

Canadian Centre on Substance Use and Addiction

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Policy Brief

Short-term Administrative Sanctions for Alcohol and Drug Use by Drivers

This policy brief is one of a series on current topics related to impaired driving in Canada. Other topics include oral fluid drug screening, mandatory alcohol screening, the drug evaluation and classification program, and drug per se laws. The briefs are not intended to provide a comprehensive and critical review of the literature. Rather, their purpose is to provide a balanced overview of the issue, including a description of any procedure or process involved, an indication of similar measures in other countries, evidence of the effectiveness of such measures, and potential limitations and alternatives. The policy briefs are intended for a broad audience interested in impaired driving issues.

Key Considerations

- Enhanced short-term administrative suspensions, when combined with vehicle impoundment and monetary penalties, are a viable, effective means of reducing the magnitude of the impaired driving problem in Canada. This brief outlines the measures that provinces and territories have taken to help keep impaired drivers off the roads:
- Most jurisdictions have implemented enhanced administrative sanctions, including immediate short-term licence suspension and vehicle impoundment, for drivers with blood alcohol concentrations between 50 and 80 mg/dL.
- The legalization of non-medical cannabis has prompted the expansion of administrative licence suspensions to include drivers affected by drugs.
- Several jurisdictions have enhanced administrative suspensions with a period of vehicle impoundment.
- Zero tolerance for alcohol and drugs for novice drivers with immediate administrative sanctions has become universal across Canada.

The Issue

Ever since Canada introduced a per se blood alcohol concentration (BAC) limit of 80 mg/dL for drivers in 1969, there have been repeated calls to lower the limit to 50 mg/dL, a level more consistent with that in most other industrialized countries around the world. It is argued that a lower limit would help reduce the annual toll of fatalities and injuries associated with driving after drinking. Successive governments have studied the issue and decided to leave the *Criminal Code* limit at 80 mg/dL and encouraged the provinces and territories to deal with drivers with lower BACs in a manner they deemed appropriate within their respective highway traffic legislation.



In recent years, growing concern about drugs and driving has prompted several jurisdictions to expand their program of short-term administrative suspensions to include drivers who are adversely affected by drugs. The criterion for issuing a suspension is either the driver's performance on the Standardized Field Sobriety Test,* the opinion of the police officer that the driver is adversely affected by drugs, or a positive result on approved oral fluid drug screening equipment.

Background

Portable roadside alcohol screening devices (known as approved screening devices or ASDs) have been used by the police in Canada since the mid-1970s. The devices are calibrated to register "Warn" when the alcohol concentration is between 50 and 100 mg/dL (hence the term "Warn range" suspension) and "Fail" when the driver's BAC is over 100 mg/dL. Although the BAC limit in the *Criminal Code* is 80 mg/dL, the upper limit of the "warn" range on the ASDs was set at 100 mg/dL so as to provide some latitude for measurement error.

During the 1980s, provinces and territories began implementing legislation giving police the authority to suspend for a period of 4 to 24 hours the licence of any driver who is affected by alcohol or has a BAC of at least 50 mg/dL. This type of legislation spread across the country and only Quebec and the Yukon Territory do not have immediate roadside suspensions for drivers with a BAC of at least 50 mg/dL limit for drivers of heavy vehicles. Saskatchewan sets the threshold for immediate suspensions at 40 mg/dL.

Immediate short-term suspensions were viewed as a means for getting drivers with BACs below the *Criminal Code* limit off the road. For many, a short-term administrative suspension is the first encounter with law enforcement about drinking and driving and can serve as a warning that drinking drivers will be caught and punished.¹

Over the years, anecdotal evidence along with survey data suggested that immediate short-term suspensions were becoming a convenient alternative for police officers who occasionally would prefer to issue a short-term suspension rather than spend two to three hours processing a criminal impaired driving charge that might have a relatively low probability of a conviction. This use of discretion was a means to avoid the numerous procedural and legal obstacles that confronted officers in the process of charging offenders under the *Criminal Code*.²

In 2005, the Canadian Council of Motor Transport Administrators (CCMTA) developed a new model of administrative sanctions for dealing with low-BAC drivers — that is, those with BACs between 50 and 80 mg/dL.³ The key features of the proposed model included:

