



BRIEFING | Road safety priorities for the EU in 2018

Memorandum to the Bulgarian Presidency of the
Council of the European Union

January 2018

Contents

Contents.....	2
Summary.....	3
Context.....	4
Key priorities for the Bulgarian presidency.....	6
Reversing the slowdown in reduction in road deaths.....	6
Supporting increased reductions in numbers of serious injuries.....	7
Road Safety Initiatives for 2018.....	9
General Safety Regulation and Vehicle Safety.....	9
Pedestrian and Cyclist Protection.....	10
Professional Drivers and Training.....	11
Infrastructure Safety.....	12
Automation and C-ITS.....	13
Urgent Measures 2018-2020.....	15
Further Reading.....	16

Summary

2016 was the third consecutive poor year for road safety: 25,670 people lost their lives on EU roads compared to 26,200 the previous year – a 2% decrease. But this followed a 1% increase in 2015 and stagnation in 2014.

This drastic slowdown in progress puts at risk the region's target of halving road deaths by 2020. An 11.4% annual reduction is now needed every year between 2017 and 2020 in order to reach the EU's target.

Road collisions give rise to huge costs to society. A recent study estimated the value to society of preventing all reported collisions in the EU to be about € 270 billion in 2015¹, which is nearly twice as large as the annual EU budget.²

In this briefing, ETSC outlines its recommendations on the key EU road safety policy dossiers to be steered by the Bulgarian Presidency of the European Union in the first half of 2018. This briefing also examines the upcoming policy initiatives from the European Commission including progress towards the 2020 target with recommendations for maximising the results of road safety work.

The Bulgarian Presidency should acknowledge the strong return on investment of road safety improvements and prioritise life-saving measures at EU and national level. It should use the opportunity of the Presidency to pursue the following aims:

1. **Show EU leadership** – this will spur on action at national level to adopt short-term measures themselves. In particular, leadership is needed in adopting a new EU Road Safety Action Plan and the new EU legislations on vehicle and infrastructure safety. Similarly, EU institutions can show leadership by adopting in-house road safety policies.

¹ About 40 per cent of € 270 billion 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 between countries, 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>. The same study suggests that if the value of prevention of unreported collisions were included, the costs to society would be more like 500 billion Euro

² European Union, Budget, 2015 figures, https://europa.eu/european-union/topics/budget_en

- 2. Encourage EU Member States and the European Commission to identify unused funds and earmark them for road safety.** Focus spending on priorities that can have an impact quickly, such as enforcement and high risk site management of infrastructure.
- 3. Encourage EU Member States to stay tough on enforcement** both in terms of budgets and showing political leadership.

Context

Alongside legal and moral obligations, there is also a strong economic case to include the prevention of road traffic deaths and serious injuries in EU health policy as well as transport. ETSC estimated the total value of the reduction in road deaths in the EU28 for 2016 compared to 2010 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.³

If the EU countries 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 difficulties that many EU countries face, the value to society of improving road safety should be taken into account in the policy and budgetary planning process, 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. It should be clear to policy-makers that road safety policies are a sound investment.

The political will to improve on recent poor progress until 2020 is important. The lack of it at EU member state level has contributed to a decline in levels of police enforcement, a failure to invest in safer infrastructure and limited action on tackling speed and drink driving in a number of countries. At the EU level, there has also been a conspicuous lack of action. Minimum EU vehicle safety standards have not been updated and plans to revise EU infrastructure safety rules have also not materialised.

In its input to the Mid Term Review of the Road Safety Policy Orientations in 2014 ETSC called upon the EC to implement measures not adopted already in 2011-2014 and stressed that this was needed in order to match up to the ambitious target set for 2020.⁴ Measures

³ ETSC (2017), 11th PIN Annual Report, Ranking EU Progress on Road Safety, <https://goo.gl/5NiS87>

⁴ ETSC (2014) Mid Term Review of the European Commission's Road Safety Policy Orientations, ETSC Briefing <https://goo.gl/UBPvpg>

adopted during the last decade 2000-2010 did help to reduce deaths in the early part of this decade.⁵

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. Lack of EU legislative action in the early part of this decade may have contributed to the current stagnation as the implementation of life-saving legislation has been postponed. The economic upturn may also be having an impact. There too during the economic crisis years of the late 2000s ETSC was calling for concerted efforts to counter road risk which was expected to return with an economic upturn.

