

Stop Repeat Drunk Drivers – Compliance Based Removal of Ignition Interlocks (and Other Best Practices)

November 29th – 1:00pm

Welcome to Today's Webinar!



Speakers



Chris Konschak

Moderator
Senior Director, Traffic Safety and
Government Relations
Responsibility.org



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Chief Executive Officer of
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Impact of Compliance-Based Removal Laws on Alcohol-Impaired Driving Recidivism

Tara Casanova Powell

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CASANOVA POWELL
— CONSULTING —



Acknowledgements

- Tara Casanova Powell and Dr. Ryan C. Smith conducted the data analysis and authored this report under contract with GHSA.
- GHSA staff provided project oversight and editorial direction and review.
- Funding provided by Consumer Safety Technology, LLC and Intoxalock Ignition Interlocks.

Background

- Impaired driving is a serious public health concern in the United States. In 2021, a total of 13,384 people were killed in alcohol-impaired-driving crashes, which accounted for 31% of all fatal crashes (NCSA, 2023).
- Compared to first-time offenders, repeat offenders are more likely to be involved in fatal motor vehicle crashes (Dickson et al., 2013).
- Recidivism studies have shown that DUI recidivism rates can be as high as 21% to 47% (Fell et al., 2009; Nochajski & Stasiewicz, 2006).

Overview

- This study examined the impact of ignition interlock device (IID) Compliance-Based Removal (CBR) laws and recidivism.
- Hypothesis - that states with a CBR requirement would have a lower recidivism rate, and greater IID compliance, than states without a similar IID CBR requirement.
- A comprehensive law review of state-level IID policies was conducted, and data were obtained from states to perform recidivism analyses.
- 2 measures of recidivism:
 - Individuals who were arrested for an additional DUI offense after IID installation.
 - IID extensions.

Methods

- Law review
 - 33 states & DC have a CBR law, extensions - specific violations, non-compliance w/IID program reqs/court order
- Outreach to SHSOs/MVAs to confirm IID/CBR laws & data
- Four states included:
 - Tennessee & Washington (CBR State)
 - Arkansas & Iowa (Non-CBR State)

Methods

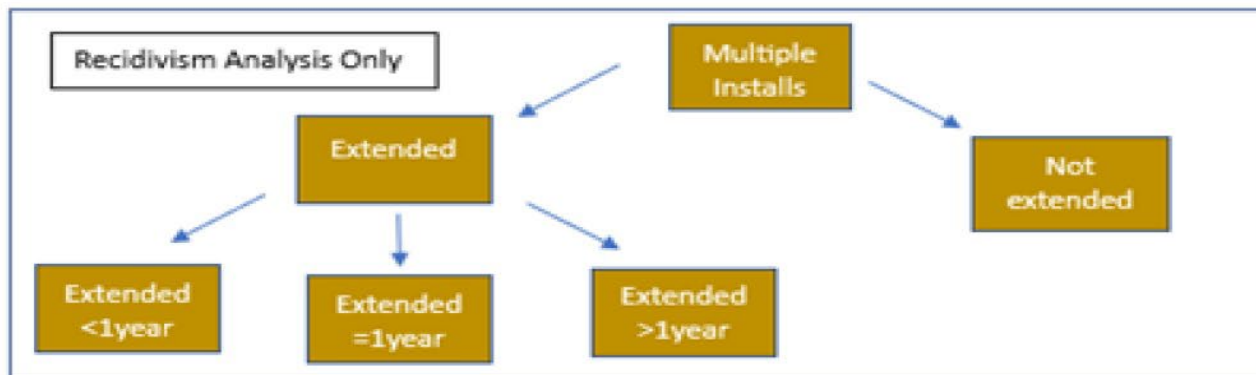
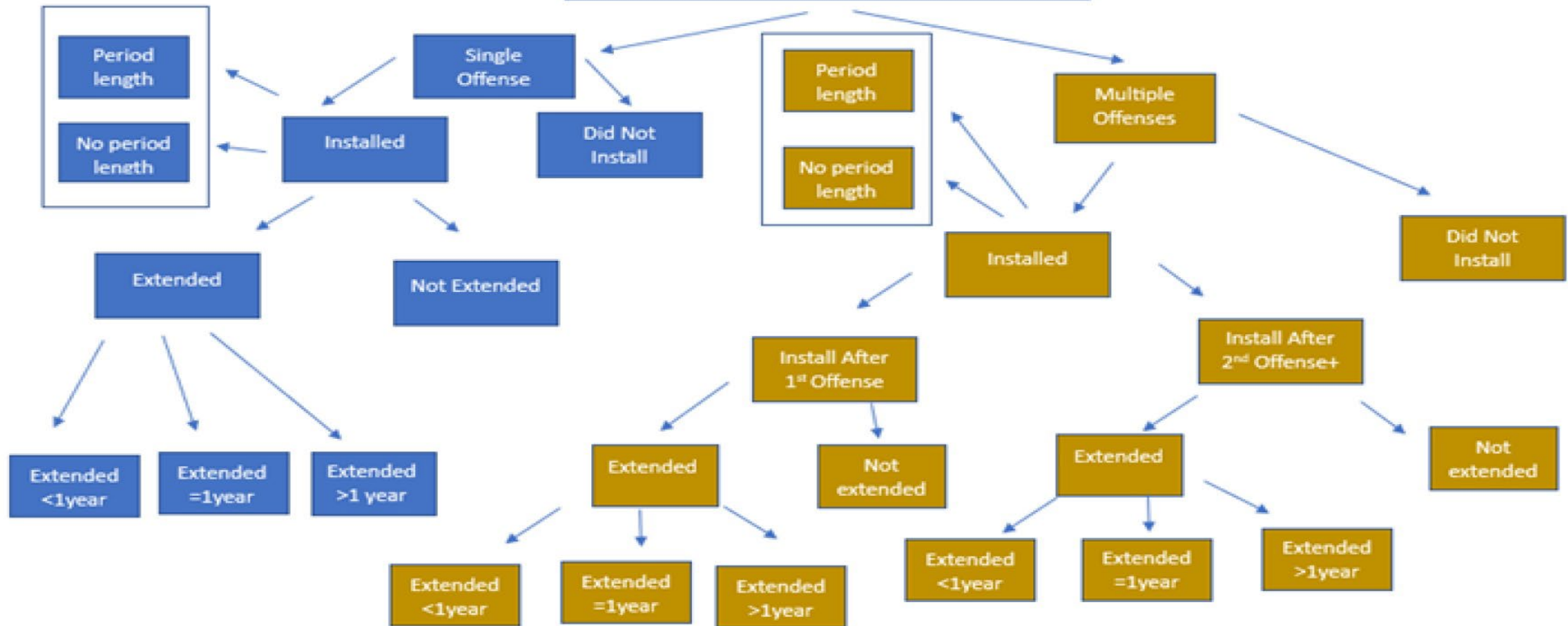
- Requested data elements:
 - Driving arrests, convictions, IID installations and removals
 - January 1, 2016, through December 31, 2019
- Descriptive statistics were calculated for each state - frequency of repeat offenses, IID compliance and to evaluate the completeness of state data.
- Confounding factors: lack of quality IID installation and removal data, the infrequency of IID installations, and the large variance in data quality and formatting across states.

