Impaired Driving

Problem Identification:

In 2013 the Virginia Beach Police Department (VBPD) reported 8,138 crashes within the city, 492 involved alcohol or drugs. In 2014 of the 7,913 reported crashes, 493 involved alcohol or drugs. In 2013 VBPD made 2,379 arrests for DUI and in 2014 there were 2,251 arrests for DUI. The most problematic age ranges for DUI were the 18-25 years of age. In 2013, there were 774 DUI arrests (32% of the total) made within this age group. In 2014 officers arrested 751 DUIs (33% of the total) in the same group. In an effort to identify prevention and enforcement strategies for drivers between the ages of 18-25, we examined the societal influences impacting Virginia Beach. One such influence in the Hampton Roads area is that approximately 160,000 military personnel are assigned to local bases. Within the military community approximately 39.8% are under age 25. Additionally, 117 total arrests for DUI involved military personnel in 2014.

Virginia Beach is a resort and destination location with a residential population of 450,980, and hosts 13.2 million visitors every year. The majority of the visitors congregate in the city's Ocean Front resort area within the geographical boundaries of Second Precinct. In addition to hotels, this area has a large number of restaurants, bars, and clubs, which maintain an alcoholic beverage license to sell alcohol in various forms. In particular, there are 971 active establishments licensed by the Alcoholic Beverage Control Board (ABC) that sell alcohol within Virginia Beach. Of these ABC establishments 285 or 30% operate within the Ocean Front resort area.

Table 1

2004 and 2013

Drivers Involved in Fatal Crashes	2004			2013			Change in Percentage With BAC=.08+ 2004-2013
	Total Number of Drivers	BAC=.08+		Total Number of Drivers	BAC=.08+		
		Number	Percent of Total		Number	Percent of Total	
Total	*58,395*	*12,057*	*21%*	*44,574*	*9,461*	*21%*	*0*
Drivers by Crash Type and Time of Day							
Single-Vehicle Crash							
*Total**	*21,744*	*7,878*	*36%*	*17,983*	*6,296*	*35%*	*-1*
Daytime	8,553	1,427	17%	7,186	1,229	17%	0
Nighttime	12,862	6,273	49%	10,593	4,962	47%	-2
Multiple-Vehicle Crash							
*Total**	*36,651*	*4,179*	*11%*	*26,591*	*3,164*	*12%*	*+1*
Daytime	23,133	1,173	5%	16,591	878	5%	0
Nighttime	13,498	3,004	22%	9,973	2,280	23%	+1
Drivers by Time of Day							
Daytime	31,686	2,600	8%	23,777	2,107	9%	+1
Nighttime	26,360	9,277	35%	20,566	7,242	35%	0
Drivers by Day of Week and Time of Day							
*Weekday**	*35,159*	*5,205*	*15%*	*27,126*	*4,142*	*15%*	*0*
Daytime	23,014	1,487	6%	17,337	1,242	7%	+1
Nighttime	12,039	3,677	31%	9,715	2,875	30%	-1
*Weekend**	*23,136*	*6,801*	*29%*	*17,388*	*5,284*	*30%*	*+1*
Daytime	8,672	1,113	13%	6,440	865	13%	0
Nighttime	14,321	5,600	39%	10,851	4,366	40%	+1

Source: National Highway Traffic Safety Administration (2014), Alcohol-Impaired Driving (DOT HS 812 102). Dec 2014, Web, table 2.

The National Highway Traffic Safety Administration (NHTSA) published their findings for national DUI crash statistics in December 2014. This showed that nationwide, 40% of fatal DUI crashes occurred on weekends between 6:00 pm and 6:00 am. The City of Virginia Beach had statistics consistent with these findings. The National Highway Traffic Safety Administration findings, our own analyzed data, and an analysis of the locations of DUI crashes and arrests formulated the bases of our plan of enforcement for 2015.

Impaired Driving

DUI Crashes and Arrest by Precinct / Geographical Command

DUI crashes by precinct

Precinct	2013	2014
1st	122	120
2nd	144	140
3rd	101	105
4th	123	126
Total	492	493

DUI arrests by precinct

Precinct	2013	2014
1st	484	427
2nd	885	920
3rd	435	419
4th	349	302
Total	2,153	2,068

In addition to DUI arrests and crashes by precinct, we analyzed specific streets that had a high number of DUI arrests. A two-year comparison showed a consistent set of four streets with a high number of DUI arrests.