The Bulgarian Presidency, together with the European Commission and the European Parliament, should acknowledge the strong return on investment of road safety improvements and prioritise life-saving measures at EU and national level.

⁵ Ibidem

Key priorities for the Bulgarian presidency

Reversing the slowdown in reduction in road deaths

The EU28 collectively reduced the number of road deaths by 19% over the period 2010-2016, far less than the required reduction of 34% needed to meet the 2020 target (Fig.1).⁶ Since the setting of the new road safety target, Portugal, Lithuania and Greece are the only EU member states that have maintained progress towards the 34% reduction. Norway and Switzerland (both non-EU countries) also maintained progress towards the target, with reductions of 36% and 34% respectively.

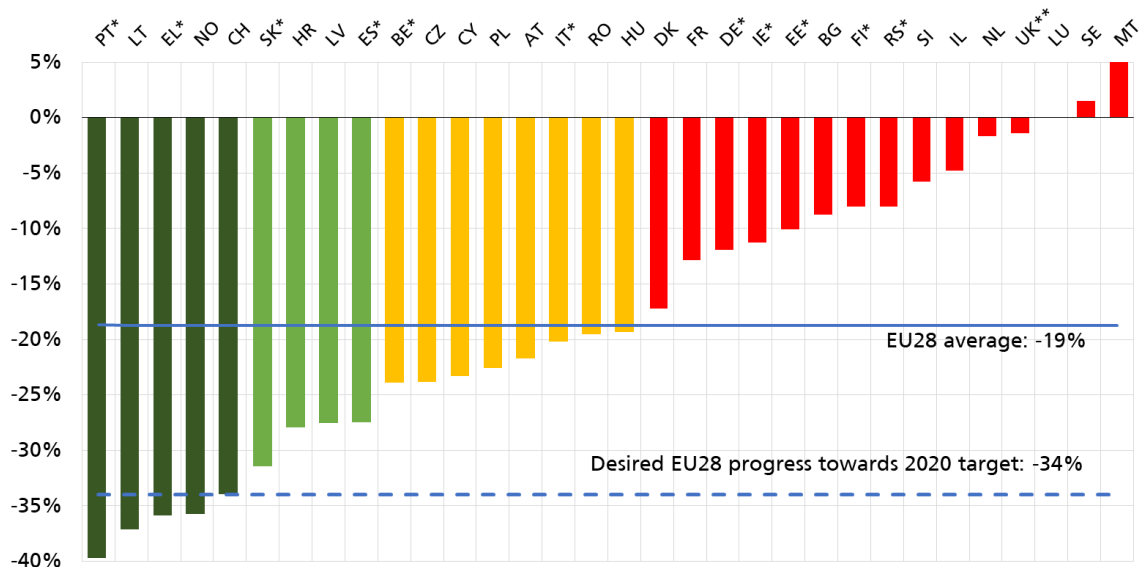


Fig. 1: Relative change (%) in road deaths between 2010 and 2016. *National provisional estimates used for 2016, as the final figures for 2016 are not yet available at the time of going to print. **UK data for 2016 are the provisional total for Great Britain for the year ending September 2016 combined with the total for Northern Ireland for the calendar year 2016. The numbers of deaths in LU and MT are small and, therefore, subject to substantial annual fluctuation. Annual numbers of deaths in CY and EE are also relatively small and therefore may be subject to annual fluctuation.

⁶ ETSC (2017), 11th PIN Annual Report, Ranking EU Progress on Road Safety.

Since 2010, the average annual progress in reducing the number of road deaths in the EU has been 3.4%, equivalent to a 19% reduction between 2010 and 2016. A 6.7% year-to-year reduction was needed over the 2010-2020 period to reach the 2020 target through consistent annual progress. As a consequence of the poor progress between 2014 and 2016, road deaths will now have to be reduced by around 11.4% annually over the period 2017-2020 for the EU to meet the target.⁷

Supporting increased reductions in numbers of serious injuries

In spring 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 2014.⁸ This move required the adoption by all EU member states of a common definition of what constitutes a serious road injury, i.e. an in-patient with an injury level of MAIS (Maximum Abbreviated Injury Scale) 3 or more. Only a few countries have MAIS 3+ data for earlier years, therefore member states should also continue collecting data based on their previous definitions so as to be able to monitor rates of progress, at least until these rates of progress can be compared with those under the new definition.

