

## Editorial

Member States and MEPs are sinking their teeth into the new proposal for a Directive on cross border enforcement which was published in mid March. At present the Directive proposal foresees a system that would transmit and communicate drink driving offences alongside others priority areas. ETSC welcomed the new Directive however would like to see a reference in the Directive that would also promote the application of best practice of drink driving enforcement in the Member States. This would mean that less well performing countries would have a point of reference for improvement. In the case of drink driving this would mean for example the application of targeted breath testing and the use of road side evidential breath testing equipment. ETSC believes that this would also increase the life saving potential of this proposal. The French Presidency which is due to take up steering the EU for the next 6 months as of the 1st of July also places the agreement on this proposal at the top of its transport agenda.

This Drink Driving Monitor also brings news from across the EU of steps to further improve drink driving legislation; reducing BAC levels (in Lithuania), tightening sanctions (in Italy) and running regular well publicised campaigns linked to increased drink driving enforcement (in Denmark and in Spain).

The Monitor also includes a special focus on Poland a country where drink driving deaths account for 8.3% in 2007. Nevertheless 409 people died on Poland's roads in 2007 due to alcohol. Poland has a number of very active road safety NGOs dealing with drink driving including also the involvement of the Catholic church. ETSC interviewed one of the priests involved in reaching out to the Polish public about the dangers drinking and driving. Another focus in the Polish profile is the new initiative being taken by Polish Brewer's to put a label on every beer can and bottle with the slogan: "I never driver after I drink". The Country Focus also shows that Police are active in enforcing no drink driving and should benefit from the 1,000 new breathalysers financed by the European Union.

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## EU and Country News

Following legislation adopted last July 2007 **Denmark** will introduce a new practice which will simplify the procedure for drink driving enforcement. Police will be able to use evidence collected at the roadside from the breath of the suspected driver. A second blood test will no longer be necessary. This gets rid of an often time consuming and expensive step in the procedure. Formally Police had to take a driver which had failed the first roadside screening test to a doctor, to take the blood test. The new limit of 0.25 mg alcohol per litre/air is as close as possible to the 0.5 of BAC. This new simplified procedure will be introduced either this autumn or the following spring and is currently awaiting the supply of equipment. Police drink driving enforcement is at present around 160,000 checks a year.

**Denmark** launched a new anti drink driving campaign in mid May targeting Danish adults aged 25-60. Although this age range is wide the situation is very specific and common place. The title is "A question can stop a drink driver". This campaign is about people out for the evening considering driving home having consumed a small amount of alcohol – but too much to drive - and the role of their friends and family in preventing this. At present, according to focus groups, it is still socially less acceptable to try and step in and say something to change their minds. This campaign is about breaking this taboo and enabling Danish society to intervene and say: "actually no, don't drink and drive home". The campaign will run for 6 weeks and consists of TV and radio spots broadcast through national new media and disseminated also by the municipalities at a local level. During this period the Police will increase their drink driving checks. This is the first of a 6 week period and the whole government funded campaign which will be run by the Danish Road Safety Council, the Police, The Road Directorate and the municipalities will run for three years.

**Lithuania** will lower the legal blood-alcohol concentration (BAC) from 0.4 to 0.2 BAC for vehicles which have a maximum limit of more than 3500 kg or with more than 9 sitting places and for novice drivers.

**Spain** has launched a drink driving media campaign from the 2nd to the 15th of June under the slogan "no matter how old are you, always drive with 0 alcohol. The risk is also with you". A spot will be broadcast on radio, TV and there will be posters on road-side panels. Additionally, the campaign was complemented with 200,000 alcohol controls (15,000 a day) at 800 control points. There are 900

deaths a year in Spain attributed to drink driving (between 30 and 50%). In 2007, 92,000 drivers (2.16% of the total) were positively controlled in Spain by the police.

In **Hungary** from 1st of May the level of sanctions have been increased, and a so-called "zero tolerance" for drink driving has been introduced. This means, that in case of driving under the influence of alcohol, the driving license will be withdrawn on the site of the control immediately.

