

# Drink Driving Monitor

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

## Editorial

In Belgium a regulation introducing the use of alcolocks for the rehabilitation of all drink driving first high-level offenders and recidivist drivers has been recently put into force. The first step was made in June 2009 with its adoption in the Parliament. Thanks also to the successful outcomes achieved by testing alcolocks in the rehabilitation of drivers with alcohol problems the law was finally integrated within the Belgian legislation on December 9th. Following an offence a drink driver is taken to court and it is up to the judge to decide if an alcolock programme should be offered to the offender. The alcolock will allow this person to seek help and continue driving with the 'support' of the alcolock. The limit for the lock is set at 0.09 mg/l exhaled air (the equivalent of 0.2 BAC, which is lower than the legal limit of 0.5). The costs of installing and using the interlock will be covered exclusively by the driver. ETSC congratulated the Belgian government for its action towards a higher safety on the roads and invites other European countries to adopt the same measure as an effective tool to reduce the number of alcohol-related casualties. Belgium is the second country after Finland to legislate on introducing alcolocks for drink driving offenders. ETSC also recommends a gradual introduction of alcohol interlocks, not only for recidivist offenders, but also for commercial and public transport drivers.

The 12th Drink Driving Monitor brings news from across the EU on steps to further improve drink driving legislation and enforcement. The political agreement on Cross Border Enforcement Directive and its relevance to tackling drink driving is presented together with a new legislation to tackle drinking and driving in Italy, and the latest Parliament's approval on alcolock rehabilitation programmes for drink driving offenders in Belgium and Sweden. Updates on European campaigns against alcohol on the roads and ETSC's alcolock legislation barometer are also included.

## EU news

### Political Agreement on Cross Border Enforcement Directive

On the 2nd of December the Transport Council of EU Transport Ministers reached political agreement on the Cross Border Enforcement Directive. Drink driving was listed as one of the four main traffic of-

fences with a critical impact on road safety which will be followed up by law enforcement authorities across borders. The positive result achieved represents an important step towards the final adoption of the Directive, which aims at identifying and prosecuting EU drivers who commit offences in a Member State other than the one where their vehicle is registered. This way, the exchange of data between the country in which the offence was committed and the one in which the car is registered will be allowed. The new Directive will respond to the principle of fair and equal

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treatment among EU citizens which is enshrined in the EU Treaty and, most important, save lives in Europe. ETSC strongly welcomed the so long awaited agreement on the 2008 Directive as it would result in higher levels of safety on European roads through enforcement. Following the agreement reached by the EU Transport ministers and a 3 month period for the UK and Ireland to consider an opt-in, the legislative proposal must be approved by MEPs in a vote in the European Parliament. There is then a two-year period for Member States to transpose EU legislation before it comes into force, ideally by 2013.

### **TRAN committee aims for “Vision Zero” in the long term**

On the 2nd of December, the TRAN committee hosted an exchange of views on “European road safety 2011-2020”, chaired by MEP Brian Simpson. MEP Koch took the floor as the Rapporteur of the meeting. He supported the strategic objectives proposed by the Commission, yet he regretted that, instead of a new Action Programme, only some weaker policy orientations were put forward. He also argued that the envisaged measures - although going in the right direction - should be further developed in order to meet the Commission’s proposed target of a further 50% reduction of road deaths by 2020. New technical solutions for cars and motorcycles, ITS (such as eCall for motorcycles, buses and trucks and the promotion of intelligent speed assistance systems), the improvement of data on road safety, and a further development of the road safety charter were seen as important measure to improve safety on the roads. Finally, the Rapporteur suggested a more ambitious ‘Vision Zero’ in the long run as well as additional and measurable targets for a better monitoring of road safety developments.

The general view from the other MEPs attending the debate was that the Commission’s policy orientations were insufficiently ambitious. Other issues raised included appropriate and harmonised limits for blood alcohol, effective cross-border enforcement of road transport legislation as well as new challenges with regard to the ageing population. The report is due for adoption in plenary by June 2011.

