 28% of sober drivers. (NHTSA, 1989)
- \* The reported use of safety belts continued to rise dramatically in 1988. Reported driver safety belt usage in fatal crashes in 1988 was 32.8% up from 23.5% in 1987. (NHTSA, 1989)
- \* Numerous research studies indicate that lap and shoulder safety belts, when used, reduce the risk of fatal or serious injury by a factor of 40 to 55 percent. (NHTSA, 1989)
- \* From 1983 through 1988, an estimated 15,500 lives were saved by safety belts -- 10,500 due to belt use laws. (NHTSA, 1989)
- \* While 30.6% of the restrained occupants in passenger cars involved in fatal crashes suffered no reported injuries, only 10.1% of the unrestrained occupants were not injured. (NHTSA, 1989)
- \* Of the passenger car occupants in fatal crashes who were reported as restrained, 26.3% (5,362) were fatally injured. Of the occupants who were reported as unrestrained, 49.2% (17,570) were fatally injured. (NHTSA, 1989)

- \* Even at BACs as low as 0.02 percent, alcohol affects driving and crash likelihood. (IIHS, 1989)
- \* The probability of a crash begins to increase significantly at 0.05 percent BAC and climbs rapidly after about 0.08% percent. (IIHS, 1989)
- \* For drivers with BACs above 0.15 percent on weekend nights, the likelihood of being killed in a single-vehicle crash is more than 380 times higher than it is for non-drinking drivers. (IIHS, 1989)
- \* Half of the adult pedestrians killed in nighttime crashes with motor vehicles in 1988 had very high BACs (0.10 percent or greater). Thirty-six percent had no alcohol in their blood. (IIHS, 1989)
- \* A majority (51%) of the public would impose a jail sentence if the drunken driver caused a serious injury compared with 12% who would do so in a situation where the drunken driving conviction was a first offense and no injuries resulted. (AIRAC, 1988)

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RESEARCH ON TEENS AND CHILDREN: DRINKING, DRIVING AND DRUGS

- \* More than 40% of all 15 to 19 year old deaths result from motor vehicle crashes. About half of these fatalities were in alcohol-related crashes. Estimates are that 3,158 persons died in alcohol-related crashes. (NHTSA, 1989)
- \* Arrest rates for DUI were highest among 21-year-olds. (FBI, 1989)
- \* The proportion of drivers 15 to 19 years of age who were involved in fatal crashes, and were intoxicated, dropped 28% in 1982 to 18% in 1988 -- the largest decrease of any age group during this time period. (NHTSA, 1989)
- \* In single vehicle fatal crashes occurring on weekend nights in 1988, 77% of the fatally injured 25 years of age or older were intoxicated, as compared with 64% of drivers under the age of 25. (NHTSA, 1989)
- \* While drivers under age 21 were responsible for 0.06 percent of the mileage traveled in heavy trucks, they were involved in 3.2 percent of the fatal crashes. (IIHS, 1989)
- \* According to the 1988 National High School Senior Survey conducted by the University of Michigan, for the first time in several years, the proportion of seniors who can be categorized as "current drinkers" (had one or more drinks in the past 30 days) declined from 66 percent to 64 percent. (University of Michigan, 1989)
- \* The proportion of high school seniors reporting to have 5 or more drinks in a row during the prior two weeks declined significantly from 38 percent to 35 percent, down from a high point of 41 percent in 1983. (University of Michigan, 1989)
- \* Of all persons arrested nationally in 1988, persons in the under 25 age group accounted for 48 percent of those in the cities, 43 percent of those in the suburban counties, and 41 percent of those in the rural counties. (FBI, 1989)
- \* Estimates attribute as much as 80 percent of all college discipline problems to alcohol or other drug use. (Johnston, 1988)

MINIMUM DRINKING AGE LAWS

- \* Minimum Drinking Age Laws reduced traffic fatalities involving drivers in affected age groups by 13%. NHTSA estimates these laws saved 1,148 lives in 1988.
- \* Since 1975, Minimum Drinking Age Laws have saved almost 9,300 lives.
- \* Estimated lives saved by minimum drinking age laws (MDA):

<u>Year</u>	<u>Lives Saved by MDA's</u>	<u>Cumulative Lives Saved by MDA's</u>
1982	578	578
1983	609	1,187
1984	709	1,896
1985	701	2,597
1986	840	3,437
1987	1,000	4,437
1988	1,148	5,585

CHILDREN

- \* According to the 1987 Weekly Reader survey, 93 percent of children in grades 4-6 believe cocaine or crack is a drug, but only 45 percent call beer, wine or liquor a drug; only 21 percent consider wine coolers to be a drug. (Weekly Reader, 1987)
- \* Twenty-six percent of fourth graders report many students use some form of alcohol, and in grade six 46 percent report many use beer, wine or liquor, as well as 42 percent reporting use of wine coolers. (Weekly Reader Survey, 1987)
- \* Children are too often the innocent victims of drunk driving. A recent study showed that children of drunk drivers make up the largest proportion of child fatality victims in alcohol-related fatal crashes (54 percent). These children were also less likely to have been properly secured with seat belts or child safety seats. 23 percent of the child victims were passengers with non-drinking drivers, and 21 percent were pedestrians or bicyclists. (Pediatrics, 1986)
- \* Students from grades 4-12 believe the most important strategy for schools in fighting substance abuse is to teach students the facts. The best parental strategies, according to children in grades 4-6, are to teach the facts and to talk with them about their problems. Teens favor talking with them about their problems as the best approach for parents. The majority of all students believe that it is important for TV to show more programs about the dangers of drugs and drinking. (Weekly Reader, 1987)

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DEPARTMENT OF HEALTH & HUMAN SERVICES

Counsel to the Secretary  
for Drug Abuse Policy

Washington, D.C. 20201

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US Department  
of Transportation  
National Highway  
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Administration

# Drunk Driving Facts

July 1989

## THE DRUNK DRIVING PROBLEM

The National Highway Traffic Safety Administration (NHTSA) defines a traffic crash as being alcohol related if either a driver or non-occupant (e.g. pedestrian) had a blood alcohol concentration (BAC) of .01% or greater in a police reported traffic crash. Persons involved in crashes with a BAC of .10% or greater are considered to be intoxicated. This is the legal limit of intoxication in most states.

- o During the period 1982 through 1988, approximately 165,000 persons lost their lives in alcohol related traffic crashes. This is an average of one alcohol related fatality every 22 minutes.
- o About 18,500 people are killed in crashes in which a driver or non-occupant was intoxicated (BAC of .10% or greater). Two thirds of these fatalities are either drivers or non-occupants who were themselves intoxicated.
- o Traffic crashes are the greatest single cause of death for every age between the ages of five and 32. More than half of these fatalities are a result of alcohol related crashes.
- o Each year, about 600,000 -- 10% -- of all police reported motor vehicle crashes are alcohol related.
- o In 1988, 47,093 people were killed in 42,119 traffic crashes.
  - An estimated 50% of these fatalities were in alcohol related crashes (23,352 deaths).
  - Thirty-nine percent (16,528) of these fatal crashes involved an intoxicated driver or non-occupant.
  - Almost 38% of all fatally injured drivers were intoxicated.
  - Nearly 25% of all drivers involved in fatal crashes were intoxicated at the time of their crash.

*Vietnam*

*Mr. Bowie  
366-1470*

TRACKING THE PROGRESS ON COMBATING DRUNK DRIVING

Drunk driving continues to be one of the nation's most serious public health and safety problems. There is evidence, however, that federal, state, local and private efforts to reduce the incidence of drinking and driving are having an impact.

This progress is apparent in the following comparisons which are based on estimates obtained from NHTSA's Fatal Accident Reporting System (FARS).

- o The number of intoxicated drivers (BAC of .10% or greater) killed in traffic crashes decreased from 13,110 in 1980 to 10,210 in 1988, a reduction of 22%.
- o The proportion of drivers killed in traffic crashes who were intoxicated decreased from 46% in 1980 to approximately 38% in 1988.
- o The number of fatalities in crashes in which at least one driver or non-occupant was intoxicated decreased from 20,356 in 1982 to 18,502 in 1988, a reduction of approximately 9%.
- o The proportion of all persons killed in crashes in which at least one driver or non-occupant was intoxicated has declined steadily: 46% in 1982, 45% in 1983, 43% in 1984, 41% in 1985 and 1986, 40% in 1987, and 39% in 1988.
- o In fatal crashes, the proportion of intoxicated drivers decreased from 30% in 1982 to 25% in 1988, a 17% decrease in that proportion.
- o From 1982 to 1988, the percentage of intoxicated drivers decreased by:
  - 10% at night
  - 14% on weekends (6:00 pm Friday to 6:00 am Monday)
  - 5% during weekend nights (nighttime defined as 6:00 pm-6:00 am)

DRUNK DRIVING AND YOUTH

- o More than 40% of all 15 to 19 year old deaths result from motor vehicle crashes. About half of these fatalities were in alcohol related crashes. Estimates are that 3,158 persons in this age group died in alcohol related crashes in 1988.
- o In 1988, nearly 27% of fatally injured 15-19 year old drivers were intoxicated.

The proportion of drivers 15 to 19 years of age who were involved in fatal crashes, and were intoxicated, dropped from 28% in 1982 to 18% in 1988 -- the largest decrease of any age group during this time period.

The number of intoxicated 15 to 19 year old drivers involved in fatal crashes decreased from 2,127 in 1982 to 1,497 in 1988. Coincidentally, the number of 15-19 year old drivers involved in fatal crashes increased from 7,690 in 1982 to 8,167 in 1988. Thus, while the number of drivers in this age group involved in fatal crashes is increasing, fewer of them are intoxicated.

*tie another  
life-saving  
ribbon*

SAFETY BELTS AND ALCOHOL

Drivers involved in fatal crashes who have been drinking use safety belts at a substantially lower rate than sober drivers.

Safety belts were used by approximately 9% of intoxicated drivers involved in fatal crashes (BAC of .10% or greater), as compared to 16% of impaired drivers (BAC between .01% and .09%), and 28% of sober drivers.

ALCOHOL AND TRAFFIC CRASHES

- o About two in every five Americans will be involved in an alcohol related crash at some time in their lives.
- o Each year, about 500,000 persons suffer injuries in alcohol related traffic crashes, an average of one person injured every minute. About 40,000 of these are serious injuries.
- o The proportion of fatal crashes that are alcohol related is about three times greater at night than during the day.
- o More than half of all alcohol related fatalities occur in single vehicle crashes.
- o In 1988:
  - 62,237 drivers were involved in fatal traffic crashes. Of these, 25% (15,285) were intoxicated.
  - 27,250 drivers were fatally injured. Of these, almost 38% (10,210) were intoxicated.
  - 17,443 drivers were fatally injured in single vehicle crashes. More than 53% were intoxicated.
- o In single vehicle fatal crashes occurring on weekend nights in 1988, 77% of the fatally injured drivers 25 years of age or older were intoxicated, as compared with 64% of drivers under the age of 25.

MEMORANDUM TO BOB SIMON

FROM: MARK BARNES

SUBJECT: Drunk Driving Facts and Accomplishments

- o 5 Additional States have passed Admin Per Se Laws  
CA, VT, CT, MD, FL

This is the automatic suspension of a license following a DWI arrest; Statistically this almost guarantees a reduction in fatalities due to impaired driving by 10-15%

- o The issue of the legality of Sobriety Checkpoints is being taken up by the Supreme Court; DOT believes it will be upheld
- o A Corporate Executives Leadership Council has been formed to combat drunk driving
- o More states now have lower B.A.C. levels ,i.e. lower than .10 which is legally drunk; lower B.A.C. for adults and underage
- o Drug Recognition Program (training police officers to detect drug impaired driving) is now being done in 15 Metropolitan areas
- o Eight new local coalitions have been formed as part of the National TEAM Program (Techniques in Effective Alcohol Management). This is a program sponsored by DOT, NBA, and CBS to manage alcohol and drug use at sporting events.



# THE CHRISTIAN SCIENCE MONITOR

## ENCOURAGING VOLUNTEERS

# A Thousand Points of Light to Shine

*President's program for involving America in community service begins in December*

**By David R. Francis**

Staff writer of The Christian Science Monitor

BOSTON

**P**RESIDENT BUSH'S goal of promoting a "thousand points of light" is beginning to shine.

C. Gregg Petersmeyer, a presidential assistant, has spelled out an ambitious program to encourage "every single person" in the United States to participate in at least one community service.

The program will heavily involve US business, since the White House will be asking every commercial establishment to join voluntarily in efforts to find solutions for such problems as illiteracy, drop-outs, drug abuse, unwed teen pregnancy, youth delinquency and suicide, AIDS, homelessness, hunger, unemployment, and loneliness.

"We know full well that government has a critical role to play in addressing our social problems," says Mr. Petersmeyer. "However, these problems can never be solved by government and [non-profit organizations] alone. From now on, each of us as individuals and each of the institutions of which we are part must begin to play a direct and consequential role in community problem-solving."

The program, for example, will encourage:

- Every credit card issuer, bank, telephone, and utility company to include with bills and statements information about how and where individuals and institutions can serve others.

- Every real estate developer, building contractor, architect,

and financial institution to form consortia to build decent, affordable housing for the homeless.

- Every restaurant, grocery, convenience store, and farm to make surplus food available to the hungry each day.

- Every employer to include community service among factors considered in making hiring, compensation, and promotion decisions.

- Every place of worship to make community service central to the life of their congregations.

The White House will be asking

**' success is not, cannot, be measured by the sum of our possessions, but by the good we do for others.'**

**— President Bush**

ing Congress to create and partially fund a "Points of Light Initiative Foundation" to manage the program. Last month the president appointed a five-person advisory committee to report by mid-December on the legislation and legal structure needed for the foundation. He will request \$25 million a year for four years from Congress to operate the foundation. Matching amounts will be sought from private foundations, businesses, and other sources.

The advisory committee, headed by New Jersey Governor Thomas Kean, met for the first time Oct. 30 in Washington. Petersmeyer, addressing the group, spoke of "power flowing from the government to the peo-

ple" in the United States as it is today in Eastern Europe.

Director of the Office of National Service, Petersmeyer quotes Bush as often saying, "From now on, any definition of a successful life must include serving others . . . success is not, cannot, be measured by the sum of our possessions, but by the good we do for others."

To get this idea across, the president's program will rely heavily on the cooperation of the media. It calls for every television and radio station, cable system, newspaper, magazine, and other media institution to promote community service "relentlessly" as a national ethic, spotlighting successful service initiatives, profiling outstanding community leaders and institutions, and informing the public of how to get involved in community service.

Already each of the three television networks has agreed to weave the theme of community service as a way to tackle social problems into the plots of some of their top-rated shows during three weeks in December.

The combined audience of these shows is 290 million people. At the end of the shows, viewers will be invited by the performers to call a hotline telephone number to learn where and how to volunteer to help those in need. Callers will also be able to request a volunteer handbook with written guidance. President Bush will be featured on televised public service announcements during this period, urging viewers to engage in community services.

In working out a strategy to turn Bush's campaign rhetoric about a thousand points of light into a real program, Petersmeyer

says he has talked since early this year with "hundreds and hundreds" of individuals involved in efforts to deal with social problems, asking what was at the heart of the problems.

He was told, "invariably," that those with various social problems are "essentially good people who are free-falling through society, living lives in groups as small as families or as large as communities which had totally disintegrated around them."

In an interview, Petersmeyer said, "What millions of Americans need is not another government program but a set of meaningful relationships. Many people live a life of abject aloneness." He spoke of the need for individuals and communities to provide the support which traditional families, now often broken down, have given.

The program calls for identifying successful and promising community service projects. Knowledge of these is to be spread throughout the nation by the foundation. One means will be a "ServNet," a collection of "peer-to-peer action groups." Another will be a telephone hotline system and an interactive computer data base program that would permit people to learn of volunteer opportunities in their own communities.

Saatchi & Saatchi, a major advertising agency, will work with the Advertising Council on an ad campaign to encourage people to engage in community activities. Institutions will be asked to honor prominently those within their institutions doing exemplary volunteer work. The foundation itself will have an awards program.

**INTRODUCING**

**TEAM**

---

TEAM is a unique coalition dedicated to solving the problems arising when people drink too much alcohol at public gatherings. Techniques for Effective Alcohol Management (TEAM) works nationally and locally—throughout the U.S. and Canada—to promote safe driving, and responsible, courteous behavior at these events.

---

## TEAMWORK WORKS.

**F**ounded in 1985, TEAM grew out of the concern shared by the management of several arenas, stadiums and auditoriums about the impact of alcohol abuse among sports fans. Disorderly conduct at sports events was growing. Liability insurance costs were skyrocketing. And highway incidents were on the rise. Some prominent members of the International Association of Auditorium Managers decided it was time to take serious action. In 1985, together with the National Highway Traffic Safety Administration, the National Basketball Association, CBS and others, they founded the TEAM

coalition. Major League Baseball soon signed on, along with other private sector supporters.

TEAM's goals are straightforward:

- ◆ To insure a safe and enjoyable entertainment atmosphere.
- ◆ To address highway safety issues related to events in public assembly facilities.
- ◆ To organize community coalitions to promote TEAM's goals locally.

An ambitious agenda was drawn up to accom-

plish these goals: A high-visibility media campaign targeted at sports fans. Professional assistance to help facilities' management formulate effective policies and training programs. And the implementation of strategies to broaden TEAM involvement nationally and at the community level. TEAM's first victories weren't long in coming.

**"My family comes to our games. I think of the fans as family, too. I want to make sure they all get home safely. That's why I speak out about drinking and driving, and why I support TEAM."**

**KEVIN McHALE  
BOSTON CELTICS**

## TEAM SPIRIT: IT'S CONTAGIOUS.

**B**asketball stars Earvin "Magic" Johnson, Michael Jordan and Julius "Dr. J" Erving captured the public's attention immediately in TEAM public service announcements asking fans to pick a "designated driver." The NBA and CBS led the effort to provide television broadcast time for the announcements. Since then, millions of dollars worth of television time has been donated in the interest of public safety. Stars from Major League Baseball and the NBA joined forces in the next series of TEAM public service announcements, which featured Alex English and Don Baylor.

TEAM posters, signs, restaurant table tent cards and electronic scoreboards reinforced the message throughout stadiums and arenas. The TEAM message was getting out, and it was making a difference. Soon, local television stations began carrying the announcements. Supported by businesses and community groups, TEAM has become active and effective on state, province and city levels throughout the U.S. and Canada.

## MAKING IT HAPPEN.

**F**ighting alcohol misuse is an attitude and a commitment that becomes a reality through TEAM Assessment and Training. When a facility becomes involved with TEAM, professional resource staff members visit the location, meet with management and employees, review current alcohol sales and consumption policies, evaluate

**"In the game of baseball, you win some and you lose some. But with TEAM, everybody goes home a winner."**

**CAL RIPKEN, JR., BALTIMORE ORIOLES**

the effectiveness of these policies, and help management formulate an action plan to increase patron safety and enjoyment.

This initial assessment visit leads to a

full report and positive suggestions that can be implemented by the facility management and tied to the second phase of TEAM involvement: training. TEAM Training brings the message and TEAM spirit to employees throughout the facility. Once employees understand policies, how they can be implemented, and the support they can expect from management, they're eager to be a part of the TEAM. Follow-up is an important aspect of TEAM Training. Refresher courses and regular updates are a vital part of TEAM support.

## THE HOME TEAM.

**M**ore and more communities are recognizing the positive benefits that TEAM has achieved

nationally. And they are recognizing the additional benefits of organizing local TEAM coalitions to promote TEAM's goals in their community. Helping local coalitions become established is a high priority for the national TEAM coalition.

Local TEAM coalitions work closely with law enforcement groups, local governmental agencies and community organizations to promote safety and good sense in the consumption of alcohol.

**"As TEAM does its job in creating an even more enjoyable atmosphere at public assembly facilities, we're seeing more and more families together at games."**

**FRANK WHITE  
KANSAS CITY ROYALS**

Local TEAM members opportunity for local business to take an active role in addressing about drinking and driving. Just as large corporations support TEAM nationally, community coalitions provide the opportunity for equally concerned local businesses and local branches of national firms to become involved.

## OUR TEAM IS WINNING.

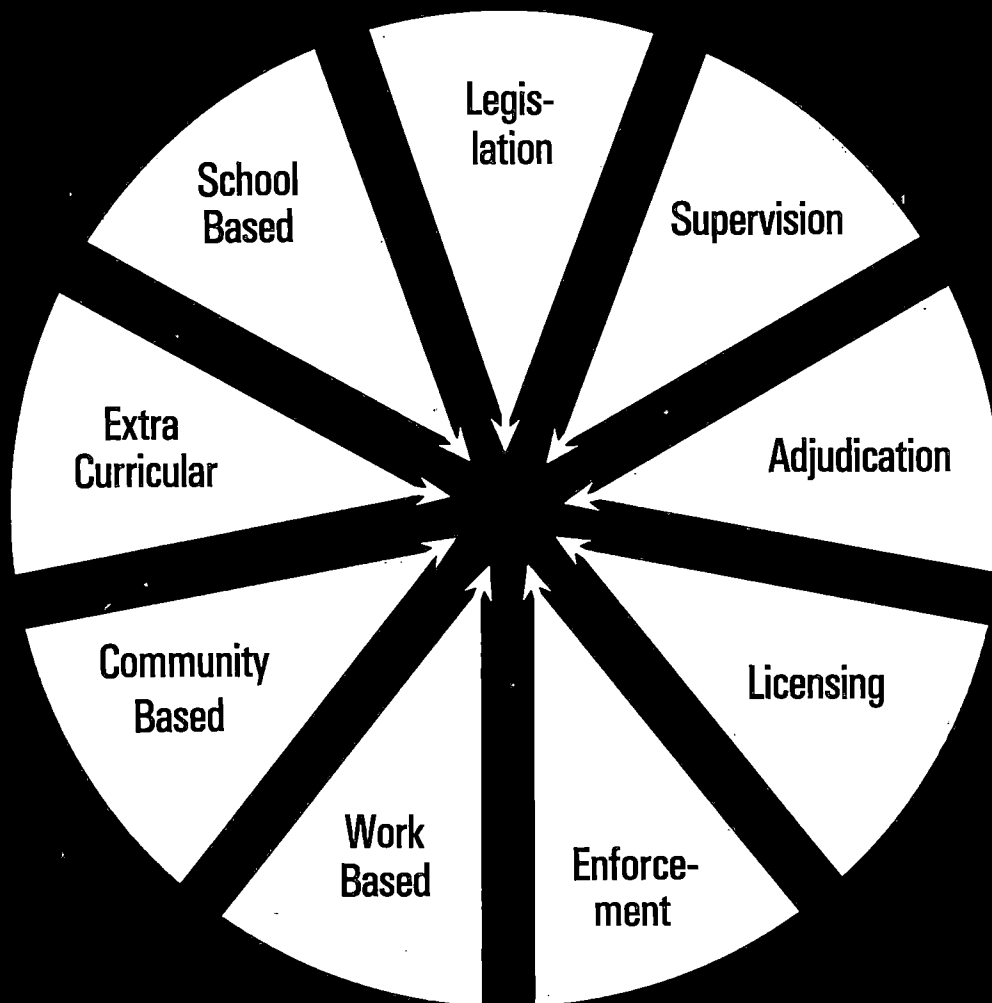
**E**nthusiastic fans are Athletes have common factor"—the fact that behind them, they are insomuch harder to win. With behind TEAM, the coalition get a taste of victory. Alcohol incidents, both in the star road, have decreased since took the field.

With disrupted families are redi excitement and events. Attendance grows—nationally are confident that victories will be when TEAM spirit everybody wins.

For more information TEAM and local write or call: TEAM Room 5130, 400 Washington, D.C. (202) 366-2732

# YOUTH DRIVING WITHOUT IMPAIRMENT

## A Community Challenge



National Commission Against Drunk Driving

# **Youth Driving Without Impairment**

## **Report on the Youth Impaired Driving Public Hearings**

Atlanta, Boston, Chicago, Fort Worth, Seattle

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**“A Community Challenge”**

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Prepared by the National Commission Against Drunk Driving --- Washington, D.C.



# NATIONAL COMMISSION AGAINST DRUNK DRIVING

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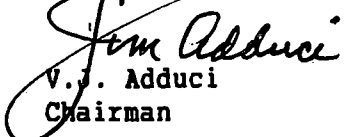
Dear Mr. President:

You will remember that in 1983 the Commission that you appointed to review the drunk driving problem recommended that a national commission be established to assure the implementation of the 38 other recommendations submitted to you. Accordingly, Mr. President, as chairman of that Commission, it is my special privilege to present to you this Report on Youth Impaired Driving. It is an overview of the testimony given in the five public hearings sponsored by the National Commission Against Drunk Driving in cooperation with the National Highway Traffic Safety Administration of the Department of Transportation.

Hearings in Chicago, Boston, Seattle, Atlanta and Fort Worth sought to focus national attention on the serious problem of young people drinking and driving and the need for a comprehensive response. These hearings provided an exciting exchange between adults and youth about what is or is not working, and what yet needs to be adopted. Youth leaders and youthful offenders offered compelling evidence of the scope of this problem. The testimony provided valuable insights into young America's view of drunk driving, especially as it related to attitudes within family circles and among their peers. The specific recommendations found at the end of each section in this report reflect the crying need to coordinate all elements of the community to respond effectively to youthful impaired driving.

It is not enough to lament the thousands of young lives that are lost each year on American highways. We must end the senseless behavior that makes alcohol-related crashes the American way to die for youth of driving age. The acceptance and implementation of the recommendations in this Report can make a difference in a coordinated and sustained national campaign that calls for youthful driving without impairment. The Commission is indeed grateful to you, Mr. President, for your leadership and commitment to find solutions to this issue throughout your Administration.

Very truly yours,

  
V.J. Adduci  
Chairman

## Acknowledgments

The National Commission Against Drunk Driving wishes to acknowledge those individuals and organizations who provided oral and written testimony at the five hearings. We commend the panelists who gave so generously of their time and shared their ideas and concerns with the testifiers and the audience about youthful impaired driving.

We owe a debt of gratitude to the Advisory Committee that helped in the design of the hearing format and content. These preparations were complemented by the exceptional efforts of the staffs in the Regional Offices of the National Highway Traffic Safety Administration in each of the five hearing sites. We also appreciate the cooperation of the respective Governors' Highway Safety Representatives and local committees at each site who assisted with the arrangements for the hearings.

While a general acknowledgment seeks to recognize everyone who assisted in some way, certain individuals should be singled out for the encouragement and support that they gave to this project. Key NHTSA regional personnel are identified for each of the five hearing sites in the appendix. The Report Writing committee is also noted therein with the Advisory Committee. The mere listing of names is a small measure of appreciation for the contribution that these people made. Finally, mention must be made of the late Edward S. Sands who volunteered so much time and talent to the advance work of the hearings. His years of professional experience was matched by his personal enthusiasm for this project. The NCADD trusts that this spirit is reflected in the following pages.

