

Traffic Law Enforcement across the EU

An Overview

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An Overview

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European Transport Safety Council

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The European Transport Safety Council

The European Transport Safety Council (ETSC) is an international non-governmental organisation which was formed in 1993 in response to the persistent and unacceptably high European road casualty toll and public concern about individual transport tragedies. Cutting across national and sectoral interests, ETSC provides an impartial source of advice on transport safety matters to the European Commission, the European Parliament and, where appropriate, to national governments and organisations concerned with safety throughout Europe.

ETSC brings together experts of international reputation and representatives of a wide range of national and international organisations with transport safety interests to exchange experience and knowledge and to identify and promote research-based contributions to transport safety.

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Executive Summary

This report is the result of ETSC´s "Traffic Law Enforcement Programme". It monitors enforcement practices in the EU in order to stimulate best practice exchange and identify further needs. It focuses on police enforcement in the field of speeding, drink driving and seat belt use and examines the implementation of the European Commission's Recommendation on traffic law enforcement (EC 2004). In this Recommendation EU countries were asked to apply in a national enforcement plan what is known to be best practice in the enforcement of speed, alcohol and seat belt legislation. Traffic law enforcement measures in these three areas, in combination with awareness raising activities, are the most important instruments to reach the EU target of halving annual road deaths by 2010.

The first part of the report provides an impression of the main emerging trends across the EU including recommendations for EU decision makers on how to further progress. The second part covers enforcement practices and progress in each of the EU's 25 Member States including recommendations for improvement.

Speeding is the single most important cause of traffic death and injury across Europe. But available data show that legal limits are insufficiently enforced even in the best performing EU Member States such as the U.K and Sweden. The examples of **Finland, the UK, Austria, France, the Netherlands** and **Belgium** show that well-designed speed enforcement schemes help to bring down speeding on all parts of the network. Evaluations carried out in **France** and the **UK** have moreover shown that speed cameras can help to substantially reduce casualties from speeding and that these safety effects may already be felt at a point when the number of speeding offences is still increasing.

The second greatest cause of road deaths, often mixed with speeding, is **drink driving**. In the EU as a whole, around 2-3% of journeys are associated with an illegal Blood Alcohol Concentration (BAC), resulting in 30-40% of driver deaths. The highest levels of drink driving checks are found in **Finland, Estonia, Sweden, France, Slovenia, the Netherlands, Greece** and **Hungary**. In all these countries, police have been empowered to stop and breath test drivers at random, i.e. without the driver revealing any suspicious behaviour.

Best results are achieved in countries that run random alcohol screening tests in conjunction with evidential breath testing. In Finland**, France, Sweden** and **the Netherlands** this has helped to reduce road traffic casualties significantly. Good results have also been achieved in some Eastern European countries such as **Slovenia, Estonia** and **Hungary** where the fight against drink driving has been a priority but its effects have sometimes been offset by less successful action in other fields such as speeding.

One of the areas given lowest priority is the enforcement of **seat belt wearing**, despite the fact that seat belts have been proven to have an enormous life saving potential. The best way to enforce seat belt use is through intensive and highly visible specific seat belt actions. Few countries report to be undertaking such rigorous and frequent checks. These include **Slovenia** and the **Netherlands** but also the land of **North Rhine Westphalia (Germany).** Seat belt wearing is increasing in all EU countries, but not all countries dispose of basic compliance information that is needed to guide enforcement efforts. More effort must be put into raising seat belt wearing rates particularly in those countries where compliance is low or rates are unavailable.

The overview shows that many EU countries are improving their levels of enforcement of speed, alcohol and seat belt legislation. EU countries increasingly apply best practice methods as outlined in the EC Recommendation in the areas of speed and alcohol enforcement. More and more countries are introducing automated speed enforcement, random screening tests and evidential breath tests, but seat belt actions based on the recommended *blitz* approach are much less common.

ETSC has also evaluated the latest progress made by the 25 EU Member States reporting the areas of speeding, drink driving and seat belt use. Finland tops the score with its exemplary speeding and drink driving enforcement records. It is followed by **Sweden, the UK, the Netherlands** and **Germany** who are all champions in one of the three fields. **Austria, Belgium, Denmark, France, Luxembourg** and **Slovenia** are improving in all three fields. And ten countries have been identified as improving only in one of the three areas. These countries include **Cyprus, Estonia, Greece, Hungary, Italy, Latvia, Lithuania, Poland, Slovakia** and **Spain**.

The EC Recommendation has undoubtedly helped to raise the profile of traffic law enforcement in the EU countries. It has stimulated discussion and best practice exchange. In some Member States such as **Germany**, it has also led to an improved co-operation between the different actors involved. Member States should therefore continue the implementation of the Recommendation. But to ensure that all Member States achieve high standards in enforcement, the European Commission should also prepare a Directive that includes minimal requirements in all areas covered by the Recommendation, including also the follow-up of offences and information linked to enforcement.

Introduction

Traffic law enforcement, in combination with awareness raising activities, is the single most important measure to reach the EU target of halving annual road deaths by 2010. In that timeframe, only measures that target driver behaviour can have a real impact while measures relating to vehicle technology and road infrastructure typically need a longer time to bear fruit.

The effective enforcement of road safety rules, if carried out according to best practice standards, can lead to a rapid and massive reduction in deaths and injuries in a very cost-effective way.

The European Commission therefore adopted a Recommendation in October 2004 (EC 2004) on how Member States should improve their traffic law enforcement policies. In this Recommendation EU countries were asked to apply in a national enforcement plan what is known to be best practice in the enforcement of speed, alcohol and seat belt legislation.

Independently of the European Commission, ETSC is monitoring enforcement practices in the EU in order to stimulate best practice exchange and identify further needs. This report is the result of more than a year's intensive exchange with enforcement experts from the various EU countries, including representatives from police forces, ministries and road safety organisations. It brings together, for the first time, an overview of all 25 EU countries including recommendations for each country.

The European target can only be reached if traffic law is enforced more effectively.

This report focuses primarily on police enforcement in the field of speeding, drink driving and seat belt use. Additionally, there are sections examining the follow-up of offences, information campaigns linked to enforcement and cross-border enforcement. The first part provides an impression of the main emerging trends across the EU including recommendations for EU decision makers on how to further progress. The second part, which is available from ETSC's website, presents a picture of road traffic enforcement in each of the Member States with specific recommendations for improvement. Finally, additional data on road safety and enforcement from the EU 25 Member States can be found in the Annex.

1 The need for improved enforcement

1.1 THE EUROPEAN COMMISSION WANTS BETTER ENFORCEMENT

The European Union has set itself the target of a 50% reduction in road deaths by 2010. It was adopted in the White Paper on the Common Transport Policy (EC 2001) and the Third European Road Safety Action Programme (EC 2003) which provided the appropriate framework for road safety policy planning in Europe. The Programme identifies three areas of action: the behaviour of road users, vehicle safety and improvement of road infrastructure. It also specifically outlines a key proposal to ensure the proper enforcement of the most important safety rules. This resulted in a Recommendation on Enforcement in the field of road safety (EC 2004).

In this Recommendation Member States are asked to apply in a national enforcement plan what is known to be best practice in the enforcement of speed, alcohol and seat belt legislation. To control speeds, automated speed enforcement systems must be used, and offences must be followed up by procedures able to manage with a large number of violations. For drink driving, random breath testing with alcohol screening devices must be applied and evidential breath testing devices used. In the area of seat belt use, intensive enforcement actions of a specific duration must take place several times a year.

The European Commission recommends Member States to apply best practice in the enforcement of speed, alcohol and seat belt legislation.

By 2007 the Commission will evaluate whether or not enforcement policies have improved sufficiently across the Member States. The Recommendation clearly states that if this is not the case, the Commission reserves the right to propose more binding legislation, such as a Directive.

The measures proposed in the Recommendation are based on the results of different EC funded research projects[1]. The European Commission also had a cost-benefit analysis carried out on the basis of proposals similar to the Recommendation. It assessed that increased enforcement would result in a total annual reduction of 14,000 road deaths and 680,000 injuries in the EU, and in a net benefit of 37 billion Euro or 0.44% of GNP (ICF Consulting 2003).

