Parliamentary Travelsafe Committee Report No. 19
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PARLIAMENTARY TRAVELSAFE COMMITTEE

48TH PARLIAMENT
2ND SESSION

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CHAIRMAN’S FOREWORD

The Travelsafe Committee of the second session of the 48th Parliament is pleased to present this report *Drink Driving (Part 1)*. This is the first of a group of reports on alcohol and other drug related road safety issues from its comprehensive Inquiry into Queensland’s Road Toll.

In this report, the Committee examines the effects of alcohol on driving and its contribution to crashes and fatalities in recent years. Queensland has not fared as well as other states which have adopted a “boots and all” approach to Random Breath Testing.

The Committee has made two key recommendations for improving RBT in Queensland and reducing the high level of alcohol related crashes based on practices adopted in these leading states. Further aspects of the contribution of alcohol and other drugs to Queensland’s road toll will be reported separately.

On behalf of the Committee, I would like to thank the many groups and individuals who have contributed to this inquiry.

I commend this report to the House.

Mr John Goss MLA
Chairman
EXECUTIVE SUMMARY

Drink driving is among the largest road safety problems in Queensland. This report is the first of a series of reports on Queensland’s drink driving problem.

The report is broken into 7 parts. The first part outlines the Committee’s terms of reference, inquiry processes and the background to the Inquiry onto Queenslands Roads Toll.

Part 2 considers the effects of alcohol on the driving task. Studies have shown that alcohol adversely affects the ability of drivers to safely control a vehicle and that persons who are under the influence of alcohol are more likely to suffer greater injuries than people who are sober. Research on crash involvement has consistently demonstrated the link between increased blood alcohol concentration (BAC) and increased crash risk. A Norwegian study, for example, found that a driver who has a BAC of 0.15 (three times the maximum legal limit) is 550 times more likely to be involved in an accident than a person who is sober.

The Report then goes on to examine the contribution of alcohol to Queensland’s road toll (Part 3) and the drink driving problem in Queensland compared to other Australian states (Part 4). Queensland Transport figures show that in the 10 years between 1986 and 1995, 1,451 people were killed in alcohol related crashes, 6,433 were hospitalised and 4,781 required medical treatment. A conservative estimate of the costs of alcohol related crashes in Queensland during 1995 is $122 million.

Over the last 10 years drink driving countermeasures in Queensland have succeeded in reducing the incidence of drink driving and alcohol related crashes. However, most of these gains were made in the late 1980s. From 1990 to 1995 there has been no overall improvement.

In contrast to Queensland, the drink driving trends in New South Wales and Victoria, the states that have pursued the most vigorous drink driving campaigns, have not only continued downwards between 1990 and 1995, but continued downwards at a greater rate.

The last substantive sections of the report (Parts 5 and 6) briefly outline drink driving compliance and enforcement and examine the Random Breath Testing (RBT) program, the ‘flagship’ of drink driving countermeasures.

The intensity of RBT enforcement in Queensland is a major cause for concern. The number of tests per licence holder has dropped substantially from 0.48 tests per licence holder in 1992 to 0.37 tests per licence holder in 1994/1995. These rates are significantly below those now being achieved in New South Wales and Victoria where the test to licence holder ratios are 0.59:1 and 0.83:1 respectively. A recent study has found that there would be substantial road safety benefits if the intensity of RBT enforcement levels was increased while RBT ‘best practice’ is maintained.
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While ensuring that RBT best practice, as outlined in this report, is adhered to, the intensity of the RBT program should be increased in all police regions so that a ratio of tests to licensed drivers of 0.7:1 is achieved by 1998; and a ratio of 1:1 is achieved by the year 2000.

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A quality assurance system to ensure that RBT enforcement data is accurate should be implemented as a matter of urgency.
PART 1 ~ INTRODUCTION

PURPOSE OF THIS INQUIRY

1. The Inquiry into Queensland’s Road Toll was launched by the Committee to:-

   • examine the State’s 1995 road toll in the context of emerging trends over recent years;
   • examine the management of road safety generally, as well as specific issues relating to the involvement of alcohol, speed, fatigue and occupant restraints; and
   • identify areas which warrant more detailed examination in the future.

SCOPE OF THIS REPORT

2. This Report is the second in the series of reports from the Committee’s inquiry into Queensland’s Road Toll. It is based on information gathered by the Committee from:-

   • public hearings;
   • written submissions;
   • relevant published literature;
   • inspections; and
   • discussions with road safety authorities.

COMMITTEE BACKGROUND

3. The Travelsafe Committee of the 48th Parliament was appointed by a resolution of the Legislative Assembly on 15 September 1995. This resolution was amended on 18 April 1996 during the second session of the 48th Parliament to inquire into and make recommendations in relation to road safety and public transport in Queensland.

4. In appointing the Committee, the Legislative Assembly resolved that the Committee shall monitor, investigate and report on:-

   (a) issues affecting road safety including the causes of road crashes and measures aimed at reducing deaths, injuries and economic costs to the community;

   (b) the safety of passenger transport services, and measures aimed at reducing the incidence of related deaths and injuries; and

   (c) measures for the enhancement of public transport in Queensland and reducing dependence on private motor vehicles as the predominant mode of transport.
INQUIRY PROCESS

5. The inquiry and consultation process adopted by the Committee consisted of:-
   (a) announcing the Inquiry through advertisements in leading newspapers and calling for public submissions;
   (b) conducting inspections in provincial and regional Queensland and other jurisdictions;
   (c) conducting public hearings in Brisbane and regional centres of Queensland;
   (d) consulting available research which is relevant to the topic of the Inquiry; and
   (e) collating all information gathered through these processes and producing a report with recommendations for presentation to Parliament.

QUEENSLAND’S ROAD TOLL INQUIRY PROCESS

6. The Inquiry into Queensland’s road toll was commenced in December 1995 by the Travelsafe Committee of the 48th Parliament (First Session).

7. Advertisements announcing the Inquiry and calling for public submissions were placed in major newspapers on 2 December 1995. A copy of the advertisement is shown in Appendix A. The closing date for submissions was 22 December 1995, however, numerous late submissions were received and considered. A list of individuals and organisations which provided submissions is at Appendix B.

8. Public hearings were held in Cairns on 24 May 1996, Surfers Paradise on 6 June 1996 and Brisbane on 25 and 26 June 1996.

9. A list of witnesses who appeared at the Committee’s public hearings is at Appendix C.


RESPONSIBILITY OF MINISTERS

11. This Report makes recommendations for the Government to implement.

   “PART 5 - MINISTERIAL RESPONSES TO REPORTS’ of the Parliamentary Committees Act 1995 requires the responsible Minister or Ministers to respond to recommendations contained in the Committee’s Reports.”
Subsections 2 to 6 of section (24) of the Act read as follows:

(2) The Minister who is responsible for the issue the subject of the report must provide the Legislative Assembly with a response.

(3) The response must set out-
   (a) any recommendations to be adopted, and the way and time within which they will be carried out; and
   (b) any recommendations not to be adopted and the reasons for not adopting them.

(4) The Minister must table the response within 3 months after the report is tabled.

(5) If a Minister cannot comply with subsection (4), the Minister must-
   (a) within 3 months after the report is tabled, table an interim response and the Minister’s reasons for not complying within 3 months; and
   (b) within 6 months after the report is tabled, table the response.

(6) If the Legislative Assembly is not sitting, the Minister must give the response (or interim response and reasons) to the Clerk of the Parliament for tabling the next sitting day.
PART 2 ~ THE EFFECTS OF ALCOHOL ON THE DRIVING TASK

12. Driving a motor vehicle is a complex multi-functional task. It involves visual search and recognition, vigilance, information processing under variable demand, decision making and risk-taking, and requires enough sensorimotor control to carry out all these activities correctly. Alcohol has the ability to impair the performance of this task.

13. Alcohol affects the central nervous system, resulting in cognitive and psychomotor impairment. Judgement, concentration, divided attention information processing, vision and coordination have all been shown to be adversely effected by the consumption of alcohol (HoRSCRS 1980; Pauwels and Helensen, 1992). Alcohol has also been shown to influence a persons temperament. Drivers who are impaired by alcohol tend to be less concerned with the potential outcomes of their actions and drive in an irregular, risk taking manner (Mills and Bisgrove, 1983).

