CAMBODIAN ROAD SAFETY AND DRINKING AND DRIVING POLICY:

UNDERSTANDING AND POLICY GAPS

Prepared by:





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ABBREVIATIONS

ŀ	API	Advocacy and Policy Institute
ŀ	CRY	Coalition for Road Safety
ŀ	СМАС	Cambodia Mine Action Center
ŀ	GRSP	Global Road Safety Partnership
ŀ	NRSC	National Road Safety Committee
ŀ	RCVIS	Road Crash Victim information System
ŀ	DAP	Deup Ampil Website
ŀ	CRC	Cambodian Red Cross
ŀ	NCHARD	National Center for HIV/AID Dermatology and ST



EXECUTIVE SUMMARY

Traffic accidents cost Cambodia around \$329 million last year. An increase of 6% compared to 2011¹. The majority of victims are drivers, travellers, and road users who lack basic safety and fail to protect themselves. According to the injury data system of road traffic accidents in 2012, 68% of people died due to motorcycle related accidents resulting in head injuries and 13% died due to drink driving².

To strengthen the law against drinking and driving and to improve its implementation, the Advocacy and Policy Institute (API) in partnership with the Coalition for Road Safety (CRY) developed this advocacy tool for actions to advocate for a better policy on drinking and driving and more effective Road Traffic Law enforcement in Cambodia.

This report is considered an important advocacy tool to brief the policy makers, Government officials at the sub-national and national levels, NGOs, Members of Parliament and development partners to discuss and support a legal framework on drinking and driving and the actions required to improve its enforcement. The final report includes the analysis of five public policy foras in five provinces and a national workshop on drinking and driving with 483 participants (54 women); 18 focus groups discussions; individual assessment with local authorities and key stakeholders to measure the drinking and driving law enforcement and its effectiveness in 2013 and a review of the related legal documents and stakeholder reports and surveys.

The findings identified that enforcement of the Road Traffic Law is not effectively carried out. It is clearly seen that The Road Traffic Law has been enforced for over six years; however it does not effectively address the increase in road accidents. In fact, the Road Traffic Law was adopted officially in 2007, but the number of traffic accidents has been increased. Cambodia has adopted The Road Safety Law of Cambodia 2007 but in focus group discussions it was found that enforcement of the Road Traffic Law is limited. Individual assessment with the police and law enforcement officers who participated in the foras showed that in their opinion Road Traffic law enforcement was at a medium level.

¹ Cambodian Mine Action Centre, (2012): 20 Years: CMAC'S Achievement in Mine Action from 1992-2012, (pp 12).

² Director of Finance Department, Cambodia Mine Action Centre (CMAC)



However, there have been many challenges in implementing this existing law. Law enforcement does not effectively address technical and social factors related to road users due to: 1). Very limited financial and technical resources to support road safety efforts in Cambodia. 2). Law enforcers had a good understanding of the Road Traffic Law but they do not fully respect it. The road traffic law is not fairly implemented for all people. 3). Local mass media and private sector's cooperation and social responsibility are limited 4). Limited public understanding about the road traffic law. 5). Lack of support for the legal framework and efforts. 6). Increase in the number of vehicles used.

To strengthen the law against drinking and driving and improve its implementation, the civil society would like to make the following recommendations:

- The Government should reallocate and increase financial and technical support to strengthen road safety.
- Development partners should consider road safety support a priority to saving lives of Cambodia people.
- 3. Civil society organisations should work together to advocate on road safety.

- Strictly enforce the RoadTraffic law by reinforcing traffic control, punishing drivers, regardless of status, who do not respect the law such as not wearing helmets and drink driving;
- 5. Improving capacity of police and law enforcement officers on the Road Traffic Law.
- 6. Alcohol product advertising and commercial operations shall be restricted and limited and the negative impact on drinking and driving should be advertised more through mass media and education institutions to change drivers and passengers' behaviour. A law or regulation on alcohol management and use should be adopted within next Government mandate 2014-2018.
- Some prevention activities should be considered, for example, initiating collaboration with restaurants/bars/nightclubs to offer safe transportation home for patrons who are inebriated.
- A nation-wide education programme for all drivers on "Not to Drink and Drive and the Road Traffic Law" to ensure that everyone is practicing the law, and driving respectfully.

- Awareness on the road traffic law should be taught at all levels of the education (primary, secondary school and university).
- 10. The draft Law on Road Traffic shall be stated clearly to have a sub-decree or policy or in any regulation on the drinking and driving in order to reduce traffic accident caused by drinking and driving. Draft National Road Safety of Cambodia Strategy and Action Plan 2013-2015 should be updated, finalised and implemented with more allocated financial support from both the Government and development partners within 2014.
- The draft Law on Road Traffic and a policy or sub-decree on drinking and driving should be adopted soon within new Government mandate within 2014-2018.

- Regularly car technical check up and road traffic law re-enforcement are needed and road infrastructure and conditions should be improved.
- 13. Sub-national Government should encourage awareness of the legal framework related to drinking and driving to the citizens in commune public forums or village meetings and should participate to monitor the road traffic law enforcement.
- 14. Public and Private Institutions should have an alcohol policy in their institution. Each institute should develop a drinking and driving policy for its employees.

ooo Overview



1. INTRODUCTION

Cambodia is undergoing huge growth and development in almost all sectors. Significant infrastructure development has been made including the construction of bridges, roads, buildings, schools, and hospitals. The number of vehicles on the roads has also significantly increased.

With the increase of vehicles, traffic accidents are a significant problem in Cambodia. On average five people die and many more are seriously injured every day. Since 2011, the number of deaths has increased around 3% while the amount of serious injuries has decreased by 8%1³. Traffic accidents significantly impact the social and financial welfare of the nation. In 2012 traffic accidents cost Cambodia around \$329 million. This is a 6% increase compared to results from 2011⁴. The majority of victims are drivers, travellers, and road users who lack basic safety and fail to protect themselves. According to the injury data system of road traffic accidents (RCVIS), in 2012, 68% of people died due to motorcycle related accidents resulting in head injuries and 13% died due to drink driving⁵.