Streets with highest DUI arrests

2013		2014	
VIRGINIA BEACH BL	155	VIRGINIA BEACH BL	157
PRINCESS ANNE RD	95	SHORE DR	105
SHORE DR	95	PRINCESS ANNE RD	89
GENERAL BOOTH BL	93	GENERAL BOOTH BL	78

All of the research showed that to reduce DUI driving and the associated crashes we needed to focus on targeted prevention and proactive enforcement at specific times and locations. The prevention and education efforts should focus on all drivers, especially those under the age of 25. The weekend evenings, specifically 1700-0300, were then selected for adding extra enforcement assets. The Oceanfront/Resort area, Shore Drive, and Town Center were also allotted extra patrols to focus on DUI enforcement.

Policy:

12.01 Traffic Enforcement

"The enforcement of traffic laws as established by the Code of Virginia and the Municipal Code of the City of Virginia Beach is the responsibility of all Virginia Beach Police Officers. Officers are vested with the enforcement of traffic codes for the purpose of gaining voluntary compliance in furtherance of enhancing traffic safety in the City of Virginia Beach."

12.04 Alcohol Enforcement

"In the interest of traffic safety for the residents and visitors to the City of Virginia Beach, the Virginia Beach Police Department is aggressive in its enforcement of the laws relating to operating a motor vehicle while under the influence of alcohol and/or drugs. Coordinated by the Virginia Beach Police Department Special Operations Bureau, with the support of all uniformed Operations Division personnel the Virginia Beach Police Department works aggressively to reduce the incidence of highway deaths, injuries, property damage crashes and alcohol/drug related traffic offenses."

12.06 Selective Enforcement

"The Virginia Beach Police Department is committed to promoting traffic safety to the residents of and visitors to the City of Virginia Beach. This commitment requires the department to work cooperatively with other city, state and federal agencies in promoting traffic safety, and addressing traffic law enforcement needs. In furtherance of this commitment, the Deputy Chief - Operations or his/her designee will formulate and maintain a selective enforcement plan, which will summarize the traffic enforcement priorities of the Virginia Beach Police Department. At a minimum, the Traffic Enforcement Priority Plan will consider or be based on:

- *A compilation and review of traffic collisions*
- *A compilation and review of enforcement activities*
- *A comparison of collision data and enforcement activities*
- *Traffic volume and conditions*

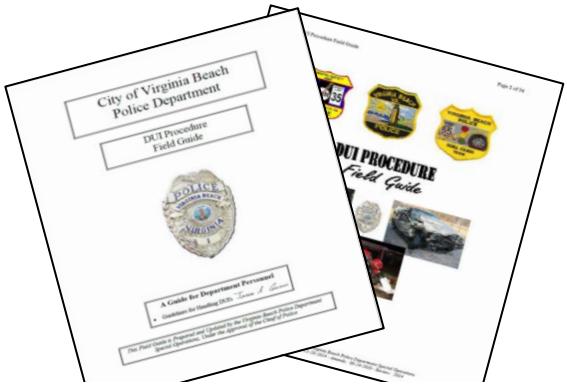
The plan will be disseminated to the various components of the operations division for action. Such actions should include:

- *The implementation of selective enforcement techniques such as:*
    - *Planned patrols*
    - *Geographic/temporal assignment of personnel*
    - *Directed Traffic Patrols both overt and covert*
    - *Stationary Observation*
    - *Traffic Safety Checkpoints*
- *Placement of new or temporary signage*
- *Use of roadside Dynamic Message Boards"*

12.07 Traffic Safety Checkpoint

"The Virginia Beach Police Department supports the proactive enforcement of traffic laws. Traffic Safety Checkpoints provide a means for targeting traffic code violations and traffic safety concerns at times and locations that have been identified as problematic or unsafe for the community. The use of Traffic Safety Checkpoints is primarily intended to accomplish the enforcement of traffic code violations in response to the needs of the community, and/or the inspection of vehicles to ensure safe operation."