14. A person who is under the influence of alcohol is also more likely to suffer greater injuries than a person who is sober. Trinca (cited in Zaal, 1994; 31) found that alcohol can reduce tolerance to accident impact, affect the physiological response to injury and increase the probability of post-traumatic shock. Trinca’s research also indicated that there can be more pathological damage of the brain and spinal cord tissue when alcohol is present in the blood stream at the time of injury.

15. The level of driving impairment is broadly related to the amount of alcohol in the blood stream - the blood alcohol concentration (BAC). That is, the higher the blood alcohol level the greater the level of driving impairment and risk taking behaviour. Other factors that may influence the level of impairment and hence the crash risk include age, frequency of alcohol consumption (alcohol tolerance) and an individual’s metabolism.

The Impact of Alcohol on Crash Involvement

16. Research conducted over the past 30 years has consistently demonstrated the link between increased BAC levels and increased crash risk. For example, Allsop (1966) found that a person with a BAC of 0.05 has twice the probability of having a crash compared with a person with zero BAC and a person with a BAC level of 0.08 has four times the probability of being involved in a crash. Similarly:

- 0.10 BAC = 7 times the crash risk of a person with a zero BAC
- 0.15 BAC = 25 times the crash risk of a person with a zero BAC
- 0.20 BAC = 40 times the crash risk of a person with a zero BAC
17. A recent Norwegian study cited by the Western Australian Select Committee on Road Safety (1996) suggested the following BAC to crash risk ratios:

- 0.05 BAC - 0.10 BAC = 13 times the crash risk of a person with a zero BAC
- 0.10 BAC - 0.15 BAC = 100 times the crash risk of a person with a zero BAC
- over 0.15 BAC = 550 times the crash risk of a person with a zero BAC.
Alcohol Related Crashes in Queensland

18. The contribution of alcohol to death and injury on Queensland’s roads is enormous. Alcohol as a factor in road accidents is particularly evident in crashes resulting in serious injury, and even more so in fatal crashes. An indicative ranking of contributing factors to road crashes in 1995 suggests that alcohol was responsible for 9 percent of all road crashes (1,856 crashes) and 30 percent of fatal crashes (Queensland Transport, 1996).

19. Queensland Transport supplied the Committee with figures on casualties in Queensland road crashes where it was known that alcohol was a contributing factor (see Table 1). According to these figures, for the 10 years between 1986 and 1995 14,506 people were injured in alcohol related crashes. Of these 1,451 people were killed, 6,433 were hospitalised, and over 4,871 required medical treatment.

Costs of Alcohol Related Crashes

20. A conservative estimate of the costs incurred in Queensland from alcohol related road crashes in 1995 alone is $122 million. This includes approximately $73 million for fatal crashes, $42 million for crashes where at least one person was hospitalised, $3.5 million for crashes where medical treatment was required and $3 million dollars where there was property damage only.¹

Recent Trends in Alcohol Related Crashes in Queensland

21. Over the last decade drink driving countermeasures in Queensland have succeeded in reducing the incidence of drink driving and accidents caused by excessive alcohol consumption. This improvement is reflected in the crash statistics presented in Table 1 and Figure 1 (a) and (b). They suggest that there has been an overall decrease in the total number and rate of alcohol related casualties since 1986. Of note, however, is that this decrease was achieved in the late 1980s. There was no improvement from the early 1990s to 1995.

22. Table 1 and Figure 1 (a) and (b) also suggest that over the ten years the number and rate of alcohol related fatalities decreased. However, similar to the number and rate of total casualties, most of the decreases in the fatality rate were made in the mid and late 1980s.

¹ These estimates are calculated in 1993 dollar terms using BTCE (1993) averages of the costs of crashes. The estimate of overall cost excludes costs incurred from crashes resulting in minor injury and those crashes where property damage was less than $2,500.
23. Also of note is that the significant upward trend in the number and rate of minor injuries since 1986, with a pronounced increase in this level of casualty since 1990. In 1995 the number of alcohol related crashes resulting in minor injury was over twice that in 1986.

**Table 1: Number and rate per 100,000 population of casualties in road crashes where alcohol was a contributing factor (1986 - 1995)**

<table>
<thead>
<tr>
<th>Year</th>
<th>Fatalities</th>
<th>Hospitalised</th>
<th>Medical Treatment</th>
<th>Minor Injuries</th>
<th>Total Casualties</th>
</tr>
</thead>
<tbody>
<tr>
<td>1986</td>
<td>205</td>
<td>778</td>
<td>626</td>
<td>156</td>
<td>1,765</td>
</tr>
<tr>
<td>1987</td>
<td>150</td>
<td>738</td>
<td>501</td>
<td>137</td>
<td>1,526</td>
</tr>
<tr>
<td>1988</td>
<td>176</td>
<td>693</td>
<td>526</td>
<td>123</td>
<td>1,518</td>
</tr>
<tr>
<td>1989</td>
<td>126</td>
<td>526</td>
<td>447</td>
<td>108</td>
<td>1,207</td>
</tr>
<tr>
<td>1990</td>
<td>122</td>
<td>537</td>
<td>447</td>
<td>153</td>
<td>1,259</td>
</tr>
<tr>
<td>1991</td>
<td>181</td>
<td>649</td>
<td>410</td>
<td>154</td>
<td>1,349</td>
</tr>
<tr>
<td>1992</td>
<td>123</td>
<td>594</td>
<td>401</td>
<td>204</td>
<td>1,322</td>
</tr>
<tr>
<td>1993</td>
<td>113</td>
<td>583</td>
<td>466</td>
<td>204</td>
<td>1,366</td>
</tr>
<tr>
<td>1994</td>
<td>120</td>
<td>685</td>
<td>492</td>
<td>241</td>
<td>1,538</td>
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<tr>
<td>1995</td>
<td>135</td>
<td>650</td>
<td>554</td>
<td>271</td>
<td>1,610</td>
</tr>
<tr>
<td>Total</td>
<td>1,500</td>
<td>6,774</td>
<td>5,140</td>
<td>1,879</td>
<td>15,293</td>
</tr>
</tbody>
</table>

Note: Rates per 100,000 population have been calculated using ABS population estimates

Source: Derived from Queensland Transport and ABS data

**Figure 1(a): Rate per 100,000 population of casualties in road crashes where alcohol was a contributing factor (1986 - 1995)**

*Note: For further information, refer to Table (i) in Appendix G.*
Source: Derived from Queensland Transport and ABS data

**Figure 1(b): Rate per 100,000 population of casualties in road crashes where alcohol was a contributing factor (1986 - 1995)**

![Bar chart showing the rate of casualties per 100,000 population from 1986 to 1995.](chart.png)

**Note:** For further information, refer to Table (i) in Appendix G.

Source: Derived from Queensland Transport and ABS data

### BAC Levels of Fatally Injured Drivers and Motorcycle Riders

24. Another measure that is often used to judge the level of alcohol involvement in road trauma is the proportion of fatally injured persons who were found to have had a BAC level above the maximum legal limit\(^2\) (0.05gm of alcohol per 100ml of blood) at the time of the accident.