It is estimated that in the year 2020, the number of road traffic injuries and deaths will increase to 3,200 persons per annum, if the Government does not take strict measures⁶. The Cambodia Government has committed to reduce the amount of traffic accidents by developing a national policy and national plan for 10 years (2011-2020)⁷. Cambodia can protect and decrease the number of road traffic accident if citizens and all institutions (Governments, private institutes, national-international organisations and humanity organisations) understand and practice the law.

To strengthen the law against drinking and driving and improve its implementation, the Advocacy and Policy Institute (API) in partnership with the Coalition for Road Safety (CRY) have implemented a project "Strengthening Action for Enhancing Road safety in Cambodia (SAFER Cambodia)" in 2013-2014 supported by the Bloomberg Philanthropies, through The Global Road Safety Partnership which is hosted by the International Federation of Red Cross and Red Crescent Societies. API and CRY will facilitate the following activities: 1. Policy discussions

³ Imports of Vehicles on the Increasing This Year, assessed from (http://www.phnompenhpost.com/business/imports-vehicles-increase-year)

⁴ Kingdom of Cambodia: Law on Road Traffic, (2007).

⁵ National Road Safety Committee, (2013): Road Crash Victim Information System report on Victim and Road Crash in 2012, (pp 4, 5&12).

⁶ ODA profile for year 2012: Transportation Sector Profile, Accessed from http://cdc.khmer.biz/Reports/reports_by_sector_list.asp?OtherSubSector=303&status=0

⁷ Soeun, S., (12 August 2011). Phnom Penh Post: Imports of vehicles on the increase this year.



targeting the law on drinking and driving and the actions required to improve its enforcement. 2. Advocacy action through public national foras and discussions with key stakeholders, civil society organisations and Government institutions to raise awareness of, and to advocate for, improvements to the law on drinking and driving and its enforcement. 3. Advocacy skills training for key road safety actors (civil society and Government institutions) on road safety.

To understand the policy and its gaps, API and CRY organised five provincial public policy discussions in Kandal, Kampong Speu, Battambong, Siem Reap and Kampong Cham provinces. In each forum, a survey was conducted to study individual perspectives on the issues of road safety and policy and its implementation. API and CRY organised a national workshop on Drinking and Driving Policy in Phnom Penh which aimed to present the findings from the five public foras and seeked further comments and recommendations to improve the current situation of road safety issues, particularly the policy gaps of drinking and driving.

2. OBJECTIVES

The objectives of this analysis is to inform policy makers and Government officials at the sub-national and national level, NGOs, Members of Parliament and development partners for fruitful policy discussions and support the adoption of a new legal framework on drinking and driving and the effective actions required to improve its enforcement.

3. METHODOLOGY

Both primary and secondary data collections were utilised. The primary data conducted through survey/ individual assessment and group discussion. The assessment was completed during five public policy foras on drinking and driving in five provinces with 398 local authorities and key stakeholders to measure the drinking and driving law enforcement and its effectiveness in 2013, 18 focus groups discussions were conducted during the five foras and the national workshop.

The five foras used three methods including; plenary discussion, assessment questionnaire and direct observation in the cities. In the plenary discussion, comments were made by professional and technical experts from both Government agencies (Bureau Chief of the Provincial Road Traffic Police) and Representatives from Handicap International and a Cambodia Red Cross. The speakers provided awareness on the drinking and driving issues, showed research on the issues and provided some recommendations. A survey was conducted through completing a questionnaire. The survey aimed to assess participants understanding related to the issues of drinking

and driving, road trazfic law enforcement, and the level of support for a drinking and driving policy. The participants were divided into three groups and each group answered a number of questions related to the gaps in the road traffic law implementation and to find ways to reduce the road traffic accidents caused by drinking and driving.

A secondary data collection was completed in the desk review of legal documents, stakeholder surveys and reports and daily newspapers in 2013. The legal review: The existing road traffic law and draft law on road safety



were reviewed. The key criteria for the review included: social justice, functioning institutions, strategy to protect and solve the problem, characteristic, constitutionally, and respecting human rights.

••• FINDINGS



1. LEGAL REVIEW

1.1. THE ROAD SAFETY LAW OF CAMBODIA

The King of Cambodia declared the Road Safety Law on 8 February 2007. Regarding drinking and driving the policy states as follows:

THE LAW IS AIMED AT:

- Maintaining order and safety in road trafficking, which allows for public traffic throughout the Kingdom of Cambodia;
- Protecting human and animal lives and environment;
- Curbing the effect on human health and the damage of state and private properties, and
- Curbing the offenses stemmed from the use of the road.

There are articles related to drink driving; these include:

The article 9 point 10 stated that the drivers of all kinds of vehicles should implement and follow the following measures: Drivers are prohibited from drinking liquor with an alcohol reading of 0.5 mg per litre of gas or from 0.25 mg per litre of blood.

The article 43 point C and E: Every driving license must have a score card with 12 marks. The mark shall be deducted when the drivers violate traffic regulations as follows:

C. *3 marks deducted:* Driving while the driver has an alcohol reading from 0.25 to 0.39 mg per litre of air or 0.50 to 0.79 g per litre of blood.

E. 6 marks deducted: Driving while having alcohol reading from 0.40 mg per litre of air or 0.8 g per litre of blood, or under the influence of drug.

Article 62: In the case of a traffic accident, based on the respective cases, the keeping of driver and vehicle for questioning and making report is the responsibility of traffic police officers at the accident place. In the case that the driver is under the influence of drunken substance or drug, the task has to be handed over to hospital for check up and issue letter to specify the rate of drunken substance or drug to be enclosed with the report on the traffic accident to the court.



Article 65 point 1.a: Traffic police officers have to file the lawsuit to the court against drivers who break the traffic rule or traffic police's regulation by nullifying their driving license and void or suspend the driving license for a period of time as the following:

- The suspension of driving license within the period not exceeding one year including the deduction of score as stated in article 43 of this law:
 - a. Driving in drunkenness with the rate of alcohol from 0.4 grams per litre of air or from 0.8 grams per litre of blood onward or under the influence of drugs or refused from performing a breathalyser.

