

Drink Driving Monitor

December

2009

NUMBER

09

ETSC's Newsletter on Drink Driving Policy Developments in the EU

Editorial

Two EU Member States have taken decisive steps to tackle drink driving in the past six months: Ireland and Denmark. Ireland by proposing a BAC reduction level and Denmark by proposing an alcolock rehabilitation law for drink driving offenders.

The Irish Transport Minister has proposed a reduction of the BAC limit to 0.2 for novice and professional drivers and 0.5 for all other drivers. As well as fulfilling its commitment included in its Road Safety Strategy Ireland is implementing the EC's BAC Recommendation of 2001. Experience from other countries who have introduced similar changes show that such a legislative change introduced together with strong enforcement and campaigning can bring about reductions in alcohol related deaths.

Denmark's Justice Minister has proposed to introduce an alcolock programme which would fit alcolocks to drink drivers with a BAC over 2.0 or repeat offenders with a BAC over 1.2. This would put them in the same league as Finland and Belgium so far the only countries to have adopted legislation. Finland is the only country with the programme in place. Although proposals of legislation are under discussion in a number of other EU countries, including Denmark's neighbors Sweden and the Netherlands, Denmark is looking at other Member States experience so far in pilot projects to inform how it will set up its programme. The Drink Driving Monitor includes an interview on the new proposal with Anders Rosbo, the Danish Road Safety Council's Executive Director.

The European Commission has adopted its first Progress Report on the implementation of the EU Alcohol Strategy of 2006. This includes an excellent overview of drink driving related activities taking in EU level action on legislation and project support from the transport and health perspective. It also includes an outline of activities taken within the EU Member States and tracks activities on key areas such as random breath testing and BAC limit changes.

This Drink Driving Monitor also brings news from across the EU of steps to further improve drink driving legislation running the seasonal campaigns linked to increased drink driving enforcement. ETSC's alcolock legislation barometer has also been updated.

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EU News

Cross Border Enforcement Directive

On the 1st of December the Lisbon Treaty came into force following the final ratification by the Czech Republic. The entry into force of the Treaty of Lisbon will allow the consideration of a new legal framework for a pending Directive on Traffic Law Enforcement including also alcohol. The new Treaty will make some key changes to both the procedure for adoption of such a text and the likely legal basis for a future Directive on Cross Border Enforcement. The 3rd pillar procedure will change under the Lisbon Treaty, including a new "area of freedom, security and justice" providing for Police Co-operation under Article 87 of the "Treaty on the Functioning of the European Union". Although, under article 91 "measures allowing for the improvement of transport safety" are explicitly included in the objectives of the Transport policy. The European Commission is expected to come forward with a modified Directive proposal on enforcement including drink driving, taking the amendments of the European Parliament into account as well as certain questions raised in the discussions with the Council, next year. If the Commission comes forward with a revised proposal in the first half of the year then the Spanish Presidency has indicated that this will be one of the priorities under their semester.

Progress on ITS Directive

The Swedish Presidency has made great efforts within the Council Working Group on Land Transport to reach agreement between the Member States on the ITS Directive. The Presidency has also been discussing a compromise agreement with the Danish Rapporteur from the European Parliament Mrs. Jenssen. The European Parliament adopted its favourable report on the proposal on 30th March including many important amendments which would strengthen the Directive and enhance its safety aspects. After progress made under the Swedish Presidency in the Council the Spanish are likely to finalise the agreement with the European Parliament on the ITS Directive. ETSC strongly supports the clear road safety

goals set in the Action Plan and in the accompanying framework Directive especially under Articles 3 and 4. The 30th of March Transport Council stressed that the ITS technologies and systems that bring about the greatest injury reduction and life saving potential should be fast-tracked for deployment.