## **Council Conclusions on Road Safety**

Following the publication of the “Policy orientations 2011-2020”, the Council of the European Union drafted its conclusions on road safety in December. The Ministers supported the Commission’s new ambitious target of halving road traffic deaths by 2020 again by 50% and even went beyond this by proposing that the EU “aim towards the long-term zero vision” for European road transport safety. The Ministers also gave support for the need for “further strengthening of enforcement of road traffic rules by Member States and at EU level”. For them “harmonisation of traffic rules (where appropriate)” was also identified as a priority for the next decade. New technology was also seen to be important and “new technical solutions to deal with problems like speeding and impaired driving (such as driving under the influence of alcohol, drugs and fatigue)” were identified as an area for new co-operation between Member States and the vehicle industry. It was also stressed the importance of developing a common definition of “injured people” and how cyclists, pedestrians, young and elderly persons, people with disabilities, and motorcyclists remain a particularly vulnerable category among the road users. Ministers also looked forward to the next steps of the European Commission “to develop coherent and cost-effective action plans for each of the strategies in order to implement the road safety policy orientations 2011-2020”.

Link to the Council conclusions on road safety can be found here: [http://ec.europa.eu/danmark/documents/alle\\_emner/transport/101202\\_raadet\\_en.pdf](http://ec.europa.eu/danmark/documents/alle_emner/transport/101202_raadet_en.pdf)

### **An inventory from SWOV on the use of alcolocks**

Commissioned by the Dutch Ministry of Transport, Public Works and Water Management, SWOV made an inventory of preventive alcolock implementation and stimulation worldwide. SWOV sent a questionnaire to the most important actors regarding preventive alcolock implementation in Europe, North America and Australia. Based on the results, recommendations were made for the situation in the Netherlands, focusing on two driver categories: professional drivers and drivers with an alcohol problem. Mandatory alcolock installation in vehicles used for the transport of school children and disabled people might be considered because of the vulnerability and dependence of these groups. For further use of the alcolock in a commercial environment – in trucks, taxis and public

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transport – further implementation of the alcolock is probably best left to free-market processes, especially if their future price gets lower, if the government lowers the legal BAC limit for professional drivers, if the government installs alcolocks in its own vehicles, and if the use of alcolock systems becomes less incriminating. Concerning legislation, setting quality standards for the alcolock seems advisable. The situation is more complex for (voluntary) preventive use of alcolocks for drivers with an alcohol problem. An alcolock programme may have a positive road safety effect for this group, but, on the other hand, there has hardly been any experience worldwide. It seems therefore sensible to first carry out a thorough experiment. The government should legislate on the preventive use of alcolocks for drivers with an alcohol problem. It is worthy of consideration to ask for support the sector of care and treatment of drug addiction.

### The European Alcohol and Health Forum

Within the framework of the European Alcohol and Health Forum (EAHF) a 3rd Open Forum was held in Brussels on 19 November 2010. The Open Forum is an opportunity for exchange of information and discussion with a broader range of interested parties than the EAHF membership. It also provides networking possibilities among stakeholders who wish to contribute to the reduction of alcohol-related harm. The 3rd Open Forum presented the European Alcohol and Health Forum's work, and provided an update of policy developments in Europe and internationally. The topics debated were the Social Cost of Alcohol, Information to Consumers and Responsible Selling and Serving, and a session on Drink Driving.

### TISPOL back on the roads for winter alcohol and drug controls

From 13th of December police officers across Europe are running their one-week campaign before Christmas to mount a crackdown on drivers impaired by alcohol or drugs. The European Traffic Police Network (TISPOL) is again warning drivers of the dangers of driving while impaired by alcohol, or drugs, or a combination of the two.

The same operation was already conducted last year during a one-week of massive police controls on the European roads. The results show that on a total of

970,877 drivers checked in 23 European countries, 16,499 were under the influence of alcohol.

