European Transport Safety Council

Position Paper

EU Funds for Road Safety in the Multiannual Financial Framework 2021-2027

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Introduction

Funding for road safety

In this paper, ETSC presents recommendations for funding for road safety initiatives within the next long-term EU budget, known as the Multiannual Financial Framework (MFF). These recommendations should support work towards meeting the EU's current target to reduce road deaths by 50% by 2020 and the new targets for 2030 as well as the long-term Vision Zero.[2]

2016 was the third consecutive poor year for road safety in the EU: 25,670 people lost their lives compared to 26,200 the previous year - a 2% decrease. But this followed a 1% increase in 2015 and stagnation in 2014. In addition, around 135,000 people were seriously injured on European roads in 2014 according to European Commission estimates based on the MAIS 3+ standard definition of a serious injury.

Building political commitment and leadership at the highest level are prerequisites for preventing road traffic deaths and injuries. The lack of it at EU Member State level has contributed to a failure to invest in safer infrastructure, a decline in levels of police enforcement and limited action on tackling speed and drink driving in a number of countries.[4]

Funding needs to be identified within the new MFF to support investment in road safety measures. Financing road safety would support the principles that underpin the EU budget. Adopting measures to protect EU citizens right to life and mobility delivers a high EU added value and supports transport, one of the EU common policy areas.

The EU is currently preparing its new Road Safety Action Programme 2020-2030. In its input to this new Programme ETSC called upon the European Commission to ensure that "EU funds should support the implementation of those measures included in the EU's new Road Safety Programme 2020-2030 which have the highest lifesaving potential. "In the Valletta Declaration on Road Safety from 2017, Transport Ministers called on the European Commission to "ensure that necessary resources are allocated to research, programmes and projects promoting road safety in Europe". [6]

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[2] A vision can be regarded as a leverage point to generate and motivate change and needs to be far-reaching and long-term, looking well beyond what is immediately achievable. ETSC (2006) A Methodological Approach to national Road Safety Policies. Vision Zero was adopted in the European Commission Transport White Paper 2010, https://goo.gl/BwTY9R

[4] ETSC(2012) 10th PIN Report.

[6] Valletta Declaration on Improving Road Safety (2017), https://goo.gl/JsX7gS

The European Parliament continues to give its own strong support for EU action on road safety including a matching budget to realise its objectives. In 2017 it called for: "the Commission to support initiatives that could improve road safety and thus help to achieve the strategic goal of cutting the number of deaths on European roads in half by 2020 as well as the number of serious injuries." [8] It also: "encouraged the Commission to focus on the safety of vulnerable road users, such as pedestrians, cyclists and motorcyclists." [10]

Road safety as a European public good

The Treaty on the Functioning of the European Union (2009) states that the EU has the competency to adopt legislation to improve transport safety. Road safety is a shared responsibility of the EU and its Member States play an active role in investing in improving road safety.[12] The current EU strategy, "Towards a European Road Safety Area: Policy Orientations on Road Safety 2011-2020[13] called for the: "establishment of a structured and coherent cooperation framework" to implement joint road safety objectives. The road safety policy of the EU aims at: "raising the level of road safety, ensuring safe and clean mobility for citizens everywhere in Europe". [15] Within this wide EU framework, public sector policymakers can be viewed as "producers of traffic safety", which in turn can be characterised as a public good that is "consumed by the general public". [17]

The consequences of collisions are sometimes unfairly divided, a road system is a 'public good', has external benefits and has large indivisible production units, and safety is a qualitative aspect in terms of construction, maintenance, and management of such a road system by the government.[19]

Equal access to road safety for EU citizens

Funding actions to improve road safety so that all EU citizens have high levels of road safety brings a clear EU added value and contribute to the European public good. Road