TISPOL Runs Joint Enforcement Checks as part of Lifesaver Officer Exchange Project

The biggest 'hit' since the start of the Lifesaver project was held in two days in August 2009 with 38 traffic police officers from Hungary, Poland, Romania, Slovenia and Spain in North Rhine-Westphalia, Germany. Together with TISPOL, Mr Blindenbacher (Police Director of North Rhein Westphalia Germany) invited traffic officers from all countries taking part in the TISPOL Lifesaver programme to participate in a 'big hit' programme for two days. North Rhine-Westphalia's officers explained their road safety strategy and implementation at the roadside, using controls focusing on speeding, drink-and-drug-driving, seat belts and truck and bus controls. They also introduced complementary concepts to accompany enforcement activities, such as showing offenders shocking road safety videos and initiating discussions about the consequences of dangerous actions in a bid to secure long-term behavioural change. Two Romanian truck drivers were extremely surprised when they were stopped and checked by fellow countrymen. No excuses of missing language skills could be put forward on this occasion. Mr Blindenbacher said at the end of the exchange that he believed the visiting officers were returning home with a lot of new input and were happy with the exchange.

TISPOL Christmas Drink Driving Campaign

Police officers across Europe will again run their one week campaign in December to mount a crackdown on drivers impaired by alcohol or drugs. The European Traffic Police Network (TISPOL) is warning motorists of the life-changing consequences a conviction will bring. A similar campaign in 2008 saw more than one

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million drivers breath-tested in 24 European countries during the seven-day operation. A total of 14,185 drink-driving offences and 939 drug-driving offences were detected. More info: www.tispol.org

New Report on EU Alcohol and Health Strategy

The European Commission has adopted its first Progress Report on the implementation of the EU Alcohol Strategy of 2006. Prepared by DG Health and Consumers it covers the progress made in the last three years on key recommendations on drink driving.

It reports that substantial progress has been made in Member States in relation to drink-driving counter-measures since the adoption of the EU Alcohol Strategy in 2006. The surveys show that the number of Member States reporting awareness-raising activities has almost doubled since then. Almost all countries (23 in 2008) now implement national drink-driving campaigns. Furthermore, there is evidence that the good practice set out in the Commission Recommendation of 2001 on BAC levels for driving is gradually being implemented across the EU.

Roughly half of Member States, most recently Germany and Luxembourg in 2007, have set a 0.2 g/l or zero level for inexperienced drivers or certain groups of professional drivers. The application of random breath testing (RBT) for surveillance of drink-driving, an example of good practice stated in the EU Strategy, has become more widespread in the EU since 2006. Examples of recent moves in this domain include the introduction of mandatory alcohol testing for drivers in Ireland (2006) and penalising refusal to take a test with imprisonment and loss of driving permit in Spain (2007). Other drink-driving counter-measures on the rise since the launch of the Strategy include prohibitions or restrictions on the sale of alcoholic beverages in petrol stations or similar motorway services.

In addition, the use of alcolocks, devices that prevent the vehicle from being started unless the driver passes a breathalyser test, has spread widely within the EU since 2006. Alcolocks have now been intro-

duced as a safety measure in commercial or public service transport or as a component in rehabilitation programmes in roughly one third of Member States. ETSC participated in one of the two Task Forces set up by the Alcohol and Health Forum: Youth Related Aspects of alcohol which also included tackling drink driving. The Task Force concluded the need for an easily accessible resource that can capture initiatives across the EU. The Health and Consumers DG intends to create a preliminary resource for such a clearing house by the end of 2009.

At an EU policy level, in 2008, the Commission adopted a proposal for a Directive to facilitate "cross-border enforcement in the field of road safety". It also mentions that the Commission had co-financed a study on the use of alcolocks in 5 Member States. The Commission intends that the next European Road Safety Action Programme (2011-2020) will focus inter alia on driving under the influence of alcohol and other psychoactive substances.

For the full report click [here](#).

Alcohol and Injury Prevention Call to EU Health Ministers

EuroSafe has brought together twelve European umbrella organisations working in the field of health and safety in Europe, in a joint policy statement on 'Alcohol and injuries'. The statement has been issued on 25 November 2009 at the occasion of the second European Public Health Conference in Łódź, Poland. In the joint statement the twelve organisations are calling on the EU Council of Ministers of Health for initiating stricter EU-coordinated alcohol policies in order to effectively reduce injuries and violence due to alcohol. They urged the EU Council of Ministers of Health who met on 30 November to adopt the principle of zero tolerance to alcohol consumption before driving or at work by reducing BAC- levels to 0,2 maximum throughout Europe. For more information click [here](#).