DUI Procedure Field Guide



Front covers of the VBPD DUI Procedure Field Guide, 34 page document that assists with all phases of DUI enforcement

Impaired Driving

The DUI Procedure Field Guide covers all City and State laws involving charges related to drug or alcohol impaired driving. It is available on any city computer and helps officers complete the DUI process from the beginning to the end. All officers that are in patrol can access the DUI Field Guide because all police cars are equipped with a computer. This Field Guide covers paperwork, prosecution, DUI crashes, juveniles, what to do when a DUI occurred not in your presence, Refusal, blood draws, etc. This guide has been utilized as a template for several other departments' policy or field guide for DUI. The VBPD encourages officers to be proactive to enforce all violations. There is no mandate to arrest but officers are expected to address all reported or observed violations in an appropriate manner.

Planning:

The planned target areas for the Traffic Safety Unit (TSU) and Fatal Crash Team (FACT) included Shore Drive and Town Center, after a review of information indicated a high number of DUIs and crashes in these areas. The TSU and FACT officers implemented plans to saturate these areas based on analysis of fatal crashes involving impaired drivers. The target times and days worked are consistent with data supporting specific the shifts these officers work. The precinct officers detailed to traffic enforcement and DUI detection include their high crash areas within their respective precincts as part of their patrol analysis. The TSU/FACT officers work schedules that are modified to reflect the times of highest occurrence of DUI. The unit members work Wednesday from 0800-1800 for daytime enforcement and follow-up investigation. Unit members work Thursday through Saturday from 1700-0300 for DUI enforcement. The reasoning for the Thursday through Saturday shift is designed so this unit can conduct checkpoints, saturation and roving patrols. Research has shown that this timeframe has an influx of impaired drivers and these units adjust their schedules to combat the problem during the target times.

Checkpoint trailer set-up on Shore Drive

The follow up on the plans for Shore Drive and Town Center were documented with statistical data for saturation patrols, checkpoints, statistical data, and the information obtained from department traffic complaint tracking forms. This ensures that officers were at the location of the plan at the specific times enforcing impaired driving laws.

The VBPD, in accordance with our Alcohol and Selective enforcement policies, combats impaired driving using a department wide approach; however, within Special Operations a squad of seven dedicated officers serves on TSU. TSU "aggressively address the detection and apprehension of impaired drivers as well as the enforcement of traffic laws," per the unit's mission statement. Officers, who are selected for this career development assignment, serve for three years. Officers assigned to TSU acquire knowledge and skills that directly impacts our problem of impaired driving. After serving in this career enhancing assignment, these officers are able to take their experience, expertise, and knowledge in detecting and apprehending impaired drivers back to uniform patrol and share it reinforcing our department wide approach to DUI enforcement. Also within Special Operations, FACT consists of five officers tasked with

investigating all fatal and serious crashes and DUI enforcement. Their examination and investigation of the crashes generates information to determine causal factors. These causal factors drive the Special Operations Commander in his planning how to reduce impaired driving and fatal crashes. The four precinct commands of the police department assign individual officers that are dedicated to traffic enforcement to traffic details which includes impaired driving enforcement.

Our agency supports the Virginia Strategic Highway Safety Plan by educating young drivers, 15 – 20 years of age, on the goal of traffic safety. The plan identifies the high-risk age group of drivers 26 – 35 years of age shown to have the most deaths and severe injuries as a result of impaired driving. The VBPD focuses on proactive traffic enforcement in high crash areas to reduce the likelihood of serious and fatal crashes.

When problems are identified from citizen complaints, saturation patrols are conducted by the TSU, FACT, and/or precinct officers and the statistics are evaluated by the unit's Sergeant and Lieutenant for effectiveness. Traffic safety complaints are also documented on form PD-137. Officers complete this form and submit to their supervisor. This information is then used as part of a larger plan if the analysis shows a problem in the area.