Following on from the publication of its Recommendation to the Member States, the Commission set up an Expert Group on road safety enforcement. The group collected responsible police officers and ministry officials from all the Member States. Its first meeting took place in June 2004 in Brussels where it was decided to form three Working Groups to discuss in more detail the enforcement of speeding, drink driving and seat belt legislation. In addition, a specific group has been looking to simplify the reporting requirements in the annexes to the Recommendation.

In sum, there is clear recognition by the European Commission of the contribution that enforcement can make to saving lives. There exists an EU policy instrument in the form of an EC Recommendation, a timetable to monitor progress in the Member States and an Expert Group led by the European Commission to support this process.

1.2 ... AND ETSC SUPPORTS THIS

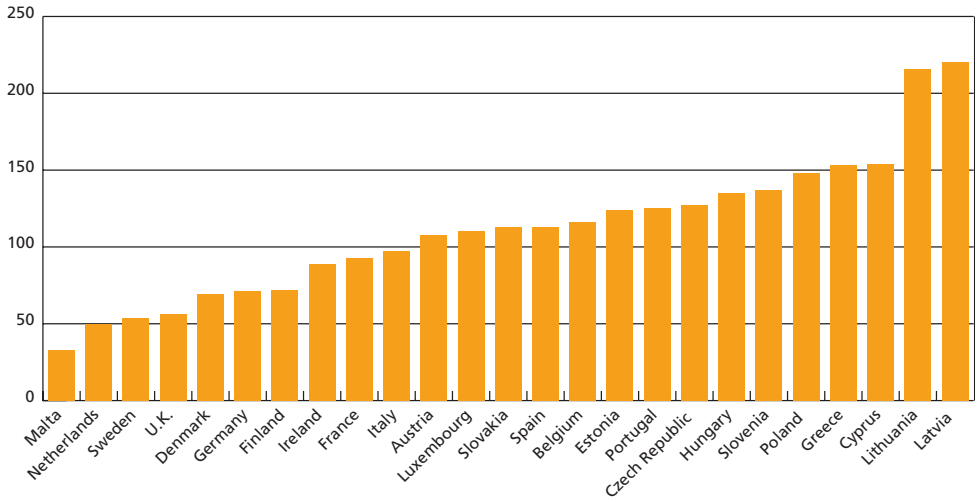
At the time of drafting of the EC Recommendation on enforcement ETSC, the Association of Chief Police Officers (ACPO) and the European Traffic Police Network (TISPOL) jointly called for binding legislation in the form of an EU Directive (ETSC et al, 2003). However, only a non-binding decision in form of a Recommendation was adopted.

[1] ESCAPE 2003, GADGET 2000, SUNflower 2002, VERA 2000, different ETSC studies and reports.

To establish whether or not EU countries are implementing this decision despite its non-binding nature, ETSC set up a programme in 2004 running over at least three years. The main aims of this programme are to identify and communicate progress made in the different countries and to share experiences on best practice in traffic law enforcement. As part of this programme ETSC has published several newsletters ('Enforcement Monitor') on topics such as cross-border enforcement, Intelligent Speed Adaptation and 'self-enforcing roads'. The first four newsletters also included some of the data that ETSC received from EU countries and that were used as a basis to rate their performance in enforcing road safety law.

This compendium brings together the findings of ETSC's research from 2004 to 2005. It focuses on the developments in 2004 with some attention to more recent changes in individual countries. The report aims to be a snapshot of progress made so far in EU Member States, anticipating the first official two-year report that the Commission will be able to compile no earlier than 2008.

Figure 1 Traffic fatalities per million inhabitants in EU countries 2004



2 Monitoring traffic law enforcement in the EU

2.1 THE FACT FINDING CHALLENGE

To evaluate current enforcement practices ETSC has been looking both at the extent to which existing laws are being enforced (input) and the extent to which these laws are complied with (output). As input indicators ETSC used, where available, the level of checks, level of offences and whether or not best practice methods are being applied. As output indicators ETSC used levels of compliance[2] and/or levels of deaths linked to non-compliance. On the basis of this information ETSC aimed to point out countries that successfully apply 'best practice' methods but also those countries that have been less successful ('worst practice'). However, the countries mentioned in both categories must be seen as examples only as a full analysis was only possible for those countries where ETSC obtained all the necessary information in the given area.

From our research it appeared that very few countries were able to supply data for all indicators. Often data were missing or could not easily be provided. The information was especially hard to get from some countries that have a federal structure and where responsibility for traffic law enforcement is with the regional level (e.g. Germany). It is however important that data are centrally collected and made these available as otherwise no proper monitoring of enforcement policies can be carried out. Our findings have once again confirmed this. Those countries that collect and provide data are generally the ones with the better road safety records while those countries that do not do so include the ones that have been less successful in preventing death and injury on their roads.

It is important that data are centrally collected and made available as otherwise no proper monitoring of enforcement policies can be carried out.

Switzerland, which is not an EU country, is a shining example of how traffic law enforcement should be monitored. This country has introduced a detailed indicator system to monitor developments in the areas of speeding and drink driving. Indicators include the levels of police checks, levels of offences as well as the severity of sanctions. Some indicators also relate to the feeling of drivers about the relevant safety rules and their enforcement. The data stem from a multitude of different registers and surveys and it are updated on a regular basis[3].

2.2 DO THE RULES NOT MATTER?

While the rules are essentially the same for the whole of the EU in the area of seat belt use, legal speed and alcohol limits vary from country to country[4]. Research suggests that the actual value of the limit is less important than the extent to which these limits are applied (SUNflower 2002, CNSR 2004). But our findings are not clear in that respect.

In the area of drink driving it can be shown that the proportion of deaths over the legal limit is roughly the same in all countries (Table 1). This means, however, that in countries with higher limits, the proportion of deaths linked to drink driving is higher than in those countries with lower limits. But each of these countries that have a higher BAC limit also has a relatively low level of checks so it is not quite clear which of the factors is more important.

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[2] Behavioural indicators such as observed levels of speeding, drink driving and seat belt use are not collected by all countries. See ETSC 2001, SafetyNet 2005

[3] The indicator system has been available since October 2005 in French and German under http://www.bfs.admin.ch/bfs/portal/fr/index/themen/rechtspflege/indic/ind11.html.

[4] There has been an EU wide legal obligation to use seat belts in all seats since 1991 (EU Directive 91/671/EEC). In 2006, a new Directive (Directive 2003/20/EC) will also mandate the use of appropriate child restraint systems for all children travelling in passenger cars and light vans.

Table 1 Legal BAC levels and their enforcement in some EU countries

Country	Legal BAC limit	Enforcement intensity	Proportion of deaths from accidents caused by drivers over the legal limit[5]
Sweden	0.2 mg/ml	high (17% of inhabitants)	about 10% (SUNflower 2002)
Finland	0.5 mg/ml	high (34.5% of inhabitants)	16% (2003)
Netherlands	0.5 mg/ml	high (12.3% of inhabitants)	18% (2003)
Luxembourg	0.8 mg/ml	low (4.7% of inhabitants)	14% (2004)
UK	0.8 mg/ml	low (1% of inhabitants)	17.5% (2004)
Ireland	0.8 mg/ml	n/a	n/a
Cyprus	0.9 mg/ml	low (5.3% of inhabitants)	40% (2005)

There is however ample evidence that reductions in BAC limits, supported by effective enforcement and publicity, can reduce drink driving at all BAC levels. Recent changes in **Switzerland** once again confirm this. In Switzerland, the number of road deaths decreased by an estimated 20% from 2004 to 2005. Preliminary findings show that one of the main reasons for this is a 25% reduction in alcohol-related deaths in 2005. On 1st January 2005, the legal BAC limit was reduced from 0.8 mg/ml to 0.5 mg/ml and random breath testing was introduced.

There is ample evidence that reductions in BAC limits, supported by effective enforcement and publicity, can reduce drink driving at all BAC levels.

[5] Unfortunately, the reporting of drinking in accidents is usually incomplete in EU countries. The extent of under-reporting differs from country to country (ETSC 2003).

3 Enforcement across the EU – learning from one another

3.1 SPEED ENFORCEMENT

Speeding is the single most important cause of traffic death and injury across Europe. But available data show that legal limits are insufficiently enforced even in the best performing EU Member States such as the U.K and Sweden. This is the case especially in urban areas. Speeding on rural roads is a particular problem in Lithuania and Poland where these roads seem to serve as a substitute for the underdeveloped motorway network. Speeding on motorways is a problem for Western countries including the UK and the Netherlands (Table 1 in the Annex).