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\(^2\) The legal BAC limit varies for different classes of drivers. For example, drivers of public transport and learner drivers have a zero BAC limit while drivers with open licences have a 0.05 BAC limit, the maximum legal limit.
Table 2: Blood alcohol content of driver and motorcycle rider fatalities


<table>
<thead>
<tr>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Tested</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No.</td>
<td>159</td>
<td>157</td>
<td>183</td>
<td>167</td>
<td>141</td>
</tr>
<tr>
<td>%</td>
<td>78</td>
<td>76</td>
<td>79</td>
<td>76</td>
<td>61</td>
</tr>
<tr>
<td>Untested</td>
<td>44</td>
<td>49</td>
<td>50</td>
<td>53</td>
<td>89</td>
</tr>
<tr>
<td>No.</td>
<td>190</td>
<td>206</td>
<td>233</td>
<td>220</td>
<td>230</td>
</tr>
<tr>
<td>%</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Nil</td>
<td>104</td>
<td>101</td>
<td>124</td>
<td>106</td>
<td>70</td>
</tr>
<tr>
<td>%</td>
<td>65</td>
<td>64</td>
<td>68</td>
<td>63</td>
<td>50</td>
</tr>
<tr>
<td>.01 - .04</td>
<td>6</td>
<td>4</td>
<td>7</td>
<td>4</td>
<td>10</td>
</tr>
<tr>
<td>%</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>.05 - .14</td>
<td>13</td>
<td>18</td>
<td>14</td>
<td>14</td>
<td>20</td>
</tr>
<tr>
<td>%</td>
<td>8</td>
<td>11</td>
<td>8</td>
<td>12</td>
<td>11</td>
</tr>
<tr>
<td>.15 - .24</td>
<td>28</td>
<td>25</td>
<td>32</td>
<td>23</td>
<td>28</td>
</tr>
<tr>
<td>%</td>
<td>18</td>
<td>16</td>
<td>17</td>
<td>14</td>
<td>20</td>
</tr>
<tr>
<td>0.05 +</td>
<td>49</td>
<td>52</td>
<td>52</td>
<td>51</td>
<td>55</td>
</tr>
<tr>
<td>%</td>
<td>31</td>
<td>33</td>
<td>28</td>
<td>31</td>
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<tr>
<td>0.15 +</td>
<td>36</td>
<td>34</td>
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<td>31</td>
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<td>%</td>
<td>23</td>
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<td>28</td>
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<tr>
<td>0.25+</td>
<td>8</td>
<td>9</td>
<td>6</td>
<td>8</td>
<td>11</td>
</tr>
<tr>
<td>%</td>
<td>5</td>
<td>6</td>
<td>3</td>
<td>5</td>
<td>8</td>
</tr>
</tbody>
</table>


25. Table 2 presents figures on the BAC levels of drivers and motorcycle riders killed in road crashes between 1991 and 1995. It clearly demonstrates the high level of alcohol involvement in fatal crashes.

26. In 1995, for example, almost 40 percent of all fatally injured drivers and motorcyclists who were tested recorded a BAC above the maximum legal limit. Further, it can be deduced from the data that, of those who were above the legal limit, more than 70 percent recorded a BAC above 0.15, three times the maximum legal limit, and 20 percent recorded a BAC above 0.25, five times the maximum legal limit. These results are broadly consistent with the five year average where 32 percent of fatalities recorded a BAC level of 0.05 or above, of whom approximately 68 percent were over 0.15 and 16 percent were 0.25 percent.

Fatalities with Unknown BAC

27. Another outstanding feature of the data in Table 3 is the consistently high level of driver and motorcycle fatalities in Queensland where BAC was not determined. Over the past five years presented, the average non-testing level was 29 percent. In 1995, 39 percent of fatally injured drivers and riders had an unknown BAC level. This compares with 9 percent in New South Wales, 3 percent in Victoria, and 5 percent in South Australia (FORS Submission; 10).

Queensland Transport statistics for BAC testing of fatally injured drivers and riders for 1995 require re-examination and, consequently, may be subject to revision.
28. The high level of non-testing introduces a substantial ‘unknown’ factor into Queensland’s figures. Estimates of the level of alcohol involvement in road crashes and casualties as suggested by these figures should, therefore, be considered to be the minimum level only. The related issue of compulsory testing for alcohol will be examined in a subsequent report.
29. Data on the number and rate of alcohol related crashes and casualties in each of the Australian States is not available. However, an indication of the drink driving problem in each State can be gained from a comparison of the percentage of fatally injured drivers with a BAC of 0.05 and above.

30. The cumulative results of the tests for alcohol performed on fatally injured drivers and riders in each state for the ten years between 1986 and 1995 are presented in Table 3 and Figures 2 (a) and 2 (b). They suggest that the six states can be divided into three groups: firstly, New South Wales and Victoria, the best performed states by far; secondly, Queensland and Tasmania, the States with mixed performances over the ten years; and, thirdly, South Australia and Western Australia, the States that have not performed as well as the other four.4

31. A comparison with the average of all six states shows that:-

- Victoria was lower than the States average in all years except 1988;
- New South Wales was lower in every year except 1990 and 1991;
- Queensland was lower in three years only; and
- South Australia and Western Australia were higher for nine of the ten years.

32. When comparing the performance of Queensland to Victoria and New South Wales the data shows that:-

- Queensland and Victoria recorded equal percentages of fatally injured drivers and riders with BAC’s at or above 0.05 percent in 1988, 1990 and 1993. Queensland’s results were worse than Victoria’s in every other year; and
- Queensland was lower than New South Wales in two years (1990 and 1991), on par in one (1993) and higher in every other year.

33. Between 1986 and 1990 the data relating to Queensland suggests that there was a substantial downward trend in the percentage of fatalities over the maximum legal BAC limit. In 1990, 30 percent of fatally injured drivers and riders in Queensland were found to have had a BAC at or above the maximum legal limit. This was one third lower than the 1986 result. For the remaining years, with the exception of 1995, the lower levels were maintained but not improved.

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4 On average, the figures for the Northern Territory are far higher than the states and the ACT. Between 1986 and 1995 an average of 57 percent of fatally injured drivers/riders were at or above 0.05. The ACT has had mixed results, being significantly lower than the States in the mid - late 1980s but far higher in the early - mid 1990s.
34. By comparison, in the first five years under review, New South Wales and Victoria also experienced an overall drop in the percentage of drivers and riders at or above the legal limit, though not as large as that experienced in Queensland. However, unlike Queensland, the trend in New South Wales and Victoria appears to have not only continued downwards in the five years between 1991 and 1995 but to have continued downwards at a greater rate.

35. In conclusion it can be said that, by this measurement, Queensland has fared better than states such as South Australia and Western Australia but not as well as New South Wales and Victoria, the States that have pursued the most vigorous anti drink driving campaigns.

Table 3: Percentage of fatally injured drivers and motorcycle riders with a BAC of 0.05 or more by State (1986 - 1995)

<table>
<thead>
<tr>
<th>Year</th>
<th>NSW</th>
<th>VIC</th>
<th>QLD</th>
<th>SA</th>
<th>WA</th>
<th>TAS</th>
<th>STATES AVERAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>%</td>
<td>%</td>
<td>%</td>
<td>%</td>
<td>%</td>
<td>%</td>
<td>%</td>
</tr>
<tr>
<td>1986</td>
<td>35</td>
<td>38</td>
<td>45</td>
<td>48</td>
<td>48</td>
<td>37</td>
<td>42</td>
</tr>
<tr>
<td>1987</td>
<td>32</td>
<td>38</td>
<td>39</td>
<td>40</td>
<td>47</td>
<td>39</td>
<td>39</td>
</tr>
<tr>
<td>1988</td>
<td>31</td>
<td>38</td>
<td>38</td>
<td>42</td>
<td>32</td>
<td>31</td>
<td>35</td>
</tr>
<tr>
<td>1989</td>
<td>33</td>
<td>32</td>
<td>34</td>
<td>37</td>
<td>37</td>
<td>44</td>
<td>36</td>
</tr>
<tr>
<td>1990</td>
<td>35</td>
<td>30</td>
<td>30</td>
<td>43</td>
<td>33</td>
<td>24</td>
<td>32</td>
</tr>
<tr>
<td>1991</td>
<td>33</td>
<td>29</td>
<td>31</td>
<td>35</td>
<td>34</td>
<td>21</td>
<td>30</td>
</tr>
<tr>
<td>1992</td>
<td>26</td>
<td>21</td>
<td>33</td>
<td>36</td>
<td>42</td>
<td>21</td>
<td>30</td>
</tr>
<tr>
<td>1993</td>
<td>28</td>
<td>28</td>
<td>28</td>
<td>51</td>
<td>36</td>
<td>32</td>
<td>34</td>
</tr>
<tr>
<td>1994</td>
<td>23</td>
<td>26</td>
<td>31</td>
<td>31</td>
<td>33</td>
<td>38</td>
<td>30</td>
</tr>
<tr>
<td>1995</td>
<td>29</td>
<td>22</td>
<td>39</td>
<td>27</td>
<td>35</td>
<td>44</td>
<td>32</td>
</tr>
</tbody>
</table>

Source: Derived from FORS data.
Figure 2(a): Percentage of driver and rider fatalities with a BAC of 0.05 or above for New South Wales, Victoria and Queensland (1986-1995)

Note: For further information, refer to Table (ii) in Appendix G.