In **Italy** there is a legislative proposal to strengthen the sanctions for drink driving offences. For a drink driving a first time offender will face from 3 to 6 months in jail. For more serious offences the length of period is being increased from one to three years and the upper level is also being increased from 10 to 15 years. The length of time in prison remains within the discretion of the judges which are criticised for being too lenient. In particular, the President of the Italian Associations of Victims of Road Accidents Giuseppa Cassaniti Mastrojeni calls for increased enforcement and for stricter lines taken by the judges to end road deaths in Italy.

In the **Czech Republic** the competences of the Police have been enlarged as part of the new traffic law. More recently the Czech Traffic Research Centre (CDV) carried out a survey of the public to determine attitudes to the different changes. The municipal police are now also able to carry out alcohol breath tests. Only 64% of the public polled supported this new role.

**Finland** is one of Europe's pioneers in supporting the widespread use of alcohol inter-locks. On 1st July a new law for alcolocks came into effect. Under certain conditions, a convicted drink driver can regain the driving licence by equipping his motor-vehicle with the alcolock. The offender must cover their own costs at approximately ~150 /month and the offender must also participate in an accompanying rehabilitation programme. The length of the controlled period with the alcolock is from one to three years. The offenders also have to take part in regular tests for alcohol dependency during the period. This follows on from an alcohol interlock pilot project for drink driving offenders which started in summer 2005.

## EU and ETSC News

Following the publication of the new proposal for a Directive on cross border enforcement Member States and the European Parliament have begun to analyse the text and look at proposing improvements. At present the Directive proposal foresees a system that would transmit and communicate drink driving offences alongside other priority areas of speeding and seat belt use. An ambitious timetable will be set by the French Presidency who are looking to reach an agreement by the end of 2008. The Spanish MEP Ines Ayala Sender is the rapporteur for the Directive in the European Parliament. The Report will be put before the Transport Committee either before the end of July and should be adopted by the European Parliament in the plenary in the autumn. The Council Working Group on transport had its first exchange of views at the start of June where Member States presented their first positions on the proposal.

At the start of June ETSC and the Belgian Road Safety Institute (IBSR/BIVV) organised a "Safe and Sober" Talk in the Belgian Parliament to discuss the key priorities in tackling drink driving in Belgium. The conclusions were that improved law enforcement and data collection must be the first priorities for the country's road safety. Some 300 fewer people die in road crashes in Belgium today than in 2001. However drink driving accident data in Belgium remain incomplete and patchy, with blood test results available in only 45% of fatal crashes, according to the IBSR. This is nevertheless an improvement on the 25% registered in 2004. The number of screening tests, conducted during the yearly BOB campaign, have also increased from 83, 500 in 2002/2003 to 157, 000 in 2005/2006, yet this falls short of the required 2 million tests a year covering a third of all drivers, as was suggested by the 2007 General Assembly on Road Safety. Another topic covered at the Talk was the legislative proposal on the introduction of alcolocks in Belgium. This is expected to be adopted by the Belgian Parliament before the end of the year, said MP Jeff van den Bergh. This law, targeting recidivist offenders, will be among the first of its kind in the EU.

In early April ETSC organised a Transport Safety Dinner debate to discuss young drivers and drink driving. At present 18-24 year-olds account for about 27% of driver deaths and for between 20% and 30% of all traffic deaths. Alcohol is a key element in many of those, particularly when combined with speeding or night-time driv-

ing. ETSC also published a new policy paper on the topic entitled: "Drink Drivers: Young drivers and recidivist offenders" which put forward a number of recommendations which were also subject to discussion at the Dinner. One key recommendation was that a BAC limit of maximum 0.2 g/l for novice drivers must be introduced throughout the EU. "A zero BAC level will work only if combined with effective "young driver enforcement" and targeted communication campaigns," said Ad Hellemons from the Dutch National Police Agency at the debate. Another simple and effective measure is also supported that the Police conduct an alcohol test every time a driver is stopped for whatever reason. The new publication also promoted the alcolock and proposed that Member States must also ensure that alcolocks be installed in the cars of all recidivists and serious first time offenders. The effectiveness of this measure has been proved by various studies showing that alcolock users commit 65-90% less repeat offences than drivers whose licence has been withdrawn.

