European Transport Safety Council

Reducing Road Safety Risk Driving for Work and To Work in the EU
An Overview

Part 1 Overview of Work Related Road Safety in the EU

Introduction

A total of 39,000 people lost their lives in road traffic collisions in 2008, of those a large percentage were driving for work or to work whilst commuting. Improving work related road safety would improve road safety as a whole. This briefing paper gives an overview of the road safety level in the EU presenting existing data and the profile of those involved in work related road traffic deaths in the EU. It gives an idea of the key risks facing those driving for work and how to counter them. It also aims to give an overview of the past and possible future activity to improve work related road safety at a European, national and employer level with recommendations for future work. It draws on existing reports prepared by the ERSO, EU OSHA, European Commission, NIOSH and ETSC's PRAISE project.

Road Safety in the EU

The European Union has set itself the ambitious target of reducing the yearly number of road deaths by 50% by 2010 compared to 2001. A comparison of developments by ETSC[1] up to 2008 shows that some countries have reached reductions of more than 40%. Luxembourg (- 49%), France (- 48%) and Portugal (- 47%) have progressed best and are well on track to reach the target ahead of 2010. Latvia and Spain reduced the number of road deaths by more than 42%, just about the reduction needed to be on track. There is however no place for complacency. Even frontrunners, Spain and Latvia need to strengthen their efforts and, if current trends continue, Belgium and Germany are the only other countries within reach of halving their numbers of road deaths before 2013. Since the EU target was set, road deaths dropped by 29% and if current trends continue road deaths are likely to fall by a third in 2010. Still 39,000 people lost their lives in road traffic collisions in 2008. Results and analysis covering the 2001- 2009 period will be published by ETSC in June 2009. The EU is due to come forward with a new European Action Programme for the period 2010 to 2020 this spring.

Recommendations to the EU

- New targets and measures which address driving for work and commuting must be set for 2020 which will mobilise action at a joint European level to work further towards reducing the unacceptably high level of deaths and disabling injuries on Europe's roads.

Road Traffic Deaths Whilst Driving for Work

[1] 3rd PIN Annual Report 2010 on the Horizon

Road Traffic accidents[2] accounted for 39% of fatal accidents at work in 2005[3]. More than one in four fatal accidents at work involved person 'driving a means of transport or motorized and mobile handling equipment' (ESAW 2005). The report 'Causes and Circumstances of accidents at Work in the EU' points to the differences in reporting. Underreporting present challenges when collecting and analysing the data (ESAW 2005). The main types of vehicles involved include light vehicles (42% of cases), heavy good vehicles (lorries, buses, coaches) in 28% of cases and two or three wheeled vehicles in 6% of cases. Young workers are particularly affected by fatal accidents involving loss of control of two or three wheeled vehicles, as 13% of workers who died as a result of this type of accident were under 25 years old (for comparison, in 2005 workers aged 18-24 accounted for only 8% of all fatal accidents at work)[4].

Driving for work includes:

- Professional transport
- Driving whilst at work, for example sales people
- Workers on the roads for example carrying out repairs
- Commuting to work.

This paper focuses on the first two.

Commuting

At present there is little data covering commuting in the EU Member States and this remains somewhat a grey area. A report[5] from 2003 on occupational road safety including collecting and comparing commuting data from five EU Member States by Eurogip, suggests that commuting, as well as driving for work is also an important road safety risk factor that organisations should focus on as part of their programs to protect the safety and wellbeing of key workers.

Recommendations to EU and EU Member States

- Promote good practice to reduce commuting collisions from proactive employers that have chosen company locations with good links to local public transport, set up a collection service (works buses), car share schemes, encourage staff to switch to public transport or use flexi-time to help to stagger the rush hour.
- Data collection should be improved including collecting and monitoring "purpose of journey" and 'commuting' data.

Driver and Riders at Risk

Professional driving is a highly hazardous activity, involving far higher risks than those encountered in virtually any other occupation or most other activities of daily life.