Data Variables Provided by the Study States

Tennessee (CBR)	Washington (CBR)	Arkansas (Non-CBR)	Iowa (Non-CBR)
Driver License Number (DLN)	Unique Identifier	Customer Identifier	Customer Number
DUI Offense	State Jurisdiction	Arrest ID	Occurrence Date
Offense Date	Violation Type	Arrest Date	Lookup Value (Offense)
Conviction Date	Interlock Requirement Found	Interlock Duration	Interlock Device ID
Device Installation Date	Term of Requirement Days	Interlock Install	Install Date
Period Begin	IID Tolling*	Interlock Removal	Uninstall Date
Period End	Vehicle ID		
Number of Offenses	Installation Dates		
	Removal Dates		

* A toll is a pause of the interlock requirement if an offender was involved in a traffic crash, their vehicle required unforeseen repairs or becomes inoperable due to uncontrollable circumstances through no fault of the offender.

Tennessee Data Analysis Flow Chart – All Offenses



Results

- Recidivism was primarily calculated as the percentage of offenders with a subsequent offense following IID installation.
 - Tennessee and Washington (CBR States) –1.7% and 3.7%
 - Arkansas and Iowa (Non-CBR States) 5.6% and 6.0%.
- A secondary measure of recidivism re: IID duration - Percentage of individuals who recidivated based upon IID extensions.
 - Tennessee lowest recidivism rate (11.5%)
 - Washington the highest (63.1%).
 - Quality of the IID installation duration data was relatively low when compared to the offense data. For this reason, greater emphasis should be placed on the recidivism estimates that only use rearrests following an IID installation.

Recidivism Rates by State

	CBR States		Non-CBR States		
Recidivism	Tennessee	Washington	Arkansas	Iowa	Average
Recidivism ₁	1.7%	3.7%	5.6%	6.0%	4.3%
Recidivism ₂	11.5%	63.1%	41.6%	48.0%	41.1%

Note. Recidivism₁ refers to the proportion of individuals who committed a second offense after IID installation during the study period. Recidivism₂ also includes IID duration outcomes in the analysis.

Study Limitations

- Only 4 States (2 IID CBR law state versus 2 non IID CBR law state) were included as a result of availability of data.
- Data provided by the participating states required significant cleaning and had notable limitations:
 - Arrest data were not separated by level of offense (basic DUI, enhanced or aggravated DUI, high-BAC DUI, repeat DUI)
 - Various risk levels of offenders were viewed as one group or cohort within each state.
- There was a large variance in the quality of data during the mandated period of IID installation.
- Mandated extensions or simply a driver's decision to delay removal? Greater emphasis should be given to results examining re-offense after IID installation.

The Road Ahead

- Results of this study indicate that states with IID CBR laws had fewer incidences of impaired driving recidivism or rearrests.
- Provides reasonable rationale for states to consider implementing IID CBR requirements to reduce the number of impaired driving events, serious injuries and fatalities.

The Road Ahead

- This study creates an important datapoint that can be added to the extremely limited empirical knowledge about IID CBR laws and their relationship to impaired driving recidivism.
- This study is a crucial first step in understanding the potential value of IID CBR laws.
- Although lower rates of alcohol-impaired recidivism were observed in the two states with IID CBR requirements, additional research is warranted.

Questions

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American Association of
Motor Vehicle Administrators

