

# Drink-Driving in the European Union

Safe and Sober seminar  
Riigikogu – Estonian Parliament  
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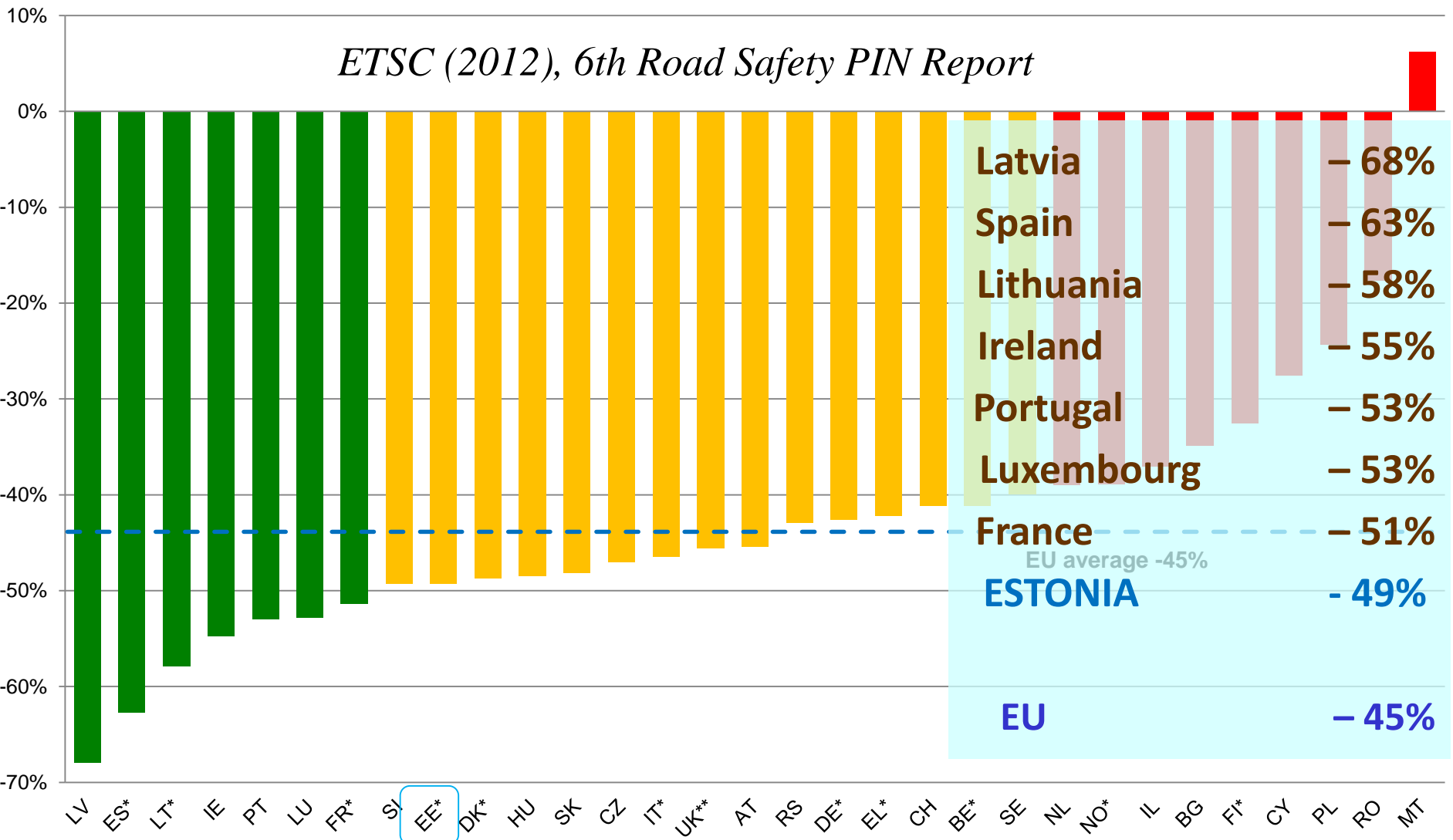
# Introduction to ETSC

## A science-based approach to road safety policy

- **47 organisations** from across Europe under one unique umbrella promoting science-based transport safety measures at EU level.
- More than **200 experts** contributing to ETSC's Reviews, Policy Papers, Newsletters, Positions, Lectures, Press Releases, Year Books, etc.
- The European Commission, member organisations, member states and corporate sponsors are funding our work

