

Road Safety under the Lithuanian Presidency of the EU

In this Memorandum, ETSC¹ wishes to outline its priorities on road safety for the Lithuanian Presidency of the EU and to present its recommendations on key EU policy dossiers. ETSC looks forward to see leadership from the side of Mr. Rimantas Sinkevičius, Minister of Transport and Communications, and the Lithuanian Government in improving road safety in Lithuania and in the EU. Lithuania achieved the EU target of reducing by 50% the number of road deaths between 2001 and 2010. ETSC has recognised Lithuania's progress and accompanying efforts with a PIN Award in 2011². However, the risk of dying on the roads is high in Lithuania and the number of people killed per million inhabitants is the highest in the EU 28. It is fundamental to keep road safety high on the political agenda and to make sure that Lithuania continues its progress toward achieving the 2020 road safety objective of halving road deaths.

At the European level, 2012 has seen an encouraging reduction of 9% in the number of road deaths, compared with the disappointing 2011 figure of 2%. Member States are advancing towards the objective. In order to reach the goal of halving road deaths between 2010 and 2020 through constant annual progress, a yearly average reduction of around 7% is needed.³

Key issues carried over from the Irish Presidency are finalising the discussions on the roadworthiness package and the tachograph legislation. During the Lithuanian Presidency a number of issues presented by the European Commission in the "Road Safety Policy Orientations 2011-2020" are on the agenda. These include reports on road safety technologies, Alcohol Interlocks and Intelligent Speed Assistance, and a planned review of the Infrastructure Safety Directive. The European Commission is also due to come up with a new urban mobility package which must integrate road safety considerations.

On the 1st of July Croatia has joined the European Union. ETSC welcomes this new member to the road safety community and hopes it too will prioritise measures to improve the safety on its roads.

In May 2013 at the Fifth European Road Safety Day the European Commission announced that it would re-launch the Verona Process in 2014. This is a process which enables Transport Ministers meet on a regular annual basis to consider progress on road safety in the different EU Member States. This is an initiative ETSC would warmly welcome.

Road Safety Developments in Lithuania

Between 2001 and 2012, Lithuania reduced road deaths by 57%, achieving the fifth best reduction amongst the EU27. While the reduction in deaths is impressive, Lithuania has the highest road mortality rate – expressed in terms of deaths per million inhabitants – in the EU. In 2012, it recorded 100 deaths per million population, while the EU27 average was 55. Provisional data for 2012 show an increase from 297 road deaths in 2011 to 301 road deaths in 2012. Sustained efforts will be

needed in order to recapture momentum of the 2005-2010 period in Lithuania. For this reason, ETSC encourages Lithuanian authorities to increase efforts and implement the new National Traffic Safety Development Programme.

The main road safety stakeholder is the Ministry of Transport and Communications, supported by the Lithuanian Road Administration, Police and municipalities. Together with the Ministry

of Interior, the Ministry of Education and Science, as well as the Ministry of Health, road safety measures have a holistic approach. Implementation of legislation is carried out by the Traffic Safety Commission, which is made up of governmental and municipal administration bodies as well as NGO representatives.

Following the encouraging results in the past decade, Lithuania developed a new National

Traffic Safety Development Programme for 2011-2017. Along with adoption of the Vision Zero strategy, Lithuania's main ambition for the next years is no more than 200 road deaths in 2017, no more than 60 deaths per million inhabitants. To achieve this objective, the top priorities include increased levels of enforcement, improving the reaction time and quality of first aid services as well as the crash data collection system and further improvements of road user education.