### Upcoming Events

The Traffic Injury Research Foundation (TIRF) and the Swedish National Road Administration (SRA), in partnership with the European Transport Safety Council (ETSC), and the International Council on Alcohol Drugs and Traffic Safety (ICADTS), are pleased to announce they are hosting the 9th Annual International Alcohol Interlock Symposium. The symposium is being held in Tällberg, Sweden from August 24th - 26th, 2008. ETSC will also be holding a Safe and Sober Talk in Poland hosted together with "Road and Safety" in the city of Poznan on 15 October 2008. The objective of the Talk and the "Safe & Sober" campaign is to raise awareness amongst policy makers, the private sector as well as some key opinion leaders for a systematic approach to reduce drink driving, especially in commercial transport.

# Poland Country Focus

## Road Safety and Drink Driving in Poland

In Poland, the number of deaths have decreased by only 0.9% between 2001 and 2007. In 2007, traffic deaths went up again by 6.5% (National Police data). In 2007 10.9% of the deaths (409) were alcohol related which represents a slight increase from 2006 (404). Poland's proportion of drink driving deaths in the total of traffic deaths in 2007 was 8.3%. Poland performs rather well in the ETSC PIN ranking comparing the average percentage change in road deaths resulting from crashes related to drink driving between 1996-1998 and 2005 where drink driving deaths dropped by 7.8% (PIN). Yet more efforts must be made to reduce this even further.

In 1993, Poland set up a National Road Safety Council (NRSC). It is headed by the Minister of Infrastructure gathering representatives from a number of other ministers, the Chief of Police and others. The NRSC coordinates the government's road safety policy and monitors its success and impact. There are also Regional Road Safety Councils in all 16 regions.

Poland has also had a targeted road safety strategy since 2001 that was termed GAMBIT 2000. The target was no more than 4,000 deaths in 2010. In 2005, the strategy was revised, including even more ambitious targets for 2007, 2010 and 2013. The target set out in GAMBIT 2005 is to reduce the number of deaths from accidents caused by drunk drivers, pedestrians and cyclists from 12.2% to 6% in 2013.

## Alcohol Consumption Trends

Experts cite a growing level of alcohol consumption amongst young people and the need to start with education at a younger age and involve young people and also their parents in these activities. According to opinion surveys social support is still needed to increase the designated driver concept. There is also a marked urban/rural divide in the different problems relating to drink driving. In rural areas real problems are posed by lack of alternative transport to get home either. In urban areas there is still not enough police enforcement to tackle drink driving especially amongst younger people.

Clearly different counter strategies are needed to tackle them both.

## Sanctions and offences

In Poland, the number of detected alcohol offences dropped by 20% between 2006 and 2007 though this figure also includes cyclists.

In Poland, the maximum BAC is 0.2mg/ml. Between 0.2mg/ml and 0.5mg/ml an offender faces a fine and a license withdrawal. If you drive over 0.5 you are committing a criminal offence and will receive a criminal record, have your license withdrawn and can face a prison sentence. The seizure of the car by the Police is now also possible.

In 2007 the 'Quick Court Procedure' was introduced to enable quick penalisation of offenders within 24 hours. The Police can also request the judge following the judgment to "name and shame" the offender by publishing their details in local newspaper, a notice board at the City Hall and local police websites. The tightening up of sanctions and the introduction of the quick court procedure has been quite key in deterring drink driving in Poland.

## Enforcement

About 7% of the Polish police force makes up a specialised traffic police. This accounts for 4,500 traffic police for a country of 39 million. Responsibility for road safety is mainly with the regional Chiefs of Police while the National Police Board retains the right to launch national schemes and co-ordinate international actions.