Different Member States must therefore concentrate their efforts on different road types. But speed compliance should be a high priority in all EU countries. Creating a high risk of being caught while speeding is an important element in what must be a more comprehensive strategy to achieve this goal.

3.1.1 Types of checks – traditional and new

There are different methods available to enforce speed limits. Traditional methods rely on radar and laser measurements by mobile police patrols. In new automated enforcement methods, on the other hand, recording devices (camera, video) are used in conjunction with these measurements[6].

Traditional methods have the advantage that drivers are stopped and apprehend by police officers personally and immediately following the offence. But it is difficult with limited police resources to ensure high levels of continuous and widespread enforcement. When enforcement relies exclusively on traditional methods it will therefore usually focus on the most severe speeding offences and take place mainly at high risk sites. As a result, drivers become accustomed to a moderate level of speeding (between 5 and 25 km/h), which will typically be tolerated by the enforcement authorities (ICF Consulting 2003).

To raise the likelihood of speeding offences being detected, traditional methods are therefore increasingly complemented by **automated methods**. These include the use of stationary equipment as well as mobile devices that are used in police patrol cars.

Stationary devices include safety cameras that take a (film or digital) picture of the car either from the front or the back, depending on what kind of evidence is needed for follow-up. Fixed cameras are usually stored in boxes and the camera:box ratio (meaning number of cameras to number of boxes) varies between countries. In Belgium and France this ratio is 1:3, in Germany 1:4 or 1:5, in Poland 1:5 and in the UK 1:6.

In section control systems, two cameras are used. These systems measure the average speed over a certain distance, which is felt to be much fairer than measuring speed at one moment only. In **London (UK)** and **Vienna (Austria)**, section control is used to control speeds in tunnels. Results from the first section control system installed in 2003 in the Kaisermühlentunnel (Vienna) indicate that average speeds in the tunnel have decreased and only some 0.5% of vehicles continue to exceed the speed limit. While there used to be many severe accidents in the tunnel, no accidents involving serious injury or death have occurred since the beginning of the operation. Section control is also used on high risk sections of motorways and national roads in **Scotland** and the **Netherlands**.

Mobile devices, on the other hand, are operated from a police car at the roadside and can be deployed to different locations according to need. Video devices such as ProVida that are installed in (marked or unmarked) police patrol cars can also be used to record the speed of a target vehicle. This type of technology is also increasingly used in EU countries. It is however cost- and time-intensive, which limits widespread use (PACTS 2005).

[6] "Automated speed enforcement" as recommended by the EC Commission entails that a technical recording device is triggered automatically by a speed violation, so that information about the violating vehicle is recorded.

One advantage of automated methods is that they can be applied in spots where conventional enforcement is not possible, for example in tunnels or on motorways. Also, they allow identifying the vehicle (and sometimes also the driver) on the basis of the picture taken and follow-up can take place at a later stage. Most importantly, however, they serve to radically increase the likelihood of speeding offences being detected. Cameras can record even the smallest violations so that the actual limits rather than the limits plus 5 to 25 km/h can be enforced[7].

Automated methods radically increase the likelihood of speeding offences being detected.

This has been shown to be very beneficial for safety. A recent Finnish study has concluded that a large number of minor speeding offences (less than 20 km/h over the limit) cause at least as many accidents as a smaller number of more severe offences (Kallberg 2004). Another study from Germany has shown that tightened speed control has been particularly effective on roads where speeding by less than 20 km/h was observed (Ministry of Interior of North Rhine Westphalia 2005).

As motorists are aware that cameras detect even the smallest of violations, speeding drops radically at fixed camera sites. In **Switzerland**, only 0.4% of motor vehicles passing fixed camera boxes are over the limit. As a result, the number of accidents decreases dramatically at these sites.

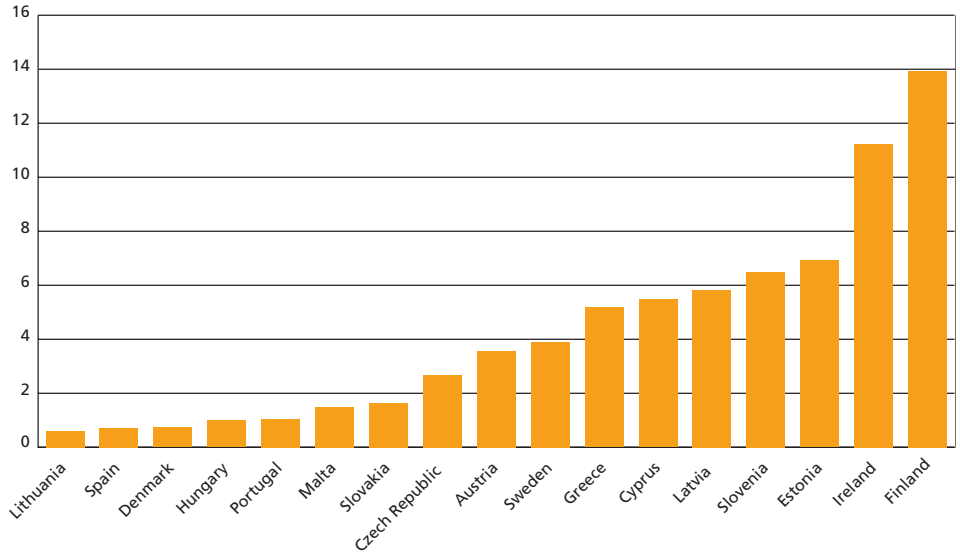
This is obviously due to the fact that most drivers know the location of fixed camera sites. But this is entirely in line with the purpose of these sites - they are there to reduce speeding in accident high risk spots. To achieve this goal, some governments (e.g. in **Belgium**, **France**) also publish the camera location on the Internet.

3.1.2 Levels of enforcement – some do, some don't

Levels of speed checks vary across the EU. Given that the number of vehicles checked for speed is not available for most countries, we looked at the number of speed enforcement devices to indicate the level of enforcement. It appears that **Finland**, **Ireland, Austria, Slovenia** and **Estonia** check high numbers of vehicles.

Finland, Ireland, Slovenia and **Estonia** use mostly mobile equipment such as radar and laser measuring devices. In **Austria**, on the other hand, the focus is on automated (stationary) equipment. Most probably therefore, **Austria** has a higher level of checks, even though less equipment is used than in **Finland** and **Ireland**. This is also true for the **Netherlands** where only the number of fixed speed cameras was reported.

Figure 2 Number of speed enforcement devices per 100,000 inhabitants 2004



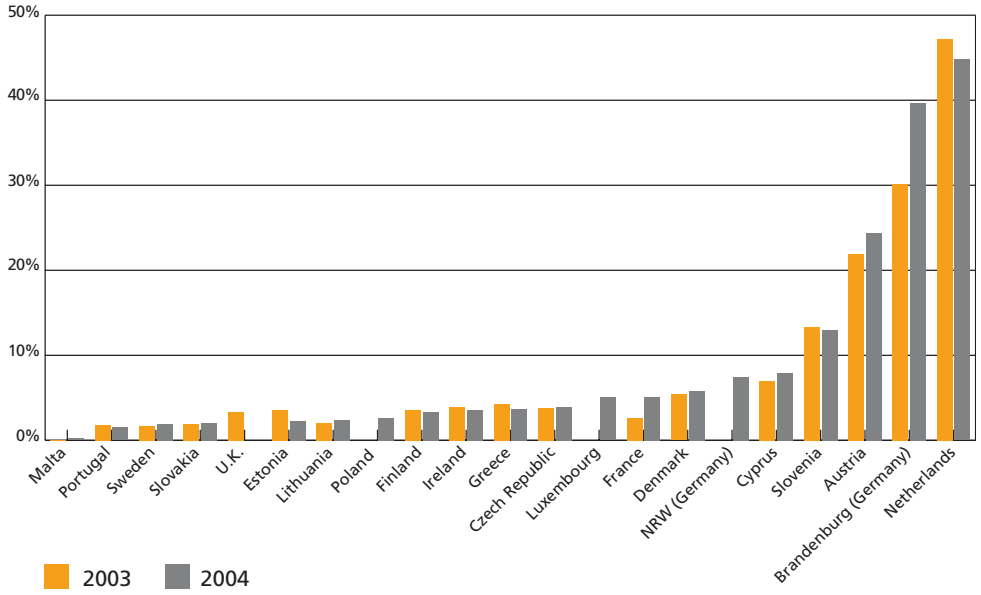
[7] All countries handle so-called technical margins. In Belgium, this is 6 km/h as a minimum. In Sweden, it is 5 km/h for all limits.