Article 66: Traffic police officers have to prevent vehicle from trafficking or keep the vehicle until a finding is made in accordance with the case that the drivers have broken the traffic regulations or traffic police's order as followings:

 The vehicle that its driver is in the drunkenness with the rate of alcohol more than 0.25 mg per litre of air or from 0.5 grams per litre of blood upward or under the influence of drug. 2. The vehicle that its driver refuses from examining the rate of alcohol and drug.

Article 75: Those who hamper or do not stop their vehicles in accordance with traffic police's order or refuse to be checked, breathalysed or undertake a drug test shall be imprisoned from six days to one month and fined from Riel 25,000to Riel 200,000.

Article 76: People who drive when they are drunk with an alcohol reading from 0.40 mg per litre of air or starting from 0.8 grams per litre of blood upwards, shall be imprisoned from six days to six months and fined from Riel 25,000 to Riel 1,000,000.

Article 80 point B: Those who are driving by causing the injuries to the others unintentionally or disabled the others from doing their work equal to or more than eight days shall be imprisoning from six days to one year, and/ or fined from 25,000 Riels to 2,000,000 Riels. The drivers shall be punished in maximum level when they committed offenses in the following cases:

b. Driving when they are drunk with the alcoholic rate from 0.40 mg per litre of air, or from 0.80 g per litre of blood. **Article 81:** Those who are driving by unintentionally provoking the permanent injuries to the others shall be imprisoned from one year to three years and/or fined from 2,000,000 Riels to 6,000,000 Riels. The drivers shall be punished to a maximum level when they committed offenses in the following cases:

 b) Driving when they are drunk with the alcoholic rate from 0.40 mg per litre of air, or from 0.80 g per litre of blood.

Article 82: Those who are unintentionally driving and provoking the death accident to the others shall be imprisoned from one year to three years, and/or fined from 2,000,000 Riels to 6,000,000 Riels. The drivers shall be punished to a maximum level when they committed offenses in the following cases:

 b) Driving when they are drunk with the alcoholic rate from 0.40 mg per litre of air, or from 0.80 g per litre of blood

Article 88 point 4: There are four levels of the minor penalties based on the defining money, including the deduction of scores as stated in the article 43 of this law through the followings: (4. Minor penalty No. 4: Driving with rate of alcohol from 0.25 to 0.39 mg per litre of air or from 0.5 to 0.79 gram per litre of blood).

1.2. CURRENT DRAFT LAW

The current draft law is the same as the existing law however fines and punishment in prison have been updated. The Cambodian Road safety law has only one article about drinking and driving in article 9 point 10, with this the Road safety draft law (article 8 point 4) is the same existing law.

In the current draft law on The Road Safety Law of Cambodia, the article 8 point 4 states that the drivers of all kinds of vehicles should implement the following measures: The drivers are prohibited from drinking liquor with the alcoholic rate from 0.5 mg per litre of air or from 0.25 mg per litre of blood.



A representative from the Ministry of Interior revealed that "the current draft road safety law increases five times of the fines and punishment, if we compare it to the existing road traffic law."

2. DRAFT NATIONAL ROAD SAFETY OF COMMITTEE'S STRATEGY, 2013-2015

Practicing activities and highlighting the importance of a drinking and driving policy is the only way to ensure safety and reduce the number of deaths and injuries as a result of accidents caused by drinking and driving. All drivers who drive under the influence of alcohol are at high risk of being injured, causing an accident or death.

To respond to the increase in traffic accident victims the Cambodian Government highlighted that road safety is an important challenge. Since the latter half of 2010, a national action plan 2011-2020 has been developed using an international framework. In this action plan,





three safety indicators were raised. One of indicators is to talk about drinking and driving:

- a) Reduce the number of deaths caused by drinking and driving 50% at the end of 2020.
- b) Reduce drinking and driving rates to a minimum.

1st Action plan: Law/regulation: Currently, Cambodia doesn't have action plan on drinking and driving. In order to support law enforcement effectively, the capacity of traffic police needs to be improved.

2nd Action plan: Restriction law: To ensure traffic police and other institutes participate in the restriction and have the capacity and expertise, tools and methodology. The fix restriction, drinking and driving and mobile monitoring group will be formed. Capacity building will be used by workshop and sharing experience with other countries.

3th Action plan: Research and Data: This plan will focus on research related to drinking and driving. Requesting

private companies especially, import/distribution/beer companies to label and educate customers on the risks of drinking and driving.

4th Action plan: Education: This plan will focus on the main risk including drinking and driving as noted by Road Crass Victim Information System (RCVIS). This plan will include the lesson on drinking and driving into school study program. The meeting in school and university, friends educated friends program on drinking and driving. A public dissemination campaign on drinking and driving via the media will be prepared.

5th Action plan: Infrastructure: Set up taxi stations in specific areas (near restaurants and entertainment places) to offer safe choice to drivers who wish to drink but not drive home.

6th Action plan: Injury management and life saving: In 2011 44% of victims injured in traffic accidents took approximately two hours to arrive at hospital. Many victims die due to lack of first aid in places where accidents happen, slow transportation to hospital, and lack of medical tools in the hospital. This plan will focus on building a national guideline and policy on first aid. Capacity building will be offered to officers that work in local health centres, including capacity building on first aid at the accident site and the equipment and tools that should be carried in an ambulance.

3. STUDIES RELATED TO DRINKING AND DRIVING

"Cambodian people prefer alcohol to cultural conservation according to postkhmer.com. Therefore the Government should promote better balance between economic, religious, cultural, health and social consequences as more important than alcohol. Young people give significant importance to alcohol when socialising. In the United States the legal drinking age is 21 years, but in Cambodia, we often see young people, including school students under the influence of alcohol. Dr. MOM Kong noted "alcohol advertising is everywhere, radio and television are competing for it. There is a lack of responsibility by individuals regarding this issue". Investment in alcohol businesses is a current focus now and in the future This sector creates many jobs for Cambodians and contributes to the national economic growth around \$400 million per year." (http://smartbeautynews.com/Desk01.aspx?itemid=9814&language=km KH). However, the positive impacts of the sector do not come without a negative impact to society, including health of consumers and the number of traffic accident deaths and injuries due to drink driving costing Cambodia approximately \$329 million last year (RCVIS, 2013).