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[8] European Parliament Report on on the Council position on the draft general budget of the European Union for the financial year 2018 https://goo.gl/HRjHph
[10] ibid
[12] European Commission (2011) Towards a European Road Safety Area : Policy Orientations on road safety 2011-2020 https://goo.gl/bq2Sk3
[13] ibid
[15] ibid
[17] Maier, Gerking, & Weiss, 1989 Maier, Gunther, Gerking, Shelby, Weiss, Peter,1989. The economics of traffic accidents on Austrian roads: risk lovers or policy deficit? Empirica 16, 177-192. Cited in De Sol, A. (2015) Road Safety determinants: Do Institutions Matter? https://goo.gl/B9FBhw
[19] Wesemann, P. Economic Evaluation of Road Safety Measures https://goo.gl/FKuyde

mortality in the EU Member States still differs by a factor of three between the groups of countries with the highest and the lowest risk with Sweden and the UK at fewer than 30 deaths per million inhabitants rising to 99 in Bulgaria and 97 in Romania. The inequalities between EU Member States in terms of road safety illustrate that local, regional and national governments alone are not able to provide for a policy framework that ensures both the highest practicable level of safety and a fair distribution of safety across the European Union.[21]

Priorities for EU Funds 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. They should support the implementation of the measures included in ETSC's proposals for the EU's new Road Safety Action Programme 2020-2030 which have the highest life-saving potential.

EU funds for road safety today

The main opportunities for road safety funding for work in EU countries are to be found in:

- Budgets for DG MOVE (support for road safety within European Transport Policy);
- TEN-T (network safety management, tunnel safety, HGV rest areas) through the Connecting Europe Facility (CEF);
- European Structural and Investment Funds for urban transport and mobility projects;
- DG GROW (Single Market vehicle safety standards development);
- the European Social Fund (for work-related road safety);
- DG SANTE (health sector surveillance of road traffic injury and public health);
- EU-OSHA (the European Agency for Safety and Health at Work);
- DG ENLARGEMENT;
- DG REGIO (Regional Development Fund, IPA, TAIEX and other initiatives);
- DG RESEARCH (road safety research);
- For neighborhood and accession countries in the European region, a regional framework agreement for road safety was established by the European Bank

[21] ETSC (2003) Towards Reduced Road Risk in a Larger Europe, Response to 3rd Road Safety Action Programme, https://goo.gl/BQDDAi

for Reconstruction and Development (EBRD) in 2014.

Despite the increasingly ambitious goals and targets sought, identified risks and demonstrated benefit to cost ratios of publicly acceptable measures, investment in preventing serious health loss in road crashes is not commensurate with the high socio-economic value of its prevention either at EU or national levels.[23]

Cost to society

Putting a monetary value on prevention of loss of human life and limb can be debated on ethical grounds. However, doing so makes it possible to assess objectively the costs and the benefits of road safety measures and helps to make the most effective use of generally limited resources.

Both deaths and serious injuries carry a huge cost to society. A recent study estimated the value to society of preventing all reported collisions in the EU to be about 270 billion € in 2015, which is nearly twice as large as the annual EU budget.[24] Funding needs to be identified within the Multiannual Financial Framework (MFF) to support investment in new road safety measures and prevent these costs.

There were 5,900 fewer road deaths in 2016 than in 2010 in the EU28. This reduction is about 4,040 road deaths short of the reduction that would have occurred in 2016 if annual EU progress had been on track towards the 2020 road safety target by a constant year-to-year reduction of 6.7%.

The reduction in the number of deaths over the period 2011-2016 compared with six years at the 2010 number was 26,580 which is 13,230 fewer deaths prevented than if the annual reduction of 6.7% had been achieved.

The Value of Preventing one road Fatality (VPF)[25] estimated for 2009 in the 5th ETSC Road

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[23] DaCoTA (2012) Road safety management, Deliverable 4.8p of the EC FP7 project DaCoTA.

