

Mid Term Review of the European Commission Transport White Paper 2011-2020

Briefing - European Parliament Own Initiative Report

January 2015

Context

In 2011, the European Commission published its Transport White Paper "Roadmap to a Single European Transport Area-Towards a competitive and resource efficient transport system"¹. This followed the EC's 'Road Safety Policy Orientations' (RSPO), published in July 2010, a framework with the objective of reducing road deaths by 50% by 2020².

The 2011 White Paper was welcomed by ETSC, primarily for including a 'Vision Zero' complementing the "Road Safety Policy Orientations 2011-2020" target of halving road deaths by 2020. ETSC also welcomed the ambition "to be the best in the world"³. The White Paper also reiterated the priorities set out in the 'Road Safety Policy Orientations". However, the White Paper fell short of integrating road safety in all policies that have an impact on road users' risk levels, including for example, land use planning, public procurement, enterprise, environment or taxation.

While ETSC welcomed the adoption of the 2020 target, ETSC's response to the RSPO was that it was a significant step backwards compared to the three previous European Road Safety Action Programmes⁴. In 2010, the road safety community had hoped for, and expected, a new EU 10-year action programme providing a vision, priorities and a detailed road map against which performance could be measured and delivery made accountable. The RSPO fell short of those expectations.

Almost half way to 2020, the European Commission is now undertaking a review of the RSPO and the Transport White Paper, with the European Parliament undertaking an Own Initiative Report on the White Paper. This briefing reflects ETSC's analysis of the measures that have been undertaken, but will also remind policymakers and other

¹ http://ec.europa.eu/transport/themes/strategies/doc/2011_white_paper/white-paper-illustrated-brochure_en.pdf

² http://ec.europa.eu/transport/road safety/pdf/com 20072010 en.pdf

³ http://etsc.eu/etscs-response-to-the-2011-european-commission-transport-white-paper/

⁴ http://etsc.eu/response-to-the-european-commissions-policy-orientations-on-road-safety-2011-2020/

stakeholders of the need to redouble European efforts in the field of road safety and to strengthen and expand the scope of action needed to reach the 2020 target.

Progress 2010-2013

ETSC's Road Safety Performance Index (PIN) programme provides an annual assessment of the state of the art in road safety figures from across the EU.

The latest report reveals that in 2013 26,025 people were killed in the EU28 as a consequence of road collisions. The annual progress since 2010 has been a 6.2% reduction on average in the EU28: 6.7% is needed to reach the 2020 target. The EU28 has collectively reduced the number of road deaths by 18% since 2010.

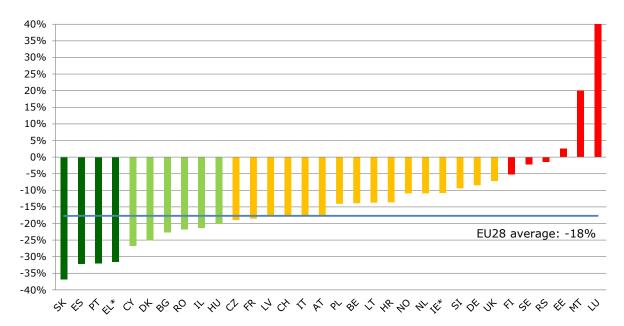


Fig. 1: Percentage change in road deaths between 2010 and 2013⁵
*National provisional estimates used for 2013, as the final figures for 2013 are not yet available at the time of going to print. Numbers of deaths in Luxembourg and Malta are small and are therefore subject to substantial annual fluctuation.

EC actions 2010-2014

Analysis of the progress made over the period 2010-2014 must recognise that the actions taken by the European Commission since 2010 will not yet be fully reflected in the data because many policy initiatives have not yet been fully implemented.

For that reason this briefing also looks at the measures taken over the period 2001-2010 in a subsequent section.

What follows is a list of the main measures taken since 2010.

⁵ ETSC (2014) 8th Road Safety Performance Index Report.