# Percentage change in road deaths 2001 - 2011

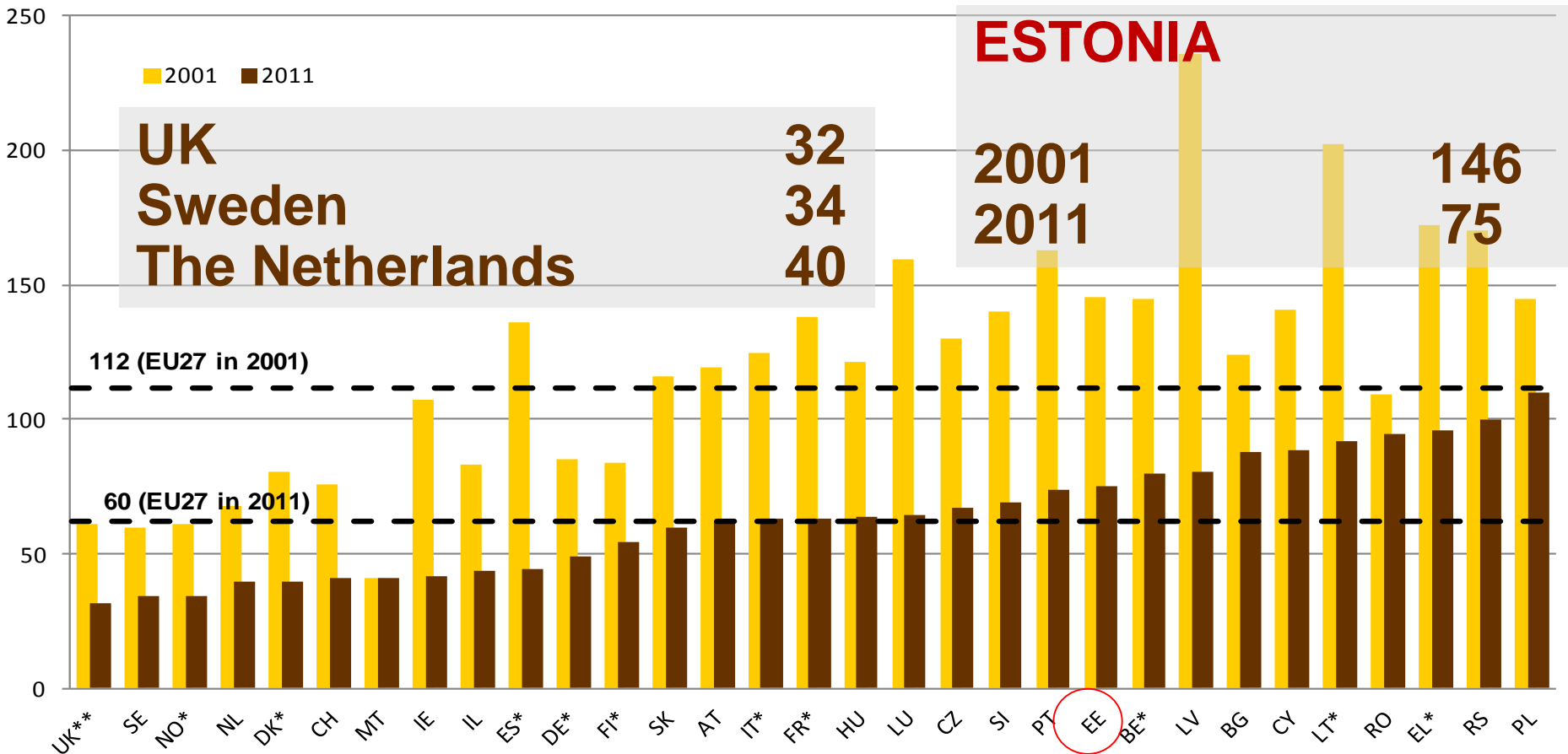
*ETSC (2012), 6th Road Safety PIN Report*



# Where are we now?

Number of road deaths per million inhabitants

No country with more than 110 deaths per million inhabitants



# Drink driving in Europe

- Up to 2% of kilometres driven in the EU are driven with an illegal Blood Alcohol Concentration
- Of the 28,000 deaths in road collisions in the EU in 2012, less than 15% were attributed by Member States to drink driving
- But according to EC estimates, 25% of all road deaths across the EU are alcohol-related
- If so, ETSC estimates that around 6500 deaths would have been prevented yearly if all drivers had obeyed the law on drink driving