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## Executive Summary

The National Commission Against Drunk Driving, working with a grant from the National Highway Traffic Safety Administration, conducted five public hearings in 1987-88 on the problem of youth impaired driving. From the wealth of testimony gathered in Chicago, Boston, Seattle, Atlanta and Fort Worth, many recommendations were adopted for this report.

A review of the proceedings reveals one paramount conclusion: the time has not arrived yet when we can rest content with what has been done to address the problem of youth impaired driving. Despite the spread of activist groups, the proliferation of programs, and the passage of much-needed legislation, young people continue to drink and drive with alarming frequency. Over the course of the past five years, it has become illegal for youth under age 21 to purchase and possess alcohol in every state. Nevertheless, young people continue to be involved in alcohol-related crashes at disproportionately high rates. A young person under the legal drinking age remains nearly twice as likely to die in an alcohol-related crash as an adult over 21.

Youth impaired driving cannot be solved without addressing the problem of underage drinking. Testifiers at the hearings summarized the situation:

- Drinking is endemic among American youth.
- Alcoholic beverages remain easily accessible to youth under 21.
- Peer pressure encourages young people to drink and leads many adolescents to consider alcohol a necessary accompaniment to social events.
- Advertising normalizes alcohol consumption and makes it more difficult to raise concerns about alcohol abuse.
- Drinking decreases inhibitions in young people who all too frequently possess a propensity for taking risks and naively believe that they will not be harmed.

The combination of these factors leads to a tragically predictable result: alcohol-related motor vehicle crashes constitute the leading cause of death for youth of driving age.

The NCADD-sponsored hearings confirmed that youth impaired driving is a societal problem which will not be resolved in the short term or by a single approach. Changing the attitude of youth toward impaired driving and, more fundamentally, toward underage drinking requires a sustained coordinated effort. Youth must be presented with the single message from all elements of the community that under-age drinking and impaired driving are socially intolerable.

Testimony repeatedly emphasized the pivotal role parents play in preventing youth impaired driving. According to a University of Washington survey, parents are the most important influence on a youth's decision not to use alcohol or other drugs. Similarly, when a Michigan State University survey asked high school students what factors would reduce the amount of alcohol they consumed, 70%-90% responded that parental actions such as supervising parties, keeping a closer control over home alcohol supplies, and making a greater effort to discuss their weekend activities would reduce their drinking habits.

Unfortunately, all too many parents have abdicated their responsibilities. Testifiers described encounters with parents who criticized police officers for arresting juvenile DWI

offenders, parents who fought protracted legal battles to prevent the revocation of their child's driving license, and parents who, in the face of overwhelming evidence, steadfastly denied the existence of their child's drinking problem. These actions, one testifier noted, not only undermine the efforts of those who work to reduce youth impaired driving but fuel the young person's sense of being victimized by the system.

The reaction of these parents to the enforcement of drinking and driving laws emphasizes the need for education to inform parents about the scope of the impaired driving problem. Findings by Michigan State University researchers confirmed this need: while 60%-70% of parents are convinced that underage drinking occurs, only 20% believe that their own children are involved in such behavior. This statistic dramatically illustrates the unwillingness of parents to acknowledge the involvement of their children in underage drinking.

The hearings made it clear that every systemwide approach must combine prevention, deterrence and treatment/intervention. Preventive education for youth must start at an early age, before young people are first confronted with the decision to use alcohol or other drugs. With young people beginning, on a national average, to first use alcohol at 12.8 years of age, education clearly must start in elementary school. It must be designed to provide children with information on alcohol and drug use, but it must also teach them the skills they need to act on that information and resist pressure from friends and family to use alcohol and other drugs.

In providing youth with alcohol education and skills, considerable care should be given to selecting appropriately qualified teachers, for the teacher is the most important variable in the success of the program. These teachers should be good role models, trusted by students, and want to teach the subject.

In addition to maximizing the value of formal classroom instruction, educators should take full advantage of the possibilities of peer education. Testifiers cited numerous examples of programs involving high school youth who volunteer to work with junior high or elementary school children on highway safety and alcohol and drug issues. Like peer education, positive peer pressure has a tremendous potential for altering attitudes about drinking and driving. By banding together to form safety clubs and support groups, youth can encourage their peers to value a health lifestyle and socially-responsible behavior.

The single most controversial topic of the hearings was the safe rides programs. Supporters of safe rides programs contend that intervention is needed in the less-than-perfect world where young people drink illegally and subsequently drive. Advocates of more prevention-oriented approaches emphasized that efforts to counter youth impaired driving must address the underlying problem of underage drinking by emphasizing a no-use approach. In its recommendations, the NCADD recognizes the value of both arguments, acknowledging the need to take positive steps to discourage underage drinking while recognizing the importance of intervention measures that make our highways safer for everyone.

While preventive education is important, it alone is not sufficient to deter youths from drinking and driving. Enforcement is also necessary. Testifiers complained of a lack of enforcement. Both youth and police agreed that young people are not subject to the same level of rigorous enforcement as the older adult population. To increase the effectiveness of enforcement, testifiers suggested that police target youthful impaired driving by focusing their shift schedules and patrols on the hours when most impaired driving offenses by youth occur. Police should also patrol parks, schools, and other neighborhood locations where youth tend to gather. When youth are arrested for drinking and driving violations, they should be subject to the full penalty of the law. Releasing youth to their parents, like downgrading their offenses or diverting them into pre-adjudication programs, conveys the impression to the young offenders as well as to their parents that youthful impaired driving is not a serious offense.

The evidence suggests that communities with the best record of reducing youthful drinking and driving have succeeded by formulating an integrated, systemwide approach. If the hearings revealed one thing, it was that many good programs and successful countermeasures exist. The key is for communities to put all of these elements in place, so that the efforts of students, parents, schools, courts, businesses and police support one another. Only when all nine components that came under so much discussion during the youthful impaired hearings are put in place can we look forward to significant reductions in the serious injuries and fatalities involving thousands of young Americans. Each community must confront this serious social issue if we are to ensure that this campaign to counter youthful impaired driving is a truly national campaign. No one will admit that this is an easy challenge—but who would deny it is a challenge that every community must accept!

## Preface

Year after year, young people are over-represented in alcohol-related crashes. Alcohol-related fatalities remain the leading cause of death for youth of driving age. Responding to the problem of youth impaired driving, the Presidential Commission on Drunk Driving recommended several countermeasures in 1983, including alcohol education in schools, provisional licenses for youth, and a minimum legal purchase and possession age of 21. While states and communities have begun to implement these and other measures, an integrated, systemwide approach to the problem has been slow in developing in many areas.

Aware of the need to encourage a systemwide approach, the National Commission Against Drunk Driving (NCADD) held a series of public hearings to examine the problem of youth impaired driving and to uncover, compile and share information about existing programs that might prove useful to those concerned about the problem. With a grant from the National Highway Traffic Safety Administration (NHTSA) and support from Allstate Insurance and other corporate donors, the NCADD scheduled five public hearings in Chicago, Boston, Seattle, Atlanta and Fort Worth.

An advisory committee was established to structure the format of the hearings and suggest testifiers and panelists. Nine topics were selected for discussion: school responsibility, extracurricular programs, community responsibility, workplace programs, enforcement, licensing, adjudication, supervision and legislation. At each hearing, an effort was made to solicit verbal and written testimony on all nine subjects. This report represents a distillation of that testimony. Before publication, the report was submitted for review and comment to 25 professionals in the health and traffic safety field.

The public hearing format was chosen because it can draw attention to a problem, investigate the problem, and generate potential solutions through an exchange of ideas. At each hearing, testifiers spoke before a panel that included NCADD Directors and Trustees, NHTSA and state highway safety officials, and experts from the region in which the hearing was held. A wide variety of individuals testified at the hearings including school and community officials, police, judges, prosecutors, treatment professionals, business leaders and state legislators. The input of youth was considered especially valuable, and for that reason many young people were asked to testify: student leaders from middle schools, high schools and colleges; young recovering alcoholics; impaired driving offenders; and youth who had injured themselves or killed others. To promote further dialogue, discussion was opened to the public at each hearing, and members of the audience were invited to ask questions or exchange ideas with panelists and testifiers.

This report does not offer a complete solution to the problem of youth impaired driving. The youth impaired driving model around which the report is organized does not include a separate component on the family, although this subject is discussed in the section on community responsibility. As a record of the hearing testimony, the report places great emphasis upon the responsibilities of parents but does not discuss dysfunctional families or families in which one or both parents are alcoholics.

From the beginning, the National Commission believed that it was important for the report to reflect the concerns of the testifiers. The coverage given to various topics in the

report consequently depended upon how much or how little attention testifiers devoted to the subject. Readers may find areas which they believe warrant greater consideration and successful programs which are not mentioned. Given the process, these omissions are unavoidable.

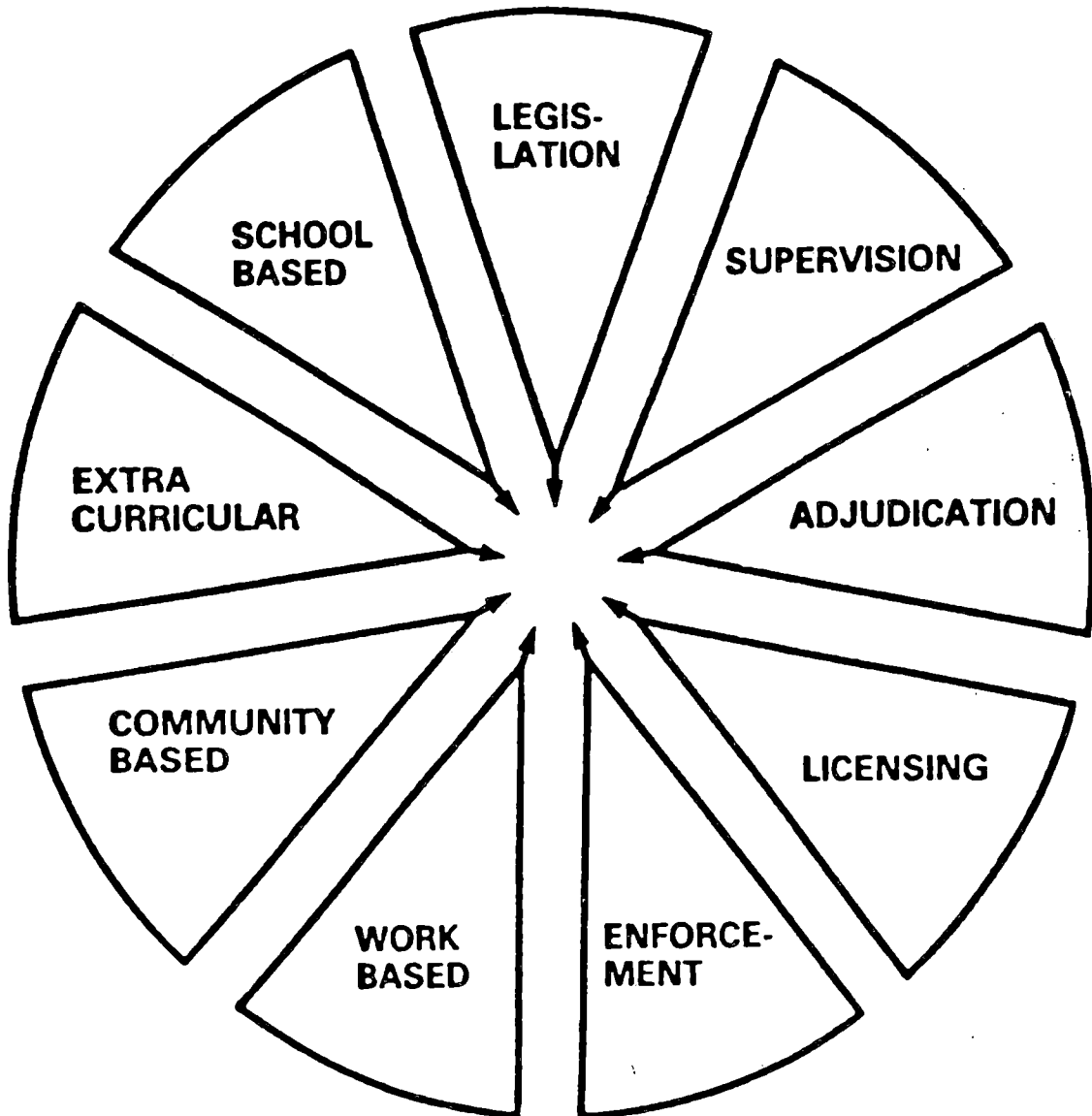
The terminology of the report deserves a few words of explanation:

- Throughout the report, we use the phrase "impaired driving" rather than "drunk driving." The term "impaired" is preferred for two reasons. First, because we are concerned, particularly in the case of youth, about the impact of low levels of alcohol consumption on driving, not just drunkenness. Second, its use is intended to remind readers that drugs other than alcohol affect driving skills and that drug use, especially among young people, poses a serious highway safety problem.
- Recognizing that alcohol is a drug, we have tried whenever possible to use the phrase "alcohol and other drugs." At times this wording proved awkward and was not employed, though this should not diminish the importance of acknowledging that alcohol is a drug.
- Whenever the word "parents" is used, it is meant to include those who exercise parental authority over children, such as legal guardians.

Intended to reflect the testimony, the report is not an evaluation by the NCADD of existing programs. Instead, the report offers an opportunity for self-evaluation and seeks to provoke discussion and to be a point of departure for possible research and further efforts to combat youth impaired driving. The recommendations located at the end of each chapter are the sole responsibility of the NCADD and do not necessarily reflect the policies and programs of NHTSA or the other organizations who cooperated in this project. In selecting these recommendations from the abundance of proposals suggested by testifiers, the NCADD offers the foundation for a systemwide approach. It is the hope of the NCADD that this report and its recommendations, however obvious some of them first may appear, will encourage and support the efforts of those who have taken on the challenge of combatting youth impaired driving.

Finally, it should be noted that the report focuses on youth under age 21. In addressing the issue of youth impaired driving, the NCADD does not wish to overlook problem drivers in older age groups, for we certainly recognize that young adults ages 21-24 also exhibit an alarmingly high rate of impaired driving. Nonetheless, special reasons do exist for targeting those under age 21. During their teenage years, most young people begin both to drink and drive. Inexperience in each of these activities combines with deadly effect. By encouraging education on the effects of alcohol and by supporting measures to increase awareness of the dangers of drinking and driving, we have an opportunity to influence the lifelong driving behavior of young people. Youth-targeted activities are an investment in the future that deserve our fullest attention.

# Youth Impaired Driving Model



## Components of the Youth Impaired Driving Model

The goal of making youthful impaired driving socially intolerable requires a sustained, cooperative effort from all elements of the community. Testimony at the public hearings focused on the following nine crucial components of a systemwide approach:

*School Responsibilities*—this category encompasses both curricular and non-curricular activities including: formal classroom instruction for students from kindergarten to college that addresses alcohol/drug use and impaired driving; school intervention programs designed to address the needs of individual youth with substance abuse problems; and teacher training.

*Extracurricular Activities*—activities involving students which often occur in a school setting but which are outside the curriculum. Examples include student safety groups, summer camps, statewide conferences and alcohol-free activities.

*Community Responsibilities*—grass roots efforts where young people and adults work together to promote community awareness and activities. This area focuses on the role of parents and the actions that they can take both privately in the home and publicly in citizen groups. It encompasses the activities of activist groups, churches, civic groups and other community organizations.

*Work-Based Activities*—activities undertaken in the workplace or sponsored by the private sector. These activities include: informational activities for young employees; company policies prohibiting the use of alcohol and other drugs during work hours; substance abuse assistance for employees; support for community programs directed at young people; and efforts by retail vendors to stop the sale of alcohol to underage youth.

*Enforcement*—police or Alcohol Beverage Control agency programs designed to enforce minimum drinking age and impaired driving laws.

*Licensing*—primarily state programs, licensing encompasses: 1) provisional licensing for youth; 2) licensing sanctions for youth impaired driving; 3) measures to combat the manufacture and use of fraudulent forms of identification and; 4) other programs dealing with the licensure of young drivers.

*Adjudication*—activities in which judges or prosecutors play a central role. These include strategies for processing, sanctioning and rehabilitating youthful offenders; programs that provide information or instruction to judges or prosecutors on the problem of youth impaired driving; and activities outside the court in which the judge or prosecutor assumes a leadership role to effect change in the community.

*Supervision*—programs established for youthful offenders after they have been adjudicated. These include screening for drug and alcohol problems, intake, probation, education programs, treatment alternatives and case management.

*Legislation*—laws and policies directed at reducing impaired driving and the use of alcohol and other drugs by youth.

# Introduction

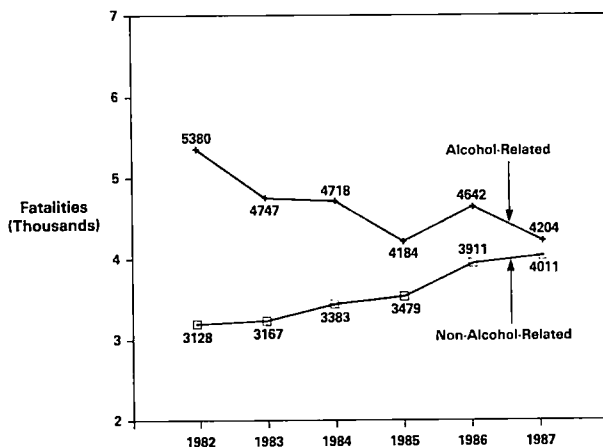
In the past five years progress has been made in reducing the number of alcohol-related motor vehicle deaths involving young drivers. Between 1982 and 1987, the alcohol-related fatalities of youth under 21 declined by 21.9%. While this figure is tempered by the fact that the youth population declined by 8.4% during that time, it nonetheless represents a significant achievement.

The impressive reduction in alcohol-related youth fatalities typifies a general decline since 1982 in alcohol involvement in youth crashes. This reduction is all the more impressive given the steady increase in non-alcohol related youth fatalities over that same period. As a variety of statistics indicate, alcohol is a factor in fewer and fewer crashes involving young people. In fact, the largest decrease among all age groups in alcohol-related motor vehicle crashes has occurred within the 15-20 year old age group.

- \* 19 young people compared to 11 adults over 21 died in alcohol-related crashes per 100,000 of their respective populations.
- \* 25 young drivers compared to 11 adult drivers over 21 were involved in alcohol-related crashes per 100,000 licensed drivers in each population.
- \* Youths under 21 comprise only 8% of the total driving population but accounted for 17% of the drivers involved in alcohol-related fatal crashes.
- \* 25% of all passengers killed in motor vehicle crashes were youth aged 15 to 20.

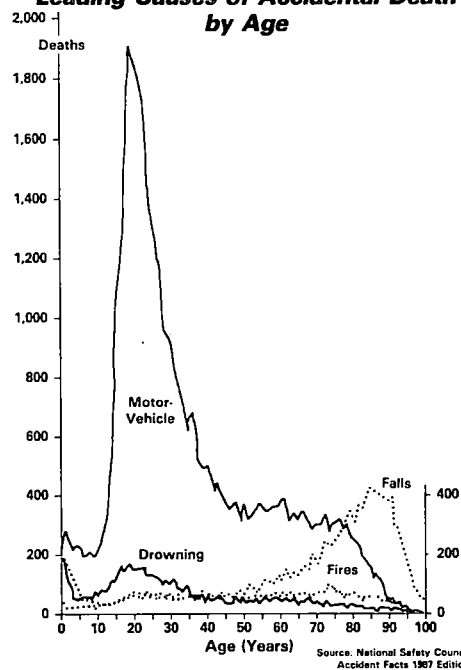
Drinking and driving continues to be the number one killer of teenagers. More than 40% of all deaths for people age 15-20 result from motor vehicle crashes; and approximately half of these fatalities involve alcohol. One in five American youths who dies between the ages of 15 and 20 will die in an alcohol-related crash. As it has often been remarked, the alcohol-related crash is the American way to die for teenagers of driving age.

Figure 1  
**Youth Fatalities — Ages 15 to 20**  
Motor Vehicle Deaths, 1982 to 1987



Despite encouraging indications that alcohol involvement is declining, young people continue to be involved in alcohol-related crashes in disproportionately high numbers. Last year youth under the age of 21 remained significantly over-represented when compared to the over 21-population:

Figure 18  
**Leading Causes of Accidental Death by Age**



The problem of youth impaired driving is intimately associated with the problem of illegal

underage drinking. Self-reported surveys reveal that nine out of ten high school seniors have used alcohol by the time they graduate and that a significant number drink heavily. As testifiers repeatedly declared, regular alcohol use is seen as the norm by many American youth.

Sharing unpublished statistics from the 1987 National High School Senior Survey, Patrick O'Malley of the University of Michigan's Institute for Social Research offered in his testimony a disturbing view of the problem of youth impaired driving. According to the 1987 survey of 17,000 high school seniors nationwide, 27% of the respondents reported that they had driven a car after drinking in the two weeks prior to the survey. Even more alarming, 15% reported driving after having five or more drinks in a row. Still more students are placing themselves at risk by riding as passengers in a car with a driver who has been drinking. More than one-third reported riding with a drinking driver in the prior two weeks. And the drivers with whom they risked riding more often than not were drinking heavily, with 22% of the seniors stating that they had been a passenger in a car in the prior two weeks with a driver who had consumed five or more drinks.

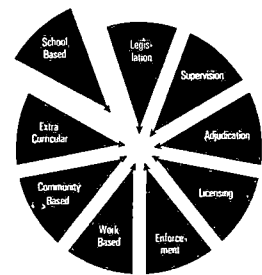
The danger that young people court when they drink and drive is exacerbated by three factors. First, young people are inexperienced drivers. Not only are a greater percentage of youth involved in alcohol-related crashes, but a greater percentage are involved in car crashes in general. Second, youth exhibit a propensity to risk-taking and a common feeling of invincibility that often contributes to reckless driving. Third, youth have a tendency not to use safety belts. According to the University of Michigan survey, only one third of the seniors said that they always wear a safety belt when they are driving, and even fewer always wear them when they are passengers in the front seat of a car. Given this pattern of behavior, the disproportio-

tionate number of alcohol-related crashes that claim the lives of young people becomes sadly predictable.

Our best hope of countering the pervasiveness of youth impaired driving lies in formulating an integrated systemwide approach that will present young people with a consistent message that underage drinking and impaired driving are intolerable. Testifiers clearly emphasized that this approach must involve the entire community and cited examples of the type of coordination that is necessary: parents must support student extracurricular activities and participate in community programs; judges must expand their role beyond the courts and become community catalysts for change; college administrators and retail liquor establishments must work together to stop alcohol purchases by underage college students; and business leaders must support the efforts of citizen action groups in their communities.

Within the framework of a systemwide approach, testifiers placed the single greatest emphasis upon the role and responsibility of parents. Both youth and adult testifiers stressed this point. Parents need to concern themselves with the well-being of their children and provide emotional support, moral guidance and disciplinary action. Youth are much less likely to get involved in illegal activities if they feel a sense of attachment to their family and other pro-social institutions. As a study submitted by a Vermont testifier concluded, youth impaired driving often is only one element in a larger pattern of antisocial behavior. Since parents play a pivotal role in shaping the behavior of their children, support for an integrated systemwide program must begin in the family with efforts by parents to provide their children with the information and direction that encourages socially-responsible behavior in a substance-abusing society.

## **FINDINGS AND RECOMMENDATIONS**



# I. School Responsibilities

Today, it is generally recognized that an effective response to the problem of youth impaired driving must extend beyond traditional law enforcement measures. Only by changing the attitudes and perceptions of young people toward alcohol use and abuse can communities achieve more than token success. Education constitutes an indispensable element of this response. Through education, youth may come to see the health risks of impaired driving and may be provided with the refusal skills necessary to resist pressures to drink and drive.

Every community possesses a variety of forums for educating its youth. Parents, employers and community organizations can all play an important role in informing youth about alcohol use and establishing clear expectations of socially-responsible behavior. Within this educational campaign, schools occupy a special place. By graduation time, a student will have spent 10,000 hours in the classroom. When considering the additional hours spent on extracurricular activities, it becomes clear that schools constitute a major site of personal and social development. Given the loss of young lives that occurs each year, communities cannot afford to neglect the school's potential for shaping the attitudes of young people toward their own well-being.

The testimony on school-based countermeasures focused on five key questions:

- 1) Why is education, and particularly early education, so important?
- 2) How should schools respond to the problem of underage drinking and impaired driving?
- 3) Who should provide classroom instruction?
- 4) What is the state's role in establishing school programs?
- 5) What special problems do colleges confront and what are their responsibilities?

## The Importance of Education

While education remains an important element in the general battle against impaired driving, it assumes an even greater role in the campaign to stop youth from drinking and driving. Youth, as testifiers remarked, often possess

a feeling of invulnerability which leads them to dismiss the risks of dangerous behavior. Education offers a means of countering this predisposition. By promoting the value of a healthy lifestyle and providing information on the physiological effects of alcohol, educators may diminish the risk-taking proclivity of young people.

Education plays a second important function in countering the mixed messages young people receive about the seriousness of impaired driving. Throughout the hearings, testifiers related accounts of parents who tolerated the early drinking habits of their children, school officials who denied the existence of student alcohol abuse, police officers who merely confiscated the alcoholic beverages of underage youth, and judges who routinely failed to impose sanctions on juvenile offenders. Each of these practices, witnesses testified, tends to undermine efforts to impress upon youth the seriousness of DWI offenses.

The gravest concern over the contradictory messages reaching youths, however, was reserved for alcohol advertisements. Numerous participants criticized the counterproductive impact of alcohol beverage commercials, expressing dismay at both their content and their quantity. Articulating the concern of many testifiers, William McCord of the South Carolina Commission on Alcohol and Drug Abuse, stated that alcohol advertising socializes adolescents to alcohol use and contributes to a general environment that promotes overly casual attitudes toward alcohol consumption. Advertising, he explained, may encourage potentially risky drinking and driving practices among youth and undoubtedly makes it more difficult to raise public health concerns. According to McCord, even the "moderation" message of the alcoholic beverage industry theme "know your limits" starts from and reinforces the perception that almost everybody drinks and that some drinking is always acceptable. For youth under age 21, this theme is particularly inappropriate.

The sheer number of alcohol advertisements exacerbates the educator's problem of counteracting their impact. According to Rita S. Weiss of the American Automobile Association, between the formative ages of 2 and 18, the average child in the U.S. will view approximately

100,000 television commercials for beer alone. While extensive exposure to television commercials may not cause the adoption of negative behavior, it may hinder the adoption of positive preventative measures. People who frequently watch television are more likely to accept alcohol involvement as a normal part of a wide range of activities, underestimate the social problems resulting from alcohol abuse, and view prevention as an individual concern. Given this climate of socialization, the need for formal school programs to inform youth of the harmful effects of underage drinking and impaired driving becomes all the more imperative.