Source: Derived from FORS data

Figure 2(b): Percentage of driver and rider fatalities with a BAC of 0.05 or above for Queensland, South Australia, Western Australia and Tasmania (1986-1995)

Note: For further information, refer to Table (ii) in Appendix G.

Source: Derived from FORS data
Another indicator of the extent of drink driving in each state is the testing results from the RBT programs. More specifically, the ratio between the number of tests conducted and the number found to be above the legal BAC limit.

36. A report from the Road Accident Prevention Research Unit of the University of Western Australia (Hendrie and Ryan, 1995;38) examined RBT programs in all Australian States. It found that in 1993/1994 the ratio of positive tests to total tests in Queensland was 1:50. This was significantly worse than all of the other states who recorded the following results: New South Wales - 1:166; Victoria - 1:666; Western Australia - 1:77; South Australia 1:152; and Tasmania - 1:100. While these RBT ‘hit rates’ can be sensitive to the timing and location of the tests, they suggest that drink driving rates may be much higher in Queensland.
Part 5 - Drink Driving Compliance and Enforcement

Drink driving countermeasures

37. Over time, there has been a growing recognition of the serious road safety problem caused by drink driving and a greater willingness by governments to address the problem. These developments have led to the implementation of a wide range of drink driving countermeasures.

38. Zaal (1994; 32) classifies these countermeasures according to three types; primary, secondary and tertiary:

- primary intervention strategies are designed to prevent drivers from driving with BAC over the legal limit. These strategies are typically implemented through public information and deterrence methods;
- secondary intervention strategies are designed to detect and remove the drink driver who is already on the road. They are implemented through legislative and enforcement measures; and
- tertiary intervention strategies are designed to reduce recidivism among drivers who have been previously detected, arrested and convicted and are usually provided by rehabilitation programs.

39. Zaal also notes that in addition to the traditional types of drink driving countermeasures, there has been a push for the implementation of measures that address the social and physical environment of alcohol consumption. These programs place particular emphasis on the ‘agents’ of drink driving namely alcohol and the automobile (1994; 32).

Queensland’s drink driving legislation

40. Among other things, Queensland legislation relating to drink driving specifies the maximum BAC levels permissible for holders of particular types of licence whilst in control of a motor vehicle, tram, train or vessel as well as the penalties that may be imposed if a person is found guilty of exceeding these limits (see: Section 16 of the Traffic Act 1949).

41. Queensland and other Australian jurisdictions have adopted the ‘Scandinavian model’ of per se drink driving legislation. Per se drink driving laws require that any driver apprehended with a BAC greater than a specified level as determined by a breath, blood or urine test, be charged with driving whilst under the influence of liquor. Unlike the behaviour based approach to drink driving enforcement, per se legislation dictates that a driver’s BAC is, on its own, evidence of alcohol impairment; no other evidence (such as tests for behavioural impairment) is necessary to prove legal incapacity to drive (Zaal, 1994;34).
Drink driving sanctions

42. Sanctions for drivers convicted of exceeding the specified BAC limits include fines, licence action and imprisonment. A basic outline of Queensland’s current drink driving penalties is given in Table 4.

Table 4: Drink driving penalties in Queensland (as at November 1996)

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>FIRST OFFENCE</th>
<th>SECOND OFFENCE</th>
<th>SUBSEQUENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Zero - 0.05 % BAC</td>
<td>• $1,050 max or 3 mths gaol</td>
<td>• $1,500 max or 6 mths max gaol</td>
<td>• $2,100 max or 9 mths max gaol</td>
</tr>
<tr>
<td>Learner and Provision licence holders under 25 y.o., unlicensed drivers, heavy vehicle, Public Transport, and Dangerous goods drivers.</td>
<td>• 3 mths (min) - 9 mths (max) disqual.</td>
<td>• 3 - 18 mths disqual.</td>
<td>• 6 mths min disqual</td>
</tr>
<tr>
<td>0.05% - 0.15% BAC</td>
<td>Ticket system for first offenders only: optional for police to use. &lt;0.05 $100 0.05 - &lt;0.07 $100 0.07 - &lt;0.09 $250 0.09 - &lt;0.11 $400 0.11 - &lt;0.13 $500 0.13 - &lt;0.15 $600  • $1,050 max or 3 months gaol  • 1 - 6 mths disqual (open licence)  • 3 - 4 mths disqual (Provisional and Learner licence - of or over 25 y.o. )</td>
<td>• $2,100 max or 9 mths max gaol  • 3 - 18 mths disqual</td>
<td></td>
</tr>
<tr>
<td>Over 0.15% BAC</td>
<td>• $2,100 max or 9 mths gaol</td>
<td>• $2,550 max or 18 mths gaol</td>
<td>(&lt;0.15x2) - Imprisonment must form part of sentence  • 2 years disqual</td>
</tr>
<tr>
<td>Refuse blood or breath test</td>
<td>• $2,100 max or 9 mths gaol</td>
<td>• $2,550 max or 18 mths gaol</td>
<td>• $2,550 max; imprisonment may form whole or part of punishment  • 2 years disqual</td>
</tr>
<tr>
<td>All of the above</td>
<td>Immediate 24 hr licence suspension</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: Queensland Police Service

43. During the course of the inquiry, it became apparent that immediate and substantial reductions in alcohol related deaths and injuries on Queensland roads could be achieved by improving the RBT program. As such, the focus of the following section of the Report is the RBT Program - the ‘flagship’ of the drink driving countermeasures. This is not to suggest that other countermeasures are unimportant. In fact, it is essential the RBT program be supported by other drink driving countermeasures so that there is an integrated approach to drink driving management.
44. This was recognised in the *Queensland Road Safety Strategy* (Queensland Transport 1993) which identified a range of actions (in addition to the RBT program) to help combat the drink driving problem. They included:-

- the establishment of effective patron care and server intervention programs, including the widespread use of coin operated breath testing machines;
- the development of alcohol and drug education programs;
- the trial of alcohol ignition interlocks for recidivist drink drivers;
- the introduction of mandatory advisory labelling on alcoholic beverages;
- fostering the use of peer group pressure to reduce drink driving; and
- the development of effective anti drink driving public education campaigns and increased public awareness of the effects of alcohol consumption and driver impairment.
Random Breath Testing was introduced into Queensland in December 1988 to replace the Reduced Impaired Driving (RID) program, a random stopping program that had been used since August 1986.

RBT is an enforcement tool designed to achieve a general deterrence to drink driving. Under RBT police are empowered to stop and breath test any driver without having reason to suspect that the driver has been drinking.

There are two forms of RBT: stationary and mobile. Stationary RBT is performed using a ‘booze bus’ and/or patrol car(s) at highly visible road side sites that are varied daily. Motorists passing an RBT site are randomly selected, directed to stop at the side of the road and are asked to take a preliminary breath test. Drivers returning a negative result are allowed to continue their journey. Those who test positive are detained for more detailed breath analysis which provides a reading that can be used in a court (Homel, 1990; 2).

The basic difference between stationary and mobile RBT is that mobile RBT is performed by police travelling in patrol cars rather than stationed at the side of a road. Once a motorist has been pulled over, mobile RBT operates in the same way as stationary RBT. While mobile RBT patrols may pull over any motorist at any time they tend to be used to target intoxicated drivers (Homel, 1990; 2 - 3).

RBT can be extremely effective in delivering a sustained and substantial reduction in alcohol related road crashes. In terms of reducing the potential of road crashes, the potential of RBT is equalled only by the introduction of compulsory seat belt wearing and long term improvements in the road environment (Queensland Transport/Queensland Police Service, 1994; 197).

A recent study by Henstridge, Homel and Mackay (in press) examined the long term effectiveness of RBT in four Australian states; New South Wales, Queensland, Tasmania and Western Australia. The study broke down the impact of RBT into three components: initial impact, duration of initial impact, and the effects of ongoing enforcement. It found that RBT had an immediate, substantial and permanent impact on accidents in all states except Tasmania, where there was a substantial impact that could not be demonstrated to have persisted beyond one year.