# Attributing deaths to drink driving

- Each Member State has its own way of attributing a road death to drink driving
  - *“Any death occurring as a result of road accident in which any active participant was found with blood alcohol level above the legal limit”* SafetyNet recommended definition – (BG, CY, CZ, DK, FI, FR, PL, PT, SI)
- In 2010, 7 countries attributed fewer than 6% while 5 countries attributed more than 30%
- So it is meaningless to compare numbers attributed to drink driving in different countries
- But we can look at how the numbers of deaths attributed to drink driving have changed over recent years

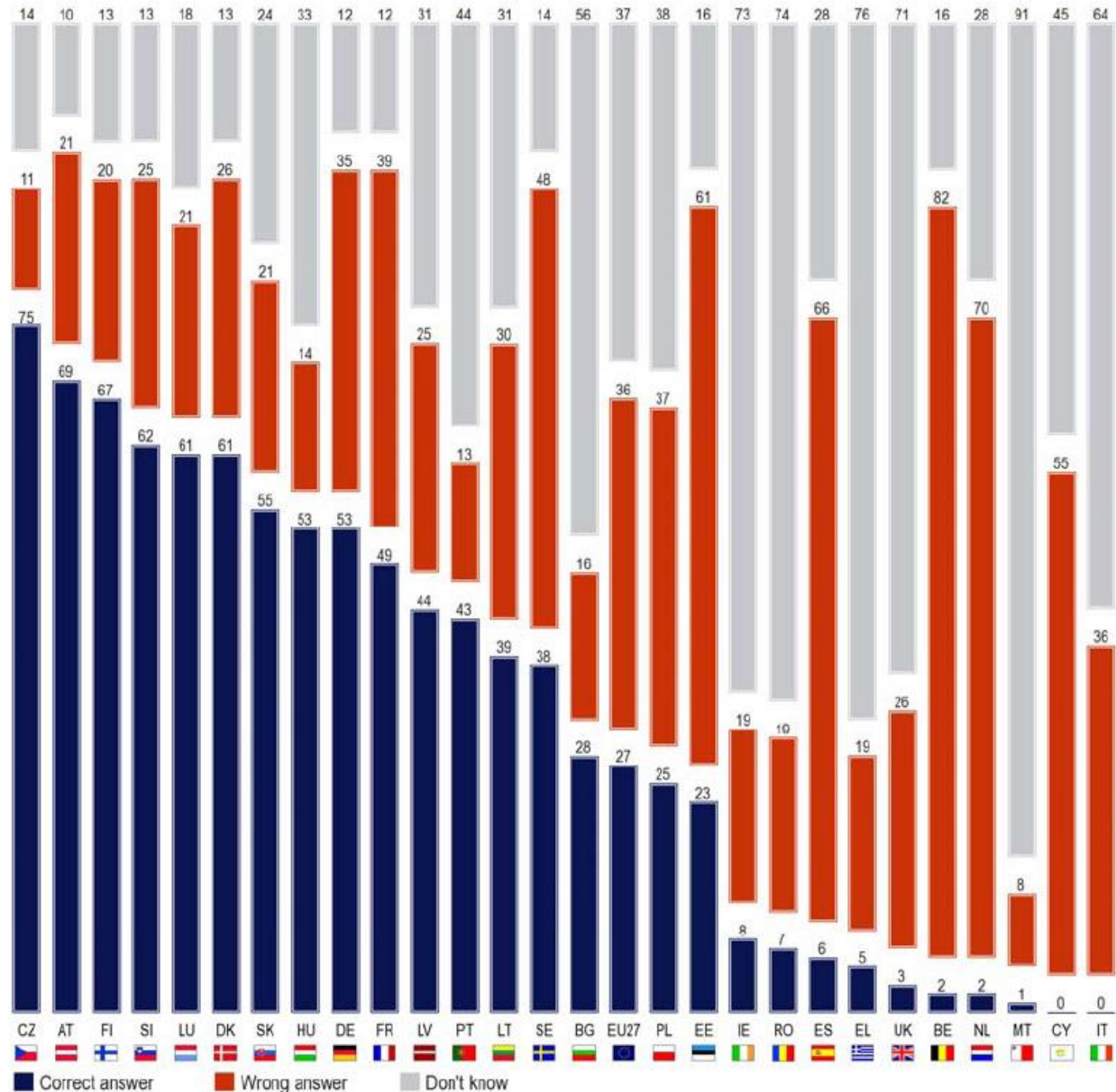
# Drink driving enforcement

**Numbers of roadside alcohol checks per 1,000 population and percentage above the legal BAC limit in the most recent year (usually 2010)**