[2] European Commission (2005) Causes and Circumstances of Accidents at Work in the EU.

[3] This refers to the 'transport branch' and fatal Road Traffic and Transport Accidents in the Statistical Classification of Economic Activities in the European Community. The data do not include commuting nor do they include Ireland or the UK.

[4] European Commission (2005) Causes and Circumstances of Accidents at Work in the EU

[5] Eurogip (2009). Le risque routier encouru par les salaries en Europe Actualisation du rapport Eurogip-05/F publié en 2003 August, Eurogip-40/F, www.eurogip.fr/en/docs/Eurogip_risque_routier_2009_40F.pdf

Despite the fact that their rate of death in road crashes is lower than for other groups of road users, professional drivers impose substantial risks on other groups of road users[6]. High mileage work-related driving in cars and light vans leads to a higher risk of crash involvement than similar non-work driving but crash causes are similar. Drivers at work are made up of drivers and riders of vehicles used for a range of purposes such as taxi drivers and moped delivery. Additionally many people work on, or near the road[7]. The type of work-related driving is also highly varied. Vehicles can be company owned or leased or used solely for business; company owned vehicle use for work and private purposes, or privately owned but used for work purposes (ERSO 2007).

The road freight transport sector positions itself as the dominant freight mode covering 76% of the total market and employing 2.8 million people in 2006[8]. It is characterised by a considerable geographic concentration of the activity (more than half of the total good transport in thousand kms. is accounted for by Germany, Spain, France and Italy) and a high degree of market fragmentation (from 65% to 95% of companies have less than ten employees) where a few big players tend to dominate the market and subcontract various activities to medium-size and small companies[9].

Driving for work includes the freight transport sector but also many others who drive for work and to work whilst commuting. These include drivers who drive vehicles covered above such as cars and light vans and motorcycles who drive as part of their job.

Recommendation to the EU and EU Member States

- Measures to reduce death and serious injury should cover all driving for work beyond the road freight transport sector.

The Business Case

Duty of care, health and safety compliance are legal necessities in most EU Member States, and is an essential consideration for employers. Employers should also make sure that their employees are able to comply with the law for example making sure there are seat belts on all seats. But equally important, it most often makes sound business sense to draw up and implement a road safety action plan. For businesses there is a clear link between safety, quality, customer service, efficiency and the environment. Road safety has a massive impact on society, and for this reason can play a major role in improving – or damaging an organisations corporate social responsibility (CSR).

This can be reflected in different ways:

-Reduced running costs through better driving standards (fuel consumption/vehicle maintenance costs);

[6] Elvik , R. (2007) *Occupational risk in road transport in Norway*, Working paper of January 30, 2007, Institute of Transport Economics, 2007

[7] Clarke, D., Ward, P., Bartle, C. and Truman, W. (2005) School of Psychology University of Nottingham Road Safety Research Report No. 58 *An In-depth Study of Work-related Road Traffic Accidents*, August 2005, Department for Transport: London

[8] DG Internal Policy European Parliament (2009) Shortage of Qualified Personnel in Road Freight Transport.

[9] Ibidem.

-Fewer working days lost due to injury;
-Reduced risk of work-related ill health;
-Reduced stress and improved morale / job satisfaction;
-Less need for investigation and paperwork;
-Less lost time due to work rescheduling;
-Fewer vehicles off the road for repair;
-Fewer missed orders and business opportunities, reduced risk of losing the goodwill of customers;
-Less chance of key employees being banned from driving[10].

Collisions most often have financial implications on a business that stretch well beyond reported costs. A proactive road risk program can also keep organisations ahead of and protected from regulations and legal requirements and gain a competitive advantage compared to more 'reactive' competitors.

Part 2 Improving Work Related Road Safety at an EU level

This is an area of road safety in the EU that needs renewed commitment. This next section aims to give a short overview of which structures exist at a European level. The legislation covering this at present exists in different places including employment, transport safety and internal market legislation governing the transport of goods. This section covers driving for work as a professional driver or a company car driver.