Collectively, the number of serious injuries in the EU24 has decreased by only 0.5% since 2010, compared to a 19% decrease in the number of road deaths.

In 2010, the Council of the European Union underlined the 'urgent need to address serious injuries, supporting the development of a common definition and agreeing to the principle of a specific quantitative target'.⁹ In 2015 the European Parliament's Report on the Mid Term Review of the Transport White Paper supported "the adoption of a 2020 target of a 40% reduction in the number of people seriously injured, accompanied by a fully-fledged EU strategy".

The United Nations adopted its first formal target to "halve the number of global deaths and injuries from road traffic accidents (between 2010 and 2020)" in September 2015.¹⁰ On the 8th June 2017, EU ministers formally agreed to set a target of halving the number of serious

⁷ ETSC (2017), 11th PIN Annual Report, Ranking EU Progress on Road Safety.

⁸ European Commission Press release (March 2016), <http://goo.gl/w0IQkv>

⁹ Council conclusions on road safety, 3052nd Transport, Telecommunications and Energy Council meeting, Brussels, 2–3 December 2010, <http://goo.gl/zrinpE>

¹⁰ UN Sustainable Development Goals (2015), <https://goo.gl/sJEPvm>

injuries on roads in the EU by 2030 from their 2020 level by endorsing the Valletta declaration on improving road safety.¹¹

It is now critical that a long-term road safety strategy for 2030 is introduced that enshrines the new targets to reduce deaths and serious injuries and measures to achieve those targets.

¹¹ Transport Council conclusions on road safety, 8 June 2017, <https://goo.gl/sVkusY>

Road Safety Initiatives for 2018

General Safety Regulation and Vehicle Safety

Throughout 2017 ETSC has been pushing for the adoption of new legislation to regulate vehicle safety and in-vehicle technology in the EU, in the form of the review of the General Safety Regulation 661/2009. Mandatory safety standards for new cars sold on the European market have not been updated since 2009. These regulations represent the most direct and effective measures the EU has to further reduce road deaths and injuries.

In December 2016 the European Commission published a new report identifying a range of new vehicle safety technologies that are suitable for mandatory fitting as part of a review of EU vehicle safety legislation.¹²

The report names technologies including Intelligent Speed Assistance (ISA) and seat belt reminder systems in passenger seats as 'feasible in terms of the technology required', already available on the market and offering a positive benefit-cost ratio. To mitigate pedestrian and cyclist deaths, ETSC also supports the EC recommendation for mandating Automated Emergency Braking (AEB), which can detect vulnerable road users.

In November 2017, the European Parliament backed a range of new safety measures for cars and vans, as well as new requirements for lorries, including direct vision requirements to improve visibility of pedestrians and cyclists, particularly in urban areas. The European Commission is now expected to publish its legal proposals for revised standards by May 2018. Any further delay to this is unacceptable and risks legislation not being passed during the current parliament's mandate.

The Bulgarian Presidency should take the initiative to promote the safety benefits of these key measures. It should promote their uptake in the EU without delay and pave the way for their adoption under the Austrian Presidency.

¹² European Commission (2016) Staff Working Document and Communication Saving Lives : Boosting Car Safety in the EU <http://bit.ly/2h7GKy1>

Pedestrian and Cyclist Protection

Pedestrians killed represented 21% of all road deaths in 2014, the figure for cyclists stood at 8%. Powered Two Wheelers (PTWs) represent 17% of the total number of road deaths while accounting for only 2% of the total kilometres driven.¹³

However, big disparities exist between countries.¹⁴ The share of deaths of unprotected road users is increasing as car occupants have been the main beneficiaries of improved vehicle safety and other road safety measures. Cyclists and pedestrians are unprotected and are vulnerable in traffic. As active travel is being encouraged for health, environmental, congestion and other reasons, the safety of walking and cyclist must be addressed urgently.¹⁵

Priorities for action to improve the safety of vulnerable road users fall under the three broad headings of infrastructure, vehicle safety and road user behaviour improvements.

