



Insurance Corporation of British Columbia
Business Insights
910 Government Street
Victoria, BC V8W 3Y8

Report #: 2014LIC0048
Report Title: Alcohol Recidivism Pre and Post IRP in BC

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Requested By: Susanne Steinmetz
Requested On: 13-Feb-14

Prepared By: Ming Fang/Luigi Guerra
Completion Date: 31-Mar-14

Data Source: Contravention
Data As Of: 22-Mar-14

Synopsis of Request: A summary of Alcohol Recidivism Pre and Post IRP launched in September 2010

Rounding has not been applied to these data.

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Caveats: **Data Settling:**
Numbers will continue to change, especially for the most recent time periods, because of
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Alcohol Recidivism Pre and Post Immediate Roadside Program launched in September 2010 in BC

	Total Alcohol Events in Base Year	Total Number of Drivers with an Alcohol Event in Base Year	Drivers with Only 1 Event in Base Year	Drivers with 2 or more Events in Base Year	Drivers from Base Year with at least One Event in Year 1	Drivers from Base Year with at least One Alcohol Event in Year 2
Pre-IRP (2007)	41,130	37,585	34,476	3,109	3,608	3,202
Post-IRP (2011)	32,978	31,675	30,461	1,214	1,462	1,628

	Percentage over Total Num of Drivers PRE IRP in Base Year			
Pre-IRP (2007)	91.7%	8.3%	9.6%	8.5%
Post-IRP (2011)	96.2%	3.8%	4.6%	5.1%

Notes:

1. Alcohol Events Pre-IRP (2007) are defined as:

12 Hour Prohibition Alcohol

24 Hour Prohibition Alcohol

2. Alcohol Events Post-IRP (2011) are defined as:

12 Hour Prohibition Alcohol

24 Hour Prohibition Alcohol

3 Day IRP

7 Day IRP

30 Day IRP

90 Day IRP (Fail & Refuse)

Q. How many drinking drivers are recidivists over a 5, 10 and 20 year window (24 Hour prohibitions, ADPs and Criminal Code cases?

A: A 2007 British Columbia study examined the driver profiles of those charged with impaired driving in 2003 in all of the province's RCMP jurisdictions and where there was a judicial outcome involving criminal charges. The study used a very specific methodology and found that of the cases where a criminal impaired charge resulted in a judicial outcome, over 70 percent (72.2%) of those cases been previously convicted of an alcohol-related driving offence of some kind at some point in time in the past

Table 1: Repeat offenders in British Columbia who were criminally charged with impaired driving (CCC 253 or 254), and have a subsequent impaired driving conviction within a five year period.¹

	Total Received from Police	Total Approved to Court	Repeat Offenders During 5 Year Period	% Repeat of Received	% Repeat of Approved	Total Reduced from Received	Total Reduced from Approved to Court
2002	5,896	5,646					
2003	6,459	6,149					
2004	6,846	6,489					
2005	6,969	6,578					
2006	7,363	6,970	1,498	20.3%	21.5%	5,865	5,472
2007	7,540	7,040	1,594	21.1%	22.6%	5,946	5,446
2008	7,582	7,003	1,622	21.4%	23.2%	5,960	5,381
2009	9,029	8,056	1,670	18.5%	20.7%	7,359	6,386

Source: Criminal Justice Branch. Data was extracted from JUSTIN on October 25th, 2010

Table 2: Repeat offenders who received a 24 Hour Prohibition in British Columbia²

Year	Percentage of repeat offenders
2004	43%
2005	41%
2006	40%
2007	40%
2008	38%
2009	35%

Source: ICBC Business Intelligence Competency Centre. Data was extracted on September 7th, 2010.

Table 3: Repeat offenders who received an ADP in British Columbia³

Year	Percentage of repeat offenders
2007	12.6%
2008	12.2%
2009	11.8%

Source: ICBC Business Intelligence Competency Centre. Data was extracted on July 22nd, 2010.

¹ Repeat offenders were defined as having a second conviction to CCC 253 or 254 or to a lesser included MVA 144 within a 5 year period.

² Repeat offenders were defined as having a second 24 hour prohibitions within a 5 year period.

³ Repeat offenders were defined as having a second ADP within a 5 year period.



First Offenders

The National Highway Traffic Safety Administration (NHTSA) conducts annual surveys on the prevalence of impaired driving. They have found that on average a driver will have to drive 772 times (within 2 hours of consuming alcohol) before they are detected and arrested¹. Furthermore, on average a driver will drive with a BAC over the legal limit 88 times for every time that they are arrested. The chances that a driver will be stopped and asked to provide a breath sample each time that they drive over the legal limit are tremendously low.

Recidivism

Additional research has shown that recidivism rates for first time offenders more closely resembles that of second offenders than those of non-offenders.² Drivers who have received at least one alcohol related driving violation are more likely than drivers who have never received any alcohol related driving violations to receive more in the future.

¹ Zador, P., Krawchuk S., and Moore B., 2000. Drinking and Driving Trips, Stops by Police, and Arrests: Analyses of the 1995 National Survey of Drinking and Driving Attitudes and Behavior. Washington, DC: Department of Transportation <http://trid.trb.org/view.aspx?id=679619>

² Rauch W., Zador P., Ahlin E., Howard J., Frisell K., and Duncan G. Risk of Alcohol-Impaired Driving Recidivism Among First Offenders and Multiple Offenders. American Journal of Public Health : May 2010, Vol. 100, No. 5, pp. 919-924. <http://ajph.aphapublications.org/doi/full/10.2105/AJPH.2008.154575>

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Recidivism Among Impaired Drivers, by Andre Solecki, Research and Statistics Division, Justice Canada (internal document, released under the Access to Information Act)

The following is a summary of the findings:

- Recidivism rate for the group was 57% - the 57% was further broken down as follows:
 - 57% were reconvicted once
 - 26 were reconvicted twice
 - 17% were reconvicted three times
- The initial conviction most serious sentence was broken down as follows:
 - 84% of drivers received fines as their most serious sentence – fines ranged from \$50 to \$2000 (average fine amount was \$298)
 - 9% of individuals received a custodial sentence as their most serious sentence – incarceration sentences ranged from 14 days to 304 days (50% were 20 days or less)
 - 7% received probation sentences ranging from 30 days to 3 years (50% were less than or equal to 183 days)
- Recidivism rates for all individuals were similar regardless of the sentence received for the initial impaired driving conviction.

The following is a summary of the methodology

- The analysis is based on 3,297 criminally convicted impaired driving offenders, whose first offence occurred from January 1977 and to October 1993 inclusive (majority between 1978 and 1984).
- The majority of impaired driver's first impaired driving convictions occurred in Alberta, BC, Ontario and Quebec.
- Recidivism was defined as any impaired driving convictions (does not include administrative sanctions or other types of crimes).

The report is not supported by MADD because:

- the study's findings about the large number of re-offending drivers is at odds with other research, which suggests only about 30 per cent are convicted again.
- data in the report stretch back more than three decades, and that laws around impaired driving have changed dramatically in the meantime
- MADD does not support for tougher sentences at the back end, but rather actions that stop impaired driving at the front end, like random breath-testing.

Wilkinson, Anita JAG:EX

From: Ross, Jesse JAG:EX
Sent: Thursday, November 5, 2015 12:03 PM
To: Arason, Neil JAG:EX
Cc: Coccola, James JAG:EX; Tucker, Shannon JAG:EX; Staples, Jan JAG:EX
Subject: RE: Declines in IRPs - follow up

Follow Up Flag: Follow up
Flag Status: Flagged

Hello Neil,

I hope you are well. It was nice to finally be able to meet at the RSS Conference. I know our unit all very much enjoyed the event and being able to hear about all the exciting advances being made in road safety!

I wanted to provide an update with respect to the IRP decline issue, as we have now heard back from "E" Division Traffic Services. Below is a summary of the two areas we had recommended that they investigate and the corresponding responses:

s.13

Thank you and please let me know if I can assist or clarify anything!

Jesse

Jesse Ross – Research Analyst
Road Safety Unit, Police Services Division
Ministry of Justice
Ph. 604.660.3724

From: Arason, Neil JAG:EX
Sent: Wednesday, September 23, 2015 2:23 PM
To: Ross, Jesse JAG:EX
Cc: Coccola, James JAG:EX; Tucker, Shannon JAG:EX; Staples, Jan JAG:EX
Subject: RE: Declines in IRPs - follow up

Hi Jesse,

This is an excellent analysis. s.13

s.13

N>

From: Ross, Jesse JAG:EX
Sent: Wednesday, September 23, 2015 2:04 PM
To: Arason, Neil JAG:EX
Cc: Coccola, James JAG:EX; Tucker, Shannon JAG:EX; Staples, Jan JAG:EX
Subject: Declines in IRPs - follow up

Hi Neil,

I wanted to follow up with you on the IRP decline issue. Here is what we have looked at since our last message:

s.13

Please let me know what you think.

Thank you,

Jesse

Jesse Ross – Research Analyst
Road Safety Unit, Police Services Division
Ministry of Justice
Ph. 604.660.3724



RoadSafetyBC

Trends in IRPs and ADPs from July 2012-August 2015

Research and Data Unit

Policy and Strategic Initiatives Branch

Website: <http://www.pssg.gov.bc.ca/osmv>

Twitter: <http://twitter.com/RoadSafetyBC>

September 25, 2015

RAD 2015-128

Introduction

The following document analyzes trends in the number of Immediate Roadside Prohibitions (IRPs) and Administrative Driving Prohibitions (ADPs) issued as well as the number of unlicensed drivers across the whole of B.C. and regionally. Data was extracted from ADP/VI on September 25 2015 and includes data from September 2010 – August 2015. The analysis looks at a period of just over three years from July 1 2012 to August 31 2015. July 2012 was chosen as a start date rather than September 2010 because of the effect of the suspension of the IRP program between December 2011 and June 2012. During this time, the number of IRPs issued declined to zero while the number of ADPs issued increased considerably. By choosing to start the analysis from July 2012, the analysis includes three years of uninterrupted data on the numbers of IRPs and ADPs issued and the trends over that three year period.

Summary of findings

The results of the analysis indicate that across the province, IRPs issued for first offences have declined while those issued for subsequent offences and refusals have increased. The number of three-day IRP (issued by police for a breath sample in the “Warn” range on an Approved Screening Device (ASD)) and the 90-day IRP (issued by police for a breath sample in the “Fail” range on an ASD)¹ have been declining over the past three years while the 7 and 30-day IRP (issued by police for subsequent breath samples in the “Warn” range) as well as the 90-day IRP (issued by police for failing to provide a breath sample for the ASD)² have been increasing. Similarly, the number of unlicensed drivers stopped and issued a violation ticket by police has been declining while the number of ADPs issued has remained virtually unchanged over the last three years.