### Early Education

If participants at the hearings were unanimous in their advocacy of educational efforts, they were equally adamant that the education of youth must begin at an early age. Education, they insisted, must start early because youth begin using alcohol and other drugs at a young age. As Clay Roberts, a Seattle health education consultant, pointed out, the national average age of first use of alcohol is 12.8 years. With significant alcohol use occurring among pre-teens, preventative education must be introduced in elementary schools. To be successful, it must provide children with the information, skills and attitudes they need before they are first confronted with the decision to use alcohol. As most educators recognize, it is far easier to promote the development of good behavior patterns than to attempt to change already established habits.

As a leading sponsor of impaired driver education, the American Automobile Association offers an illuminating example of how an understanding of the importance of early educational and preventative measures evolved. Having initiated an alcohol awareness program for high school students in 1973, AAA soon realized that for some young drinkers this program occurred too late in their education. Studies revealed that ingrained drinking patterns leading to impaired driving formed at a much earlier age. A significant increase in problem drinking seemed to occur for boys between seventh and eighth grades, and for girls between eighth and ninth grades. In 1978 AAA subsequently established AL-CO-HOL, a program for junior high school students. While conducting field-testing for this junior high school program, however, investigators found convincing evidence that the earlier alcohol and traffic education began, the more effective it was likely to be in later years in

combatting both impaired driving and alcohol abuse. Motivated by research suggesting that children develop a heightened concept of alcohol usage between the ages of six and ten, AAA expanded its alcohol and traffic safety efforts and introduced its "Starting Early" program to encompass elementary school children.

Expert testimony on the need for early education received convincing corroboration from the firsthand experience of the youth participants. Seattle students Megan Gleason and John Strickler noted the prevalence of alcohol consumption among their eighth-grade peers, while Fort Worth senior Cynthia Burbank spoke for many youths when she declared, "by the time you get to high school, your decisions are made. Are you going to do drugs? Are you going to experiment with alcohol? The decisions are made already. That's why right now, today, we need to work with the elementary schools and the children of that age."

### The School's Response

Once schools have identified a need for preventative education programs, the question of what to teach arises. Discussion of existing approaches revealed that schools commonly engage in three principal activities: providing education on the health risks of alcohol and other drugs; teaching refusal skills; and planning intervention for students with substance abuse problems.

The first responsibility schools have is to provide education to students on the effect of alcohol and other drugs. With notable frequency, youths in particular emphasized the importance of this activity, stating that effective approaches to reaching young people begin with the presentation of factual information rather than overt attempts to sermonize. "Don't preach to us, just give us the facts" emerged as a consistent refrain.

Education is important because all too often youth are not aware of the effects that a small amount of alcohol can have on the brain. Relating the story of her own tragic auto crash, 26 year-old Alison Gentry emphasized the need to provide young people with information on the effects of alcohol, so that everyone will realize impairment occurs at low levels of consumption. "I never thought that I could hurt anyone by my ignorance," said Gentry, who killed her fiance while driving three months before their wedding. "I thought a drunk driver was someone who could not walk or was swerving all over the road. I was not slurring my words. I'd

had four drinks in a three-hour period of time. I wasn't stumbling, or slurring my words, or driving all over the road. But I was impaired."

When teachers provide instruction on the physiological effects of alcohol, they accomplish two goals. First, they impart valuable information to their students. Second, and more subtly, they portray impaired driving as a health concern rather than as a law enforcement problem. This linkage between health and alcohol is very important, according to testifiers. As Judge Boll of Ironton, Ohio noted, efforts to eliminate impaired driving depend upon youth recognizing that the costs of drinking and driving outweigh the benefits. Traditionally, the perceived benefits have not been hard to discern, for alcohol has come to be seen as a symbol of adulthood, a sign of rebellion against parental authority, a source of peer esteem. So long as drinking and driving is viewed as a law enforcement problem, the major cost that youth perceive is the risk of being caught. Portraying underage drinking and impaired driving as a health concern, however, brings to light a new dimension of the costs and may lead youth to understand that drinking and driving itself, and not just the consequences of being caught, jeopardize their well-being. Repeatedly, testifiers commended this approach. Prevention efforts, they agreed, should take a positive approach and focus on wellness and the benefits of a healthy lifestyle.

In addition to informing young people of the effects of alcohol and the benefits of healthy behavior, educators need to teach youth the refusal skills that will enable them to act on their own good judgment. As Clay Roberts noted, a fallacy exists concerning the role of education. The fallacy is that if we give our kids good information, they will make healthy choices. Information, however, is only the answer as long as ignorance is the problem; and the problem of youthful impaired driving, according to Roberts, does not arise from a lack of information. The real variable determining whether a youth will drink and drive is social skills: Does the young person have the ability to refuse to drink in the presence of friends when confronted with the choice? Preventative education, therefore, must combine two elements. It must provide young people with information about the effects of alcohol; and, at the same time, it must teach young people the social skills that are necessary for them to act wisely on that information and resist the pressure to drink and drive.

Adolescents drink for a variety of reasons. They drink to replace social skills acquisition. They drink because they can't communicate, be-

cause they lack self-confidence, because they are painfully self-conscious and fear to deviate from the norm. To overcome these problems, Roberts enumerated three social skills that school programs should teach. First, schools need to teach children to be assertive, to stand up for what they believe, to say no to the pressures of peers. Second, they need to teach children self-control. Before youths can resist the advances of peers, they must be able to control their own behavior. Finally, schools need to teach children how to make new friends. Peer groups exert a dominant influence over substance use, and often substance use will not end until an individual breaks with a group that uses, and thus legitimates the use of, alcohol and drugs. Unless individuals possess the social skills to make new friends, they may hesitate to leave the security of their clique, even if, in the rare case, they do recognize its deleterious effect upon them.

Providing information on alcohol and teaching refusal skills are useful components of a school program that seeks to prevent the onset of alcohol/drug use. Their potential for successfully modifying youth behavior, however, is limited to the body of students capable of rationally understanding the consequences of substance use. Unfortunately, a significant number of adolescents are substance abusers whose chemical dependency renders them impervious to health and safety messages. These individuals often suffer from permanent neurochemical change and may have developed defense mechanisms to rationalize their behavior and deny the existence of an alcohol problem. For these youths, a prevention approach combining information and refusal skill techniques is inadequate. Only intervention and counseling offers a possibility of altering their behavior. Intervention and counseling constitute the third essential component of a school program.

Testifiers cited two important reasons why schools need to develop intervention techniques. The first reason has to do with the sheer number of students estimated in need of intervention programs. A 1987 survey of one school district in the state of Washington estimated that 40% of the high school students were substance abusers. Prevention messages offer little hope of affecting these students. Second, the very existence of such a large body of substance abusers and chemical dependents limits the effectiveness of education on the remaining 60% of the adolescent population. As David Moore, the Director of Olympic Counseling Services in Washington, testified:

*"The disordered thought process of the substance-impaired student competes with our prevention messages for the belief systems enacted by the non-impaired student. It would be a fallacy to believe that the non-impaired will not sometimes succumb to the influence of their impaired peers—particularly in the crucial social milieu of the teenage party scene. The concept of "too drunk to drive" may be clear in a Friday afternoon health education class. But at a Friday evening kegger where 60% of the seniors are drinking alcohol, the distinction becomes quite hazy. The 40% of our adolescents who think irrationally about substance use have a peer influence which extends well beyond their own group.*

*A concerted effort must be made to address the 40% of our adolescents who are substance-impaired. It is far easier, and certainly more emotionally satisfying, to discuss prevention topics with the 60% of our teenagers who respond rationally to such educational messages. The more difficult task, and certainly [one] critical to highway safety, is to intervene on the substance impaired population who, through their delusion and denial, tune out our safety messages."*

Intervention measures constitute the third component of a triadic approach to school-based programs. While education curricula and even instruction in refusal skills frequently garner greater attention, intervention programs that provide counseling, referral services and after-care are essential. In the past, substance abuse treatment largely depended on an adolescent being caught drinking and driving by the police. According to testimony, however, apprehension occurs notoriously seldom and clearly not often enough to alleviate the high rate of adolescent use. Consequently, many schools are now assuming responsibility for intervention programs.

### **Classroom Instructors**

While testifiers devoted much time to delineating the three essential components of a school based program—information, refusal skills and intervention—they also gave considerable attention to the question of who should teach these programs. According to Clay Roberts of Roberts, Fitzmahan and Associates, the creators of "Here's Looking at You, 2000", the most important variable in a school prevention

program may be the teacher who teaches it. Effective instructors, Roberts noted, display five characteristics: 1) they are good role models; 2) they feel comfortable employing a variety of teaching strategies; 3) they inspire the trust of students so that students feel able to turn to them in times of trouble; 4) they are capable of making the subject come alive with humor and anecdotes; and 5) they want to teach the subject.

Throughout the hearings, testifiers emphasized the importance of teacher training. Alcohol and drug abuse education is very different from traditional academic subjects, for it is not primarily an intellectual subject somewhat removed from everyday life. On the contrary, for both staff and students, it can be a sensitive, confusing, often controversial and, all too frequently, painful area of their daily lives. In this setting, proper teacher training becomes essential. Therefore, testifiers recommended that all teachers receive in-service training to learn how to recognize the signs of alcohol use and what to do in the case of students who need intervention. More extensive training, ideally offered by professionals in the treatment community, should be provided to those who teach specific courses on alcohol and other drugs. Effective instructors need a knowledge base in the emerging health care field of substance abuse education. Teacher training is enhanced when state educational agencies and teacher certification programs design and encourage formal drug-alcohol education.

If the testifiers demonstrated a strong commitment to proper teacher training, they revealed an unshakeable faith in the efficacy of peer education. The concept of students helping students received unanimous approval. Educators, law enforcement officials and the youth themselves all testified that young people are more likely to respond positively to instruction from peers than from adults. According to Clay Roberts, youth tend to pattern themselves after those who are three years older. Therefore, youth volunteers should work with students who are three years younger for best effect.

At the hearings, participants described a plethora of innovative programs involving peer education. Programs utilizing rehabilitated substance abusers received particularly strong support. Recovering teen alcoholics such as Brian Cooper who testified in Seattle and John Rossi who spoke in Boston maintained that recovering abusers like themselves, who can speak with personal knowledge of the dangers of alcohol use, have a special ability to reach young

people. Similarly in Ft. Worth, 16 year-old substance abuser Edward Muldowney testified that while high school students may not respond to cautionary messages from their straight peers, they may listen to a peer who can speak from experience of the effect of drug and alcohol use.

Classroom instructors in drinking and driving need not be limited to teachers and peers. Anyone capable of earning the respect of students constitutes a potentially valuable resource. Alcohol-related crash victim Richard Gallaspie of the Georgia Arrive Alive program, testified that his high school football coach was the one person who might have been able to reach him before alcohol abuse nearly claimed his life. A Vermont survey on adolescent alcohol consumption offers even more compelling evidence for enlisting the aid of coaches, for it revealed that males engaged in sports activities exhibited higher-than-average rates of alcohol use.

Who else can be used to teach students? Communities possess an abundance of individuals whose backgrounds enable them to bring a unique perspective to classroom discussions on drinking and driving. To complement traditional classroom teachers, schools are bringing in an ever broader spectrum of professionals to provide instruction. In Illinois, for instance, the state police have adopted a program entitled DARE - Drug Abuse Resistance Education - from the Los Angeles Police Department and implemented it in 123 school districts. The program begins with a selective screening process and intensive educational program for state police volunteers and involves weekly visits by officers to fifth and sixth grade classrooms to build rapport between the officers and children. In addition to DARE, the Illinois State Police have also participated in STAR, a classroom instruction program with a curriculum for grades K-12 that covers such subjects as substance abuse, decision making, choosing friends, saying "no" and self-esteem.

Other notable school programs seek to utilize such assets as the expertise of health care professionals and the popularity of professional athletes. Emergency Nurses C.A.R.E., for example, operates in 19 states and brings emergency room nurses into classrooms to present slide shows of hospital patients being treated for alcohol-related crashes. Professional athletes have also figured prominently in school programs. A four-state cooperative project known as the "Road to Winning" trained professional and collegiate athletes to give presentations at schools in Washington, Idaho, Oregon and Alaska;

while in Massachusetts, a statewide program entitled the "Celtics Challenge" capitalized on the popularity of the Boston Celtics to promote educational activities.

### The State's Role

While primary responsibility for education programs rests with local communities, state agencies can play key roles in initiating and coordinating school-based programs. Both the "Road to Winning" and the "Celtic Challenge," serve as examples of programs that involved the participation of state governors. In addition to promoting programs, an active governor can use political pressure to overcome the reluctance of a community to acknowledge that a problem of alcohol usage exists in its schools. And in districts where the education authorities lack either the funds or motivation to establish alcohol programs, state health or criminal agencies can take the lead in implementing school activities.

One of the most important state activities that testifiers mentioned concerned the establishment of educational requirements. In 1983 the state legislature in Vermont, for example, mandated that alcohol and drug education programs for grades K-12 be fully implemented in all school districts. State funding was appropriated to help school districts meet this mandate. A state program planning group was established to formulate a series of learning objectives for each grade and to evaluate a variety of curricula available for implementation. Each year school districts are required to file a report with the Commissioner of Education that evaluates the effectiveness of the district's alcohol and drug abuse program.

With an increased number of school programs, a state level task force or state sponsored conference can perform a valuable coordinative function. In Rhode Island, the Governor's Committee on Youth, Alcohol and Substance Abuse established a statewide system of high school substance abuse coordinators and formulated a curriculum with mandated guidelines. Similarly, in Massachusetts eight Prevention Centers were established under the auspices of the Department of Public Health to deliver teacher training, provide a speaker's bureau, and act as a repository for information on drug and alcohol prevention programs.

In addition to coordinating activities and facilitating the flow of information, state agencies can provide support for neglected areas of the school curriculum. In Texas, for example, high

schools offer driver education courses as electives but devote little in-service instruction for teachers on the subject. Consequently, the Texas Education Agency developed a curriculum unit on alcohol and drugs for driver education classes, prepared a teachers' manual on the unit, and held instructor classes for driver education teachers.

### College Responsibilities

Throughout the hearings, participants devoted the great majority of their attention to elementary and secondary programs. Relatively few speakers addressed the subject of educational programming for college students. While some elements of the school programs implemented in grades K-12 may be applicable to college programs, underage drinking and driving among college students occurs within a different set of circumstances and, consequently, requires a somewhat different response.

According to David Winer, Dean of Students at Trinity College, university administrators confront a unique situation. Most college students are at least 18 years old and are considered adults in every respect with the exception of purchase and possession of alcohol. Expected to act as adults, students generally are conceded the right to regulate their lives without undue interference from university officials. The exercise of this right, in fact, is seen as an important element of university education.

Wishing to respect the rights of young adult students, university officials nonetheless have begun to recognize the need to respond to the problem of underage drinking and impaired driving. Despite increases in the purchase and possession age to 21, alcohol continues to remain the primary substance abuse concern of college faculty and administrators, Dean Winer stated. Raising the purchase and possession age, in fact, has worsened the problem on college campuses, according to Winer, for it has driven drinking underground and increased the problem of false forms of identification.

The task of ending underage college drinking is made more difficult by the fact that a large percentage of students have been drinking for several years by the time they arrive at college. Acquired drinking habits prove more difficult to change at this point. Further, even students who previously did not drink may be tempted to drink, and drink without restraint, as they experience the first blush of freedom from parental authority.

Mindful of their responsibility, some higher education institutions have begun to address the

problem of illegal campus drinking. Gloria Busch-Johnson, Dean of Student Services at Aiken Technical College, described the auto safety program entitled "Project Think" that the South Carolina Technical College system has devised. Implemented at all 16 technical colleges in the state, the program is designed to increase student awareness of the problem of impaired driving and discourage the use of alcohol and other drugs when driving. A paid staff coordinates the state-wide effort by providing technical assistance to each college, operating an audiovisual aids loan program, assisting in the planning of campus activities, and acquiring and distributing educational materials. Campus activities include informational lectures, simulated automobile crashes, and live impaired driving demonstrations where alcohol-free bars are provided. To inform students over 21 of their responsibilities when hosting a party where alcohol is served, participants at campus activities are given literature which describes the host's responsibilities and the danger of drinking and driving.

Other testifiers described further measures. Vince Burgess of the Virginia Department of Motor Vehicles noted that an alliance of organizations in his state holds an annual conference known as "Alternatives" for college administrators to discuss the problem of how to handle underage drinking and driving. David Winer of Trinity College stated that his institution had established a policy prohibiting the consumption of alcohol by large groups on weekdays.

In concluding his discussion of the options available to administrators, Dean Winer remarked that colleges must be careful that policies aimed at curbing underage drinking on campus do not exacerbate the problem of impaired driving. Without efforts to inform students of the dangers of drinking and driving, limitations on campus drinking merely may cause students to relocate their drinking off-campus, thus increasing the likelihood that they will drink and drive.

Like their junior high and high school counterparts, college officials must adopt a comprehensive approach to the problem. They must act to inform students about the effects of drinking and driving. They must work with other members of the community, particularly law enforcement agents and bar owners in the vicinity of the campus, to ensure that their underage students do not relocate their drinking off-campus. And they must communicate the message, through their policies and through the activities

they sponsor, that impaired driving is intolerable and that college students will not be ex-

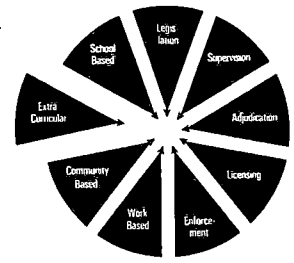
empted from the purchase and possession laws that seek to eradicate it.

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## COMMISSION RECOMMENDATIONS

### School Responsibilities

- \* States should require alcohol/drug education programs to be fully implemented in all school districts.
    - Education should begin at an early age. Curriculum standards should be set for each grade, K-12. Alcohol/other drug curricula should be identified which meet these standards.
    - States should require each school to report on its program and the program's effectiveness and offer an assessment of problems to the State Commissioner of Education every year. These local level assessments should in turn be evaluated by the state, and findings communicated back to the school districts.
  - \* Goals for both K-12 and college educational programs should include:
    - 1) preventing the illegal use of alcohol and other drugs;
    - 2) providing the information and life skills necessary for underage youths to resist peer and advertising pressure to use alcohol and other drugs and to drive impaired. Social skills taught should include modules on assertiveness, self-control, how to say 'no,' how to make friends and how to counter alcohol advertising.
  - \* Periodic statewide evaluations on student knowledge and attitudes concerning alcohol and other drugs should be conducted as an effectiveness and assessment measure.
  - \* All classroom teachers should receive minimal training regarding alcohol/other drug issues. This training should include:
    - how to recognize the signs of alcohol and other drug use.
    - appropriate intervention and referral techniques
    - how to incorporate drug and alcohol issues into their daily lessons.
  - \* Those designated to teach alcohol and other drug curricula should:
    - 1) be good role models; 2) be trusted by students; 3) be adept at using a variety of teaching strategies; and 4) want to teach the subject.
    - Teachers of alcohol and other drug curricula should receive special in-service training.
  - \* Communities possess an abundance of human resources that schools should tap for classroom instruction.
    - Peer education should be used. Trained, volunteer students should work with students who are three years younger for best effect.
    - Specially trained uniformed police officers should be enlisted to speak at alcohol and other drug classes.
    - Judges or court referees should be used in driver education classes to inform students of laws and sanctions.
  - \* Universities should take steps to ensure that drinking and driving laws are obeyed and that counseling is available for students with substance abuse problems.
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## II. Extracurricular Activities

Thousands of young people nation-wide are participating in the fight to stop alcohol and drug use and to prevent impaired driving. Through the pioneering efforts of Students Against Driving Drunk (SADD), youth are finding it acceptable to speak out against drinking and driving. National organizations such as SADD and Just Say No are not alone in organizing networks of students to become active in prevention and intervention. State-wide efforts are numerous and include groups like OSSOM (Oregon), SAFTYE (Washington), Friday Night Live Clubs (California), SWAT (Texas), Arrive Alive (Georgia), STOPP (New Hampshire), and Oklahoma Challenge (Oklahoma) to name but a few.

The testimony on extracurricular activities largely consisted of descriptions of the events and programs sponsored by student groups. In recounting these activities testifiers dwelt on three prominent topics: safe rides programs, peer pressure and community support. The first topic—safe rides programs provoked extended debate. Critics contend that safe rides programs send a mixed message to youth by implicitly condoning underage drinking, while advocates maintained that it is only realistic to attend to the immediate safety concerns of impaired driving before addressing the more intractable problem of adolescent drinking.

The second topic—peer pressure—generated little controversy. Testifiers repeatedly affirmed that peer pressure constitutes the greatest impediment to the success of extracurricular activities. It inhibits both the participation of youths in programs and their receptiveness to the message of those programs. If peer pressure constitutes the problem, however, it also holds the promise of a solution. Programs that utilize positive peer pressure to dissuade youths from drinking and driving were praised consistently for their ability to change the attitudes and behavior of young people.

The third topic concerned the importance of community support. Extracurricular activities begin with a concern by youths about the harmful behavior of their peers. To be effective, however, these programs require more than concern and more, even, than the dedicated effort of participants. They require the active support of the entire community. With remarkable consist-

ency, youth emphasized that their efforts require reinforcement from parents, teachers, employers, judges and police. For positive peer pressure to work, extracurricular activities must be supported by a consistent message from all elements of the community that underage drinking and impaired driving are intolerable.

A variety of means exist for youth to encourage their peers to refrain from drinking and driving. These means extend well beyond the traditional range of informational activities used to warn students about the dangers of impaired driving. Increasingly, student groups are developing approaches that emphasize the positive ways in which youths can help their friends and classmates. A number of student testifiers, for instance, reported their experiences with intervention, peer-to-peer counsel, and role modeling. Listening to more than 40 high school students and several adult organizers, the Commission learned of an impressive array of extracurricular programs. Essentially, these programs consisted of various combinations of six different types of activities:

### Programs

1. *Education.* Aimed at informing peers, parents, and younger students, activities in this category included sponsoring speakers, performing skits and plays, composing rap songs, developing public service announcements, simulating car crashes and displaying wrecked automobiles. Among the more creative activities was the publication of a Youth Yellow Pages by Rhode Island high school students that contained information (and telephone numbers for further information) on potentially embarrassing subjects such as the use of alcohol and other drugs, pregnancy, obtaining a job, and overcoming a poor self-image. Other innovative activities included the development of video tapes depicting what happens when youths are arrested, adjudicated, and punished for driving while impaired; and the publication of a parent resource booklet that explained the school's drug and alcohol problems, informed parents how to detect signs of drug abuse, and provided a list of substance abuse treatment centers.

2. *Role Modeling.* As previously noted, older students can perform a valuable role in working with children in lower grades. This work need not be limited to classroom instruction. As testimony revealed, opportunities exist for high school and college students to participate in the extracurricular events of younger students. For instance, members from Washington SAFTYE clubs have acted as chaperones at alcohol-free junior high school dances, while one SAFTYE club instituted an Adopt-a-buddy program in which a high school student adopts an elementary student and acts as a positive role model.

3. *Peer Counseling.* Although it usually requires training from professional counselors, some student groups provide peer counseling. A variety of formats are available to student groups that wish to offer counseling. Teen advice columns in school newspapers, alcohol hot lines, and face-to-face counseling have all been used. One high school reported establishing two peer support groups, one group for students returning from rehabilitation centers and one for students who have family members with problems involving alcohol and other drugs.

4. *Alcohol-free activities.* The most common form of extracurricular activity is the sponsorship of alcohol and drug-free events. Events range from once-a-year celebrations such as Project Graduation to the regularly-scheduled activities of organizations like STOPP which sponsors hayrides, sleighrides, barbecues, bowl-a-thons, ski trips, canoe trips, and dances. Discussions revealed that groups which desire to change significantly the behavior of their peers must offer activities on a regular basis. Once-a-year celebrations may publicize the issue of youth impaired driving, but they offer little promise of altering the habits of adolescents who routinely drink and drive while socializing.

According to a Vermont survey, a high correlation exists between social activities and substance abuse. The more frequently students participate in social activities, the greater their reported use of alcohol and other drugs. This data emphasizes the importance of alcohol-free events; for it suggests that those who socialize most are the ones whom anti-impaired driving efforts need to reach to reduce the occurrence of drinking and driving. The problem, of course, is to persuade young people that alcohol is not a necessary ingredient of social activity. Here, the alcohol beverage industry's identification of alcohol with entertainment is an impediment, as is the limited concept of entertainment that too often exists among youths. Several times during

the hearings youths complained that there was nothing to do for fun in their town except drink. Imaginatively planned extracurricular events are important if they demonstrate, by example, that keg parties and tailgate bashes do not exhaust the possibilities of social entertainment.

5. *Conferences and Summer Camps.* Camps and conferences play an important role in program development and expansion. Ranging in scope from one day annual conferences to week long summer camps, they provide a forum for exchanging information, evaluating activities, teaching leadership skills, and renewing the enthusiasm and commitment of those involved in youth programs. As one youth testified, the Texas War on Drugs summer camp "showed that you were able to have fun without using drugs and alcohol and that there were all these other kids out there that were saying the same thing that you were, that you weren't alone."

6. *Safe Rides Programs.* The final type of extracurricular activity, and undoubtedly the most controversial, is the safe rides program. Although hotly debated at the hearings, safe rides programs are popular in many communities. The Safe Rides Program of Whatcom County, Washington serves as an example of a project that has successfully generated community support. Designed by a community task force composed of high school students, law enforcement officials, Red Cross workers, members of the local DWI Task Force, and representatives of the church community, it solicited funding from the United Way and received liability insurance from the Boy Scouts Explorers program. Operating out of the Red Cross office, it uses a Red Cross vehicle to transport students home. A local video store donates movies to students on duty; and, at the time of the Seattle hearing, a Red Cross intern had been working with the students to develop public service announcements to publicize the program. Community support, according to Julia Peterson of the Whatcom County Safety Council, has made the program a success.

Although the hearings could hardly be described as contentious, the subject of safe rides programs provoked considerable debate. It was, in fact, the only topic which elicited an irreconcilable difference of opinion among the testifiers. The controversy centered on the perception that safe rides programs focus only on the problem of impaired driving without condemning underage drinking. Those who criticized SADD and safe rides programs argued that the best

prevention of teen impaired driving incidents is the prevention of impairment. "We want [students] to realize", said Tom Cullen, Executive Director of the Massachusetts Governor's Alliance Against Drugs, "that not only is drunk driving wrong, but drunkenness per se is wrong. [Young people] are rational human beings, and they should do nothing to render that rationality inoperable." Opponents of safe rides programs maintained that eliminating youth impaired driving requires a clear and consistent message that alcohol consumption by underage youths is unacceptable. All other efforts, they contended, are halfway measures that fail to address the root of the problem: societal tolerance of underage drinking and a norm of alcohol use among teenagers. As Deborah Jarvis, coordinator of the Oregon student movement OSSOM, pointed out, it is laudable that students care enough not to allow others to drink and drive. However, it is equally important, she continued, that young people participating in safe rides programs don't enable their friends to continue to drink, leading them to expect that someone will always be there to take care of them. "We must teach young people", she concluded, "that friends care enough to confront friends about behaviors that are harmful to themselves or others."