Legislation

- eCall: the legislation on the introduction of this technology via type approval should be concluded at the end of this year. The legislation on the infrastructure needed for it to function was already adopted in late 2014.
- Tachograph Regulation 165/2014: updated to integrate smart applications and thus combat fraud, thereby improving enforcement and road safety.
- Cross Border Enforcement Directive: originally adopted in 2011, a new proposal was put forward with May 2015 as a deadline for a final formal agreement, following a ruling from the European Court of Justice.
- Roadworthiness: a new package covering technical checks of four-wheel vehicles, adopted in 2014.
- Regulation 168/2013 on the type approval of L category vehicles (e.g. motorcycles) mandated the introduction of Automatic Headlights On and Advanced Braking Systems.
- Weights and Dimensions: proposed in 2013 and soon ready for final adoption it paves the way for future mandatory introduction of safer cab fronts via type approval.

Consultations

- The Directive on the Certificate of Professional Competence covering professional driver training is up for revision. A consultation was held in 2013.
- The Infrastructure Safety Directive is up for revision with a stakeholder consultation held in 2014.
- The Tunnel Safety Directive is also up for revision with a stakeholder consultation held in 2014.
- The General Safety Regulation is up for revision and a stakeholder consultation is ongoing.
- The Pedestrian Protection Regulation is up for revision and a stakeholder consultation is ongoing.

Studies

- A study on evaluating the benefit of speed limiters and looking at the introduction of Intelligent Speed Assistance on professional vehicles was published in 2013. Its recommendations are feeding into the revision of the General Safety Regulation consultation.
- A study on Alcohol Interlocks was published in 2014. Its recommendations are feeding in to the revision of the General Safety Regulation consultation.
- A study on Event Data Recorders was published in 2014. Its recommendations are feeding in to the revision of the General Safety Regulation consultation.
- A study on safety of tyres was published in January 2015.
- Distraction: a study is due to be published at the end of 2015.

Non-legislative

Adoption of Vision Zero in the Transport White Paper.

- Adoption of a target to reduce road deaths by 50% by 2020, compared to 2010 levels.
- Adoption of the Urban Mobility Package including road safety as a horizontal priority in the Sustainable Urban Mobility Plan Concept.
- Organisation of an annual progress press conference with the Transport Commissioner helping to keep up political will and attracting media attention on progress on reducing road deaths.
- First Milestone towards a Serious Injury Strategy was adopted in 2013, including a common EU definition of a Serious Injury.
- EC Paper on Best Practice in National Road Safety Planning

The measures implemented in 2011-2014 are not enough to match up to the ambitious target set for 2020. The European Commission needs to fast track measures which will have a high life saving potential.

EC Actions 2001-2010

The adoption and implementation of legislation, during the 3rd EU Road Safety Action Programme (RSAP) 2001-2010 surely contributed to the reduction in road deaths seen during the past four years. Yet, it should also be noted that less than 30% of the 62 measures in the 3rd RSAP were completed by 2010.

In the view of ETSC the most important completed actions (in terms of life saving impact) were:

- Adopting the framework Directive 2008/96/EC on Infrastructure Safety
- Amending the Driving Licence Directive
- Adopting an existing UNECE regulation to include seat belt reminders for the driver's seat (not yet for front and rear passengers).
- Adopting the Pedestrian Protection Regulation 2009/78.
- Making the first efforts in the form of an EC Recommendation on enforcement and proposing a Directive on the cross border enforcement of traffic law.
- Adopting the General Vehicle Safety Regulation 2009/661/EC.
- Introducing Daytime Running Lights under Commission Directive 2008/89 on new motor vehicles.
- Adopting Directive 2007/38 on retrofitting Blind Spot Mirrors to Heavy Goods Vehicles.
- Adopting the Tunnel Safety Directive 2004/54/EC.
- Adopting Directive 2003/59/EC on the training of commercial drivers.
- Adopting tighter legislation on enforcement of driving and rest periods for commercial road haulage (Regulation EC 561/2006).
- Extending the mandatory use of seat belt wearing to coaches and heavy goods vehicles (Directive 2003/20/EC).