Comparisons were made on regional data for IRPs, ADPs and unlicensed drivers and analyzed based on the first 8 months of 2014 and the first 8 months of 2015. When comparing the first 8 months of 2014 with the first 8 months of 2015 for each region, the only region in which there was an increase in the numbers of 90-day “Fail” IRPs and three-day “Warn” IRPs was for the municipal police departments on Vancouver Island (region 2) which saw a 6% increase in both those types of IRPs. The region with the smallest decline in 90-day “Fail” IRPs was the Integrated Road Safety Unit (IRSU) (region 8 – includes all IRSU in the province) with a decline of 4%. The largest declines were for Northern RCMP (region 4) and Lower Mainland RCMP, both with a decrease of 24%. For three-day IRPs the region with the smallest decrease was the Vancouver Police Department (region 5) with an 8% decrease in the number of IRPs issued. The region with the greatest decrease in the number of three-day IRPs issued was Vancouver Island RCMP (region 1), with a decrease of 26%.

Another finding of interest is the apparent seasonal nature of the IRPs, ADPs and the number of unlicensed drivers stopped. While the trend is more visible in certain regions, it appears that there is seasonality in the number of IRPs and ADPs issued and the number of unlicensed drivers stopped and issued violation tickets.

¹ For the remainder of this report, this will be defined as a 90 day “Fail” IRP

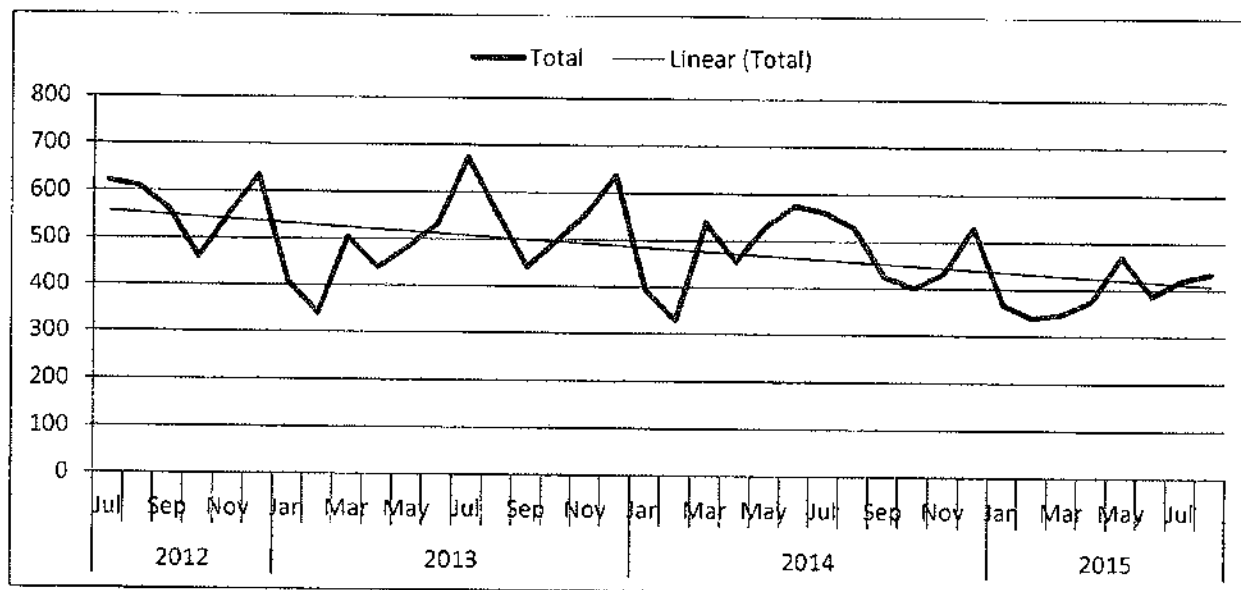
² For the remainder of this report, this will be defined as a 90 day “Refuse” IRP

The trends are most visible in the cases of the three-day IRP and the 90-day “Fail” IRP. This indicates that either more individuals choose to drive under the influence of drugs and alcohol during the summer (May – August) and winter (November – December) months or there is more enforcement during this time because of increased police presence. The latter is more likely because of the fact that the number of unlicensed drivers follows the same trend line as the IRPs and ADPs. To confirm this hypothesis, it would be necessary to get data on trends in monthly police presence by region, during the same time period

Part 1: Total IRPs and ADPs issued across the province.

Figures 1 through 8 demonstrate the trends for the different types of IRPs and ADPs across the province as well as the number of unlicensed drivers stopped by law enforcement.

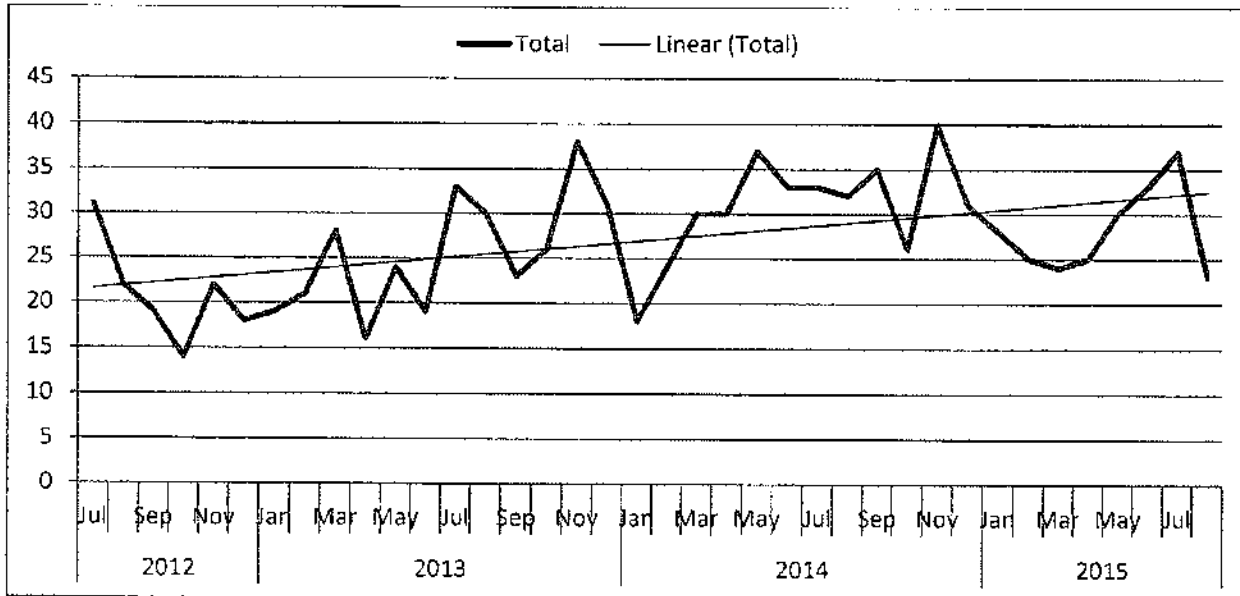
Figure 1: Three-day “Warn” IRPs in all regions of the province.



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

Figure 1 shows a declining trend in the overall number of three-day IRPs (under 0.5 BAC) issued across the province with the most three-day IRPs having been issued in July of 2013 and the least having been issued in March of 2014. In the first half of the data from 2012-2013, there were on average 528 IRPs issued each month. This number decreases to 442 issued per month throughout 2013-2014 which represents a 16% decline.

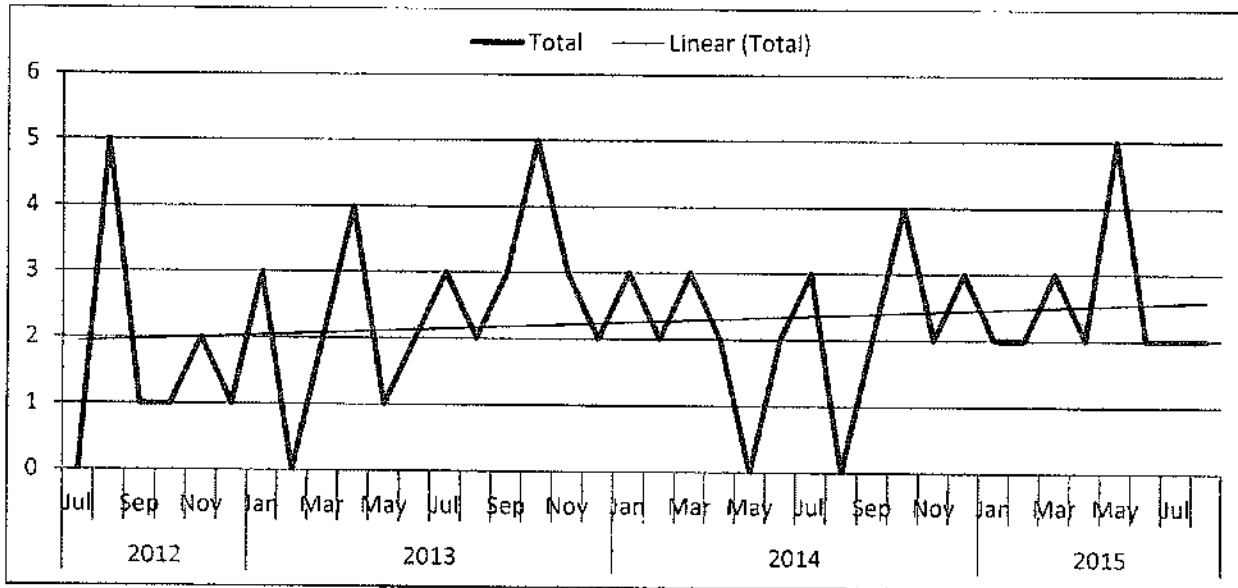
Figure 2: Seven-day “Warn” IRPs in all regions of the province.



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

In figure 2, an upward trend in the number of seven-day IRPs (under 0.05 BAC) issued is visible with a low in October 2012 and a high in November of 2014. The number of 7 day IRPs issued monthly during 2012-2013 was 24, and this number increased by 20% in 2014-2015 to 29 issued monthly.

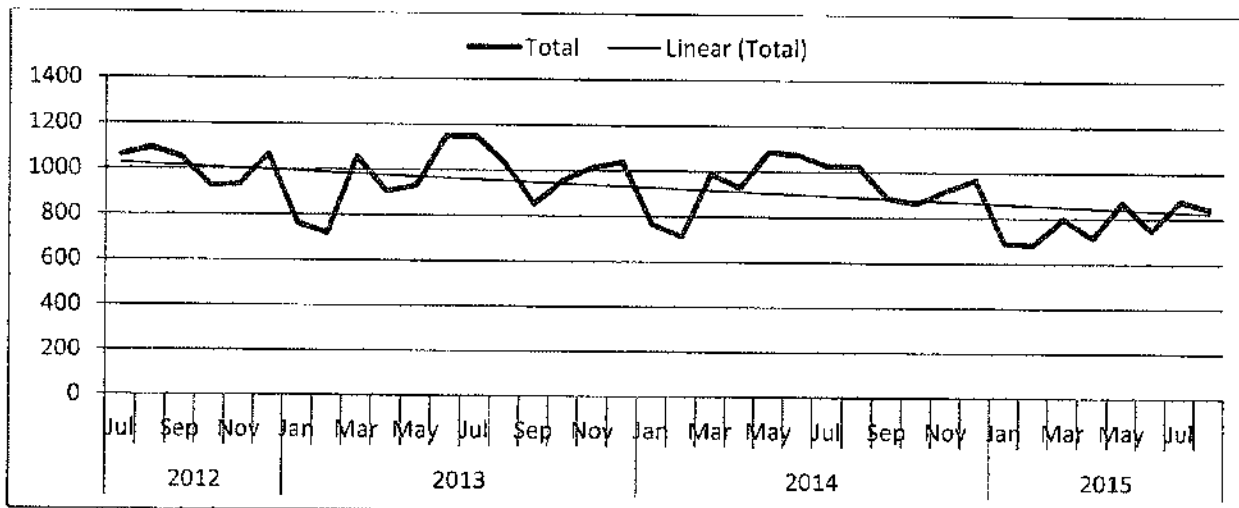
Figure 3: 30-day "Warn" IRPs in all regions of the province.