Country	Checks per 1,000 population	Percentage above legal limit	Country	Checks per 1,000 population	Percentage above legal limit
<b>FI</b>	429	0,9%	<b>HU</b>	120	3,6%
<b>NO</b>	367	0,2%	<b>ES</b>	114	1,8%
<b>SE</b>	287	0,6%	<b>PT</b>	106	3,8%
<b>CY</b>	217	5,3%	<b>EE</b>	105	0,7%
<b>SI</b>	198	4,7%	<b>PL</b>	88	4,9%
<b>FR</b>	173	3,4%	<b>LT</b>	40	1.7%
<b>EL</b>	161	2,1%	<b>DK</b>	36	6.7%
<b>IE</b>	126	1,9%	<b>IT</b>	27	2.5%
<b>AT</b>	122	3,7%	<b>GB</b>	14	11.6%

# Awareness

- On average only 27% of respondents knew the legal BAC limit
- 36% gave a wrong answer
- 37% did not know



*Eurobarometer, Oct. 2010*





# BAC limits across the EU

- An increasing number of countries are lowering their BAC limits to be in line with EU recommendation 2001 on maximum BAC legal limit
- 18 EU countries apply lower BAC for novice drivers (0.0 – 0.2)
- 18 EU countries apply lower BAC for professional drivers (0.0 to 0.2 BAC)

	Standard BAC	BAC Commercial drivers	BAC Novice Drivers
Austria	0.5	0.1	0.1
Belgium	0.5	0.5	0.5
Bulgaria	0.5	0.5	0.5
Cyprus	0.5	0.5	0.5
Czech	0.0	0.0	0.0
Denmark	0.5	0.5	0.5
Estonia	0.2	0.2	0.2
Finland	0.5	0.5	0.5
France	0.5	0.5 (0.2 bus drivers)	0.5
Germany	0.5	0.0	0.0
Greece	0.5	0.2	0.2
Hungary	0.0	0.0	0.0
Ireland	0.5	0.2	0.2
Italy	0.5	0.0	0.0
Latvia	0.5	0.5	0.2
Lithuania	0.4	0.2	0.2
Luxembourg	0.5	0.1	0.1
Malta	0.8	0.8	0.8
Netherlands	0.5	0.2	0.2
Poland	0.2	0.2	0.2
Portugal	0.5	0.5	0.5
Romania	0.0	0.0	0.0
Slovakia	0.0	0.0	0.0
Slovenia	0.2	0.0	0.0
Spain	0.5	0.3	0.3
Sweden	0.2	0.2	0.2
UK	0.8	0.8	0.8

# ETSC recommendations to the EU

- Propose a Directive setting a **zero tolerance** for drink driving
- Encourage Member States to prepare **national enforcement plans** with targets including drink driving
- Work towards **standardised definitions** of **drink-driving** and **alcohol-related collisions**
- Introduce **uniform standards for alcohol interlocks** in the EU and help all Member States to introduce them
- Introduce alcohol interlocks firstly **for repeat offenders and professional drivers** and in due course **in non-intrusive form for all vehicles**

# Recommendations to Member States

- Intensify **enforcement of laws** by setting **minimum targets for alcohol checks** of the driving population (e.g. one driver in 5 should be checked each year)
- Introduce **systematic breath-testing** in all Police checks related to driving or collisions
- Introduce **rehabilitation programmes** and **higher penalties** to address recidivism
- Organise regular nationwide **campaigns raising awareness of drink-driving risk**
- Develop the **use of alcohol interlocks** in rehabilitation

# Alcohol interlocks

- In rehabilitation programmes
  - High level and recidivist offenders
  - Alcohol addicted
- As a quality assurance mechanism in commercial transport
  - In school buses
  - Emergency
  - Day care transportation
  - Others



# ETSC Alcohol interlock barometer

	Pilot project ongoing	Legislation in preparation	Legislation in implementation	Rehabilitation	Commercial Transport	Voluntary use in commercial transport
Austria	<b>X</b>				<b>X</b>	<b>X</b>
Belgium			<b>X</b>	<b>X</b>		<b>X</b>
Denmark				<b>X</b>	<b>X</b>	
Finland			<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>
France			<b>X</b>	<b>X</b>	<b>X</b>	
Germany	<b>X</b>	<b>X</b>		<b>X</b>		<b>X</b>
Netherlands			<b>X</b>	<b>X</b>		
Norway		<b>X</b>		<b>X</b>		<b>X</b>
Sweden			<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>
Switzerland		<b>X</b>		<b>X</b>		
UK						<b>X</b>