One of the most important lessons learnt from the 3rd RSAP was that, if more legislation and proposals had actually been translated into action, then possibly even more lives

would have been saved. Prioritising measures and actions and focussing on those with the most potential for saving lives is crucial and was not fully achieved in the past decade⁶.

Priorities for the future (2015-2020)

Seek to reach the EU 2020 target of reducing road deaths by 50% compared to 2010 levels

The EU target remains crucial as is action to achieve it. Annual progress since 2010 has been 6.2% on average in the EU28. A year-to-year reduction of at least 6.7% is needed over the 2010-2020 period to reach the target through constant progress in annual percentage terms. The EU target for 2020 is therefore reachable if combined efforts at both national and EU level are stepped up (Fig. 2).

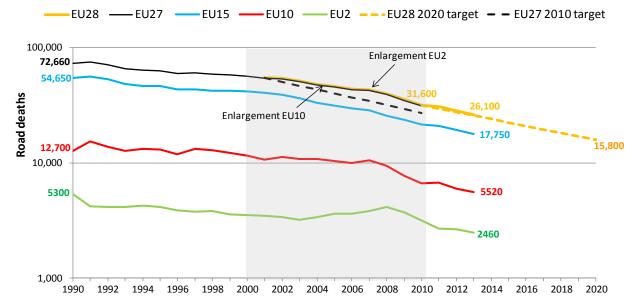


Fig. 2: Reduction in road deaths since 1990 in the EU28 (yellow line), EU27 (black line), the EU15 (blue line), the EU10 (red line) and the EU2 (Bulgaria and Romania, green line)⁷. The logarithmic scale is used to enable the slopes of the various trend lines to be compared. Source: CARE database 1990-2000 and ETSC PIN Panellists (2001-2012).

Adopt a target and a strategy to reduce the number of people seriously injured

Although a common EU definition of seriously injured casualties was adopted in 2013, the EU missed the opportunity to adopt a target and measures to achieve it. This is now on the agenda and the European Commission has committed to set a common EU target this year for the reduction in the number of seriously injured people by 2020. As indicated in Fig. 3, a 35% reduction in the number of seriously injured over the period 2014-2020 would be similarly challenging and achievable for the Member States to the target to halve road deaths between 2010 and 2020.

⁶ <u>http://etsc.eu/response-to-the-european-commissions-policy-orientations-on-road-safety-2011-</u>2020/

⁷ http://etsc.eu/8th-annual-road-safety-performance-index-pin-report/

Recommendations

- Adopt a target of 35% reduction between 2014 and 2020 in the number of people seriously injured per year based on MAIS3+.
- Adopt a fully fledged strategy to tackle serious injuries including measures against which delivery can be made accountable.

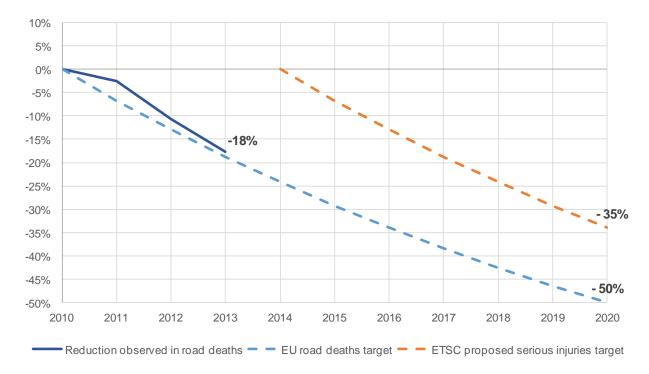


Fig. 3: Reduction in the number of road deaths (dark blue line) plotted against the EU target for 2020 (light blue dotted line), with ETSC's recommended target for reduction in the number seriously injured (orange dotted line).