### "Partnerships against Drink Driving in Europe" Conference

A multi-stakeholder conference on drink driving in Europe was organised in Brussels on the 3rd of December by the Belgian Road Safety Institute (IBSR) and the Brewers of Europe, in conjunction with the discussions held within the Transport Council on the new EU Policy Orientations for 2011-2020. Representatives from European Commission, Road Safety Organisations throughout Europe, policy makers, civil society stakeholders and even football clubs were present at the venue. The event aimed at spreading the message on the importance of a multi-stakeholder approach to tackle drink driving in Europe and get stronger results in the reduction of road victims on the roads. Engagement, enforcement and education were taken into account among the most effective measures, respectively referring to the necessity of broadening partnerships among stakeholders, reinforcing the legislation of road traffic, and improving training and awareness campaigns against the abuse of alcohol on the European roads. The conference was followed by the signature of the European Road Safety Charter. Seven European associations and organisations committed to in concrete actions on road safety in the upcoming years.

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### Alcolocks implementation in Belgium

In Belgium a regulation introducing the use of alcolocks for the rehabilitation of all first high level drink driving offenders and recidivist drivers was put into force on the 9th of December. The judge will be able to decide if an alcolock programme should be imposed on a driver who has committed an offence due to drink driving. The limit for the lock is set at 0.09 mg/l exhaled air (the equivalent of 0.2 BAC, which is lower than the legal limit of 0.5) - the reasoning is that the driver would otherwise be banned from traffic and with the alcolock they have a 'second chance', so a stricter system makes sense. The new law is complemented with supplementary regulations on the operational considerations and other technical aspects. These cover issues such as medical checks and psychological support during and after the programme. The driver will cover the costs of installing

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and using the interlock. Until now, the 35% decrease in road deaths between 2001 and 2009, down to 955 deaths, has been to a large extent the result of successful anti-drink driving campaigns combined with increased enforcement. Yet, drink driving accident data in Belgium remain incomplete and patchy, with breath test results available in only 60% of all crashes.

### Alcohol tests mandatory in all public places in Italy

As foreseen by the new Italian Highway code, from 13th of November all public places open after midnight (discos, restaurants, bars and pubs) are required to provide their customers with breathalysers. This way, those who have drunk can check for free, while leaving, whether they are able to drive back home safely: the alcohol test will show the BAC rate instantly. The fines for those who will not be equipped with such device in their restaurants or pubs will go from 300 to 1,200 Euros. The alcohol limit adopted by the Italian legislation is 0.0 for novice and professional drivers, taxi drivers and truckers, and 0.5 g/l for all the other categories of drivers. Furthermore, the owners of the premises are also obliged to display, both at the entrance and at the exit, the information tables estimating the theoretical rate of alcohol one can have in his/her blood taking into account differences of gender and weight, and number of drinks. This package of measures can be considered a further step to tackle drink driving and alcohol abuse in Italy (a contributing factor in 1 out of 3 road crashes), since in late July 2010 the prohibition of selling alcoholic drinks and cocktails from 3 am to 6 am in all the public places had already been put into force. In this specific case, the fines can reach even 10,500 Euros for sellers.

### Sweden agrees on alcolocks for drink drivers

In Sweden, on the 9th of December the Parliament agreed on a proposal for a permanent system for alcolocks to drink drivers. After ten years of trials Sweden has substantial experience of alcolocks for drink drivers. In the new system all drink driving offenders can apply for an alcolock as a condition to have a driving license instead of facing a driving ban. For people in the high risk group (over 1.0 BAC, recidivist offenders and people who are diagnosed as alcoholic or addicted to alcohol) the condition will be to drive for 2 years with an alcolock. In order to have a license

without a condition they have to prove that they have lived a sober life (minimum 4 blood tests during at least 6 months). For other drink drivers the condition time for driving with an alcolock will be 1 year. The law will enter into force on 1st January 2012.