The Main Killers on the Road: speed, alcohol and failure to wear seat belts

This section looks at the main risky behaviours on the roads: speed, alcohol and seat belt use. The reductions in road deaths Lithuania has achieved between 2005 and 2010 were the outcome of concerted effort of traffic enforcement, road safety education and improvements in infrastructure. Much of the progress was made possible as drivers slowed down, reduced drink-driving and generally complied more with the traffic legislation. Advertisement and awareness-raising campaigns had been conducted intensively on television, radio, as well as outdoor billboards and panels. The Lithuanian infrastructure had been constantly audited, improved and renewed. Recent safety measures in Lithuania include speed awareness campaigns targeting speeding and aggressive drivers linked to police enforcement activities.

From installing the first safety cameras in 2005, to increasing the penalties for speed violations, tackling speed has been an important point on the Lithuanian road safety agenda. Currently, there are 154 automatic speed cameras (141 radar speed cameras and 13 laser speed cameras) installed on important national roads as well as 11 mobile speed cameras. Fines for excessive speeding – 30km/h above the limit – have also been increased, with novice drivers facing license suspension. Mean speeds decreased by 3km/h between 2005 and 2006 on the 100km/h sections and increased on the stretches limited to 110 and 130km/h (by 10 and 6km/h respectively), where large parts of the road surfaces were improved. The years 2001-2008 were also marked by an economical boom in Lithuania, during which people bought new cars that are safer but are

also capable of higher speeds. Monitoring the increase in speed on the networks with the highest speed limits has shown that, until 2009 collision rates did not increase.

The problem of drink driving was addressed through public campaigns as well as tightening policies to counter irresponsible road behaviour: the legal BAC limit was lowered to 0.2g/l for novice and professional drivers and 0.4g/l for other drivers. The practice of administrative arrest for dangerous traffic code violations, such as repeated drink-driving and driving without a licence, has proved effective since its introduction. Furthermore, all drivers stopped by the traffic police are systematically breath-tested. On average, deaths attributed to drink driving decreased by 11% per year between 2001 and 2010. Drink driving collisions have reduced appreciably faster than other road deaths⁴.

Seatbelt wearing has also been made more popular among road users with the help of public campaigns including TV commercials about rear seat child safety devices as well as campaigns making use of seat belt sledges.

The Safety Plan for 2011-2017 foresees a wide range of measures to further improve the national roads infrastructure, as well as roads managed by municipalities. In 2012, the Lithuanian Road Administration carried out educational traffic safety campaigns such as the projects "Take Care of Each Other on the Road", the competition "Traffic Safety in Communities" as well as the education campaigns "Save Young Lives on the Roads".

EU Accession of Croatia

On the 1st of July Croatia has joined the European Union. ETSC welcomes this new member to the road safety community and hopes it too will prioritise measures to improve safety on its roads. There were 393 people who lost their lives on Croat roads in 2012, amounting to 90 road deaths per million inhabitants, a slight reduction from the 418 recorded in 2011. However, Croatia's average yearly reduction in road deaths has been below that of the EU average for the past

decade. Looking at the experience elaborated above with Lithuania one can see that big and swift reductions are possible on EU accession. ETSC hopes that by adopting the EU target and implementing the EU *acquis*, the situation will improve at a faster pace. By joining the EU, Croatia should take full advantage of mechanisms to exchange good practices with other EU Member States and draw on the experience of others in the EU.

Road Safety Policy Orientations 2011-2020

In order for the EU to reach its 2020 target it is now up to the Lithuanian EU Presidency to work together with the Member States, the European

Commission and the European Parliament to implement the "Policy Orientations on Road Safety 2011-2020".

Serious Injuries Strategy

Following the adoption in July 2010 of the European Commission's "Policy Orientations on Road Safety 2011-2020" ETSC welcomed the new emphasis on serious injuries. Earlier this year the European Commission adopted a "First Milestone Towards an Injury Strategy" resulting from road traffic collisions. For every road death in the EU, at least 44 road injuries are recorded by the police, eight of which are serious.

collisions: improving the quality of data about seriously injured survivors of road collisions will help in designing more effective safety policies. ETSC proposed a 35% reduction target over the period 2014-2020 as both challenging and achievable and presented measures that are needed to reduce serious injuries on European roads with a special section on the priority area of pedestrians and cyclists in urban areas. ETSC eagerly looks forward to the next steps of setting up a full Serious Injury Strategy and an EU target for reduction of serious injuries by 2020.