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Irish Government Proposes Lower BAC Limits

In Ireland the Minister for Transport, Mr. Noel Dempsey, published the Road Traffic Bill 2009, on October 30th. This provides for a reduced blood alcohol concentration (BAC) for drivers. It also introduces mandatory testing of all drivers involved in collisions. This builds on Ireland's mandatory alcohol testing introduced in July 2006 which led to a 22% drop in road deaths in the first 12 months. The new Bill will reduce the legal BAC limit from 0.8 to 0.2 for learner, novice and professional drivers and to 0.5 for all other drivers. The Road Traffic Bill 2009 includes provisions to introduce administrative fixed penalties for certain drink driving offences. It will also introduce preliminary Impairment Testing (such as co-ordination tests) to assist the Police in forming an opinion as to whether a driver is under the influence of an intoxicant (drink or drugs). Of the 279 people killed on Irish roads in 2008 intoxicated driving was one of the main causes of death and injuries. The next step is for the Bill to be considered by the Irish Parliament.

Alcolock Rehabilitation Programme Denmark

In Denmark in October the Minister of Justice has issued a proposal to amend the Road Traffic Act. The bill will include a comprehensive review of the penalty charges on the road and will increase fines for certain traffic violations take wages and prices into account and the interrelation between the amount of fines for each violation. The proposal will look at drink and drug driving and also extend the scope for confiscating vehicles. It also aims to introduce for the first time in Denmark an alcolock programme. Alcolocks will be fitted for first time drink drivers with a BAC over 2.0 and for recidivists with a BAC at over 1.2. If drivers are caught with over 1.2 for the first time they will be able to choose to join the alcolock programme and in this way receive their drivers license one year earlier instead of facing a longer driving ban. For more information see the interview with Anders Rosbo Executive Director of the Danish Road Safety Council on p. 8.

Alcolock Legislation in Finland

The Ministry of Transport and Communications has a public consultation underway on a bill to introduce obligatory alcolocks to vehicles used for school trans-

port. The law would come into force on August 1st 2011. It proposes that alcohol interlocks be mandatory for vehicles used in school and day care transportation (chartered transport ordered by municipalities and cities). It has been estimated that alcohol interlocks would need to be installed to 7,000 – 10,000 buses and taxis.

Another part of the law would come into force already on August 1st 2010: technical and operational requirements for all alcohol interlocks used in traffic in Finland. At the moment there are technical and operational requirements only for alcohol interlocks used in the offender programme. The Ministry of Transport and Communications is also finalising its ITS-strategy which involves a plan to introduce a requirement that all public vehicles be equipped with alcohol interlocks. The plan is due to be published soon and will give more details.

Progress in France on Legislation on alcolocks: school buses and rehabilitation

New legislation on the introduction of a new rehabilitation programme with the installation of mandatory alcolocks for a fixed period for drink drivers has been postponed until spring 2010. However progress has been made in implementing the law on alcolocks in school buses. In September a pilot started with 300 school buses fitted with alcolocks by six transport companies. The first results have been positive with an easy installation process and good perceptions of the measures reported by the passengers on the safety benefit. The legislation will be applied to all buses: from 1st January 2010 for all new buses. By the 1st of September 2015 alcolocks will then have to be fitted to all buses in service (the entire stock of 60,000 buses). They will also have to be fitted by this date with safety belts. This will represent an important investment for the transport companies who in parallel are also adapting their buses to be fully accessible to people with reduced mobility.

"Fit for the Road" in Switzerland

In Switzerland a joint enforcement and information campaign was run entitled "fit for the road" during the months of May and June focusing on drink driving. In 2008 around 700 people were killed or seriously injured by drink driving. Through posters, cinema and

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radio spots as well as information dissemination at public events the no drink driving message was spread wide in Switzerland. Drivers were advised not to drink at all if they were driving, not to mix drugs and alcohol and to make alternative arrangements such as order a taxi, nominate a sober person to drive home or take public transport. At the same time the Police undertook high profile preventative work and checked 20,000 drivers, 50% of whom were found to be over 0.5 BAC. Research undertaken by the Swiss Council for Accident Prevention found that most drink driving collisions occur at the weekends and at night and that young men are the main group involved.