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

As comparatively few 30-days IRPs (under 0.05 BAC) are issued, the data appears more erratic than for the other IRPs. There are three times where a peak of five IRPs in a month was reached but also three lows where zero were issued. The trend for 30-day IRPs has been increasing over the three year period but the growth has been moderate.

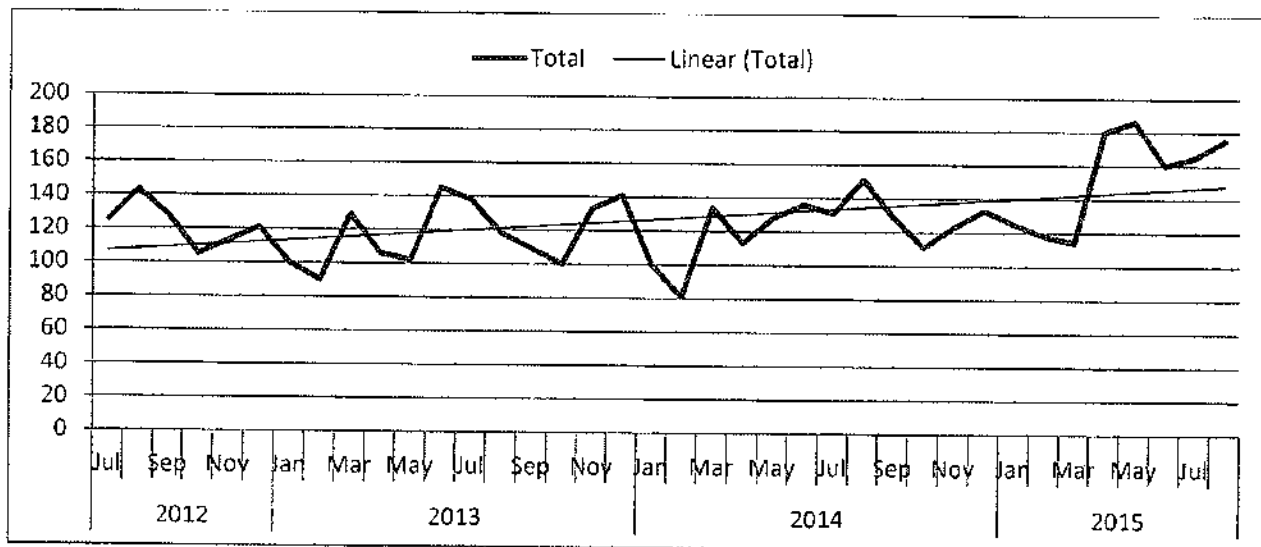
Figure 4: 90-day "Fail" IRPs in all regions of the province.



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

There has been a moderate decline in the number of 90-day "Fail" (over 0.8 BAC). During 2012-2013, the monthly number of IRPs issued was 982 and in 2014-2015 it declined to 873 a month – representing a decrease of 11%.

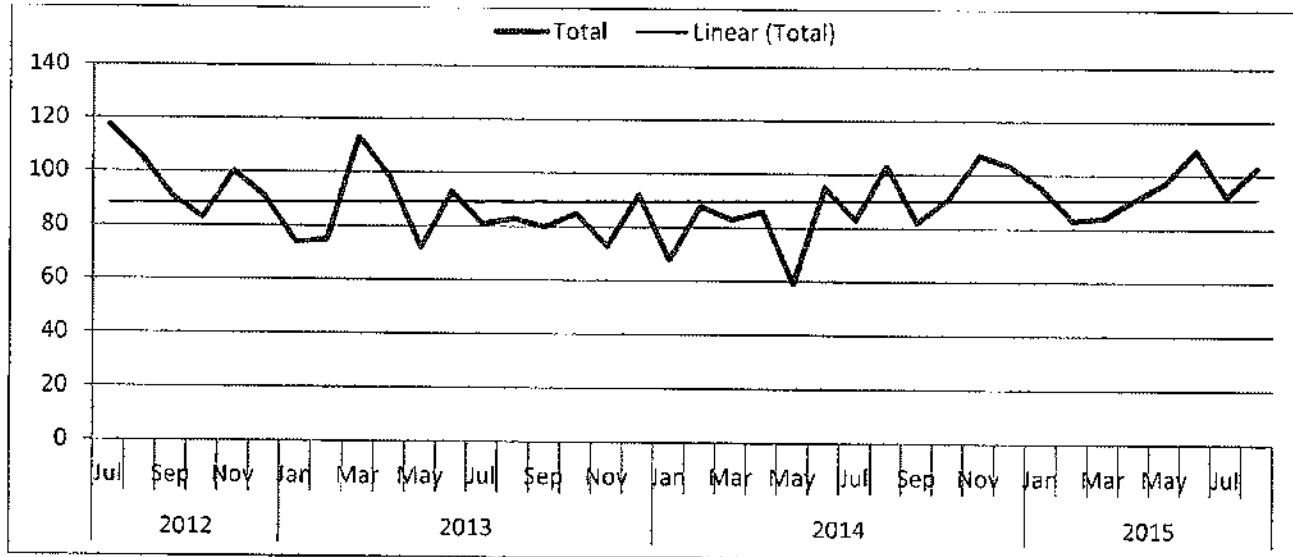
Figure 5: 90-day "Refuse" IRPs in all regions of the province.



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

The overall number of individuals who refuse to submit to an ASD is lower than those who do take the ASD and provide a breath sample in the "Fail" range. Through 2012-2013, the number of IRPs issued a month for refusing to take an ASD was 119 and in 2013-2014, this number grew by 13% to 135.

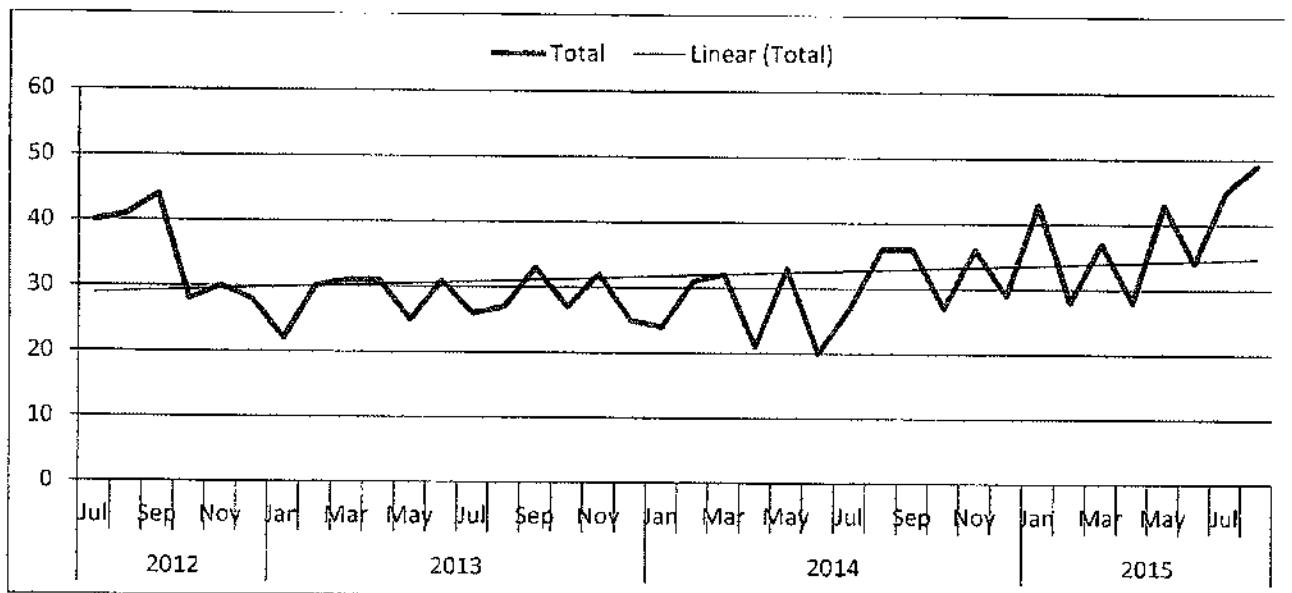
Figure 6: ADP "Fail" in all regions of the province.



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

The trend for ADPs (over 0.08 BAC) issued has increased slightly for the three year period of this analysis. In the first 8 months of 2014, the monthly average of ADPs issued was 83 and it was 94 for the first 8 months of 2015.

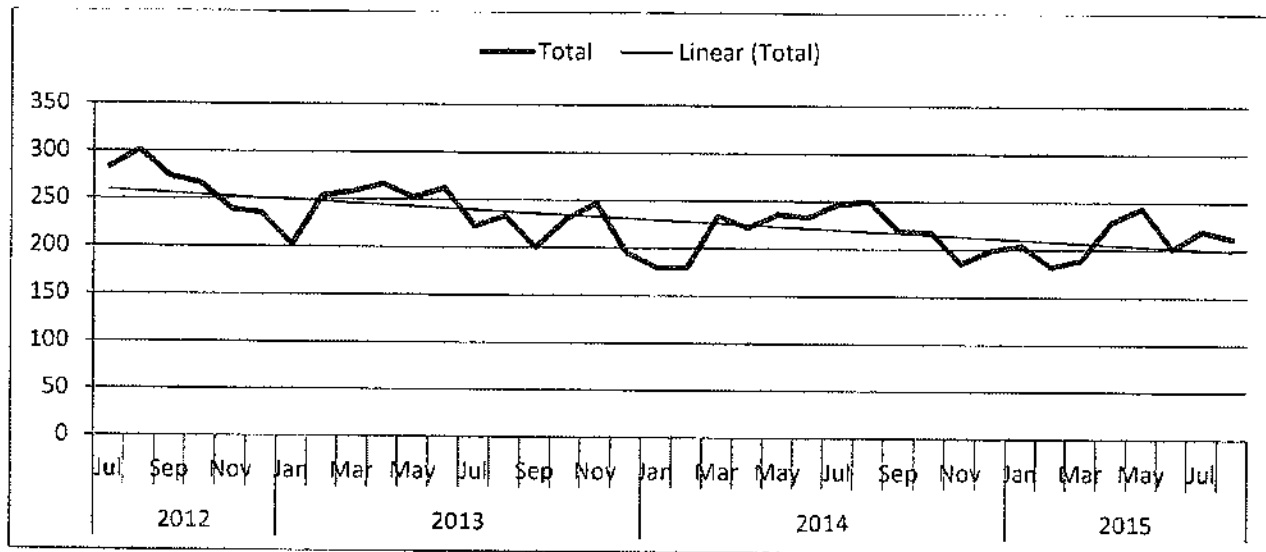
Figure 7: ADP "Refuse" in all regions of the province.