AAMVAs Ignition Interlock Program Best Practices, Edition 3

Brian Ursino, AAMVA, Director, Law Enforcement Programs

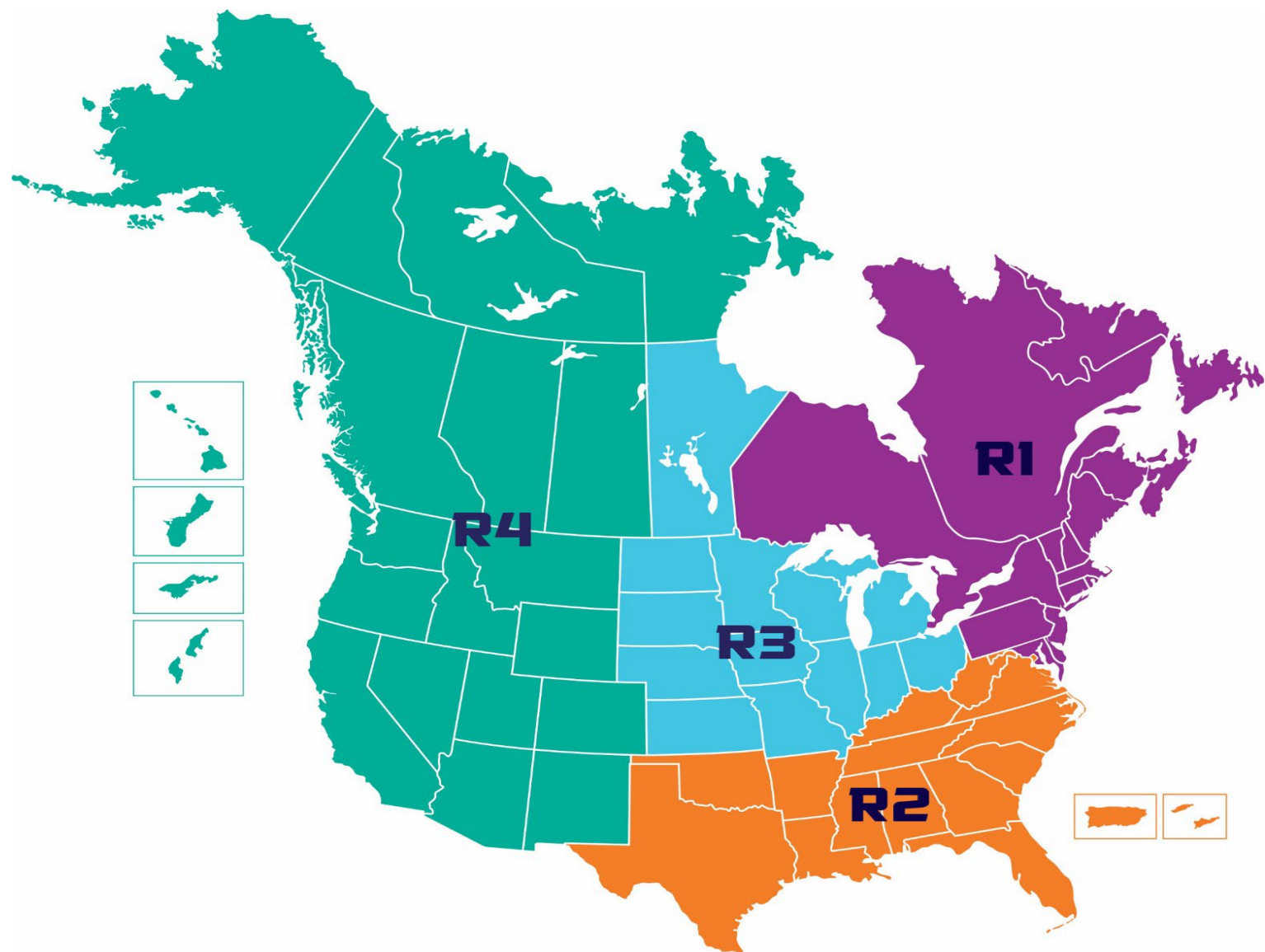
OUR VISION

Safe drivers

Safe vehicles

Secure identities

Saving lives!



- AAMVA Members include all 69 States, Provinces, and Territories in North America Representing:**
- **Driver License Issuing Authorities**
 - **Vehicle Credential Issuing Authorities**
 - **State & Provincial Law Enforcement (includes RCMP)**



Ignition Interlock Program Best Practices

In 2014, AAMVA created an Ignition Interlock Working Group.

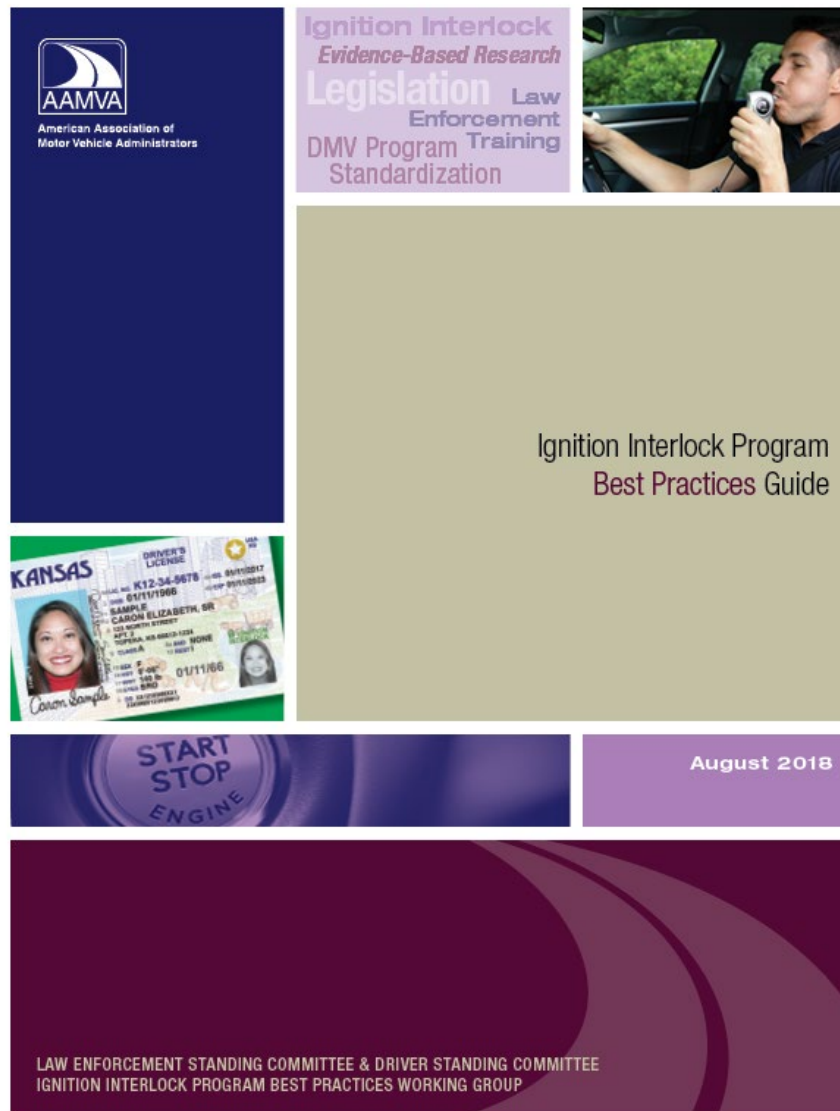
The original **Ignition Interlock Program Best Practices** document was published in **August 2015**.



