

Road safety priorities for the EU in 2014

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

June 2014

Summary

In 2013, nearly 26,025 people were killed in the European Union as a consequence of road collisions. As well as the unbearable human cost, road casualties cost 2% of European GDP.

In this briefing, ETSC outlines its recommendations on the key EU road safety policy dossiers to be steered by the Italian Presidency of the European Union in the second half of 2014. These include securing agreements on EU legislation on automated in-vehicle emergency calling (eCall) and safer lorry design.

The Italian Presidency must also strongly support efforts to reach an agreement on a new proposal on the Cross Border Enforcement Directive.

The briefing also examines the main recent policy initiatives from the European Commission including progress on in-vehicle safety technologies such as Intelligent Speed Assistance (ISA) for professional vehicles and alcohol interlocks for certain vehicle and driver categories, with recommendations for maximising the results for road safety. ETSC is calling on the Italian Presidency to promote the uptake of these technologies in the EU.

The final part of this briefing examines Italy's own track record on road safety with recommendations for improvement.

Context

The annual socio-economic cost of road traffic deaths and injuries is estimated to be equivalent to around 2% of GDP or EUR 250 billion in 2012¹. 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 policy.

The Value of Preventing one road Fatality (VPF)² estimated for 2009 in the 5th 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 2013 of the human losses avoided by preventing one road fatality to be 1.91 million euro.³ The total value of the reductions in road deaths in the EU28 for 2013 compared to 2010 is thus estimated at approximately 10.7 billion euro, and the value of the reductions in the years 2011-2013 taken together compared with three years at the 2010 rate is about 18.7 billion euro. If the EU countries had moved towards the 2020 road safety target through constant progress, the greater reductions in deaths in the years 2011-2013 would have raised the benefit to society by 4.6 billion euro to about 23 billion euro over those years.

Given the financial difficulties that many EU countries face due to the economic slowdown, 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 2011-2013 shows once more that the saving potential offered by sustained road safety improvements is considerable, making it clear to policy-makers the potential for road safety policies to provide a sound investment.⁴

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

¹ WHO (2004), World report on road traffic injury prevention.

² 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.

³ See Methodological Notes, PIN Report 2014, www.etsc.eu/PIN

⁴ For more details, see ETSC (2011), 5th PIN Report and Methodological Notes on www.etsc.eu/PIN

Key priorities for the Italian presidency

Automated in-vehicle emergency calling (eCall)

eCall technology will generate an emergency call, either manually or automatically, from a crashed vehicle immediately after a road collision has occurred. Basic data, including the location, will then be transmitted to an eCall operator and simultaneously a voice communication will be established between an emergency centre and the vehicle occupants. The system will reduce response time from the emergency services which can reduce injury severity.

The European Commission adopted two proposals to implement eCall in all new types of M1 and N1 vehicles in the EU. It adopted a Decision that will require EU Member States to deploy the necessary eCall Public Service Answering Points (PSAP) infrastructure required for the proper receipt and handling of eCalls on their territory by 2015. At the same time, it proposed a Regulation mandating that all new cars and vans in categories M1 and N1 entering the EU market after the 1st of October 2015 have an in-vehicle eCall system. The eCall technical specifications are now under preparation by DG Enterprise and will be open for consultation.

An agreement on the Decision was adopted by the Council on the 8th of May requiring Member States to deploy the necessary infrastructure to manage eCalls at least 6 months before the type-approval requirements for the corresponding in-vehicle device start to apply, and no later than 1st October 2017. The Council adopted its general approach for the type-approval Regulation on the 26th of May, introducing a delay to the date of implementation of 36 months after publication in the Official Journal. ETSC hopes that this date will be brought forward to enable earlier eCall implementation. As public eCall will be available in all types of vehicles as early as 2017, ETSC calls upon the Italian Presidency to prioritise public eCall over private eCall systems within the negotiations with the European Parliament. The rationale for this is that citizens need to be made aware of the system's free availability.