Proponents of safe rides programs readily agreed that the norm of alcohol use among youth lies at the heart of the problem, but they were less optimistic about the prospect of altering that norm. Recovering teen alcoholic Susan Holbrook declared that "there's a lot of peer pressure to drink . . . and that's not going to stop". As president of a SADD chapter, she noted, "the motto of our group is 'Friends don't let friends drive drunk' . . . not 'Friends don't let friends drink'. And with peer pressure, and with the way it is, we're going to have to keep that, until things change." Educator and football coach Roy Curtis concurred: "SADD is not the answer, but it begins where the action is, at the parties . . . Somebody has to take the initiative and plan some intervention." Speaking for the national SADD organization, Bill Cullinane reiterated the defense of safe rides programs: "SADD is concerned with the reality of life. If we lived in a perfect world, we could tell the youth of America 'don't do illegal drugs or drink' and they would respond in a very positive way. The Contract for Life and SADD address that less than perfect world where some young people choose to drink illegally and drive."

Safe rides programs may not be the final solution to the problem of youth impaired driving,

but according to their supporters, they are a helpful step toward saving lives. Through the establishment of such programs, the roads are made safer for everyone. Furthermore, proponents declared, safe rides programs attract students who might be turned off by a message of abstinence. Once youth have become accustomed to not drinking and driving, they may cut back or stop drinking. The important thing, as one youth program coordinator emphasized, is to get students involved with choices and responsibilities in the hope that they will learn to make the right decisions. If safe rides programs can promote even an incremental increase in responsible behavior among young people, supporters agreed, then they make a positive contribution worthy of support.

During the course of the hearings, it became apparent that the five categories of extracurricular activities—peer education, role counseling, alcohol-free events, summer camps and safe rides programs—all encountered similar problems. These problems included difficulty in obtaining the active involvement of more than a small percentage of the student body, difficulty in reaching high risk segments of the youth population, especially males, and difficulty in retaining membership. Behind all these difficulties lay the phenomenon of peer pressure.

### Peer Pressure

Peer pressure is clearly a factor with which all youths and all activity organizers must contend. One college student, testifying on its pervasiveness, went so far as to say, "peer pressure is probably the most important thing in many teenagers' lives. If they don't fit in with their peers then life isn't worth living. Even if it goes against the morals and teachings of their parents." The susceptibility of youth to peer pressure manifests itself in two ways. Not only does it make it more difficult to gain student support for extracurricular activities, but it also may divide the student body into two groups—those who drink and those who do not—and cause extracurricular programs to become a haven for the latter rather than a vehicle for changing the behavior of the former. This problem may be compounded by complacency. Parents, teachers, and even the student members themselves may believe that the problems of underage drinking and impaired driving are being adequately addressed by the mere presence of organizational countermeasures when, in fact, the student groups sponsoring those activities have

little contact with those who actually drink and drive.

### Suggestions From Testifiers

Six suggestions were made for increasing the effectiveness of extracurricular programs.

First, a forum should exist for the regular exchange of ideas and information. Newsletters, conferences, and networking are indispensable elements for disseminating information and should be encouraged.

Second, student safety groups should develop the concept of linkage. Linkage, in this sense, involves conducting joint projects with other school clubs and encouraging other clubs to promote driving and alcohol awareness. Linkage is useful in that it not only expands the number of students involved, but also prevents safety club members from getting burned out by attempting to do too much.

Third, students should be permitted to run their own activities. Programs are most effective when the initiative for the activity as well as the implementation are left to youths.

Fourth, high school program organizers should reach out to freshmen or sophomores when they first enter high school to compensate for high turnover rates. If high school programs complement this thrust with a program of visiting elementary and junior high school classrooms, incoming freshmen or sophomores may be predisposed to participate in high school activities.

Fifth, communities should recognize the contributions of young people who work to reduce impaired driving by granting them scholarships and awards. Sixth, laws should be strictly en-

forced and adult support readily given to youth efforts to change the norm of drinking and driving. This last point deserves further elaboration.

With notable regularity, youth testifiers called for stricter enforcement of laws and harsher penalties for DWI offenders. "I believe that we need stiffer penalties," said one youth. "For instance, if you can put them in jail or take away their driver's license. . . . We need stiffer penalties because the students will just keep on doing it over and over again until they find out something's really going to happen." In the light of pervasive peer pressure to drink, calls from youth for stricter laws and better enforcement should come as no surprise; for adult support legitimates the decisions of youth who choose not to drink and makes it easier for them to justify their actions to their peers. Petitions from young people for stronger sanctions should be seen as a plea to the adult community, a plea to buttress the efforts of concerned students to change the norm of underage drinking that exists among their peers.

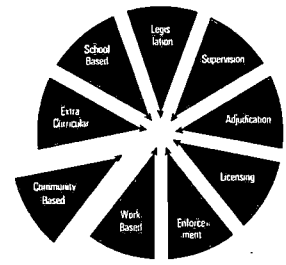
As Clay Roberts noted, young people become uncomfortable when they see themselves outside the norm. The task, then, is to change the norm so that youths no longer consider it "cool" to drink and drive. The extracurricular activities outlined in this section constitute the first step toward that goal. But these efforts require community support. The following sections outline ways in which parents, community leaders, employers, law enforcement officials, licensing authorities and the judiciary can contribute to this effort to make youth impaired driving socially intolerable.

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## COMMISSION RECOMMENDATIONS

### Extacurricular

- \* Youth programs should focus on preventing drinking and other drug use, while recognizing the need for intervention strategies to address drinking and driving problems and other dangerous behaviors. These programs should be based on a clear, consistent philosophy and should be evaluated regularly.
  - \* School authorities should encourage extracurricular safety clubs and activities. These activities should be student run and emphasize a peer-to-peer approach. Parents need to be actively involved in supporting these activities.
  - \* To communicate the seriousness of impaired driving violations and legitimate youth-based extracurricular programs, effective police enforcement and court sanctions for youthful drinking and driving are necessary.
  - \* Every high school should have a staff person who coordinates substance abuse and impaired driving prevention activities. Schools should work closely with personnel from the treatment community, law enforcement agencies, social service organizations, and other community groups to establish guidelines and develop training programs for these substance abuse coordinators.
  - \* States should establish and participate in a network of student safety clubs and sponsor statewide student safety conferences. Awards, grants and scholarships should be given in recognition of outstanding work in youth impaired driving programs.
  - \* State, local and private sources should pledge funding for student extracurricular activities.
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### III. Community Responsibilities

The campaign to end youthful impaired driving takes as its aim nothing less than changing the norms of youth behavior. To achieve this goal, young people must be presented with a consistent message and clear expectations of conduct from all elements of the community. Schools, businesses, court officials, law enforcement agents, community associations and the media each have important roles in this endeavor. Nonetheless, the primary responsibility for instilling in children a sense of social responsibility lies with parents. By taking a firm stand within their family against underage drinking and by joining forces with other concerned citizens in the community, parents possess a means of influencing their own children's behavior as well as changing the general societal tolerance of alcohol consumption by youth.

The testimony on community-based programs focused on the role of parents. Testifiers emphasized that parents have a responsibility to respond to the problem of youth impaired driving in two ways. First, parents have an obligation to undertake individual prevention efforts in the home. These efforts include both general measures, such as instilling in children an ability to resist peer pressure, as well as specific actions such as learning to detect the signs of alcohol and drug use. Second, parents have an obligation to support organized community action groups. Working as a group, parents can promote the social norm of alcohol-free activities and can encourage police, judges, lawmakers and retail alcohol dispensers to address seriously the issue of youth impaired driving.

In discussing the dual responsibility of parents, both in the home and in the community, testifiers emphasized three themes:

- A need exists for parental education. Without education, parents often remain unaware of the seriousness of the problem and uninformed about the countermeasures they can initiate.
- A need exists to utilize the media effectively. The media, as speakers noted, constitutes an important tool for drawing attention to social problems and can stimulate parental involvement in impaired driving countermeasures.

- A need exists to coordinate community activities at the local and state level. As Major Woodmansee of the Washington State Patrol declared, communities possess an abundance of talent and resources to combat the problem of youth impaired driving. The need is to coordinate effectively these resources in a community-wide network so that the activities of those involved in education, adjudication, alcohol counseling, law enforcement and highway safety complement and reinforce one another.

The ultimate goal of community-based activities is to change the norm that encourages young people to drink and drive. To accomplish this, youth must understand that they have a responsibility to refrain from activities that are harmful to themselves and others. The development of this sense of responsibility originates at home with the effort of parents to instruct their children. Therefore, the discussion of community-based activities began with a description of the parents' role. In this discussion, testifiers covered three important subjects. They explained why the parents' role is so crucial. They explained what parents can do to influence their children's drinking and driving behavior. And they expounded on the need for parental education.

#### The Important Role of Parents

The first topic concerned the importance of parental instruction and received considerable attention. New Hampshire high school senior Michelle Haas pointed out that laws are less effective in reducing underage drinking than the expectations parents set for their children's behavior. Compliance with a law, after all, depends on an individual's willingness to abide by it. "If teenagers want to drink, they're going to drink; they'll find a way to do it," Haas declared. "So it's really in the house, the education from inside the home, that's what it's all about."

The testimony of Michelle supported research findings which suggested that parents are the most important influence on a youth's decision not to use alcohol and other drugs. Dr. David Hawkins reported that surveys by the Universi-

ty of Washington reveal that when students were asked why they had not used alcohol, they most frequently mentioned their own parents as the reason for that decision. Similarly, when a Michigan State University survey asked teenagers what factors would reduce the amount of alcohol they consumed, 70% to 90% responded that parental actions such as supervising parties, keeping a closer control over home alcohol supplies, and making a greater effort to discuss their weekend activities would reduce their drinking habits.

Testifiers emphasized the central role of parents because a lack of parental support can undermine even the best programs instituted by schools, courts and law enforcement agencies. Texas police officer Eddie Garth spoke of the counterproductive effect parents have when they tolerate their child's impaired driving. He described what frequently happens after arresting a youth for impaired driving: "the next day Mom and Dad will give me a call and [ask] why aren't the police catching burglars and rapists instead of arresting Johnny or Suzy who has never touched a drop of alcohol. . . . An attitude like this by parents is frustrating and discouraging to officers. Similar reactions by parents just give more fuel to the teen's own sense of being wronged by the system."

Instead of undermining the efforts of law enforcement officials, parents should develop a concern about youth impaired driving and act to reduce the potential for its occurrence. Testifiers recommended, for instance, that parents work to instill self-confidence in their children, since self-confidence is so important for resisting peer pressure. Parents also should insist that children obey the law and discipline them for misconduct. Testifiers elaborated further on the subject of good parenting skills.

To reduce the likelihood of troubled adolescents turning to alcohol as an escape from the problems of life, parents need to foster a sense of security and self-worth in their children. In the words of Texas high school student Margaret Bergdoll, "kids need smart adults, parents and teachers that teach them right from wrong. But perhaps most importantly, children need a positive image about themselves. If children are able to maintain such a positive image, then maybe when they reach high school, they will have enough pride in themselves to be able to say 'no' to these negative pressures."

Emotional support and a positive self-image may deter adolescents from drinking because of personal problems or peer pressure, but they do not necessarily discourage the youthful bent

toward experimentation and the search for novel sensations that also contribute to underage drinking. To restrict this tendency, parents need to establish and enforce consequences. Testifiers of all ages testified to the indispensability of supervision and consequences. As Judge Andy Devine of Toledo, Ohio, observed, "if you're raising children, there's got to be consequences [for misconduct]." Love, like discipline, is insufficient by itself. Only the combination of love and discipline, he remarked, "gets a kid from childhood to adulthood".

Parents can take a range of specific actions to reduce the potential for underage drinking to occur. Openly expressing concern and disapproval, stressing rules more clearly, monitoring social activities, trying harder to detect drinking, applying discipline, keeping watch over the household alcohol supply, and prohibiting youth from having unsupervised parties while the parents are away from home are all important activities. Of these, the last activity deserves particular attention, for research profiling youth impaired driving incidents by Michigan State University professor Charles Atkins found that a large portion of incidents followed weekend parties that typically occurred when parents were not at home.

### Parental Education

The central role that parents can play in curbing underage impaired driving led to the conclusion that greater emphasis must be placed on educating parents. Youth testifiers, in particular, stressed the need for parental education. It's true, said high school student Maurita Mader, "that parents are totally oblivious to what's going on in their children's lives. Many parents don't even [know] that the students are going out and getting drunk. And they don't ask enough questions from their kids like where they were the night before, or how come they came in so late." Miss Mader's conclusion that parents need to be made more aware of their children's behavior was corroborated by research at Michigan State University. According to Professor Atkins, researchers found that while 60% to 70% of parents believed underage drinking occurs, only 20% believe that their own children drink. Findings such as these suggest that education is needed to inform parents of the scope of the youth drinking problem and to convince them that their children, not just other youth, may be drinking and driving.

## Role Modeling

The discussion of parental education led many testifiers to address the subject of role modeling. Both educators and youths consistently emphasized the importance of good adult role models, maintaining that heavy drinking among parents legitimates drinking in the eyes of many children. "What we don't often impress upon adults is how intoxication by parents sets an example for their children," said Tom Taylor, President of the Independent Insurance Brokers of Washington. "What kind of example do we set if we drink and drive, or let a friend have one too many at a party and look the other way when they pull out of the drive, or boast about drinking exploits in front of children? . . . The connection between our actions as adults and our children's actions needs to be stressed," Taylor concluded, and an ideal place to stress it is in parental education programs.

Testimony on parental role modeling raised the question of whether parents have a special responsibility not to drink and drive. Testifiers were divided in opinion. Some believed that parents should refrain from drinking and driving in order to set a good example for their children. Others noted that youth and adults exhibit different drinking and driving patterns that justify the prohibition on underage drinking while permitting adults to drink in moderation and drive.

In general, youth testifiers were very sensitive to the appearance of a double standard. High school student Karen Olsen, for example, stated: "One thing I think is real important is that parents aren't hypocritical and say 'Please don't drink and drive' and then go out and do the same thing." Juvenile court judge Philip Trompeter, on the other hand, noted that young people display distinctly different habits of drinking and driving that place them at greater risk than adult drivers. Youth tend to drink more in a shorter period of time, drive longer distances, carry more passengers, drive faster, and possess a greater feeling of invulnerability than adults who drink and drive. These characteristics suggest the dilemma of parents who insist that their children not drink and drive even if they do so themselves.

The first half of the testimony on community-based activities described what parents can do in their own homes to combat the problem of youth impaired driving. In the second half of the testimony, speakers discussed the impact parents can make when they join together to form community groups.

## Community Organizations

Working as a group, parents can take a number of measures to combat the problem. They can promote social norms for alcohol-free parties. They can encourage informal networking among parents. They can produce informational materials. They can provide constructive alternative activities. They can publicize the teenage alcohol problem through the mass media. They can persuade police to give higher priority to surveillance and enforcement. They can lobby for more effective legislation. And they can encourage stores and bars to stop selling alcohol to minors.

Building an effective community organization is often a difficult process. Testifiers devoted attention to two recurring problems: 1) the problem of attracting and maintaining an active membership; and 2) the problem of establishing satisfactory liaisons with schools, courts and law enforcement agencies. To overcome these difficulties, testifiers recommended that community organizers: make effective use of the media; share information and borrow ideas from other community organizations; and coordinate activities at both the local and state level.

## Using the Media

One of the most common obstacles community groups encounter is enlisting public participation. To overcome this problem, testifiers recommended using the media. Organizers of a Washington community campaign generated public involvement by utilizing local television personalities to publicize and participate in the campaign. According to David Hawkins, "It was the combination of TV and the school inviting them that got parents to become involved." Tom Cullen noted a second reason why community groups should make use of the media: if an issue is not in the newspapers, people do not believe it is a problem. Furthermore, the public attention cast on the issue by such publicity often puts pressure on police, schools and businesses to become more involved, thus facilitating an integrated strategy.

In addition to using the media, it is important for community groups to establish contacts with other groups, find out what they are doing, and share information with them. Guidance, as testifiers noted, can often best be obtained from those who already have experience in dealing with similar problems. Resources, such as a handbook that the state of Michigan distributed to all parent groups, provide an excellent means

of disseminating information among community organizations.

### Coordination

While information exchanges and an effective use of the media are important elements in community programs, testifiers most frequently singled out proper coordination as the crucial variable of success. Coordination needs to occur at both the local and state level. At the local level, a community task force provides the vehicle for collaboration and may include such figures as the superintendent of schools, the police chief, the juvenile court judge, health professionals, the ABC license inspector, students, business leaders and representatives of parent organizations. Responsibility for organizing a community task force differs from one area to another. In Massachusetts, the superintendent of schools commonly assumes responsibility for leading the task force, although some testifiers argued that juvenile court judges also are well-suited to act as community catalysts.

Community organizations engage in a wide variety of activities. The Tarrant County Task Force, Texas, for instance, reported offering recommendations to solve problems associated with processing DWI offenders, purchasing breath testing and video taping equipment for law enforcement agencies, developing training programs for public prosecutors who handle DWI cases, and sponsoring a contest for high school students to design an anti-DWI billboard. A community task force can also facilitate the resolution of potential problems. It provides a forum for resolving jurisdictional disputes that may arise between school principals and law enforcement officials. Finally, it offers the possibility of enhancing the effectiveness of programs that require cooperation between different sectors of the community. Colleges, for example, can enforce a policy of no underage

drinking on campus; but this policy may only worsen the problem of drinking and driving if bars in the vicinity of the campus continue to serve minors. A community task force that brings together college administrators and bar owners offers the possibility of ensuring that the college policy, which looks good in theory, actually works in practice.

In addition to coordinating their efforts at the local level, community groups need to ensure that proper coordination occurs with state-wide organizations. Typically, coordinative bodies at the state level are composed of individuals such as the Attorney General, the Commissioner of Education, the Governor's Highway Safety Representative, the Director of the State Department of Mental Health, business leaders and representatives from major anti-drunk driving organizations. Examples of the usefulness of such coordinative bodies abound. In Virginia, an alliance of state level agencies formed a foundation composed of business leaders to solicit funds for programs to supplement public sector activities. The Virginia alliance, known as CADRE, also conducts workshops on how to organize local communities and reported establishing 107 community-level organizations.

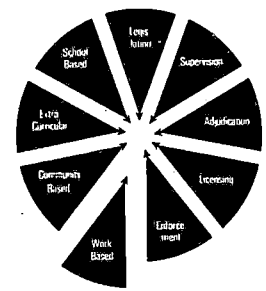
State level coordinative bodies also can perform an important role in encouraging legislation. In Ohio, a highway safety coalition of more than 500 companies formed a few years ago to work for seat belt legislation. Since that time, it has gone on to support other highway safety measures, including legislation that succeeded in raising the minimum drinking age. As the testimony made clear, business participation in community coalitions like this is a key ingredient of success. Descriptions of some of the ways in which the business community can uniquely contribute to the battle against youth impaired driving may be found in the next chapter.

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## COMMISSION RECOMMENDATIONS

### Community Responsibilities

- \* All elements of the community must be coordinated in a system-wide approach to share resources and support each other in responding to alcohol, drugs and impaired driving problems among youths.  
All elements must agree upon and communicate the single message that underage drinking, illegal drug use and impaired driving are unlawful, unhealthy and unacceptable.  
One means of achieving this coordinated community approach is through a regional task force.
  - \* Based on their stature and authority in the community, juvenile court judges should be enlisted to lead community efforts to combat the problem of drinking and driving by youth.
  - \* Parents should be active in community efforts to counter drinking and other drug use among youth. Parental responsibilities include:
    - 1) supporting enforcement of minimum drinking age laws for youths
    - 2) promoting the social norm of alcohol-free parties for youths
    - 3) talking with other parents about teenage activities.
  - \* Within their own families, parents must establish clearly-stated and firmly-enforced consequences for children who unlawfully consume alcohol or drive impaired.
  - \* Communities should provide information and make classes available to parents that:
    - 1) helps parents become aware of the problem of underage alcohol and other drug use
    - 2) stresses the importance of parental role modeling and family communication
    - 3) offers effective strategies for parenting
    - 4) assists parents in identifying problems that may lead to drinking.
  - \* State agencies involved in traffic safety, substance abuse, law enforcement and alcoholic beverage control should work together with local agencies and the private sector to provide resources for community activities.
  - \* Communities should periodically evaluate the success and problems of their programs and assess the level of community awareness.
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## IV. Work-Based Activities

As a category, work-based programs encompass three distinct types of activities: 1) programs that businesses institute for their employees; 2) activities that businesses sponsor for the community; and 3) measures that one particular type of business - retail alcohol vendors - implement to restrict the sale of beverages to youth. In the discussion of work-based programs, testifiers maintained that private sector efforts have been too limited. Retail vendors, for example, have not taken adequate steps to limit the availability of alcohol to youth; while the business community in general, with a few exceptions, has not recognized its potential for influencing the problem of youth-impaired driving through employee programs and community activities.

### Employee Programs

Employee programs constitute the most obvious avenue for business activity. Although under-utilized, they are an important countermeasure; for they offer the possibility of reaching portions of the youth population that school programs and extracurricular activities often miss, namely school dropouts and high school graduates under the age of 21. Possessing the most promising forum for educating these hard-to-reach youth groups, businesses bear a particular responsibility for instituting education programs that target young employees.

The rationale for the private sector to introduce employee programs is not purely altruistic. As Nick Kirchoff, Corporate Safety Manager of Pacific Northwest Bell, noted, drug and alcohol programs for employees of all ages often make good business sense: "Because most companies provide health insurance for employees, retirees and dependents, it makes good sense that accident prevention programs extend beyond the confines of the work place. One family member's abuse of drugs and/or alcohol will affect the entire family's ability to function safely. It's for this reason that a wide variety of educational and awareness programs should be developed and presented to employees and their families on an ongoing basis."

If businesses wish to minimize off-the-job injuries to employees, the question arises: what type of programs should they consider? Hearing tes-

tifiers recommended five initiatives for employers:

- 1) Include sanctions in the company policy for employee drinking during work hours;
- 2) Institute an employee assistance program that offers counseling and alcohol rehabilitation treatment to employees who have drinking problems;
- 3) Develop an educational program on alcohol use and the dangers of impaired driving that targets young employees in particular;
- 4) Provide an education program for employees with children that provides information on parenting skills and role modeling;
- 5) Encourage community groups to address employees on the subject of alcohol abuse and impaired driving.

During the testimony, witnesses cited successful examples of each of these five types of initiatives. Tom Cullen of the Governor's Alliance Against Drugs, for instance, spoke of the participation of Massachusetts businesses in a program entitled "Employees Are Parents, Too" which featured workplace discussions of family dynamics involving alcohol. Shirley Anderson of the Washington DWI Victims' Panel described how her organization brings a panel composed of DWI victims and offenders to workplaces, such as military bases, to discuss the tragedy of impaired driving accidents. As these cases illustrate, the business community can either devise alcohol and drug programs themselves or encourage community groups to conduct programs. In either case, the important thing is to utilize fully the possibilities that the workplace offers as a forum for drug and alcohol education and training.

### Community Involvement

In addition to providing programs for their own employees, businesses make an important contribution by supporting community based and school based activities. As with employee programs, testifiers emphasized that the private sector has much to gain from promoting com-

munity programs. "We tell people in the workplace, 'you've a much better chance of drug free employees if we can get a drug free school,'" said Tom Cullen in describing how the governor's office in Massachusetts promotes public-private alliances.

In deciding how to assist a community, a business needs to identify its most effective means of reaching young people. Often, this will be through a community or state coalition. The Bank of Boston, for instance, has provided support for community programs by donating one cent from each credit card transaction during the holiday season to a statewide coalition. Tom Taylor, President of the Independent Insurance Agents of Washington, suggested that businesses coordinate their support for youth programs through the Chambers of Commerce. Businesses need to be contacted, asked for support and rewarded, he remarked; and the Chamber of Commerce offers a vehicle for doing that.

Successful programs, however, do not always depend on the existence of a well-organized coalition. In some instances, a single company may see the possibility for making a positive contribution and take the initiative without waiting for a coordinated community effort. The example of Bally's Aladdin's Castle provides a case in point. Recognizing that impaired driving constituted the primary cause of death of its clientele, principally youth between the ages of 15 and 19, Bally's decided to capitalize on its access to youth and devised a video driving game for its entertainment centers that included a warning to players at the end of the game not to drink and drive. Working in conjunction with MADD and SADD, Bally's also produced an informational flier on impaired driving that is mailed to youth on their birthdays along with a gift certificate. Further, it has used its video games in sponsoring national fund raising events for MADD and SADD, produced Public Service Announcements in cooperation with the Amusement Machine Manufacturers Association, and hosted what it termed "None for The Road" parties for youth on holidays such as St. Patrick's Day and New Year's Eve when young people frequently drink. In all of these activities, Bally's demonstrated the means by which a corporation can creatively utilize its own unique resources in contributing to the campaign against youth-impaired driving.

## The Responsibilities of Alcohol Beverage Retailers

The final theme of the testimony on work-based programs concerned what one type of business—retail alcohol vendors—can do to restrict the sale of alcoholic beverages to minors. Retail sellers and servers have a double incentive for undertaking efforts to prevent drinking and driving by youth. Not only do they have a responsibility to uphold the law prohibiting alcohol sales to individuals under 21, but they also may have a liability for the injuries caused by those to whom they sell alcohol. Several participants noted that the issue of liability in particular has served as a strong stimulus for motivating retail vendors to acquaint themselves with their legal responsibilities and take steps to ensure that those responsibilities are met.

Testifiers identified three steps that retail dispensers can take to restrict alcohol sales to youth. Dispensers can implement training programs for sales clerks or bar servers; they can publicize their alcohol sale policies; and they can institute self-policing measures. Of these three steps, training programs received the greatest attention, as testifiers repeatedly mentioned the necessity of properly training employees who sell alcohol. Training, noted Alcohol Beverage Safety Commissioner George McCarthy, is especially important in situations where the bartenders or sales clerks themselves are under 21 and may be friends of the youths attempting to purchase alcohol illegally.