American Association of
Motor Vehicle Administrators

Ignition Interlock Program Best Practices

**AAMVA published
Edition 2 in
August 2018.**

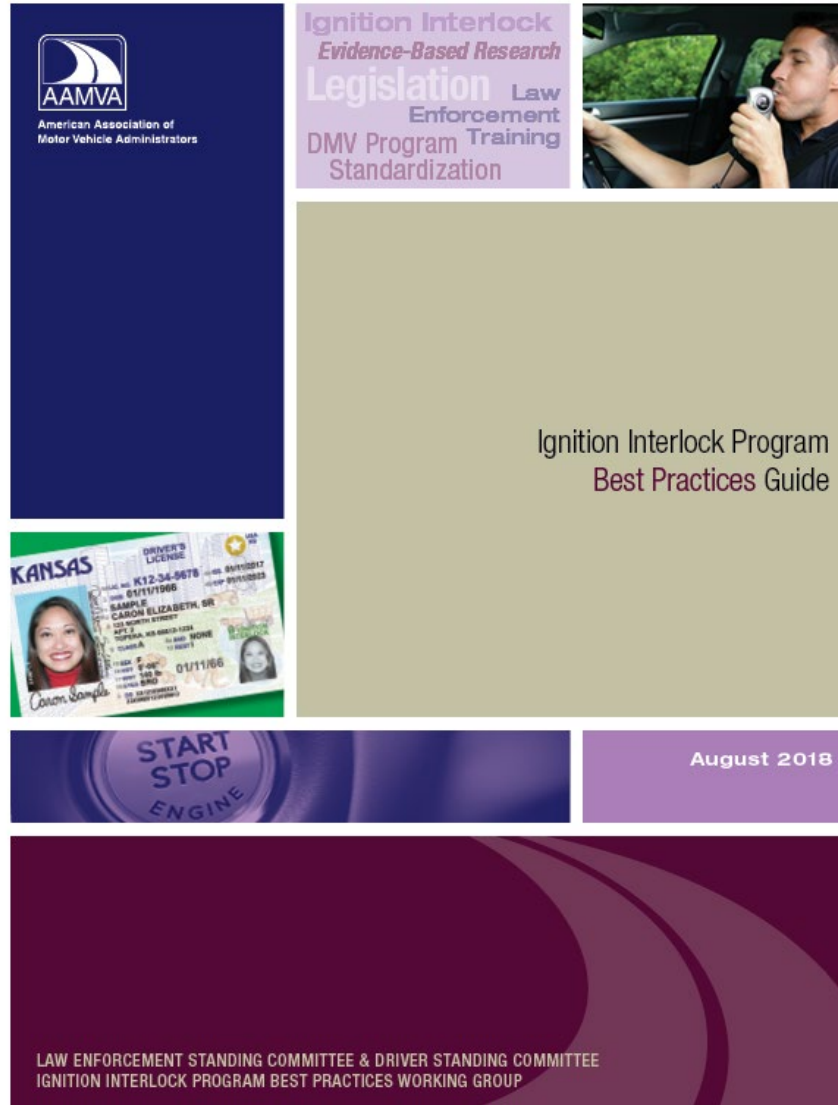




American Association of
Motor Vehicle Administrators

Ignition Interlock Program Best Practices

**AAMVA published
Edition 2 in
August 2018.**





American Association of
Motor Vehicle Administrators

Ignition Interlock Program Best Practices: Table of Contents

Table of Contents

Executive Summary

Chapter One: Breath Alcohol Ignition Interlock Device History and Background

Chapter Two: Ignition Interlock Program Types

Chapter Three: Regulatory Standards

Chapter Four: Ignition Interlock Program Architecture: Manufacturer Oversight

Chapter Five: Ignition Interlock Program Architecture: Participant Oversight

Chapter Six: Ignition Interlock Device Program Administration **NEW CHAPTER**

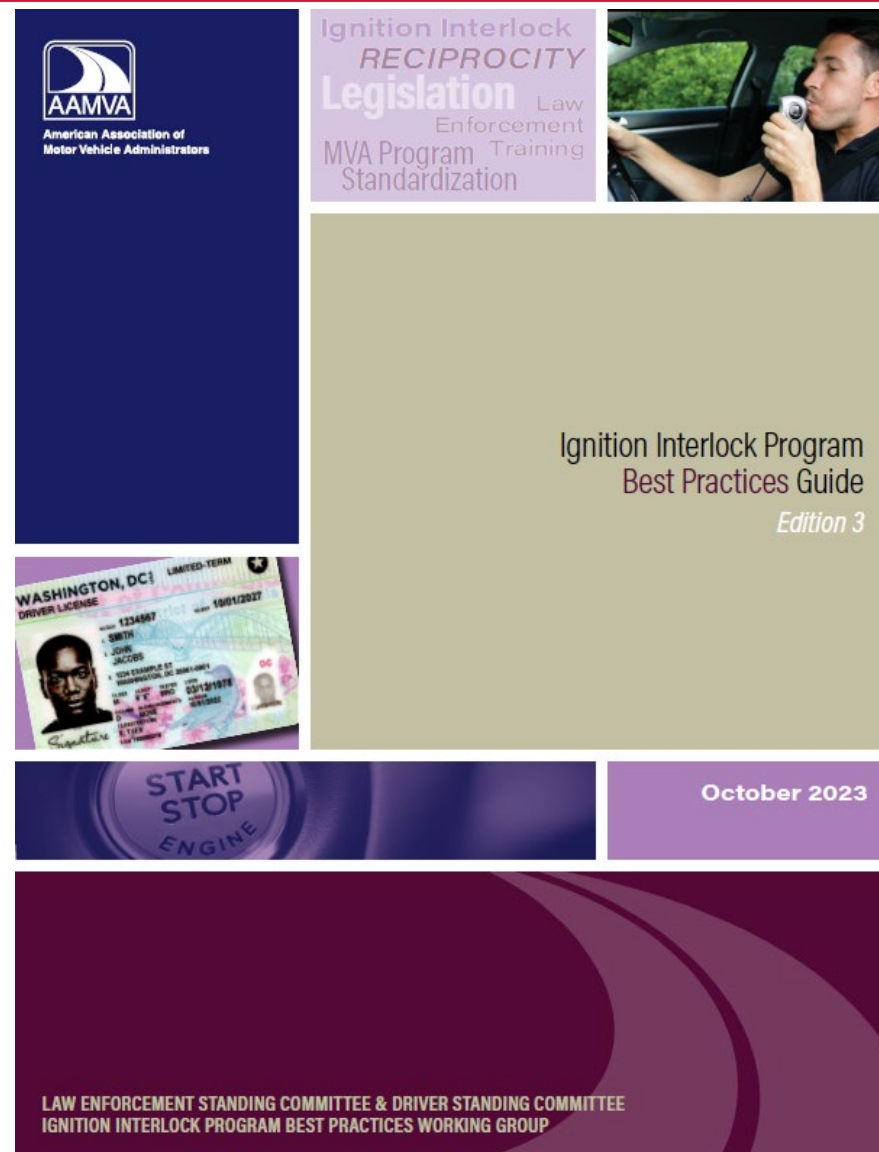
Chapter Seven: Standardized Reporting Process