### UK envisages “zero limit” for alcohol on the roads

The Transport Committee presented to the Parliament its report on “Drink and Drug Driving law” in late November, based on the recommendations published by Sir Peter North in June this year. Encouraging the Government to envisage an “effectively zero” limit of 20mg/100ml in the long term and enable police officers to have additional power to achieve a stricter drink driving enforcement are the main points considered within the drink-driving issue. The Parliamentary Advisory Council for Transport Safety (PACTS) welcomed the Transport Select Committee proposal for a zero limit with regard to drinking and driving. Such an approach reflects the strong level of public support shown in polling evidence provided in the 2010 RAC Report on Motoring. This showed that 46% of drivers supported a zero drink drive limit. Commenting on the report, Robert Gifford, Executive Director of PACTS, said «This report sets a challenging but achievable goal for government and the road safety community. What we need now is a clear timetable for action, not the rather vague words ‘in the long term’» “I would urge the Government to commit itself to a new limit of 20mg by 2015 at the latest, making Great Britain one of the leaders in Europe on this issue.”

### Two new campaigns to tackle drink driving in Austria

Austria is currently putting in place two new Alcohol Interlock Projects. More specifically, one of these, the Alcohol Interlock – Quality Control, already started at the beginning of 2010, whilst the other one will follow in 2011. The aim of the former is to define the requirements necessary in order to introduce alcohol interlocks for quality assurance amongst professional drivers in Austria. The target groups are commercial transport companies like truck, bus and school bus companies. A six month pilot project including over 20 companies and more than 30 trucks will help to clarify practical as well as legal aspects concerning the introduction of alcohol interlocks. In addition the drivers are interviewed in order to obtain further in-

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formation by the appointed users themselves. The outcomes will result in recommendations for the authorities. The other project will involve recidivist drivers. It focuses on drivers who lost their licenses for a substantial or unlimited time period. The first step will be setting up the legal environment in order to be able to conduct the pilot. The next step will be a one year pilot study with approximately 30 drivers. After completing the pilot, the results will be merged into recommendations.

### **Grim the Reaper acting on the new Finnish Police video**

Within the framework of its enforcement and awareness campaigns, Finnish Police has recently published a drink driving-related video on the YouTube website entitled "Death On board" ("Kuolema kyydissä"). It shows a young guy drinking alcohol while driving in the night to meet some friends. He makes a phone call to his friend and asks if Sanni (a girl he is attracted by) is already there. He doesn't realise that on the rear seat of his car "grim reaper" is waiting for him, this time, to die in a road crash. The video ends with the sentence: "Drink driving kills in 1 out of 4 road traffic deaths". From the first day it was posted the video received a very high number of visits and comments from web users. According to the majority of their feedbacks, viewers wanted to have even more shocking effects in the video. Its main objective was to underline the problem of young drivers, how they tend to take unnecessary risks in traffic as driving under the influence of drugs and alcohol, speeding, not using seat belts. In Finland around 80 (74 in 2009) 15-24 year old young people are killed in traffic every year. Roughly, half of them are drivers and another half passengers. Young males represent 80% of killed. Mika Hakkarainen, communication designer in the National Traffic Police and scriptwriter of the video, said "You can't make a video which stops drink drivers to drive. That's impossible. But we can make a difference with drink drivers' circle of acquaintances. I hope that young women who have seen this video refuse to sit down in drink driver's car. Maybe they can also prevent drink driver to start driving". The Finnish Police has a Communication Strategy Unit. Through this, the Finnish Police aims at reaching people, especially young people, not only on the roads and streets, but also through the internet tool. This is why Finnish Police has set up its own sites e.g. in Facebook,

YouTube. This campaign fits into Finland's intensive drink driving enforcement work. Finland undertakes the highest number of roadside Police breath tests per population: 385 per 1,000 population in 2008 (latest data) up from 318/1,000 in 2007. The Police continue breath testing at similar high levels during 2009 and 2010. All drivers stopped by Traffic Police are systematically breath tested.