Testifiers identified five skills that every training program should include:

- 1) How to ask for identification;
- 2) How to spot false ID's;
- 3) How to identify second party sales (purchases of alcohol by an adult on behalf of underage youths);
- 4) How to refuse to sell alcohol to patrons (because they lack proper identification, because it appears that they are buying it for youth, or because they are visibly inebriated);
- 5) How to handle difficult customers, particularly those who become belligerent at a refusal to sell them alcohol;

Testifiers identified several problems connected with server training courses. The first problem is the high rate of employee turnover that bars and convenience stores frequently experience. When employers must pay for the cost of sending their employees to training courses, a

high rate of turnover may deter an employer from participating in the program. The second problem centered on the question of who should take responsibility for establishing server training courses. Three alternatives seem to exist. Courses may be developed by the retail dispensers themselves, by government agencies, or by private institutions such as colleges. Successful examples of each arrangement were presented at the hearings.

Southland Corporation's "Come of Age" program for its 7-Eleven stores serves as an example of an employer training course. Concerned about the problem of underage alcohol purchasers, Southland Corporation instituted a program to train all of its employees who sell beer and wine. According to Southland spokeswoman Rosemary Parker, 7-Eleven stores display signs on the front door and cooler doors where beer and wine are kept that point out the state law, the age requirement, and the forms of identification which the stores accept. In addition, clerks wear buttons clearly informing customers "We ID under 25."

Not every company has the resources or the inclination to develop server training courses. Consequently, government agencies may wish to assume responsibility for offering training courses. In general, testifiers felt that when government action is required, the responsibility to train licensees belongs at the most localized level. District Attorney Bob Wilson from DeKalb County, Georgia, testified how his office had established a training program for all establishments in the county that serve and sell alcohol. Believing that the district attorney has an obligation not only to inform these businesses of their legal liability but also to show them how to handle their responsibilities, Wilson organized an alliance with the organization Arrive Alive, the Georgia Travel and Hospitality Association, the county Solicitor's office, and the Chamber of Commerce to cosponsor a program to educate county liquor licensees.

While a government entity like the district attorney's office may be able to organize a program at the county level, state-level agencies wishing to initiate server education programs seldom have the resources to provide education directly to all the alcohol licensees in a state. Consequently, a need may exist for the development of a private delivery system. Roy Hale, Coordinator of Seller Training for the Texas Alcoholic Beverage Commission, described the private delivery system his agency supervises. In Texas, education is provided by training schools certified by the Alcoholic Beverage Commission.

To obtain certification, a prospective training school must have its proposed curriculum reviewed. The Commission investigates the school's seller training course and randomly monitors course sessions to ensure the quality of instruction. Roy Hale concluded that a successful program must include three elements: strong minimum course requirements; an effective monitoring system to maintain the integrity of the instruction; and a broad-based delivery system.

Neither the training programs organized by the DeKalb County district attorney's office nor the private school network supervised by the Texas Alcoholic Beverage Commission compels the attendance of retail sellers or servers. The discussion of both programs therefore raised the issue of participation by retailers. In the case of the DeKalb county program, District Attorney Wilson stressed that organizers must establish a credible program and approach retailers in a non-confrontational manner. He stated that by involving the police chiefs, judges, state legislators and the Georgia Attorney General, and soliciting the support of the wine and beer distributors, the retailers were placed in a position where they could not afford to ignore the invitation to participate. In the case of the Texas program, incentives were offered to participating retailers. Employers who sent their employees to a certified training course enjoyed conditional absolution from liability. This liability absolution may be withdrawn, however, if ABC investigators discover that an employer directly or indirectly encourages his employees to engage in unlawful behavior.

Once retail establishments have made a commitment to restrict the purchase of alcohol by minors, they need to communicate this policy to their patrons. Publicity for their policy serves four purposes: it educates patrons who may be unfamiliar with the law and reminds the public of the problem of alcohol misuse; it establishes the expectation that young customers will be required to show an ID, thus making it easier on servers and sales clerks; it deters attempts by underage youth to purchase alcoholic beverages; and it stands as evidence that the establishment made a good faith effort to uphold their legal responsibilities in the event of a liability lawsuit.

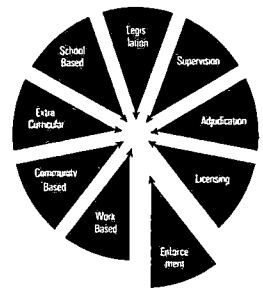
Participating in server training programs and publicizing a store or bar's ID policy constitute the first two components of a responsible retail program. The third element is self-policing. Retailers have a responsibility to ensure that their

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## COMMISSION RECOMMENDATIONS

### Work-based Activities

- \* Employers should establish employee education programs that:
    - 1) acquaint young employees with the dangers of alcohol/other drug use and impaired driving
    - 2) offer adult employees parent training and information on juvenile substance abuse
    - 3) offer counseling and alcohol rehabilitation treatment to employees who have drinking problems.
  - \* Employers should establish workplace policies for youths that include sanctions for drinking and impaired driving during working hours.
  - \* Businesses selling youth products and services should identify ways in which they interface with underage youths and utilize this opportunity to provide prevention messages to them.
  - \* Business leaders should be called upon to support local youth programs by providing facilities and fund-raising assistance.
  - \* Retailers of alcoholic beverages should recognize that the sale of their products confers special responsibilities. To uphold these responsibilities, retailers should establish and enforce policies that prohibit the purchase of beverage alcohol by underage youths. These policies should include:
    - training all employees to 1) ask for identification; 2) refuse sales to those who appear to be underage; 3) spot false forms of ID; 4) handle difficult customers; 5) identify second party sales
    - displaying the company policy at the point of sale (e.g. at the cash register or on a beverage cooler)
    - offering incentives to clerks/bartenders who refuse sales to underage youths
    - implementing self-policing strategies.
  - \* State beverage control agencies should ensure that training programs are provided for all licensees.
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## V. Enforcement

Until the early 1980's, the problem of drinking and driving was generally perceived as a problem to be handled solely by law enforcement efforts. Today that limited view of the problem has disappeared, and the public has come to recognize that impaired driving is a complex issue whose solution requires far more than law enforcement countermeasures alone. Enforcement, as testifiers repeatedly emphasized, must be coupled with preventative education. "While enforcement action is necessary, the most effective weapon against substance abuse is education for the community and our youth," stated Illinois State Police Deputy Superintendent William O'Sullivan. The importance of combining education with enforcement was highlighted by New York Motor Vehicle Commissioner Patricia Adduci: "You only encounter an enforcement program after you've made the mistake. My hope is that, with these other [educational] programs, it will encourage young people...not to make the mistake." Both enforcement and education, Adduci continued, are important. Enforcement is necessary as a deterrent; but because adolescents tend to ignore the risk of arrest believing that they will not be caught, enforcement alone is insufficient. It must be supplemented with educational programs that teach young people the health hazards of drinking and driving.

Testimony at the hearings revealed that many law enforcement departments are actively involved in educational programs. The Illinois State Police, for example, engage in classroom instruction programs such as Drug Abuse Resistance Education (DARE) and State Trooper Attitudes and Responsibilities (STAR). The Washington State Patrol joined in developing a multi-image program entitled "It's a Matter of Time." The program utilizes nine computer-operated projectors, a stereo system and an 8 by 25 foot screen for high school presentations. Young victims of auto crashes are featured in the program.

Though educational activities are achieving greater prominence on law enforcement agendas, enforcement nevertheless remains their primary responsibility. When asked about the comparative effectiveness of education versus enforcement, New Jersey Highway Safety Director William Hayes replied, "In the best of all possi-

ble worlds, I'd say I'd love to give everybody all the education and public information they could handle, but in terms of effectiveness, the deterrence must be there from enforcement." The question then arises: Is the deterrence there? Is effective enforcement occurring today? According to many witnesses, the answer is no—law enforcement efforts are inadequate.

### Perceptions of Risk

At the Fort Worth hearing, youth testifiers were asked explicitly, "Do you feel that enforcement is out there? Is there a perception of risk of being caught if you were underage and you're stopped [for impaired driving]?" Each of the three high school students queried replied negatively. One of the students, Kevin Brown, went on to explain: "No, because I hear a lot of kids who get pulled over for MIP [minor in possession] and all they do is just confiscate what they have and let them go. . . . I think that instead of just confiscating whatever it is you have and then letting you go, that there ought to be some sort of punishment."

In Chicago, high school students offered similar comments regarding the leniency of law enforcement officials. According to high school senior Angie Stanfield: "From my own peer group, most people who drink and drive, when they're caught, they're just released; and I think they should be sent to some kind of rehab program where they might have some counseling. . . . And [for a] second offense, I think they should be suspended from their driving. And maybe some jail sentence. They need to realize that they can't get away with it."

Kay Chopard, the prosecuting attorney's counsel from Des Moines, agreed with the youth testifiers and went on to explain why, in Iowa, enforcement for youth offenders is not always strict:

*"The arrest of adult offenders has been on the rise. But there has not been a similar correlation with juvenile offenders. There is also a differentiation in treatment, not only in the field but once they're brought into the system. One of the first barriers, I guess, in the detection process and apprehensions is the attitude that we see in the law enforcement officers out in the field. I really feel that their attitude reflects society's*

*attitudes. . . . A very common attitude is the feeling that impaired behavior or experimenting is part of the growing-up process; that it is often viewed as a rite of passage, rather than a crime committed by juveniles and therefore, rather than bringing that juvenile into the system, where we might begin to assess and approach the problem, the juvenile is instead either taken home or taken to some location such as the station where he is not actually processed in any way, but the parents are contacted and then they are taken home."*

Within the enforcement community itself, a recognition exists that laws concerning impaired driving are not always rigorously enforced. Enforcement must occur primarily at the local level because local officials know their own turf better than anyone else; yet it is at the local level that violations are most likely to be ignored because of the familiarity between police and citizens. According to George McCarthy of the Massachusetts Alcohol Beverage Control Commission, "The ABCC gets hundreds of complaints from people, sometimes anonymous, who say their complaints have been ignored by local authorities." Follow-up by the ABCC, McCarthy said, may result in angry denunciations from local officials and police who dislike state authorities entering their jurisdiction without forewarning.

Not all testifiers agreed that law enforcement involving minors is lax. Massachusetts Secretary for Public Safety Charles Barry noted that the fear of liability helps deter enforcement officials from overlooking adolescent drinking. Barry recalled an episode in which two police officers from the town of Ware stopped an impaired driver but then allowed him to continue on. Less than a mile from where he was stopped, the driver was involved in a collision, and the town was sued successfully for over a million dollars. The knowledge that they will be liable for irresponsible acts encourages police to enforce the law, Barry stated.

### **Obstacles to Effect Enforcement**

Though police may desire to enforce the law, obstacles exist to impede their effort. At each of the hearings, law enforcement officers recounted the problems they face. Their complaints frequently focused on the cumbersome and time-consuming procedures required for the arrest and detention of juveniles. The problems they cited included the following:

—In Iowa, the law requires juveniles to be detained in separate facilities from adults,

not just in a separated area at an adult facility. This law, it was reported, deters the arrest of youths, particularly in rural areas that are a long distance from a juvenile facility.

—In Tennessee, among other places, witnesses complained of inefficient juvenile court schedules and the inordinate length of time that police officers sometimes must spend waiting for a case to be heard. Knowing that each arrest may require spending hours in a courthouse, officers become less likely to arrest youths for drinking violations.

—In Texas, police officers are not allowed to administer a breath test to minors in the same area where an adult DWI suspect is being tested; and that, according to one police sergeant, has created problems.

—In some cases, the law is too narrow to combat effectively drunk driving. The Texas open container law, for example, requires that a police officer actually witness the driver consuming alcohol. According to one frustrated officer, a driver may have an open can of beer in his hand and alcohol on his breath; but until the policeman sees the driver drink from the can, he cannot make an arrest.

### **Proposed Improvements**

Having cited some of the problems they encounter, law enforcement officials offered recommendations to increase the effectiveness of enforcement measures. The first recommendation responded directly to the problem of arresting and detaining youth. "We have to make it as easy to arrest a juvenile DUI offender as it is an adult if we're going to get the police officers to start making DUI arrests," said Tennessee Sergeant Ken Taylor of the Hamilton County Sheriff's Department. As a first step, he suggested that the police and courts work together to develop arrest guidelines for juvenile DWI offenders and thereby remove obstacles in the arrest process.

Further recommendations may be classified as falling within two categories: those that aim to prevent minors from obtaining alcohol, and those that would increase the likelihood of arrest for youth who drive impaired. Within the first category of recommendations, measures were outlined that would target both the youth who purchase alcohol and the bars and stores that sell it to them.

1. *Restricting Sales.* Much of the commentary on law enforcement concerned the ready availability of alcohol and the need to restrict young people's access to it. As testifiers from many states pointed out, the accessibility of alcohol is greatly facilitated by the use of false forms of identification. A number of recommendations were made to reduce the use of fake ID's. In Florida, law enforcement officials found that a major problem existed with underage youth obtaining driver's licenses in the name of an older brother or sister. According to John Harris of the Alcoholic Beverages and Tobacco Division, Florida officials were able to reduce this problem by providing special training to the Department of Motor Vehicles personnel who issue licenses. To combat the general problem of fake ID's and not only the problem of fraudulently obtained licenses, Alcohol Public Safety Commissioner George McCarthy recommended actively prosecuting youths who use fake ID's and suggested establishing a national universal ID.

Enforcement efforts to restrict underage drinking need to focus on the retailers who sell alcohol as well as the youth who buy it. Officials from Washington, Massachusetts and Florida all recommended programs that they have found effective in policing bars and liquor stores. In Washington, the adoption of new technologies has enabled law enforcement officials to develop more effective enforcement procedures. Acquiring a centralized computer system, officials are able to gather data from police reports throughout the state on underage drinking incidents. Receiving a monthly printout on all licensed establishments, the Liquor Control Board is able to take administrative action against establishments that repeatedly have been reported to have served minors. Statistics compiled on alcohol abuse are made available to town officials, school departments and businesses to inform them of the scope of the alcohol abuse problem in their community.

Massachusetts and Florida have employed similar programs to monitor bars and stores with reported sales to minors. In Massachusetts, where the program is known as Operation Last Call, the law requires judges to ask DWI offenders where they were drinking. When a licensed establishment is named by offenders four times in a six-month period, the ABC Commission sends the licensee a warning letter. In Florida, the Division of Alcoholic Beverages and Tobacco experimented with a similar program but, finding it unsuccessful, dropped the program and focused its efforts on sting operations that employ underage youth to investigate com-

plaints against stores and bars selling alcohol to minors. According to a Florida official, the sting program has been successful because industry leaders were consulted at the outset and assured that the program would initially concentrate on the actual servers and sellers rather than the store owners.

2. *Detecting Impaired Driving.* The law enforcement strategy outlined by testifiers consisted of two complementary approaches: restrict the availability of alcohol so that those youth who drive cannot drink; and establish DWI patrols and checkpoints to deter driving by those who drink. In pursuing the first approach, testifiers encouraged police to crack down on youth who use fake ID's and bars and stores that sell alcohol to young people. In pursuing the second approach, testifiers recommended the following three measures:

1. Establish highly publicized checkpoints. According to New Jersey Highway Safety Director William Hayes, highway checkpoints are the most effective deterrent to impaired driving.
2. Reorganize DWI enforcement activities. As Sergeant Ken Taylor noted, juvenile drinking habits differ from adult drinking habits and therefore require a different enforcement strategy. In general, school-age juveniles are required to be home around midnight, and so DWI patrols need to be scheduled on earlier shifts. Furthermore, juveniles are less likely to drink in bars and more likely to drink in parking lots, game rooms, at football or basketball games, at dances, and at lakes or beaches. Therefore, police need to patrol different areas than they would for adult DWI enforcement. Finally, police need to develop a good working relationship with high school safety clubs to determine where juveniles are having parties.
3. Impose penalties that really affect youth. In discussing his participation in programs to restrict impaired driving, Officer Eddie Garth stated that instead of merely issuing citations for MIP offenders, police need to arrest violators, take them to jail, and impound their cars. Stringent measures, Garth noted, are necessary to impress upon youth the seriousness of the offense.

3. *Enforcing the Law.* A review of the testimony reveals that witnesses, including youth,

strongly supported active enforcement. Testifiers urged police to combat the problem of fraudulent ID's and encouraged investigators to crack down on businesses that sell alcohol to youth. Support for strict enforcement arose from a recognition of the inter-dependence of all efforts to stop underage drinking and driving. Poor enforcement, they pointed out, adversely affects the entire range of anti-impaired driving activities:

- \* It emboldens youth to break the law and drink illegally.
- \* It encourages unscrupulous stores and bars to sell alcohol to youth.
- \* It removes an incentive for retailers to institute seller training programs.

- \* It undermines educational activities and makes it more difficult for young people to persuade their peers not to drink and drive.

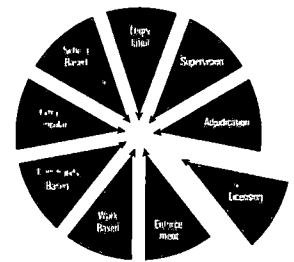
Finally, testifiers supported active enforcement because of the attitude it breeds toward the law itself. Mr. Wes Smith elucidated this important dimension of enforcement. By permitting underage youth to drink, Smith declared, "We're not only allowing those kids to be victims of their own drug use, but we're also in a situation now where we're making the law the victim, because kids are arrested for use of drugs or alcohol and that's filed away and nothing happens. And what we've taught kids is the law doesn't mean what it says. So we've not only betrayed the kids, but we've betrayed the law."

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## COMMISSION RECOMMENDATIONS

### Enforcement

- \* DWI patrols should target youthful impaired driving by:
    - 1) focusing shift schedules and patrols on the hours when most impaired driving offenses by youths occur
    - 2) patrolling parties, parks, school events and other locations where young people tend to gather
    - 3) using sobriety checkpoints.
  - \* Law enforcement officials and judges should work together to streamline arrest procedures for juvenile impaired driving offenders. The following areas should be targeted for reform:
    - 1) arrangements for separate holding of juvenile offenders
    - 2) procedures for contacting parents
    - 3) procedures for providing juvenile offenders with medical checks
    - 4) excessive paperwork and down time for arresting officers
    - 5) lengthy court procedures that consume the time of arresting officers
    - 6) mechanisms for courts to provide feedback to arresting officers.
  - \* Special training should be provided to police officers to alert them to the seriousness of juvenile drinking and driving violations and to teach police effective enforcement techniques for this age group.
  - \* Command police and court officials should support the efforts of line officers to enforce the legal drinking age and youth impaired driving laws.
  - \* Police agencies should work with the schools to develop joint programs that use uniformed officers to teach classes on substance-impaired driving.
  - \* Police agencies should establish strategies to deter the sale of alcoholic beverages to underage youths. Possible programs include:
    - 1) sting operations that employ supervised juveniles who attempt to purchase beverage alcohol
    - 2) operations which ask DWI offenders where they were served and then investigate frequently named establishments
    - 3) tracking procedures that maintain a statistical record of establishments reported to have made illegal sales of alcoholic beverages to youths.
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## VI. Licensing

Testimony during the hearings revealed a variety of ways in which licensing procedures and sanctions can be used to combat youth impaired driving. While 23 states now administratively revoke the licenses of drivers operating under the influence of alcohol, a number of states have gone a step further and utilize license sanctions to combat the specific problem of underage drinking. In those states, the use of a fraudulent ID or the mere possession of alcohol by a minor may result in a license suspension. Suspensions or revocations, however, are not the only means that licensing authorities have of affecting the problem of impaired driving.

In addition to punishing offenders, licensing procedures can be used to educate and evaluate drivers. License applicants under age 18 in Georgia, for instance, are required to attend an educational course on the effects of alcohol, while convicted DWI offenders in some states may be granted a provisional license or have the length of their suspension shortened upon completion of an alcohol treatment program. Licensing authorities also might consider the creation of a provisional license for youths. Carrying special restrictions and revocable for violations of drinking and driving laws, provisional licenses could ease novice drivers into responsibility and full license privileges.

Licensing authorities possess four principal means of affecting the problem of youth impaired driving. They can:

1. Require the completion of an educational program as a prerequisite to issuing licenses to youth;
2. Suspend or revoke the licenses of youth who violate underage drinking or impaired driving laws;
3. Require the completion of educational, assessment, or treatment programs before relicensing youth whose licenses have been revoked;
4. Take steps to ensure that the licenses they issue are not misused or fraudulently obtained.

### Driver Education

Educational requirements constitute perhaps the most common means for licensing authorities to influence the driving patterns of youth.

Testifiers repeatedly urged that maximum use be made of this opportunity to reach young people by requiring driver education courses to devote a specific amount of time to the subject of impaired driving. To ensure that impaired driving received adequate attention in North Carolina, the state legislature passed a law requiring driver education courses to devote 6 out of 30 hours of instruction to alcohol and its effects. Authorities in Georgia devised an alternative arrangement which requires all license applicants under the age of 18 to attend a course strictly devoted to drug and alcohol issues. The course is offered in high schools and community colleges by the Georgia State Patrol or its trained instructors. A third variant on driver education exists in New York where all new license applicants, regardless of age, must take a five-hour course which includes two hours devoted to the effects of alcohol on driving. Courses in New York have eliminated the need for public funding by using state-approved private agencies which collect a nominal fee from each applicant.

Driver education courses do not constitute the sole forum for licensing authorities to inform young people of the perils of drinking and driving. In Virginia, every 16 year-old who receives a license must appear with his or her parents before a juvenile court judge who hands over the license to the child's parents in a special courtroom ceremony. Judges use this opportunity to explain the rationale for a minimum drinking age of 21, inform youth of the penalties they can expect if caught drinking and driving, and ask parents to discuss the problem of impaired driving with their child. By appearing personally before a judge, in the presence of their parents, youth hopefully will recognize that driving is a privilege entailing serious responsibilities.

Driver education enables authorities to reach youth before they receive their licenses. Once youth are licensed, the threat of license suspension or revocation constitutes the chief means for licensing authorities to influence driver behavior.

## License Sanctions

License sanctions received an enthusiastic endorsement from hearing participants. Judge Christopher Foley of the Milwaukee Children's Court declared that license sanctions have had a tremendous deterrent effect on the drinking and driving behavior of young people in his jurisdiction, while Massachusetts Secretary of Public Safety Charles Barry stated that license sanctions have had more impact on the teenage drinking and driving problem than any other single measure. Speaking in favor of administrative revocation, Maine Highway Safety Commissioner Albert Godfrey argued that revocation is both more appropriate than a jail sentence and more effective in our affluent society than a fine. Its effectiveness as a deterrent is due to the fact that, among youth, licenses are valued for their symbolic importance as a sign of independence as well as for their practical utility.

Proponents of license sanctions declared that suspensions or revocations have a number of potential effects. They deter drinking and driving by individuals who fear the loss of their license; they remove convicted offenders from the roads; and they send a message that drinking and driving is intolerable and that violations will result in a serious penalty.

The hearings revealed that at least six different types of youth offenses are subject to punishment involving license sanctions.

1. First and most commonly, license revocation is used to punish DWI offenses. Encouragingly, states are beginning to differentiate between the impairment level for youth and the legal intoxication level for adults. In North Carolina, youth under 18 are subject to a zero Blood Alcohol Content (BAC), and the penalty for DWI offenders is license suspension for 45 days or until the offender's 18th birthday, whichever is longer. Similarly, Wisconsin's "Not a Drop Law" establishes a zero BAC for anyone under 19, while in Maine a .02 BAC exists for anyone under 21. Throughout the hearings, witnesses emphasized the importance of establishing lower BAC levels for youth as a deterrent to drinking and driving.
2. In some states the mere possession of alcohol by a minor, even when the youth is not driving, is punishable by license suspension. Possession or consumption of alcohol by youths under 18 in Wisconsin is subject to a 90-day suspension for the

first offense, while in North Carolina the penalty is a one year suspension.

3. Furthermore, in North Carolina, the attempt to purchase or abetting someone else in purchasing results in a one year license revocation.
4. Oregon youth age 13-18 who are convicted of any offense involving the possession of a controlled substance may lose their license for one year or until they are 17, whichever is longer.
5. The possession or use of a fake ID is penalized by suspension in several states.
6. In New York, any serious motor vehicle offense may be punishable by the loss of license for probationary license holders. Six-month probationary licenses are issued to all new licensees, not just youth, in New York.

While testifiers applauded the deterrent effect of license sanctions, they pointed to two serious problems associated with revocations. First, the punishment may be perceived by law enforcement officers as too harsh and thus, paradoxically, contribute to greater non-enforcement of drinking and driving laws. Second, license revocation may not keep convicted offenders off the roads, for statistics indicate that a large number of youth drive without licenses.

## The Problem of Non-enforcement

Testifiers cited both Oregon and New Mexico as examples of states where licensing sanctions have created a disincentive for enforcement. In Oregon, the disincentive is apparently linked to insurance rate increases. According to Linda Todd, a former county DUI coordinator, communities have failed to enforce underage drinking laws because the conviction of youths for non-driving offenses such as possession of alcohol has led insurance companies to raise family auto insurance premiums. In New Mexico, the lack of enforcement seems to result from the attitude of police. According to Mary Ann Hughes of the New Mexico Department of Public Safety, many law enforcement officials still consider adolescent drinking a part of growing up and believe that youthful violations of drinking and driving laws should not be severely punished. Consequently, the state's administrative revocation law has been, in Hughes' words, "a dismal failure for drivers under the age of 18." While New Mexico police do not hesitate to enforce the law for adult violators,

they are not arresting youth for driving while impaired but prefer instead to bring young people home or release them to their parents.

Recognizing that licensing sanctions are meaningless as long as police and judges fail to enforce the law, testifiers offered two recommendations. First, as Judge Foley stated, law enforcement officials must be informed that non-enforcement of the law sends the wrong message to youth. The discretion to not punish an offender lies with the judge, not the arresting officer. Second, innovative adjudication measures such as diversion programs or community service sentences need to be devised to give judges a sentencing option in cases where they believe the full penalty is too severe. As long as judges and police perceive the sentence as disproportionate to the offense, sentencing and enforcement may be compromised.

### **The Problem of Unlicensed Drivers**

License sanctions are also being undermined by youth who continue to drive after their licenses have been revoked. The problem of young unlicensed drivers is alarming. New Mexico statistics reveal that 23% of the youth involved in fatal DWI accidents are unlicensed, while 16% of the youth arrested for DWI are unlicensed. One testifier from North Carolina estimated that 30-50% of the people under license suspension or revocation continue to drive. The implications of these statistics are clear. Administrative revocation, as Mary Ann Hughes noted, is not an effective deterrent for a large percentage of drivers. To combat the problem of unlicensed adolescent drivers, testifiers suggested that courts impose stiff penalties for those caught driving under revocation and consider assessing penalties against the parents of youth who drive after their licenses have been revoked.

As noted at the beginning of this section, authorities possess four means of using the power of licensing to effect the problem of youth impaired driving. First, they can mandate the inclusion of information on alcohol impairment in driver education courses and require youth to complete a driver education course before receiving a license. Second, they can levy license sanctions against youth who violate drinking or driving laws. These two means have been discussed. The third means at the disposal of authorities involves the relicensing of youth whose licenses have been revoked.