- An immediate roadside suspension of 7 to 14 days for drivers registering a BAC of at least 50 mg/dL on an approved screening device;
- The driver must surrender his or her driver's licence;
- Subsequent infractions within three years will result in suspensions of 30, 45 and 60 days, the length of the suspension increasing with each infraction;
- A second suspension within three years will also trigger a requirement for an impaired driver's assessment from a recognized agency;

^{*} The Standardized Field Sobriety Test consists of three tests, Horizontal Gaze Nystagmus, Walk and Turn, and One-Leg Stand, as prescribed in regulations pursuant to section 254.1 of the *Criminal Code* of Canada. (Note: Part 2 of C-46 changes this to 320.27(1)(a).)



- A third suspension within three years will require the driver to participate in an ignition interlock program;
- All suspensions will be recorded on the driver's record for a period of 10 years;
- Drivers will pay a licence reinstatement fee of \$150 to \$300;
- Drivers can challenge the BAC result by requesting a breath test on an approved evidentiary breath-test instrument.

Although there have been repeated calls to lower the illegal BAC limit in the *Criminal Code* from 80 mg/dL to 50 mg/dL, a program of enhanced short-term administrative suspensions appears to be a viable and effective alternative to criminal sanctions for drivers with BACs below the criminal limit.

Current Status

Since the CCMTA model was released in 2005, several provinces have revised their "warn range" suspension programs by implementing various elements of the new model. For example, most provinces have increased the suspension from 24 hours to either three or seven days. Several jurisdictions (e.g., British Columbia, Alberta, Saskatchewan, and Newfoundland and Labrador) have gone one step further and added the possibility of a period of vehicle impoundment to the suspension. Manitoba includes a provision for a seven-day suspension if there is a passenger in the vehicle under 16 years of age. In most jurisdictions, repeat suspensions can result in a longer suspension and can include a requirement to attend alcohol assessment and a remedial program, and possibly install an alcohol ignition interlock.

Several jurisdictions have extended the use of short-term administrative suspensions to include drivers who appear to be affected by drugs or perform poorly on the Standardized Field Sobriety Test. The legalization of non-medical cannabis has been associated with the addition of zero tolerance for drugs for novice drivers (those in the graduated licensing program). Several jurisdictions also include drivers under the age of 22 in the zero tolerance rule. The Appendix summarizes current short-term pre-conviction administrative sanctions for each province and territory. The Appendix also includes the rules surrounding driving after using alcohol or drugs for novice (and young) drivers and the pre-conviction administrative sanctions imposed for a *Criminal Code* impaired driving violation.

What the Evidence Says

Administrative suspensions are based on the fundamental principles of deterrence theory: swiftness, certainty and severity. The suspension takes effect immediately, at the side of the road. There is a high certainty that the suspension will be applied if the driver blows over 50 mg/dL on an approved screening device. Although a 24-hour suspension is not generally perceived as a severe sanction, suspensions of even three or seven days increase the severity, especially when coupled with vehicle impoundment and monetary penalties.

Although short-term administrative suspensions have been around for several decades in Canada, the most common form of administrative licence suspension (ALS) was introduced in the United States in the 1980s for suspected impaired drivers who had a BAC over 80 mg/dL or who refused to provide a breath test. The suspension was issued at the time of the offence and usually became effective within 21 days of the violation. This form of ALS proliferated across the United States and every province and territory in Canada implemented some form of ALS for drivers who failed (i.e., over 80 mg/dL) or refused a breath test.



ALS was intended to increase the certainty a violator would serve a period of suspension (typically 90 days) and enhance the speed with which the action was taken. There exists a considerable body of scientific evidence demonstrating that this form of ALS is an efficient, effective means of improving road safety by removing high-risk drivers from the road quickly. Several evaluation studies in the United States demonstrate that ALS serves as an effective specific and general deterrent, reducing the probability of repeat violations and crashes among those issued administrative suspensions⁴ and preventing others from driving after consuming alcohol.⁵

General and specific deterrent effects of ALS have also been found in Canada. In Manitoba, there was a 27% decrease in driver fatalities with a positive BAC and a 44% reduction in repeat impaired driving offences among those subjected to ALS in the four years following its introduction.⁶ In Ontario, ALS was associated with a 14% decrease in single vehicle nighttime casualty crashes.⁷