Impaired Driving in Risk Profiling for Traffic Law Enforcement in Norway

A recent study conducted by Dr Dagfinn Moe and Odd Reidar Humlegaard of TISPOL Norway looked at fatal road collisions in Norway. This has helped police learn more about causes and casualties, as well as the prevalence of risk taking among drivers. The study of fatal road collisions included all police reported collisions during 2004 and 2005. The causes of the collision were looked at in greater detail and the three types of behavior were categorised into three: impaired driving (alcohol and drugs), speeding and aggressive driving. Many of the drivers were found to be young and male. The average age of offenders was a bit older, though, at 32 compared with the average age of drivers who are complying with the traffic law at 47 years old. However younger drivers were found to be involved in collisions caused by impaired driving (as a single cause or in combination with high speed). A considerable number (51%) of offenders had previous criminal convictions mostly either traffic offences or crimes against property. Impaired drivers were statistically the group with the most previous convictions. The study identified both risky behavior and driver groups with risky behavior which can be used by the Traffic Police and local police as a basis for their preventative traffic safety work. On the basis of this research the Police's recommendations included that there should be more intelligence led policing. Also they proposed that there should be a more exhaustive examination of individual conduct and sobriety before obtaining a driving license. This could be done through a number of different measures some old and some new. This could include for example the control and surveillance

of risk-seeking youth and persons with criminal behaviour or introducing a special marking of vehicles used by new drivers.

UK appoints Independent Expert to look at new Drink and Drug Driving Proposals

The UK Transport Minister has appointed an expert Sir Peter North to look at the legal framework around drink- and drug- driving and report to the government by March 2010. For drink driving, the report will advise on the case for changes to the prescribed alcohol limit for driving (either reducing the current limit, or adding a new, lower limit, with an associated revised penalty regime). For drug driving, the study will advise on whether there is a need for new legislation to make it an offence to drive with a named substance in the body. For both drink and drugs, the study will also set out the likely impacts of any changes on driver behaviour, and the practical steps needed to support the introduction of any new offences. The report will also inform the next road safety strategy for the UK.

New Strict Sanctions for Drink Driving in Austria

As of the 1st of September 2009 new sanctions were introduced in Austria for drink driving. For a BAC between 0.5-0.79 a driver will receive a fine of between 300 EUR and 3,700 EUR and lose one demerit point. In case of a third offence the driver faces a 3 month licence withdrawal. For a BAC of between 0.8-1.19 the fine is at 800-3,700 EUR, a one month license withdrawal and coaching. The coaching course lasts for half a day and confronts the driver with the dangers of drink driving and counsels them about their behavior: the cost is 100 EUR. If it is the second offence the licence is withdrawn for at least 3 months; for the second offence within a time period of five years the driver will take part in a rehabilitation programme. For offences between 1.2 and 1.6 offenders participate in a programme that is made up of 4-5 sessions over a number of weeks. Offenders look at the dangers of drink driving more intensively and discussions of experiences take place in group discussions. For a BAC of 1.6 or higher a higher fine of 1,600-5,900 EUR is paid together with a license withdrawal of at least 6 months, driver rehabilitation, assessment and the in-

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tervention of a public health officer. For novice drivers a first offence for a BAC of over 0.1-0.49 immediately results in driver rehabilitation and the prolonging of the probation period. If the novice driver has a BAC of 0.5 or higher, then they will participate in driver rehabilitation and the prolonging of the probation period as above but also supplementary sanctions. Professional drivers also face stricter measures with higher fines and loss of demerit points and licence withdrawal depending on the BAC level.

In November the Austrian Transport Ministry and the Austrian Road Safety Council together with other partners launched a new campaign focusing on prevention and awareness building around the issue of drink driving. The aim is to show people the possible consequences of drink driving and driving on other peoples' lives. The title of the campaign is: „Drink Driving: could you live with that?“. The broad media campaign will include TV, radio and cinema spots, new media such as Facebook, roadside posters and ads on public buses. The Austrian Road Safety Council will evaluate the impact of the campaign.