[24] About 40 per cent of 270 billion EURO represents a saving of GDP wasted in collisions and their consequences, and the other 60 per cent represents a monetary valuation of the saving in human costs to close associates of those who are killed, and to the injured and their close associates. Reported costs show wide variations, mainly due to: 1) methodological differences, especially concerning the method applied for the calculation of human costs, 2) differences regarding the cost components that are taken into account, 3) differences in the definitions of a serious and a slight injury, and 4) differences in levels of underreporting. These issues are taken into account in the corrected estimates. In Wijnen, W.,et al.. (2017), Crash cost estimates for European countries, Deliverable 3.2 of the H2020 project SafetyCube https://goo.gl/Ff6jYo.

[25] In countries where the monetary value attributed to human losses avoided by Preventing one Fatality (VPF) is estimated on the basis known as Willingness-To-Pay (WTP). The use of WTP valuations in transport safety has been advocated by ETSC since 1997. ETSC (1997) Transport Accident Costs and the Value of Safety.

Safety Performance Index (PIN) report has been updated to take account of changes to the economic situation in the intervening years. As a result, we have taken the monetary value for 2016 of the human losses avoided by preventing one road death to be € 2.02 million at factor cost.[26]

The total value of the reductions in road deaths in the EU28 for 2016 compared to 2010 is thus estimated at approximately € 11.9 billion, and the value of the reductions in the years 2011-2016 taken together compared with five years at the 2010 rate is about € 53.8 billion.

If the EU had moved towards the 2020 road safety target through constant progress of 6.7%, the greater reductions in deaths in the years 2011-2016 would have increased the valuation of the benefit to society by about € 26.8 billion to about € 80.6 billion over those years.

Given the financial constraints that many EU countries face, the value to society of improving road safety should be taken into account in policy and budgetary planning processes, expressing in monetary terms the moral imperative of reducing road risk.

The high value of societal costs avoided during 2011-2016 shows once more that the saving potential offered by sustained road safety improvements is considerable, making clear to policy-makers the potential for road safety policies to provide a sound investment.[27] Unfortunately, following pressure to reduce public spending, the number of police officers on the roads enforcing driving laws has dropped in several countries, as well as budgets for road maintenance.[29]

[26] See Methodological Notes, PIN Report 2017, www.etsc.eu/PIN
[27] ETSC (2016), PIN Flash Report 31, How traffic law enforcement can contribute to safer roads, http://etsc.eu/PINflash31
[29] Ibid