According to the Phnom Penh Post, 3 July 2013, the number of drinking establishments in the city are springing up like mushrooms. Beer gardens, Karaoke outlets, and drink shops are everywhere and always open for business. What is remarkable though is the numbers of young people including students who frequent these establishments. Mr. Ken, a young 23 year old male said "Beer gardens, drinking and dancing clubs welcome teenagers, this has lead to illegal activities including drinking, smoking, fighting as well as drug taking."



'There is a lot of peer pressure to drink. If you don't drink some people will renounce the friendship. Most people will drink just to fit in. A common statement made is: Why did you come out if you don't want to drink? This is a popular phrase used to encourage alcohol consumption at parties or festivals/ceremonies."

Over the past 15 years prevalence rates of alcohol users has increased gradually. In 2010 63.5% of people who use alcohol were mostly men and teenagers, according to the survey of the World Health Organisation, 2010.

The RCVIS report showed that traffic accidents in 2012 were caused by speeding 52%, drink driving 13%, and not respect priority right 9%.

Alcohol-related social consequences include: human capital (education opportunity and performance, relationships, quality of life), family problems (domestic violence, household economy, ability to take care of spouse and dependence), social development (employment, productivity), social safety, social order (crimes, accident), environment, and economy (individual, household, society).

Road traffic accidents related to drinking and driving were given more attention from the public, media and the higher levels of the Government. According to the article of the Deum Ampil website on 27 March 2013, H.E Tram Iv Tek, Minister of Public Transportation and H.E Kiev Kanhrith, Minister of Information raised "Traffic accidents is the hottest topic broadcasted in the first page of local newspapers every day.

Alcohol promotion targets individuals by offering the chance to win prizes, influences perceptions of quality, national pride, sex appeal, success, enthusiasm, civilization, courage, wealth, and social adaptation in order to attract and maintain new and old customers. Alcohol promotion:

- Increases the quantity of alcohol people drink.
- Encourages opportunity for alcohol consumption resulting in traffic accidents.
- Attracts young people to start drinking too early.
- Sets expectations that alcohol is needed daily.
- Sets expectations that social interactions are better with alcohol.

Regarding to the survey in the five foras, around 50% of respondents said "If I am driving, I restrict what I drink." Meaning they still drink when they drive. "More than 80% of provokers suspected driving under the influence of alcohol are motorcyclists. In Phnom Penh, about 50% of casualties caused by drink driving occurred during weekends and over 60% of provokers suspected driving under the influence of alcohol aged between 20-29. In the same time, drink driving check points have not been operated regularly – difficulty in setting up the observations, more political will and law enforcement is needed as is refresher trainings for district traffic police on DD check point operations".⁸

Statistic show 16% victims die and 13% are injured by drinking and driving. Moreover, the influence of alcohol causes a person to have a slower reaction time and become weaker losing control. She continued that drinking and driving caused disfigurement, disability and death. It also wasted public funds.⁹

H.E POV Maly, General Secretary of NRSC in the national workshop on Drinking and Driving Policy, 6 November 2013 said "The Government continues to implement law enforcement to reduce traffic accidents caused by drinking and driving. He requested relevant institutions to participate in preventing the problem through education etc. He added that, "I discussed the alcohol issue with the higher leader and discussed ways to deal with the issue. Nowadays, private TV advertisements promote alcohol products in particular the promotion of competitions to win alcohol. I reported the issue to the higher leader and the Minster of the Ministry of Information."

Cambodia Red Cross (CRC) disseminated and trained stakeholders on Road Safety, the risks of drinking and driving and not using a helmet. The CRC suggested to improve cooperation together addressing this issue more effectively.¹⁰

4. SIX FORAS ON DRINKING AND DRIVING POLICY

API and CRY in collaboration with the Provincial Road Safety Committees organised the five public policy foras in five provinces and the national with the objectives of providing in depth understanding of the traffic law particularly concerning drinking and driving; identifying policy and implementation gaps and issues relating to the traffic law and the drinking and driving provision.

⁸ Speech of H.E. Tram Iv Tek and H.E. Kiev Kanhrith, accessed on 27 March 2013 from http://www.dap-news.com.

⁹ Traffic Death Toll Rising on Cambodia Road, accessed from http://www.voacambodia.com/content/traffics-death-toll-rising-on-cambodian-roads/1819028.html.

¹⁰ The World Health Organisation, survey 2010.

¹¹ United Nation General Assembly, (2008): Improving Global Road safety 2008, Article 62/244.

The data from RCVIS used as a foundation for discussion at each forum which will also explore the means to enforce drink driving penalties and consider a strategy for improvement of the traffic law. The public policy discussion serves as a means to document policy issues and gaps to support advocacy action to strengthen traffic law enforcement.

At the forum, The Provincial Road Traffic Polices raised challenges included citizens' knowledge on the traffic law was limited, drivers respected the police more than the law, most of the drivers who were rich and powerful did not respect the law, police officers do not perform their tasks well, the driver does not permit to check the alcohol, and the transport companies do not stop for checking.

The provincial traffic polices suggested that we should work together to reduce alcohol consumption by reducing the production of alcohol products, establish an advertising campaign about the impact of drinking and driving through TV and radio to change behaviours and habits of the driver, to reinforce the traffic controlling, punish drivers who don't wear helmets or check rear vision mirrors. Drinking and driving issues should be disseminated broadly through TV and radio programmes, and the excess on alcohol imports and products should be increased.

In the plenary and group discussion, the participants raised the following issues:

 Road Traffic Law: The majority of road users in Cambodia do not understand or respect traffic laws and these laws are not regularly or uniformly enforced. There are however significant challenges facing the implementation of improved road traffic safety. These include: Government institutions lack the means to enforce the law. The existing legal framework on road traffic does not reflect the Cambodian context especially unable to cope with the seriousness of the current road traffic situation. The law gaps and issues are misunderstood resulting in inadequate road safety policy implementation.