### **"Alcohol-free programme" for young drivers in The Netherlands**

"Alcohol-free on the road project" is a successful activity carried out at the Traffic Education Centre (VEC) in the Province of Friesland (NL) with the involvement of the ROF - the Regional Traffic Safety Board. It is meant for young adults, aged between 18 and 25, as this is the age group which is mostly involved in road crashes where alcohol turned out to be the main contributing factor. The aim of the project is to show young drivers the effects that drinking can have on their driving skills. Basically, it consists of a one-day 'alcohol experience course' with driving instructors and takes place 10 times a year in Friesland province and in the province of Drenthe. Every course foresees the participation of 8 pupils who are firstly lectured on the effects of alcohol and the penalties and fines for being caught drunk while driving. The second part of the day is more practical and it consists of two driving tests together with an experienced driving instructor: one while still sober and one while having a BAC limit of 0.8 per mille, which is well above the legal limit for driving in The Netherlands. What these demonstrations clearly show is that most of the times participants driving under the influence of alcohol drive too fast, brake too late, can't react in time and can't follow properly the instructor's order. Results are significant and helpful at raising awareness among youngsters on drink and driving. The project is financed by the Friesland province and is completely free for the participants. It started in 2007 whereas in the province of Drenthe it has been run for over 12 year ending up being an effective and successful measure against alcohol abuse. An overview of these activities was also presented in the framework of the AVENUE project. The AVENUE project, lead by the Panos Mylonas Road Safety Institute of Greece in cooperation with ETSC, aims to create referral centres for road safety in several Member States of the European Union. Citizens will be able to visit these centres and find information on all sorts of road safety topics and actions; the idea being that informed citizens are safe citizens.

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## Danish football team against drink driving

'Can you see the problem? Drink driving is for losers only'. This is the slogan of a new Danish campaign carried out by four Danish partners including the FC Midtjylland Danish football club. The idea of involving national football players in this project stands on the stronger impact it can have on audiences and the positive message that can be sent through the use of role models. As campaign ambassadors, football players were asked to wear 'alcohol goggles' (reproducing the same visual perception of a 0.1 BAC level) during their daily training and see what effects they had on them. The filmed images clearly demonstrate how even the best Danish football players were unable to focus on the ball while running. The campaign ended up being very successful with massive media coverage and a positive response from both driving schools and school teachers. To watch the movie click here <http://www.dontdrinkdrive.eu/downloads/>

# ETSC news

## Alcolocks in the spotlight at the Safe and Sober Talk in Brussels

The 12th ETSC's "Safe & Sober" Talk took place in the European Parliament in Brussels on the 6th of October. It was co-hosted by MEPs Anna Hedh and Dieter-Lebrecht Koch and organised in collaboration with the Swedish Abstaining Motorists' Association (MHF) within the framework of ETSC's "Safe and Sober" programme, which ETSC runs in partnership with the VOLVO group. The seminar focused on Alcolocks technology as a life saving tool against alcohol related road deaths. More and more countries in Europe are adopting legislation for the use of alcohol interlock devices in rehabilitation programmes as a substitute sanction of driving license withdrawal. But, in many EU countries, the technology has found its way into vehicles which are used for the transport of goods or passengers on a voluntary basis. The Swedish Abstaining Motorists' Association (MHF) stated the need for alcolocks to be installed on a wide scale in new cars in the near future, and emphasised the importance of having European standards for alcolocks. The event was an important occasion also to discuss the role alcohol interlocks will play in the implementation

of the new "EU Road Safety Policy Orientations 2011-2020" and exchange best practices among countries and private companies that have already adopted alcohol interlock devices as a quality assurance within their road transport policy.

## Safe and Sober talk in Austria

Over sixty road safety experts, including representatives of the Minister of Transport, gathered on 18th November to discuss strategies to reduce alcohol misuse in road transport at the 13th "Safe and Sober" Talk held in Vienna, Austria. The event was organised by the European Transport Safety Council (ETSC) and the Austrian Road Safety Board (KFV) in the framework of ETSC's "Safe & Sober" drink driving programme, which the ETSC runs in partnership with the VOLVO Group. Austria has seen a constant decrease in the number of road deaths across the decade: from over 120 per million population in 2001 down to 78 per million in 2009. This success can be largely attributed to its National Road Safety Plan with quantitative long-term targets, including fighting speed and drink driving, improving infrastructure, and enhancing safety for pedestrians and two-wheelers. The participants agreed that a more systematic approach is needed to address drink driving, including special focus on repeated offenders. There has recently been a discussion on the possibility to make the use of alcohol interlocks mandatory in buses transporting children. Alcohol interlocks are only used on a voluntary basis by a number of private transport companies, but officials will shortly develop pilot projects for quality assurance and recidivists.