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

The trend for ADP “Refuse” (refusing to provide a breath sample for an ASD) appears to be moving slightly upward. The average number of prohibitions issued monthly during the first 8 months of 2014 was 28 and it increased to 38 a month for the first 8 months of 2015. In August of 2015, there were 49 ADP “Refuse” issued which is the highest amount for the time period in question.

Figure 8: Unlicensed drivers in all regions of the province.



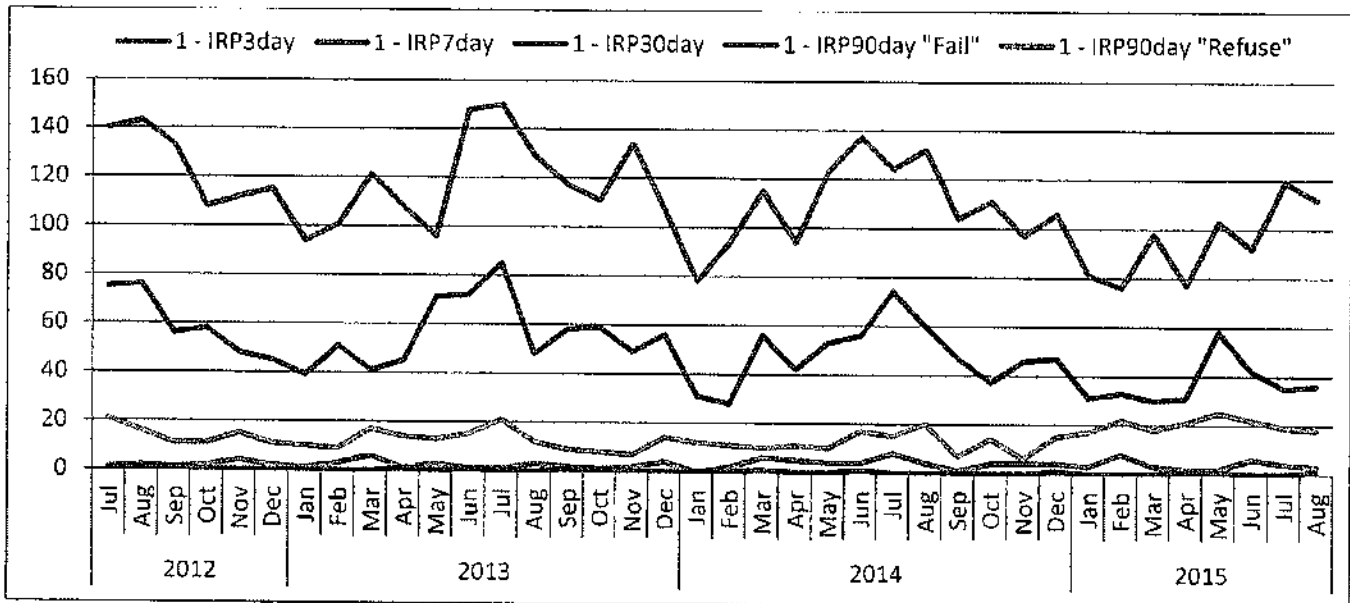
Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

The number of unlicensed drivers on the road has been declining during the three year period of this analysis. In 2012 through 2013 the number of unlicensed drivers stopped each month was 246 and this decreased by 13% over 2014 – 2015 to 214 stopped per month.

Part 2: IRPs, ADPs and unlicensed drivers by region.

Figures 9 through 16 look at a breakdown of IRPs and ADPs and unlicensed drivers by each region with the exception of region 9 (other) and region 91 (detachment unreported). These two regions were excluded because of the low number of IRPs, ADPs and unlicensed drivers reported.

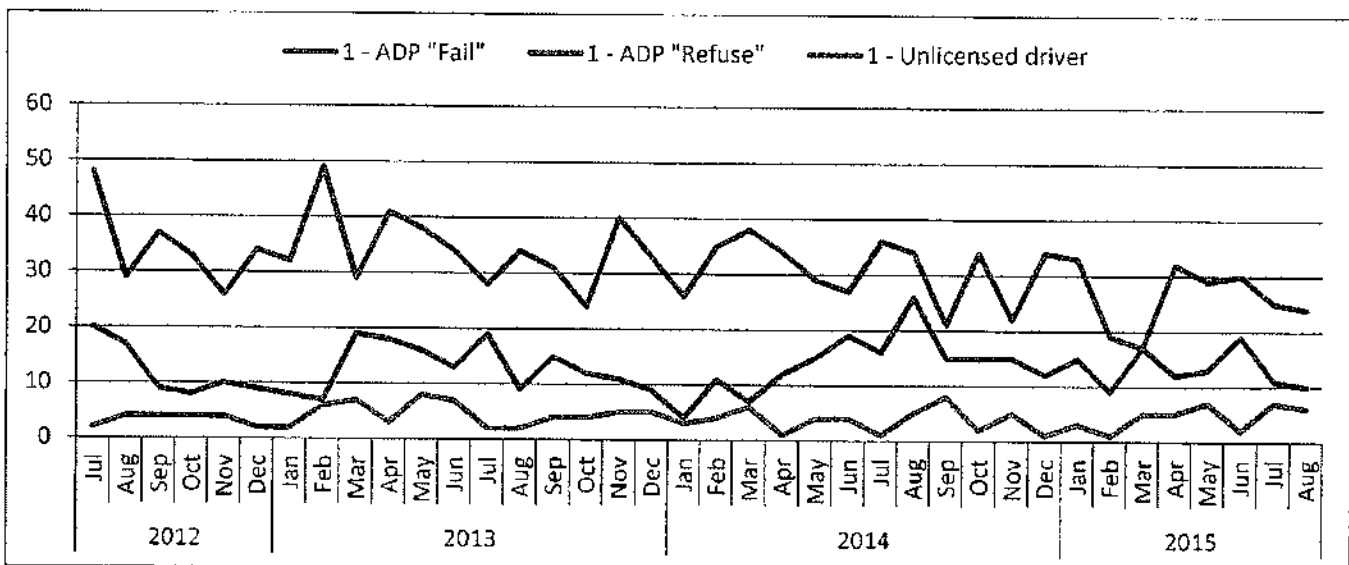
Figure 9a: All IRPs issued by Vancouver Island RCMP



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

Figure 9a demonstrates that the two most common IRPs are the 90-day "Fail" and the three-day "Warn". The former has decreased by 15% when comparing the first eight months of 2014 with 2015 and the latter has decreased by 26% over the same time period.

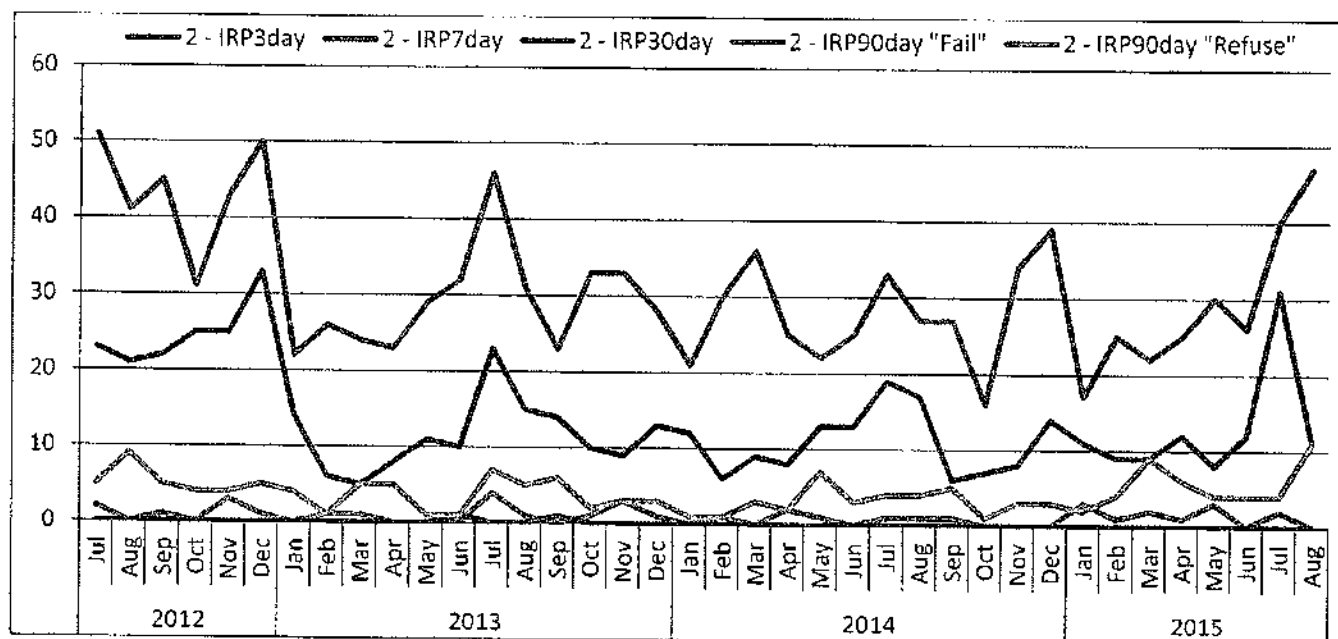
Figure 9b: ADPs issued and unlicensed drivers stopped by Vancouver Island RCMP



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

The number of ADPs issued by Vancouver Island RCMP has remained fairly low with no significant growth over the three year period. Furthermore, the number of unlicensed drivers stopped by the RCMP has decreased slightly over the three year period.