- Law Enforcement: Police did not act transparently and in some cases act illegally by accepting money instead of following the law regarding punishment. punishment does not fit the crime. The law makes no mention of the capacity of law enforcement officers, dissemination of information to the public or a policy on alcohol. the poor do not have the funds to get a driving license, minors are driving vehicles, accidents are settled privately without law enforcement, vehicle technical control does not happen, lack of equipment of law enforcement officers to carry out their roles, restrictions of the law has not been regularly, no rules on the use of alcohol, and infrastructure is weak. The Government needs to enhance and impose strict traffic regulations to ensure all traffic laws are implemented.
- **Infrastructure:** a lot of road are not have enough sign board, light, and sketch on the road, some road have pierced with a lot of holes.
- Education and Capacity Building: Dissemination does not reach the countryside, and a lot of people do not respect the Road Traffic Law. Citizens are more afraid of the police than the law. Mostly, people don't understand the traffic law, they raised alcohol issues, including; restricting alcohol advertising, slogans, age limits, and imports. The law makers no mention of the capacity of law enforcement officers, dissemination of information to the public or a policy on alcohol. Dissemination of information on road safety is essential as are clear of procedure of law enforcement officer to action the law.
- Business Competition: there are a lot of importing and advertising alcohol via media system, driving schools procedures not strictly enforced because they want to make attractive the student to learn at their school.

Other gaps in law enforcement were raised including, an Advocacy campaign on drinking and driving did not involve citizens and civil society organisations. Government reform in road safety has not significantly changed.





5. SURVEY RESULTS

A survey was conducted through completing a questionnaire. The survey aimed to assess participants understanding related to the issues of drinking and driving, road traffic law enforcement, and the level of support for a drinking and driving policy. Five foras were held, 398 participants (44 women) took part, including: a representative from

NRSC, 24 NGOs, 29 Motor and Taxi association members, 24 students, 294 sub national authorities and policies, 16 communities and 10 media representatives attended the five forums.

320 people completed the survey including 24 NGOs, 29 Motor and Taxi association members, 24 students, 227 sub national authorities, and 16 communities.



Figure 1

Of the 398 local authority and key stakeholders who participated in the assessment, 91% stated they have vehicle (figure 1). 84 % had motorbikes, 28% had tourist type cars, 3% had trucks, 6% used Tuk Tuks, and 3% for other (bicycle) (Figure 2).

5.1. ASSESSMENT OF DRINKING AND DRIVING KNOWLEDGE:

Figure 3: Traffic accidents caused by speeding 53%, drink driving 24%, priority right 12%, bend road 9%, and other 1%







Figure 3



Figure 4: 51% stated they had driven their vehicle drunk, while 49% stated that they don't drive their vehicle after drinking.

Figure 4



Figure 5: Implications of drinking and driving respondents confirmed loss to property 52%, death 23%, loss of time 14%, punishment 10%, and other 1%.



Figure 6



Figure 6: For degree of accident caused by drinking and driving, the participant access that up 70%, down 16%, stable 11% and don't know 3%.

5.2. ASSESSMENT OF ROAD TRAFFIC LAW ENFORCEMENT:

Figure 7: 85% of participants stated they understand the law related to drinking and driving, while 15% of them did not know.



Figure 8: The level of understanding about the Road Traffic Law (article 65) implementation showed that 17% Very Good, 21% Good, 34% Medium, 16% weak, and 3% very weak.





Figure 9: The level of understanding about the Road Traffic Law (article 66.1) implementation showed that 15% very good, 32% good, 35% medium, 13% weak, and 2% Very weak.







Figure 11

Figure 10: The level of understanding about the Road Traffic Law (article 66.2) implementation showed that 15% Very good, 32% Good, 35% medium, 13% weak, and 4% Very weak.

Figure 11: The level of understanding about the Road Traffic Law (article 75) implementation showed that 14% very good, 22% Good, 28% medium, 21% weak, and 3% very weak.



Figure 12: The level of understanding about the Road Traffic Law (article 80) implementation showed that16% very good, 32% Good, 33% medium, 15% weak, and 3% very weak.

Figure 12



Figure 13: The level of understanding about the Road Traffic Law (article 81) implementation showed that 18% very good, 29% Good, 31% medium, 18% weak, and 3% very weak.



Figure 14



Figure 15

Figure 14: The level of understanding about the Road Traffic Law (article 82) implementation showed that 19% very good, 30% Good, 27% medium, 17% weak, and 5% very weak stated about the Road Traffic Law (article 82) implementation.

5.3. ASSESSING ON THE IMPORTANCE OF DRINKING AND DRIVING POLICY:

Figure 15: 95% stated that drinking and driving policy is important while 5% of them responded that it is not important.



Figure 16: 89% stated that a drinking and driving policy can reduce traffic accidents, 69% stated that it can change the attitude of drivers, 3% stated that it seem not importance, and 3% other.

Figure 16



Figure 17: 88% responded that they supported a drinking and driving policy while 12% sated that they did not support a policy.



Figure 18

Figure 18: 81% confirmed their desire to be involved in a campaign for developing a policy and 60% responded that they should share idea on policy process discussion. 46% stated a draft policy should be submitted to ministries office while 2% stated other.

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ANALYSIS AND RECOMMENDATION

Many challenges in implementing this existing law were identified. Law enforcement cannot address effectively with current technical and social factors related to road users due to: 1). Very limited financial and technical resources that support road safety efforts in Cambodia. 2). Law enforcers have a good understanding about the Road Traffic Law but Citizens do not respect the law. The road traffic law is not fairly implemented for all people. 3). Low general public understanding about the road traffic law. 4). Lack of support for a legal framework. 5). Increase in the number of vehicles on the road.

A) VERY LIMITED FINANCIAL AND TECH-NICAL RESOURCES THAT SUPPORT ROAD SAFETY EFFORTS IN CAMBODIA

A clear and separate road safety programme budget needs to be allocated by the Government and development partners. It may sit under the budget item of Transport Policy and Management. If we compared the budget for road safety programmes with the budget for HIV/AIDS sector and landmine sectors is clearly not given the same priority.