In its response⁵, ETSC commended the European Commission for announcing a common definition of serious injuries in road traffic

Technical Inspections and Roadworthiness

The Lithuanian Presidency will finalise the work on the revision of the roadworthiness package. The European Commission launched proposals to revise the roadworthiness legislation as part of a new initiative to improve road safety. The first instrument is a revision of the 2009/40/EC Directive regarding Roadworthiness tests for motor vehicles and their trailers. The second covers the revision of Directive 2000/30/EC on technical roadside inspections of commercial vehicles. The final Directive to be revised is 1999/37/EC on the requirements for issuing registration certificates. Both national and European law require motorists to keep their vehicles in a roadworthy condition. However, not all vehicle owners do so, and roadworthiness

testing exists so that a vehicle's original design and manufacture are retained in service.

ETSC's position highlights a number of issues to improve road safety⁶. As a priority, ETSC strongly supports the inclusion of PTWs in the inspection regime. At the European level there is a high disparity of risk between countries' PTW riders. Additionally, technical failures of PTWs may have much more severe consequences than for a car. The adequate condition of a rider's vehicle can influence the consequences and the severity of an average occurrence. Furthermore, in 2009 at least 6,145 Powered Two Wheeler (PTW) riders were killed in road collisions in the EU 27 representing 17% of the total number of

road deaths while accounting for only 2% of the total kilometres driven⁷.

ETSC believes that frequency of checks should be adapted to the type of vehicle and its relative risk exposure. As such, ETSC⁸ supports the proposed testing frequency regime of 4-2-1-1. The proposal also included the aim to subject vehicles with high mileage (160,000 km) to annual testing as it is already the case for taxis and ambulances.

The second proposal on technical roadside inspections included extending the application

of checks to cover light commercial vehicles and their trailers, thus bringing them into the scope of roadside test activities. The inclusion in the proposal of vans up to 3.5 tonnes is also strongly welcomed by ETSC, they are increasing in number and are currently exempt from the safety legislation governing those over 3.5 tonnes.

ETSC hopes that the Lithuanian Presidency can work to find a final agreement that does not compromise the aforementioned road safety gains that could be attained through the roadworthiness package.

Verona Process Revival: Transport Ministers Showing their commitment to Road Safety

At the Fifth European Road Safety Day in 2013 – the European Commission announced that in 2014 they would re-launch the Verona Process. In October 2003 under the Italian EU Presidency an Informal Council of Transport Ministers met and launched the Verona Charter⁹ which was adopted in the following Transport Council¹⁰. 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.

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 Programme¹¹. 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 concentrate on this topic. This is why ETSC welcomes the idea to re-launch this process and would much welcome an annual meeting of Transport Ministers. Such meetings would be an opportunity to raise the political profile of road safety on the EU policy stage and reaffirm political commitment to reach the EU 2020 target. Ministers could use their Council Conclusions on Road Safety from 2010¹² as a basis for their discussions and mark progress towards reaching the 2020 target. The Lithuanian Presidency could start the discussions with the next Presidency holder, (Greece) and the European Commission to prepare this for 2014.

In-Vehicle Safety Technologies: New Studies from DG MOVE

During the second half of 2013 the European Commission is expected to publish two studies looking at the application of road safety in-vehicle safety technologies: Intelligent Speed Assistance (ISA¹³) and Alcohol Interlocks. These are both high priorities for ETSC as these technologies are mature and ready for deployment and linked to preventing two high risk behaviours: speeding and drinking and driving.