Seven strategic objectives of the Road Safety Policy Orientations

The seven strategic objectives of the RSPO⁸ (also included in the Transport White Paper) remain relevant.

Road safety policy should be priority led and evidence based. ETSC has always stressed that the EU should focus its activities on the key causes of road traffic deaths: speed, drink and drug driving, and lack of protective systems (seat belts, child restraints and helmets), poorly constructed roads and inadequately equipped vehicles. This also includes realising a new list of measures to tackle serious injury.

ETSC believes there are four main priority areas to be addressed in the next five years (2015-2019), only some of which are included specifically in the RSPO's seven objectives. The measures identified relate to the main causes of death and serious injury in the EU⁹.

⁸ http://ec.europa.eu/transport/road_safety/pdf/com_20072010_en.pdf

⁹ For a full list of ETSC's recommendations see ETSC's Blueprint for a new Road Safety Action Programme and ETSC's Response to the EC's "Road Safety Policy Orientations".

1) Speeding - Excessive speed is the single biggest contributory factor in road collisions resulting in death¹⁰. On average, a 1% reduction in the mean speed of traffic leads to a 2% reduction in injury accidents, a 3% in severe injury accidents and a 4% in fatal accidents¹¹. The European Commission's Transport White Paper recognised that: "reducing speed is an extremely effective way to reduce not only the risk of collisions but also fuel consumption,"

Recommendations

- Adopt an EU wide maximum speed limit of 120km/h or less for the EU TEN-T and encourage Member States to adopt a maximum 50km/h in urban areas and a maximum 30km/h in residential areas and areas with high levels of pedestrians and cyclists.
- Adopt legislation for fitting all new passenger cars with an overridable assisting Intelligent Speed Assistance (ISA) system¹².
- Adopt legislation for fitting all new commercial vehicles with assisting Intelligent Speed Assistance systems, in line with the recommendations of the evaluation study conducted on behalf of the European Commission¹³. The system should be overridable up to 100km/h for buses and 90km/h for lorries, in line with existing EU legislation on speed limiters.
- 2) Drink and Drug driving Approximately 6,500 lives would have been saved in 2010 if all drivers had obeyed the prevailing drink driving laws¹⁴.

Efforts to tackle drink driving are paying off, through reducing the legally permitted blood alcohol concentration, enforcement efforts and the use of alcohol interlock devices. However, drink driving remains the second biggest killer on EU roads. At the EU level the range of psychoactive substances available for illicit use is widening and this is further proven by the increased prevalence of illicit drugs in drivers killed in traffic collisions.¹⁵

Recommendations

- Propose rules setting zero tolerance for drink driving for all drivers.
- Adopt common standards for roadside drug driving enforcement.
- Mandate alcohol interlocks for first time high level and repeat offenders and professional drivers.

¹² ISA is the general term for advanced systems in which the vehicle "knows" the speed limit for any given location and is capable of using that information to give feedback to the driver.

¹⁰ http://etsc.eu/managing-speed-towards-safe-and-sustainable-road-transport/

¹¹ Nilsson 1982.

¹³ http://ec.europa.eu/transport/road safety/pdf/vehicles/speed limitation evaluation en.pdf

¹⁴ http://etsc.eu/drink-driving-towards-zero-tolerance

¹⁵ ETSC (2012) PRAISE Preventing Accidents and Injuries for the Safety of Employees

3) Infrastructure Safety - Around 56% of the road deaths recorded annually in the EU occur on rural roads, 7% on the motorways and 37% in urban areas¹⁶.

On the TEN-T, motorways, rural roads and urban road networks, EU Member States should be working towards the same high levels of infrastructure safety. The newly adopted TEN-T Guidelines and accompanying funding mechanisms assure that European funds will only be granted to infrastructure compliant with the infrastructure safety and tunnel safety Directives.

Recommendation

• Within the revision of the Infrastructure Safety Directive 2008/96/EC, extend the four main measures to other parts of the road network including all parts of the motorway, rural and urban road networks.