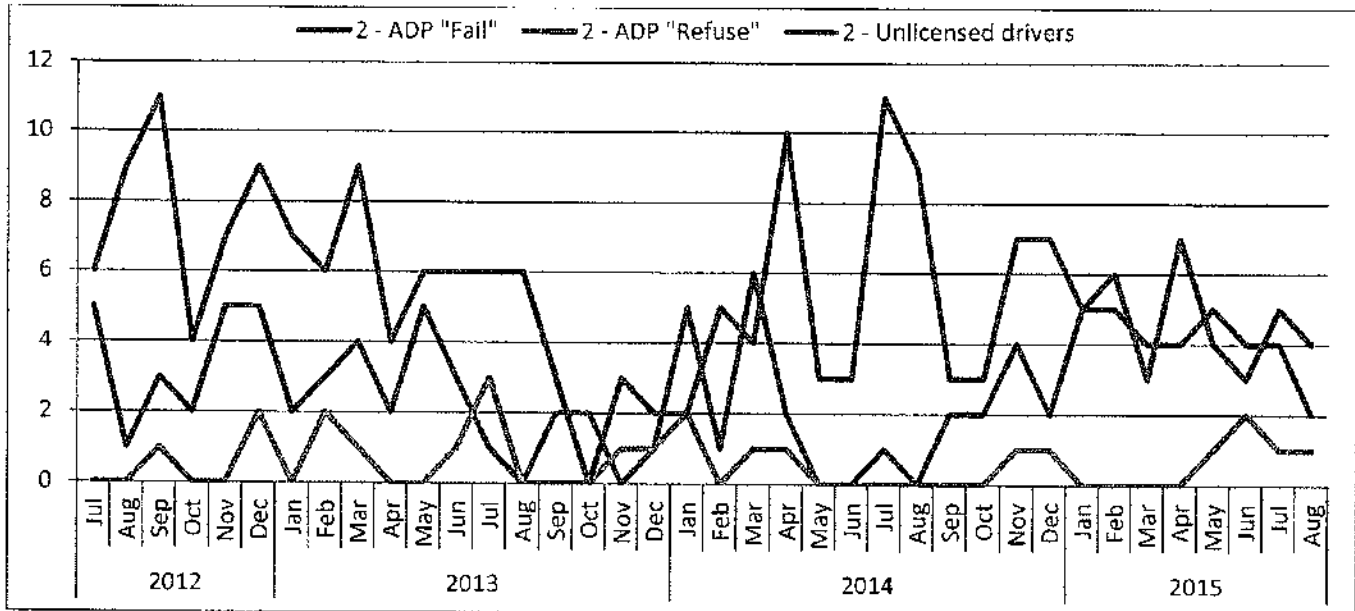
Figure 10a: IRPs issued by Vancouver Island Municipal PD



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

The 90-day "Fail" IRP is the most frequently issued IRP and has increased by 6% from January-August 2014, to January-August 2015. The three-day "Warn" IRP experienced a similar trend in 2015 as it also increased by 6% during that time period.

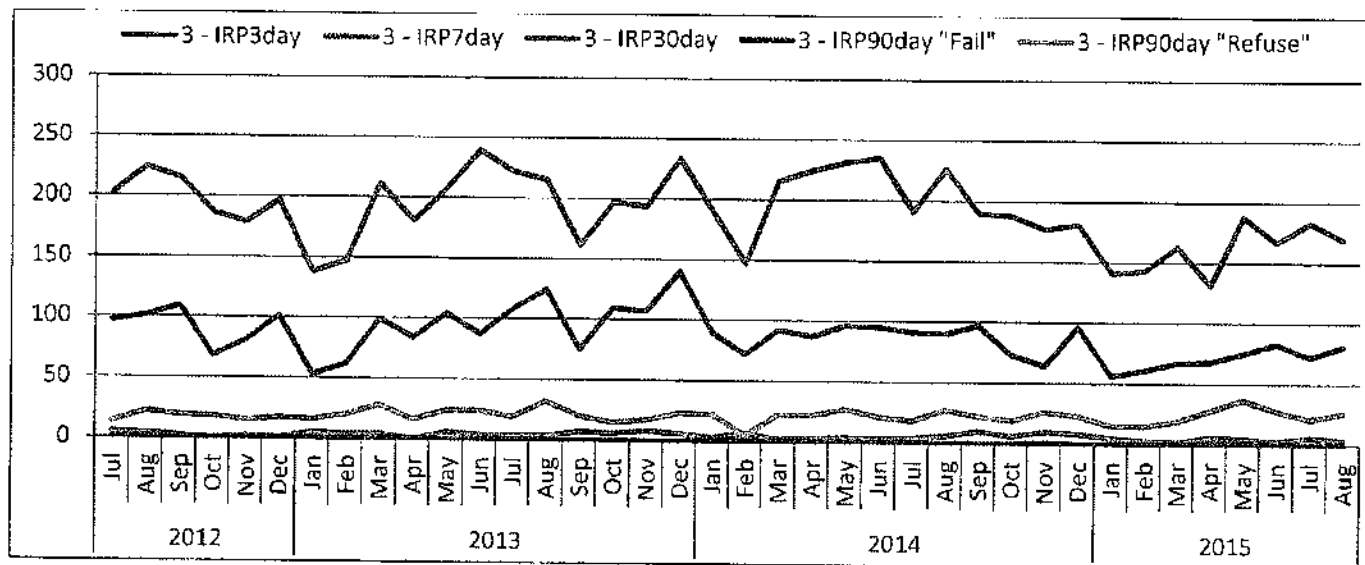
Figure 10b: ADPs issued and unlicensed drivers stopped by Vancouver Island Municipal PD



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

The number of ADPs has remained low over the three year period with some low points at the end of 2013 and mid-2014. The ADP "Fail" remained unchanged in 2015 with some drop occurring near July and August while ADP "Refuse" remained at 0 for the first half of 2015 and increased to 2 during the peak summer months and appears to remain steady. The number of unlicensed drivers stopped by police a month has decreased by 1% from 2012-2013 and 2014-2015.

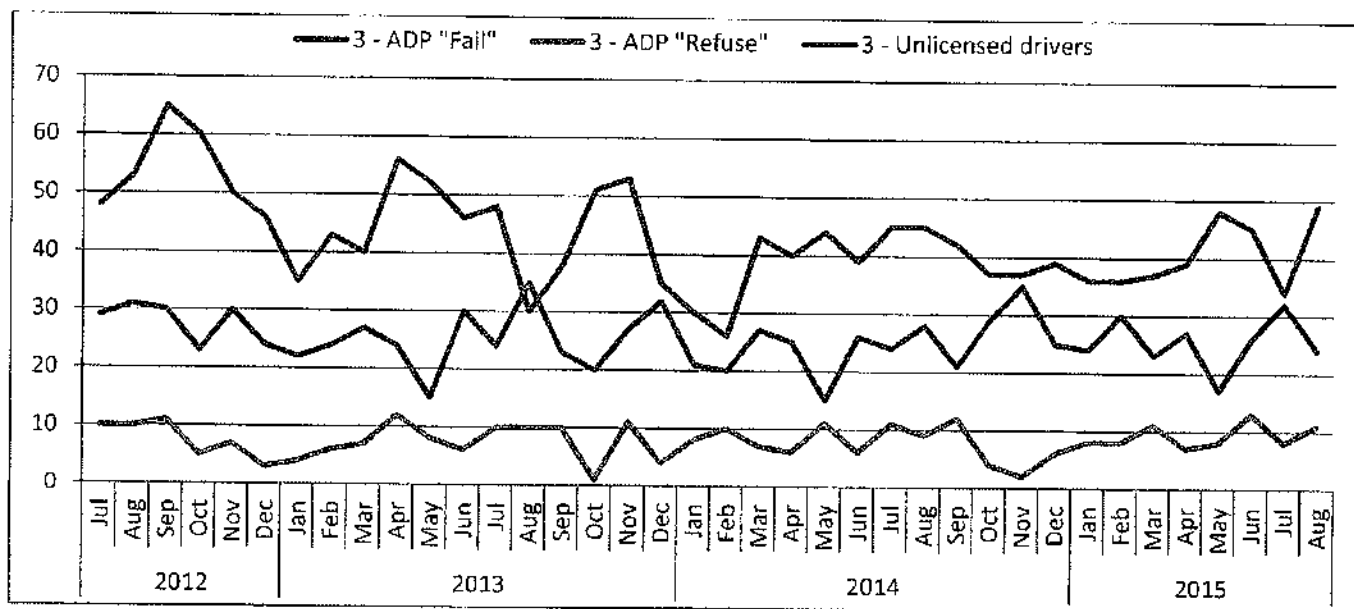
Figure 11a: IRPs issued by S.E. RCMP



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

The 90-day "Fail" has been the most common type of IRP issued over the three year period in question. When comparing the periods of January-August 2014 and 2015, there was a 23% reduction in the number of 90-day "Fail" IRPs issued. In comparison, three-day "Warn" IRPs over that same period saw a reduction of 21%. This trend corresponds to earlier findings indicating a decline in IRPs issued by S.E. RCMP.

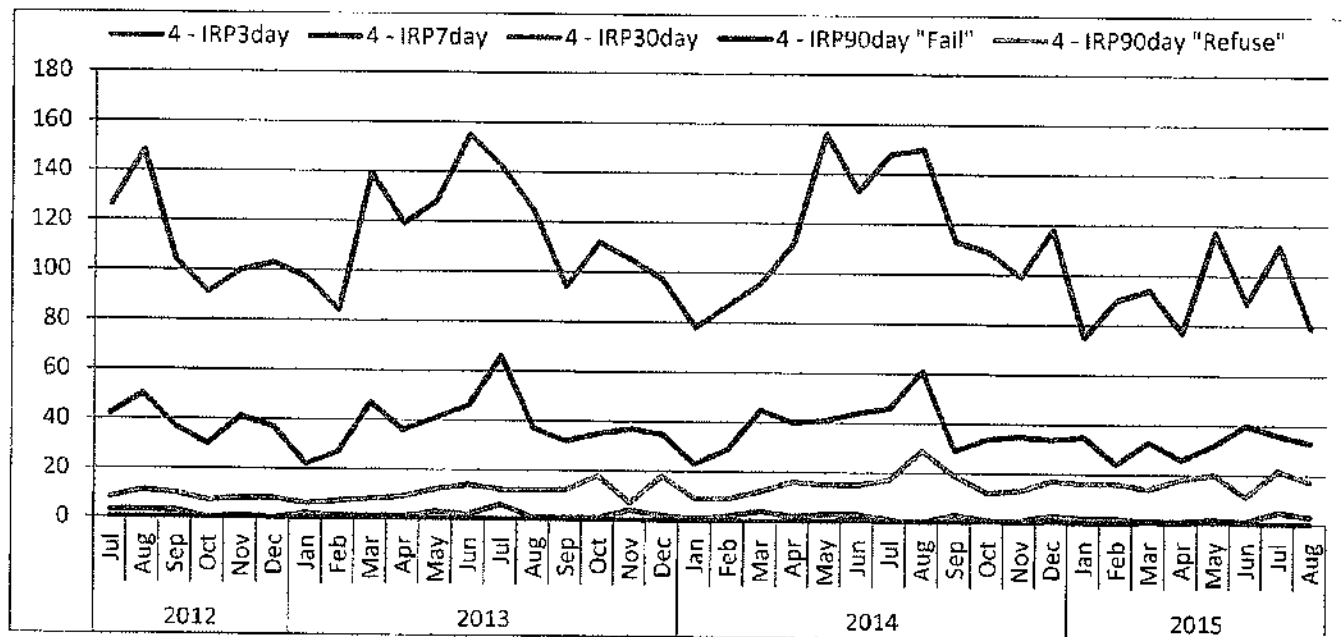
Figure 11b: ADPs issued and unlicensed drivers stopped by S.E. RCMP



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

The number of ADPs issued by S.E. RCMP has remained unchanged over the three year period and the number of unlicensed drivers has also remained unchanged, with a spike in July/August of 2015.