Nearly 2,000 people died in traffic accidents in Cambodia in 2012, a doubling of the death toll over the last seven years, according to the World Health Organisation. Cambodia's traffic deaths account for nine times the number of deaths from malaria, dengue fever, HIV and AIDS, and landmines put together. That's a rate of 17 percent lower than Cambodia's regional neighbours—mostly because those countries have better roads, which means faster traffic¹¹.

Traffic accidents cost Cambodia approximately \$329 million in 2012. This is an increase of 6% compare to 2011¹². Development partners supported the Transportation Sector USD 300,821,998 in 2012; USD 358,182,907 in 2013. Only USD 671,040 was for Transport Policy and Management in 2012 but this item is not indicated in 2013 budget. No specific amount or budget for road safety programme is indicated in 2012 and 2013¹³.

Road traffic accidents are becoming a big problem in Cambodia. 5 people die and many more are seriously injured every day. 68% of deaths are motorcycle users and 13% are caused by drink driving ¹⁴.

Casualty rates in Cambodia remained extremely high after the wars. However, since 2005 the number of landmine/ UXO casualties has decreased. This decrease can be accredited to effective participatory programs in Cambodia.



1,153 people died due to landmines in 1999 this figure reduced to 181 in 2012¹⁵. The CMAC total budget alone for 20 years 1993-2012 was USD 188,333,431. Budget was 11,422,245 in 2011; 13,563,389 in 2012 and around 13,000,000 USD in 2013¹⁶.

RECOMMENDATIONS:

- (1): The Government should reallocate and increase financial and technical support to strengthen road safety.
- (2): Development partners should consider road safety support a priority to saving lives of Cambodia people.
- (3): Civil society organisations should work together to advocate on road safety.

B) ROAD TRAFFIC LAW DOES NOT EFFECTIVELY ADDRESS TRAFFIC ACCIDENTS.

The Road Traffic Law has been in force for over six years, but it does not effectively address the increase in road accidents. Cambodia has adopted The Road Safety Law in 2007 but the focus group discussions confirmed that the level of road traffic law enforcement is medium level.

Individual assessment with the police and law enforcement officers who participated in the foras showed that in their opinion Road Traffic law enforcement was at a medium level in terms of implementing articles 9, 43, 43, 62, 65, 66, 75, 76, 88, 81, 82, 88 that prohibited drinking and driving; having a driving license, traffic accidents under the influence of alcohol or drugs, nullifying a driving license of drivers who drink and drive, punishment and penalties for breaking the law to be imprisoned and/or fined as cash.

The majority of victims are drivers, travellers, and road users who lack basic safety and fail to protect themselves ¹⁷.

Discussions strongly highlighted that traffic police do not strictly practice the law nor enforce the road traffic law in a fair manner for all people. The road traffic law seems to be more enforced with those who do not understand the

- ¹³ ODA Profile for year 2012, Transportation Sector Profile, derived from CDC Database, September 2013
- ¹⁴ Road Crash Victim Information System report on victim and road crash from January 1, 2013 to December 31, 2013. Page 12. Printing date: July 12, 2013.

CAMBODIAN ROAD SAFETY & DRINKING AND DRIVING POLICY

¹¹ http://www.voacambodia.com/content/traffics-death-toll-rising-on-cambodian-roads/1819028.html

¹² Road Crash Victim Information System report on victim and road crash from 1 January to 31 December 2013. Page 4. Printing date: 12 July 2013.

¹⁵ 20 Years: CMAC'S Achievement in Mine Action, 1992-2012, page 12.

¹⁶ Director of Finance Department, Cambodia Mine Action Center (CMAC)

¹⁷ Road Crash Victim Information System report on victim and road crash from 1 January to 31 December 2013. Page 12. Printing date: 12 July 2013.

road traffic law who are poor citizens. Poor citizens seem to be the majority of road accident victims, fined or imprisoned, more so than rich and powerful people.

Most of group discussions explored that there are cases of corruption and law enforcement is not fairly implemented.

Challenges related to law enforcement and drinking and driving raised by "Road Traffic Police and Law Enforcement Officers and Road Users are consistent with some points while others are contradictory.

Recommendation: ""

- (4): Strictly enforce the Road Traffic law by reinforcing traffic control, punishing drivers, regardless of status, who do not respect the law such as not wearing helmets and drink driving;
- (5): Improving capacity of police and law enforcement officers on the Road Traffic Law.

C) ALCOHOL ADVERTISING CAUSED OF THE TRAFFIC ACCIDENTS

Alcohol advertising has increased to the point where we now see alcoholic advertising on billboards, posters even radio and television are competitive for alcohol advertising. This problem is also due to the lack of responsibility at individual level as well¹⁸.

Further studies need to be done into the direct impact of the alcohol industry on Cambodian society. The cost of health and social consequences in using alcohol, including its impact on chronic and infectious disease such as: Cancer (nasopharyngeal, oesophageal, laryngeal, liver, colon/ rectal, female breast cancer), Neuropsychiatric diseases (dependence, alcohol use disorders, primary epilepsy, suicide, depression, anxiety), Cardiovascular diseases (hypertensive diseases, ischemic heart disease, ischemic stroke, hemorrhagic stroke, atrial fibrillation and flutter), Gastrointestinal diseases (liver cirrhosis, pancreatitis), and Infectious diseases (TB, HIV/AIDS, pneumonia). The conditions arising during prenatal period: Low birth weight, Foetal Alcohol Syndrome, and Injury (unintentional injury: transport injuries, falls, drowning, fire, poisonings, exposure to forces of nature, other unintentional injuries) and intentional injury (Self-inflicted injuries, interpersonal violence, other intentional injuries)¹⁹.

Alcohol-related social consequences: Human capital (Education opportunity & performance, Relationship, Quality of life), Family problems (Domestic violence, House-hold economy, Ability to take care of spouse and dependence), Social development (Employment, Productivity), Social safety, social order (crimes, accident), Environment, and Economy (individual, household, society)²⁰.

