Alcohol interlocks: towards a European approach for the fight against drink-driving

European Commission Representation in Poland
Warsaw, 26th May 2014

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European Transport Safety Council
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
ETSC Activities

Monitoring EU transport safety policy

Road Safety Performance Index (PIN)
*Ranking EU countries’ performances*

Developing projects on priority areas

Promoting best practices

Developing recommendations

Preventing Speeding

Preventing Drink Driving

Preventing Cyclists’ deaths

Praising Best Practice in Road Safety ‘At’ Work and ‘To’ Work

SMART
Safer Mobility Across Road Transport
The scope of the problem

- 27,700 people killed in road collisions in the EU in 2012
- Around 313,000 reported by the police as seriously injured

- 1 death, 11 serious injuries, 40 slight injuries
- Huge socio-economic costs (2% of EU GDP or 250 bln EUR)

- 358,000 men and 113,000 women have been killed in the EU27 in the past decade.
Progress in reducing road deaths since 2001

Latvia -68%
Spain -67%
Denmark -61%
Portugal -56%
France -51%
Poland -35%
EU -49%

ETSC (2013), 7th Road Safety PIN Report
Road Safety Performance

Number of road deaths per million inhabitants - No country with more than 100 deaths per million inhabitants

<table>
<thead>
<tr>
<th>Country</th>
<th>2001</th>
<th>2010</th>
<th>2012</th>
</tr>
</thead>
<tbody>
<tr>
<td>Malta</td>
<td>22</td>
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<td></td>
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<tr>
<td>UK</td>
<td>29</td>
<td></td>
<td></td>
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<tr>
<td>NO/DK/SE</td>
<td>30</td>
<td></td>
<td></td>
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</table>

Poland

<table>
<thead>
<tr>
<th>Year</th>
<th>2001</th>
<th>2010</th>
<th>2012</th>
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<tr>
<td></td>
<td>145</td>
<td>102</td>
<td>93</td>
</tr>
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</table>

ETSC (2013), 7th Road Safety PIN Report
Drink driving in Europe

- Up to 1.5 - 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, between 19% and 28% 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
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)

<table>
<thead>
<tr>
<th>Country</th>
<th>Checks per 1,000 population</th>
<th>Percentage above legal limit</th>
<th>Country</th>
<th>Checks per 1,000 population</th>
<th>Percentage above legal limit</th>
</tr>
</thead>
<tbody>
<tr>
<td>FI</td>
<td>429</td>
<td>0.9%</td>
<td>HU</td>
<td>120</td>
<td>3.6%</td>
</tr>
<tr>
<td>NO</td>
<td>367</td>
<td>0.2%</td>
<td>ES</td>
<td>114</td>
<td>1.8%</td>
</tr>
<tr>
<td>SE</td>
<td>287</td>
<td>0.6%</td>
<td>PT</td>
<td>106</td>
<td>3.8%</td>
</tr>
<tr>
<td>CY</td>
<td>217</td>
<td>5.3%</td>
<td>EE</td>
<td>105</td>
<td>0.7%</td>
</tr>
<tr>
<td>SI</td>
<td>198</td>
<td>4.7%</td>
<td>PL</td>
<td>88</td>
<td>4.9%</td>
</tr>
<tr>
<td>FR</td>
<td>173</td>
<td>3.4%</td>
<td>LT</td>
<td>40</td>
<td>1.7%</td>
</tr>
<tr>
<td>EL</td>
<td>161</td>
<td>2.1%</td>
<td>DK</td>
<td>36</td>
<td>6.7%</td>
</tr>
<tr>
<td>IE</td>
<td>126</td>
<td>1.9%</td>
<td>IT</td>
<td>27</td>
<td>2.5%</td>
</tr>
<tr>
<td>AT</td>
<td>122</td>
<td>3.7%</td>
<td>GB</td>
<td>14</td>
<td>11.6%</td>
</tr>
</tbody>
</table>

ETSC (2012), Drink Driving: Towards Zero Tolerance
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)