Safer lorry design

In 2013, the European Commission proposed new rules to improve road safety by streamlining lorry cabs, allowing a reduction of the driver's blind spots. This has the potential to save the lives of vulnerable road users (VRUs). A new cab profile could also incorporate energy absorption structures in the event of a collision and could potentially save the lives of and injuries to car occupants as well as VRUs.

ETSC^{5,6} has shown that the largest share of the 4,254 people who lost their lives in collisions involving heavy goods vehicles (HGVs) in 2011 were not the occupants of those vehicles but those outside, particularly car drivers or vulnerable road users. Car occupants amount to half of the people killed in collisions involving an HGV, pedestrians 15%,

⁵ ETSC (2013) 7th PIN Report, Back on track to reach the EU Road Safety Target?

⁶ ETSC (2013) Position on Weights and Dimensions.

cyclists 7% and riders of powered two-wheeled vehicles (PTW) 6%. The occupants of the HGVs make up just 12% of the overall figure.

The Italian Presidency should support the safety potential of this new proposal. ETSC would support a move to mandatory implementation of these changes, i.e. through the EU type-approval process for vehicles sold on the EU market.

Infrastructure safety

The European Commission is reviewing the Infrastructure Safety Directive adopted in 2008. This was also discussed at the Informal Council meeting of transport ministers on Infrastructure Safety, Budget and Road Safety on the 8th of May.

ETSC recognises that the implementation of this Directive could save many lives. But it also supports the European Commission's recognition that much more benefit could be achieved by extending the principles of this Directive to other parts of the road network. The application of the infrastructure safety Directive to the TEN-T roads has been calculated to save 600 lives and prevent 7000 serious injuries: if applied to all motorways and main roads, this rises to 1300 lives⁷. In the EC Policy Orientations 2011-2020, the EC recommended to EU Member States to extend these requirements to the secondary road network (i.e. beyond the main motorways). This has become even more of a priority given the new objective to reduce serious injuries. Investment should also be continued to be made in road maintenance, even in times of financial hardship.

Within the context of the EU Refit⁸ programme to cut red tape, the tunnel safety Directive 2004/54 on minimum safety requirements for tunnels in the trans-European road network will be evaluated with a possible view to revise or repeal it. ETSC strongly supports the upholding of this important piece of EU road safety legislation and is looking forward to inputting its expert knowledge to this review process.

Ahead of the adoption of a new proposal the Italian Presidency should support and accelerate these important developments in infrastructure safety.

Cross Border Enforcement – Change of Legal Basis

Following the ruling on Case C-43/12⁹ of the European Court of Justice on the 6th of May on the legal basis of the Cross Border Enforcement Directive 2011/82/EU¹⁰, ETSC calls on the Italian Presidency to support a swift adoption of a new legal basis by the EU Member States. The Directive aims to facilitate cross border enforcement in the field of road

⁷ Rosebud Project (2005)

http://ec.europa.eu/transport/road_safety/pdf/projects/rosebud.pdf

⁸ http://ec.europa.eu/smart-regulation/refit/index_en.htm

⁹ ECJ Ruling 06/05/2014

<http://curia.europa.eu/juris/document/document.jsf?text=&docid=151775&pageIndex=0&doclang=EN&mode=lst&dir=&occ=first&part=1&cid=533422>

¹⁰ Directive 2011/82

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2011:288:0001:0015:EN:PDF>

safety. It was adopted in November 2011 and the transposition date was November 2013. Most of the EU Member States have complied with the deadline and have set up the structures necessary for the implementation of the Directive. ETSC calls upon the European Commission to come forward with a new proposal as a matter of urgency. ETSC also calls upon all EU Member States to support this proposal and work swiftly to reach an agreement within the 12 month deadline set by the ECJ. The Members of the European Parliament, should also renew their support to this proposal. Strong leadership from the side of the Presidency will be needed to steer this through as swiftly as possible, especially given the short deadline.