Enhanced administrative suspension programs in British Columbia and Alberta provide even greater deterrence by not only increasing the length of the suspension, but coupling it with vehicle impoundment. Evaluations of the impact of the B.C. program revealed a 44% decrease in the proportion of drivers on the road at night with BACs of at least 50 mg/dL⁸ and a 40.4% decrease in alcohol-involved fatal crashes.⁹ Alberta reported a 46% decrease in alcohol-involved fatalities in the six months following the introduction of the new sanctions.¹⁰

The impact of all short-term administrative suspensions on alcohol-involved driver fatalities in Canada from 1987 through 2010 has recently been examined. After accounting for a number of factors known to be associated with traffic fatalities (e.g., per capita beer consumption, unemployment rate, percentage of youth in the population), short-term administrative suspensions were associated with an overall 3.7% decrease in fatally injured drivers with BACs of at least 50 mg/dL. Decreases of 2.9% and 2.6% were also observed in driver fatalities with BACs greater than 80 mg/dL and 150 mg/dL, respectively. No changes were found in the rate of impaired driving charges.¹¹

Limitations

In both British Columbia and Alberta, in addition to the enhanced administrative sanctions for low BAC drivers, new administrative sanctions were also implemented for drivers with BACs over 80 mg/dL. For example, in British Columbia, the sanctions for higher BAC drivers include an immediate 90-day suspension and a 30-day vehicle impoundment, installation of an alcohol ignition interlock and participation in the Responsible Driver Program — a remedial education program.

Enhanced administrative sanctions have been subject to legal challenges. The challenges have primarily focused on the sanctions imposed on drivers found with a BAC over 80 mg/dL. In British Columbia, court rulings have largely upheld the programs, but have prompted the government to enhance the appeal procedures available to drivers and make other minor changes to the program, including a requirement to re-calibrate ASDs to read "Warn" at a BAC of 55 mg/dL, rather than 50 mg/dL to account for possible measurement error.

In British Columbia, drivers with BACs over 80 mg/dL can be issued administrative sanctions but might not necessarily be charged under the *Criminal Code*. The decision not to charge can be viewed as a means to circumvent or avoid the time and effort required to process criminal charges. It has been claimed that this amounts to a de facto "decriminalization" of impaired driving and denies the accused the right to a review of the charges by a court.

Gaps

The enhanced program of administrative sanctions for drivers with low BACs in British Columbia and Alberta also included more severe administrative sanctions for drivers with higher BACs (i.e., over



80 mg/dL). Because these new measures were implemented at or about the same time, it is impossible to distinguish the unique and separate impact of the sanctions for drivers with BACs of 50–80 mg/dL versus those with BACs over 80 mg/dL. Any sustained, long-term benefits of these measures have yet to be determined.

What Other Countries Are Doing

Although it is difficult to draw comparisons with the legal systems in other countries, it appears that the use of short-term administrative sanctions for low-BAC drivers is unique to Canada. Other countries might remove impaired drivers from the road to prevent their continued operation of the vehicle, but immediately suspending for several days the licence of a driver with a BAC lower than the criminal limit appears to have no precedent. Enhanced administrative sanctions that include provisions for immediate vehicle impoundment several provinces are also unique.

Conclusion

As an alternative to lowering the BAC limit in the *Criminal Code*, provinces and territories have used the powers in their highway traffic legislation to deal with drivers who are affected by alcohol or drugs by using short-term, immediate administrative licence suspensions. Amendments in several provinces have taken short-term administrative suspensions to the next level by adding vehicle impoundment, monetary penalties and licence reinstatement fees.

Extending short-term administrative suspensions and impoundments to those affected by drug use is gaining acceptance and several jurisdictions have introduced suspensions for drivers who are affected by drugs that are equivalent to those for alcohol (see Appendix). The criterion for these suspensions is often poor performance on the Standardized Field Sobriety Test or a positive oral fluid drug screening.

Zero tolerance for alcohol and drug use by novice and young drivers has been enacted in every jurisdiction in Canada. These laws help teach young and new drivers to begin their driving careers without the added risks associated with alcohol and drug use.

In addition, because administrative sanctions can be somewhat controversial, it is imperative that the impact of these measures on road safety be documented. Evaluation research must be conducted to determine the nature and extent of changes in impaired driving behavior, charges, and crashes.