The VBPD Special Operations Command receives statistical data from the Office of Planning and Analysis. This information is processed by the Command and provided as monthly summaries for presentation to the various organizational components commanding officers at the COMPSTAT meetings. The summaries contain information regarding the location and numbers of crashes, alcohol related crashes, and DUI arrests within the City of Virginia Beach, depicted or controlled by precinct geographical boundaries. Of particular importance are any fatal crashes which occurred during the months. These fatal crash reports include whether alcohol or drugs were a factor in the crash. The Commanding Officer of Special Operations provides the department with Quarterly, Mid-Year, Year End, Goals and Objectives, and the Overall Traffic Strategies Reports to the Command Staff. All traffic enforcement and efforts including impaired driving and analysis is included in these reports. Traffic Enforcement Priority Plans are made by the Deputy Chief of Operations. At a minimum, the Traffic Enforcement Priority Plan will consider several items:

1. A compilation and review of traffic collisions to include high crash intersections, crashes involving alcohol, and fatal crashes.
2. A compilation and review of enforcement activities. For example, if a previous plan was not productive a new one could be developed. On the other hand, if a previous plan was successful then it may be implemented again into a new plan.
3. Items 1 and 2 will then be compared.
4. Lastly, traffic volume and conditions will be brought into the plan. If a new road or traffic configuration has opened, these areas will be included in the Traffic Enforcement Priority Plan.

Impaired Driving

Training:

- All VBPD officers (100%) have received initial NHTSA Standardized Field Sobriety Test (SFST) training as part of the recruit training academy.
- All officers (100%) of those currently serving have been trained in using the Department's DUI check sheet. This sheet is used to document observations and notes for the entire DUI arrest process
- Five officers completed the Advanced Roadside Impaired Driving Enforcement (ARIDE) course in 2015. The VBPD has a total of 36 officers that have received this training. All have been trained in-class which includes hands-on instruction.
- The state of Virginia does not have any certified Drug Recognition Experts (DRE). Pilot programs for DRE certification are currently in the planning stages. VBPD has been involved in the past and plans to enroll officers in the future.
- Nine officers have completed the Advanced DUI prosecution for Prosecutors and Law Enforcement.
- There are a total of 11 NHTSA SFST Instructors on the department including all five members of FACT. These instructors also develop the lesson plans and conduct the DUI training week for the two recruit training academies per year. Additionally, these instructors conducted DUI training for the Virginia Beach Sherriff's Office recruit class.
- There are two senior SFST instructors on the department.
- Three officers were certified as SFST instructors in 2015.
- 202 officers are certified to operate the Intox EC/IR II breath alcohol analyzer.
- 22 officers became certified and 91 officers recertified in 2015 on the EC/IR II.
- One officer became certified as an instructor in the EC/IR II.
- Two officers attended CDL Drug and Alcohol Awareness.
- 23 officers attended the Mid-Atlantic DUI Conference.
- 37 officers on the department completed refresher training on DUI Enforcement/Standardized Field Sobriety Testing.

Public Information & Education:

Throughout 2015 and on a continuing basis, VBPD TSU presents DUI awareness presentations to area military commands as well as schools, civic groups, and any other entity wishing this education. In 2015, TSU completed 33 of these presentations which reached 5,888 individuals. The target audiences for these presentations are drivers 18-35 years of age, which is the age group that is targeted by the Virginia Highway Safety Plan as a high risk group. Most of our presentations are given to the local Department of Defense military commands as part of their semi-annual safety stand downs. The presentation provides military personnel with not only the letter of the law but also includes fatal crash scene photographs. The graphic nature of the presentation creates awareness as to the finality and consequences of impaired driving.

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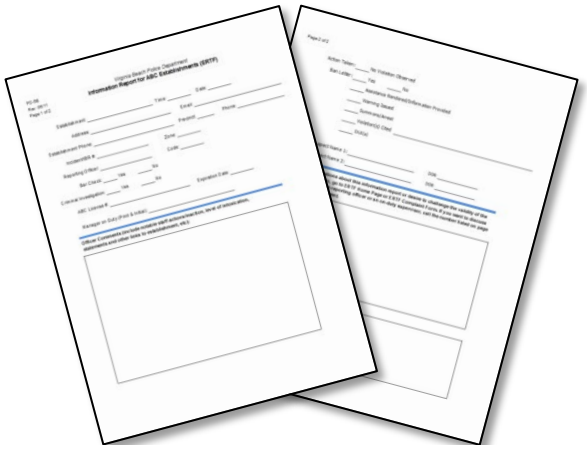
The VBPD hosts the Mid-Atlantic DUI Conference as an annual event. The event is three days long and is open to law enforcement, magistrates, and public officials. The VBPD brings in medical experts, lawyers, SFST instructors, and public safety administrators as guest speakers. The goal is to educate law enforcement officers on the latest trends in DUI enforcement. Prosecuting attorneys gain insight to recent developments in prosecuting DUI cases. Public safety officials are shown opportunities for training and equipment to support law enforcement officers in impaired driving prevention. In 2015, the event had 229 attendees from 90 different agencies. This event has been funded largely by corporate sponsors; however, in 2017 a DMV grant will mainly fund the conference.