4) Vulnerable Road Users

Cyclists and pedestrians - Road deaths among cyclists and pedestrians have not been cut at the same pace as those for other types of road users, most of the progress has been seen among vehicle occupants.

The risk of being killed in traffic per kilometre travelled is more than nine times higher for pedestrians than for car occupants and more than seven times higher for cyclists.¹⁷ Yet, the advantages of walking and cycling for public health and the environment outweigh their disadvantages.

Recommendations

- Encourage that within urban transport planning a clear hierarchy of transport users is adopted, with pedestrians and cyclists at the top of the hierarchy.
- Introduce energy absorbing front underrun protection for all new heavy goods vehicles.
- Remove exemptions that exist so as to oblige use of side guards to protect other road users in collisions with trucks.
- Improve rear underrun protection systems with a lower ground clearance as well as higher test forces.
- Improve the driver's current field of view by lowering the eye height, enlarging the size of the window apertures, through the windscreen and through the side door window and to the rear, extend the size and positioning of mirrors.
- Devise a new simple deflection test procedure with separate impactors for the appropriate zones of the front end.
- Further improve the current tests covering pedestrian upper leg and pelvis to bonnet leading edge tests and adult head to windscreen test.

¹⁶ http://etsc.eu/5th-annual-road-safety-performance-index-pin-report/

¹⁷ http://etsc.eu/transport-safety-performance-in-the-eu-a-statistical-overview/

Powered two wheelers - In the EU27 PTW riders represent 17% of the total number of road deaths while accounting for only 2% of the total kilometres driven.¹⁸

Motorcyclists face a much higher risk of being killed than other road users. For the same distance travelled, the risk for riders of being killed in road collisions is on average 18 times the risk of car drivers¹⁹.

Recommendation

• Evaluate the opportunity of introducing eCall and Intelligent Speed Assistance as a standard for new PTWs.

5) Traffic Law Enforcement

Increased and well publicised enforcement targeting the main risks of speeding, drink/drug driving and non use of seat belts on the road forms a fundamental part of achieving the EU 2020 target. Enforcement is a means to prevent collisions from happening by way of persuading drivers to comply with the safety rules. Deterrence is based on giving drivers the feeling that they run too high a risk of being caught when breaking the rules.

Recommendations

- Support Member States in preparing national enforcement plans with yearly targets for compliance in the areas of speeding, drink and drug driving and seat belt use.
- Strengthen the Cross Border Enforcement Directive within the context of the revision in 2016 by ensuring greater convergence in enforcement of road safety related road traffic rules and developing common minimum standards. Ensure the follow-through of the enforcement chain and strengthen sanctions.

New Developments for 2015-2020

ETSC would also prioritise a number of other issues.

1. Integration of road safety into other policy areas

The Transport White Paper missed out including important road safety impacts of some actions and transport policy fields. Integration with other policy areas was part the "Road Safety Policy Orientations 2011-2020"

Recommendations

¹⁸ ETSC (2011) 5th Road Safety PIN report, Chapter 2, Unprotected road users left behind in efforts to reduce road deaths.

¹⁹ ibid

 The EU should adopt a strategy to achieve a stringent integration of road safety in all policies that have an impact on road users' risk levels including, for example, employment, enterprise, environment and youth policy.

2. Funding for road safety

EU funds should concentrate on the improvement of road safety through application of known, effective, science based countermeasures targeting the most life saving actions.

Recommendations

- Reverse the trend of cutting significantly the EU budget for road safety measures
- Through the different EU funds, implement the road safety measures that are known, cost effective and science based.
- Apply conditionality for compliance with road safety infrastructure legislation for use of all EU funds used for building and maintaining roads including the Connecting Europe Facility and the Regional Funds.
- Through the different EU funds promote the implementation of non-industry driven and research-based in-vehicle safety systems with the most live-saving potential.
- Create a major and dedicated R&D initiative for Safer Cars (on the model of the Green Car initiative).
- Channel funds for urban mobility also to support increasing the safety of pedestrians and cyclists.
- Support road safety research as a priority in Horizon 2020.
- Mainstream road safety and thus contribute to joint road safety objectives in other related policy areas such as employment and environment.