Appendix: Provincial/Territorial Administrative Responses to Alcohol and Drug-Impaired Driving

Prov. / Terr.	Administrative Penalties for Alcohol or Drugs below Criminal Limits	Young/Novice Drivers†	Administrative Actions for Criminal Offence (Alcohol or Drug)‡	Other
Alta.	 BAC ≥ 50 mg/dL 1st offence Immediate 3-day licence suspension 3-day vehicle seizure 2nd offence Immediate 15-day licence suspension 7-day vehicle seizure Planning Ahead/Crossroads course 3rd and subsequent offences Immediate 30-day suspension 7-day vehicle seizure IMPACT program 	 Zero tolerance for alcohol and drugs for novice drivers (in GDL program) Immediate 30-day licence suspension 7-day vehicle seizure For each suspension in the final year of the Graduated Driver Licensing (GDL) program, must remain in the GDL program for an additional year 	 Meet threshold for criminal impairment by alcohol or drug or refuse to provide sample 1st: Immediate 90-day suspension and 1-year suspension during which may drive with interlock 3-day vehicle seizure 2nd: 7-day seizure Mandatory remedial education 	 Immediate 24-hour suspension on suspicion of being impaired by alcohol, drugs or a physical or medical condition Suspension for medical condition may have file reviewed to determine fitness to drive
B.C	 BAC ≥ 50 mg/dL 1st offence Immediate 3-day driving prohibition Possible 7-day vehicle impoundment \$200 administrative penalty 2nd offence Immediate 7-day driving prohibition Possible 7-day vehicle impoundment May be referred to Responsible Driver Program or Interlock program \$300 administrative penalty 3rd offence Immediate 30-day driving prohibition Possible 7-day vehicle impoundment Identification Possible Driver Program \$300 administrative penalty 3rd offence Immediate 30-day driving prohibition Possible 7-day vehicle impoundment\$400 administrative penalty If drugs & poor SFST, 24-hr prohibition 	 Drivers in GDL program 12-hr suspension for any presence of alcohol, THC or cocaine 24-hr suspension affected by alcohol or drugs 24-hr vehicle impoundment possible Novice drivers must start over at the beginning of 24-month N-licence period Learner (L licence) drivers must reattempt all testing 	 Fail or refuse breath test or blood drug concentration exceeds prescribed concentration 90-day Immediate Roadside Prohibition (IRP) 30-day vehicle impoundment \$500 administrative penalty May be referred to Responsible Driver Program or Ignition Interlock Program 	 24-hr roadside prohibition if ability is affected by alcohol or drug Not necessary for police to request breath sample or physical coordination test

[†] Novice driver generally refers to drivers in the Graduated Licensing Program or its equivalent in the jurisdiction. Some jurisdictions include all drivers under 22 years of age.

[‡] Pre-conviction sanctions only; does not include post-conviction sanctions.



Prov. / Terr.	Administrative Penalties for Alcohol or Drugs below Criminal Limits	Young/Novice Drivers†	Administrative Actions for Criminal Offence (Alcohol or Drug)‡	Other
Man.	 BAC ≥ 50 mg/dL or or positive drug screen or impaired performance on SFST or DRE evaluation 1st violation Immediate 72-hr licence suspension 7 days if anyone under 16 in the vehicle 2nd violation 15-day suspension 3rd violation 30 day suspension 4th or subsequent violation 60-day suspension Repeat violators (2 or more suspensions in three years) must undergo an assessment by the Addictions Foundation Manitoba and comply with any required intervention Suspected drug influence 24 hr suspension 	Zero tolerance for alcohol and drugs for drivers in the Graduated Driver Licensing program or have not held a full licence for three years (minimum first 5 years of driving) • 24-hr suspension • Possible additional suspension • Driver Improvement and Control Program	 Over per se limit (alcohol or THC), refuse breath test or oral fluid test, refuse SFST or drug evaluation, or any concentration of illegal drug 3-month administrative suspension Mandatory impaired driver assessment Vehicle can be impounded for failing or refusing breath or oral fluid demand, SFST, drug evaluation, administrative penalty \$700, one-year ignition interlock 	 "Look back" period for previous violations is 10 years
N.B.	 BAC ≥ 50 mg/dL 1st violation 7-day suspension Discretionary 3-day impoundment 2nd violation 15-day suspension Discretionary 7-day impoundment 3rd violation or more 30-day suspension Mandatory 7-day impoundment 24-hr suspension for "unfit to drive" Participation in re-education course for multiple violations in a 5-year period 	Zero tolerance for alcohol and drugs for novice drivers and those under 21 years of age • 7-day suspension • 7-day vehicle impoundment • If BAC>50 mg/dL, impoundment for 30 days	If driver meets the criminal threshold by sample of bodily substance or performance on DRE: Immediate short-term roadside suspensions for 30 days on 1st offence 60 days if 2nd offence Vehicle impoundment for length of suspension Participation in re- education course	