Revival of the Verona Process? Keeping road safety on the agenda of EU transport ministers

In 2013, the European Commission announced that in 2014 they would re-launch the Verona Process, an annual transport ministers' summit on road safety originally launched in October 2003 by the Italian Presidency along with the Verona Charter¹¹ which was adopted at the subsequent Transport Council¹². ETSC believes that the principal aim of the Verona Process should be to ensure political will and leadership in a policy area where effective measures are well-known and ready to be implemented, but may lack the commitment and responsibility from top-level political decision-makers across the EU.

Building political commitment and leadership at the highest level are prerequisites for preventing road traffic deaths and injuries. This was recognised in ETSC's Blueprint for the 4th EU Road Safety Action Programme¹³. It was also suggested that every EU Presidency holder, both individually and in their trio formation, should make an effort to focus attention on road safety and ensure a regular meeting of Transport Ministers to focus on this topic. Such meetings would be an opportunity to raise the political profile of road safety on the EU stage and reaffirm political commitment to reach the EU 2020 target to halve road deaths. Ministers could use their Council conclusions on road safety from 2010¹⁴ as a basis for their discussions and mark progress towards reaching the 2020 target. ETSC would welcome an annual meeting of Transport Ministers and calls upon the Italian Presidency to reinvigorate this process as a priority.

¹¹<http://www.europolitics.info/road-transport-verona-charter-on-road-safety-adopted-artr183163-20.html>

¹² http://ue.eu.int/ueDocs/cms_Data/docs/pressData/en/trans/78234.pdf

¹³ ETSC (2008) Blueprint for the EU's 4th Road Safety Action Programme.

¹⁴ Council conclusions on road safety, 3052th Transport, Telecommunications and Energy Council meeting, Brussels, 2–3 December 2010.

New Road Safety Initiatives from the European Commission in 2014

In-vehicle safety technologies

The European Commission is currently preparing a review of the General Safety Regulation 661/2009, a piece of legislation regulating vehicle safety and in-vehicle technology in the EU. A proposal for revision is expected at the end of 2015. The European Commission is also currently looking at the application of in-vehicle safety technologies: Intelligent Speed Assistance (ISA¹⁵) and Alcohol Interlocks. These are both high priorities for ETSC as they are mature technologies that are ready for deployment. They are also linked to preventing two high-risk behaviours that cause many deaths: speeding and drink driving.

ETSC has calculated that 900 deaths could have been prevented in 2012 if 99% of all occupants had been wearing a seat belt, a rate that could be reached with seat belt reminders¹⁶. ETSC also calls for the mandatory fitment of seat belt reminders as standard equipment to all seats.

In November 2013, the European Commission published a study¹⁷ focusing on the safety benefits of speed limiters and ISA. It also included the results of a survey aimed at assessing opinions at the European level. In 2012 a European Commission consultation had asked stakeholders on the option of introducing ISA to commercial vehicles. A total of 82% of the stakeholders answered that the ISA system should be introduced to all commercial vehicles.

The general purpose of the study was to provide the European Commission with an evaluation of the road safety potential of the application of the Speed Limitation Devices Directive (2002/85/EC) to commercial vehicles. The main policy recommendations included requiring all commercial vehicles to be equipped with a 'voluntary' type of ISA (i.e. that provides tactile feedback to the driver).

ETSC stresses that the promotion and large-scale roll out of life-saving technologies – such as Intelligent Speed Assistance – should be a priority for HGVs, vans and buses.¹⁸

The ITS Directive and Action Plan include a definition of procedures for accurate public data for digital maps. The provision of such a digital database of all speed limits on the network is an important prerequisite for the implementation of ISA. ETSC advocates that

¹⁵ 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 or directly limit the vehicle speed. Navigation devices in the vehicle give a precise location and heading whilst an on-board map database compares the vehicle speed with the location’s known speed limit. Drivers are then informed of the speed limit (advisory ISA), warned when they exceed the limit (supportive ISA), or actively aided to abide by the limit (intervening ISA).