One study undertaken by DG MOVE will focus on the safety benefits of speed limiters and ISA. The general purpose is to provide the

European Commission with an evaluation of road safety effects of the application of the Speed Limitation Devices Directive (2002/85/EC) to heavy commercial vehicles, particularly of category M2 and N2 with maximum mass exceeding 3.5 tonnes but not exceeding 7.5 tonnes. The study will also consider whether and how the Directive should be amended to improve its effects and efficiency. The study refers to the possible application of speed limitation devices to light commercial vehicles as well as possible further decreasing the speed limits as laid down in the Directive and the use of various types of

ISA systems in all commercial vehicles. ETSC's publication entitled 'Towards Safer Transport of Goods and Passengers' covers HGVs, vans and buses and stresses that the promotion and large-scale roll out of life-saving technologies – such as Intelligent Speed Assistance – should be a priority for these vehicles¹⁴.

The second study commissioned by DG MOVE is a European impact assessment on 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

CARS 2020

ETSC is raising the priority of two life saving in-vehicle technologies (including alcohol interlocks and ISA) within the discussions on CARS 2020¹⁵, led by DG Enterprise¹⁶. CARS 2020 should drive the discussion on how vehicle safety and vehicle

ITS Directive, Digital Maps and ISA

The ITS Directive and Action Plan includes 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 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 stakeholders¹⁷. Another priority from ETSC is that the European Commission should prepare guidelines to support Member States in undertaking this map collection work which builds on the existing best practice.

As of January 2013 ISA is included in the new EuroNCAP safety rating with both advisory and voluntary active systems being awarded points. This means that the demand for speed limit data

eCall

The European Commission has recently adopted two new proposals to implement eCall in the EU. On the 13th of June, it adopted a Decision that will require EU Member States to deploy

date to introduce alcohol interlocks. The results of the study will help the European Commission to decide on the appropriateness of measures concerning these devices and eventually to define the scope of such measures. Among the main recommendations proposed by ETSC to the EU there is the introduction of alcohol interlocks, in a first phase to repeat offenders and professional drivers and then, once non-intrusive technologies are developed, to all vehicles.

The Lithuanian Presidency should also take the initiative to promote the safety benefits of these in vehicle technologies and promote their uptake in the EU.

to infrastructure communication can help contributing to reduce road deaths by 50% by 2020. CARS 2020 should also look at how vehicle safety can be improved to reduce serious injury.

will increase substantially from both consumers of safe vehicles offering the technology and the vehicle manufacturers hoping to offer the service. But, at the same time, there is a deficit in terms of the supply of accurate and up to date speed limit information. Camera-based technologies can assist here, but EuroNCAP considers that, to be reliable, such technologies need to work hand-in-hand with map-based information. There is therefore a crucial need to promote and increase the supply of map-based information on speed limits.

It is hoped that the Lithuanian 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.

the necessary eCall Public Service Answering Points (PSAP) infrastructure required for the proper receipt and handling of all eCalls on their territory by 2015. At the same time, it proposed

a Regulation mandating that all new types of vehicles in categories M1 and N1 entering the EU market after the 1st of October 2015 have an in-vehicle eCall system. This follows the adoption of specifications covering the upgrading of the PSAP infrastructure required for the proper receipt and handling of eCalls. This delegated regulation was adopted in November 2013. The European Parliament has also recently adopted a Resolution supporting the need to progress in the implementation of this technology.

eCall technology, once in operation, would

Integrating Safety into Urban Mobility

The European Commission is planning to present an urban mobility package in late 2013. The 2011 White Paper on Transport included these possibilities within its list of initiatives: to establish procedures and financial support mechanisms at European level for preparing Urban Mobility Audits, as well as Urban Mobility Plans, and set up a European Urban Mobility Scoreboard based on common targets. It also committed to examining the possibility of a mandatory approach for cities of a certain size, according to national standards based on EU guidelines.