### **Relicensing**

In some states, relicensing is used by authorities to encourage offenders to participate in educational or evaluative programs. In Maine, for instance, any youth under age 21 caught operating a motor vehicle with a BAC level over .02 is subject to a one-year license suspension. However, if the offender completes a ten-hour course designed to screen and educate youth on the hazards of drinking and driving, the Secretary of State may restore the offender's license after six months. A similar program exists in New York, where eligible motorists, usually first-time offenders, are invited to enroll in an alcohol education and screening program. Conditional licenses are issued to program participants enabling them to drive to the program and to work or school. The educational course consists of 16 hours of classroom instruction taught by a team with expertise in traffic safety and alcoholism. The course must be completed before the offender qualifies for relicensing. Those referred for treatment of alcohol problems must also complete the treatment program before relicensing is approved.

In discussing relicensing, testifiers noted that a problem may exist in ensuring that offenders satisfy the requirements or conditions of relicensing. The state of Oregon encountered this problem and took steps to overcome it. In Oregon, for instance, hardship licenses are granted to DWI offenders on condition that the offenders do not drink and drive. To ensure that offenders adhere to this condition, licensing authorities have experimented with ignition interlock devices that are installed on the cars of offenders. Before starting the car, the driver must blow an alcohol-free air sample into a breath tester that is connected to the car ignition. If the breath tester detects any trace of alcohol, the device prevents the key from starting the car. State officials in Oregon also discovered that they had a problem with DUI offenders failing to complete the treatment programs to which judges assigned them. To ensure that an offender completed the treatment program before being relicensed, the Oregon Department of Motor Vehicles devised a form that was supplied to all approved treatment centers. When a DWI offender completes a treatment program, the center sends the form to the DMV and the information is entered into the department's computer records. Before the DMV can reinstate a license, its records must show that the offender completed the assigned treatment program.

### Combating Fraudulent ID's

In addition to driver education courses, license sanctions and relicensing conditions, authorities possess a fourth means of affecting the incidence of youth impaired driving. They can take steps to ensure that the licenses they issue are not misused or fraudulently obtained.

License abuse is a common problem. To prevent youths from altering the birth date on licenses or using the license of an older friend or sibling to buy alcohol, testifiers offered two recommendations: distinctively code the licenses of drivers under 21 and include a profile photograph of the licensee on the license.

Several states reported problems with underage youth fraudulently obtaining driver licenses using the birth certificate of an older sibling or friend. To combat this problem, testifiers recom-

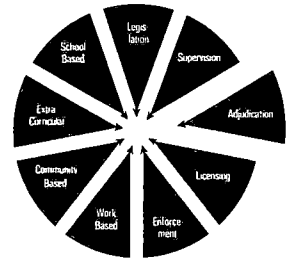
mended three measures. First, they urged DMV authorities to acknowledge the seriousness of the problem and to place less emphasis on quick turnaround time and the rapid issuance of licenses and more emphasis on stopping attempts by youth to obtain licenses fraudulently. Second, they recommended that department of motor vehicle personnel be trained to recognize the ruses youth commonly employ. And third, they supported the establishment of a centralized licensing system in each state. With each licensee's photograph on record in a central computer, it would be easier for DMV personnel to catch youth who attempt to obtain a license using another person's name. By increasing efforts to prevent the misuse of licenses by youth, state motor vehicle departments can contribute to reducing the ease with which young people obtain alcohol.

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## COMMISSION RECOMMENDATIONS

### Licensing

- \* Administrative per se laws should be enacted to ensure immediate and certain license suspensions for youthful impaired driving offenses.
  - \* Possession of alcohol by an underage youth should be punishable by license sanctions.
  - \* States should impose licensing sanctions for underage impaired driving offenses which recognize the additional violation of state minimum drinking age laws.
    - Sufficient steps should be taken to guarantee that parents and young people are aware of drinking and impaired driving laws and sanctions for their violation.
    - License suspensions for juvenile as well as adult offenders should be reported to the state driver licensing agency and considered when assessing penalties for any subsequent violations.
    - Juveniles whose licenses have been suspended should have to secure juvenile court permission to have their licenses reinstated.
  - \* The manufacture or possession of fraudulent licenses should be outlawed and viewed as serious offenses.
    - Use of fraudulent licenses should result in strict sanctions involving license suspensions for an extended period of time.
    - State motor vehicle departments should train licensing personnel to recognize fraudulent license applications.
    - States should cooperate in the development of a national uniform driver license.
  - \* States should establish a provisional license for young beginner drivers.
    - Provisional licenses should be withdrawn for any impaired driving conviction or implied consent refusal for a period not less than the length of revocation to which full licenses are subject.
    - Provisional licenses should be distinguishable from adult licenses by the use of a side profile photograph, a different color or some other distinctive mark.
  - \* An alcohol/drug module should be incorporated into driver education courses..
  - \* Juveniles who are new licensees should appear in juvenile court with their parents to receive licenses and instruction on driving laws, sanctions and responsibilities from a judge.
  - \* Strict sanctions should exist for those who drive without a license, with particularly severe sanctions for driving with a suspended or revoked license. Sanctions could include insurance rate increases or surcharges and vehicle impoundment.
  - \* Parents whose underage children drive with a suspended or revoked license should be held liable.
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## VII. Adjudication

The issue of adjudication provides an excellent example of the interdependence of impaired driving countermeasures. As the hearings revealed, perceptions about the adjudicatory system greatly influence the success of the entire effort to counter impaired driving. A sure, consistent and immediate judicial response is absolutely imperative. Without effective adjudication, attempts to formulate an integrated strategy stand little chance of success.

A successful adjudicatory process has three effects:

*First*, it teaches youth that drinking and driving is a serious violation of the law and, at the same time, often affords youth with substance abuse problems their first chance for treatment and professional counseling.

*Second*, it encourages police enforcement of drinking and driving laws. As law enforcement officials themselves testified, police officers will not expend the time and effort to arrest youth for impaired driving offenses if, in their experience, they find that little or nothing happens to offenders in the courts.

*Third*, an effective judicial response promotes parental involvement. At times, this involvement may be mandatory, as when the court orders parents to attend educational or treatment programs with their child. At other times, the involvement may be voluntary. Penalties such as fines, insurance surcharges, and automobile impoundment may induce parents to confront their child's illegal drinking and take a more active interest in their child's behavior.

A review of the testimony on adjudication reveals that the commentary may be subdivided into three broad categories. First, testifiers discussed preliminary subjects such as the role of judges, the proper jurisdiction for juvenile impaired driving offenses, and the usefulness of pre-adjudicatory diversion programs. Second, testifiers offered opinions about the sentences that ought to be imposed for youthful DWI convictions. And third, testifiers enumerated the problems most frequently encountered in adjudicating young offenders.

The first category of testimony concerned adjudicatory issues that arise before the sentencing of youthful DWI offenders takes place. Within this category, discussion focused on three major themes:

- 1) the role of judges and the need for judicial education
- 2) the jurisdiction of juvenile courts and the question of whether DWI offenders under age 18 should be tried as adults
- 3) the appropriateness of pre-adjudicatory diversion programs.

### Judicial Education

Extensive testimony was presented about the need to educate judges in view of the unique opportunity informed judges have to exercise community leadership. In general, testifiers agreed that judges lacked sufficient information about the problem of alcohol use among youth. As Judge Devine pointed out, judges usually go straight from practicing law to the bench and consequently do not have a sufficient knowledge of the community resources available to treat young people with alcohol problems. According to Judge Heckemeyer, "We as a society are not training our judges. There's no manual; there's no training program. We [judges] don't even know what it is we're looking at the first day we're on the bench."

Judge Willett concurred. Believe it or not, he said, there are still some judges who do not believe the underage use of alcohol is a problem. To Willett, this suggested a need for instruction: "I am talking about teaching the judiciary that this problem is in each of their respective jurisdictions. It's probably in each of their homes." Judges need to be able to recognize substance abuse and know when and how to intervene. The key, Willett concluded, is education—education for the judiciary and the judicial support staff.

The problem of inadequate training is compounded by the perception that some judges have of their judicial responsibilities. As Judge Heckemeyer noted, judges are not a uniform group. There are, he maintained, three kinds of judges: those who are activists and become involved in community efforts to halt youth impaired driving; those who recognize their responsibility but do not become personally involved; and those who believe that the sole role of the judiciary is to sentence offenders. It is the last category of judges who are most in need of

education and the people best equipped to train them are other judges, according to Heckemeyer.

### **Judicial Leadership**

The leadership opportunities afforded an active judge extend well beyond the courtroom. Throughout the hearings, witnesses cited examples of judges who used their judicial convening power to call together law enforcement officials, school administrators and civic leaders to formulate strategies for combatting youth impaired driving. Many of the testifiers emphasized that judges have both an opportunity and a professional obligation to become involved in community programs. "The judge has got to be a catalyst in the community for change," Judge Devine declared. His counterpart in Ironton, Ohio, Judge Boll, concurred: "I believe the judge in the courtroom has a duty beyond the individual juvenile who appears in the courtroom. I feel he or she must have a plan to stop drinking and driving entirely along with a program for each individual offender." For a judge who takes this duty seriously, a tremendous opportunity exists to channel community opposition to youth impaired driving into programs that translate sentiment into action.

### **The Jurisdictional Debate**

The need for judicial education and judicial participation in community programs constituted the first of three preliminary themes. The second theme concerned the question of how juvenile DWI offenders should be handled in the adjudicatory process. Testimony on this issue revealed a division of opinion. While some testifiers argued that driving is an adult responsibility and that driving offenses ought to be adjudicated in adult courts, others maintained that jurisdiction over juvenile DWI offenders should remain with the juvenile courts.

Those who favored assigning juvenile offenders to adult courts observed that driving is an adult responsibility. When youth choose to assume this responsibility, they ask to be treated as adults. Consequently, they ought to be held accountable for their actions and subject to the same penalties as adult offenders. Testimony was presented from New Jersey, a state that does adjudicate juvenile offenders as adults. According to William Hayes, Director of the New Jersey Office of Highway Safety, the key to his state's success with this procedure lies in the status of DWI offenses. In New Jersey, DWI violations are considered motor vehicle viola-

tions rather than criminal offenses; consequently they do not necessitate criminal court procedures such as pretrial intervention, jury trials, and referral of youths under 18 to juvenile courts. By applying the law equally and consistently to all offenders, including juveniles, New Jersey has experienced notable success in lowering the incidence of youth impaired driving, Hayes declared.

While the reduction of impaired driving fatalities in New Jersey speaks for the success of that state's approach, most testifiers maintained that separate adjudicatory procedures ought to exist for youth. Juvenile Court Judge Andy Devine was among those who urged that youth under age 18 who are arrested for impaired driving violations should be tried in juvenile courts. "What I would like to see you do," said Devine, "that probably would help as much as anything, is to begin to distinguish between adults and juveniles. In an adult court, the judge deals with an individual. But in a juvenile court, you are able to deal not only with the child who has a problem but with the whole family. And often a parent or sibling may also have a problem. In the juvenile court you have jurisdiction over all those people. So you can not only mandate punishment or education; you have the opportunity to deal with the most important resource in correcting the behavior of youths—the parents."

For lesser traffic offenses, alternatives exist to adjudicating youth in either an adult or a juvenile court. In Texas, for instance, an innovative program known as the Teen Court has been established to adjudicate youth guilty of minor driving violations. Used to sentence juvenile offenders, the Teen Court employs youth as attorneys, bailiffs and juries. Only the judge is an adult. The philosophy underlying the Teen Court rests on the observation that young offenders are often encouraged to break the law by their peers. If peer pressure can encourage deviant behavior, perhaps it can also be used to discourage it. According to Teen Court coordinator Natalie Rothstein, "Every community needs to find a way to let its young people hear from their peers that drinking and driving and drug usage . . . is not cool." A program like the Teen Court provides a forum in which young offenders can learn of their peers' disapproval of their illegal behavior.

### **Pre-adjudication Diversion**

The third theme, and also a theme that provoked a difference of opinion, concerned pre-

adjudication diversion programs. In general, testifiers expressed dissatisfaction with pre-adjudication diversion programs. Most witnesses urged judges not to allow youth to opt for an alternative form of punishment instead of being tried in court for a DWI violation. Judge Foley spoke for many when he said that, as a general rule, judges are better off imposing the sanctions authorized by law rather than permitting youth who have been arrested to perform some type of compensatory service, such as working in a hospital. One of the major problems with diversion programs, Foley noted, is that no record of a driving offense appears on the motor vehicle record of the offender, and therefore it becomes difficult to track young multiple offenders.

One type of pre-adjudicatory diversion program did receive support, however. District Court Judge James Kizer of Kings County, Washington, testified in favor of diversion programs that allow offenders to enter a treatment program in exchange for deferred prosecution. Kizer cited five reasons for supporting such programs. First, one cannot guarantee that those who are guilty of DWI offences will be convicted, and therefore there is no guarantee that arrested drivers in need of treatment will receive it. Second, even if offenders are convicted, the conviction often occurs only after a long court case, during which time offenders can continue to drive. Third, those who opt for treatment, which in Washington lasts for a minimum of two years, benefit from a sense of voluntary entry into the program thereby enabling the treatment to break through the denial stage more quickly. Fourth, defense attorneys become an advocate for treatment and consequently seek fewer delays, which relieves pressure on the courts and, at the same time, enables offenders to receive treatment quickly. And fifth, in Judge Kizer's experience, those who receive treatment through deferred prosecution have a much lower recidivism rate than those who are convicted and receive treatment as part of their sentence.

### Sentencing

Having discussed the subject of pre-adjudicatory diversion, testifiers turned their attention to the subject of sentencing. The proposals for sentences differed in their details, but nearly all reflected a broad consensus that the adjudicatory response to impaired driving must go beyond mere punishment. To change the behavior of youth who commit alcohol-related offenses, sentences must combine three elements:

punishment, education and treatment. Each of these three elements received extensive comment.

The need for sentences to include strict punishment emerged as a dominant theme during the hearings. In general, testifiers supported strong sanctions, believing they would encourage young people to take the problem of drinking and driving seriously. Repeatedly, witnesses stated that youth must be taught that actions have consequences and that the law cannot be violated without penalty. One witness, however, Juvenile Court Judge Dennis Boll, dissented, declaring that while he believes punishment has a real place in juvenile justice, it does not work for DWI offenders in his area. The problem, Boll explained, is that youth in his district perceive anti-impaired driving laws as rules intended to keep them from having fun, rather than as safeguards to keep them from injuring themselves and others. The solution, therefore, lies in changing the attitude of young people toward drinking and driving. As Boll noted: "Youthful offenders must see how the results of their drinking and driving have caused them real problems. . . . I feel that doing this is my major responsibility as a juvenile judge in these cases. Make them see that they are hurt by the drinking and driving rather than being hurt only because they were caught." Boll's response to the problem of youth impaired driving and his preference for instruction rather than punishment leads to the second essential component of sentencing—education.

In sentencing youthful offenders, education must be combined with punishment; neither education nor punishment is sufficient by itself. To use the favored formula of Judge Devine, "consequences plus education equals responsibility." Education may take a variety of forms. Juvenile Court Judge Romae Powell requires juvenile offenders to do research into the effects of alcohol on the health of young people because, in her words, "Some young people just don't know the extent to which they are ruining their lives by using alcohol and drugs." A second form of education, employed in Washington courts, utilizes an innovative Victims' Panel to instruct youth about the dangers and tragic results of drinking and driving.

Other judges reported using educational programs and presentations to compel young offenders and their families to take the time to reflect on what they are doing when they drive impaired. Judge Boll, for instance, described a 48-hour weekend program that he established

for young DWI offenders in his jurisdiction. The program begins with two movies which describe how impaired driving hurts the offender as well as society. Afterwards, the attendees participate in group discussions which focus on three topics: 1) the physiological aspects of alcohol and the effect of alcohol and other drugs on driving; 2) the state's DWI laws; and 3) the stages and symptoms of chemical dependency. The third topic is particularly important, according to Boll, because it encourages participants to judge their state of dependency for themselves. As Boll noted, it is much more effective for young persons to arrive at the conclusion that they are advancing toward dependency rather than for a doctor or counselor to make that assessment. This subject of assessment leads to the third component of sentencing: evaluation and treatment.

The juvenile justice system in our country is a two-pronged system. Juvenile court judges first must confront the legal aspects of adjudication and determine the guilt or innocence of an offender. Once that is resolved, judges change roles and become social workers, psychologists and parents. In cases of youthful impaired driving, this second dimension of the judge's role is critically important. Testifiers repeatedly declared that the court's involvement must be designed to detect the alcohol problems of young offenders and respond with evaluation and treatment. At minimum, this recommendation requires two measures. First, all DWI offenders should be required to submit to an alcohol evaluation, preferably prior to sentencing. Second, sentences should include provisions for treatment, with the level of treatment dependent on the severity of the substance abuse problem.

Successful adjudication involves punishment, education and treatment. During the hearings, several adjudicatory programs were cited that combine all three components. Juvenile DWI offenders appearing in the court of Judge Devine are punished by a one-year loss of license and sentenced to three days in a detention center. Together with their family, they are required to attend a 15-hour Comprehensive Awareness Program that uses medical experts and law enforcement officials to teach the dangers of drinking and driving. All offenders assigned to the program are evaluated for substance abuse problems and assigned to treatment if a problem is discovered.

A different comprehensive program was established by Judge Boll. Convicted DWI juvenile offenders in Boll's court are sentenced to spend a weekend at a special school. There, convicted

offenders are provided instruction about drinking and driving, listen to a speaker from Alcoholics Anonymous or Narcotics Anonymous, receive individual counseling, and undergo evaluation. Youth who are assessed as having a risk of chemical dependency are required to obtain treatment. With the approval of their parents or guardians, youth then are sentenced to work on a community farm as wage laborers to pay off their fines and court costs.

### **Problems with Adjudication Procedures**

In the course of the hearings, testifiers enumerated five major problems encountered in adjudicating juvenile offenders:

- 1) the pressure to plea bargain in juvenile DWI cases;
- 2) the ineffectiveness of diversion programs;
- 3) the lack of statutory guidelines in sentencing juveniles;
- 4) the confidentiality of records for offenders who are adjudicated in juvenile courts;
- 5) the high rate of recidivism among young drivers.

*1. Plea Bargaining.* The first problem faced by prosecutors in adjudicating young offenders concerns plea bargaining. The problem arises from the fact that the juvenile court system is often overloaded. Consequently, prosecutors are under considerable pressure to find alternatives to the process. Given that DWI offenses may be considered a low priority when compared with violent and property crimes, a tendency arises to plea bargain: DWI charges are often downgraded to possession of alcohol, or charges are dismissed if an offender agrees to participate in a diversion program. Testifiers decried such plea bargaining. Not only does it send youth the mixed message that impaired driving violations are insignificant, it also substitutes meaningful sanctions such as license suspension and mandatory evaluation for comparatively trivial punishments.

*2. Diversion Programs.* When frequent plea bargaining occurs, it becomes even more important to have effective diversionary programs in place. Unfortunately diversion programs are not always taken seriously by young offenders. Young offenders themselves testified that they opted for diversion because it was an easy way to evade the penalties prescribed by law. Concerned about the merit of diversion programs,

Oregon state senator Rod Monroe recommended four guidelines to which diversion programs should adhere: 1) driving privileges should be suspended pending successful completion of the program; 2) an initial substance abuse evaluation should be mandatory and should lead to placement in an appropriate treatment program if evidence exists of a problem; 3) parents should be required to participate in the program with their child; and 4) any youth who violates the terms of the diversion program should be subject to the full penalties imposed upon convicted DWI offenders.

3. *Statutory Guidelines.* In addition to plea bargaining and ineffective diversion programs, testifiers complained of a lack of statutory guidelines in sentencing juvenile offenders. In Iowa, according to Kay Chopard, the law establishes minimum penalties for adults but never mentions the subject of sanctions for juvenile offenders. Consequently, penalties for youth under 18 depend entirely on the discretion of the judge. This creates two problems. First, penalties vary considerably from one Iowa jurisdiction to another; and second, Iowa educators engaged in instructing youth in the dangers of drinking and driving have no penalties to which they can point and state to youth that this is what will happen if you are caught driving impaired.

4. *Confidentiality.* The fourth problem associated with adjudicating juvenile offenders concerns the inaccessibility of juvenile court records. In many states, juvenile court proceedings are not considered convictions and therefore do not appear on the offender's record. In

other states, the confidentiality of juvenile court proceedings results in the juvenile offender's record being wiped clean upon reaching age 18. In both cases, efforts to track multiple offenders are frustrated. Since driving is an adult responsibility and the status of driving violations somewhat different than other offenses committed by juveniles, testifiers recommended that juvenile DWI convictions be reported to the department of motor vehicles and included on the driver's permanent record.

5. *Recidivism.* The fifth problem concerns the high rate of recidivism exhibited by young drivers. Testifiers from several states cited statistics indicating that youth under the age of 21 have a higher rate of recidivism than drivers in other age groups. According to Judge Montelione, a 10-year study in Cook County, Illinois, revealed that the recidivism rate for the entire DUI offender population was 9.1%, while the recidivism rate for offenders under the age of 21 was more than 14%. Significantly greater recidivism rates for youth were also reported in Texas, where recent work by the Texas Commission Against Alcohol and Drug Abuse found that the younger an individual is at the time of first arrest the more likely the individual is to be rearrested for DWI within any given period of time.

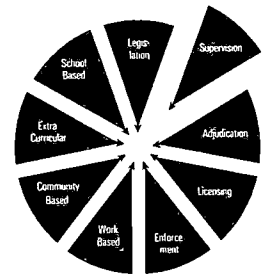
In general, testifiers believed that the key to reducing the recidivism rate among youth lies in improving and expanding education and treatment programs for young offenders. Their specific recommendations on how to improve these programs are the subject of the following chapter on supervision.

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## COMMISSION RECOMMENDATIONS

### Adjudication

- \* Juvenile courts should be assigned jurisdiction over juvenile impaired driving violations.
    - States need to establish statutory sentencing guidelines for cases involving juvenile DWI offenders.
    - DWI convictions for impaired driving by juveniles should be reported to the state department of motor vehicles and included on the driver's permanent record.
  - \* Courts should work closely with police to remove obstacles to the enforcement of drinking and impaired driving laws for youths and to provide feedback to police on sentencing.
  - \* Courts should require the involvement of parents in the adjudication, education, and treatment of underage drinking and impaired driving offenders.
  - \* Pre-conviction diversions for underage impaired driving offenses should not be used. A finding on the charge should be rendered, and participation in education or treatment programs should then become a condition of sentencing.
  - \* Plea-bargaining and downgrading of DWI offenses should not be permitted.
  - \* Innovative adjudicatory processes such as the teen court should be considered for lesser traffic offenses.
  - \* Minimum disposition for underage impaired driving violations should include a mandatory loss of license for 180 days for first offenders and a mandatory substance abuse evaluation that is specifically designed for youths.
    - Other sanctions could include:
      - 1) fines and restitution
      - 2) education and treatment when appropriate
      - 3) community service
      - 4) exposure to hospital emergency rooms, shock trauma units and victim panels.
  - \* Training should be provided for judges and court personnel who handle youthful drinking and impaired driving offenses.
  - \* Juvenile court judges should take a leadership role in community activities designed to prevent substance abuse and impaired driving by youths. Judges should actively communicate laws, sanctions and existing problems to schools and communities.
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## VIII. Supervision

The topic of supervision encompasses all post-adjudicatory measures ordered by the court for convicted offenders. For youths guilty of impaired driving, these measures primarily consist of educational and treatment programs. The previous chapter related the testifiers' conviction that sentences for youthful offenders must include three components: punishment, education and treatment. This chapter will review the requirements set forth by testifiers for effective education and treatment programs.

In discussing the requirements of effective education and treatment programs, testifiers offered two sets of recommendations. The first set concerned young offenders and their parents and focused on what should be required of them. Four recommendations were proposed:

- 1) parents of offenders must be involved in post-adjudicatory programs;
- 2) offenders receiving treatment for substance abuse problems must be required to abstain from substance use;
- 3) treatment patients should be subject to random drug and alcohol tests;
- 4) treatment patients should be obliged to report to a judge upon completion of their program.

The second set of recommendations concerned the programmatic features which testifiers believed to be necessary for the success of any treatment program. Again four recommendations were offered:

- 1) treatment programs must be specifically designed for youth;
- 2) well-established lines of communication must exist between the courts and treatment personnel;
- 3) treatment programs need to include a special monitoring unit to supervise youth with severe substance abuse problems;
- 4) effectiveness of treatment programs needs constant evaluation.

### Parental Involvement

In the first set of recommendations testifiers offered four requirements for participants in post-adjudicatory programs. The first of these

requirements concerned parental involvement. Throughout the hearings, testifiers recalled the crucial importance of parental participation in education and treatment programs. "Never just deal with the child," Judge Devine declared. "It does not work." Neither the courts nor the police have the resources to ensure that young people adhere to the requirements of treatment programs; only parents are in a position to monitor the daily behavior of their children and provide them with the support and discipline needed to overcome substance abuse problem. "The only way that I know that we're going to get on top of this thing," said Devine, "is if we get the parents involved."

Parental involvement is important not only because parents can help their children overcome substance abuse problems but because parental denial of a problem undermines the potential effectiveness of treatment. Both recovering alcoholics and treatment personnel noted this point. Brian Cooper, a youth whose alcohol problem was recognized by a school substance abuse specialist, spoke of how his parents denied that he had a problem and told school counselors that he could work through his difficulties without treatment. David Moore, director of Olympic Counseling Services, related similar responses from the parents of young alcoholics in need of treatment. "I'll have a parent come into my office in an evaluation conference," Moore stated, "and I will be literally describing how their son or daughter is dying in front of them. And what that parent will say is, 'But I used to drink like that when I was a teenager. I got blasted like that when I was a teenager. I still do once in a while. What's the big deal? Why send him to treatment?' That is not a bad parent. That is a parent who has been a substance abuser, who maybe now is no longer a substance abuser, but whose thinking is so disordered that they can't see when somebody right in front of them in their own home is dying."

Recognizing the importance of parental involvement, testifiers complained that not enough was being done to induce parents to participate in adjudicatory proceedings and post-adjudicatory programs. Kay Chopard, among others, noted that the issue of parental

involvement has not been adequately addressed: "What I hear from prosecutors around the state is that they're really feeling that they need to involve parents, that it's really got to start with them, and that the state, at this point, has not taken any kind of lead or come up with any kind of solution about how to do that."

At the Atlanta hearing, Judge Romae Powell proposed a means of stimulating parental involvement. She suggested that the courts take the lead and develop courses for parents. These courses, she said, could teach parents to recognize the signs of substance abuse, inform them of the importance of role modeling, and provide them with good parenting skills.