¹⁶ <http://etsc.eu/ranking-eu-progress-on-car-occupant-safety-pin-flash-27/>

¹⁷ The study is available at:

http://ec.europa.eu/transport/road_safety/pdf/vehicles/speed_limitation_evaluation_en.pdf

¹⁸ ETSC (2013) – 7th PIN report, chapter 2.

this should be taken up as part of the specifications to be adopted by the Commission for priority action (b) currently under discussion in the ITS Committee and amongst stakeholders¹⁹.

It is hoped that the Italian Presidency, alongside other EU Member States and the European Commission and European Parliament, will support the prioritisation of digital maps under the specification b) of the ITS Directive.

Alcohol Interlocks

A study commissioned by DG MOVE, was published in May 2014 looking at the possibility to make alcohol interlocks compulsory for certain types of vehicles or certain types of drivers. The study covers data and analysis of costs, the issue of retrofitting, and the different alcohol interlock rehabilitation programmes currently underway, looking at what efforts countries have made to date to introduce alcohol interlocks.

ETSC supports the main recommendations included in the study but regrets that not all were taken up as high priority in the conclusion. ETSC supports the recommendation that the EC addresses the common technical and operational barriers to introduce alcohol interlocks. ETSC also supports the recommendation that the EC closely follows and if necessary stimulates the development of new generation alcohol interlocks, with a view to future compulsory installation ex-factory in specific groups of vehicles, like commercial goods vehicles. ETSC recommends the EU to introduce alcohol interlocks, in a first phase, to repeat drink driving offenders as well as professional drivers and then, once non-intrusive technologies are developed, to all vehicles.

The European Parliament also commissioned a study²⁰ published in April on the same topic. Its recommendations went much further. Mainly that there should be legislation within 5 years to extend the mandatory use of alcohol interlocks as part of rehabilitation programmes targeting certain categories of users, and as a preventive measure in specific categories of commercial vehicles.

The Italian Presidency should take the initiative to promote the safety benefits of these in-vehicle technologies and promote their uptake in the EU with the context of the Review of the General Safety Regulation.

¹⁹ ETSC (2013) ETSC's Contribution to CARS 2020 on Road Safety.

²⁰ [http://www.europarl.europa.eu/RegData/etudes/etudes/join/2014/513993/IPOL-TRAN_ET\(2014\)513993_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/etudes/join/2014/513993/IPOL-TRAN_ET(2014)513993_EN.pdf)

Italy's record on improving road safety

Italy still has a way to go to improve its road safety record in comparison to other EU countries. With 60 people killed per million inhabitants, Italy ranks 13th among the 28 EU countries, while the EU average is 56 people killed per million inhabitants (Fig. 1)²¹.