# Sweden

## Recidivist drivers

- First law introducing a nationwide pilot programme approved in 1998
  - Two years (including treatment for alcohol problems)
  - Costs borne by the driver ( US\$ 5,750)
  - 13% of convicted drunk drivers joined the programme and half completed it successfully
- New legislation approved in December 2010 applying to all drink driving offenders: 2 years for high risk groups (recidivists and > 1.0 BAC) and 1 year for the others.
- The law entered into force as from the **1st of January 2012**

## Commercial drivers

- Started in 1999 with a taxi company, a bus company and a trucking company.
- As of 2003 many municipalities started installing alcohol interlocks in their vehicles
- The Swedish Government committed to have 75% of governmental vehicles equipped with an alcohol interlock by 2012
- So far more than 70,000 alcohol interlocks have been installed in Sweden for commercial driving.
- Since end of 2012 all school transport vehicles must be fitted with alcolocks too.

# Finland

## Recidivist drivers

- Implemented in July 2008 (first a trial for 3 years)
- Voluntary after a DUI offence (instead of a ban) → Court decides the length (between 1 – 3 years)
- National code 111 on the driving licence
- Data read out every 60 days
- About 50 new participants each month

- 
- Since August 2011, mandatory in school and day care transportation ( if transport organised by a municipality, school, state etc)
  - Installed in more than 8000 taxis and busses

## Practicalities

- Since August 2011, all interlocks used in traffic need to be approved by TRAFI
  - European standards: EN 50436-1 or EN 50436-2
  - Mandatory installation certificate and calibration certificate from the workshop
  - TRAFI manages the list of workshops
- 
- Since 19th January 2013 doctors are able to “recommend” an interlock to a driver who would not obtain or maintain a driving licence otherwise: the police issues a driving licence with a national code 113 for the use of an interlock

# France

- France is the only EU country in which alcohol is the main factor in accidents ahead of speeding
- First pilot project in 2004 in the Haute Savoie region
  - Offenders with BAC of 0.8 to 1.6 g/l
  - Six months and € 1,260
  - Four to five lower rate of recidivism
  - Extended to 4 other French regions in December 2008
- New legislation for recidivist and first time offenders has been voted and is now being implemented
- Since September 2010 all new buses carrying children must be equipped with alcohol interlocks and the existing fleet to be retrofitted progressively until September 2015.



# Other EU countries

- In the **Netherlands** a bill on the alcohol interlock programme passed by the Senate in June 2010: the Ministry of Transport started a programme for serious alcohol offenders end of 2011.
- In **Denmark** the Ministry of Justice issued a proposal aiming to introduce an alcohol interlock programme for first time offenders (over 2.0 g/l) and recidivist drivers (over 1.2 g/l). High level of public support (> 73% of the population in favour). The legislation passed in June 2010 to be applied.
- In **Belgium** new alcohol interlock legislation entered into force as of December 2010 for all drink driving offenders. The decision rests on the judge and the alcohol interlock is set at a lower limit (0.2 g/l) than the legal limit (0.5 g/l).
- In the **UK** the Road Safety Bill introduced a pilot rehabilitation programme for drink driving offenders. A coach company fitted interlocks to its entire fleet (approximately 500 vehicles) in February 2010. Pilot projects in **Austria** and **Slovenia**. Others to come: Ireland, Spain etc..

# Key elements



- A reliable device meeting Cenelec EN 50436-1 requirements
- Certified body installing the interlocks



- A program manager
- A reporting process to the Authority
- A follow-up for the participants



- Alternative or/and Additional sanction? Duration, regularity of meetings, level, costs, follow-up, support the participant

← Framework to be adjusted: Recidivists/ High risk drivers/ First offenders? →

# Developing an effective program

- A monitoring program to ensure technical maintenance, inspection and calibration equipment monthly or bimonthly, also including reporting of abnormal events to the agency providing the program management under the control of the authority concerned (Justice, administration of driver's license as appropriate).
- A reporting system visible on the driver's license stating that the driver is required to operate a vehicle equipped with the EAD, so as to prevent the use of another vehicle during the program.