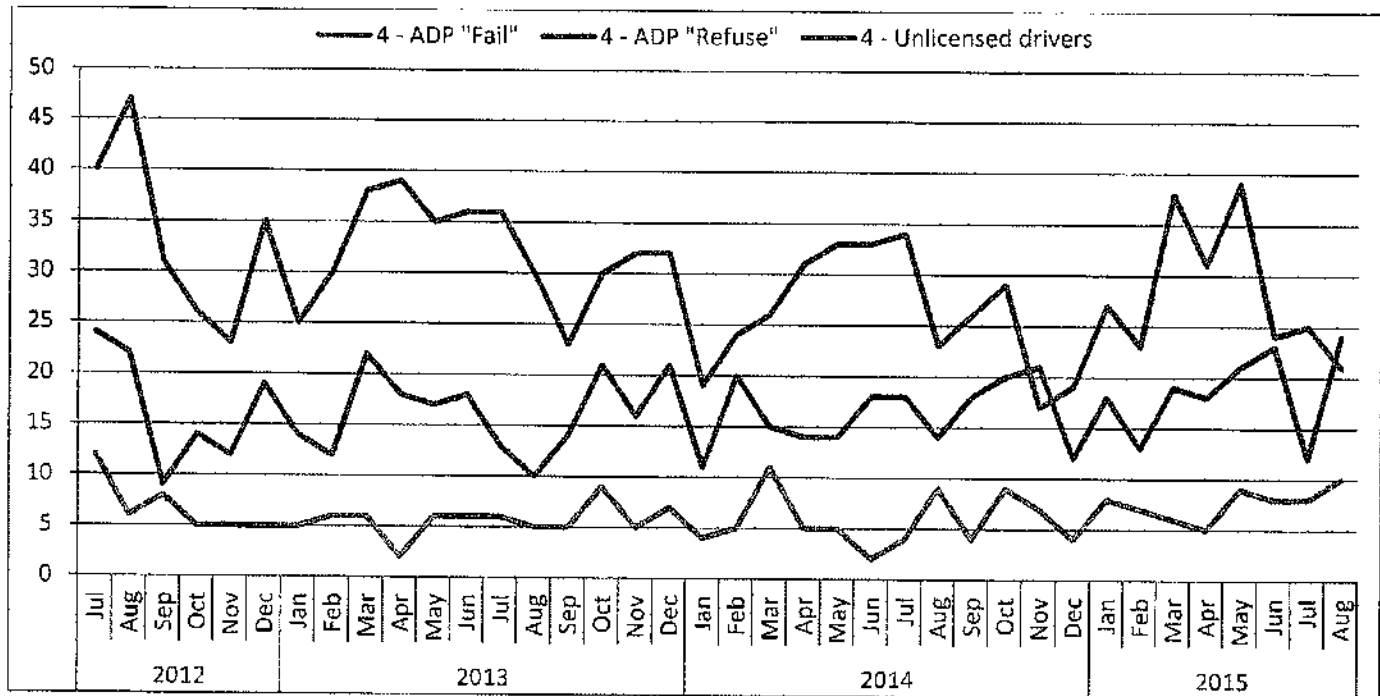
Figure 12a: IRPs issued by RCMP North



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

Figure 12a shows a fairly large decrease in the number of 90-day "Fail" IRPs from 2014 to 2015. When comparing the first eight months of 2014 and 2015, the number of 90-day "Fail" IRPs issued dropped by 24% while the number of three-day "Warn" IRPs dropped by 21% over that same time period.

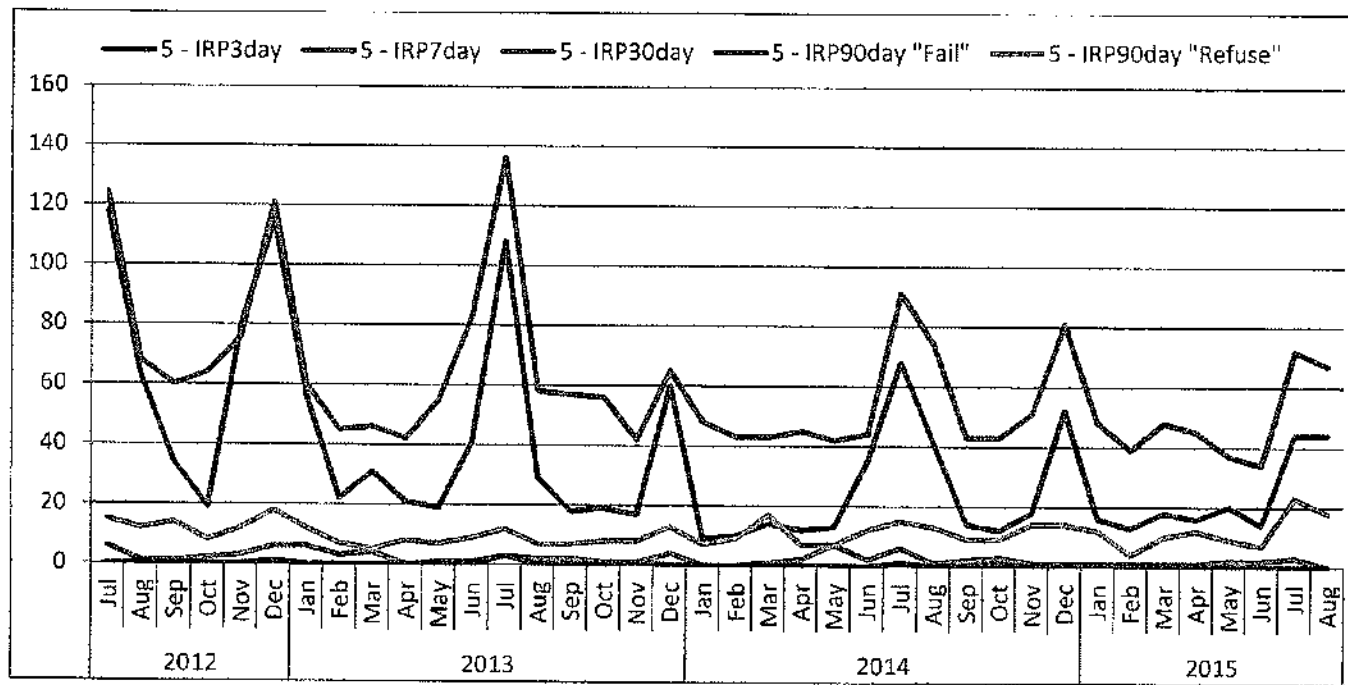
Figure 12b: ADPs issued and unlicensed drivers stopped by RCMP North.



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

The number of ADPs has remained unchanged over the three year period. The number of unlicensed drivers is also unchanged.

Figure 13a: IRPs issued by Vancouver Police Department

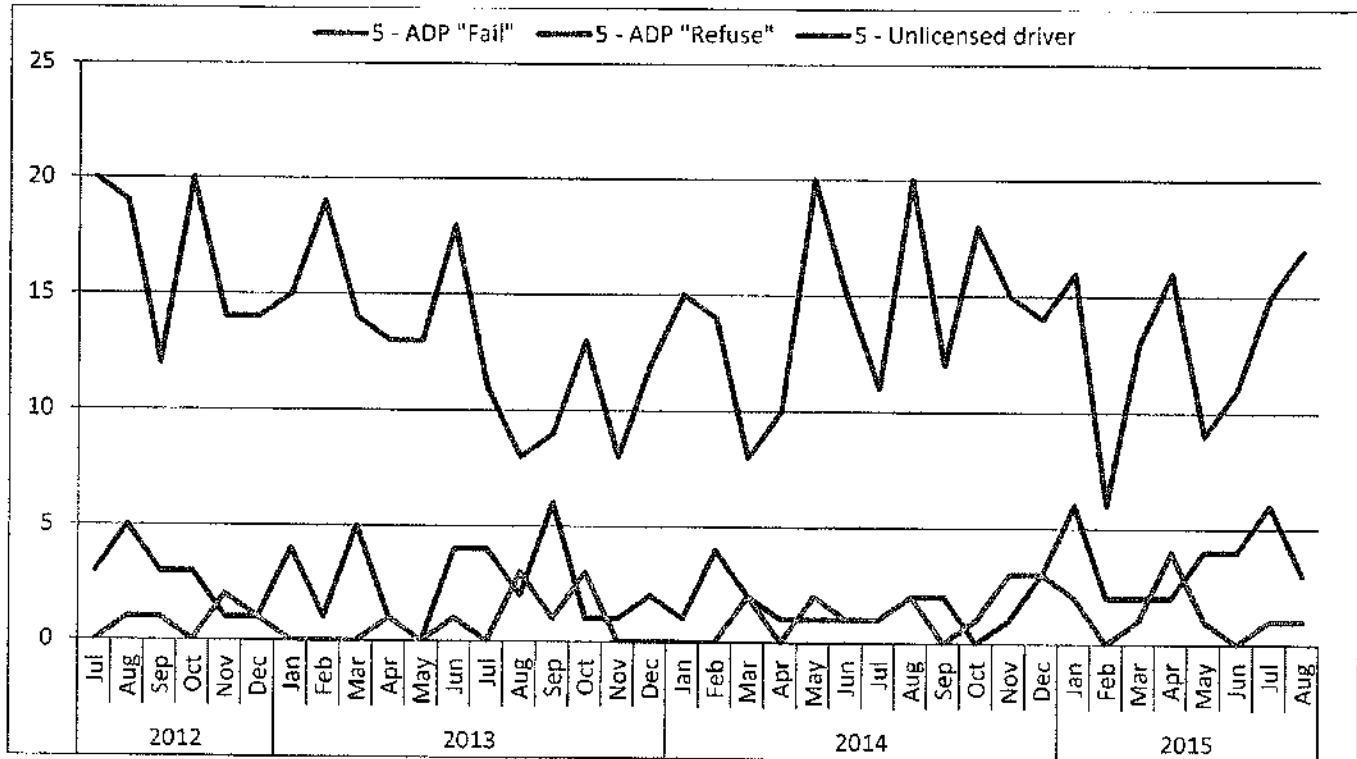


Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

Data from the number of IRPs issued by VPD in figure 13a show that the number of three-day IRPs and the number of 90-day "Fail" IRPs are comparable over the three year period. In both cases, there is a difference in the number issued in the first and second half of the time period. From July 2012 through December 2013, there were an average of 70 "Fail" IRPs issued a month and from January 2014 to August 2015, there was an average of 52 "Fail" IRPs issued a month. Three-day "Warn" IRP numbers in the same time periods were 67 and 52, respectively.

When comparing the first eight months of 2014 with the first eight months of 2015, 90-day "Fail" IRPs have decreased by 9%, while three-day IRPs have decreased by 8%.