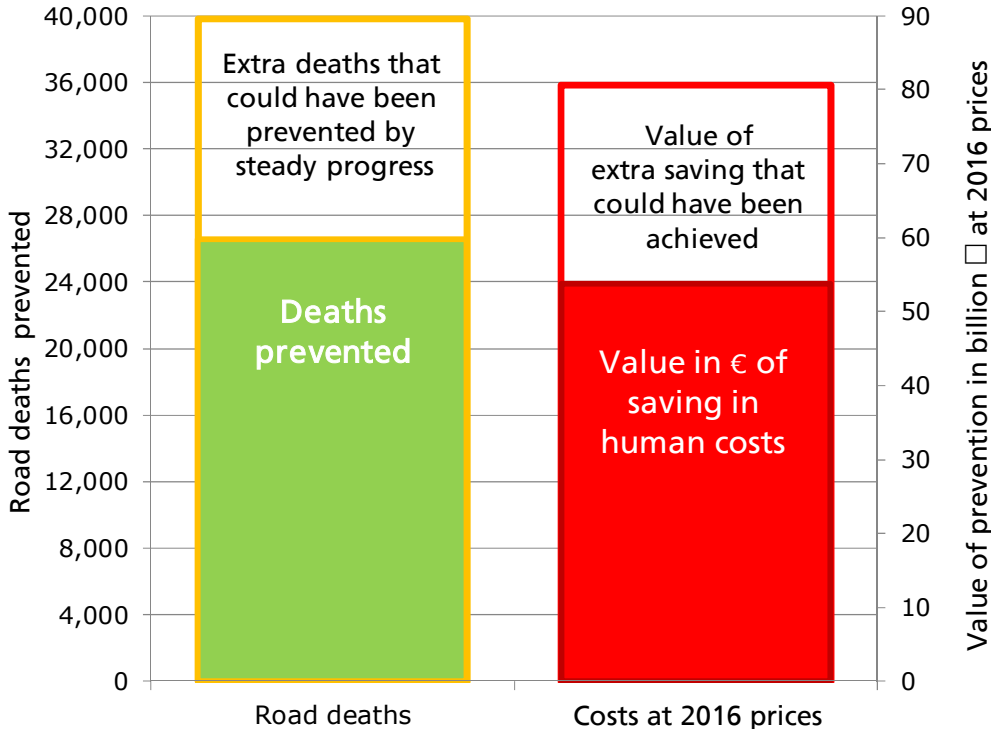

Fig.1: Reduction in the number of road deaths in EU28 2011-2016 and valuation at 2016 prices and value, together with the additional savings – both in lives and in € of preventing this number of deaths – that could have been achieved if the EU had moved towards the 2020 road safety target by steady progress (%).

The cost of serious injuries

A large number of road users involved in traffic collisions recover from their injuries, but some of them never recover fully and suffer from some kind of permanent disability. In 2016 the European Commission, for the first time, published an estimate for the number of people seriously injured on Europe's roads: 135,000 in 2014.[30] The annual reduction in serious injury lags behind reduction in road deaths.[32] An increasing number of people live with lasting impairments as a result of traffic injury. Many serious injuries lead to life-long suffering or permanent disabilities. A large proportion of relatives of dead and disabled victims, suffer psychological disorders. ETSC welcomes that the EU has recognised that road collisions and injuries are a public health problem and that in its new document it communicated the benefits of countermeasures in terms of public health and costs to EU citizens.

[30] European Commission press release (March 2016), http://goo.gl/w0lQkv
[32] ETSC(2012) 10th PIN Report

Funds for Road Safety in the EU Budget

Infrastructure: TEN-T and the Connecting Europe Facility

Between 1.5 and 2 billion € of the EU budget is spent every year on building roads in the EU. EU member states and the European Commission should ensure that this huge amount of money is spent in such a way as to make EU roads safer. The TEN-T Guidelines and accompanying Connecting Europe Facility fund, put in place in 2014, include a specific reference to the two main infrastructure directives: Directive 2008/96 and Directive 2004/54.

Infrastructure safety needs budgets and programmes proportionate to road collision costs.[33] In the area of EU funding, the TEN-T Guidelines need to be strengthened to prioritise upgrading road infrastructure to meet safety requirements. Any simplification of regulatory arrangements in the new budget period should not compromise upholding these safety requirements. Targeting travel on existing road networks which have high safety standards and have benefited from investment to keep them will help reach safety targets. So, for example, Sweden is investing to achieve 75% of travel on 3-star (based on the EuroRAP classification system) roads or better by 2020 and near 100% by 2025.

Regional funds

Similarly strong 'conditionality' to comply with EU infrastructure safety legislation which exists now in the TEN-T Guidelines and road safety policy priorities should be extended to all EU funds including the European regional development funds. Regional development funds should consider infrastructure safety, capacity development for road safety stakeholders and demonstration projects. The Cohesion Fund and European Regional Development Fund do not reflect this prioritisation nor conditionality. These should be inserted both in ex ante and ex post evaluation of projects to benefit from these funds. Moreover, the EU funding contribution percentage should be at the permitted maximum when road safety benefits are clearly included.

Any EU funds being used for road infrastructure should comply with the EU's infrastructure safety legislation. Any funds destined to support urban mobility should also comply with safety standards and should be identified specifically to promote safety

[33] Ministerial Conference on Road Safety 29.03.2017. Valletta, Malta, Rapporteurs' Reports from the Stakeholders' Conference 28 March 2017, https://goo.gl/g5LC1U

including, for example, investments in public transport, cycle lanes and pedestrian infrastructure.