Road Safety Action Programme

The Third Road Safety Action Programme is a central document for road safety policy making in the EU. The Action Programme was adopted in 2001 with a Mid Term Review in 2005 and it aimed to propose a series of measures to reach the objective of halving road deaths in the EU by 2010 set in the 2001 Transport White Paper. A number of measures have been adopted in the past decade which have had a direct impact on work related road safety. This includes some progress towards harmonising penalties for the main infringements of the road code for international hauliers. Under training the adoption of a Directive on training of commercial drivers as well as tightening of the legislation and enforcement of the driving and rest periods of commercial road haulage including also the installation of digital tachographs in commercial haulage. Best Practice Guidelines on cargo securing have been adopted as has the extension of compulsory seat belt wearing in coaches and heavy goods vehicles. The provision of visual and audible seat belt reminders for the driver's seat will be compulsory in new vehicles by the 1st of November 2012. The Road Safety Charter was launched in 2004. Stakeholders were encouraged to give a formal undertaking that they will cooperate and try to sign up to a specific commitment by subscribing to a European Road Safety Charter. It now has over 1,000 members including a whole variety of stakeholders from local government, SMEs, global business and the NGO community. The 4th Road Safety Action Programme is expected to be adopted in spring 2010 and is hoped to come up with new measures to improve work related road safety.

Recommendations to the EU

[10] © and Intellectual Property Dr Will Murray, Interactive Driving Systems, all rights reserved, 2009.

- Ensure that employers draft a road safety plan in compliance with EU legislation and based on a solid business case to improve the health and safety of workers.
- Encourage companies also through incentives to adopt the new ISO international standard for road safety management.
- Deliver on the proposal from the Third Action Programme to draw up best practice guidelines concerning company policies to reduce accident and injury risk in road transport contracts.
- Lead by example and adopt work related road safety management programmes for the EU institutions and their vehicle fleets including vehicle safety into public procurement.

Community Strategy 2007-2012 on Health and Safety at Work

Within the field of employment policy the EU also adopted "Improving Quality and Productivity at work: Community Strategy 2007-2012 on health and Safety at work". As part of this the Commission proposed the ambitious goal of achieving by 2012 a 25% reduction in the total incidence rate of accidents at work (number of accidents at work per 100 000 workers) in the EU 27.

Recommendations to the EU

- Integrate specific measures focussing on reducing death and injury whilst driving for work in the next Community Health and Safety at Work Strategy 2013-2018 as a priority.

Improvement of Health and Safety of Workers Directive

The scope of the problem varies from one organisation to another, the starting point for any employer should always be to undertake a risk assessment and draw up a road safety action plan, based on priorities identified in the assessment and as part of occupational health responsibilities. The European Framework Directive[11] requires every employer in Europe to undertake a risk assessment according to the principles of prevention. This Directive provides a minimum requirement and has also been supplemented by national legislation. It is also supported by a number of other Directives on workplace safety[12].

Recommendations to the EU

- Ensure that employers are implementing the Directive to improve health and safety of workers, including the use of a vehicle both on-site and off site.
- Encourage Member States to develop specific guidance on the implementation of the Directive in relation to reducing work related road risk.
- Encourage Member States to collect data on death and injury whilst driving for work and commuting to and from work.

[11] Council Directive 89/391/EEC of 12 June 1989 on the introduction of measures to encourage improvements in the safety and health of workers at work.
[12] Overview of Occupational Health and Safety Legislation http://osha.europa.eu/en/legislation/index_html/directives

Professional Drivers in the Transport Sector

There are a number of EU laws[13] on harmonising conditions of competition which aim also to improve working conditions and road safety under the EU's internal market legislation. The main ones regulate the driving time of professional drivers in the EU. The Working Time Directive (Directive 2002/15/EC) which applies to all mobile workers (excluding the self employed) performing road transport activities limits weekly working time to 48 hours, although weekly hours may increase exceptionally to a maximum of 60. The Directive also entails restrictions on night working and enforces rest breaks. The Driving Time and Rest Period Regulation (EC 561/2006) aims to introduce clearer and simpler rules about driving times, breaks and rest periods for professional drivers operating both in national and international transport. The basic principle is that by requiring a regular weekly rest period at least once per two consecutive weeks and a daily rest period, social conditions for drivers and road safety should be improved.