Prov. / Terr.	Administrative Penalties for Alcohol or Drugs below Criminal Limits	Young/Novice Drivers†	Administrative Actions for Criminal Offence (Alcohol or Drug)‡	Other
N.L.	 BAC ≥ 50 mg/dL 7-day suspension 7-day vehicle impoundment Deemed impaired 7-day suspension Impaired by drug (SFST, DRE, screening device) 7-day suspension 7-day suspension 7-day suspension increase to: 14 days for second violation 2 months for 3rd 4 months for 4th 6 months for subsequent violations 	 Zero tolerance (BAC up to 80 mg/dL) for novice BAC > 0, positive drug screen, or deemed impaired: 2-month suspension + 7-day impoundment 4-month suspension for second and 6 months for subsequent violations Under 22 years of age and not a novice, suspensions are 7-days BAC >80 mg/dL, refuse, or Impaired (bodily fluid sample) 90-day suspension plus 30-day impoundment 	 Fail or refuse to comply with a demand 7-day followed by 90day suspension 30-day vehicle impoundment Impaired (as determined by SFST, screening device or DRE) 90-day suspension on confirmation of lab results 	 Commercial drivers (including taxi drivers) are also subject to zero tolerance for drugs and 7-day vehicle impoundment for presence of drugs or drugs and alcohol
N.W.T.	Over 50 mg/dL alcohol, adversely affected by drugs, alcohol, fatigue 24-hr suspension If previous suspensions, suspension increases to 30 days	Zero tolerance for alcohol and drugs for novice drivers and drivers under age 22 30-day suspension 90-days if BAC >80 mg	 BAC > 80 mg/dL or fail to comply with demand for SFST or evaluation by a DRE Immediate 24-hr suspension 8 days later, 90-day suspension 	 Zero tolerance for alcohol and drugs for drivers of specified commercial vehicles 3-day suspension
N.S.	 BAC > 50 mg/dL or suspicion of cannabis use (determined by SFST), too impaired to comply with demand and no DRE available or passed DRE evaluation 1st offence, 7-day suspension 2nd offence, 15-day suspension 3rd offence, 30-day suspension Poor SFST performance 24-hr suspension if criminal investigation pending 	 Zero tolerance for alcohol and drugs for drivers in Graduated Licence Program BAC > 0 1st offence, 7-day suspension 2nd offence, 15-day suspension 3rd offence, 30-day suspension Positive drug screen or unfit for any reason 24-hr suspension Exemption for legal medical use 	 BAC ≥ 80 mg/dL or SFST or DRE indicates impairment 90-day suspension 	 "Look back" period for previous violations is 10 years
Nvt.	 Adversely affected by alcohol or drug (or fatigue) or BAC ≥ 50 or at least lower prescribed limit of another drug 1st offence, 24-hr suspension Subsequent offence BAC ≥ 50 or at lower limit of another drug, 30-day suspension 	 Zero tolerance for alcohol and drugs for minors and novice drivers 30-day suspension 	 BAC ≥ 80 or at least the prescribed amount of another drug or combined amounts of alcohol and another drug 90-day suspension 	 Zero tolerance for alcohol and drugs for commercial operators 30-day suspension