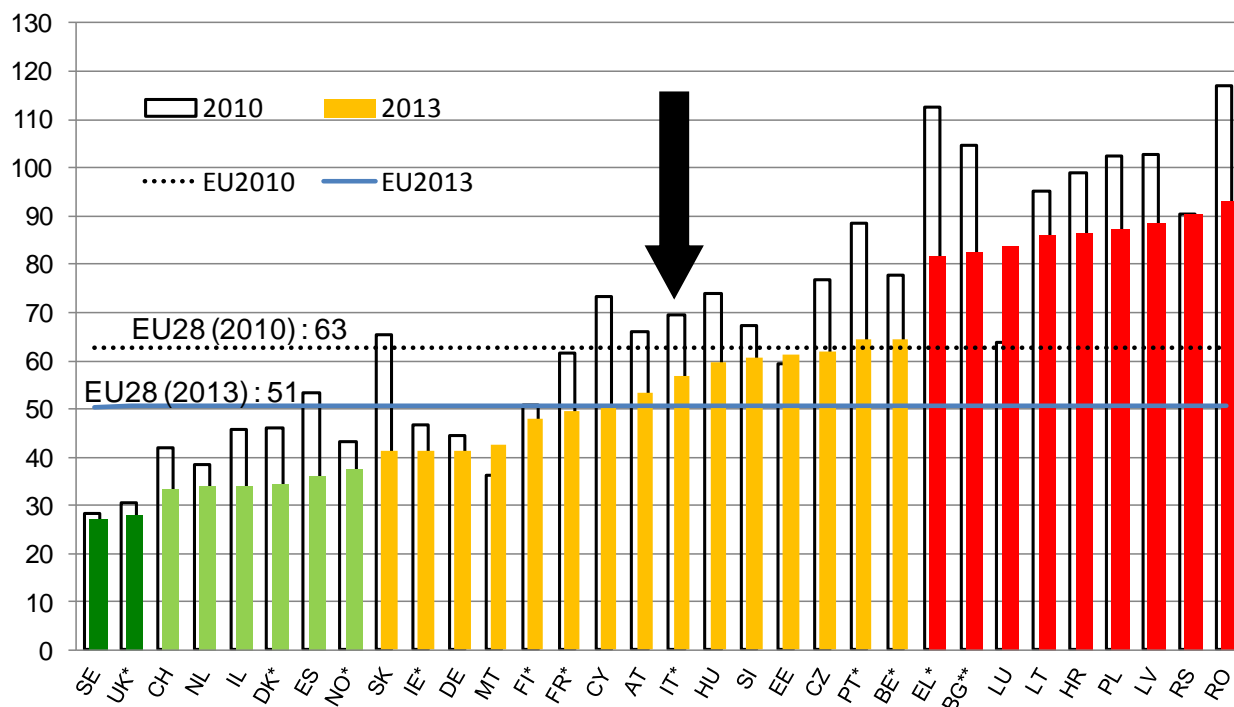


Fig. 1: Road deaths per million inhabitants in 2013 (with road deaths per million inhabitants in 2010 for comparison)

**National provisional estimates used for 2013, as the final figures for 2013 are not yet available at the time of going to print. **ETSC estimates based on EC CARE Quick indicator.*

In 2013 3,400²² people died on Italian roads, compared to 7,096 in 2001. The number of road deaths decreased by 52% between 2001 and 2013, in line with the EU average (Fig. 2).²³

²¹ ETSC (2014) 8th ETSC PIN Report Ranking EU Progress on Road Safety

²² National provisional estimates used for 2013, as the final figures for 2013 are not yet available at the time of going to print. **ETSC estimates based on EC CARE Quick indicator.