In **Finland,** a fairly low number of speeding offences is detected (Figure 3). Only 15% of speeding offences are detected through automated methods. Speed data suggest however that the low level of violations is not only the result of using little automated equipment. In Finland, speeding rates are low (Table 1 in the Annex). Moreover, the level of speeding on rural 80km/h and 100km/h roads has dropped significantly over the last years.

In **Austria**, a much greater number of drivers is penalised for speeding (Figure 3). The number of offences increased from 2003 to 2004. Speeding rates are low and the level of speeding dropped in 2004 on rural roads (but not in urban areas), whereas the level of speed-related deaths remained stable.

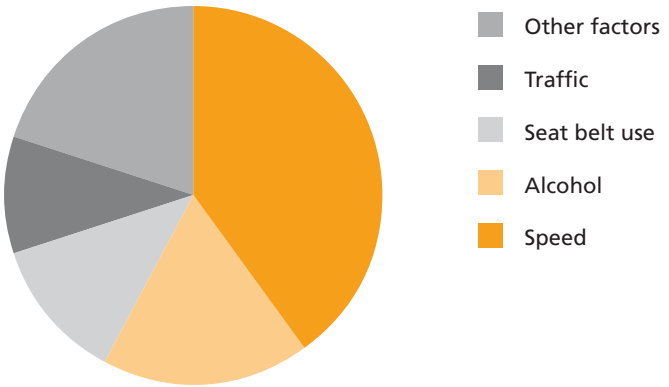
This suggests that in **Finland** and **Austria**, a mix of traditional and automated methods, which is applied at high levels, contributed to reducing levels of speeding in 2004. The difference in the numbers of offences results from the different degree to which automated systems are used.

Figure 3 Speeding offences per population (in %)



The most impressive changes have however been reported from **France** where the complete number of devices is unavailable. In France, automated speed enforcement was first introduced in late 2003. As a result, the number of speeding offences increased steeply (Figure 3, Figure 1 in the Annex) and speeding rates dropped radically for all types of vehicles (Table 2). Improvement in speed behaviour has been identified as the major factor contributing to the 32% reduction in road deaths between 2001 and 2004 (Figure 4).

Figure 4 Quantitative assessment of the main factors of the 21% decrease in 2003. Source: National Interministerial Observatory for Road Safety



Also in **Belgium**, where details are available only for the Federal Police, speed enforcement has been increased using a combination of fixed and mobile, traditional and automated methods. While the number of speeding offences went up, vehicle speeds decreased on all types of road. It is however impossible to say what impact this has had on road safety as detailed data on accident causation have not yet been published.

Table 2. Vehicles speeding by more than 10 km/h in France. Source: National Interministerial Observatory for Road Safety

	2001	2002	2003	2004
Passenger cars	35.4%	34.2%	26.3%	21.9%
Lorries	27.2%	31.5%	23.8%	18.0%
Motorcycles	46.8%	56.5%	42.7%	40.9%

But it is hard to say what part the level of checks has played in improving speed behaviour in these countries. In **Finland**, some speed limits were lowered in 2004 following a severe bus accident that claimed 23 lives. In **Austria**, speed enforcement through section control and the upcoming penalty point system were much in the media. In **Belgium**, there was also a major increase in sanctions and in **France**, news on the automated system of speed control was widely spread. The speed reductions that could be observed in each of these countries must therefore be seen as the result of a more comprehensive approach to speeding (see Chapters 3.2, 4.4, 4.5).

Lithuania, **Portugal** and **Hungary** at the bottom end of Figure 2 have little equipment at their disposal to enforce speed limits. Very little or no automated equipment is used. As a result, few offenders are caught in Lithuania and Portugal (no data were available for Hungary). In Lithuania, the level of speeding is high and speeding has been reported to be a major factor in nearly half of all fatal accidents. Lithuania belongs to the countries with the highest traffic death rates in Europe.

3.1.3 Fixed speed cameras – read the manual

Drawing on the experiences of frontrunners such as the UK, Germany and the Netherlands, fixed speed cameras are increasingly used in EU countries. Today, all countries have at least some fixed cameras with the exception of **Denmark** (where there are however mobile cameras), **Estonia**, **Hungary**, **Slovakia** and **Latvia.** In **Hungary**, the legal basis for the follow-up of offences detected by cameras is being prepared and a pilot scheme was set up in 2005. In **Estonia** there is also a pilot scheme planned, following an agreement between the police and the Estonian Road Administration.

Other countries such a as **France**, **Greece**, **Spain**, **Sweden** and the **UK** are expanding their camera networks. In **France**, this has already led to a steep increase in speeding offences. Comparison with enforcement levels reported by drivers in the latest SARTRE survey shows that French drivers actually reported the lowest level of speeding offences over the three years preceding the survey (Figure 2 in the Annex).

This development is very promising as experiences with existing camera schemes have been very successful. In the **UK,** where an important camera scheme has been rolled out since 2001, an independent report was published in late 2005 evaluating the scheme's effectiveness over four years. The evaluation has found that the number of vehicles exceeding the speed limit fell by 70% at fixed camera sites, resulting in an average reduction of around 50% in the number of killed and seriously injured. The number of speeding offences continued to rise during this period.

It is important that countries use fixed speed cameras under well-defined conditions.

It is, however, important that countries use fixed speed cameras under well-defined conditions. This includes strict rules for setting up cameras, ring-fencing revenue from cameras and communication.

In the **UK,** most speed cameras are set up following strict guidelines published by the government. Only if these guidelines are heeded can safety camera partnerships receive back some of the money they used to set up and operate cameras. These guidelines entail, amongst other requirements, that the partnerships, which include police and local authorities, must prove that excessive speed has led to five (now three) deaths at the envisaged camera site.

To achieve better acceptance by the public, the money from speeding fines should also be channeled back into road safety work. This is even more important when enhanced enforcement is coupled with an increase in penalties. In the **UK** most of the revenue from speed cameras is used to cover the cost of the camera scheme. But this financing scheme for cameras has led to the somewhat contradictory situation in which police enforcement through more traditional means cannot recover the cost of enforcement. PACTS suggests therefore that this funding mechanism used for cameras should be applied more widely (PACTS 2005).

In **France**, as in most other countries, the money from fines goes straight to the Treasury. But the country has made a great effort communicating the positive effects of camera enforcement and this has been supported by road safety data that were made publicly available in a timely manner.

In sum, the examples of **Finland**, **Austria**, **France** and **Belgium** have shown that well-designed speed enforcement schemes help to bring down speeding across the network. Evaluations carried out in **France** and the **UK** have moreover shown that speed cameras can help to substantially reduce casualties from speeding and that these safety effects may already be felt at a point when the number of speeding offences is still increasing. In the **UK** however, the positive effects from enforcing speed limits have been partly offset by less successful action in other fields such as drink driving.

Speed cameras can help to substantially reduce casualties from speeding. These safety effects may already be felt at a point when the number of speeding offences is still increasing.

3.2 DRINK DRIVING – EVERYBODY IS BLOWING

The second greatest cause of road deaths, often mixed with speeding is drink driving. In the EU as a whole, around 2-3% of journeys are associated with an illegal BAC, resulting in 30-40% of driver deaths (ESCAPE 2003, ETSC 2003).

According to the most recent SARTRE 3 study, enforcement activity is however fairly low across Europe (Figure 2 in the Annex). In this survey, which was conducted in 23 European countries, only 26% of drivers said that they had been tested for alcohol over the last three years, whereas 71% of drivers said they had not been tested during the same period.