ETSC is calling for the extension of the instruments of the Infrastructure Safety Directive 2008/96 to main urban and rural roads with VRUs in mind. Under vehicle safety, much more can be done and priorities should include redesigning car fronts to include cyclist protection (Regulation 2009/78) and introducing vehicle safety technologies which reduce prime risks: Intelligent Speed Assistance (ISA), Automated Emergency Braking (AEB) and alcohol interlocks. Front, side and rear truck safety redesigns should be mandated to improve cyclist and pedestrian safety.

Within road user behaviour, enforcement should be intensified, especially of speeding, in urban areas where there are high numbers of pedestrians and cyclists. Theoretical and practical training, alongside the practical test should be made mandatory for moped riders to obtain an AM driving licence.

¹³ ETSC (2011) 5th Road Safety PIN report, Chapter 2, Unprotected road users left behind in efforts to reduce road deaths. <https://goo.gl/zxCfzx>

¹⁴ ETSC (2015) PIN Report "Making Walking and Cycling on Europe's Roads Safer". <http://goo.gl/FVDAZW>

¹⁵ Geus, B.d. & Hendriksen, I. (2015). Cycling for Transport, physical activity and health: what about pedelecs? In: Gerike, R. & Parkin, J. (red.), Cycling futures: From research into practice Ashgate
Hendriksen, I. & Van Gijlswijk, R. (2010). *Fietsen is groen, gezond en voordelig: Onderbouwing van 10 argumenten om te fietsen [Cycle use is green, healthy and cheap: Evidence in support of 10 reasons to use bicycles]*TNO Kwaliteit van Leven: Preventie en Zorg, Leiden. <http://goo.gl/bCK3Vg>

Professional Drivers and Training

It is likely that up to 40% of all road deaths in the EU are work-related, although the exact number is unknown.¹⁶ Gaining a full and detailed picture of work-related road collisions in the EU is very challenging due to differing definitions, the variety of data sources, a lack of linkages between data sources and underreporting.

The European Commission's Mobility Package, *Europe on the Move*, provides an opportunity to improve work-related road safety, in the form of a revision of driving and resting times Regulation 2006/561 and Regulation 2014/165. While ETSC acknowledges the rationale behind the proposals, it is crucial that any changes do not compromise the safety of those working in the professional transport sector, and by extension, other people using the road network. ETSC believes that any changes must be clearly communicated to drivers and receive proper enforcement when introduced.

Fatigue is an issue of major concern in the professional transport sector and research shows it is a significant factor in approximately 20% of commercial road transport collisions. While ETSC welcomes the fact that the proposed changes do not seek to increase the amount of driving time or decrease the amount of rest time, there are concerns that the extension of the reference period for the calculation of driving and rest times may lead to drivers concentrating their driving and rest times, leading to higher levels of fatigue at certain points in the month.

ETSC also welcomes the proposed changes for the use of tachographs and introduction of smart tachographs. Obtaining more detailed and accurate information on drivers should help to increase enforcement of and compliance with the social and cabotage rules.

However, ETSC notes that proposed changes do not apply to Light Goods Vehicles (under 3.5 tonnes). The number of LGVs has grown quickly in recent years due to an increase in goods transport, fuelled partly by the boom in internet shopping and restrictions on HGVs in city centres. However, they remain outside many of the restrictions and requirements that HGVs and their drivers must comply with, such as rest times, checks, training and licensing.

ETSC would like to see more regulation of LGV transport and their drivers in the future,

¹⁶ If commuting and third party deaths are included, ETSC (2017), PIN Flash 33, Tapping the Potential for reducing work-related road deaths and serious injuries. <https://goo.gl/A2KMQ7> .

particularly targeting fatigue, driving and resting times and the extension of the Certificate of Professional Competence (CPC) to cover LGVs.