Alcohol is checked mostly in routine controls. Random breath testing actions, so called "road blocks", are also carried out. It is recommended that every driver that is stopped for whatever reason will be tested for alcohol. There is a proposal under development that will make this compulsory in 2009. Every traffic patrol has a breathalyser. A breath test is also always taken following a crash.

Some Police forces have undertaken enforcement activities focusing on the "Dry morning". Police officers take advantage of slow moving traffic in the morning rush hour and do alcohol checks. These checks are undertaken in combination with high levels of media attention

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to inform the drivers. The Polish Police also participate in TISPOL's bi-annual drink driving enforcement campaigns. The Polish government has recently successfully included purchasing enforcement equipment including 1,000 breath testers as part of the EU Structural Funds under the Sectoral Operational Programme for Transport.

### Data

Within the framework of the European Road Safety Observatory a new Polish Road Safety Observatory should be realised to collect regularly drink driving data and thus inform decision making, target setting and resource allocation for drink driving counter-measures.

### Campaigns

The National Road Safety Council has run a number of campaigns on alcohol. A nationwide "Don't Drink and Drive. That's why there has to be two of us – sober driver and I " campaign was run July-August 2006 and received widespread press attention. The campaign was supported by taxi companies and a powerful actor in Poland: the Catholic Church which gave great reach in the rural areas. More recently the Council has shifted its activities to the local and regional level focusing on pilot projects embracing education, media campaigns and enforcement.

An annual road safety week is run in Poland and the Catholic Church is also very active. The Global Road Safety Week in 2007 was a rallying point for many different actions involving the Catholic church.

At the end of April the National Road Safety Council launched an anti drink driving campaign entitled: "100 years! It's not even enough to pay for someone's life. Drinking? Don't drive!" in the town of Lublin – 350,000 inhabitants with more than 20% of students. "100 year!" refers to the Polish birthday song but also to the impact that a drink driving crash can have on a person, family and friends. It is run together with the support of the City Council, the Polish Brewers and the Polish Spirits Industry (PPS). Cinema spots and TV spots were also launched as have posters on billboards, buses and in bathrooms

at pubs and restaurants. Leaflets were handed out at different social and musical events and by the Police. The campaign was run for one month in Lublin and then was evaluated (also within the context of the EU project CAST) and will possibly be extended to the national level. The evaluation study proved that intensive campaign reached 93% of the target group, almost 50% declares a change in their behaviour, but most importantly 80% states that they are not going to let others drive under the influence of alcohol.

The campaign has also been run together with the Catholic church who have displayed posters in 10,000 parishes in Poland. Priests also dedicated one mass to road safety and drink driving on Sunday the 20th of April: the day of 'Prayers for the Driver'. Religion is important in Poland where 90% are Catholic and 60% of Poles participate in some sort of a church activity every week. There is also a Catholic NGO Krzys which focuses particularly on combating drinking and driving. This NGO also runs a designated driver programme and links up to the 'European Nights without Alcohol' (NESA). Read more about Krzys in our interview.

The local Police are also very active in different regions and localities in undertaking drink driving enforcement activities and campaigns.

Another example of a regional action group is the "Road and Safety" NGO, one of ETSC's Polish members. They work in the town and region of Poznan and last summer ran an anti drink driving campaign which they are hoping to repeat this year. They have prepared and disseminated a brochure for Police to give out during their enforcement activities. The leaflet detailed the legal implications of drinking and driving, sanctions, the impact of alcohol and promoted alternatives such as taxis. The campaign also included posters and billboards as well as broadcasting TV spots on local channels and in cinemas during the summer holidays.