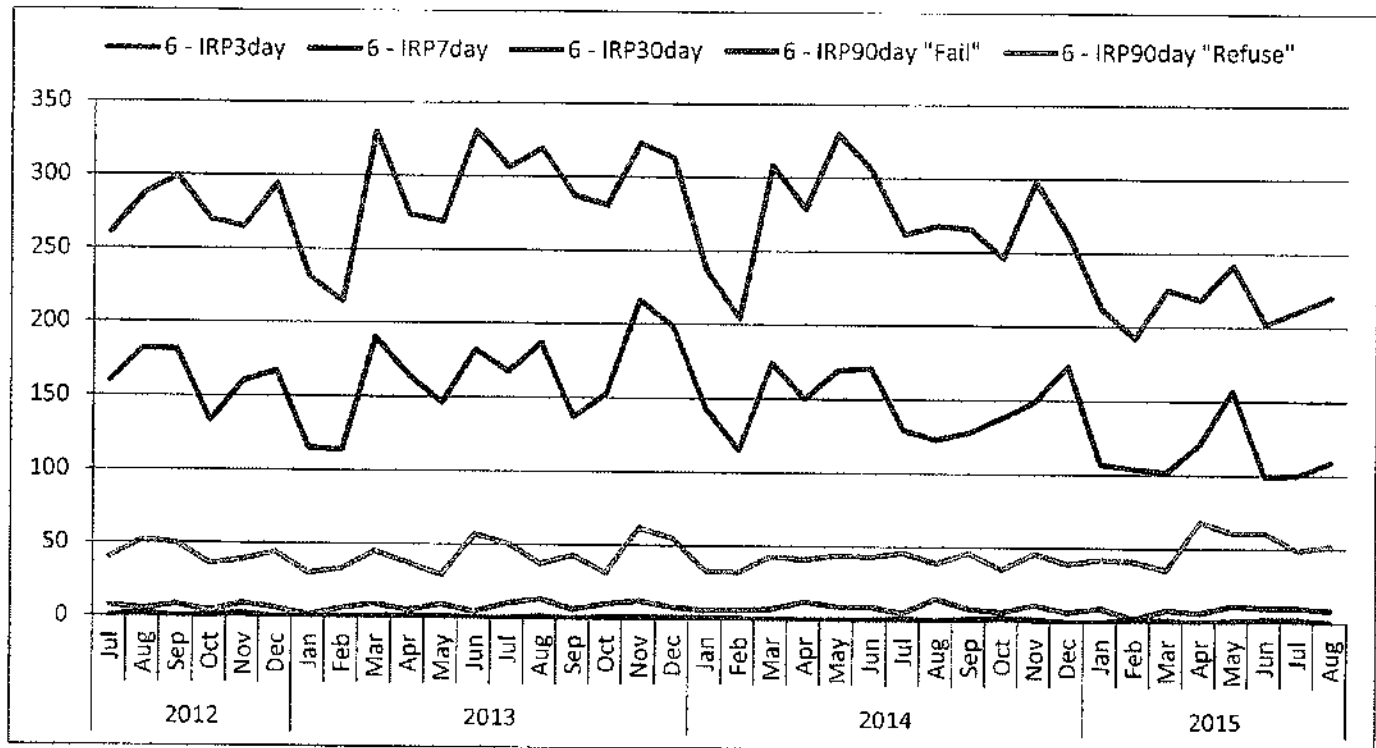
Figure 13b: ADPs issued and unlicensed drivers stopped by VPD



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

Figure 13b shows that the number of ADPs issued over the three year time period has remained unchanged, as have the number of unlicensed drivers stopped by VPD, decreasing by 2% from 2012 – 2013 to 2014 – 2015.

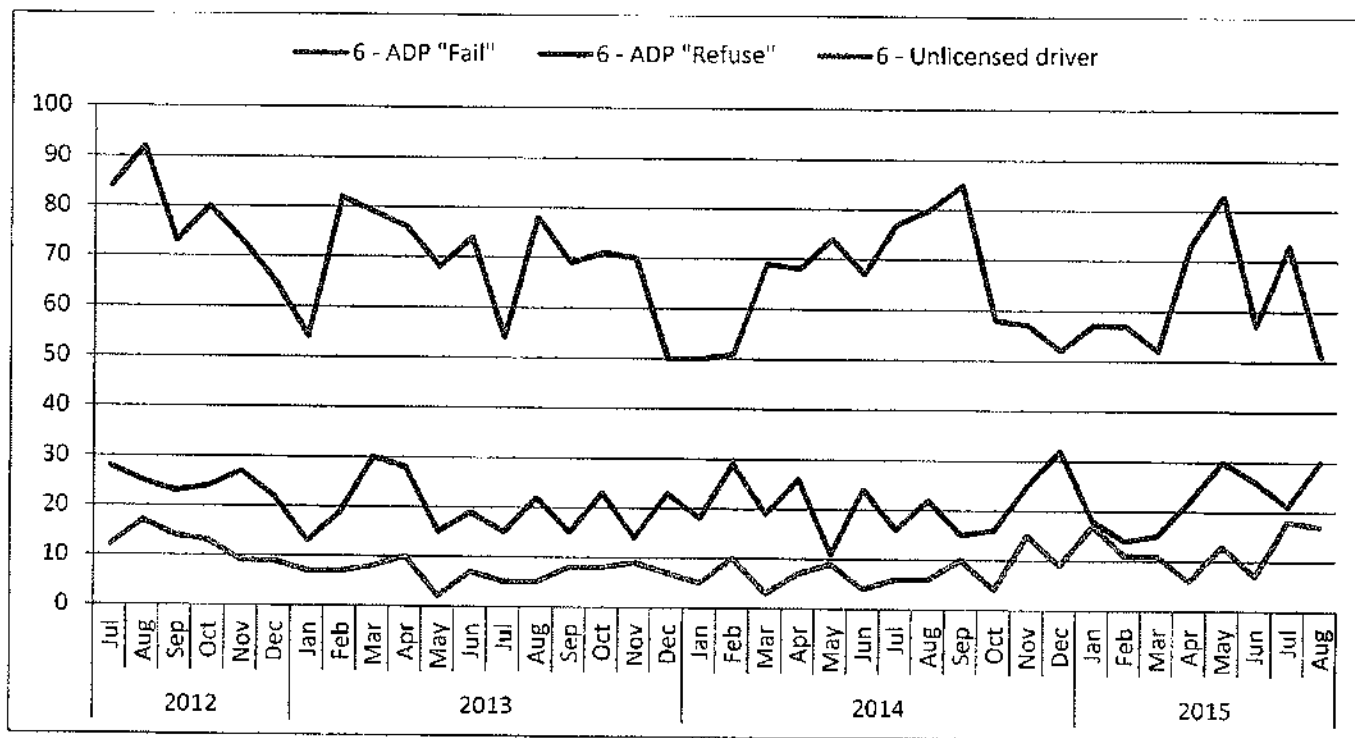
Figure 14a: IRPs issued by Lower Mainland (LMD) RCMP



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

Figure 14a shows that there was a reduction in the amount of 90-day "Fail" IRPs by 22% from January-August 2014 and January-August 2015. There was a similar reduction in the number of three-day "Warn" IRPs during the same time period by 24%. The number of 90-day "Fail" IRPs issued remained higher than the number of three-day "Warn" IRPs issued during the three year time period. These findings correspond with those of the Policing and Road Security Unit which indicated a decreasing trend in the number of all IRPs issued in the Lower Mainland.

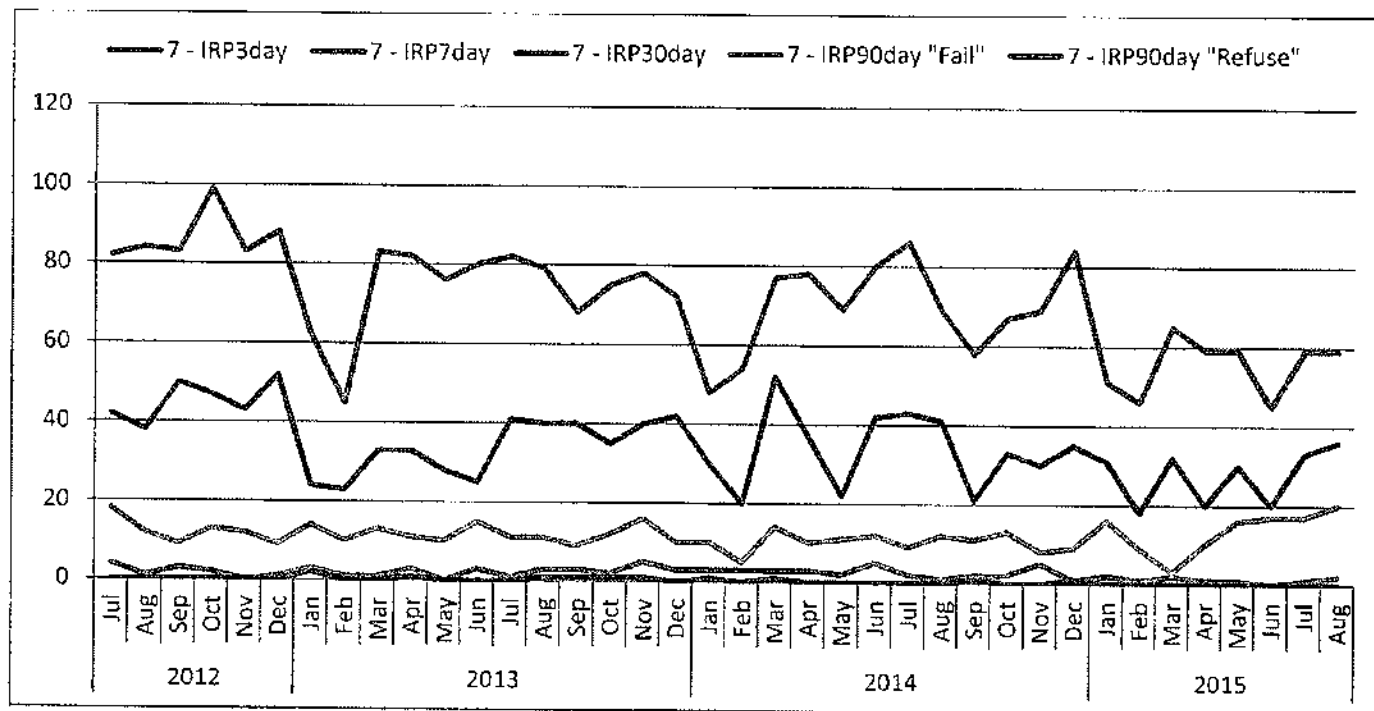
Figure 15b: ADPs issued and unlicensed drivers stopped by LMD RCMP



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

The trend for ADPs issued by LMD RCMP during the three year period remained unchanged over the time period in question and as did the number of unlicensed drivers stopped by LMD RCMP.