Besides providing for an immediate deterrent to drink driving, research has suggested that RBT can also contribute to more general changes in attitudes towards drink driving and alcohol consumption. Several surveys undertaken in New South Wales suggested that RBT had modified behaviour and attitudes such that there was an increase in the number of people self monitoring the number of drinks they consume rather than relying on symptoms of alcohol impairment; greater numbers of people planning for the use of alternative transport if they expect to consume alcohol; and a
changing moral attitude to drink driving, with more people willing to label a drink driver as irresponsible, a criminal, or a potential murderer (Zaal, 1994; 39).

**RBT and deterrence**

52. The primary purpose of RBT is to deter drivers from driving while impaired by alcohol. The deterrent effect occurs through two specific mechanisms: firstly, the specific deterrence of drivers who are caught for drink driving violations, and secondly, the general (community) deterrence that occurs through RBT activities generally (Hendrie and Ryan, 1995; 30).

53. The deterrence effect is dependant on creating a perception amongst potential drink drivers that there is a high risk of being detected and punished. In effect, creating a sense of unease amongst potential offenders about drinking and driving.

54. RBT is not a “magic bullet” solution. Its introduction will not automatically result in substantial and sustained reductions in road crashes. To maximise the deterrent effect of RBT it is critical that best practice guidelines be adopted.

**RBT best practice**

55. Best practice for RBT includes the following:-

- maximum exposure to RBT through sustained, high levels of enforcement as indicated by the number, timing, location and duration of testing;
- RBT operations that are -
  (a) highly visible and threatening,
  (b) unpredictable in their timing and location, and
  (c) deployed throughout the road network;
- testing of all drivers who are pulled over;
- stationary operations as the primary mode of delivery, with mobile operations playing a supporting role targeting persistent offenders and motorists who attempt to evade stationary operations;
- continuous feedback to Police on the goals and effectiveness of RBT;
- sustained publicity with a focus on RBT enforcement activities and the high risk of detection; and
- penalties that reflect the severity of the crime committed, applied with close to 100 percent certainty to convicted offenders.

**Avenues for improving RBT in Queensland**

56. While there is little doubt that the RBT program in Queensland has been a successful drink driving countermeasure, evidence collected by the Committee suggests that there
is substantial scope for improvement - a fact recognised in the report of the Queensland Transport /Queensland Police Service RBT review (1994).

57. The Committee identified two main areas of the RBT program that need to be enhanced; firstly, (and most importantly) the intensity of RBT enforcement and secondly, the accuracy of RBT enforcement data.

The intensity of RBT enforcement

58. Queensland’s RBT testing levels are significantly below those achieved in New South Wales and Victoria, the states that have most vigorously pursued RBT. A report by Hendrie and Ryan (1995) investigated selected RBT performance indicators in various states and territories during 1993/1994 (see Table 5). In terms of RBT testing rates, it found that while Queensland was fractionally higher than Western Australia and significantly higher than South Australia and the Northern Territory, it was significantly lower than New South Wales and Victoria.

Table 5: Selected performance indicators of RBT by State and Territory (1993 - 1994)

<table>
<thead>
<tr>
<th>Performance Indicators</th>
<th>NSW</th>
<th>Victoria</th>
<th>QLD</th>
<th>Western Australia</th>
<th>South Australia</th>
<th>Northern Territory</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of RBTs</td>
<td>2,116,720</td>
<td>1,642,384</td>
<td>773,059</td>
<td>397,886</td>
<td>236,165</td>
<td>20,057</td>
</tr>
<tr>
<td>No. of RBTs pa per pop 18 - 79 yrs</td>
<td>0.49</td>
<td>0.51</td>
<td>0.35</td>
<td>0.34</td>
<td>0.22</td>
<td>0.18</td>
</tr>
<tr>
<td>No. of RBTs positive</td>
<td>13,135</td>
<td>2,474</td>
<td>15,418</td>
<td>5,173</td>
<td>1,566</td>
<td>236</td>
</tr>
<tr>
<td>% of RBTs positive</td>
<td>0.62%</td>
<td>0.15%</td>
<td>2.0%</td>
<td>1.3%</td>
<td>0.66%</td>
<td>1.2%</td>
</tr>
</tbody>
</table>

Notes:
1. 688,081 vehicles were stopped.
2. Number of people charged as a result of RBTs.
3. Estimated from the proportion of positive RBT tests for the period 1.1.94 - 15.12.94

Source: Hendrie and Ryan (1995)

59. More recent figures on RBT testing levels suggest that the gap between New South Wales and Victoria, and Queensland is widening. Victoria, with about 2.9 million drivers conducts over 2.4 million tests annually, giving a test to driver ratio of 0.83:1. In New South Wales the ratio is 0.59:1 (FORS submission; 10). In Queensland during 1994-1995 there were approximately 760,000 tests and 2 million licensed drivers, a ratio of 0.37:1.

60. Homel advised the Committee that there had been a steady decline in the level of RBT testing in Queensland since 1992. This was supported by Hannigan who told the

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5 The Queensland Police Service/Queensland Transport RBT review, *Enhancing the Effectiveness of Random Breath Testing in Queensland* was completed in April 1994. However, the bulk of its recommendations have not been implemented.
Committee that Queensland was certainly not doing enough tests and that “the intensity of operations we (the police) had … when RBT came in is not there because of the demands upon our policing resources and the limitations we have on traffic operations.” (Transcript; 167, 168).


<table>
<thead>
<tr>
<th>Year</th>
<th>Number. of Tests ('000)</th>
<th>Number of Licensed Drivers ('000)</th>
<th>Tests per licence holder</th>
</tr>
</thead>
<tbody>
<tr>
<td>1989</td>
<td>771</td>
<td>1 741</td>
<td>0.44:1</td>
</tr>
<tr>
<td>1990</td>
<td>662</td>
<td>1 781</td>
<td>0.37:1</td>
</tr>
<tr>
<td>1991</td>
<td>791</td>
<td>1 834</td>
<td>0.43:1</td>
</tr>
<tr>
<td>1992</td>
<td>918</td>
<td>1 885</td>
<td>0.48:1</td>
</tr>
<tr>
<td>1993</td>
<td>799</td>
<td>1 954</td>
<td>0.40:1</td>
</tr>
<tr>
<td>1993/1994</td>
<td>773</td>
<td>2007</td>
<td>0.38:1</td>
</tr>
<tr>
<td>1994/1995</td>
<td>760</td>
<td>2072</td>
<td>0.37:1</td>
</tr>
</tbody>
</table>

*Source: Queensland Transport.*

61. Table 6 shows the number of RBT tests conducted in Queensland from its inception in 1989 to 1994/1995, it confirms the anecdotal evidence cited above. From 1992 the number of RBT tests per licence holder conducted in Queensland has fallen from 0.48 tests per licence holder to 0.37 tests per licence holder in 1994/1995, a decrease of over 20 percent. This drop of is cause for concern. The report of the RBT review conducted by Queensland Transport and the Queensland Police Service noted that there are “strong grounds to suspect that any reductions in preliminary testing below current levels (0.4 tests per licence holder in 1993) may contribute to an increase in the rate of alcohol related crashes.” (1994;73)

62. In Queensland there are no state targets for testing. Responsibility for the implementation of RBT lies with the districts. One result of this has been an ad hoc application of RBT throughout the state with regions juggling competing demands for resources. Police officers are basically doing whatever RBT they can fit in after attending to general duties which are determined a higher priority.

63. The evidence from Hannigan was that some regions are objective driven, where targets are set for a certain number of RBT intercepts during a shift or a certain time spent on RBT, whereas others regions ‘do not worry about it’ (Transcript; 169). As a consequence there appears to be large differences in the intensity of RBT enforcement between the regions.

64. At the Committee’s Surfers Paradise public hearing Chief Superintendent Douglas Smith said that the police in the South East Region had put in place an RBT operation to triple the number of tests being done in the region compared to the previous year. If the target of 100,000 tests this calendar year is achieved, approximately one in three

*From 1993/1994 RBT testing was counted for the financial year rather than calender year.*
drivers in the region will be tested, a rate approximately 5 percent below the 1994/1995 state average. This suggests that only one in nine drivers were tested the previous year, a rate significantly below the state average (Transcript, 59).

The benefits of increasing RBT enforcement levels

65. There is general agreement in the literature on RBT in Australia that New South Wales, with its ‘boots and all’ approach, has implemented the most successful RBT program. The recent study by Henstridge et al. (in press) found that the impact of RBT in New South Wales had been instantaneous, substantial, sustained and amplified in the long term through intensified enforcement. This last point is highly relevant in the Queensland context.