The Polish Brewers which cover 90% of the Polish beer market have also been very active running anti drink driving campaigns at a local level. They launched their activities in October 2006 when they



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signed the Road Safety Charter. Its main actions involve running actions in pubs, bars and clubs in different towns in Poland promoting the designated driver concept. Together with specially trained promoters actions include breath testing with breathalysers and also allowing people to try driving off road first sober then with "alco-goggles". These give a feeling of how the driver's mental and motor skills are affected by alcohol. The aim of the actions are to stress the importance of designating a sober driver to take other friends home. The Polish Brewers also work together with Police in the towns where they are currently running their action and the Police step up drink driving enforcement for a short period of time to coincide with the campaign.

This activity has recently been complimented with the launch of a "Responsible Driver Club" which people can sign up to on-line and encourage their friends and family to sign up to as well. Prizes are also offered in this context related to responsible driving such as personal breathalysers or navigation devices.

The Polish Spirits Industry (PPS) is launching its anti drink driving activities with an Internet platform [www.drinkresponsibly.pl](http://www.drinkresponsibly.pl) which includes information on "Drinking? Don't drive.". The objectives of the project are increasing the social awareness and knowledge about dangers and results of irresponsible drinking. Additionally, PPS as a support of its activities is launching the training programme "Social Responsibility of alcohol servers and sellers".

### Alcohol labeling

The Polish Brewers launched on the 1st of April a label to put on every beer can and bottle with the slogan: "I never drive after I drink". This followed some consumer research where different labels related to responsible alcohol consumption were presented to focus groups. The result was that the sober driving label was the one which had the most resonance. The label which states "I never drive after I drink" is a very personal one and is meant to address the consumer of the beer directly. The impact of the label will be monitored.



### Rehabilitation Programmes

One rehabilitation programme targeting drink driving offenders is being evaluated by the EU funded DRUID research project. The programme consists of co-operation between psychologists and social workers and lasts for a total of 20 hours. There is a need to train up more staff in order to reach more offenders. Moreover the Penalty Point system should be linked up to the rehabilitation programme.

### Pilot project on Drink Driving in Olsztyn

Another interesting initiative is being undertaken in the town of Olsztyn, in north eastern Poland, to tackle drink driving bringing together key actors including the Road Safety Partnership (part of the Global Road Safety Partnership), the National Traffic Police, the National Road Safety Council, and local road safety stakeholders including the Olsztyn traffic police, regional road safety council and Olsztyn city government. Other key partners include the Polish Spirits Industry (PPS) and the Polish Brewers.

The project aims to:

- provide a pilot opportunity for the Polish traffic police to develop and test a strengthened enforcement approach that incorporates the European recommendations on traffic law enforcement and makes random breath testing a standard component of traffic law enforcement efforts.
- develop and pilot a targeted, multi-sector and locally coordinated drinking and driving initiative in Olsztyn that is designed using local pre-project research (crash data assessment, road side breath testing surveys, driver surveys), is enforcement led and incorporates public information and community-based programmes to preventing drinking and driving.
- establish a local dedicated, multi-sector working group on drinking and driving prevention to develop, implement, monitor and evaluate the pilot that could, it is hoped, take on the role of coordinating the development of a drink-drive strategy after the pilot initiative.

First results from the situation assessment giving an overview of drinking and driving will be available in the autumn and will be presented in the autumn Drink Driving Monitor.

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## Alcolocks

At present there are no plans to introduce alcolocks in Poland. However, in a recent seminar organised by the Swedish Road Administration in Warsaw, it emerged that hauliers servicing Sweden may consider introducing these devices as they become more the norm in Sweden and Polish companies compete with other Swedish ones for contracts where alcolocks are requested by the contractors. Equally there are no plans yet to introduce alcolocks into rehabilitation programmes of offenders although this would be much welcomed by road safety experts and campaigners.

## Conclusions

Poland's change in its sanctions regime and the accompanying publicity have played a role in contributing to an overall drop in drink driving casualties and offences in Poland. However resources for police enforcement for both equipment and to recruit more Traffic Police are sorely needed to keep up with this problem. Recent experience shows that a number of government and non-governmental organisations, as well as the Catholic church are very active in Poland at a regional and local level in cooperating in partnership to reduce drink driving. There is still a way to go in introducing a societal sea change which will make drink driving socially unacceptable. More public opinion research is needed in understanding what motivates people to drink and drive in Poland. Crucial also is co-ordination between the key government agencies as well as with the NGOs and communication to the public via the media.