3.2.1 Random screening

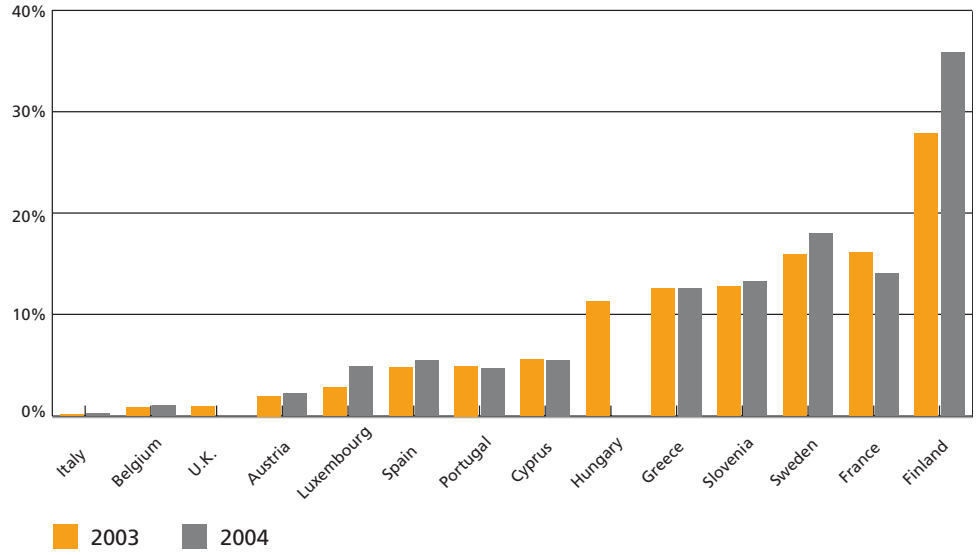
The highest levels of drink driving checks are found in **Finland, Estonia, Sweden, France, Slovenia**, the **Netherlands**, **Greece** and **Hungary** (Figure 5). In all these countries, police have been empowered to stop and breath test drivers at random, i.e. without the driver revealing any suspicious behaviour. These so-called random tests may focus on times and places where drinking drivers are likely to be found (targeted testing). This is still a random procedure, because it is not based on individual driver characteristics. Forerunners such as **Sweden, the Netherlands** and **Estonia** also insist on an alcohol test every time a driver is stopped for whatever reason.

In **Finland**, so-called blanket testing was introduced in 1977 whereby a whole road is blocked off and everyone is tested. Today, **Estonia** and **Slovenia** undertake similar large-scale testing. Communication with the media and publicising the results of the activities are also an integral part of this traffic control. The main aim is to vary time and place and ensure that drivers are aware that they may be tested anytime or anywhere. In **Estonia**, these special campaigns are entitled "Everybody is blowing".

If random breath testing is applied, drivers will not only feel that they run a high risk of being tested. They will also understand that all blood alcohol levels over the legal limit will be detected in these tests. Generally, few drivers will test positive in random tests.

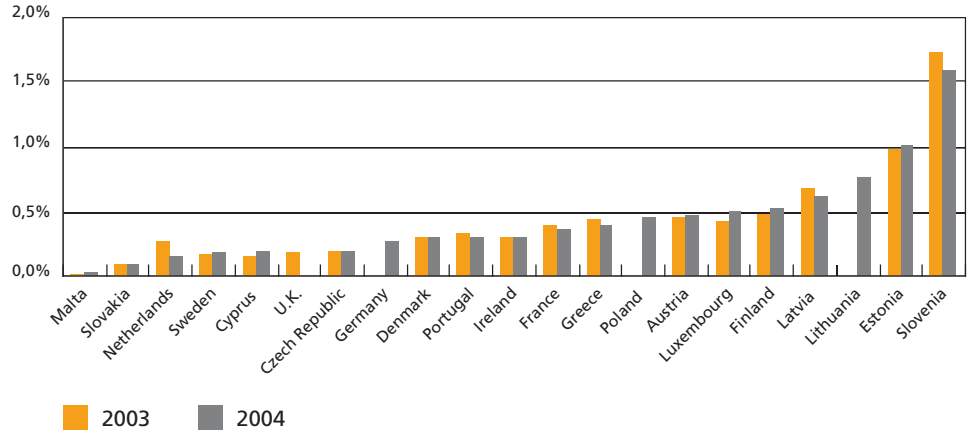
If testing is based on suspicion, on the other hand, chances of being tested will be minimal. Moreover, only drivers that have BAC levels far over the limit will typically be apprehended whereas drivers that have BAC levels that are just over the limit will go unpunished. Worse still, drivers that have a drinking problem will usually not be recognised as such as they are often very skilful in hiding that fact. Consequently, they will not be submitted to a breath test and be allowed to continue driving while posing a serious risk to themselves and other road users.

Figure 5 Drink driving checks per population (in %)



Among those countries that have high levels of checks, **Sweden**, the **Netherlands**, **Finland** and **France** report fairly low levels of offences (Figure 6). In **Slovenia** and **Estonia**, on the other hand, the numbers of offences are still comparatively high[8]. This is because the Northern and Western European countries introduced random breath testing earlier and offences declined as a result. The Eastern European countries introduced this more recently and the levels of offences started to drop later.

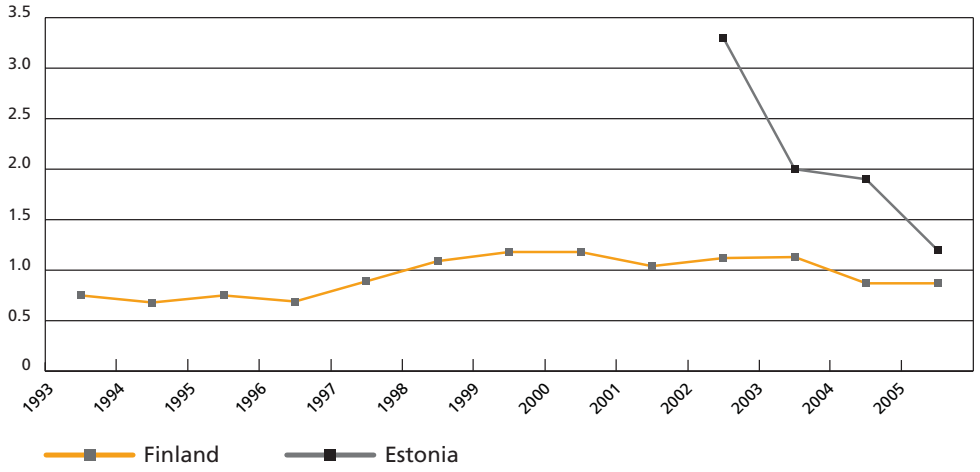
Figure 6 Drink driving offences per population (in %)



[8] **Lithuania** and **Latvia** also have high levels of offences. Both countries undertake random testing but the numbers of tests are not available.

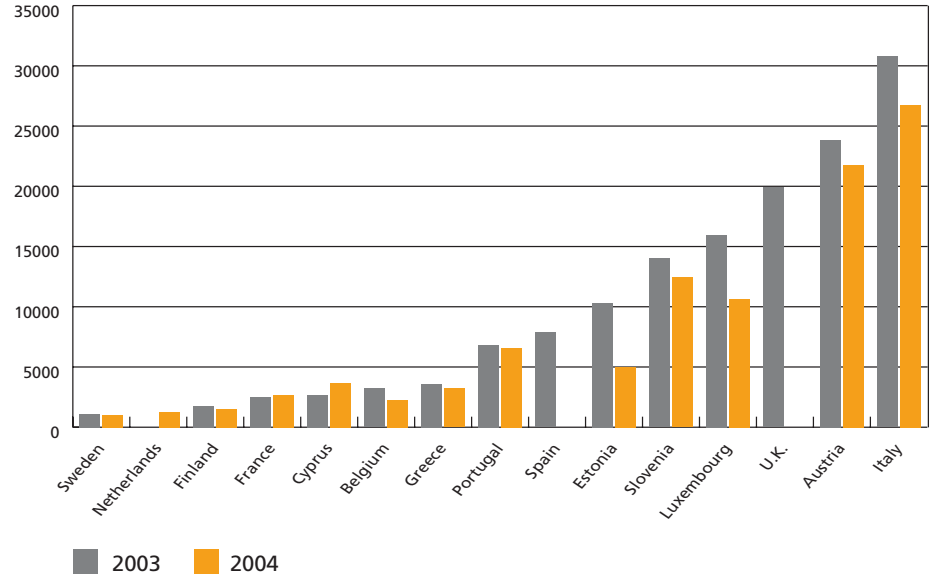
Data on the prevalence of drink driving are available only for very few countries. The example of **Finland** and **Estonia** shows however that both countries have indeed brought back drink driving below the estimated EU average (Figure 7). In the **Netherlands**, yearly figures on the amount of drink driving in the traffic flow at weekend nights show a decrease from around 4.5% to below 4% following an increase in drink driving enforcement after 2002.