Bob Campaign Belgium

The Belgian Road Safety Institute (IBSR) organised the launch of its annual BOB campaign which will run from the 27th of November to the 11th of January. The Belgian Bob campaign promotes the designation of a driver who will not drink but drive friends home. The State Secretary Etienne Schouppe launched the campaign together with the IBSR, the Police and with representatives of the campaign sponsors. The aim of 2009 is to check 180,000 drivers. Last year 173,000 were checked, of those more than 8300 (4.3%) had an illegal BAC. Every driver who tests sober receives a BOB key ring and has the chance to enter a competition with the chance to win a car and other prizes including a course in defensive driving.

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ETSC Lecture 'Alcohol and Driving' Ireland

The annual ETSC Lecture was held in Dublin together with ETSC's Irish Member the Road Safety Authority. The lecture, officially opened by the Minister for

Transport, Noel Dempsey welcomed experts from Ireland, Austria and Switzerland, including Professor Denis Cusack, Director of the Medical Bureau of Road Safety who gave the key note lecture on 'Alcohol and Driving' in Ireland. Members of the ETSC were also in attendance to join Irish delegates in discussing the drink-driving situation in both Ireland and the EU. The lecture specifically looked at interventions made in other countries to tackle the problem of drink-driving and how such interventions may be applied in Ireland. One clear focus taken up by the speakers was reducing the BAC limit along with other measures such as enforcement and campaigns. Presentations from the Lecture can be downloaded on ETSC's website: www.etsc.eu/etsl.php

Drink Driving Event in Greece

In the framework of ETSC's Drink Driving Policy Network programme, ETSC and the Road Safety Institute (R.S.I.) "Panos Mylonas" jointly organised a national event in Athens Greece on the 25th of November. It brought together Greek drink driving stakeholders and road safety experts in Greece. Participants discussed measures to tackle drink driving such as extent of Police enforcement, the BAC limit and targeting novice drivers and recidivists.

Safe and Sober Talks Italy and Denmark

ETSC organized a Safe and Sober Talk in Italy together with one of ETSC's Members Foundation ANIA on December 14th. Representatives from the Ministry, academia and civil society came together to discuss solutions to stop drink driving. ETSC will organize its next Safe and Sober Talk in Denmark on January 27th 2010. This talk will be held together with the Danish Road Safety Council. The talk will bring together Denmark's road safety stakeholders including the Justice Minister Mr. Mikkelsen with the aim of discussing the latest developments including the new legislative proposal on combating drink driving in Denmark.

Drink Driving in Commercial transport – new publication

ETSC has published a new policy paper on Drink-driving in Commercial Transport, which gives an overview of how drink-driving could be effectively tackled in commercial transport through various regulations and

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initiatives. The paper illustrates how alcohol is affecting driving skills and its effect on crash rates. Moreover, against the background of their alcohol policies, it shows how successful a number of countries are in combating drink driving among commercial vehicle drivers.

The paper, prepared within the Safe and Sober programme, presents the comprehensive regulatory framework existing in Europe and its Member States and shows the role that private stakeholders can play with their own initiatives to bring even more safety to road transport by eliminating drink-driving. It appears that there is no one-size-fits-all solution to combat drink-driving in commercial transport and that current technology such as alcolocks do not represent an end in themselves to solve the problem. The experience with the use of alcolocks across Europe is summarised in this paper and a detailed overview is provided of their widespread use in Sweden. The role of private stakeholders is highlighted as being crucial in guaranteeing high levels of safe driving culture and assuring sober driving in all circumstances. The paper will be available on ETSC's webpage soon.