66. In New South Wales, the increase in the intensity of enforcement was achieved by incorporating RBT into routine police work and setting targets for testing while ensuring that RBT operations remained high profile. A major finding of the investigation by Henstridge et al. was that the significant and steady increase in testing was directly linked to a very substantial reduction in alcohol related accidents (Henstridge et al., in press). According to Homel this is a “very clear and reliable result” (Transcript; 138).

67. Accordingly, Henstridge et al. (in press) recommend that all states increase high visibility, stationary RBT to a level equivalent to one test per licence holder, using general duties police and highway patrol vehicles, and by using the program management techniques embodied in the Random Road Watch Program.

68. At the Committee’s Brisbane public hearing Homel predicted that if Queensland was to match the current testing levels in New South Wales (approximately 0.6:1), there would probably be a 25 percent decrease in serious and fatal crashes (Transcript, 138).

Recommendation 1

While ensuring that RBT best practice, as outlined in this report, is adhered to, the intensity of the RBT program should be increased in all police regions so that a ratio of tests to licensed drivers of 0.7:1 is achieved by 1998; and a ratio of 1:1 is achieved by the year 2000.

Ministerial Responsibility

• Minister for Police and Corrective Services

The accuracy of RBT enforcement data

69. One area of concern to the Committee is the accuracy of RBT enforcement data in Queensland. Accurate RBT data is extremely important in analysing trends in drink driving behaviour and properly managing RBT operations. While problems with RBT
statistics are not restricted to Queensland, it has been suggested that Queensland enforcement data is less dependable than other states.

70. Homel told the Committee that the Queensland police data on RBT enforcement was less reliable than the New South Wales data, “… we are sure from our observations of police work that the data are unreliable in some respects.” Homel said that this problem was probably not a consequence of police deliberately falsifying figures but rather a failure to stress the importance of accurate record keeping, particularly with junior police who are often used to do the random testing (Transcript, 138, 142)

71. In Queensland, the RBT recording system is open to misuse as records of the number of preliminary tests are based on counts of used mouth pieces or figures from a hand held counter. Authorities in New South Wales and Victoria have recognised the need for tight internal controls to ensure proper recording of RBT tests and to counter ‘fudging’ of enforcement figures. Part of their approach to the problem is to require police to record the vehicle number plate of each driver tested. This provides an audit trail and allows for quality management through random checking of records.

72. Although there is evidence of a problem with the accuracy of testing figures the real extent of the problem is unknown. It is inevitable, however, that the problem will become more acute if quotas for testing are introduced throughout the state. The Committee therefore concludes that it is imperative that a quality assurance system be adopted to ensure that testing figures are correctly recorded and reflect the level of testing undertaken.

**Recommendation 2**

A quality assurance system to ensure that RBT enforcement data is accurate should be implemented as a matter of urgency

<table>
<thead>
<tr>
<th>Ministerial Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Minister for Police and Corrective Services</td>
</tr>
</tbody>
</table>
The contribution of alcohol to death and injury on Queensland’s roads is enormous. A conservative estimate of the costs incurred in Queensland from alcohol related road crashes in 1995 is $122 million.

In 1995, almost 40 percent of all fatally injured drivers and motorcyclists who were tested recorded a BAC above the maximum legal limit. Of those who were above the legal limit, more than 70 percent recorded a BAC above 0.15, three times the maximum legal limit, and 20 percent recorded a BAC above 0.25, five times the maximum legal limit.

Over the last decade drink driving countermeasures in Queensland have succeeded in reducing the incidence of drink driving and accidents caused by excessive alcohol consumption. However, most of this decrease was achieved in the late 1980s. There was no overall improvement from the early 1990s to 1995.

In contrast to Queensland, the trend in New South Wales and Victoria appears to have not only continued downwards in the five years between 1991 and 1995 but to have continued downwards at a greater rate. Queensland has fared better than states such as South Australia and Western Australia but not as well as New South Wales and Victoria, the states that have pursued the most vigorous anti drink driving campaigns.

While there is little doubt that the RBT program in Queensland has been a successful drink driving countermeasure, there is considerable scope for improvement. Based on experience in other States, immediate and substantial reductions in alcohol related deaths and injuries on Queensland roads can be achieved by increasing the intensity of RBT enforcement.

Accurate RBT data is extremely important in analysing trends in drink driving behaviour and properly managing RBT operations. Queensland’s RBT recording system is open to misuse. A quality assurance system to address this system and ensure the accuracy of RBT data is needed.
REFERENCES


BTCE (1993) *The Cost of Road Crashes - Information sheet 4* (Canberra: BTCE)


HoRSCRS (House of Representatives Standing Committee on Road Safety) (1980) *Alcohol, Drugs and Road Safety* (Canberra: AGPS)


Queensland Transport and the Queensland Police Service (1994) *Enhancing the Effectiveness of Random Breath Testing (RBT) in Queensland* (unpub.)


Western Australian Select Committee on Road Safety (1996) *Alcohol, Drugs and Fatigue* (Perth: Legislative Assembly)

EXHIBITS

Exhibit 1  
**Tendered by Queensland Police, Snr Sgt R J Waters**
General information following topics for witnesses.

Exhibit 2  
**Tendered by Queensland Police, Snr Sgt John Brough**
Monthly Accident Statistics for the Logan Division for May 1996.

Exhibit 3  
**Tendered by Mrs P den Ronden, Citizens Against Road Slaughter**
Collection of court transcripts and court judgements relating to driving offences:

(a) The Queen v. Graham John Burton (20 July 1983);
(b) The Queen v. Geoffrey Kevin Goldsmith (21 July 1994);
(c) The Queen v. Raymond John Gartside (23 August 1994);
(d) The Queen v. David Glenn Sheppard (8 February 1995);
(e) The Queen v. Christopher James Sanders (30 November 1995);
(f) The Queen v. Lincoln Patrick Conquest (19 December 1995);
(g) The Queen v. Patrick Joseph McAnelly (10 May 1996);
(h) The Queen v. Andre Clive Shedlock (31 May 1996);
(i) The Queen v. Steven Marcus Welch (31 May 1996).

Exhibit 4  
**Tendered by the Brisbane City Council**
Draft - *School Community Road Safety: A Guide to assist school communities in actively addressing road safety issues through education, engineering and enforcement.*

Exhibit 5  
**Tendered by the Federal Office of Road Safety**
Drink driving penalties in Australia (1994) - Information presented in tabular form by State and Territory.

Exhibit 6  
**Tendered by the Federal Office of Road Safety**
Folder of documents including:

(a) National Road Safety Strategy Implementation Task Force (1996) *Australia’s Rural Road Safety Action Plan* (FORS: Canberra);
(b) FORS *et al.* (1992) *The National Road Safety Strategy* (FORS: Canberra);
(c) FORS (1994) The National Road Safety Action Plan 1994 (FORS: Canberra);
(d) FORS Safer Roads for your Community;
(e) FORS (1995) *Trends in Road Fatalities*, Monograph 1;
(f) FORS (1995) *Trends in Fatal Crashes on Rural Roads*, Monograph 2;
(g) FORS (1995) *Driving in Unfamiliar Surroundings [Part I - International Drivers]*, Monograph 3;
(h) FORS (1995) *Driving in Unfamiliar Surroundings [Part II - Driving Interstate]*, Monograph 4;
(i) FORS (1995) *Driving in Unfamiliar Surroundings [Part III - Country Driving/City Driving]*, Monograph 5;
(j) FORS (1996) *Older Drivers: Calculating the Risk of Involvement in Fatal Crashes*, Monograph 6;
(l) Chart: Australian and Queensland Road Fatalities - January 1990 to May 1996;
(m) Chart: Road Fatalities in Australia 1960 -1995;
(n) Queensland Road Fatality Demographics;
(o) Alcohol Involvement in Road Fatalities;
(p) State and Territory Trends in Hospitalisation Crashes.

**Exhibit 7** Tendered by Professor Ross Homel, Griffith University


**Exhibit 8** Tendered by Queensland Transport, Dr Mark Leggett

Copy of facsimile dated 28 November 1995 from Max Cameron (Monash University Accident Research Centre) to Mark Leggett commenting on Leggett’s paper ‘Factors Influencing Trends in the Australian Road Toll: A Comparison Between the States’.