ERTF form: Front and back allow the officer to provide amplifying information to allow further investigation of ABC establishments

During 2015, the VBPD conducted 572 Alcoholic Beverage Control (ABC) establishment reviews and inspections. These reviews involve VBPD officers going to Virginia ABC establishments and reviewing license information, training of staff, and also checking the patrons of the bar. Anyone appearing to be underage is confronted and checked. During routine patrol, if a VBPD officer encounters a person under the influence of alcohol who is coming from an ABC establishment, the officer completes an Establishment Review Task Force (ERTF) form. Encounters with citizens under the age of 21, who have obtained alcohol from an ABC establishment, are also documented in the same manner. These reports are forwarded to the ABC. The ABC also conducts underage buyer inspections in the City of Virginia Beach.

The VBPD Crime Prevention Unit also produces an “Every 15 Minutes” program. Each year, this program is presented to two local high schools on a rotating basis in the spring. To facilitate the program, the VBPD enlists the assistance of VB Fire Department, VB EMS, VB City Public Schools, Sentara Hospitals, Nightingale Life Flight, the Office of the Commonwealth’s Attorney, Juvenile and Domestic Relations Court, and Smith and Williams Funeral Home. The program puts students in the position of being involved in a fatal DUI crash.

Every 15 Minutes program with Emergency Personnel

On the first day, the program begins with the "Grim Reaper" removing one student from class "Every 15 Minutes", during the first half of the day. Police officers enter the classroom and read their obituary, and parents will simultaneously receive a mock death notification at their homes or place of employment. The "Living Dead" students will be returned to class after having been made up, but will not interact with other classmates for the remainder of the day.

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During the lunch period, a staged DUI crash is established on the campus. Police, Fire and EMS personnel complete all events as they would at the site of a real fatal crash, including the DUI investigation and the arrest of the suspect driver. Students are taken to Virginia Beach General Hospital and shown the lifesaving efforts for the injured passengers and the body of the deceased passengers in the morgue. Students are allowed to observe hospital staff and police officers making the death notifications to the families of the victims. Students also tour a trauma facility, the city jail, and a mock DUI trial held in the Virginia Beach Juvenile and Domestic Relations Court.

On the second day, the "Living Dead" return to school and take part in a school assembly. During the assembly, the local area response teams, law enforcement personnel, school staff, parents and the students themselves give presentations. One parent and their child read the letters they had written to each other expressing how they feel as if the child had been killed in an alcohol-related car crash. The most significant thought we wish to impress upon the students is that alcohol doesn't hurt just those who drink and drive, but often innocent victims as well.

TSU vehicle with Variable Message Board

On all major event weekends (College Beach Weekend, Memorial Day, 4th of July, Labor Day, and New Year's etc.) the VBPD coordinates with the Virginia Department of Transportation to put public service announcements on traffic message boards. These messages are approved through the Deputy Chief of Police and are also coordinated with the postings on the VBPD Traffic Safety Facebook and Twitter pages. Signs are near the entrance to Sandbridge Road, Shore Drive, the oceanfront area on General Booth Boulevard, and other targeted locations. Texts such as, "DON'T DRINK AND DRIVE" OR "DRIVE SOBER OR GET PULLED OVER" are examples of impaired driving information.