**Chapter Eight: Basics for Law Enforcement Roadside Ignition Interlock Interaction
NEW CHAPTER**

Chapter Nine: Reciprocity

Chapter Ten: Outreach and Education

Appendix D: Model Ignition Interlock Program Legislation



Chapter 8

The purpose of this Chapter is to help law enforcement officers understand the basic requirements of an Ignition Interlock Device (IID) restriction and the steps necessary to investigate whether an IID violation has occurred.

The Chapter includes “**six (6) easy steps at roadside**” and guides officers on what to do if a circumvented IID is detected.

Chapter 8 includes two recommendations:

Recommendation 8.1: Jurisdictions should include IID basics as part of their impaired driver training. Jurisdictions should consider using the AAMVA law enforcement ignition interlock training video as part of their overall impaired driving basic curriculum.

Recommendation 8.2: Law enforcement training administrators should work with the jurisdiction’s ignition interlock program administrators to develop the appropriate IID curriculum.

Chapter 9

The ultimate goal of reciprocity is to allow ignition interlock participants to successfully comply with any jurisdiction's program requirements regardless of residency.

This Chapter includes recommendations that provide jurisdiction administrative processes as well as AAMVA technology system enhancements to solve current reciprocity challenges.



Model Legislation

This model bill provides for an ignition interlock requirement for a person who is [arrested, charged, convicted, or pleads guilty or *nolo contendere*] to any offense involving the operation of a motor vehicle while impaired by alcohol, drugs, or both.

Jurisdictions should benchmark their current ignition interlock law against the AAMVA model legislation to identify opportunities for improvement in their current law.



Law Enforcement Training Video:

Funded by NHTSA in 2018

Refreshed for re-release in November 2023

Approximate running time **11-minutes**

Augments (does not replace) new Chapter 8 of the best practices document. Overview of what officers should do at roadside when encountering a vehicle equipped with an ignition interlock device and drivers who may present an ignition interlock restricted license.

Law Enforcement agencies are encouraged to incorporate this video into basic impaired driving training curriculum.

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NHTSA

NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

Ignition Interlocks: Challenges and Solutions

*Tara Kelley-Baker
Chief, Impaired Driving Division
Research and Program Development*

11/29/2023



NHTSA's Support for Ignition Interlock Programs

- **Model Specifications**
- **Publications**
- **Ignition Interlock Education and Assistance**

[Ratings](#)[Recalls](#)[Risky Driving](#)[Road Safety](#)[Equipment](#)[Technology & Innovation](#)[MORE INFO ▼](#)[← DRUNK DRIVING](#)

Alcohol Measurement Devices

And Calibration Units

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MODEL SPECIFICATIONS

The National Highway Traffic Safety Administration, in its effort to reduce alcohol impaired driving, has established Model Specifications for the following alcohol testing devices:

- [Evidential Breath Alcohol Measurement Devices](#) (EBTs)
- [Screening Devices to Measure Alcohol in Bodily Fluids](#) (ASDs)
- [Calibrating Units for Breath Alcohol Testers](#) (CUs)
- Breath Alcohol Ignition Interlock Devices (BAIIDs) [2013](#) | [2015](#)

CONFORMING PRODUCTS LISTS

NHTSA also maintains a Conforming Products List (CPL) for the following devices, which have been tested and determined to be in conformance with the NHTSA Model Specifications:

- Evidential Breath Alcohol Measurement Devices (EBTs) [2012](#) | [2017](#)
- [Screening Devices to Measure Alcohol in Bodily Fluids](#) (ASDs)
- [Calibrating Units for Breath Alcohol Testers](#) (CUs)

Publications

Standard Title Page — Report on State Project				
1449				
Report No. VNC 90-811	Report Date February 1990	No. Pages 39	Type Report: Final	Project No. 19304-061-940
Period Covered: N/A			Contract No.: N/A	
Title and Subtitle Motor Vehicle Ignition Interlocks In-Vehicle Devices That Monitor Alcohol Levels of Motor Vehicle Operators			Key Words Interlocks Ignition Alcohol Driving Drunk(en) Operators	
Author(s) Cole B. Wilson and Charles B. Stok				
Performing Organization Name and Address Virginia Transportation Research Box 3817, University Station Charlottesville, Virginia 22903				
Sponsoring Agencies' Names and Address Va. Dept. of Transportation 1221 K. Broad Street Richmond, Virginia 23219				
Supplementary Notes Project Completed				
Abstract This project was initiated as a response to House Joint evaluation of research studies possible benefits to the Court control drunken driving. A survey of other states in California in 1986, another with the installation of interlock devices, persons younger sanctions are applied at the of probation or license retest threshold levels, tampering. A number of legal and administrative issues are identified. Product information from indicates that the devices can interlock program. The operation of these devices are sufficient. Although a number of state ignition interlock programs, these programs because they preliminary data suggests the safety, but no definitive evaluation has yet to be completed. It is recommended that mandated ongoing evaluations				