**Exhibit 9** Tendered by Queensland Police Service

Table - Evidential Breath Analyses in Queensland.

**Exhibit 10** Tendered by the Queensland Police Service

Queensland Police Service Traffic Enforcement Strategy - Draft.

**Exhibit 11** Tendered by the Queensland Emergency Services

Information on (a) expenditure on road accident rescue and (b) costs of transports.

**Exhibit 12** Tendered by the Gold Coast City Council

Intersection ranking by social cost.
Exhibit 13  **Tendered by Federal Office of Road Safety**  
Location of Road Crashes in Queensland.

Exhibit 14  **Tendered by the Queensland Police Service**  
Random Road Watch - Northern Region - Crash Outcome evaluation II - 1 January 1994 - 30 December 1995 (Queensland Transport).

Exhibit 15  **Tendered by Queensland Transport**  
Figures detailing expenditure on road safety media campaigns for the last 5 years.

Exhibit 16  **Tendered by Queensland Transport**  
Copy of Queensland Transport submission to the Travelsafe Committee - December 1995.

Exhibit 17  **Tendered by Queensland Transport**  

Exhibit 18  **Tendered by Queensland Transport**  
Details of recent proposals put by Queensland Transport to MAIC for funding of publicity for the Speed Management Program.

Exhibit 19  **Tendered by Road and Traffic Association (NSW)**  
Document - RTA Support for enhanced police traffic enforcement.

Exhibit 20  **Tendered by the Queensland Police Service**  
Letter from Deputy Commissioner W Aldrich dated 3 December 1996 plus attachments.

Exhibit 21  **Tendered by Monash University Accident Research Centre, Mr Warren Harrison**  
Copy of facsimile dated 7 November 1996 from Mr Warren Harrison, Research Fellow.
APPENDIX A — CALL FOR SUBMISSIONS

Parliamentary Travelsafe Committee
The Road Safety Committee of the Queensland Parliament

CALL FOR SUBMISSIONS on Queensland’s Increasing Road Toll

The Travelsafe Committee is an all-party Parliamentary Committee appointed by the Legislative Assembly of Queensland to monitor, investigate and report on the causes of road crashes in Queensland, to review and report on countermeasures aimed at reducing deaths, injuries and the social and economic costs to the community arising from road crashes.

The Committee is investigating the causes of Queensland’s increasing road toll. This includes both road-related fatalities and injuries sustained by vehicle drivers, passengers, pedestrians and other road users.

The Committee is inviting written submissions from members of the public and interested parties to assist in its inquiries.

Submissions should be forwarded by 22 December 1995 to:

The Research Director
Parliamentary Travelsafe Committee
Parliament House
Cnr George and Alice Streets
BRISBANE QLD 4000

Submissions made to the Committee will be treated as public documents unless the Committee determines that confidentiality is required. Requests for confidentiality should be clearly marked. Late submissions may also be considered, and this should be discussed with the Research Director.

Persons making submissions to the Committee may be called upon to give evidence before the Committee regarding their submission.

For further information contact the Research Director: Telephone (07) 3406 7669 or Facsimile (07) 3406 7500.

Len Ardill MLA, Chairperson
2 December 1995
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| 1. | Mr David Heckendorf  
    Managing Director  
    Savannah Equipment Pty Ltd  
    YANDINA QLD 4561 |
| 2. | Mr Joseph Saina  
    ROCHEDALE SOUTH QLD 4123 |
| 3. | Mr/s P F Reid  
    COOLANGATTA QLD 4225 |
| 4. | Ms Freda Maddern  
    OXENFORD QLD 4210 |
| 5. | Mr Paul Hocken  
    BOONDALL QLD 4034 |
| 6. | Mr William J Clark  
    RIVERVIEW QLD 4650 |
| 7. | Mr Stephen J Hardy  
    COTTON TREE QLD 4558 |
| 8. | Mr A S Baker  
    TALLEBUDGERA VALLEY Qld 4228 |
| 9. | Mr Ross Wintour  
    EARLVILLE QLD 4870 |
| 10. | Mr John A Andersen  
    HERSTON QLD 4006 |
| 11. | Mr Allan Munro  
    EUMUNDI QLD 4562 |
| 12. | Mr/s R J Stack  
    ZILZIE QLD 4702 |
| 13. | Mr Murray Cox  
    BANKSIA BEACH  
    BRIBIE ISLAND QLD 4507 |
| 14. | Mr G R Kellar  
    Chief Executive Officer  
    Logan City Council  
    WOODRIDGE QLD 4114 |
| 15. | Mr and Mrs den Ronden  
    Citizens Against Road Slaughter Ltd  
    LUTWYCHE QLD 4030 |
| 16. | Mr Bob Carnaby  
    Line Marking Supervisor  
    SOUTH GRAFTON NSW 2461 |
| 17. | Mr/s B J Hollis  
    CAIRNS QLD 4870 |
| 18. | Mr/s A Conway-Jones  
    NORTH GOLD COAST QLD 4216 |
| 19. | Mr Harry Johnson  
    WHITESIDE QLD 4503 |
| 20. | Mr John C Bellamy  
    Service Directions  
    MAROOCHYDORE QLD 4558 |
| 21. | Mr Steve Jeffs  
    Operations Manager  
    Motor Trades Association of Queensland  
    SOUTH BRISBANE QLD 4101 |
| 22. | Mr Alan J Leslie  
    ST. LUCIA QLD 4067 |
| 23. | Mr John A Tranter  
    ORMISTON QLD 4160 |
| 24. | Mr R C Holland  
    Beard & Holland Pty Ltd  
    CHELMER QLD 4068 |
| 25. | Mr Anton H Tidd  
    TUGUN QLD 4224 |
| 26. | Mr Des Spiller  
    MANLY QLD 4179 |
| 27. | Mr W A Eames  
    ANDREWS QLD 4220 |
28. Mr Sidney V O'Toole
   NORTH ROCKHAMPTON QLD 4701
   KEPERRA  QLD  4054
29. Mr/s K R Partlett
    MUNDINGBURRA  QLD  4812
30. Mr Dudley Baker
    ALEXANDRA HILLS  QLD  4161
31. Mr Brian Charlton
    WILLOW TREE  NSW  2339
32. Mr George H Szylkarski
    GRACEVILLE  QLD  4075
33. Mr P Rothwell
    WOOLLOONGABBA  QLD  4102
34. Mrs Colleen Neville
    BEACHMERE  QLD  4510
35. Mr Julian Satoor
    SUNNYBANK  QLD  4007
36. Prof J D Whitehead
    CHAPEL HILL  QLD  4069
37. Mr Lynn Moseley
    KURANDA  QLD  4872
38. Mr Frank Murphy
    AYR  QLD  4807
39. Mr Bernie Reilly
    CAIRNS  QLD  4870
40. Mr Robert Laurent
    CABARLAH  QLD  4352
41. Mr/s T Denham
    NORMAN PARK  QLD  4170
42. Mr/s R Lang
    TINGALPA  QLD  4173
43. Mr G Peters
    HOLLAND PARK WEST Qld 4121
44. Mr D W Perry
    ASHGROVE  QLD  4060
45. Mr Keith Howkins
46. L C and K L Smith  
SOUTH BRISBANE  QLD  4101

47. Mr/s C W Wright  
KURANDA  QLD  4880

48. Mr/s N Lum  
WULGURU  QLD  4811

49. Mr/s K V Caleo  
BUSHLAND BEACH  QLD  4818

50. Mr David Walker  
Proprietor  
Roadwise Driver Training  
KAWANA WATERS  QLD  4575

51. Mr/s R W Sutherst  
CHELMER  QLD  4068

52. Mr John Kerr  
ST LUCIA  QLD  4067

53. Mr M and Mrs P Herrigan  
Palm Beach and All Points Driving School  
WEST BURLEIGH  QLD  4220

54. Mr Ray Heffernan  
Account Executive  
Telstra  
BRISBANE  QLD  9008

55. Mr Rod Sullivan  
President  
Australian Driver Trainers Association  
JONES HILL  QLD  4570

56. Mr Robert Newton  
CHELMER  QLD  4068

57. Mr Stuart Mason  
Chairperson  
Road Safety Sub-Committee  
Motorcycle Riders Association Queensland Ass. Inc  
UPPER MOUNT GRAVATT  QLD  4122