Legislation covers recording equipment (tachographs) with Regulation EEC 3821/85 amended in 1998 to introduce digital tachographs. Directive 2006/22/EC identified minimum levels of enforcement required to secure compliance with the rules set out in the Driving Times and Rest Periods and the Tachograph Regulations. It provides common methods to undertake roadside checks and checks at the premises of undertakings as well as promoting cooperation between Member State authorities in charge of road transport enforcement.

There is legislation on the admission to the occupation (Directive 96/26/EC) which introduced uniform criteria for mutual recognition of qualifications and better qualified transport operators. A Regulation (EC 484/2002) also exists on the attestation of driver documents to check the regularity of employment status of drivers from third countries.

A Directive on Driver Training of bus and truck drivers (2003/59/EC) recently came into force this aims to provide better training for professional drivers who must now pass a test and undergo hours of periodic training. A new EU Driving Licence Directive was adopted in 2006 which brings in new requirements for qualifications and the continuous training for driving examiners. Under the Directive Driving Licences can only be issued to those who have completed training or passed a test of skills and behaviour,. This legislation plays a role in influencing road safety at work.

Recommendations to the EU

- Harmonise the way Member States enforcement authorities interpret the working and driving limits imposed by Directive 2002/15/EC and Regulation (EC) n° 561/2006.
- Improve enforcement of driving times and rest period legislation by putting more focus on company checks.
- Support the setting up of a quality labelling scheme for post licence driver training.

[13] Directive 2006/22/EC, Regulation 484/2002, Directive 2002/15/EC, Regulation 561/2006 , Regulation 3821/85.

Vehicle Safety Contributing to better Work Related Road Safety

EU legislation covering vehicle safety has also had an impact on work related road safety. Under the new Vehicle Safety Regulation 661/2009 the extension of seat belt reminders to all drivers' seats will certainly increase seat belt wearing rates and save lives. Furthermore lorries and other heavy vehicles must be fitted with Advanced Emergency Braking Systems (AEBS) and Lane Departure Warning (LDW) Systems as of 2013. Lane Departure Warning devices can be effective in managing fatigued drivers, those under the influence of alcohol and also those distracted by eating, smoking or using their mobile phones. Lane changing represents 4 to 10% of all crashes. An opportunity however has been missed under the adoption of the Vehicle Safety Regulation 661/2009 to tighten up underrun protection of heavy vehicles.

Other in vehicle technologies linked to tackling the greatest safety risks including speeding and drink driving could also be prioritised for use by employers. The starting point should be to draw up a road safety action plan and based on its priorities undertake a risk assessment. This action plan could then include in-vehicle safety equipment as part of the solution. Vehicle safety features including speed management devices such as Intelligent Speed Adaptation, alcohol interlocks and seat belt reminders can reduce the incidence and severity of crashes. There has been some progress made on each of these technologies under the ITS Directive and the new Vehicle Safety Type Approval Regulation, notably with seat belt reminders as mentioned above. But there is still scope for further improvement. The vehicle supply industry has developed many technology based interventions for fleet operators to consider in vehicle specification and purchase decisions. For a more complete overview read ETSC's PRAISE Thematic Report: How can in-vehicle Safety equipment improve road safety at work[14].

Progress has been made in adopting legislation for the fitting of blind spot mirrors to drivers of heavy duty vehicles with a Directive in 2003, which was extended in 2007 to include the retro fitting of Blind Spot Mirrors to all HGVs. This will improve vision of the driver ensuring that they better see cyclists and motorcyclists when making a turn.