EU-funded research: 9th Framework Programme– Beyond Horizon 2020

The proposal for the 9th Framework Programme Beyond "Horizon 2020" is expected by the end of 2018 and will take into account an evaluation of the current programme.

Sound policies are based on known, effective, science-based countermeasures, which in turn are grounded in good research. The EU's research on road safety has continued in the past decade funding a range of topics including vulnerable road users, technology advancements and infrastructure developments. Collaborative research co-funded by the European Commission has already made important contributions to the reduction of road deaths. There have been overwhelming responses to call topics of H2020 such as MG-3.4-2014 "Traffic Safety analysis and integrated approach towards the safety of vulnerable road users" and MG-3.5)2016 "Behavioural aspects for safer transport" showing that European research partners are keen to research this as a priority topic.[35]

The EU has a global reputation as a centre of excellence and innovation in research and development in areas of road safety. Road safety research should continue to benefit from European funds under the next research framework programme and a list of priority research topics has been released by an EU-funded project Priories for Road Safety Research in Europe (PROS 2012-2014)[36]. There is a continuing need to ensure the dissemination of knowledge about successful measures (good practice) and research results among decision makers and practitioners. A project entitled SafetyCube (2015-2018) was designed to provide a decision support system. EU funds should support the continuation of this project so that it can evolve into a permanent, reliable and up-to-date decision support system for road safety information in Europe.

There are six general principles for carrying out research in the field of road safety:[38]

- Freely available and easily accessible data;
- Plurality of research organisations;
- Open peer review process and open dissemination of results;
- Separation of the research and evaluation functions;
- Multiplicity of funding of R&D;

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[35] ERTRAC (2017) Road Safety Research An Imperative for the Completion of H2020
[36] PROS (Priorities for Road Safety Research in Europe) is a support action funded by the European Commission under the 7th Framework Programme Call SST.2012.4.2-1 (Grant Agreement no 314427).
[38] Transport Safety Organisations In Private and Public Sector, ETSC Review 2003.

- Research as a tool to identify emerging problems.

ETSC has developed recommendations on areas for road safety research priorities for the next decade including a priority section on vehicle safety and automation.[40] This list is not exhaustive and stems from recent ETSC publications.

- Further look at the transitional phase of mixed automated and semi-automated vehicles and interaction with vulnerable road users.
- Look at the effectiveness of measures to reduce blind spot-areas around HGVs and to alert road users of impending near-side turning collisions, with the goal of achieving the highest safety levels for cyclists, pedestrians and PTWs.
- Continue to perfect the safety implications of driver dis-engagement and re-engagement during automated driving.
- Conduct research on optimised and intuitive Human-Machine-Interfaces following the idea of cognitive safety.
- Mandate an evaluation study on crash worthiness optimisation.
- Conduct research on the adaptability of occupant protection devices to the biomechanical characteristics linked to age and gender of the occupant.
- Research the cost-effectiveness of retrofitting older vehicles with an on-board unit which could provide basic C-ITS services that enhance road safety.
- Conduct research on the correlation between laboratory tests and real world safety performance of vehicles.
- Conduct research on new and improved care and rescue measures to further minimise the long-term effects of road crashes, in particular for children.
- Improve data collection and analysis including registration of deaths and injuries and tackle underreporting amongst VRUs.
- Maximise safe use of the physical and digital traffic system.
- Conduct research on the road safety implications of electrically assisted cycles including tampering prevention and infrastructure needs and other new forms of transport using the roads such as unicycles.
- Develop effective enforcement strategies and tactics (building on the work of previous EU funded projects such as ESCAPE and PEPPER).
- Conduct research on the effects of common psychoactive drugs on driving behaviour to ensure countermeasures are fit-for-purpose and keep in line with evolving behaviours.
- Undertake further research into young road user risk and its causes, including

[40] Reference is also made to priorities included in ERTRAC's Input to the 9th Framework Programme https://goo.gl/Suxwu3

competencies linked to safe road use such as hazard perception, the content and effectiveness of training and education.