58. Mr Andrew Kilpatrick  
MINYAMA WATERS  
KAWANA  QLD  4575

59. Mr/s K G Branford  
NAMBOUR  QLD  4560

60. Ms A Smith  
WEST END  QLD  4000

61. Mr Brian Ryle  
BOWEN  QLD  4805

62. Mr John Lyons  
Director  
Safety Margin  
BALLINA  NSW  2478

63. Mr Geoff Wharton  
HOLLAND PARK  QLD  4121

64. Mr Daniel Boon  
ALBANY CREEK  QLD  4035

65. Mr/s W Boyd  
KELSO  QLD  4815

66. Mr Bruce Mallett  
KENMORE  QLD  4069

67. Mr Douglas Huntley  
LATHAM  ACT  2615

68. Mr Charles Wilson  
Executive Director  
Roadcraft  
GYMPIE  QLD  4570

69. Mr Trevor McCahon  
Proprietor  
Alltypes Driver Training  
MAROOCHYDORE  QLD  4558

70. Mrs B G Tinetti  
MAGNETIC ISLAND  QLD  4819

71. Mr David Bowd  
ROSANNA  VIC  3084

72. Mr Warren Rees  
GAILES  QLD  4300
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98. Mr Peter Spencer
   Rida Tactics
   MT CROSBY QLD 4306

99. Mr Brian Higgins
   HAWTHORNE QLD 4171

100. Mr G J Williams
     Acting Deputy Commissioner
     Executive Director, Operations
     Queensland Police Services
     BRISBANE QLD 4000

101. Christine Filer
     HOLLAND PARK QLD 4121

102. Mr Peter Makeham
     Director
     Federal Office of Road Safety
     Department of Transport
     CANBERRA ACT 2601

103. Mr A W McDonald

104. Mr R Moran
     WELLINGTON POINT QLD 4160

105. Mr/s R A Leavy
     YERONGA QLD 4104

106. Dr Stephen Hunt
     ANNERLEY QLD 4013
# APPENDIX C — WITNESSES AT PUBLIC HEARINGS

## CAIRNS — 24 MAY 1996

Senior Sergeant James Waters | Regional Traffic Coordinator | Queensland Police Service  
Mr Gerard Byrne | Manager, Transport Services | Queensland Transport  
Mr Brian Hughes | Road Safety Consultant | (For) Queensland Transport  
Mr Peter Conway | Senior Transport Inspector | Queensland Transport  
Mr Brian Smyth | Manager, Projects and Investigations | Cairns City Council  
Mr Robert Baade | Director of Engineering Services | Douglas Shire Council  
Mr Ross Wintour | Past Honorary Chairman | Road Safety Council in the Far North  
Mr William Foster | Acting Assistant District Commissioner | Queensland Fire Service  
Mr Bob Lackey | Superintendent of Operations (Far Northern Region) | Queensland Ambulance Service  
Mr Jurgen Pasieczny | Manager (Infrastructure Delivery) for the Peninsular District | Department of Main Roads  
Mr Allan Richmond | Manager (Transport Planning) | Department of Main Roads  
Mr Ken McLeod | Retired Engineer |  

## SURFERS PARADISE — 6 JUNE 1996

Chief Superintendent Douglas Smith | Regional Operations Coordinator (South East Region) | Queensland Police Service  
Sergeant Peter Gray | Regional Traffic Coordinator (South East Region) | Queensland Police Service
SURFERS PARADISE — 6 JUNE 1996 Continued

Senior Sergeant Leslie Hopkins  Office in Charge (Gold Coast District Traffic Branch)  Queensland Police Service
Senior Sergeant John Brough  Officer in Charge (Logan District Traffic Branch)  Queensland Police Service
Sergeant Garth Crank  Officer in Charge - Accident Investigations Squad (South Eastern Region)  Queensland Police Service
Mr Noel Rumble  Manager, Transport Services  Queensland Transport
Mr Russel Bamberry  Regional Enforcement Coordinator (South East Region)  Queensland Transport
Mr Stan Bishop  Senior Road Safety Consultant (South Coast Hinterland)  Queensland Transport
Mr Daryl Tuesley  Marketing Manager  Regent Taxis Limited
Mr Victor Kippelmann  Acting Manager, Transport Planning  Department of Main Roads
Mr Dale Jepson  Principal Engineer, Traffic  Department of Main Roads
Mr Richard Lam  Acting Business Manager, Support Services  Department of Main Roads
Mr Ian Morcombe  Manager of Transportation Planning  Gold Coast City Council
Mr Graham Bilton  Traffic and Operations Coordinator  Gold Coast City Council

BRISBANE — 25 JUNE 1996

Mr John Wikman  Manager, Traffic and Safety Department  Royal Automobile Club of Queensland
Mrs Phyl den Ronden  Principal Executive Officer  Citizens Against Road Slaughter
Dr Clifford Pollard  Chairman - Queensland Trauma Committee  Royal Australasian College of Surgeons
BRISBANE — 25 JUNE 1996 Continued

Mr Michael Yeates  Convener  Bicycle User Group  
Mr Peter Makeham  Director  Federal Office of Road Safety  
Dr Michael McFadden  Director, Statistics and Analysis Section  Federal Office of Road Safety  
Mr Keith Wheatley  Assistant Secretary, Road User Branch  Federal Office of Road Safety  
Prof. Ross Homel  Head of and Professor of Justice Administration  Griffith University  
Mr Laurie Petersen  Principal Engineer, Traffic Manager  Brisbane City Council  
Mr John Dudgeon  Principal Engineer, (Transport Strategic Planning) Transport, Planning and Policy Branch  Brisbane City Council  
Mr Glen Porter  Traffic Management Section  Brisbane City Council  
Mr Mark Kerle  Brisbane Southern Area Road Safety Scheme  Brisbane City Council  
(Seconded from Queensland Transport)  

BRISBANE — 26 JUNE 1996

Superintendent Michael Hannigan  Officer in Charge, State Traffic Support Branch  Queensland Police Service  
Inspector Gregory Wessling  State Traffic Support Branch, Projects and Property Officer  Queensland Police Service  
Sergeant Grahame Chamberlain  Officer in Charge, Transport Liaison Section  Queensland Police Service  
Mr Paul Blake  Executive Director, Land Transport and Safety  Queensland Transport  
Dr Mark Leggett  Principal Manager, Strategy, Land Transport and Safety  Queensland Transport  

---

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<tr>
<th>Name</th>
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<td>Mr Robert Parker</td>
<td>Secretary</td>
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<td>Mr Stuart Mason</td>
<td>Chairman - Road Safety Committee</td>
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<td>Mr Richard Larson</td>
<td>Consulting Mechanical Engineer</td>
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<td>Mr Gary Mahon</td>
<td>Manager, Vehicle Safety and Operations, Land Transport and Safety Division</td>
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BRISBANE — 26 JUNE 1996 Continued
**APPENDIX D - TABLES**

### Table (i): Rate per 100,000 population of casualties in road crashes where alcohol was a contributing factor (1986-1996)

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<th>Year</th>
<th>Fatalities</th>
<th>Rate</th>
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<th>Hospitalised Rate</th>
<th>Medical Treatment</th>
<th>Medical Treatment Rate</th>
<th>Minor Injuries</th>
<th>Minor Injuries Rate</th>
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<td>25.3</td>
<td>526</td>
<td>19.2</td>
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*Note: Refer to Figures 1(a) and (b) in Part 2

Source: Derived from Queensland Transport and ABS data

### Table (ii): Percentage of driver and rider fatalities with a BAC of 0.05 or above for all states (1986-1996)

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*Note: Refer to Figures 2(a) and (b) in Part 4

Source: Derived from FORS data
# REPORTS OF THE TRAVELSAFE COMMITTEE

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<td>The need for some form of compulsory periodic inspections of passenger vehicles as an effective means of reducing road crashes and the severity of associated injuries, AND The need to improve the standards of motor vehicle repairs as a means of improving vehicle and road safety</td>
<td>4 December 1990</td>
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<td>17.</td>
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