Recommendations to the EU

- Prioritise the development and deployment of in-vehicle technologies such as ISA and alcohol interlocks to improve work related road safety.
- Adapt the EU Directive on the promotion of clean and energy-efficient road transport vehicles[15] to include in vehicle technologies for safety in public procurement.

Part 3 EU Member State Level Legislation

Some governments have legislated further that employers should take specific action on improving road safety at work, beyond the requirements of EU legislation on occupational health and safety legislation. In the UK, Health and Safety at Work

[14] http://www.etsc.eu/documents/PRAISE%20Report%201.pdf

[15] Directive 2009/33/EC of the European Parliament and of the Council of 23 April 2009 on the promotion of clean and energy-efficient road transport vehicles

legislation includes the requirement of ensuring health and safety of all employees while at work and not putting others at risk by work-related driving activities[16] (DfT 2003). Others take the non-legislative approach and encourage employers to take action via different initiatives such as in France. Governments can bring about change by setting an example. They can influence demand through their own public procurement policies. This section covers driving for work as a professional driver or a company car driver and commuting.

Recommendations to Member States

- Elaborate specific guidelines for use on improving work related road safety.
- Require their own public authority fleets to comply with the ISO standard and make resources available to help them do so.
- Promote Best Practice by setting up initiatives which promote leading by example using peer to peer communication.
- Promote the business case through targeted information dissemination to employers of investing in and benefitting from work related road safety.
- Encourage employers via financial instruments to fit and purchase vehicles with in vehicle technologies which have high life saving potential.
- Lead by example and adopt work related road safety management programmes for government and public authority fleets including vehicle safety into public procurement.

UK

In 2003, the UK Department for Transport and Health and Safety Executive issued a guidance document on 'Driving at work: Managing work-related road safety[17]' explaining that as part of the workplace under health and safety regulations, organisations need to have risk assessments in place for their drivers, vehicles and the journeys they undertake. The Department for Transport has established an outreach programme Driving for Better Business to raise awareness of the importance of work related road safety in the business community and public sector.

Sweden

The Swedish Work Environment Authority has provided a brochure[18] for employers on occupational road safety including relevance of the Directive 89/391 on Health and Safety. It also includes advice on how to develop a road safety policy covering risk assessment. Since the 1st of February 2009 Sweden introduced compulsory rules for governmental authorities concerning environmental and traffic safety requirements when purchasing a vehicle (PIN Vehicle Flash 13 ETSC 2009).

France

[16] The Corporate Manslaughter and Corporate Homicide Act Newer legislation adopted in 2007 in the UK introduces an important new option for certain very serious senior management failures which result in death.

[17] http://www.hse.gov.uk/pubns/indg382.pdf

[18] http://www.av.se/dokument/inenglish/broschures/adi_578eng.pdf

In France the Government took the initiative to set up the "Steering Committee to prevent road risk amongst professional transport", an organisation responsible for advising a number of government bodies and putting forward proposals on work related road safety. The Committee underlines that both road safety 'at ' work and road safety 'to' and 'from' work (commuting) should be addressed.

Since 2002, all companies must identify and evaluate all their professional risks in a single document (Document Unique), this includes road traveling risks. Since 2003, the social security code has established the necessity for managers to prevent work related road accidents in all kinds of activities, including commuting. Some companies also propose various services, training and consulting, in order to reduce car accidents. Their customers are businesses with a car fleet, at least ten vehicles.

Part 4 Employer Level Initiatives

Across Europe employers can take the effective measure to draft a road safety plan based on the business case[19]. This must also comply with EU legislation on improving the health and safety of workers (Directive 1989/391). Alongside these financial and legal reasons for improving work related road safety employers also have moral obligations to care for their workers. Many companies also express this through their Corporate Social Responsibility policies. Being socially responsible means going beyond legal compliance and investing 'more' into human capital, the environment and relations with stakeholders. A holistic approach is needed and top management must be involved in the development of road safety plans that should include a strategy linked to a target with measures. These can cover areas such as fleet safety guidelines developed by road safety organisations, driver selection and induction procedures, vehicle selection, driver training and education, driver management, monitoring fleet safety performance, creating a continuous cycle of improvement. This section covers driving for work as a professional driver or a company car driver and commuting.