<table>
<thead>
<tr>
<th>Country</th>
<th>Standard BAC</th>
<th>BAC Commercial drivers</th>
<th>BAC Novice Drivers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Austria</td>
<td>0.5</td>
<td>0.1</td>
<td>0.1</td>
</tr>
<tr>
<td>Belgium</td>
<td>0.5</td>
<td>0.5</td>
<td>0.5</td>
</tr>
<tr>
<td>Bulgaria</td>
<td>0.5</td>
<td>0.5</td>
<td>0.5</td>
</tr>
<tr>
<td>Cyprus</td>
<td>0.5</td>
<td>0.5</td>
<td>0.5</td>
</tr>
<tr>
<td>Czech</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
</tr>
<tr>
<td>Denmark</td>
<td>0.5</td>
<td>0.5</td>
<td>0.5</td>
</tr>
<tr>
<td>Estonia</td>
<td>0.2</td>
<td>0.2</td>
<td>0.2</td>
</tr>
<tr>
<td>Finland</td>
<td>0.5</td>
<td>0.5</td>
<td>0.5</td>
</tr>
<tr>
<td>France</td>
<td>0.5</td>
<td>0.5 (0.2 bus drivers)</td>
<td>0.5</td>
</tr>
<tr>
<td>Germany</td>
<td>0.5</td>
<td>0.0</td>
<td>0.0</td>
</tr>
<tr>
<td>Greece</td>
<td>0.5</td>
<td>0.2</td>
<td>0.2</td>
</tr>
<tr>
<td>Hungary</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
</tr>
<tr>
<td>Ireland</td>
<td>0.5</td>
<td>0.2</td>
<td>0.2</td>
</tr>
<tr>
<td>Italy</td>
<td>0.5</td>
<td>0.0</td>
<td>0.0</td>
</tr>
<tr>
<td>Latvia</td>
<td>0.5</td>
<td>0.5</td>
<td>0.2</td>
</tr>
<tr>
<td>Lithuania</td>
<td>0.4</td>
<td>0.2</td>
<td>0.2</td>
</tr>
<tr>
<td>Luxembourg</td>
<td>0.5</td>
<td>0.1</td>
<td>0.1</td>
</tr>
<tr>
<td>Malta</td>
<td>0.8</td>
<td>0.8</td>
<td>0.8</td>
</tr>
<tr>
<td>Netherlands</td>
<td>0.5</td>
<td>0.2</td>
<td>0.2</td>
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<tr>
<td>Poland</td>
<td>0.2</td>
<td>0.2</td>
<td>0.2</td>
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<tr>
<td>Portugal</td>
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<tr>
<td>Romania</td>
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<tr>
<td>Slovenia</td>
<td>0.2</td>
<td>0.0</td>
<td>0.0</td>
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<tr>
<td>Spain</td>
<td>0.5</td>
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<td>0.3</td>
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<tr>
<td>Sweden</td>
<td>0.2</td>
<td>0.2</td>
<td>0.2</td>
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<tr>
<td>UK</td>
<td>0.8</td>
<td>0.8</td>
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</table>
Contribute to reducing alcohol-related road deaths and injuries through the identification and promotion of best practice in both policy and advocacy.

Investigating and promoting a systemic approach in the fight against drink-driving.
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
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 80,000 alcohol interlocks have been installed in Sweden for commercial driving.
- Since end of 2012 all school transport vehicles are 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
• 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 taxies and busses

Observations

• 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

• 2013 evaluation of 1500 participants – Alcohol interlocks have prevented more than 12,000 attempts to drive with an illegal BAC. On average, 30% of drivers would become recidivists. For people who have benefited from a rehabilitation programme with interlock, the recidivism rate is less than 6% only.
<table>
<thead>
<tr>
<th>Country</th>
<th>Pilot project ongoing</th>
<th>Legislation in preparation</th>
<th>Legislation in implementation</th>
<th>Rehabilitation</th>
<th>Commercial Transport</th>
<th>Voluntary use in commercial transport</th>
</tr>
</thead>
<tbody>
<tr>
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<td>X</td>
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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 interlock, so as to prevent the use of another vehicle during the program.
Multiplication of different codes!

112 (Belgium)

105 (valid until 2014) (Sweden)

107 (France)

No specific code but additional certificate

103

111

- Hard visibility abroad
- Need for harmonisation
- Other codes to come.. (ES, SI, UK, DE, DK, IE, etc)
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.

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
“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”
An 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)”
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European Transport Safety Council