Figure 7 Drink driving in Finland and Estonia. Source: Liikenneturva, Monitoring of traffic behaviour 2005. STRATUM, Road user behaviour 2005



The **UK, Austria**, **Luxembourg**, **Spain**, **Portugal** and **Cyprus**, on the other hand, are among those countries where few drivers are checked annually (Figure 5). This is also true for **Italy** and **Belgium** where complete figures are unavailable. Moreover, in **Italy**, **Austria**, the **UK** and **Luxembourg** a large proportion of alcohol tests result in a drink driving offence being sanctioned (Figure 8). In these countries, police obviously test drivers based on suspicion, no matter whether random testing is permitted or not.

Figure 8 Offences sanctioned per 100,000 screening tests



The **UK** does not legally allow random breath testing. Police can stop any driver but can carry out a breath test only if there has been a road traffic offence, an accident or if they suspect that the driver has been drinking. The level of breath testing has dropped over the last years and numbers of drink driving deaths, which fell by two-thirds to about 550/year over the 15 years to the mid-1990s, have not fallen further since then and now show signs of rising. In the proposed Road Safety Bill no mention is made of giving police wider powers so they can carry out tests at locations where it is reasonable to assume an amount of drinking may have taken place.

The **UK**, **Luxembourg** and, until recently, also **Cyprus** moreover combined low levels of checks with a high legal BAC limit (0.8, 0.9 mg/ml). In March 2006, **Cyprus** lowered the limit to 0.5 mg/ml.

But there are signs that EU countries increasingly turn to random breath testing. **Italy** introduced random breath testing in 2003 and according to data available the number of checks carried out by the National Traffic Police and Carabinieri increased between 2003 and 2004 by nearly a third. **Denmark**, one of the countries where random testing was not allowed earlier, introduced a new strategy in 2003 by which police test drivers automatically and without suspicion. In **Ireland**, the government is also considering the introduction of random breath testing. But further deliberation on the legal problems associated with random breath testing is still needed.

The example of **Switzerland** shows that the level of offences declines when police are empowered to randomise tests. In this country, the level of drivers tested positive used to be about 25% (including those tested in accidents) but was only 7.6% in 2005. In the same year, drink driving deaths dropped by around 25%. This has been seen as the consequence of a new Road Traffic Bill that empowered police to test drivers without suspicion. The Bill entered into force on 1st January 2005.

3.2.2 Evidential breath testing

Random testing, due to the large number of drivers tested, is typically done with the help of screening devices, which cannot usually serve to produce legal evidence. As a second step, evidential testing is carried out. To cope with large numbers of offences, devices have been introduced that are based on breath rather than blood samples. **Sweden**, **UK** and the **Netherlands** have used these devices for some time already. But other countries such as **Cyprus, Finland, Hungary, Italy, Portugal** and **Spain** have also introduced them.

Today, new mobile precision breathalysers are available which allow evidential breath testing at the roadside. By using these devices, police must no longer take drivers who have failed the screening test back to the police station and can thus save valuable time. This practice is common in **France**, and the **UK** is planning to introduce evidential roadside testing once the new mobile devices have gained type approval.

In conclusion, best results are achieved in countries that run random alcohol screening tests in conjunction with evidential breath testing. In **Finland**, **France**, **Sweden** and the **Netherlands** this has helped to reduce road traffic casualties significantly. Good results have also been achieved in some Eastern European countries such as **Slovenia**, **Estonia** and **Hungary** where the fight against drink driving has been a priority but its effects have sometimes been offset by less successful action in other fields such as speeding.

3.3 SEAT BELT WEARING – BETTER CHECK TWICE

One of the areas given lowest priority is the enforcement of seat belt wearing, despite the fact that seat belts have been proven to have an enormous life saving potential. A recent study has estimated that 100% seat belt use could prevent 6,000 deaths and 380,000 injuries every year in the EU-15 (ICF Consulting 2003). But it appears that the safety effects of even a few percentage points increase in belt use rates were not fully understood by authorities until recently (GADGET 2000).

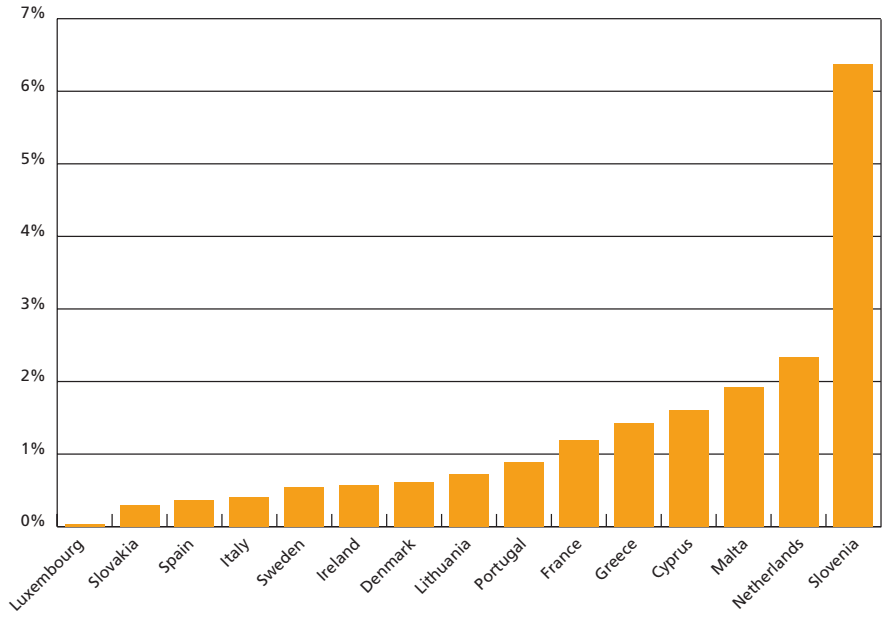
3.3.1 *Blitz* actions

The best way to enforce seat belt use is through intensive and highly visible specific seat belt actions. Such '*blitz*' enforcement should last only one to four weeks and be repeated several times a year. These intensive enforcement actions can also be combined with other enforcement actions, for example on drink driving. This can be more efficient and cost-effective in terms of the use of police resources.

The best way to enforce seat belt use is through intensive and highly visible specific seat belt actions.

Few countries report to be undertaking such rigorous and frequent checks. These include **Slovenia** and the **Netherlands** but also the land of **North Rhine Westphalia (Germany)**, where special enforcement operations focusing on the use of seat belt and child restraints were run three times during two weeks in 2005.

Figure 9 Seat belt offences per population 2004 (in %)



As a result, the **Netherlands** and also **Slovenia** have been able to increase their wearing rates more than other countries. For **Germany**, only country wide figures are available.

Most countries do not undertake any specific efforts to check seat belt use.

Most countries, however, do not undertake any specific efforts to check seat belt use. This lack of interest in enforcing seat belt use in many countries has sometimes been linked to the fact that penalties are very low. Some countries have indeed managed to substantially increase wearing rate when sanctions were increased or fines applied more rigorously. This is the case in **Belgium** and **France**, were an increase in fines has certainly played a role in raising levels of enforcement and compliance.

The European Traffic Police network TISPOL has also been very successful at raising the profile of this particularly low priority issue. By co-ordinating international *blitz* actions, TISPOL has encouraged countries to set up separate seat belt wearing operations. In 2005, more than 19 out of 25 EU countries took part in an operation that was run between 10 and 16 April. Campaigns on speeding and drink driving were also organised.

However, seat belt wearing is increasing in all EU countries, but not all countries dispose of basic compliance information that is needed to guide enforcement efforts. Countries that must introduce regular seat belt wearing surveys to collect such data include **Latvia, Lithuania, Cyprus, Slovakia** and **Italy**.

These data are needed to enable enforcement to focus on particular needs such as specific seats (front or back), target groups (young or old) or types of road (urban or rural). Based on this type of data, **Malta** and **Poland** have dedicated specific efforts to increasing the wearing rate in the rear seats. The obligation to use belts in these seats has been new to many of the EU entrants. An interesting example of best practice is **Malta** that has been successful in outsourcing seat belt enforcement to local Council wardens who have had the power to stop and fine offenders since 2002.

Figures on how many lives could have been saved if victims had used their seat belt are unavailable or unreliable in most EU countries. A notable exception is **France** where this type of data is published yearly (Table 3).