- Research on the potential safety benefits of the provision and take-up of telematics based insurance for young people.

Road safety projects - DG MOVE

DG MOVE has, over the last decade, supported many projects carried out by NGOs, including ETSC, to improve road safety. The activities of these projects have been diverse and varied. The annual call supporting operational road safety is currently under budget line 06 02 03 in the annual budget and in Heading 1A - Competitiveness for Growth and Employment of the Multiannnual Financial Framework.

Over the past years this has been substantially reduced from a total fund of 9.1 million € in 2007 and will come to an end in 2018. ETSC calls upon the EU to reinstate support of NGOs work on improving road safety in Europe which support implementation of the EU's road safety laws and reaching EU targets of reducing death and serious injury.

For ETSC the availability of these funds in the past years has meant the possibility of implementing projects in very important road safety areas such as improving road safety in South, Central and Eastern European countries just post-accession, vulnerable road users, work-related road safety, cycle safety and young people. These projects have identified best practice and disseminated findings and recommendations in the EU, thereby contributing to achieving road safety objectives in a very cost-effective way.

Support for EU Member States in benchmarking

The EU is currently preparing a new Road Safety Action Programme 2020-2030 and plans for the first time to come up with a new framework to monitor performance in road safety in the EU Member States. Safety Performance Indicators (SPIs) will be chosen which can give a more complete picture of the level of road safety and can detect the emergence of problems at an early stage, before these problems result in collisions. SPIs use qualitative and quantitative information to help determine a road safety programme's success in achieving its objectives.[42] In ETSC's contribution to the process of preparing the new EU Programme[43] it suggests some possible SPIs and a two-step process to be developed by EU Member States, the European Commission and road safety experts.

In a first phase, EU Member States would be asked to collect the data required for the

[42] Project SafetyNet: Deliverable D3.1 : State of the art Report on Road Safety Performance, https://goo.gl/iZqT41

[43] ETSC Briefing 5th Road Safety Action Programme 2020-2030 (2018) https://goo.gl/73Sw5L

indicators. In a second phase, and based on the experience of the first phase, targets would be set to match the performance of the three best performing countries for each indicator. The EU should consider supporting a new project with financial and technical support to identified partners within all EU Member States. This could aim to define the KPIs and start a monitoring procedure in all of the EU Member States. This could greatly enhance the use of the KPIs and support essential work to harmonise definitions, methods, data collection and management.

Support for NGOs and civil society active in road safety across the EU

It is important that NGOs are able to take part in a dialogue with EU institutions and their presence can provide a sound balance in relation to the interests of other players.

European NGOs are valuable in co-ordinating and channelling views of national organisations and citizens as input to the decision making process. NGOs are also crucial in producing scientific knowledge through research and in raising the awareness of the need to take action to improve road safety by the general public. Associations of road traffic victims are also important to take into account when balancing interests in EU policy making. NGOs active in the field of road safety should be supported and their networks extended. This should be both at the national level as well as the European level, in particular for core funds which assist with the coverage of an NGO's basic running costs.

The European Commission should consider taking a similar stance in supporting NGOs active in the field of road safety at EU level as it has done with environment, education, student, youth, development, anti-poverty, equal opportunity and social NGOs and their networks, these can currently apply to benefit from annual core funding. Such funding would give greater stability and sustainability to NGOs working in the road safety sector. This would give them the opportunity to grow as well as reduce the dependence upon other donors.

Enforcement

Increased and well-publicised enforcement targeting the main risks of speeding, drinking and drug driving, distraction and non-use of seat belts on the road forms a fundamental part of achieving the new EU 2030 road safety targets. While education and engineering improve safety in the longer term, effective enforcement leads to a rapid reduction in deaths and injuries.