The Haddon Matrix is particularly useful as a framework for undertaking an overall review of the organisational safety context into which the driver assessment, monitoring and improvement program should fit. Haddon provides an all-encompassing pre-crash, at-scene and post-crash systems-based framework for fleet safety (Murray et al 2009a).

A new ISO international standard 39001 for road safety management is also under development. The new standard will consist of instructions on how to create continual improvement in road safety work. Any player with an influence on road safety should be able to use the standard as a complementary guidance in its efforts of contributing to safe road traffic. A proposal for the new ISO-standard can be expected in October 2011.

Recommendations to Employers

[19] Employer Case Study examples: PRAISE Case Studies http://www.etsc.eu/PRAISE-publications.php

- Evaluate the extent of the road safety impact on the company by undertaking a risk assessment, including the burden of road collision and injuries and endeavour to build mitigations into the business model which cover the driver, the journey and the vehicle.

- Draw up a road safety action plan, based on priorities identified in the assessment, as part of their health responsibilities.

- Implement or improve management systems within the company, to prevent collisions and track cost savings based on reductions in road collisions and incidents.

- Introduce in vehicle technologies linked to key identified risks such as Intelligent Speed Adaptation and alcohol interlocks to fleets of company cars.

- Identify corporate leaders to spread the road safety message: 'road safety is everyone's business' throughout the company.

- Undertake driver/rider assessment on recruitment, this should also include checking documentation; (licences, driver training records and fitness to drive records) and assess driving competence and attitudes. Continue to monitor driver and train as appropriate.

- Include safety criteria when purchasing vehicles, including 5 star EuroNCAP cars and vehicles using in-vehicle safety technologies.

Conclusion

Work Related Road Safety has a place in European transport safety policy making. This paper has presented the current scope of the problem and the profile of this driver group. It has presented a short overview of progress made at a European, national and employer level in the last decade and also given ideas for new measures and actions to be taken in the next decade. Improvements in work related road safety can make a contribution to reducing death and serious injury on Europe's roads.

A longer version of this paper including key risks such as speeding and fatigue can be found: http://www.etsc.eu/documents.php?did=3

Further Reading

European Commission (2005) Causes and Circumstances of Accidents at Work
ERSO (2007) Work-Related Road Safety www.erso.eu
EU OSHA Facts (2001) Facts 16 Preventing Vehicle Transport Accidents at the Workplace
EU OSHA Facts (2001) Facts 18 Preventing Road Accidents Involving Heavy Good Vehicles
EU OSHA Facts (2001) Facts 54 CSR and OSH
EU OSHA (2010) OSH in Figures Occupational Safety and Health in the Transport Sector
ETSC (2008) Blueprint for a 4th Road Safety Action Programme
ETSC (2009) Third PIN Report 2010 on the Horizon

ETSC (2009) PRAISE Thematic Report 1 How Can In-Vehicle Safety Equipment improve Road Safety at Work
ETSC (2009) Drink Driving in Commercial Transport
ETSC (2010) PRAISE Thematic Report 2 Fit for Road Safety: From Risk Assessment to Training
EU Legislation Road Safety
http://ec.europa.eu/transport/road_safety/specialist/policy/index_en.htm
Murray, W., Pratt, S., Hingston, J. & Dubens, E. (2009). Promoting Global Initiatives for Occupational Road Safety: Review of Occupational Road Safety Worldwide (Draft), www.cdc.gov/niosh/programs/twu/global, ISBN
Royal Society for the Prevention of Accidents (RoSPA) Road Safety Resources for Employers
http://www.rospa.com/roadsafety/resources/employers.htm

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