Infrastructure Safety

The European Commission is due to revise the Infrastructure Safety Directive 2008/96. A study commissioned by the European Commission has found that the impact on road safety has been positive in a number of key areas.¹⁷ 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 application of the Infrastructure Safety Directive to the TEN-T roads alone has been calculated to potentially save 600 lives and prevent 7000 serious injuries a year: if applied to all motorways and main roads, this rises to 1300 lives.¹⁸

ETSC supports the European Commission's recognition and findings of the 2014 TML study that much more benefit could be achieved by extending the principles of Directive 2008/96 to other parts of the road network, where many more road users are killed than on the TEN-T.¹⁹ Almost half of the EU countries already apply the rules on some other parts of their national road networks.²⁰ Only five countries/regions do not apply any of the procedures to their other roads.²¹

There is, however, a large variance with respect to the use of the different procedures (most countries did not extend the use of all procedures), obligation (mandatory/discretionary) and the type and definition of the roads to which the use of the procedures was extended (all motorways, all main roads, roads with a certain volume, all "strategic roads").

Under the Infrastructure Safety Objective of the EC Policy Orientations 2011-2020, the European Commission recommended to EU Member States to extend these requirements to

¹⁷ TML Study (2014) Ex Post Evaluation Study of Road Infrastructure Safety Management. <https://goo.gl/BwALhe>

¹⁸ Rosebud Project (2005), cited in TML Study (2014) Ex Post Evaluation Study of Road Infrastructure Safety Management. <https://goo.gl/BwALhe>

¹⁹ TML Study (2014) Ex Post Evaluation Study of Road Infrastructure Safety Management. <https://goo.gl/BwALhe>

²⁰ Austria, Cyprus, France, Finland, Germany, Hungary, Ireland, Italy (from 2016), Latvia, Lithuania, The Netherlands, Romania, Slovenia and the UK implement the Directive also on other roads, mainly motorways and some main rural roads ("national roads") in ETSC (2015) Ranking EU Progress on Improving Motorway Safety (PIN Flash 28). <https://goo.gl/ioJmFJ>

²¹ Flanders, Croatia, Sweden, Slovenia, Slovakia.

the secondary road network (i.e. beyond the main motorways).²² This has become even more of a priority given the new objective to reduce serious injuries. Serious road traffic injuries occur on all kinds of road, but in comparison with deaths a larger proportion of them occur in urban areas and involve vulnerable road users.²³

Traffic calming involves efforts to reduce motorised vehicle speeds in residential and urban core zones, so as to facilitate sharing road space with cyclists and pedestrians. ETSC would call for the development of EU guidelines on traffic calming for use in EU Member States, which would also benefit road users in urban areas, especially cyclists and pedestrians.

Infrastructure safety needs budgets and programmes proportionate to road collision costs. In the area of EU funding, the TEN-T Guidelines need to be strengthened to prioritise upgrading road infrastructure to meet safety requirements. Targeting travel on existing road networks which have high safety standards will help reach safety targets. So, for example, Sweden is investing to achieve 75% of travel on 3-star roads or better by 2020 and near 100% by 2025.

Regional development funds should consider infrastructure safety, capacity development for road safety stakeholders and demonstration projects. 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.

Automation and C-ITS

Automated driving technologies are already available on the market and preventing collisions and deaths on our roads. Electronic Stability Control (ESC) is now mandatory on all new cars sold in Europe. Automated Emergency Braking (AEB), Intelligent Speed Assistance (ISA) and lane-keeping systems are increasingly commonplace.

All these systems use technology to compensate, to some extent, for human error, taking some control away from the driver under certain circumstances. Along with automation, cooperative intelligent transport systems (C-ITS) also have the potential to significantly improve road safety, as the communication between the vehicle and other vehicles as well as

²² European Commission (2010) EC Policy Orientations on Road Safety 2011-2020. <https://goo.gl/ndXFPV>

²³ European Commission (2013) Staff Working Document On the implementation of objective 6 of the European Commission's policy orientations on road safety 2011-2020 – First milestone towards an injury strategy. <https://goo.gl/dtWB3a>

the infrastructure will help the driver to take the right decision and adapt to the traffic situation.

Manufacturers such as Tesla, Audi and Volvo and technology companies, such as Google and Apple, are now producing vehicles with increasing levels of automation. Experience with these models has shown that, while automated driving technologies clearly mitigate some risks, they also create new ones.

Despite the rapid technological advances in recent years, Europe is very far from answering the many research and regulatory questions that partly-automated and fully autonomous vehicles present.