Model Guidelines for Ignition Interlocks

Ignition Interlocks – What You Need To Know

A Toolkit for Policymakers, Highway Safety Professionals, And Advocates
Second Edition

February 2014
(updated November 2019)

Reducing Impaired-Driving Recidivism Using Advanced Vehicle-Based Ignition Interlock Systems

Congress

December

DOT HS 812 889

November 2020

Alcohol Ignition Interlock Use Rates Following Changes in Interlock Legislation

Examining the Feasibility of Alcohol Ignition Interlocks for Motorcycles

Impaired driving is a major factor in vehicle crashes and traffic fatalities. The use of alcohol ignition interlocks is growing as a countermeasure to combat the high rate of offender recidivism for Driving While Intoxicated (DWI), however, while there is an increase in interlock use on passenger vehicles, no other DWI

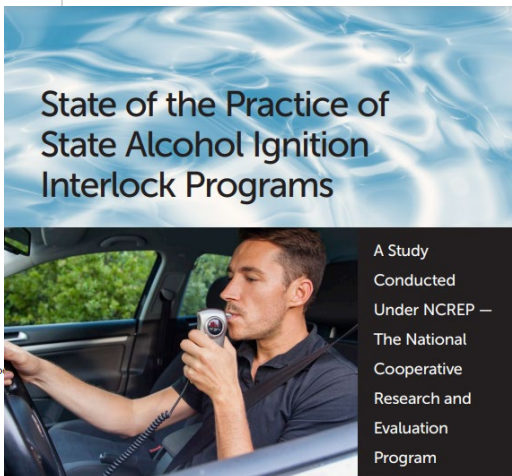
Interlock Data Utilization

Driving while impaired (DWI) offenders present a high risk to traffic safety. Alcohol ignition interlocks are now widely used for DWI offenders and can significantly reduce DWI recidivism while on the offender's vehicle. In a typical year an interlock device can collect and store up to 2500 breath alcohol concentration (BRAC) tests. This breath test data collected by the interlock device can then be used to help manage convicted DWI offenders.

This descriptive study explores the current use of ignition interlock data for DWI offender monitoring and offender treatment programs, such as screening, assessment, and treatment for alcohol abuse problems. It also examines the effectiveness of using the interlock data to reduce alcohol-impaired-driving recidivism. The researcher team collected information from a variety of sources involved with alcohol interlock programs and provide in-depth descriptions for a number of key interlock issues.

Interlock Data Reporting Variations
A number of factors contribute to the lack of uniformity in interlock data reporting systems. There are 30 to 12 interlock companies marketing devices and these vendors have a variety of operational differences. In addition, each State has its own specific requirements for reporting and compiling an average of 5 to 6 vendors, which produces a vast lack of uniformity in reporting. Each vendor issues reports in different report formats with information arranged differently and sometimes derived differently using different filtering methods. Vendors deliver reports in a variety of methods (pdf, e-mail, fax) and some are more authorized recipients than others (DWI violators and who have differing levels of training on data interpretation. Recipients may include probation, DMV staff, case managers, and a limited number of insurance providers.

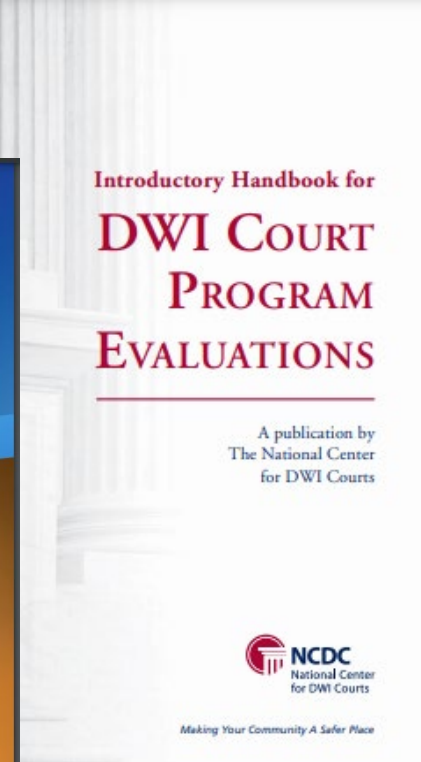
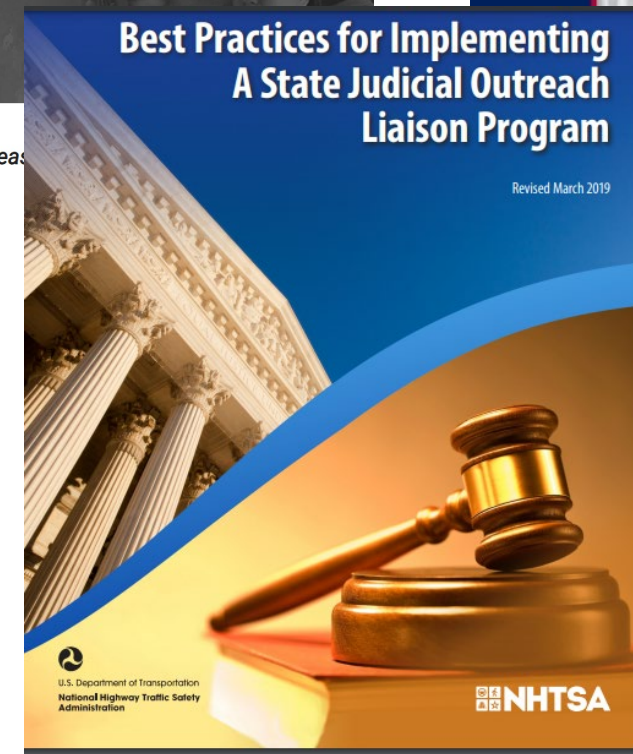
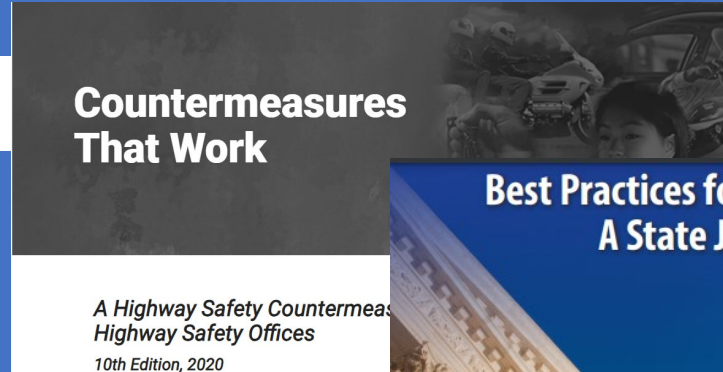
State Interlock Laws and Performance Standards
The definitions of interlock violations or combinations of violations that trigger consequences among the State administrative programs vary. There is no strong common trend, however, some States recognize that interlock users need an initial grace period to learn how the device works and how to avoid lock-outs. The most common reason for violations is missed exs. Missed BRACs, which may be caused by mouth alcohol, is another common violation. Most States provide avenues for administrative appeals. Violations for court-ordered and court-monitored interlocks are handled case-by-case, depending on the conditions of probation, policies and the philosophies