Prov. / Terr.	Administrative Penalties for Alcohol or Drugs below Criminal Limits	Young/Novice Drivers†	Administrative Actions for Criminal Offence (Alcohol or Drug)‡	Other
Ont.	 BAC ≥ 50 mg/dL or fail SFST 1st offence, 3-day suspension + \$250 2nd offence, 7-day suspension + \$350 3rd offence, 30-day suspension + \$450 \$250 monetary penalty on 1st offence \$350 on 2nd \$450 on 3rd and subsequence Other penalties such as mandatory education or treatment programs 	 Zero tolerance for alcohol and drugs for novice drivers and those under 22 1st offence, 3-day suspension, \$250 fine 2nd offence, 7 days, \$350 fine 3rd offence, 30 days, , \$450 fine Possible provincial charge – on conviction, \$60-\$500 fine, and 30- day suspension Mandatory education or treatment programs may apply for repeat offenders Exemption for medical use 	 BAC ≥ 80 mg/dL, poor SFST or drug evaluation or refuse to comply Licence suspension for 90 days 7-day vehicle impoundment \$550 monetary penalty Education or treatment program 	 Zero tolerance drug and alcohol for commercial drivers Licence suspension for 3 days \$250 monetary penalty on 1st offence \$350 on 2nd \$450 on 3rd and subsequent Repeat offences may lead to education or treatment program
P.E.I.	 BAC > 50, or on basis of SFST or other drug test for drugs, officers believes unable to drive safely 1st offence, 7-day suspension + 3-day impoundment 2nd offence, 30-day suspension + 7-day impoundment 3rd offence, 90-day suspension + 30-day impoundment (subsequent offences within 3 years) 	 Zero tolerance for alcohol and drugs for novice drivers or under 22 years of age 90-day driver licence suspension Possible 30-day vehicle impoundment Exemption for medical use if evidence is solely on basis of drug presence 	 BAC >80 mg/dL, over drug limit, believed impaired, or fail to comply Immediate 24-hr suspension 90-day suspension effective 7 days later 	 Zero tolerance for commercial drivers
Que.	 Zero tolerance policy for driving under the influence of any drug or drug and alcohol 90-day suspension \$300 - \$600 fine 	Zero tolerance for drivers with a learner's or probationary licence and those 21 years of age or younger • Immediate 90-day suspension • Fine of \$300 - \$600	 BAC ≥ 80 mg/dL 90-day suspension Possible 30-day impoundment 	 Zero tolerance for alcohol or drugs for bus, minibus and taxi drivers 24-hr suspension BAC > 50 mg/dL for heavy vehicle drivers 24-hr prohibition from driving a heavy vehicle Drivers with an ignition interlock who are drug positive subject to 90- day suspension, fine of \$1500 - \$3000, & 30- day vehicle seizure



Prov. / Terr.	Administrative Penalties for Alcohol or Drugs below Criminal Limits	Young/Novice Drivers†	Administrative Actions for Criminal Offence (Alcohol or Drug)‡	Other
Sask.	 BAC > 40 mg/dL, SFST or positive drug-screen 1st offence, 3-day suspension + 3-day impoundment + Driving Without Impairment program 2nd offence, 21-day suspension + 7-day impoundment + Alcohol and Drug Education program 3rd offence, 90-day suspension+ 14-day impound + Addiction assessment + interlock If passengers under age 16, suspension length is 7, 30, or 120 days and impoundment is for 7, 30, or 60 days, respectively 	 Zero tolerance for alcohol and drugs for drivers in the Graduated Driver Licencing program, and for those 21 and under 1st offence, 60-day suspension + 3-day impoundment + Driving Without Impairment program 2nd offence, 120-day suspension + 7-day impoundment + Alcohol and Drug Education program 3rd offence, 18-month suspension+ 7-day impoundment + Addiction assessment + interlock If passengers under age 16, impoundment is 7, 30 or 60 days, respectively 	 Impaired, BAC ≥ 80, over drug per se limit, fail to comply Immediate suspension of licence until the court has disposed of the charge 30-day vehicle impoundment 60 days if BAC ≥ 160 mg/dL or fail to comply with demand Interlock for 1 year, 2 years if BAC > 160 mg/dL Driving Without Impairment Program 	 "Look-back" period for repeat violations is 10 years
Y.T.		Zero tolerance for alcohol and drugs for drivers in graduated licensing program 24-hr suspension Possible impoundment	 BAC > 80 or refusal 90-day suspension (effective 14 days after offence) Minimum 30-day impoundment 	



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