Over the past 15 years prevalence rates of alcohol users has increase gradually, and in 2010 63.5% of people who use alcohol regularly are mostly men and teenagers ²¹.

Road traffic accidents related to drinking and driving are given more attention from the public, media and the higher levels of the Government. This issue is a hot topic broadcasted in the first page of local newspapers every day²². Limited effort is made to address the issue though.

Drinking responsibility is not promoted as well as it should be. Alcohol consumption is instead promoted though competitions, sex appeal and social status. All focus group and plenary discussions strongly acknowledged that alcohol is negatively impacting religious, cultural, health and social consequences.

Recommendation:

- (6): Alcohol product advertising and commercial operations shall be restricted and limited and the negative impact on drinking and driving should be advertised more through mass media and education institutions to change drivers and passengers' behaviour. A law or regulation on alcohol management and use should be adopted within next Government mandate 2014-2018.
- (7): Some prevention activities should be considered, for example, initiating collaboration with restaurants/ bars/nightclubs to offer safe transportation home for patrons who are inebriated.

D) LIMITS PUBLIC UNDERSTANDING ABOUT THE ROAD TRAFFIC LAW

Local law enforcers and police acknowledged that the general public has a limited understanding about the road traffic law. Information dissemination done by both NGOs and the Government does not reach the country-

side. There is a culture of impunity practiced and people do not respect the law. People are more afraid of police on the road than the law.

Refer to RCVIS report, 2012 illustrated that 50% of fatalities affected people aged between 15-29 years old. Children under 15 years old accounted for 8% of the fatalities. The peak of fatalities reached people between 20 and 24 years old (21%). Actually, awareness of the road traffic law at all levels of education is very limited.

Some media outlets including Wat Phnom Radio and "ABC" FM 107.5 report daily on road accidents throughout the country by the community or eye witness which a great contribution. However there are many more radio stations and TV channels that do not educate the public about road traffic law instead they promote alcohol advertising.

Recommendation:

- (8): A nation-wide education programme for all drivers on "Not to Drink and Drive and the Road Traffic Law" to ensure that everyone is practicing the law, and driving respectfully.
- (9): Awareness on the road traffic law should be taught at all levels of the education (primary, secondary school and university).

E) LACK OF SUPPORT FOR THE LEGAL FRAME-WORK

The assessment identified that the existing road traffic law cannot be applied effectively in the current context. In responding to this, the Government has drafted an updated Road Safety Law of Cambodia 2012, drafted National Road Safety Committee Strategy 2013-2015; established a National Road Safety Committee of Cambodia, adopted international ten year plan 2011-2020. The draft national action plan 2013-2015; Several actions are to be taken to address drinking and driving issues such as 2nd Action Plan on Restriction Law, 4th Action Plan on Research

and Data, 5th Action Plan on Education, 7th Action Plan: Infrastructure, 8th Action Plan on the Injure Management and Life Saving. The action plan is still to be finalised and implemented.

One of indicator about drinking and driving is found in the National Road Safety of Cambodia Strategy in "Reducing the number of deaths caused by drinking and driving by 50% at the end of 2020, however, no separate action plan on drinking and driving has been produced. There is slow progress of amending the Road Traffic Law of Cambodia and implementing National Road Safety Committee Strategy 2013-2015".

The draft law on Road Traffic has no significant changes in terms of legal and technical content to address the drink driving issue. The only change is regarding fines and punishment. The Cambodian's Road Traffic law has only one article regarding drinking and driving (article 9 point 10, with this the Road safety draft law (article 8 point 4) is the same context with the existing law).

No drinking and driving policy and Action Plan were adopted. Traffic Police, Law Enforcement Officers, key stakeholders and the general public have acknowledged the importance of having a drinking and driving policy, and new Road Traffic Law, National Strategy and Action Plan with a sense of strong public participation and consultation with the necessary financial, technical and material support.

Traffic officials and researchers agreed that in the current content the existing road traffic law cannot be applied. Amendments to the law and additional legal framework are necessary to address the seriousness of today's road accidents.

Recommendation:

(10): The draft Law on Road Traffic shall be stated clearly to have a sub-decree or policy or in any regulation on the drinking and driving in order to reduce traffic accident

¹⁸ Dr. MOM Kong said the forum on alcohol reducing in 14 October 2013

¹⁹ The World Health Organisation, the survey 2010

²⁰ The World Health Organisation, the survey 2010

²¹ The World Health Organisation, the survey 2010 the Deum Ampil website on 27 March 2013, quoted of H.E Tram Iv Tek, Minister of Public Transportation and H.E Kiev Kanhrith, Minister of Information

caused by drinking and driving. Draft National Road Safety of Cambodia Strategy and Action Plan 2013-2015 should be updated, finalised and implemented with more allocated financial support from both the Government and development partners within 2014.

F) SUPPORT FOR A DRINKING AND DRIVING POLICY

Both the existing law and new draft on Road Traffic do not clearly outline the commitment of the Government to develop a new law or policy or any regulation on drinking and driving.

88% of fora participants responded that they supported a drinking and driving policy while 12% sated that they did not support a policy. 95% confirmed that a drinking and driving policy is very important while 2% said it was not important. 89% said support for a drinking and driving policy would reduce traffic accidents, 69% stated that it can change the attitude of drivers.

Public participation in producing a drinking and driving policy is necessary. 81% stated that they would get directly involved in a campaign of developing policy and 60% responded that they will share idea on policy process discussion. Moreover, 46% stated that they should lead to draft policy and submit to ministries office soon as soon possible.

Recommendation:

(11): The draft Law on Road Traffic and a policy or sub-decree on drinking and driving should be adopted soon within new Government mandate within 2014-2018.

G) INCREASE THE NUMBER OF VEHICLES ON THE ROAD.

Most used cars are imported and sold in the Cambodia market. As of June 2011 Cambodia had 1.49 million motorcycles and about 300,000 cars, buses and trucks according to a report obtained from the Ministry of Public Works and Transport's Overland Transport Department ²³. Driver education is poor. Getting a driving license from private companies is mostly corrupt where licences are issued without attending the driving course. No regular vehicle technical checkups are taken.