A Study Conducted Under NCREP – The National Cooperative Research and Evaluation Program

Education and Technical Assistance

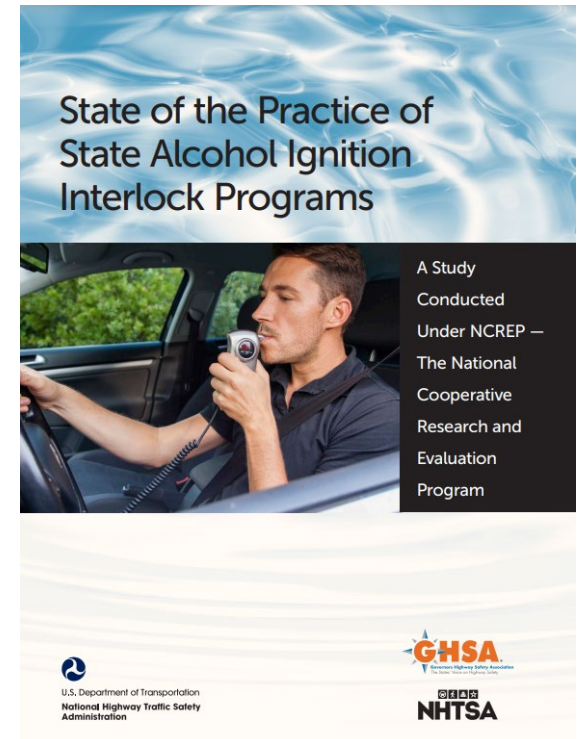
AIIPA
Judicial Outreach Liaisons
DWI Courts
State Assessments
Technical Assistance
Countermeasures that Work



**Association of Ignition Interlock
Program Administrators - AIIPA**

Challenges to Ignition Interlock Programs

- Issues learned from:
 - Partners
 - Regions and their States
 - Impaired Driving State Assessments
 - *State of Practice of State Alcohol Ignition Interlock Programs*



Barriers to Legislation

- Limitations in who can propose legislation
- Limits on how many bills can be proposed in a session
- Competing priorities
- Political leadership
- Lack of stakeholder education and understanding of all elements needed in a comprehensive program

Data Management

- Requires substantial undertaking
- Inadequate and/or inconsistent data collection and management are largely a result of:
 - budget constraints
 - Inadequate staffing
 - lack of modern data management systems
- Data collected and owned by vendors within states

Monitoring and Driver Compliance

- Responsibility for monitoring varies by State
- Some States do not monitor due to
 - lack of authority to impose consequences
 - Inadequate data systems
 - Budgetary constraints
 - Lack of staff
- Sanctions may be rarely, if ever, imposed
- Methods to provide notices of non-compliance vary
- Who receives data varies by state and does not always include a judge

Education and Treatment

- Interlocks are proven most effective while installed
 - And show effectiveness post removal with treatment
- Screening and assessment
- Limited if any, coordinated efforts around education and treatment for the offender/client
- Reliant on data and monitoring
- Lack of reporting to judges for effective sanctioning

Solutions

- Identify gaps in State interlock laws and enforcement efforts
 - Require all offenders to install
 - Grant immediate provisional license upon installation
 - Remove the ability to wait out the IID period
 - Require installation upon chemical test refusal
 - Enact compliance-based removal provisions
- Need advocates to help improve legislation
- Look to the newly released AAMVA Guide
 - Program Best Practices – Appendix D Model Legislation

BRIEF

States Identify Effective Ignition Interlock Countermeasures to Fight DUIs

One person dies every 45 minutes in a drunk driving crash in the United States. Recent data also shows that 11,694 people were killed in alcohol-impaired traffic crashes in 2020, a 14.3% increase from 2019. Alcohol-impaired driving fatalities made up 30% of all 2020 traffic fatalities.

Polysubstance-impaired driving—driving after using a mix of drugs or a combination of drugs and alcohol—also contributes to the increasing number of impaired driving crashes. Recently collected data from trauma centers revealed that 20% of injured or killed roadway users tested positive for two or more categories of drugs, including alcohol.

States recognize that impaired driving is a major traffic safety and public health issue and have adopted a variety of measures to combat this dangerous behavior. These efforts include establishing harsh sanctions for driving under the influence (DUI). However, the effectiveness of these laws is uncertain and highly dependent upon enforcement and adjudication efforts.