The UNECE continues to address automation and C-ITS through the World Forum for Harmonisation of Vehicle Regulations and ETSC welcomes the planned creation of a group on automated driving and efforts to clearly define levels of automation.

However, the current type approval system for new vehicles is not ready to deal with the challenges of approving automated driving technologies, including over-the-air updates to safety features. ETSC wants to see the creation of a harmonised regulatory framework as an essential precursor to automation. The type approval standards should be revised to cover all the new safety functions of automated vehicles, to the extent that an automated vehicle will pass a comprehensive equivalent to a 'driving test'. This should take into account high risk scenarios for occupants and road users outside the vehicle. The EU should also develop clear internal and external Human Machine Interfaces, in particular Information, Warning and Intervention strategies, to maximise clear communication and safety and minimise possible distraction especially at the lower levels.²⁴

ETSC believes that automated features need to be independently approved on a step-by-step basis and that event data recorders should be mandated so as to enable rapid and transparent collision investigation.

The recent European Commission initiative, GEAR 2030, has helped to lay the groundwork for a roadmap for automated driving in the EU. ETSC looks forward to the publication of a strategy which is due in spring.²⁵ However, it is critical that the Commission now looks to the future so that the European Union can maintain its role as a major global automotive market and leader on road safety.

²⁴ ETSC (2016) Prioritising the Safety Potential of Automated Driving in Europe. <https://goo.gl/pPtg6t>

²⁵ Gear 2030. <https://goo.gl/kN15To>

Urgent Measures 2018-2020

The Bulgarian Presidency should prioritise action on life-saving measures at EU and national level:

- Continue to put road safety at the top of the EU political agenda at Transport Council meetings and meetings with Transport Ministers.
- Support the EC's preparation and adoption of a new strategic Road Safety Programme for the EU including targets, vision, Key Performance Indicators, measures, a timetable and structure for delivery.
- Support the earmarking of funds for road safety research for the future R&D round.
- Push for the adoption of delayed road safety legislation on vehicle safety and infrastructure safety management.
- Support the application of the instruments of the Infrastructure Safety Directive to main urban and rural roads across the EU.
- Support the use of EU funds for cycling, walking and PTW infrastructure under the Connecting Europe Facility (CEF) to support increasing the safety of cyclists. Call for the application of conditionality for compliance with road safety infrastructure legislation for use of all EU funds used for building and maintaining roads, including the Regional Funds.
- Call for the creation of an EU fund to enable enforcement of speeding and drink driving using recognised best practices.
- Support the Revision of type approval standards to cover all the new safety functions of automated vehicles, to the extent that an automated vehicle will pass a comprehensive equivalent to a 'driving test'. This should take into account high risk scenarios for occupants and road users outside the vehicle. Ensure that automated vehicles are regularly tested to evaluate safety performance, within the framework of regular roadworthiness tests, linked to reporting, some of which could be based on self-diagnosis.

Further Reading

ETSC (2017) 11th Road Safety Performance Index Report

http://etsc.eu/wp-content/uploads/PIN_ANNUAL_REPORT_2017-final.pdf

ETSC (2017) Position Paper, Revision of the General Safety Regulation

<http://etsc.eu/position-paper-revision-of-the-general-safety-regulation/>

ETSC (2017) Position Paper, Revision of the Pedestrian Safety Regulation [http://etsc.eu/wp-](http://etsc.eu/wp-content/uploads/2017-03-pedestrian-protection-position-final.pdf)

[content/uploads/2017-03-pedestrian-protection-position-final.pdf](http://etsc.eu/wp-content/uploads/2017-03-pedestrian-protection-position-final.pdf)

ETSC (2016) Position: Prioritising the Safety Potential of Automated Driving in Europe

ETSC (2017) Briefing: Cooperative Intelligent Transport Systems (C-ITS)

FOR FURTHER INFORMATION

Laurence Atchison, Project Manager

laurence.atchison@etsc.eu

+32 (0)2 738 0338

European Transport Safety Council

20 Avenue des Celtes

B-1040 Brussels

Tel: +32 2 230 4106

information@etsc.eu

www.etsc.eu

Follow us on twitter: @etsc_eu

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.