Transport safety should be considered as an essential component of sustainable mobility and mobility planning. In attempting to secure change in urban mobility patterns, road safety can be regarded as a critical challenge, largely because of the social and economic cost of road collisions. As such, safety should be addressed at all levels of mobility planning. Real and perceived safety can have a profound effect on modal choice especially in terms of the most sustainable modes of. Transport safety should be integrated not only into the development

Safer Truck Fronts

In April, the European Commission proposed new rules to allow manufacturers to develop more aerodynamic lorries and alter the design of cabins to introduce an energy-absorbing deformable vehicle front. Thus the proposals will enhance visibility which will also improve the safety of vulnerable road users. ETSC¹⁸ showed that the largest share of the 4,254 people who

allow for an emergency call to be generated, either manually or automatically, from a crashed vehicle immediately after a road collision has occurred. Basic data, including the location, would then be transmitted to an eCall operator and simultaneously a voice communication would be established between an emergency centre and the vehicle occupants. eCall has the potential to save lives in Europe and significantly reduce the severity of injuries. ETSC supports eCall deployment and its extension to other vehicles especially PTWs as a matter of priority.

of Urban Mobility Plans but also into proposed Urban Mobility Audits and Guidelines and be reflected in common targets.

Plans should adopt a clear hierarchy of transport users, with pedestrians, cyclists and public transport users at its top, meaning placing them at the heart of the planning process. A higher share of travel by collective transport, combined with minimum service obligations, will allow increasing the density and frequency of service, thereby generating a virtuous circle for public transport modes. The Commission should also add another benefit: the core public transport modes (bus and rail) are the safest modes of transport. When looked at together, trips by public transport, walking and cycling to and from access points are collectively safer than car trips. This is another reason why the EU should promote the extension, quality and use of public transport.

The Lithuanian Presidency should also highlight the importance of road safety in the preparations to adopt the new package on urban mobility.

lost their lives in collisions involving heavy goods vehicles (HGVs) in 2011 are 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 a HGV, pedestrians to 15%, cyclists to 7% and riders of powered two-wheeled vehicles (PTW) to 6%. The occupants of the HGVs make

up 12% of the 4,254 deaths.

The larger size of HGVs results in a comparatively smaller area of direct vision for their drivers than for drivers of passenger cars or LGVs. The new proposals could improve the current status quo by increasing the driver's direct field of vision, particularly on the side of the cab. The problem of blind spots around nearside turning HGVs is

particularly acute for vulnerable road users, not just because of their small weight in relation with the HGVs, but also because of the limited amount of space they occupy on the road, which reduces the chance of the drivers detecting them through the rear-view mirrors¹⁹. The Lithuanian Presidency should support focusing on the safety potential of this new proposal.

Road Freight and the Social Rules: Fatigue

The Lithuanian Presidency will finalise the agreement²⁰ to revise the legal framework for the use of tachographs. The legislative proposal looks at using the satellite positioning system, improving the technical capabilities of the digital tachograph and linking into current ITS developments.

In an ETSC report entitled "Tackling Fatigue: EU Social Rules and Heavy Goods Vehicle Drivers" ETSC looks at how enforcing the social rules is one of the important tools to manage fatigue. Research shows that driver sleepiness is a significant factor in approximately 20% of commercial road transport crashes²¹. ETSC welcomes the recognition that one of the important tools in tackling sleepiness amongst professional drivers, the tachograph, will be reviewed.

line with the proposals of the TRACE project²², could lead to welcome improvements. When the legislation on working hours and tachographs is ignored or circumvented, the lives of drivers, passengers and other road users may be put at risk. Non-compliance and fraud also give undue competitive advantage to those breaking the law, with negative impacts on the functioning of the internal market. ETSC welcomes efforts included in the proposal to tackle this through, for example, higher standards demanded of the workshops which install and calibrate the tachograph.