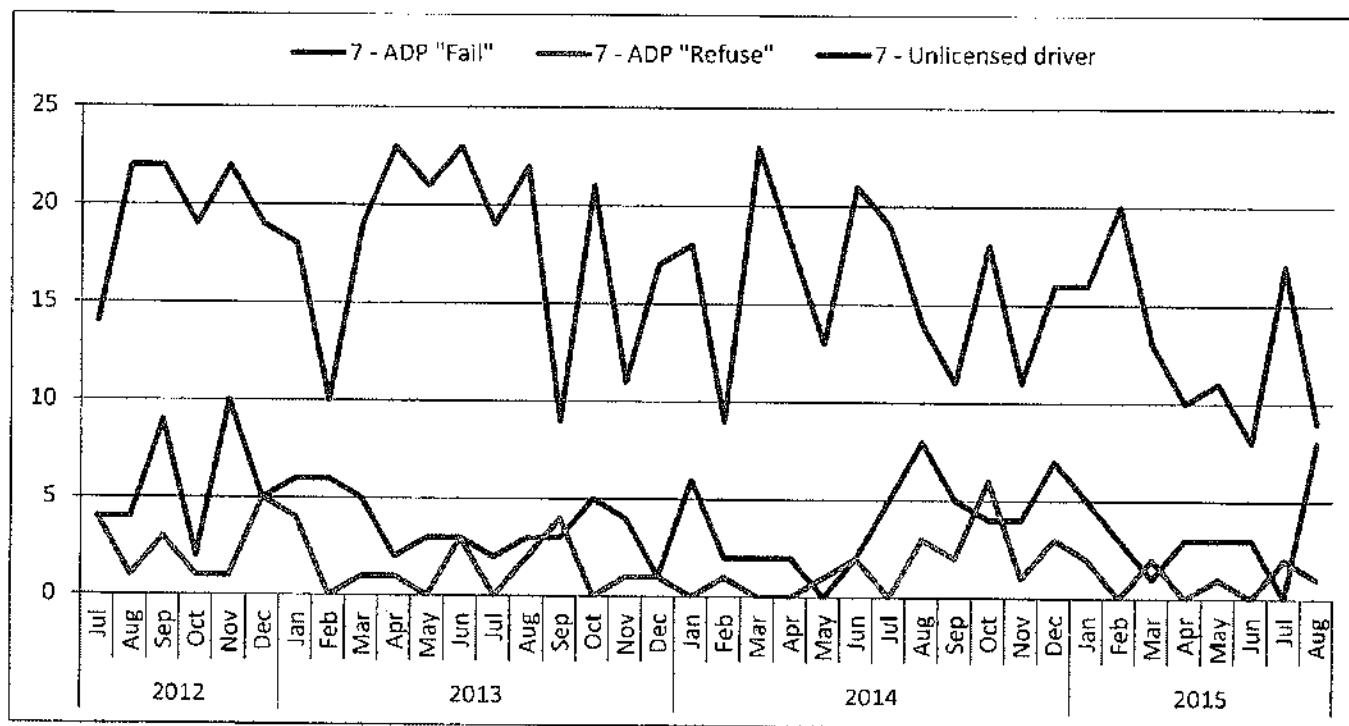
Figure 16a: IRPs issued by LMD Municipal PD



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

In the data for IRPs issued by LMD municipal police departments, the number of 90-day "Fail" IRPs decreased by 21% during the first eight months of 2014 and the first eight months of 2015. While three-day "Warn" IRPs decreased by 23% during that same time period.

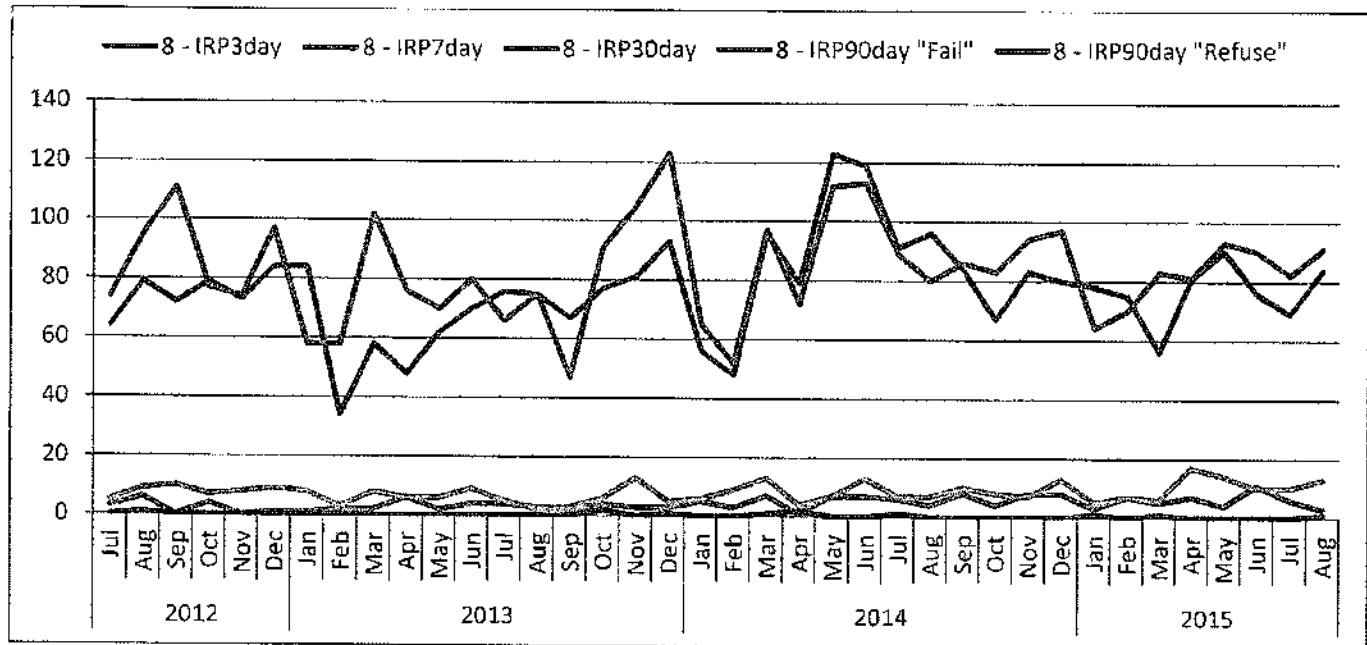
Figure 16b: ADPs issued and unlicensed drivers stopped by LMD PD



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

The trend for ADPs issued by Lower Mainland police departments has been declining slightly during the three year period as has the trend in the number of unlicensed drivers stopped by police.

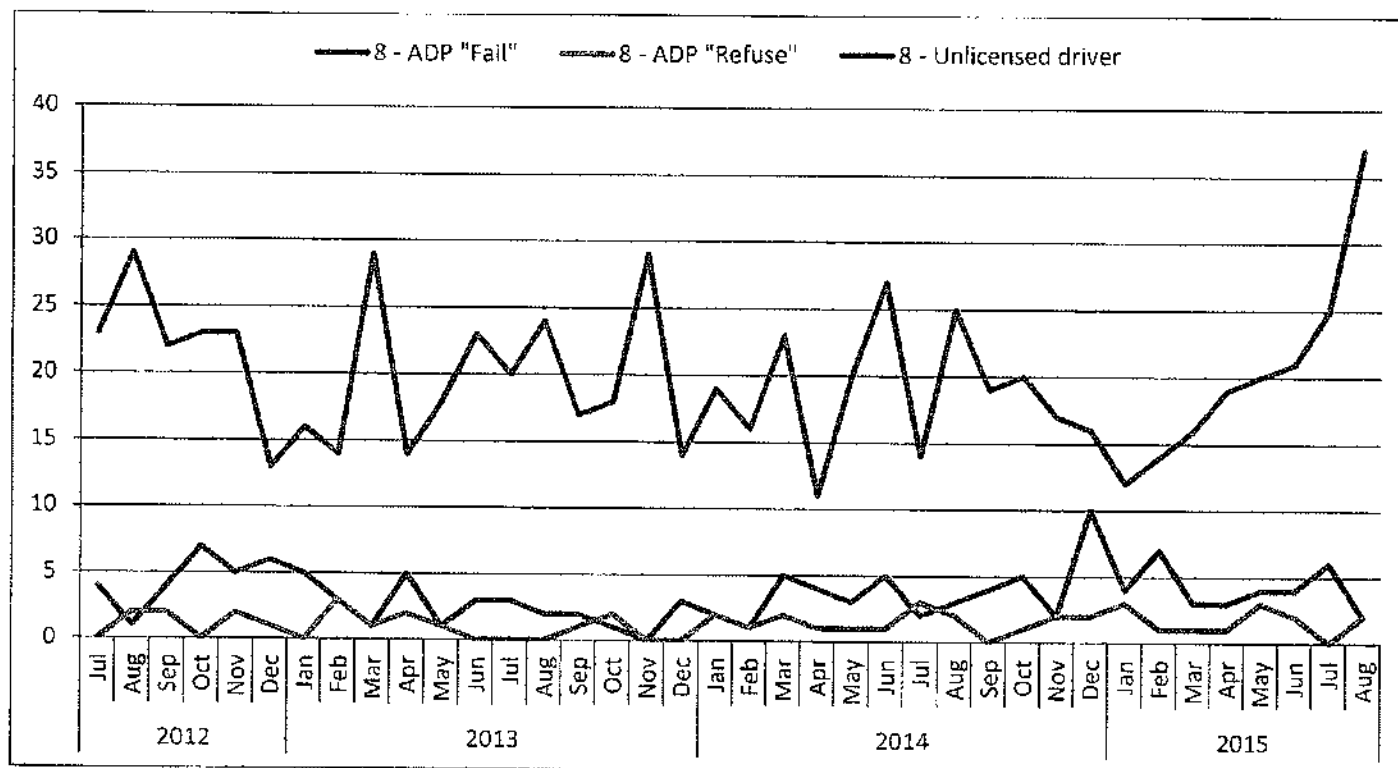
Figure 17a: IRPs issued by all provincial Integrated Road Safety Units (IRSU)



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

A similar amount of three-day "Warn" and 90-day "Fail" IRPs were issued by IRSU during the three year period in figure 17a. The monthly average over three years for 90-day "Fail" IRPs was 84 while for three-day "Warn" IRPs; the monthly average during the three year period was 77. Comparing January – August 2014 and January – August 15 for 90-day "Fail" IRPs and three-day "Warn" IRPs, there was a 4% decrease in the number of 90-day "Fail" IRPs issued and a 14% decrease in the number of three-day "Warn" IRPs issued.

Figure 17b: ADPs issued and unlicensed drivers stopped by all provincial IRSU



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.

The number of ADPs issued by IRSU did not see any significant growth or decline during the three year period in figure 17b. However, the number of unlicensed drivers appears to have increased significantly during the first eight months of 2015. In the last six months of 2012, the average was 22 unlicensed drivers stopped a month, in the first eight months of 2013 and 2014, the average was 20 and 19 respectively and so far in 2015, the monthly average has been 21 and continuing to trend upwards.



Source: Data extracted from ADP/VI on September 25, 2015. Data range is from September 2010 – August 2015.