Table 3 Deaths attributable to the non-use of seat belts in France. Source: National Interministerial Observatory for Road Safety

	2002	2003	2004
Lives lost due to non-use of seat belts	870	612	585
Percentage of total deaths	12%	10.7%	11.2%

Countries that have higher compliance rates also have lower death rates.

But comparison of the general level of safety (Figure 1) and the seat belt wearing rates (Table 2 in the Annex) shows that, in most cases, countries that have higher compliance rates also have lower death rates.

The **UK, Sweden** and the **Netherlands**, but also **Finland** and **Germany** have high rates both in the front and in the back seat. These countries are among the safest in Europe. **Spain**, **Portugal**, **Slovenia**, **Estonia** and **Poland** have lower rates, especially in the back. They all have a relatively high level of traffic deaths. No rates at all are available for **Latvia, Lithuania, Cyprus, Slovakia** and also **Italy** most of which are among those countries that have the highest death rates in Europe.

This shows that more effort must be put into raising seat belt wearing rates particularly in those countries where compliance is low or rates are unavailable. Compliance rates must be collected in all countries.

3.4 FOLLOW-UP OF OFFENCES

The EC Recommendation on enforcement rightly stresses that the follow-up of detected offences should be "effective, proportionate and dissuasive".

3.4.1 Effective sanctioning – close the loopholes

If enforcement is to be effective, drivers must be certain to be penalised.

If enforcement is to be effective, drivers must be certain to be penalised. Technically speaking, this is less of a problem in the areas of drink driving and seat belt offences. But it proves much more difficult in the area of speeding where more and more offences are being detected not by police officers but by automated systems.

The main challenge for the follow-up of speeding offences detected by cameras is that the owner of the vehicle that can be identified on the basis of the number plate may not be the driver. In the **UK** and **France** the follow-up relies on the owner identifying the driver. In **France**, the appeal rate is only 0.8% and more than 99% of fines under this system are paid without any problem. Also in the **Netherlands**, the appeal rate is no higher than 1%.

In other countries such as **Germany** and **Poland**, follow-up relies on driver liability. If the driver differs from the owner of the car, police have to undertake an investigation. Although the appeal rate is under 10% in **Germany**, those few cases cost valuable police time which should be invested in detecting offences. Moreover, drivers know that the procedure will be stopped if the offender cannot

be identified and will therefore not co-operate in all cases. In **Poland**, a new law has recently been prepared that may change this situation.

Research has also found that long-term behavioural effects from speed enforcement are only achieved if the detection of a violation is followed by immediate feedback or punishment (ESCAPE 2003). To make this possible, minor offences detected by cameras should be followed up by simplified procedures. In these procedures, detection, prosecution and sanctioning are essentially combined into one stage, and a small range of fixed sanctions apply. This has been introduced in the **Netherlands, UK, Austria, Germany, Denmark, Finland** and **Sweden**. In cases of very serious speeding offences or repeated offences, the application of penal law is of course still possible (ESCAPE 2003).

In the **Netherlands**, a huge number of sanctions are issued every year through administrative procedures. Statistically, every one of the ten million driving license holders received an administrative fine in 2004, including sanctions for all types of traffic offences. Most procedures are dealt with by a single national agency, the Central Judicial Collecting Agency (CJIB), which employs some 800 staff. The combination of a high number of checks coupled with swift follow-up seems to have paid off. In 2004 400,000 fewer people were sanctioned for speeding than in 2003 while level of checks was raised over the same period.

The follow-up process does not run quite as smoothly in other countries. In **Poland**, sanctioning of drink driving relies on legal procedures. As a result, drivers often use their right to appeal. Moreover, the level of sanctions can vary considerably from court to court and it is not always clear to drivers that the expected sanctions will indeed be appropriate to the risk related to the offence they committed.

In **Slovenia**, traffic offences were dealt with exclusively under penal law until 2005, causing an important backlog of cases in courts. As traffic offences are classed as 'minor offences' they were not prioritised for action. If they are not dealt with in 2 years then they are cancelled. In 2005, a new law on minor offences came into force which empowered the police to give on-the-spot fines for traffic offences and withdraw penalty points from drivers' licences.

3.4.2 Proportionate sanctioning – show the risk

It is however important that the level of sanctions is according to the risk related to non-compliance. This is also important to motivate police officers in their work, although research has found that higher sanctions have less of an impact on safety than the level of enforcement (SUNflower 2002).

It is important that the level of sanctions is according to the risk related to non-compliance.

In many EU countries, sanctions are still inconsistently related to risk, especially as regards the non-use of seat belts and speeding. Seat belt offenders often get away with a warning, and especially in **Austria** and **Germany** speeding offenders pay a fine that has little to do with the risk that is caused by the offence (Table 4).

Table 4 Minimum penalties for speeding offences outside built-up areas in some EU countries

	Exceeding the limit by 16 km/h	Exceeding the limit by 21 km/h
Austria	35 euros	29-70 euros
Belgium	80 euros	105 euros
France	68 euros	135 euros
Germany	30 euros	40 euros
Italy	143 euros	143 euros
Netherlands	70 euros	100 euros

In some cases it can also be more effective to impose a remedial measure in combination with a sanction. This is especially true in cases of severe drink driving where the offender has a drinking problem and where traditional sanctions would not be sufficient to solve this problem. It is important to address this issue as drivers with a high BAC level (over 1.3 mg/ml) make up a small proportion of drink drivers but are responsible for a very large proportion of alcohol-related deaths (ETSC 2003).

Finland started a three year field trial on 1st July 2005 to test the effect of alcohol ignition interlocks in a driver rehabilitation programme. Persons who have been caught drink driving are offered the possibility of taking part in the trial and then receive a temporary "alcolock driver's licence". They have to take part in regular tests for alcohol dependency during a one year period. The offenders pay the expenses of the equipment themselves.

3.4.3 Dissuasive sanctioning – get high risk drivers off the road

With some drivers enforcement will however not have the effect of deterring non-compliance with safety rules. These drivers will continue breaking the law unless they are stopped. Specific efforts must therefore be targeted to these 'high risk drivers' just as they must be targeted at 'high risk times' and 'high risk locations' (see previous chapters). Specific efforts must be made to get these drivers off the roads.

To single out and discourage repeat offenders, many countries have set up penalty point systems (Table 3 in the Annex). Although the systems vary widely the aim is similar, namely that repeated bad driving behavior eventually causes the suspension or loss of the driving license. The underlying rationale is that financial penalties often have a low deterrent effect amongst high income individuals. But all drivers attach value to their possibility to drive and thus fear losing their driving license even for a short period of time. Penalty point systems are able to significantly reduce accidents, especially when they are combined with other tools such as warning letters and license suspension (Elvik and Vaa 2004).

In addition to the existing system of fines and withdrawal of driving licences, **Austria** introduced a new penalty point system for thirteen traffic offences with high accident rates and risk on 1st July 2005. The system is based on on the "three strikes and you are out" concept. If a driver commits the same traffic offence for the second time within two years, he or she will face specific measures such as driver improvement or re-education courses. In case of a third offence within two years, they will lose their driving licence for at least three months. The Austrian Road Safety Board (KfV) expects that the new system will lead to a reduction of 75 road deaths per year.

In the **UK** the number of fixed penalties issued to speeding has grown massively over the last 10 years, but the number of people disqualified from driving has remained relatively stable. This suggests that the deterrent effect of penalty points may be considerable (PACTS 2005:52).

In **Ireland** and **Italy**, penalty point systems have been introduced more recently. As a result, road safety levels improved quickly, but experiences in both countries show that this initial effect can wear off rapidly if the system is not sustained by an integrated approach to road safety (Lewanski 2005, SWOV 2005).

Also, not all systems are equally effective. With some systems, only a very small proportion of points are withdrawn or added even for serious traffic offences. This is why countries such as **France** and **Hungary** have recently tightened their systems. Moreover, not all systems include points for offences such as the non-use of seat belts or speeding. In **Germany** and **Austria**, for example, seat belt use is not included in the penalty point system but in **Ireland, Latvia, France** and **Hungary** this is the case. In **Germany** and **Austria**, minor speeding violations are not included either, whereas in **Ireland** and **Italy**, these offences have carried penalty points since the introduction of the new systems.

In **Ireland** and **Germany**, some insurance companies have also shown interest in linking motor insurance premiums to the level of penalty points. Research carried out by the Federal Highway Research Institute (BASt) has found that this should be trialled in Germany as it could also serve to stimulate safe driving (BASt 2005).