Used cars are normally in poor conditions. Regularly technical check up and road infrastructures are issues of concerns. Road traffic law enforcement is always a question.

Recommendation

(12): Regularly car technical check up and road traffic law re-enforcement are needed and road infrastructure and conditions should be improved.

H) LIMITS ON INVOLVEMENT OF THE SUB-NATIONAL GOVERNMENT

The Ministry of Interior has defined safety of Commune/ Sangkat as prior policy for implementers, authorities at all levels, sections in rank of Government, political parties, nongovernment organisations, private sectors and citizens to firmly strengthen public security in all communes/sangkats in Cambodia. The communes/sangkats have taken action to eliminate all kinds of crimes such as stealing, illegal drugs, prostitution, child trafficking, domestic violence, gangster crime, illegal games and using illegal weapons. Addressing road safety issues especially drinking and driving has not been included in the plans.

Recommendation

(13): Sub-national Government should encourage awareness of the legal framework related to drinking and driving to citizens at commune public forums or village meetings and should monitor the road traffic law enforcement.

I) MAINSTREAMING THE DRINKING AND DRIVING ISSUE

The assessment in five provincial public forums on drinking and driving showed that 51% of respondents said they had driven their vehicle drunk. Addressing road safety issue requires the involvement of all relevant stakeholders including Private, Public, and Civil Society institutions. The road traffic law governs all road users in the Kingdom of Cambodia. (Cambodian Law of Road Traffic, 2007). Encourages organisations in both the private and public sector with vehicle fleets, including agencies of the United Nations system, to develop and implement policies and practices that will reduce accident. (U.N. General Assembly on improving global road safety 2008, Article 62/244)

Recommendation

(14): Public and private institutions should have an alcohol policy. Each institute should develop a drinking and driving policy for its employees.

23 Phnom Penh Post, Soeun Say (http://www.phnompenhpost.com/business/imports-vehicles-increase-year); Fri, 12 August 2011

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ANNEX 1: KEY QUESTIONS FOR GROUP AND PLENARY DISCUSSIONS

KEY QUESTIONS FOR GROUP AND PLENARY DISCUSSIONS

- 1. To what extent of participants understanding on the Road Traffic Law particularly concerning drinking and driving?
- 2. To what extent of participants understanding the existing policy and result of enforcement on drinking and driving?
- 3. To what extent of participants understanding on effectiveness of The Road Traffic Law and the existing policy of enforcement on drinking and driving?
- 4. What are key progresses, challenges, issues, negative impacts and gaps of implementation on The Road Traffic Law and the existing policy of enforcement on drinking and driving?
- 5. What are key strategies to strengthen the Road Traffic Law and the Drinking and Driving Provision enforcement effectively?

ANNEX 2: ASSESSMENT SURVEY ON DRINKING AND DRIVING POLICY

SURVEY QUESTIONNAIRES

A. ASSESSING THE POLICY OF DRINKING AND DRIVING

These questionnaires aim to assess the knowledge of the servants and people from drinking and driving, and their ideas to Support drinking and driving policy.

Questionnaire Code:

Date:

Please fill out the questionnaire below

I. General information

1. Position:

- 2. Institute:
- 3. Age:
- 4. Sex:
- II. assessing knowledge on drinking and driving
 - 1. Do you use vehicle?
 - a. Yes

🗌 b. No

If yes, What Kind of Vehicles?

a. Care

- b. Truck
- c. Motorcycle
- d. Tricycle
- e. Other
- 2. What are the causes of the traffic accident in 2012-2013 (more answer)
- a. Over speed
- b. Drunk driving
- c. Not respect priority rights
- d. Bend road and no signboard
- e. Vehicle factor
- f. Other:
- 3. Have you ever driven after drunk in 2012-2013?
- a. Yes
- 🗌 b. No

4. If you drunk and drive, what are challenges and	b. Decrease	
effects?	C. Stable	
🗌 a. Broken property	🔲 d. Do not know	
Death	III. Accessing the effectiveness of the policy or law enforcement on drinking and driving	
C. waste time		
🗌 d. Fine/punishment	6. Do you know the law that states on drinking	
🗌 e. Other:	and driving?	
5.Do the traffic accident caused by drinking and	a. Yes	
driving increase or decrease?	🗌 b. No	
a. Increase		

7. Please evaluate the law enforcement on drinking and driving

Key points in the road traffic law	Degree of enforcement	Reasons
1. The Suspension of driving license	🗌 a. Very Well	
In case of driving in drunkenness with rate of alcohol	🗌 b. Well	
from 0.40 milligrams per litre of air or from 0.8 gram	🗌 c. Medium	
per litre of blood onward or refuse from performing	🗌 d. Poor	
the breathalysing.	🗌 e. Very Poor	
2. To prevent vehicle from trafficking or fining	a. Very Well	
In case of driving in drunkenness with rate of alcohol	🗌 b. Well	
from 0.25 milligrams per litre of air or from 0.5 gram	🗌 c. Medium	
per litre of blood onward or refuse from performing the	🗌 d. Poor	
breathalysing.	🗌 e. Very Poor	
3. Shall be imprisoned from six days to a month or	🗌 a. Very Well	
fined from Riel 25,000 to Riel 200,000. In case of do not	🗌 b. Well	
stop vehicle in according with traffic police's order	🗌 c. Medium	
or refuse from performing the breathalysing	🗌 d. Poor	
	🗌 e. Very Poor	

a. Very Well b. Well
c. Medium d. Poor e. Very Poor
a. Very Well b. Well c. Medium d. Poor e. Very Poor
a. Very Well b. Well c. Medium d. Poor e. Very Poor
a. Very Well b. Well c. Medium d. Poor e. Very Poor
C. It seems not providing the benefits
 d. Other: 9. Do you support the drinking and driving policy? a. Yes b. NO 10. How would you do to push the government to adopt the drinking and driving policy

b. To Share ideas in drinking and driving policy discussions

	c. To Develop the drinking and driving policy and submit to the council of ministries
	d. Other:
11.	Pleas share your other ideas.



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