One proven intervention, laws requiring the use of ignition interlock devices (IIDs) by first-time or repeat DUI offenders until there is proven compliance for an extended time period, have proven to reduce or prevent impaired driving when certain best practices are followed.

IIDs are connected to the starter or other on-board computer system in a motor vehicle to prevent the car from being operated if a set level of alcohol, usually .02, is detected on the driver's breath. Most devices require random retesting while the car is running to ensure that the driver is not drinking once the car is started. Studies show that IIDs reduce recidivism—by up to 70%—among first-time, repeat and high-risk offenders while they are installed.

The nation's traffic safety community has a favorable perception of IIDs and generally agrees they are one of the most powerful tools in the fight against alcohol-impaired driving. In a study of rural Arizona judges' perception of IIDs, one judge noted that "it is the safest way of trying to get someone to comply with not drinking and driving, especially people that habitually have problems."

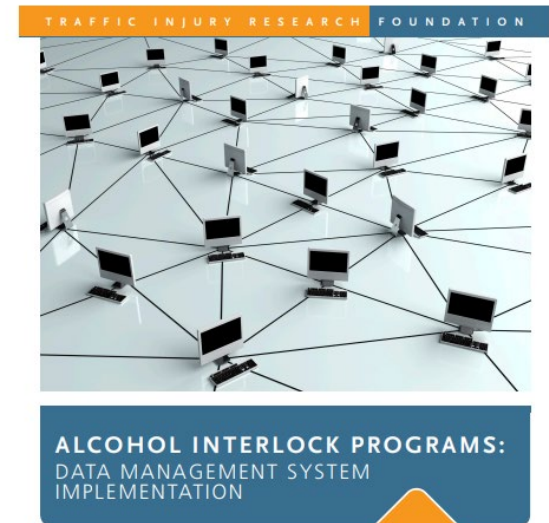


Given their noted benefits, IIDs have become a popular impaired driving intervention considered by state legislatures. State interlock laws vary in several ways as some states require the use of IIDs pre-trial while others only mandate their use once the offender is convicted. Most states require IIDs for all offenders whereas other states only require interlocks for repeat and/or high BAC offenders. Similarly, IID program durations can vary from six months to 10 years or a lifelong requirement for offenders with multiple convictions.

While all states have passed IID laws, the focus has shifted to addressing gaps in state interlock laws and enforcement efforts that

Solutions

- High-quality data is essential
- Develop workflow map (point of entry to exit) and consider
 - Type of data to collect
 - Who collects the data
 - How the data are shared with partners
- Timeliness of data
 - Effective judicial sanctions should be immediate and compliance based



Solutions

- Implementing best standards for program practices
 - Increasing Alcohol Ignition Interlock Use: Successful Practices for States
 - Ignition Interlock Program Best Practices Guide Edition 3
- NHTSA State Assessments and Technical Assistance is available!



Increasing Alcohol Ignition Interlock Use Successful Practices for States

Keep your state safe—increase alcohol ignition interlock use. Ignition interlocks reduce repeat offenses for driving while intoxicated (DWI) by about 70% while they are installed. All states have implemented ignition interlock programs to manage interlock issues and monitor offenders who are required or eligible to install them. Despite these laws and programs, only about one-fifth of those arrested for DWI have interlocks installed.

How can states increase alcohol ignition interlock use?

To achieve and sustain high ignition interlock use, states may consider the following eight program keys that can be used to strengthen state Alcohol Ignition Interlock Programs. These program keys were identified through a collaborative evaluation* that looked at characteristics of existing state interlock programs associated with increases in interlock use. Implementing just one of these program keys is likely to increase interlock use. Implementing multiple program keys is associated with even higher increases in interlock use.

* Program keys were derived from an evaluation conducted in 2014 by the Centers for Disease Control and Prevention (CDC), the National Highway Traffic Safety Administration (NHTSA), and the Governors Highway Safety Association (GHSA) and produced by the Preusser Research Group. The evaluation looked at key features of interlock programs and use of interlocks in 28 states from 2006–2011. Each state's program keys were rated and correlation analysis was used to determine which were related to higher interlock use. The full report, Evaluation of State Ignition Interlock Programs: Interlock Use Analysis from 28 States, contains additional data, analyses, discussion, and examples of strong program keys from various states. The report is available at <http://www.nhtsa.gov/statistics/research/pdf/812145-EvalStateIgnitionInterlockProgram.pdf>



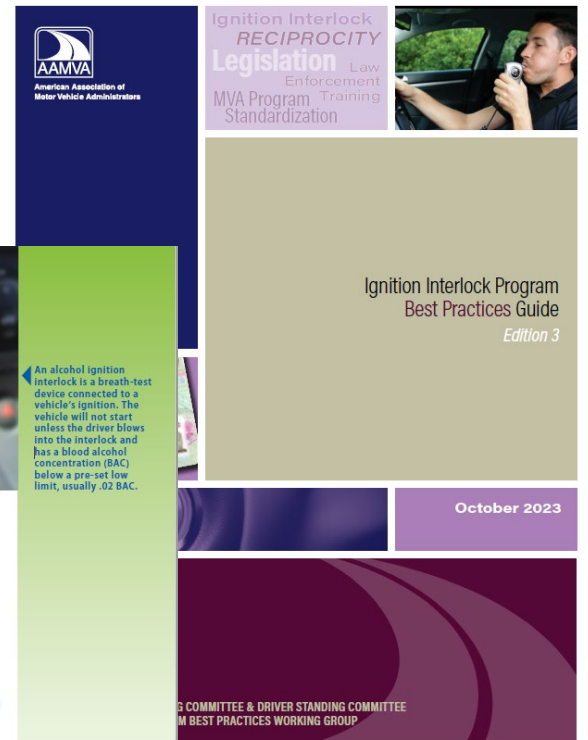
Centers for Disease
Control and Prevention
National Center for Injury
Prevention and Control



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

Produced in
collaboration
with Governors
Highway Safety
Association

1500070-8



Thank you!



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Q&A



**Thank you for
attending!**