Impaired Driving

Enforcement:

- How much regular duty time was directed at the problem?
  24,960 staffing hours for the TSU/FACT members
  1,620 hours of saturation patrols
- How much grant-funded enforcement (overtime) was used?
  1,876 hours

Output Statistics:

- How many DUI arrests were made by your agency?
  2,182 arrests were made.
- How many DUI arrests were made in target areas?
  78 DUI arrests were made on Shore Drive and 61 DUI arrests were made in the Town Center area.
- How many DUI arrests were made during target times?
  VBPD made 1,049 DUI arrests during the target times of 1700-0300 Thursday-Saturday.
- How many other alcohol related charges were made?
  2,262 total charges were made including: Illegal Possession of Alcohol, Public Intoxication, Open Container, Drinking While Driving, Providing Alcohol to Minors.
- How many DRE Evaluations were conducted by your agency?
  Virginia does not have an active DRE program.
- How many special team enforcement details were directed at the problem? These include saturation patrols and checkpoints, not routine patrol.
  Checkpoints = 13
  Saturation Patrols = 162
  Total = 175

Outcomes:

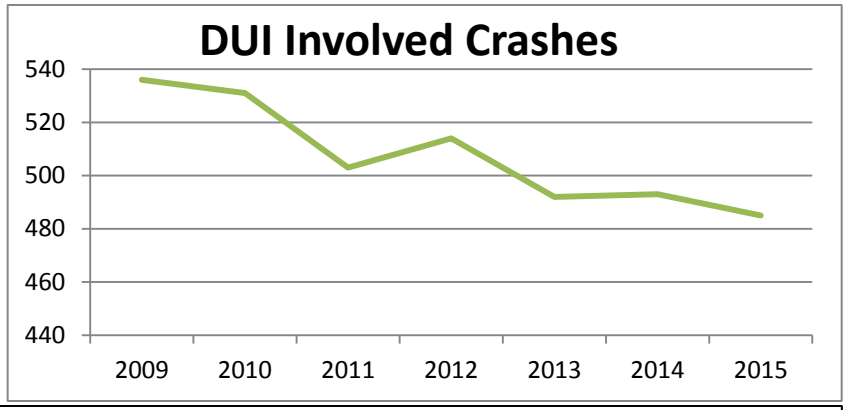
In 2015, 16 fatality crashes resulted in 16 deaths, with six during target times. Seven involved alcohol, four during target times. One of those crashes involved an ATV operated on the roadway rather than a licensed motor vehicle; however, we made 1,049 DUI arrests during target times. Only two of the intoxicated drivers were under 25 (one crash was outside the target time and the other was operating the aforementioned ATV). The number of impaired related crashes went down from 493 to 485 (-1%).

2015 DUIs by Street	
Virginia Beach Boulevard	156
Princess Anne Road	76
Atlantic Avenue	68
Shore Drive	68

Due to planning, intense enforcement with saturation patrols, checkpoints, PD-137s, and excellent training, the overall problem of Driving Under the Influence is down in the City of Virginia Beach. The below chart shows a steady rate of decline in crashes and DUI related crashes.

Impaired Driving

Year	Total Crashes	DUI Involved
2009	8,759	536
2010	8,395	531
2011	8,102	503
2012	8,169	514
2013	8,138	492
2014	7,913	493
2015	8,368	485



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Virginia Beach Police Department
Crash Reports
Reports from 01/01/2015 through 12/31/2015

Page 1

	First Precinct	Second Precinct	Third Precinct	Fourth Precinct	Unknown	Total
1 Number of Crashes	2,175	1745	2045	2390	13	8,368
2 Number of Personal Injury Crashes	450	324	368	605	0	1,747
3 Number of Alcohol/Drug Related Crashes	125	114	100	146	0	485

The Virginia Association of Chiefs of Police recognized VBPD with a first place ranking and a special award for Impaired Driving Enforcement for the Commonwealth of Virginia. Drive Safe Hampton Roads recognized a VBPD Traffic Safety Unit officer, Officer Nate Worthing, for Outstanding Achievement in Law Enforcement Initiatives, specifically DUI enforcement. Drive Safe Hampton Roads is a non-profit organization that works to increase the community involvement and awareness of traffic safety issues within the nine municipalities that make up the Hampton Roads area of Virginia. The VBPD disseminates the Traffic Safety Bulletin to the entire police department semi-annually. This bulletin recognizes officers from each precinct and Special Operations with the highest number of DUI arrests. Also, three VBPD officers received awards from Mothers Against Drunk Driving at a ceremony for their DUI enforcement. Members of TSU are awarded a traffic safety pin after making 60 DUI arrests and completing four safety stand-down lectures. One officer earned this pin in 2015.