²³ ETSC (2014) 8th ETSC PIN Report Ranking EU Progress on Road Safety

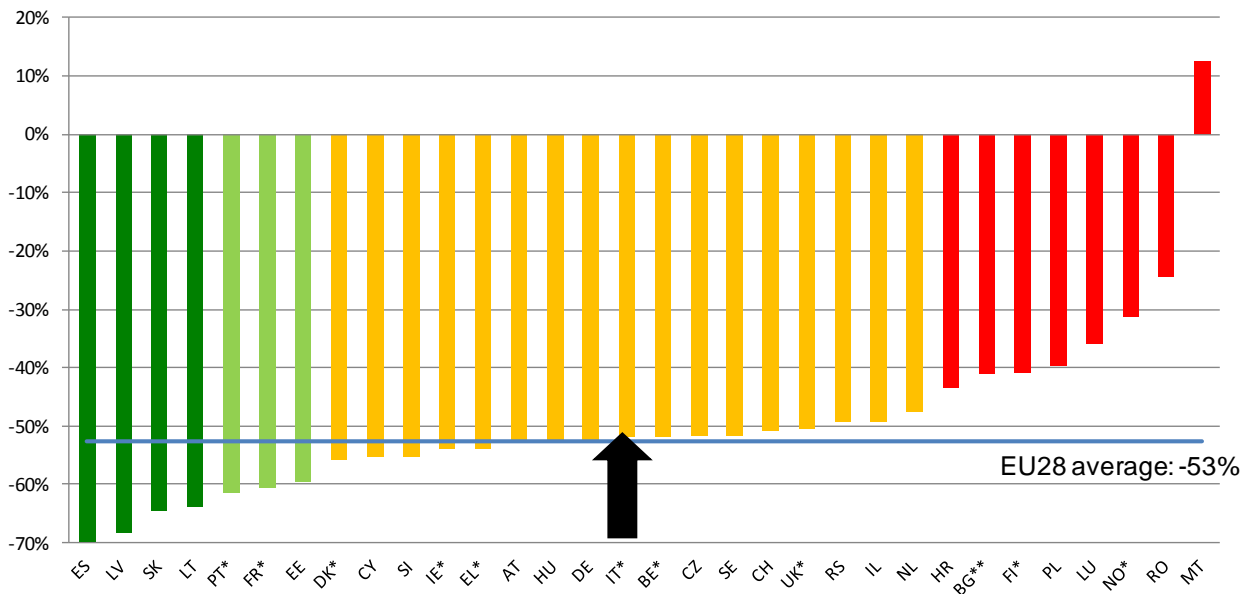


Fig. 2: Percentage change in road deaths between 2001 and 2013

**National provisional estimates used for 2013, as the final figures for 2013 are not yet available at the time of going to print. **ETSC estimates based on EC CARE Quick indicator.*

Provisional data for 2013 show a 6% reduction in road deaths between 2012 and 2013 in Italy, compared with 8% for the EU 28²⁴.

Strong political will is required to include road safety among the top priorities of the new government in order to reach the EU target of halving the number of road deaths by 2020.

Seat belts

Seat belt wearing rates in front seats in Italy are the lowest in the EU, with only 70% of drivers and front seat passengers buckling up (Fig. 3). Seat belt wearing rates in the rear are even lower, with various reports citing non-seat belt compliance of up to 80%²⁵. ETSC estimates that at least 27% of car occupant deaths in Italy (450 out of the 1633 people killed in cars) could have been prevented in 2012 had they all been wearing their seat belt. Dedicated campaigns should be financed on seat belt wearing.

²⁴ http://europa.eu/rapid/press-release_IP-14-341_en.htm

²⁵ <http://www.epicentro.iss.it/passi/dati/SicurezzaStradale.asp>
<http://www.ccm-network.it/pagina.jsp?id=node/471>