3. EU Road Safety Agency

ETSC fully supports the creation of a special EU Road Safety Agency. A safety agency exists for each other transport mode apart from roads. At present every one of the special EU agencies for safety fulfils a different role.

The role of a new European Road Safety Agency should be to

- Coordinate action on road safety between the different DGs.
- Collect and analyse collision data and exposure data.
- Help speed up developments in road safety and provide a good catalyst for road safety information and data collection, and encourage best practice across the EU.
- Label unsafe roads and vehicles, identify unsafe behaviours, and communicate the results to EU road users.
- Propose new areas of legislation for improving road safety.

4. Distraction

Driving whilst using a mobile phone or other electronic devices significantly impairs driving ability. ETSC proposes that the EU consider adopting legislation banning mobile phone (hand held and hands free) use during driving.

5. Work-related road safety

Road traffic accidents accounted for 39% of fatal accidents at work in 2005. ETSC recommends in its report "Work Related Road Safety Management Programmes" a number of areas that should be taken up by the EU²⁰. The most important one is that employers draft a road safety plan in compliance with EU legislation and based on a solid business case to improve the health and safety of workers.

6. Ageing population

While elderly people account for one sixth of European population, every fifth person killed in road traffic is 65 years old or over. Moreover, due to population ageing, elderly people will represent an increasing share of the total population²¹. This could have a negative impact on road safety developments in the future.

Recommendations

- Support and fund projects enabling life-long mobility. It should also involve elderly people in developing policy.
- Stimulate the design of the road environment to fit the abilities of the elderly.
- Within the context of the General Safety Regulation Review, encourage elderlyfriendly design of new vehicles as well as evaluate the impact of new technologies on older drivers.

7. Urban mobility

Following the adoption in December 2013 of the EU's urban mobility package, the EC should now be encouraging the adoption of Sustainable Urban Mobility Plans (SUMPs) in line with its concept through the exchange of best practice and with financial support. With 11,000 deaths on the road in urban areas across the EU in 2012, improving road safety in cities has been recognised as a political priority. It was an important development that safety has been recognised an essential component of sustainable urban mobility and has been included in the proposal for a 'Concept for Sustainable Urban Mobility Plans²²' as a horizontal issue.

²⁰ ETSC (2012) http://etsc.eu/work-related-road-safety-management-programmes/

²¹ ETSC (2008), 2nd PIN Report, Chapter 4 Reducing Older People's Deaths on the Roads.

²² European Commission (2013) Annex: A Concept for Sustainable Urban Mobility Plans to the EC, Communication: Together towards competitive and resource-efficient urban mobility.

Recommendations

- Integrate safety into Urban Mobility Audits and reflect it in common targets in the European Urban Mobility Performance Scoreboard.
- Set up a mechanism to monitor and promote best practice in the take up of road safety as a horizontal issue within SUMPs.
- Apply conditionality for compliance with road safety infrastructure legislation for use of all EU funds.
- Channel funds for urban mobility to support the safety of pedestrians and cyclists as a priority.

8. Public procurement

The European Commission identified in its White Paper that "public procurement strategies can contribute to ensuring for the rapid up take of new technologies within the context of the regulatory framework for innovative transport." The European Commission has yet to realise the potential of procurement and that it can play an important role by including specific requirements on minimum safety levels in vehicle purchase and leasing policies within the review of the public procurement legislation. In doing so, public authorities and companies could contribute to the market penetration of safer cars by supporting the demand for such vehicles and for safety technologies, which would hopefully, in turn, help lower the price of safety technologies²³.