PRAISE In-Vehicle Technology Fact Sheet and Case Study

ETSC has launched its first ever project on work related road safety called PRAISE (Preventing Road Accidents and Injuries for the Safety of Employees). It published its first Thematic Report which presented how in-vehicle safety equipment including alcohol interlocks can improve road safety at work. The report stresses that employers should start with a risk assessment which may also bring up the issue of alcohol and the need for an alcohol policy. The report presented some examples of companies and public authorities with alcohol policies that integrated alcolocks. It also developed specific recommendations to the EU, National Member State level as well as employers for integrating alcolocks into their fleet safety programmes. A Fact Sheet profiling a Swedish Transport company DB Shenker also gave a concrete example of an employer that has an alcolock programme. To read more visit <http://www.etsc.eu/PRAISE-publications.php>. ETSC has also launched a competition for employers who aim to improve road safety in their work. For more information on how to apply: www.etsc.eu/PRAISE-award.php

Alcolock Legislation Barometer December 2009

ETSC's alcolock legislation barometer gives an update on the "weather" for new legislation on introducing the use of alcolocks either within the commercial or rehabilitation context.

	Pilot project ongoing	Legislation in preparation	Legislation in discussion in Parliament	Legislation adopted	Legislation in implementation	Rehabilitation	Commercial Transport	Voluntary use of alcolocks in commercial transport
Austria								x
Finland		x for use in school transport vehicles			x	x	x	x
Sweden	x	x for use in rehabilitation programmes				x		x
Netherlands	x	x for use in rehabilitation programmes	x			x		
France	x	x for use in rehabilitation programmes	x			x	x for school buses	
UK		Included in Road Safety Compliance Consultation						
Belgium	x	x		x		x		x
Slovenia	x						x	
Denmark		x for use in rehabilitation programmes						

ETSC Interview

Interview on the introduction of an alcohol interlock drink driving rehabilitation programme in Denmark with Anders Rosbo Executive Director of the Danish Road Safety Council



ETSC: *Is drink driving a problem in Denmark?*

Anders Rosbo : Yes, drink driving is still a major problem. At present a total of 20-25 percent of all road deaths (100) involve drink driving. Approximately 15,000 Danes are stopped by the police every year and are found to be over the legal BAC limit. But happily the trend during the last two years has been improving.

ETSC: *What measures are you taking to prevent drink driving?*

Anders Rosbo: The police do controls regularly during the year with their new screening alcoholometers, along with drink driving campaigns that we launch. Then, there is the legislation. You are allowed to drive with under BAC 0,5 in DK.

ETSC: *How far is Denmark in introducing an alcohol interlock drink driving rehabilitation programme?*

Anders Rosbo: The local authorities already run rehabilitation programmes regarding individual alcohol problems and the state run obligatory programmes for drink drivers. There is a new proposal from the Minister of Justice which is currently being discussed in the Parliament to introduce alcohollocks in the framework of rehabilitation programmes which will be adopted in the next months. The majority of the MPs in the Parliament are likely to support it.

ETSC: *Have you run a pilot programme and what were its results?*

Anders Rosbo: No, we haven't run a pilot. Primarily we have used the Swedish and Finnish experiences and studies to make the decision.

ETSC: *Who would be eligible for the programme?*

Anders Rosbo: The alcohollock programme will be obligatory for BAC over 2.0 first time you are caught and for BAC over 1.2 second time you are caught. If you are caught with over 1.2 first time you get the choice to join the alcohollock programme and in this way get your drivers license back one year before.

ETSC: *How much will it cost to the participant? And to the tax payer?*

Anders Rosbo: It is estimated that the alcohollock will cost the participants approximately 130 euro per month.

ETSC: *How will you ensure that recidivism does not occur after the programme has finished and the alcohol interlock is removed?*

Anders Rosbo: This is a very good question which I don't have the right answer for. We have to talk to experts which have the experience already.

ETSC: *Would you welcome an EU approach to the introduction of these programmes?*

Anders Rosbo : It is always welcome when EU have a common approach to such major issues regarding traffic safety.

ETSC: *What are your hopes for the future?*

Anders Rosbo : My hope for the future is that we will reduce drink driving significantly during the coming years. And that we too get the benefit that many people with alcohol problems will improve their life quality by getting rid of that problem. Happy and healthy families and less killed and injured in the Danish Traffic.



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Drink Driving Monitor

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ETSC is grateful for the financial support provided for the Drink Driving Monitor by Diageo

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