Joint enforcement actions on the key priorities, such as the Europe-wide day without a road death (Project EDWARD) and so-called speed marathons, should also be encouraged

as this helps foster political will and helps exchange best practice. EU funds for infrastructure (Cohesion and Connecting Europe Funds) should also be used to support the EU Member States' use of recognised enforcement best practices.

International cooperation with neighbourhood countries and third countries

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. The objective of EU development policy is to eradicate poverty in the context of sustainable development and also contribute to the achievement of the U.N. Sustainable Development Goals. Since 2015 these goals have included reducing death and injury on the road.

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. 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. ETSC would also stress that the EU has a role to include road safety in its relations with its neighbours when it comes to co-operating on transport and the subject should be included in pre-accession twinning programmes.

Mechanisms should be sought to extend the principles of the EU's road safety policy to neighbourhood countries. For example, programmes for non-state actors could include funding for road safety. Capacity building initiatives could include road safety training for community actors and professionals. Training programmes on the EU policy orientations on road safety could be provided to EU delegations. This will strengthen decision-making and generate synergies among programmes on the ground which are relevant to road safety.

European Transport Safety Council

Mainstreaming Road Safety in Other EU Budget Areas

Health and safety, work-related road safety, European social funds

European Social Funds should be used to train and educate employers and employees to improve road safety at work and implement the EU's Health and Safety at Work Strategy and reach the new targets of reducing road deaths at work.

Education and culture funds

DG Education and Culture supports youth programmes. Traffic collisions are the single largest killer of 15-24 year olds. The highest risk circumstances of young drivers – in particular male drivers – are associated with speeding, drink driving, distracted driving, non-wearing of seat belts and drug driving. The European Commission's budget should support programmes targeting road safety and young people.

Public health

Road injuries and deaths should be treated by DG SANCO as a public health problem as well as by DG MOVE. The EU's health programme could also support road safety projects that improve conditions from a health perspective. Topics for research under health could include the effects of dietary habits, sleep and stress management on driving and road safety.

Environment and sustainable development

A comprehensive approach to road injuries and deaths should be treated also by the EU's environmental policy as a problem related to sustainable mobility. Sustainable mobility is a key factor in the development plans for the cities of the future.

Main recommendations

The EU should:

- Reverse the trend of cutting significantly the EU budget for road safety measures.
- Adopt measures to reduce the road safety gap between the best and worst performing EU Member States, such as dedicated funds for infrastructure remedial schemes.
- Through its different EU funds, implement the road safety measures that are known, cost effective and science based.
- Create an EU fund to support priority measures such as for cities to introduce 30 km/h zones (particularly in residential areas and where there are a high number of VRUs) and to invest in high risk roads which carry a high percentage of traffic.
- Extend the 'conditionality' to comply with EU infrastructure safety legislation (which exists now in the TEN-T guidelines and road safety policy priorities) to all EU funds including the European regional development funds.
- Fund a new project to provide technical support to define Safety Performance Indicators (SPIs) and launch a new monitoring procedure in all EU Member States.
- Fund Europe-wide joint enforcement actions such as EDWARD, the European Day Without Road Deaths.
- Fund EU Member States' use of recognised enforcement best practices.
- Earmark funds for road safety research for the next EU research budget line.
- Channel funds for urban mobility also to support increasing the safety of pedestrians and cyclists.
- Support both EU umbrella NGOs and the extension of networks of NGOs active in the field of road safety within EU countries.
- Ensure that EU road safety policy objectives apply to external aid programming including EuropeAid and for the European Investment Bank.
- Further support the EU's twinning programme with enables best practice exchange with Member States and neighbourhood countries.
- Mainstream road safety in EU funds and thus contribute to joint road safety objectives in other related policy areas such as employment and environment.

FOR FURTHER INFORMATION

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The European Transport Safety Council (ETSC) is a Brussels-based independent non-profit making organisation dedicated to reducing the numbers of deaths and injuries in transport in Europe.