# Benefits

- General interest for Society:
- A kind of protection against drink driving
- A 60 to 75 % lower rate of recidivism
- For the individual
- A protection of social and professional life and integration
- A sustainable support of the behaviour
- A change in alcohol habits

*When the interlock program is a part of a monitoring and accompanying framework, the recidivism rate stay 2 or 3 time below even several years after removal, compared to programs based on the only "hard control".*

ICADTS Conference,  
Oslo, August 2010

# Future improvements?

- Costs
  - Expand the use of alcohol interlocks (voluntary use in commercial transport – public fleets..)
  - Use fines to finance and cover some costs
  - Develop an effective system of rental?
- Data
  - Access and data management
  - Destruction of data
- Awareness
  - Towards judges
  - Driving schools
- Technical issues
  - Calibration
  - Temperature

# 2013 EC impact assessment

- Study on the prevention of drink-driving by use of devices
- One of priorities of EU is prevention of driving under influence of alcohol. Commission wants to examine the possibility to make alcohol interlock devices mandatory for **certain categories** of drivers **or** vehicles.
- DG MOVE requires information to enable a decision on **whether** to propose EU legislative measures requiring installation of alcohol interlock devices. Providing this information is the objective of the present study.
- The information collected should be sufficient for an Impact Assessment (if needed): impacts for road safety, drivers, companies, administrations, etc.



# 2013 EC impact assessment

- Possible scope of measures:

- Compulsory installation in all motor vehicles or vehicles of certain type, e.g. heavy goods vehicles
- Compulsory installation in certain vehicles according to their use, e.g. school busses, dangerous goods trucks, taxis
- Compulsory use by specific user groups, e.g. multi offenders, problem drinkers
- And/or harmonisation of technical standards and other operational aspects

- Providing views on:

Role of Commission (subsidiarity principle)  
Alternative or additional measures aimed at reducing drink driving



- Online questionnaire
- Stakeholders consultation (30th May, Brussels)
- Ecorys (Mr. Wim Spit)  
Wim.Spit@ECORYS.COM

# Approach endorsed by the Council

## **Council Conclusions** (in response to the EC PO) **on road safety:**

*“New technical solutions of which the effect is proven can contribute to make it possible to deal with problems like speeding and impaired driving (such as driving under the influence of alcohol, drugs and fatigue)”*



# MEP Koch Report on Road Safety

*“Recommends, as a reintegration measure, the fitting of alcohol interlocks to the vehicles of road users who already have more than one drink-driving conviction”*

*“Recommends that fitting of alcohol interlocks (...) to all new types of commercial passenger and goods transport vehicles be made compulsory; calls on the Commission to prepare by 2013 a proposal for a Directive for the fitting of alcohol interlocks, including the relevant specifications for its technical implementation”*

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ETSC's Newsletter on Transport Safety Policy Developments in the EU

## Drink Driving Monitor

ETSC's Newsletter on Drink Driving Policy Developments in the EU

## Speed Monitor

ETSC's Newsletter on Speed Policy Developments in the EU



## Drink Driving Monitor

ETSC's Newsletter on Drink Driving Policy Developments in the EU

### Editorial

This 10th Drink Driving Monitor brings news from across the EU of steps to improve drink driving legislation and enforcement. Discussions are being held on changing or lowering the BAC limit in Ireland, Belgium and Finland. In the UK, existing enforcement practices in the Czech Republic and France are under review, and carrying out a breath test every time a driver is checked, and ensuring that every vehicle has a breathalyser to do this. Results from recent drink driving campaigns to enforcement are also presented from Austria and Spain. The latest results from a summer campaign on drink driving enforcement by TISPOL and the latest alcoholock legislation barometer is included.

### EU News

#### Eurobarometer Poll on Attitudes to Drink Driving

A new Eurobarometer was published polling EU citizens' opinions on alcohol and drink driving. Key findings include most EU citizens cannot give a correct answer regarding the legal blood alcohol limit for driving in their country. Only a little over a quarter of respondents (27%) were able to give a correct answer when asked what the legal blood alcohol limit for driving is in their country. More than one third gave an incorrect answer. There is a wide variation in awareness levels across the Member States. The Czech Republic, with a Zero limit, tops the list with

75% of respondents giving the correct answer. Another quarter (25%) gave an incorrect answer, with 14% giving an answer under the legal limit. The majority of respondents (62%) considered drinking two drinks in two hours would result in a blood alcohol concentration above the legal limit in their country. Half (50%) considered drinking one drink after two drinks would result in a blood alcohol concentration above the legal limit in their country. If you are interested in the full report, please visit [http://ec.europa.eu/transport/policies/road/331\\_en.pdf](http://ec.europa.eu/transport/policies/road/331_en.pdf)

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Young Drivers and Recidivist Offenders



### Drink Driving: Towards Zero Tolerance