And Data Collated by Department of Public Health, University of Florence, 2012

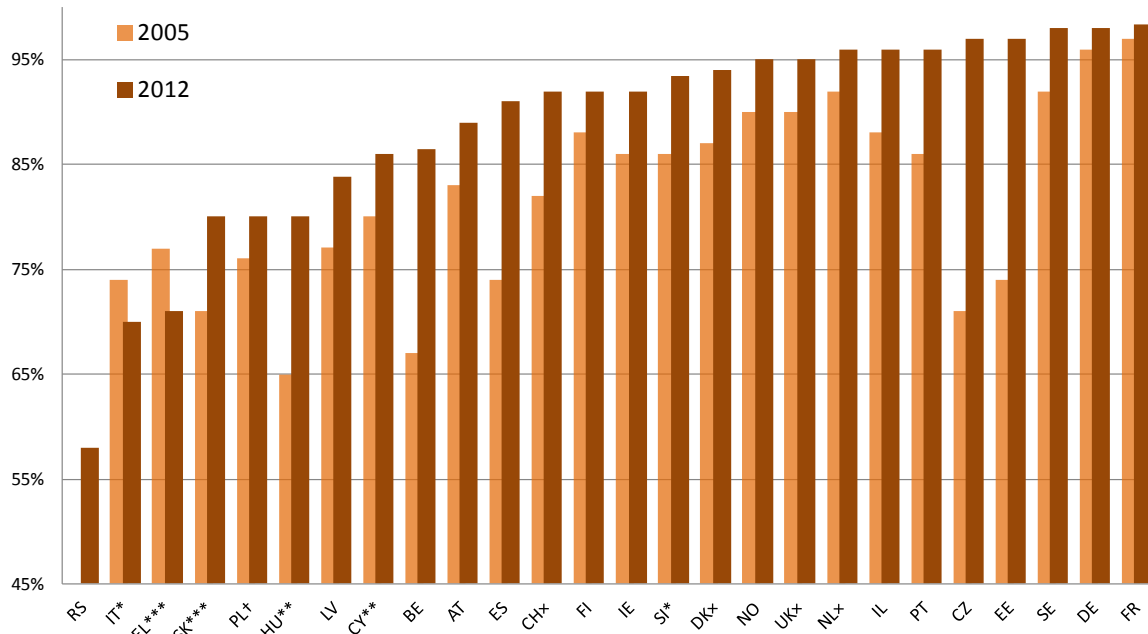


Fig. 3: Seat belt wearing rates in **front** seats of cars and vans in 2012, with 2005 for comparison (or the closest year available).

Drink driving

Since 2009 there have not been any official statistics on deaths attributed to drink driving. In 2008 4.3% of deaths (last available) were attributed to drink driving²⁶. In 2010 (last available data) 2.5% of drivers tested by the Police were above the legal BAC compared with 0.2% in Norway and 5.3% in Cyprus²⁷. ETSC recommends the collection of number of deaths attributed to drink driving to be able to monitor the trend and impact of any policy changes²⁸.

Campaigns should be supported which give clear information about the effects of alcohol. These should be combined with a policy to introduce alcohol interlock systems.

Speeding

Speed measurements are undertaken by the road authorities at a local level but data is not easily available and not published by the government. Inappropriate speed especially in urban areas should be a priority for local administrations.

Infrastructure Safety

²⁶ ETSC (2010) 4th Annual PIN Report

²⁷ ETSC (2012) 6th Annual PIN Report

²⁸ *ibid*

Within the context of budgetary review, investment should also be continued to be made in road maintenance, even in times of financial hardship. The Infrastructure Safety Directive has been implemented in Italy, and according to the relevant Italian ministerial decree (35/2011) a professional auditor must train for 180 hours to gain TEN-T accreditation. ETSC call for the courses to be organised by the government as a high priority and the number of hours to be reviewed as this is a far higher number than other EU Member States.

ETSC recommends that Italy prioritise action in the following areas:

- **Data Collection:** set up an efficient system of high-quality data collection in order to have more reliable and timely figures for road deaths and serious injuries in Italy. Establish procedures in line with European guidelines on evaluation of serious injury data. Improve data monitoring and reporting on speeding and drink driving.
- **Leadership:** Build political support and commitment at the highest possible level²⁹. Political leadership is essential to coordinate different administrations and to mobilise the public budgets necessary for the implementation of the National Road Safety Plan.
- Adopt as soon as possible the **new Highway Code**, still in discussion in the Parliament, which will include clearer rules for drivers and other road users. The process of developing technical guidelines for traffic calming measures should also be sped up including a priority of cyclists and PTWs. This guidance should adopt the two level approach and be easily adaptable.
- **Infrastructure:** Extend the four instruments of the Infrastructure Safety Directive (road safety impact assessment, road safety audit, network safety management and safety inspections) to all main roads. Fast-track the introduction of the auditor training courses.
- **Enforcement:** Intensify enforcement of the key risks including drink driving, speeding and seat belts and child restraints by setting targets for minimum level of checks of the motorist population, e.g. 1 in 5 motorists should be checked each year.
- **Penalty Point System:** Improve the effectiveness and the deterrent action of penalty point system to achieve a long lasting change in drivers' behaviour.

²⁹ Prime Minister Renzi, when Mayor of Florence, launched a road safety initiative and in his last speech to the Municipal Council he included road victims as a priority of action for local administrators.

- **Campaigns:** Set up national road safety campaigns targeting speeding, drink driving, the non use of seat belts, child restraints and helmet use to raise awareness and improve behaviour.

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