### Abstinence

The second recommendation was that abstinence must be required for those in treatment programs. The problem, said treatment specialists, is that the courts do not always make it clear to youths that substance use will not be tolerated while an offender undergoes treatment. Tom Murphy of the Mainstream Youth Program in Oregon singled out this problem:

*I think the frustration that we run into working with diversion laws is that in the State of Oregon abstinence is not viewed as a requirement of the diversion policies. . . . We, as a treatment community, do not feel that it is beneficial for anyone to be in treatment unless they remain clean. Yet clients often will sign up for diversion, thinking that it's simply a way out of a DUI ticket and not realizing the effort that they are going to have to put forth to stay clean from alcohol and drugs."*

The courts, Murphy concluded, have a duty to inform offenders who opt for diversion that they will be expected to remain clean and that those who do not adhere to this requirement invite extended sentences.

The importance of abstinence was underscored by the testimony of a young recovering alcoholic. By his own admission, he entered the treatment program because it seemed the easier route. Being forced to abstain provided him with the chance to step back and examine his own behavior. Given this opportunity, he realized that he had a drinking problem and, consequently, his attitude toward the treatment program changed. Instead of seeing it as a joke, as an easy alternative to punishment, he came to view it as a means of helping him overcome his problem.

### Drug and Alcohol Screening

The need for abstinence in treatment programs led testifiers to make a third recommendation. Random screening for alcohol and other drugs should be conducted at the discretion of probation officers or court staff. Testimony was heard from treatment officials whose programs routinely employ alcohol and drug testing. Tom Murphy of the Mainstream Youth Program related how his program handles juvenile offenders who test positive for alcohol or other drug use. According to Murphy, any offender assigned by a court to his program for treatment must abstain from alcohol. Urinalysis is used to test clients. If a client tests positive for substance use, the treatment begins anew. For instance, if a youth is referred to treatment for two months and in the seventh week tests positive for alcohol, then the youth is required to start over again and remain clean for another two months before the treatment is considered complete. This provision emphasizes the seriousness of the abstinence requirement and leads many offenders to remain in treatment for a period of time far longer than their original sentence.

### Treatment Termination

Like alcohol and drug testing, the fourth recommendation of this section was also prompted by a desire to ensure that juvenile offenders comply with court orders. Judge Montelione proposed that other states adopt Illinois' procedure of requiring DWI offenders to appear before their sentencing judge for a formal termination of their treatment. This procedure has two effects. It emphasizes at the outset that the offender will have to take the post-adjudicatory program seriously and complete it satisfactorily, and it provides a means for judges to determine that the sentences they impose are completed.

The four proposed supervision recommendations concerned young offenders and their parents and focused on what should be required of participants in post-adjudicatory treatment programs. In addition to these four recommendations, testifiers offered a second set of recommendations dealing with the treatment itself and the programmatic elements necessary for effectively addressing the substance abuse problems of young offenders.

### Age-specific Programs

The first programmatic recommendation concerned the need to establish separate treatment

programs for adults and juveniles. Two problems were commonly cited in treatment programs that fail to distinguish between these two groups. First, treatment programs for adults promote a message of responsible drinking that is inappropriate for youths under age 21. Testifiers from Georgia and Ohio expressed similar dismay that treatment programs in their states made no effort to teach young offenders that it is irresponsible for underage youths to drink. Second, adult education and treatment programs may not take into consideration the learning disabilities of some young people and their possible sensitivity when discussing certain subjects. For this reason, Judge Montelione recommended that special remedial education courses be designed for those youthful offenders who proceed at a slower pace than is anticipated for the normal adult remedial education program. Special physiological and developmental concerns also should be addressed in a distinct youth guidance track that might appear inappropriate or embarrassing if discussed in a non-age-specific group.

#### **Good Communication**

The second recommendation to emerge from the testimony concerned the indispensability of communication between the judiciary and the treatment community. Testifiers cited two ways in which close interaction and good communication benefits the post-adjudicatory process. First, judges can use their convening authority to call together treatment professionals to establish uniform standards and procedures for adjudicatory programs or to develop solutions to problems in existing juvenile treatment programs. Second, when a court-referred offender does not adhere to the recommendations of the treatment facility, it may be necessary to send the

offender back to the courts for a reprimand. Because treatment centers rely on the courts to enforce their requirements, it is necessary for good communication to exist between the two institutions. Only an integrated network of court officials, treatment personnel and police can ensure that offenders complete the prescribed treatment.

#### **Monitoring**

The third recommendation called for the establishment of a special monitoring unit to supervise youths with severe alcohol problems. Building upon the idea of an integrated network of officials involved in post-adjudicatory supervision, Judge Montelione stated that communities should establish an intensive monitoring unit for high-risk DWI offenders. The functions of this unit would include meeting frequently with an offender, visiting the offender's family, monitoring the offender's participation in remedial education or intervention programs, and reporting to the court on the offender's progress.

#### **Evaluation**

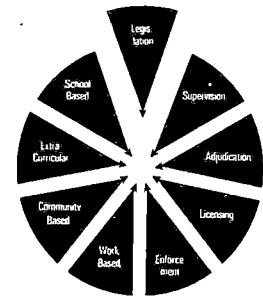
The fourth and final recommendation concerned the need to evaluate treatment programs to determine which programs work. As one testifier noted, the traditional and accepted education and treatment programs currently being employed by the criminal justice system have not been entirely effective in combatting the problem of youth impaired driving. The high rate of recidivism among young offenders underscores this fact. Therefore, it appears incumbent upon those engaged in post-adjudicatory programs to design an evaluative instrument and a research program which can be used to determine which courses of intervention are most effective in reducing youthful impaired driving.

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## **COMMISSION RECOMMENDATIONS**

### **Supervision**

- \* Treatment programs must be specifically designed for youth.
  - \* Well-established lines of communication should be developed between the courts and treatment professionals.
  - \* Treatment programs need to include a special monitoring unit to supervise youth with severe substance abuse problems.
  - \* The effectiveness of treatment programs must be periodically evaluated.
  - \* Parents of offenders must be involved in post-adjudicatory programs.
  - \* Offenders receiving treatment for substance abuse problems must be required to abstain from substance use.
  - \* Consideration should be given to referring youthful impaired driving offenders to self-help groups such as Alcoholics Anonymous, Narcotics Anonymous, Al-Anon, etc.
  - \* Treatment patients should be obliged to report to a judge upon completion of their program.
  - \* Youth in recovery should be considered for their potential to deliver prevention messages to their peers.
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## IX. Legislation

A pressing need exists for legislative leadership. Youth, as Rod Monroe declared, are crying out for proper rules with certainty of consequences. Inadequate laws, combined with lax enforcement and irregular sentencing, have contributed to a situation in which adolescent youths routinely drink and often drink and drive. The effects of this situation are manifold. Not only do young people form bad habits and fail to get help for their substance abuse problems, but they learn that the law means nothing and that they can violate it with impunity. The challenge exists for legislators to enact laws that combat the problem of alcohol abuse, that reflect the concerns of the community, and that gain the respect of youth.

Testifiers were united in affirming that a need exists for additional legislation. In discussing areas for legislative activity, testifiers offered both specific recommendations and general guidelines. The specific recommendations have been discussed in earlier chapters of this report. They included such measures as a 0.0 BAC for youths under age 21; administrative per se license revocations; prohibitions on the manufacture and possession of fraudulent driving licenses; increased penalties for persons convicted of selling alcohol to minors; and mandatory classroom instruction in grades K-12 on the effects and use of alcohol and other drugs.

In addition to specific legislative recommendations, testifiers offered four general guidelines for the formulation of more effective impaired driving laws:

- 1) laws must be perceived as fair and the penalty proportionate to the offense;
- 2) laws must not confound or frustrate law enforcement officers in the pursuit of their responsibilities;
- 3) laws must complement and reinforce one another;
- 4) laws must discriminate between adults and youths and provide separate provisions and punishments for each.

### The Perception of Fairness

The first of the guidelines concerned fairness. In order for impaired driving legislation to be effective, it must be perceived as fair. Penalties must be seen as proportional to the offense; sen-

tences must be consistent. Though an apparently simple guideline, testifiers cited numerous examples of laws designed to reduce youth impaired driving which failed because of the perception that they were unfair. The issue of fairness poses a problem to lawmakers because judging the fairness of a penalty involves one's assessment of the seriousness of the problem. In a community where drinking and driving by youth is not perceived as a serious offense, penalties that might be considered entirely reasonable in another location may be viewed as excessively harsh. This problem highlights the fact that no single measure can solve the problem of youth impaired driving. Legislation is important but, by itself, insufficient; it often must be combined with community education to make people aware of the seriousness of impaired driving violations.

When laws are perceived as unfair and the penalties excessively harsh, three problems may arise: 1) police may not enforce the law; 2) judges may not sentence offenders; and 3) youths may be alienated and rebel against the law. Testifiers related examples of each problem.

The failure of police to enforce the law was cited commonly as a problem. In Iowa, for instance, legislation has increased the punishments for DWI offenses in recent years, and this has resulted in an enforcement problem. According to Kay Chopard, "Officers are hesitant to take in a juvenile whom they fear will be treated harshly." Viewing adolescent drinking as a part of growing up and not sufficient reason to saddle youths with a criminal record, Iowa police reportedly are reluctant to arrest youths for drinking and driving violations.

A similar problem may arise with judges who resist sentencing offenders to what they consider unfair punishments. Sergeant Ken Taylor, a Tennessee sheriff, described how the unwillingness of judges to sentence offenders hampered his county's efforts to stop convenience stores from selling alcohol to underage youth. Despite an undercover operation that was successful in catching clerks selling beer to youth, the sheriff's office encountered trouble obtaining convictions. As Taylor explained, "the reason we were having trouble getting the convictions was be-

cause of the severity of Tennessee's law. If a person is convicted of selling alcohol to a minor, then he is prohibited from working in a place that sells alcohol for 10 years. The judges looked at that as a little strong. So they would pass a case for six months and render judgment at the end of six months. And most of the time they dismissed the cases if the person had not been involved in another offense of this nature."

Judges and law enforcement officials are not the only ones whose actions are compromised by the enactment of laws perceived as unfair. Youth may also react negatively to the perception of unfairness. Dr. Hawkins of the Center for Social Research at the University of Washington expressed concern at the effect that disproportionate penalties may have on the behavior of youth. "We have to be careful," he said, "that our efforts to develop sanctions and punishment-oriented strategies do not create another generation of outsiders. It does not require a driver's license to drink and drive. Withholding a driver's license alone will not prevent drinking and driving." Concluding his comments with a warning that harsh penalties may only produce a youth subculture that defies the law, Hawkins urged legislators to consider strategies that emphasize rewards for responsible behavior rather than punishments for violations.

When punishments are necessary, William Hayes of the New Jersey Office of Highway Safety offered a word of advice: "The advice that New Jersey would offer would be to keep your laws simple, keep them at a level where you really intend to assess the penalty. Don't have penalties in there that say you go to jail for two years if nobody really goes to jail for two years." Such penalties have a two-fold negative effect: first, they may undermine the enforcement of a legitimately needed law; and second, they may give the appearance that progress is occurring when in fact nothing is really been done to reduce the frequency of youth-impaired driving.

While laws undermine their own effectiveness when the penalties appear too harsh, they achieve equally little when the penalties are too weak. For example, when the Iowa legislature raised the minimum drinking age to 21, it made the sale of alcohol to 19 and 20 year olds a misdemeanor, punishable only by a fine. Since Iowa establishments know that they cannot be punished by a jail sentence or by the revocation of their liquor license, they continue to serve 19 and 20 year olds with impunity, according to testifiers, and have merely raised their cover charges to pay for the fines they might incur.

Examples such as this led a number of testifiers to call for increased severity of sanctions for establishments that engage in a regular practice of selling alcohol to underage youth. These sanctions, they asserted, must include the threat of losing their liquor license for repeated violations.

### **Eliminating Encumbrances to Law Enforcement**

The second guideline testifiers offered expressed the conviction that laws should not confound or frustrate law enforcement officers in the pursuit of their duty. In framing legislation, lawmakers must make it as simple as possible for police to arrest and detain youths, while still protecting the rights of young people. The impetus for this recommendation arose from complaints about legislation that has complicated enforcement. Several states, for instance, require that juveniles and adults be detained in separate facilities and not merely in segregated areas at the same facility. This provision, testifiers noted, has deterred the arrest of youth for "minor" offenses like impaired driving, particularly in rural areas that may be a long distance from the nearest juvenile detention center. Similarly, laws such as the Texas "Open Container" Law requiring officers to witness the consumption of alcohol by a driver in order to make an arrest increase the difficulty of the officer's task and reduce the likelihood of an arrest. Finally, the complexity of juvenile court proceedings and the demand that such proceedings often make upon an arresting officer's time were said to deter police from arresting youth for impaired driving violations.

### **Consistent Law**

The third guideline that testifiers emphasized was the need for laws to complement and reinforce one another. In several states, older laws need to be amended to reflect more recent legislation. Wisconsin's "Not a Drop" Law, for example, establishes a zero BAC level for drivers under age 19. With a minimum drinking age of 21, however, the "Not A Drop" Law appears inconsistent. If drinking is illegal for 19 and 20 year olds, why shouldn't a 19 or 20 year old who is caught driving impaired be subject to the same penalties as an 18 year old? Similar inconsistencies plague drinking and driving laws in other states. In Iowa, when the drinking age was 18, the license of an underage DWI offender could be revoked until the offender reached the

legal drinking age. When the minimum drinking age was raised to 19, licenses of underage DWI offenders were revoked until the offender reached his or her 19th birthday. With the enactment of legislation raising the drinking age to 21, however, the age of revocation was lowered rather than raised, so that the license of an underage offender could be reinstated at age 18 rather than 21. Inconsistencies such as this, intentional or otherwise, obviously weaken the effect of the law and send a conflicting message to youth about the seriousness of the offense.

### **The Unique Nature of Youth Impaired Driving**

The fourth and final guideline that testifiers offered concerned the need for legislation that deals specifically with the problem of youth impaired driving. Throughout the hearings, testifiers declared that impaired driving legislation must discriminate between youth and adults. All too often, legislation is framed with the adult driver in mind and is consequently inapplicable for youths. For example, in Iowa, drivers arrested with a BAC level in excess of .20 are required to obtain substance abuse evalua-

tion. By the time youths reach a .20 BAC level, however, they are often incapacitated. Due to their lower alcohol tolerance, juveniles may have a serious dependency problem and require treatment even though they never exhibit a .20 BAC level. Therefore, the BAC level at which youth are sent for evaluation ought to be lower than the level established for adults.

The need for legislation to distinguish between youth and adults raises a theme that emerged as the hearings progressed. In many ways, youth impaired driving is a separate issue from adult drunk driving. The difference lies in both the problem and the solution. The problem is different in that the circumstances in which youth drink and drive differ from the circumstances of adult violators. As testifiers noted, youth exhibit a decided proclivity to risk-taking behavior; they are less experienced drivers; and they are highly sensitive to peer pressure. Differences in circumstances demand different solutions. Provisional licenses for youth under 21, lower BAC levels, and differing license sanctions are among the areas where legislation is needed to reduce the incidence of drinking and driving by youth.

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## COMMISSION RECOMMENDATIONS

### Legislation

The following legislative measures should be enacted to deter impaired driving by youth:

- \* For youth under the legal drinking age, impairment should be defined as any blood alcohol level above 0.0 BAC.
  - \* Administrative per se license suspensions should be statutorily permitted.
  - \* Open container laws should be promulgated.
  - \* Strict sanctions should exist for the sale or transfer of alcoholic beverages to youths under the legal drinking age.
  - \* The manufacture of fraudulent driving licenses should be prohibited and punished severely.
  - \* In the absence of administrative action by the appropriate state agencies, state legislatures should consider legislation in the following areas:
    - 1) mandatory classroom instruction on alcohol use, other drug use, and impaired driving for grades K-12 together with curriculum guidelines for each grade level
    - 2) insurance rebates for drivers who take an approved driving risk reduction course and have a clean driving record
    - 3) mandatory component on alcohol use and impaired driving in driver education courses.
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## **GENERAL RECOMMENDATIONS**

- \* In the absence of alcohol industry action, legislation should be enacted to regulate alcohol beverage advertising. Repeatedly, testifiers at the hearings voiced concern about its detrimental influence on young people; and with near unanimity, the youths themselves declared that advertising encourages adolescents to drink.
  - \* Education programs directed at youth impaired driving should stress the importance of wearing safety belts.
  - \* Everyone involved in the effort to eliminate youth impaired driving must recognize that a continuous need exists to evaluate the effectiveness of all programs and activities, including a determination of what works, what does not work, and what can be replicated.
  - \* Communities must recognize that youth impaired driving is a distinct problem, demanding specific strategies that go beyond the existing measure in place for the drunk driving problem.
-

## **CONCLUSION**

While this concludes the recommendations that came out of the hearings, the Report does not presume to respond to every problem that might be associated with youthful impaired driving. In fact, many more recommendations could have been included, but those offered should be regarded as priorities for prompt action. A word of caution, however - the listening to, the recording of, and the making of recommendations for youthful impaired driving, is but a beginning.

This Report can serve as a focus for communities to see what has been done and what yet needs to be done to ensure the well-being of our young people. As they are identified as a population at risk on our highways, especially when impaired, we must recognize that the American people, in both the public and private sectors, must respond with a responsible plan of action. The testimony of the young people at all the hearing sites demanded adult concern, correction and above all, love. Such candor surely deserves a community commitment to remedy the problem. The youth impaired driving model which was used as the basis for this Report is the National Commission's prescription for the health and safety of American youth.

# **APPENDIX I**

## **DIRECTORY OF YOUTH PROGRAMS**

## PROGRAMS

The following list consists of programs discussed by testifiers at the five hearings. The programs are listed alphabetically according to the hearing site at which they were mentioned. The descriptions are those given by testifiers.

### CHICAGO

*AL-CO-HOL*—a classroom alcohol education program for junior high school students developed by the American Automobile Association.

*Alcohol and the Driving Task*—a course sponsored by the American Automobile Association for college students who are preparing for teacher training.

*Boy Scouts of America Explorers Division*—sponsors safe rides programs.

*Come of Age*—a program developed by Southland Corporation that was distributed to 40,000 junior high schools around the country to encourage youth not to drink while underage.

*Comprehensive Awareness Program (CAP)*—a 15 hour court-run program in Toledo, Ohio, for juveniles convicted of alcohol-related offenses. The program assesses the offender's level of alcohol involvement and employs police officers, health professionals and youth testifiers to instruct participants and their families about the problem of underage drinking and impaired driving.

*Comprehensive Chemical Abuse Reduction through Educational Services (CARES)*—a county-wide program in Lucas County (Toledo), Ohio, which utilizes a multi-disciplinary approach to combat substance abuse by youth.

*Drug Abuse Resistance Education (DARE)*—a cooperative law enforcement and education effort developed by the Los Angeles Police Department in which police officers teach classes and give presentations in elementary schools on drug abuse.

*Harm's Way*—a prevention program that includes a film presentation on spinal cord injuries and presentations from paraplegics who were paralyzed in motor vehicle crashes involving alcohol.

*Illinois Alcoholism and Drug Dependence Association: Illinois Teenage Institute on Substance Abuse*—a 6-day live-in experience to provide teens an opportunity to learn positive life-skills and enhance positive approaches to changing drinking and drug-related attitudes and behavior of their peers.

*In Touch*—a network of program coordinators who facilitate other prevention programs.

*Intervention/Crossroads*—poly-drug residential treatment programs for offenders age 25 and under that maintain a structured "peer family setting" and are used by the Illinois courts.

*Just Say No Foundation*—a foundation which supports drug prevention programs including Just Say No Clubs, where members gain information, skills, and support to resist peer pressure and other influences to use drugs.

*Parents Helping Parents*—a parent support group based on 'Tough Love' concept. Seeks to assist parents troubled by undesirable behavior of children.

*Operation Snowball*—a program sponsored by the Illinois Alcoholism and Drug Dependence Association in which students receive information on alcohol and drugs and are taught to become community leaders at weekend camps. High school participants in turn give talks to junior high and elementary school children at sessions known as Snowflakes.

*Outlaws*—an Iowa organization formed by teenagers who have decided not to use alcohol or drugs.

*Project Graduation*—a federal program that provides information on how to initiate, organize and generate support for alcohol and drug-free graduation parties.

*Quest International*—an educational organization based in Columbus, Ohio, that addresses a variety of problems that youth experience such as alienation, alcohol and drug use and teenage pregnancy.

*Skills for Adolescents*—developed by the Quest National Center in Columbus, Ohio, it is designed to help students, primarily those in junior high school, increase self-confidence, set personal goals and resist negative peer pressure to use alcohol.

*Starting Early*—an alcohol and traffic safety awareness program for elementary schools, grades K-6, developed by the American Automobile Association.

*State Trooper Attitudes and Responsibilities (STAR)*—a classroom program for grades K-12 employed by the Illinois State Police in which law enforcement officers discuss a six-point agenda covering substance abuse, self-esteem, making friends, decision-making skills, saying "no" and alternatives to substance abuse.

*Techniques for Effective Alcohol Management (T.E.A.M.)*—a program supported by the National Highway Traffic Safety Administration, the National Basketball Association, Major League Baseball, and other public and private organizations promoting responsible alcohol service in public assembly facilities.

*Teen Leader*—a pilot project sponsored by the Ohio Department of Public Safety that attempts to change student attitudes toward drinking and driving by providing leadership training to teams of 24 juniors and seniors in selected schools over a two-year period.

*The Clown Program*—a program in which high school students in Illinois use clowns to provide information to young children about alcohol and drugs.

*The Control Factor*—a program developed by the Minnesota chapter of the National Safety Council which uses high school students to address key issues in preventing youth from becoming involved in drinking.

*Washington Regional Alcohol Program (WRAP)*—a coalition of individuals from public agencies, private organizations and businesses in the Washington, D.C. region that sponsors seasonal media campaigns and supports legislation to strengthen impaired driving counter-measures.

## BOSTON

*Athletes Against Drunk Driving*—a program sponsored by New York state involving professional athletes who speak in high schools about the dangers of drinking and driving.

*Emergency Nurses C.A.R.E. (Cancel Alcohol Related Emergencies)*—a nationwide organization of nurses that volunteer their services to teach about the hazards of impaired driving.

*Make Up Your Mind*—a program prepared by the New York 4-H Foundation that helps middle school students understand the physiological and psychological effects of alcohol.

*No Booze the Clown*—a program in Tompkins County, New York, in which a clown speaks to fourth graders about the dangers of drinking and driving.

*Operation Last Call*—a program implemented by the Massachusetts State Police to deter licensed liquor establishments from selling beverage alcohol to underage youth.

*Price Chopper's 21-year-old Button Campaign*—provides training to employees on how to identify underage individuals and deny sales of beverage alcohol.

*Students Against Driving Drunk (SADD)*—a national organization started in Wayland High School, Massachusetts, which encourages high school chapters to promote anti-drinking driving activities and a student/parent safe rides contract.

*Staying Alive*—a program prepared by the Orange County, California, Trauma Society that provides alternative alcohol-free activities for high school students.

*Students to Offset Peer Pressure (S.T.O.P.P.)*—a student organization originating in New Hampshire that sponsors alcohol and drug-free events among other activities.

*21 Enforcement Program*—an effort underway in three New York counties in cooperation with 19 police agencies that aims to develop low-cost programs to deter alcohol consumption by underage youth.

*You're Looking Younger Every Day*—a program sponsored by Atlantic Refining and Marketing for its "A Plus" Stores that trains employees to require proof of age for all alcohol purchases by young adults. Customers under 30 who are not asked for proof are given \$1 coupons.

## SEATTLE

*Children of Alcoholics*—a statewide program in Idaho sponsored by the Office of Highway Safety that attempts to reach those youth who are at especially high risk of drinking and driving.

*Chemical People Institute*—an organization that promotes awareness, understanding and action concerning alcohol and other drug problems through the promotion of community task forces.

*Dram-edy*—an Alaskan version of the "Friday Night Live" program developed by the Alaska Council on the Prevention of Alcohol and Drug Abuse that uses a mixture of comedy and drama to teach safety messages and refusal skills through student theater.

*DWI Victims Panel*—a panel composed of five people whose lives have been affected by an impaired driving crash. The program is designed to provide convicted DWI offenders with a personal perspective on the agony inflicted upon victims by drunk drivers. The panel also speaks to driver education classes and military base personnel.

*Friday Night Live*—a school-based prevention program implemented in many states that uses school assemblies and refusal skills training to teach students to stop their friends from drinking and driving.

*Here's Looking at You, Two*—a comprehensive school curriculum for grades K-12, together with a teacher training program to prepare teachers to implement the curriculum in their classrooms. The curriculum focuses on providing students with facts about alcohol and other drugs and helping them to develop the self-esteem and inter-personal skills necessary to handle situations where they are confronted with the choice of using drugs.

*Here's Looking at You, 2000*—a K-12 school-based curriculum that is developed around 11 key risk factors of adolescent substance abuse and focuses on gateway drugs such as nicotine, alcohol and marijuana. It is a multimedia approach that utilizes cross-age teaching to reinforce prevention messages and is designed to teach students information and social skills, while promoting school and family bonding.

*In Harm's Way*—A school assembly program developed by the Oregon Neurological Society and nurses in the state to explain the importance of good health relating to traffic safety programs such as seat belts and drunk driving awareness campaigns.

*It's a Matter of Time*—a multimedia program developed by the Washington Traffic Safety Commission that uses young people who have been involved in motor vehicle crashes to inform youth of the dangers of impaired driving.

*Life Skills for Little People*—an educational program for elementary school children sponsored by the Alaska Highway Safety Office.

*Mainstream Youth Program*—an adolescent treatment program in Oregon that receives court-referred youth with alcohol problems.

*Natural Helpers*—a program that uses a school-wide survey to identify students and staff members who are trusted by students. Natural Helpers receive training in listening, decision-making and referral skills so that they can assist students with problems such as drug use. The program was developed as a way of helping adolescents deal with problems by utilizing the peer network existing in their environment.

*Oregon Student Safety On the Move (OSSOM)*—a youth traffic safety organization that sponsors peer education programs, provides alternative activities to drug and alcohol use, and encourages the practice of safe driving habits.

*OSSOM Pipeline*—a preventative peer education program for grades K-12 that trains high school and middle school students to provide classroom instruction to younger students on highway safety issues.

*Pros for Kids*—a program that brings professional athletes into schools to talk to students about issues such as impaired driving.

*Reducing Adolescent Drinking and Driving (RADD)*—a high school-based intervention project devised by the Division of Adolescent Medicine at the University of Washington that aims to reduce automobile crashes by implementing within high school drivers' training classes, a "pre-driving" curriculum on drinking and driving. The project uses an assessment package to identify those students at highest risk and entails specialized programming for high-risk students.