## ETSC Interview

### Ellen Townsend in conversation with Marian Midura the National Chaplain for Drivers in Poland



**ETSC:** What are the aims of your work in tackling drink driving in Poland?

**Mr. Midura :** As a Catholic priest I preach one of God's commandments: "Do not kill". This means do not kill another person but also not yourself. Therefore if I see a drunk person who is about to drive home then I also intervene and say: "do not do it!". Our communist legacy has resulted in a lack of respect of the law, including also the traffic law. Today it is the duty also of the Church to bring the people to respect the law - also the law of the traffic.

This is not an easy job!

**ETSC:** How can working through religion bring about a change in drink driving behavior in Poland?

**Mr. Midura :** In Poland religion is very strong and we still have a high turn-out for Holy Mass on Sundays. Here we bring together in the Church teaching about God's commandments and traffic regulations. I have started to teach in Church and through the media that it is sinful to drink and drive. In July 2000 we started "KRZYŚ" – a designated driver campaign for the whole country. We sent posters and information to each parish (10,500 parishes in Poland) and many priests made use of this information and profiled it. On the 25th of July we celebrate the feast of Saint Christopher (the patron saint of drivers and travelers). Many priests have special blessings for drivers and their cars and make use our posters and prayers and especially prepared sermons.

**ETSC:** What is the reaction of the parishioners after the special

masses given on 20th of April's "Prayers for the Driver"?

**Mr. Midura :** Following on from the special Bishops Conference in 2005 which nominated me as National Chaplain of Drivers I prepared a special program: "Safe life on our roads". The Bishops agreed to put it on their national pastoral program and in April (during World Road Safety Day and week) we focused on giving a special message to all drivers in all parishes. Since then this has become an annual event. Parishioners listen with great attention and respect to specially prepared sermons. We especially appeal to parents and older people to look after our youth and to stop them from drink driving.

**ETSC:** What are the main activities?

**Mr. Midura :** Building on different actions on road safety the MIVA Polish Bishops Conference established in 2005 a special priest to be National Chaplain for Drivers.

Another organisation called KRZYŚ (Chris) runs a sober and polite driver campaign which runs according to the principle of the designated driver campaign or BOB. Krzys was chosen as it comes from St. Christopher who is the patron of the drivers. This is also a very popular name in Poland. The logo was drawn by Andrzej Mleczek a very famous Polish artist. [www.krzys.org.pl](http://www.krzys.org.pl)



We also work in co-operation with the 'Safe Driver' – Krzysztof Hołowczyc's Foundation [www.kierowcabezpieczny.pl](http://www.kierowcabezpieczny.pl). This foundation was established in 2004 by Krzysztof Hołowczyc – a racing driver, and a Polish and European Champion. This popular sportsman is also an advocate in the field of road safety in Poland.

Later this year we will organise the seventh National Pilgrimage of the Driver to the national shrine of Jasna Gora (Czestochowa). This will also focus on drinking and driving. In April we also organised a National Sunday of praying for drivers and joined in the campaign mentioned earlier on the "100 years" of the National Safety Council.



*ETSC: What more should be done by the government and other NGOs to tackle drink driving in Poland?*

**Mr. Midura:** We really need to concentrate on working together and teaching people to respect the traffic law. Crucial also is that the Police step up their enforcement efforts and breath test every driver they stop regardless of time or place.

*ETSC: What are the most important lessons you have learnt through your work which could be of relevance to other countries in the EU?*

**Mr. Midura :** That religion can and must support national law and traffic regulation but that people of the Church such as me and of the government must also set an example and respect the traffic law and always be friendly as well as polite drivers and users of the roads. Finally other countries are also engaging their churches these include: France, Germany and Italy.



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