The proposal underlines the need for more efforts in training enforcement officers. At present, there is room for interpretation in terms of procedures and application of the legislation which means that the decisions of control officers vary. Drawing up European minimum standards for the training of inspection bodies and for coordinating cooperation between the inspection bodies, in

The original proposal included the intention to ensure a minimum degree of harmonisation of sanctions in relation to the tachograph rules. This is also welcomed as presently the penalties applicable to serious infringements vary greatly between Member States. For drivers and undertakings engaged in international transport, it is therefore difficult to receive a clear message concerning the gravity of possible infringements when they do not comply with certain provisions of these pieces of legislation. There is more to be done in this area to improve road safety, including communicating more with the drivers and their employers.

Infrastructure Safety

The European Commission has announced a planned review of the Infrastructure Directive adopted in 2008. ETSC recognises that much benefit is expected to be delivered in terms of saving lives with the implementation of this Directive. ETSC supports the EC in recognising that much more benefit could be achieved by extending the principles of this Directive to other parts of the road network. In the EC Policy

Orientations the EC recommended to EU Member States to extend these requirements to the secondary road network. This has become even more of a priority given the new objectives to reduce serious injury. In its recent Staff Working Document on Serious Injury the EC has also added that it would look into the possibilities of recommending to the EU Member States the possibility to extend the Directive's principles

to the urban road network. Serious road traffic injuries occur on all kinds of road, but larger proportions of them occur in urban areas and involve vulnerable road users.

Alongside the Directive, ETSC also proposed the drafting of guidelines for promoting best practice in traffic calming measures, based upon physical measures such as roundabouts, road narrowing,

chicanes and road humps.²³ These measures should be introduced as part of area-wide urban safety management, making use of the latest advances in understanding of traffic and safety management as part of urban design. Again, this is even more relevant in the new context of preventing both deaths and serious injury and with the new upcoming urban mobility package.

Notes:

1. The European Transport Safety Council (ETSC) is a Brussels-based independent non-profit making organisation dedicated to the reduction of deaths and injuries in transport in Europe. ETSC seeks to identify and promote effective measures on the basis of international scientific research and best practice. The Council brings together 47 international and national organisations concerned with transport safety from across Europe.
2. For more information please click [here](#).
3. ETSC (2013) 7th PIN Report, Back on track to reach the EU 2020 Road Safety Target?
4. ETSC (2012) Drink Driving: Towards Zero Tolerance, Fig. 3 and 4.
5. ETSC (2013) Response to the First Milestone Towards an Injury Strategy.
6. ETSC (2012) ETSC Position on the Roadworthiness Package.
7. ETSC (2011) ETSC Position on L Category Vehicles
8. With the exception of the Auto- und Reiseclub Deutschland (ARCD).
9. For more information please click [here](#).
10. For more information please click [here](#).
11. ETSC (2008) Blueprint for the EU's 4th Road Safety Action Programme.
12. Council conclusions on road safety, 3052th Transport, Telecommunications and Energy Council meeting, Brussels, 2–3 December 2010.
13. 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).
14. ETSC (2013) PIN Flash 24. Towards Safer Transport of Goods and Passengers.
15. ETSC (2013) ETSC's Contribution to CARS 2020 on Road Safety.
16. European Commission (2012) CARS 2020 Action Plan for a competitive and sustainable automotive industry in Europe.
17. ETSC (2013) ETSC's Contribution to CARS 2020 on Road Safety.
18. ETSC (2013) 7th Annual PIN Report, Back on track to reach the EU 2020 Road Safety Target?
19. ETSC (2012) Raising the Bar Review of Cycling Safety Policies in the European Union.
20. Proposal for a Regulation of the European Parliament and of the Council amending the Council Regulation (EEC) N. 3821/85 on recording equipment in road transport and amending Regulation (EC) N. 561/2006 of the European Parliament and the Council.
21. ETSC (2001) The Role of Driver Fatigue in Commercial Road Transport Crashes.
22. For more information please click [here](#).
23. ETSC (2008) Blueprint for the EU's 4th Road Safety Action Programme.

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