## Alcolocks meeting in the Belgian Parliament

On the 9th of December ETSC together with the Belgian Road Safety Institute (IBSR/BIVV) set up a conference in the framework of ETSC's "Drink driving policy network" supported by DIAGEO. Measures to tackle alcohol misuse in road transport were in the spotlight at a round-table discussion in the Belgian Federal Parliament. Etienne Schouppe, State Secretary for Transport, was present to announce the implementation of alcolocks in rehabilitation programmes for first-time high-level offenders and recidivists.

The decree putting into force the framework law on alcolocks in Belgium was indeed published on the same day, making the event a real opportunity to discuss the new law among the participants. France and

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The Netherlands were also represented by a Member of the Medical Council of Association Prévention

Routière and a Policy Advisor at the Dutch Ministry of Transport who shared their experience within the framework of the Alcolock Programme in their countries, giving their feedback on the Belgian newborn programme against alcohol abuse on the roads.

## Alcolocks legislation barometer December 2010

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	✓					✓		✓
Finland		✓ for use in school transport vehicles			✓	✓	✓	✓
Sweden	✓	✓ for use in rehabilitation programmes		✓		✓		✓
Netherlands	✓		✓			✓		
France	✓	✓ for use in rehabilitation programmes and first time offenders	✓	✓		✓	✓ for school buses	
Belgium	✓			✓	✓	✓		✓
Slovenia	✓							✓
Denmark			✓			✓		

## Members

Accident Research Unit, Medical University Hannover (D)  
Association Prévention Routière (F)  
Austrian Road Safety Board (KfV) (A)  
Automobile and Travel Club Germany (ARCD) (D)  
Belgian Road Safety Institute (IBSR/BIVV) (B)  
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Dutch Safety Board (NL)  
European Federation of Road Traffic Victims (FEVR)(Int)  
Fédération Internationale de Motocyclisme (FIM) (Int)  
Finnish Motor Insurers' Centre, Traffic Safety Committee  
of Insurance Companies VALT (FIN)  
Finnish Traffic Safety Agency (Trafi) (FIN)  
Folksam Research (S)  
Fondazione ANIA (I)  
Foundation for the Development of Civil Engineering (PL)  
German Road Safety Council (Deutscher Verkehrssicherheitsrat) (DVR) (D)  
Hellenic Institute of Transport (HIT) (GR)  
Institute for Transport Studies, University of Leeds (UK)  
INTRAS - Institute of Traffic and Road Safety, University of Valencia (ES)  
Liikenneturva (FIN)  
Lithuanian National Association Helping Traffic Victims (NPNA) (LT)  
Motor Transport Institute (ITS) (PL)  
Netherlands Research School for Transport, Infrastructure  
and Logistics (NL)  
Parliamentary Advisory Council for Transport Safety (PACTS) (UK)  
Provincia di Crotone (I)  
Road and Safety (PL)  
Road Safety Authority (IE)  
Road Safety Institute Panos Mylonas (GR)  
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Francesca Podda, Project Officer

## Drink Driving Monitor

### Editor

Ellen Townsend  
[ellen.townsend@etsc.eu](mailto:ellen.townsend@etsc.eu)  
Francesca Podda  
[francesca.podda@etsc.eu](mailto:francesca.podda@etsc.eu)

For more information about ETSC's activities  
and membership, please contact:

ETSC  
Avenue des Celtes 20  
B-1040 Brussels  
Tel. +32 2 230 4106  
Fax. +32 2 230 4215  
E-mail: [information@etsc.eu](mailto:information@etsc.eu)  
Internet: [www.etsc.eu](http://www.etsc.eu)

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