*Road to Winning*—a program developed by NHTSA and currently used in the states of Alaska, Idaho, Oregon and Washington that is designed to create an awareness among high school students of the dangers of alcohol and other drugs. The program uses college and professional athletes to promote highway safety.

*Safe Rides*—a program in several Washington counties (including Whatcom County) that provides a confidential service for youth who need a ride home after they have been drinking.

*Sober Graduation*—a California program which, like Project Graduation, offers alcohol-free events at graduation time.

*Stop Auto Fatalities Through Youth Efforts (SAFTYE)*—funded and coordinated by the Washington Traffic Safety Commission, SAFTYE is designed to encourage school and community projects that deal with alcohol and drug abuse and safety belt use by teenage drivers. SAFTYE networks with other high school clubs and conducts workshops, holds an annual conference, sponsors a spring Youth Week, and gives awards to outstanding member clubs.

*Stop the Drinking Driver Project*—an Alaska program that trains students to refuse to drink and drive and to stop a friend from driving impaired. The program begins with a school-wide assembly conducted by students and employs role-playing techniques to teach students how to resist peer pressure.

*Students Offering Better Evening Recreation (SOBER)*—a student-run program in Oregon that provides youth with drug-free alternatives for weekend entertainment to help combat teen drinking and driving.

*Washington Teen Institute*—an organization that promotes peer instruction and trains high school students to talk to children in lower grades about alcohol and drug use.

## ATLANTA

*Alternatives*—an annual conference conducted by the Virginia Alcohol Beverage Control Board for colleges and institutions of higher learning in the state to discuss the problem of underage campus drinking and share ideas for dealing with it.

*Arrive Alive Georgia*—a program designed to increase the awareness of high school students by sponsoring presentations by convicted DWI offenders and asking youth to sign a pledge stating that they will not drink, use drugs or ride with a drunken driver.

*Commonwealth Alliance for Drug Rehabilitation and Education (CADRE)*—a Virginia alliance of state level agencies, chaired by the state attorney general, that has sought the support of the business community in promoting a comprehensive program against youth impaired driving.

*Faces*—a Mississippi program that uses a small group format to teach youth to develop a positive self-image.

*Project Think*—a pilot program implemented in the 16 colleges of the South Carolina Technical College system that involves activities designed to reduce underage campus drinking and impaired driving among college students.

*School Intervention Program (ScIP)*—a South Carolina program that operates through the combined efforts of the states' network of county alcohol and drug abuse programs, the local school districts, and the South Carolina Commission on Alcoholism and Drug Abuse in an effort to prevent or reduce the inappropriate use of alcohol and other drugs among students.

*Students Staying Straight*—an organization of high school students in Hamilton County, Tennessee, who contract with themselves to stay straight, and promote activities to encourage other students who exhibit problems with alcohol or other drugs to stay straight.

## FORT WORTH

*Alcohol Drug Abuse Really Destroys You (AARDY)*—AARDY's Army is a prevention program sponsored by MADD that targets elementary school students.

*Fort Worth Challenge*—an organization formed to reduce the harmful effects of substance abuse in Tarrant County, Texas.

*Free For Life*—a refusal skills development program developed by MADD and Lifetime Learning Systems which targets junior high age youth and helps them to recognize and deal with peer pressure.

*Metroplex Project Graduation*—an alcohol and drug-free high school graduation event attended by 15,000 students that occurs at a Texas amusement park and includes a contest which awards prizes to the best alcohol or drug-related project devised over the past year by a high school in the region.

*Mothers Against Drunk Driving (MADD)*—a national organization with over 400 local chapters dedicated to establishing the public conviction that drunk driving is unacceptable and criminal in order to promote public policies, programs and personal accountability.

*None for the Road Parties*—a program sponsored by Bally's Aladdin's Castle in which Bally's makes their video entertainment stores available to groups like MADD and SADD for alcohol-free parties on holidays when youth frequently drink.

*Oklahoma Challenge*—a program sponsored by the Oklahoma Highway Safety Office that uses one-day regional workshops and videotapes to develop youth leaders and train them to conduct activities in their schools and communities.

*Project Celebration*—an expanded version of Project Graduation that offers alcohol and drug-free events for high school students throughout the year in Texas.

*Students Working All Together (SWAT)*—an alcohol/drug prevention support group for high school students in Hurst, Euless and Bedford, Texas.

*Tarrant County DWI Task Force*—a regional task force composed of representatives from law enforcement agencies, criminal justice and community organizations in Tarrant County, Texas.

*Teen Court*—a court composed of young people who serve as attorneys, bailiffs, and jurors. Only the judge is an adult. The court adjudicates youth age 10 to 16 who are arrested for class C driving offenses and enables young people to judge their peers' behavior.

*Texans' War on Drugs*—a statewide illegal drug use prevention organization that encourages each community to address its drug problem through education programs targeting youth, parents, schools and other community influences.

*Texas Youth in Action*—the youth component of Texans' War on Drugs. It promotes the philosophy of youth reaching youth to develop positive peer influence. It works with young people across the state to educate peers on the danger of alcohol and other drug use and the value of a drug-free lifestyle.

*Texas Youth in Action leadership camp*—a summer camp involving workshops and activities designed to promote an exchange of ideas and assist high school students in organizing anti-impaired driving programs in their schools.

*Young Oklahoman Drinking and Driving Alternative Programs (YODDAP)*—a program of the Oklahoma Highway Safety Office that offers a course for youth who are stopped for drinking and driving. The course is designed as an alternative in sentencing.

## **APPENDIX II**

**II.1 Advisory Committee**

**II.2 Report Writing Committee**

**II.3 Chicago Hearing: Panelists and Presentors**

**II.4 Boston Hearing: Panelists and Presentors**

**II.5 Seattle Hearing: Panelists and Presentors**

**II.6 Atlanta Hearing: Panelists and Presentors**

**II.7 Fort Worth Hearing: Panelists and Presentors**

## ADVISORY COMMITTEE

David Anderson  
Arlington, Virginia

Elaine Bratic Arkin  
North Arlington, Virginia

Rory Benson  
National Association of Broadcasters  
Washington, D.C.

Dr. William Butynski  
National Association of State Alcohol  
and Drug Abuse Directors  
(NASADAD)  
Washington, D.C.

Jude Cashman  
National Association of State Boards of  
Education  
Washington, D.C.

Robert Denniston  
Office of Substance Abuse Prevention  
Rockville, Maryland

Karen Dodge  
National Highway Traffic Safety  
Administration  
Washington, D.C.

Donna Feeley  
American Red Cross  
Washington, D.C.

Carol Giannini  
Substance Abuse Coordinator,  
Montgomery County  
Rockville, Maryland

Allen Goldhamer  
Allstate Insurance Company  
Northbrook, Illinois

John J. Grant  
National Commission Against Drunk  
Driving  
Washington, D.C.

Susan Herbel  
National Highway Traffic Safety  
Administration  
Lithicum, Maryland

Francis A. Ianni  
Delaware Office of Highway Safety  
Dover, Delaware

Ralph J. Jackson  
Allstate Insurance Company  
Northbrook, Illinois

Francis C. Kenel  
American Automobile Association  
Falls Church, Virginia

James Nichols  
National Highway Traffic Safety  
Administration  
Washington, D.C.

Jim Onder  
National Highway Traffic Safety  
Administration  
Washington, D.C.

George Reagle  
Associate Administrator National  
Highway Traffic Safety  
Administration  
Washington, D.C.

Virginia Roach  
National Association of State Boards of  
Education  
Washington, D.C.

James Ryan  
National Highway Traffic Safety  
Administration  
Cambridge, Massachusetts

Edward S. Sands  
National Commission Against Drunk  
Driving  
Washington, D.C.

Judith L. Stone  
National Assn. of Governors' Highway  
Safety Representatives  
Washington, D.C.

Judge Roy B. Willett  
Roanoke City Courthouse  
Roanoke, Virginia

James Wright  
National Highway Traffic Safety  
Administration  
Washington, D.C.

## REPORT WRITING COMMITTEE

David Anderson  
David N. Bragdon - Editor\*  
Allen Goldhamer  
John J. Grant  
Michelle Monroe-Glenn  
James Wright

\* David Bragdon reviewed all the written and oral testimony; studied the full transcripts of the five hearings; prepared the preliminary draft; and edited the final copy.

CHICAGO, IL—October 27,  
1987

## PANELISTS

V.J. Adduci, Chairman  
National Commission Against Drunk  
Driving  
Washington, D.C.

Debra Camren  
Youth Panelist  
Charleston, Illinois

\*Jim Edgar  
Secretary of State  
Springfield, Illinois

Jordan Kagan  
Youth Panelist  
Skokie, Illinois

James S. Kemper, Jr., Corporate  
Consultant  
Kemper Group Companies  
Skokie, Illinois

Margot Klimczak  
Youth Panelist  
Lake Forest, Illinois

George Reagle, Associate Administrator  
National Highway Traffic Safety  
Administration  
Washington, D.C.

Melvin Smith, Director - Div. of Traffic  
Safety  
Illinois State Department of  
Transportation  
Springfield, Illinois

Lawrence H. Williford, Vice Chairman-  
NCADD  
V.P.-Corporate Relations, Allstate  
Insurance Company  
Northbrook, Illinois

## PRESENTORS

Charles Atkin, Professor  
Department of Communications  
Michigan State University

Kay Chopard  
Prosecuting Attorney's Council  
Des Moines, Iowa

Deputy William M. Denihan  
Director, Department of Highway  
Safety  
Columbus, Ohio

Judge Andy Devine  
Lucas County Court of Common Pleas  
Juvenile Division  
Toledo, Ohio

Jerome England  
Youth Presenter  
Sparta, Tennessee

Judge Christopher Foley  
Children's Court - Branch 14  
Milwaukee, Wisconsin

Susan Holbrook  
Youth Presenter  
Belleville, Illinois

Judge Anthony Montelione  
Presiding Justice - Circuit Court  
Chicago, Illinois

William O'Sullivan, Superintendent of  
Troopers  
Department of State Police  
Springfield, Illinois

Rosemary Parker  
Southland Corporation  
Alexandria, Virginia

Angie Stanfield  
Youth Presenter  
Grant Park, Illinois

Rita Weiss  
American Automobile Association  
Falls Church, Virginia

### Region V NHTSA Contacts:

Richard M. Cook, Administrator

James Downey, Highway Safety  
Specialist

**BOSTON, MA—November 17,  
1987**

### PANELISTS

V.J. Adduci, Chairman  
National Commission Against Drunk  
Driving  
Washington, D.C.

Doris Aiken, President  
Remove Intoxicated Drivers  
Schenectady, New York

John P. Giuggio, President  
The Boston Globe  
Boston, Massachusetts

Jennifer Hall  
Youth Panelist, Trinity College  
Hartford, Connecticut

James Nichols, Chief  
Alcohol Programs Division, NHTSA  
Washington, D.C.

Terrance Schiavone, Executive Director  
Governor's Highway Safety Bureau  
Boston, Massachusetts

\*John A. Volpe, Chairman Emeritus  
National Commission Against Drunk  
Driving  
Nahant, Massachusetts

### PRESENTORS

Patricia Adduci, Commissioner  
Department of Motor Vehicles  
Albany, New York

Anna Barraza  
Governor's Youth Alcohol Commission  
Providence, Rhode Island

Thomas Cullen  
Governor's Alliance Against Drugs  
Boston, Massachusetts

William Cullinane  
Students Against Driving Drunk  
Malboro, Massachusetts

Sandra Del Sesto  
Governor's Youth Alcohol Commission  
Providence, Rhode Island

Vicki Fisichelli  
STOPP Program  
Nashua, New Hampshire

Barbara Foley  
Emergency Nurses C.A.R.E.  
Westborough, Massachusetts

Albert Godfrey  
Maine Highway Safety Commission  
Winthrop, Maine

Michelle Haas  
STOPP Program  
Nashua, New Hampshire

William Hayes, Director  
Office of Highway Safety  
Trenton, New Jersey

George McCarthy  
Alcohol Beverage Control Commission  
Boston, Massachusetts

Martha O'Connor, Chair  
State Board of Education  
Brattleboro, Vermont

Diane Rogers  
Governor's Youth Alcohol Commission  
Providence, Rhode Island

John Rossi  
Youth Presenter  
Framingham, Massachusetts

Judge Phillip Trompeter  
Juvenile Justice  
Roanoke, Virginia

Dr. David Winer, Dean of Students  
Trinity College  
Hartford, Connecticut

### Region I NHTSA Contacts:

John T. Connors (Former  
Administrator Retired)

George Luciano, Administrator

James Ryan, Highway Safety Specialist

**SEATTLE, WA—February 22,  
1988**

### PANELISTS

V.J. Adduci, Chairman  
National Commission Against Drunk  
Driving  
Washington, D.C.

Gil W. Bellamy, Administrator  
Oregon Traffic Safety Commission  
Salem, Oregon

\*Michael D. Bradbury, Esq.  
District Attorney  
Ventura, California

Niki King  
Youth Panelist  
Hood River, Oregon

Samuel C. McCullum, Director  
Washington Traffic Safety Commission  
Olympia, Washington

Jerome J. Mitchell  
Youth Panelist  
Portland, Oregon

Karen Olsen  
Youth Panelist  
Shelton, Washington

William Scott, Director  
Office of Alcohol and State Programs,  
NHTSA  
Washington, D.C.

Lawrence H. Williford, Vice Chairman  
- NCADD  
V.P. Corporate Relations, Allstate  
Insurance Company  
Northbrook, Illinois

### PRESENTORS

Shirley Anderson  
Snohomish County MADD  
Rothell, Washington

Peter Brissing, Project Director  
Div. of Adolescent Medicine  
University of Washington at Seattle

Lin Carlson, Drug/Alcohol Coordinator  
Seattle Public Schools  
Seattle, Washington

Brian Cooper  
Curtis High School  
Tacoma, Washington

Crystal Dodds  
Youth Presenter  
Seattle, Washington

Tom Franey  
Youth Presenter  
Portland, Oregon

Megan Gleason  
Washington Middle School  
Seattle, Washington

Dr. David Hawkins  
School of Social Science  
University of Washington at Seattle

Norma Jaeger, Project Director  
Multnomah County DWI Coordinator  
Portland, Oregon

Debra Jarvis  
Oregon Students for Safety on the  
Move  
Corvallis, Oregon

Jennifer Juckett  
"ROAD TO WINNING" Program  
Everett, Washington

T. Michael Lewis, Program Director  
Highway Safety Planning Agency  
Jeneau, Alaska

Maurita Mader  
Youth Presenter  
Seattle, Washington

Rod Monroe  
State Senator  
Portland, Oregon

Susan Montgomery  
Mainstream Youth Program -  
Multnomah County  
Portland, Oregon

David Moore  
Olympic Counseling  
Gig Harbor, Washington

Tom Murphy  
Mainstream Youth Program -  
Multnomah County  
Portland, Oregon

Renee Nibler  
SAFTYE, Youth Program Manager  
Olympia, Washington

Peter Nunnenkamp, Driver Safety  
Manager  
Division of Motor Vehicles  
Salem, Oregon

Julie Peterson, Deputy Director  
Washington Traffic Safety Commission  
Olympia, Washington

Tarrol Peterson  
Youth Presenter  
Ellensburg, Washington

Pat Raino, Acting Program Manager  
Idaho Department of Transportation  
Boise, Idaho

Clay Roberts  
Roberts, Fitzmahon Associates  
Seattle, Washington

James E. Smith, Commissioner  
California Highway Patrol  
Sacramento, California

Wes Smith  
Greater Albany Public Schools  
Albany, Oregon

Tony Snyder  
Youth Presenter  
Portland, Oregon

John Strickler  
Washington Middle School  
Seattle, Washington

Bruce Strothers  
Youth Presenter  
Seattle, Washington

Major Lynden W. Woodmansee  
Washington State Patrol  
Olympia, Washington

Bruce Yates, Youth Alcohol  
Coordinator  
Prevention of Alcoholism and Drug  
Abuse  
Anchorage, Alaska

### Region X NHTSA Contacts:

Curtis A. Winston, Administrator  
Michael Baldwin, Highway Safety  
Specialist

**ATLANTA, GA—March 3, 1988**

### PANELISTS

V.J. Adduci, Chairman  
National Commission Against Drunk  
Driving  
Washington, D.C.

Cecil Alexander  
Committee to Combat Drugged and  
Drunken Driving  
Atlanta, Georgia

Beverly Campbell, Director of Public  
Communication  
The Church of Jesus Christ of Latter  
Day Saints  
Washington, D.C.

Thomas Enright, Regional  
Administrator  
National Highway Traffic Safety  
Administration  
Atlanta, Georgia

\*Robert Kirk, Professor - Health &  
Safety  
University of Tennessee  
Knoxville, Tennessee

Dan Latham  
Youth Panelist  
Ridgeland, Mississippi

Minuard C. McGuire, Director  
Office of Highway Safety  
Atlanta, Georgia

Edward L. Morgan, Asst. V.P.  
Corporate Relations  
Allstate Insurance Company  
Northbrook, Illinois

### PRESENTORS

Vincent M. Burgess  
Transportation Safety Administrator,  
DMV  
Richmond, Virginia

Gloria Busch-Johnson, Dean of Student  
Services  
Aiken Technical College  
Aiken, South Carolina

Larry M. Ellis, Coordinator  
Governor's Highway Safety Program  
Nashville, Tennessee

Richard Gallaspie  
Youth Presenter  
Crawfordville, Georgia

Alison Gentry  
Youth Presenter  
Atlanta, Georgia

John Harris, Director  
Bureau of Law Enforcement  
Tallahassee, Florida

Angie Howington  
Youth Presenter  
Jefferson, Georgia

Representative Jerry D. Jackson  
Chairman - House Motor Vehicle  
Committee  
Atlanta, Georgia

John Lacey  
Highway Safety Research Center  
University of North Carolina at Chapel  
Hill

Jack L. Mathis, Founder and Chairman  
Arrive Alive  
Decatur, Georgia

William J. McCord, Director  
SC Commission on Alcohol & Drug  
Abuse  
Columbia, South Carolina

Judge Romae T. Powell, President  
National Council of Juvenile/Family  
Court Judges  
Atlanta, Georgia

Sergeant Ken Taylor, Commander  
DUI Task Force-Hamilton County  
Sheriff's Department  
Chattanooga, Tennessee

Judge Roy B. Willett, Vice President  
National Council of Juvenile/Family  
Court Judges  
Roanoke, Virginia

Bob Wilson  
District Attorney  
Decatur, Georgia

#### Region IV NHTSA Contacts:

Thomas Enright, Administrator

C.V. Rice, Highway Safety Specialist

Romell W. Cooks, Highway Safety  
Specialist

#### FT. WORTH—March 29 1988

#### PANELISTS

Beverly Campbell, Director of Public  
Communications  
The Church of Jesus Christ of Latter  
Day Saints  
Washington, D.C.

Tim Curry  
Criminal District Attorney  
Fort Worth, Texas

Allen Goldhamer, Manager-Advocacy  
Programs  
Allstate Insurance Company  
Northbrook, Illinois

John J. Grant, Program Director  
National Commission Against Drunk  
Driving  
Washington, D.C.

Keith McBurnett  
Youth Panelist  
Eules, Texas

Wayne Nash  
Youth Panelist  
Eules, Texas

\*Norma Phillips, President  
Mothers Against Drunk Driving  
Escondido, California

William Scott, Director  
Office of Alcohol and State Programs,  
NHTSA  
Washington, D.C.

Betty Theis, Executive Director  
Louisiana Highway Safety Commission  
Baton Rouge, Louisiana

#### PRESENTORS

Sgt. Esther Alvarez  
Fort Worth Police Department  
Fort Worth, Texas

Margaret Bergdoll  
Youth Presenter  
Eules, Texas

Kevin Brown, Youth Presenter  
Texans' War on Drugs/Texas Youth in  
Action  
Bedford, Texas

Cindy Burbank  
Youth Presenter  
Eules, Texas

Jimmy Evans, Youth Presenter  
Austin College  
Sherman, Texas

Brian Garner, Youth Presenter  
Students Working All Together  
Hurst, Texas

Eddie Garth, Officer  
Arlington Police Department  
Arlington, Texas

Mekecia Hadi, Youth Presenter  
Texans' War on Drugs/Texas Youth in  
Action  
Bedford, Texas

Roy Hale, Coordinator of Seller  
Training  
Texas Alcohol Beverage Commission  
Austin, Texas

Judge Anthony Heckemeyer  
Presiding Circuit Judge  
Benton, Missouri

Mary Ann Hughes, Special Asst.  
Attorney General  
New Mexico Department of Public  
Safety  
Santa Fe, New Mexico

Fran Hurtado, National Youth  
Program Coordinator  
Mothers Against Drunk Driving  
Hurst, Texas

Delbert Karnes  
Alcohol Program Manager  
Oklahoma City, Oklahoma

Stephanie Lauridsen, Youth Presenter  
Texans' War on Drugs/Texas Youth in  
Action  
Bedford, Texas

Monica Lopez, Youth Presenter  
Students Working All Together  
Eules, Texas

Kevin McCombs  
Youth Presenter  
Eules, Texas

Edward Muldowney  
Youth Presenter  
Bedford, Texas

Patrick O'Malley  
University of Michigan Institute for  
Social Research  
Ann Arbor, Michigan

Terry Pence  
Texas Department of Highway Public  
Transportation  
Austin, Texas

Lori Price, Youth Presenter  
Students Working All Together  
Hurst, Texas

Jim Rodriguez  
Oklahoma Governor's Highway Safety  
Rep.  
Oklahoma City, Oklahoma

Amy Saladino, Youth Presenter  
Students Working All Together  
Hurst, Texas

Carol Savage  
Tarrant County DWI Task Force  
Ft. Worth, Texas

Harold Simmons, Chairman  
Project Graduation  
Eules, Texas

Gary Trietsch  
State Department of Highways and  
Public Transportation  
Austin, Texas

Mark Whittaker, Director of Sales  
Bally's Aladdin's Castle  
Arlington, Texas

Terry Wilbanks  
Youth Presenter  
Eules, Texas

Gene Wilkins, Driver Education  
Specialist  
Texas Education Agency  
Austin, Texas

#### Region VI NHTSA Contact:

Georgia Jupinko, Administrator

Vernon L. With, Highway Safety  
Specialist

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\*Panel Chairperson at each hearing

## **APPENDIX III**

**III.1 1988 Survey on Drinking and Driving Among High School Seniors**

**III.2 Youth Fatal Crash Statistics**

1988 Survey

## Drinking and Driving Among American High School Seniors

Institute for Social Research  
The University of Michigan  
Ann Arbor, Michigan

	1982	1983	1984	1985	1986	1987
Percent Having Used Alcohol in Past 30 days:	69.7	69.4	67.2	65.9	65.3	66.4
Percent Drinking Five or More Drinks in a Row in Past Two Weeks:	40.5	40.8	38.7	36.7	36.8	37.5
Percent Driving After Drinking Alcohol:	—	—	31.2	29.0	26.8	26.6
Percent Driving After Having Five or More Drinks:	—	—	18.3	16.6	15.8	15.0
Percent Riding as Passenger After Driver Had Been Drinking Alcohol:	—	—	44.2	39.1	38.2	38.2
Percent Riding as Passenger After Driver Had Five or More Drinks:	—	25.4	21.5	21.2	21.9	
Percent of Seniors Using Seatbeltes When Driving:						
Never, Seldom	—	—	—	—	43.2	36.7
Always	—	—	—	—	25.0	33.0
Percent Reporting One or More Accidents in Past 12 Months:	22.2	22.2	22.8	24.4	25.1	25.6
Percent Having One or More Accidents After Alcohol Use in Past 12 Months:	3.3	3.0	2.8	2.7	2.2	2.5
Percent Reporting One or More Moving Violations in Past 12 Months:	24.8	27.1	26.5	27.6	30.4	31.7
Percent Cited for Moving Violation After Alcohol Use in Past 12 Months:	5.0	5.1	4.5	4.4	4.3	4.6

**Youth Fatalities and Alcohol-Related Fatalities  
1982-1988**

	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>Percent Change</u> <u>Between:</u>	
								<u>1982-</u> <u>1988</u>	<u>1987-</u> <u>1988</u>
<b><u>I. Youth (15-20) Fatalities</u></b>									
Total Fatalities	8508	7914	8101	7663	8553	8213	8281	-2.7%	0.8%
Alcohol-Related Fatalities	5380 63.2%	4747 60.0%	4718 58.2%	4184 54.6%	4642 54.3%	4211 51.3%	4168 50.3%	-22.5% -20.4%	-1.0% -1.8%
Fatalities with .10 BAC or Greater	4123 48.5%	3617 45.7%	3487 43.0%	3048 39.8%	3271 38.2%	2891 35.2%	2889 34.9%	-29.9% -28.0%	-0.1% -0.9%
<b><u>II. Young Drivers Involved in Fatal Crashes</u></b>									
Total Drivers	10080	9547	10046	9659	10470	10193	10411	3.3%	2.1%
Alcohol-Related Fatalities	4379 43.4%	3966 41.5%	3927 39.1%	3387 35.1%	3761 35.9%	3361 33.0%	3374 32.4%	-23.0% -25.4%	0.4% -1.7%
Driver BAC .10 or Greater	3092 30.7%	2789 29.2%	2636 26.2%	2276 23.6%	2434 23.2%	2113 20.7%	2136 20.5%	-30.9% -33.1%	1.1% -1.0%
<b><u>III. Young Drivers Killed</u></b>									
Total Drivers	4526	4252	4525	4281	4658	4582	4619	2.1%	0.8%
Alcohol-Related Drivers	2501 55.3%	2270 53.4%	2294 50.7%	2000 46.7%	2210 47.4%	1943 42.4%	1973 42.7%	-21.1% -22.7%	1.5% 0.7%
Driver BAC .10 or Greater	1953 43.2%	1742 41.0%	1712 37.8%	1440 33.6%	1571 33.7%	1361 29.7%	1381 29.9%	-29.3% -30.7%	1.5% 0.7%
<b><u>IV. Youth Fatalities Involving Young Drivers</u></b>									
Total Fatalities	6723	6296	6614	6175	6966	6734	6832	1.6%	1.5%
Alcohol-Related Fatalities	3753 55.8%	3372 53.6%	3416 51.6%	2938 47.6%	3338 47.9%	2975 44.2%	2978 43.6%	-20.7% -21.9%	0.1% -1.3%
Driver BAC .10 or Greater	2763 41.1%	2483 39.4%	2403 36.3%	2041 33.1%	2248 32.3%	1936 28.7%	1935 28.3%	-30.0% -31.1%	-0.1% -1.5%

For further information or additional copies of this report contact:

National Commission Against Drunk Driving  
1140 Connecticut Avenue, N.W.  
Suite 804  
Washington, D.C. 20036

(202) 452-0130

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of Transportation

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