9. Taxation

Within the White Paper's section on pricing and avoiding distortions, the European Commission argues that, at present, many branches of transport are treated favourably in terms of taxation, in comparison to the rest of the economy, including the tax treatment of company cars. Company car registrations account for 50.5% of the 11.6 million passenger cars registered across 18 EU Member States in 2008 (Polk 2009)²⁴. Generally, these arrangements provide conflicting incentives with respect to the efforts to improve the efficiency of the transport system and reduce its external costs. The Commission was set to "examine proposals to achieve greater consistency between the various elements of transport taxation and to encourage the rapid introduction of clean vehicles" (EC Communication 2011:14).

Recommendation

 Recognise the safety performance of vehicles when reassessing vehicle taxation to favour deployment of clean and safe vehicles

²³ http://www.etsc.eu/documents/PRAISE%20Report%201.pdf

²⁴ The share of company cars in total registrations varies between countries. It is lowest in Greece (24%), highest in Germany (60%).

10. Safety benefits of public transport

The core public transport modes (bus and rail) are the safest modes of transport. Trips by public transport, including walking or cycling to and from access points are collectively safer than car trips²⁵. This is another reason why the EU should promote the extension, quality and use of public transport and that conversely more dangerous modes should be discouraged. The Working Document of the Transport White Paper recognised that the safety of public transport will be essential to the greater uptake of public transport (EC Working Document 2011:25).

Recommendations

- Recognise the benefit that the core public transport modes (bus and rail) are the safest modes of transport.
- Recognise that the provision of travel information and travel planning includes a consideration of safety in promoting alternatives of mode and route choice.
- Promote use of funds to support safe modes such as public transport.

11. The external dimension: road safety

The Transport White Paper stated that "transport is fundamentally international and because of this, most actions in the road map are linked to challenges related to the development of transport beyond the EU borders". ETSC would also stress that the EU has a role to include road safety in its relations with its neighbours when it comes to cooperating on transport. EU member states unanimously supported UN resolution A/64/266 on improving the global road safety crisis, which proclaimed 2011-2020 as the Decade of Action for Road Safety. Globally, each year nearly 1.3 million people die as a result of a road traffic collision. Ninety percent of road deaths occur in low- and middle-income countries, which claim less than half the world's registered vehicle fleet. As the world's biggest aid donor, the EU should ensure that EU road safety policy objectives also apply to external programming so as to create consistency in approach and stress the importance of road safety as a priority for the EU in all relevant policy areas. At present road safety is not a policy or programmatic priority for EuropeAid or for the European Investment Bank, despite the overwhelming support of EU Member States for UN resolution A/64/266 on improving the global road safety crisis.

Recommendations

- Commit to condition infrastructure funding to minimum safety requirements, with a particular concern for the protection of vulnerable road users.
- Make a concerted effort especially within the context of the UN Decade of Action to support road safety projects and measures in the low-and middle income countries.
- Support global efforts to include road safety in the UN Sustainable Development Goals.
- Commit to condition infrastructure funding to minimum safety requirements, with a particular concern for the protection of vulnerable road users.

²⁵ http://etsc.eu/wp-content/uploads/2003 transport safety stats eu overview.pdf

- Be a world leader in promoting vehicle safety in UNECE working groups.
- Ensure that EU road safety policy objectives apply to external aid programming including EuropeAid and the European Investment Bank

Further reading

ETSC (2014) 8th Road Safety Performance Index Report

ETSC (2014) ETSC's Response to the European Commission's Urban Mobility Package

ETSC (2013) ETSC's Manifesto for the 2014 European Parliamentary Elections

ETSC (2013) ETSC Response to the European Commission's First Milestone Towards a Serious Injury Strategy

ETSC (2012) Funding for Road Safety in the EU's 2014-2020 Budget

ETSC (2011° ETSC's Response to the Transport White Paper

ETSC (2010) ETSC Response to the Road Safety Policy Orientations 2011-2020

ETSC (2008) ETSC's Blueprint for a 4th Road Safety Action Programme

All publications can be downloaded from www.etsc.eu/publications

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