In the **Netherlands**, no penalty point system exists. The Dutch system deals with repeat offences only if they fall under the same category. This includes major speeding and drink driving offences, but no minor speeding offences or the non-use of seat belts. If a driver is guilty of a serious traffic offence for the second time in a year the case will be brought before court.

Clearly, much must be done in EU countries to ensure that once an offence has been committed, an appropriate sanction is issued as quickly as possible. Moreover, a pressing problem with the growing use of safety cameras is the need to introduce full owner liability for speeding offences. Countries such as **Denmark, Estonia, Germany, Italy, Latvia, Poland, Sweden** and the **UK** should change their laws in that respect to close up the legal loophole and prevent drivers from speeding and avoiding their sanctions. Finally, all countries should devise effective penalty point systems and might introduce on trial basis rehabilitation schemes to tackle the problem of hardcore recidivists.

A pressing problem with the growing use of safety cameras is the need to introduce full owner liability for speeding offences.

3.5 INFORMATION – PEOPLE WANT TO KNOW

To support the effects of police checks it is vital that these checks are accompanied by information on the checks themselves and their results, but also on the safety risks related to non-compliance.

3.5.1 Checks must be visible and publicised

To raise people's awareness that their compliance is being checked, enforcement must be highly visible and publicised. Research indicates that it is the drivers' ´subjective risk of being caught that must be increased if enforcement is to be successful (ESCAPE 2003). This is why changes in the enforcement policy should be widely communicated. In **France,** progress in speed behaviour started already during 2003 before the first camera was even introduced. "Advertising the automatised speed control in the media has been at least as effective as the system itself," a French police official stated.

Drivers should also be informed of concrete enforcement actions, for instance through roadside signs indicating that speed is being checked by radar or through the media such as newspapers, radio or TV (ETSC 1999).

Police should also report the results of these activities to the media. In **Greece**, the police send monthly figures on speeding offences and alcohol checks and offences to the press. Some countries have taken this one step further in order to name and shame offenders to prevent further offences. This is the case in **Estonia**, where all the names and birthdates of punished drink driving offenders are displayed on the homepage of the police.

It is also important to communicate the positive effects of enforcement on road safety to the public.

Finally, it is also important to communicate the positive effects of enforcement on road safety to the public. Collecting and communicating data illustrating the success is crucial to ensure public support for this measure. In **Portugal**, the General Directorate for Traffic (DGV) and the Guardia National Republicana (GNR) publish a weekly record of accidents, casualties and alcohol and speed enforcement activities on their websites for journalists and to inform the public.

In **Austria,** the Ministry of Interior publishes weekly accident statistics on its website including information such as where the accident happened, who was involved and what the likely cause of the accident was. The accident figures are also compared with the exact findings of that week, the previous year, enabling comparisons to be made. Bi-annual press conferences are also held presenting the findings and analysis of road accident data.

3.5.2 Checks must be accompanied by campaigns

Traffic law enforcement is not only about catching and apprehending offenders. What guides people's behaviour is not only the fear of being caught but also their understanding of the road safety rules themselves and of the risk related to breaking these rules. The majority of road users want to comply with these rules not to avoid fines but simply to abide by the law (ESCAPE 2003:27).

To ensure people respect the rules and understand the reasoning behind them, awareness raising campaigns should be organised alongside enforcement actions. This is often the responsibility of some specialised campaign body but can also be done by the police themselves. Because police tasks in accident prevention include not only patrolling the roads and enforcing the law but also promoting road safety (ACPO 2002).

If campaigns are organised by institutions other than the police, co-operation between these authorities is key to success. More and more countries including the **UK**, the **Netherlands**, **Luxembourg** and **Poland** are introducing campaign calendars to co-ordinate actions of the different actors.

The EU supports campaigns such as "EuroBob" where a driver is designated not to drink and to chauffeur others home. This was started in Belgium and now runs in 13 different Member States. Another EU wide campaign is "Euchires" that is based on the Dutch armadillo ('gordeldier') campaign to raise seat belt use among children.

In the **UK,** the Department for Transport has a long experience of organising campaigns to increase the use of seat belts and child restraints, pre-dating compulsory use. Campaigns are organised in conjunction with the police and use a number of approaches and media including TV and radio ads, posters and leaflets, inserting seat belt use stories in popular soap operas and targeting specific audiences such as young mothers in mother and baby magazines. Evaluation of the material is done through focus groups before and after every campaign.

While many campaigns are run in EU countries that point out the risks of drink driving and not using seat belts, few campaigns focus on speeding. The latest SARTRE survey of drivers' attitudes to road risk has shown that drink driving is less and less socially accepted. Also more drivers feel uncomfortable when not wearing their seat belt. But drivers admitted more easily to speeding in 2002 than they did in earlier surveys, especially in built-up areas but also on rural roads (Ewers 2004). There is "no public mental link between speeding and death", as a UK police officer has put it (PACTS 2005). Drivers still distinguish between 'ordinary, safe speeding' and 'dangerous speeding'.

Planning and co-operation between different actors is crucial in determining the success of combined enforcement and information campaigns.

Aside campaigns, information about the risks of unsafe behaviour should also be passed at a local level. A recent German study has shown that speed enforcement in combination with roadside posters pointing out the vicinity of schools and living areas is the most effective means to change drivers' behaviour, compared with controls or information alone (Engeln et al 2005).

To conclude, planning and co-operation between different actors is crucial in determining the success of combined enforcement and information campaigns in the areas prioritised by the EC Recommendation.

3.6 CROSS BORDER ENFORCEMENT – THERE IS NO ESCAPE

There is increasing evidence from different Member States that non-resident drivers flout traffic laws when traveling abroad as they do not fear punishment. The implications are twofold: firstly, their dangerous behaviour can lead to road accidents, and secondly it raises criticism in the country they are traveling as police are not always able to fairly apply the sanctions. A uniform European approach is sorely needed especially as international traffic continues to grow. The problem exists and is particularly serious in transit countries. For example in **France**, in the first four months of operation of the national speed enforcement system, approximately 25% of the violations were committed by vehicles registered outside France.

Today, few countries exchange information on foreign offenders in a systematic way. These include **Germany**, the **Netherlands**, **Luxembourg**, the **UK** and **Latvia** that all use the European Car and Driving License Information system (EUCARIS). Otherwise, bi-lateral and multi-lateral agreements exist between some Member States, which have many different requirements.

France started on 21 January 2005 to send speeding tickets based on automated camera detection to Luxembourg residents. The procedure is based on an informal agreement between France and Luxembourg under the Schengen Treaty. On the basis of the licence plate number, the Luxembourg police provide the French colleagues in the police and customs co-operation centre with the contact details of the vehicle owner.

Many countries such as **Cyprus**, **Estonia**, **Italy**, **Portugal, France, Germany, Netherlands and the Czech Republic** report an increasing number of non-resident offenders. They are not able to follow up offences committed by them effectively and efficiently.

Slovenia, geographically positioned at the gateway to South-Eastern Europe, has a sizeable number of goods vehicles and tourists travel through the country every year. Most non-resident traffic offenders are dealt with by police on the spot (13,341 of 15,757 in 2004). Serious offences are taken to court and dealt with on the same day (2,366 in 2004). This immediate court referral also applies for Slovene drivers who are heading out of the country. Of the total cases dealt with in 2004, 3.3 % were non-resident drivers.

The EC Recommendation also includes requirements on addressing these cross-border aspects. Member States are asked to set up Enforcement Co-ordination Points to ensure that serious or repeated offences committed by non-resident drivers are reported to the competent authority of the Member State in which the vehicle is registered. Moreover, countries are working to transpose the Council Framework Decision on the Application of the Principle of Mutual Recognition to Financial Penalties (2003) (COPEN 24). This Decision applies to traffic offences carrying penalties over 70 Euros. It will be particularly important as countries across Europe move to introduce more safety cameras as police do not follow up such offences on the spot, rather a letter for payment of a fine is sent to the offender.

Research funded by the European Commission on cross-border enforcement was pushed forward with the establishment of an important principle by the first VERA study (VERA 1998) on the harmonisation of enforcement across the EU. The so-called VERA principle stated that: "All legal processes have to be concluded in the Member State where the violation took place. If, once these processes are complete, the penalty incurred cannot be enacted on the vehicle/driver responsibility, the power to enforce the penalty can be delegated to the Member State where the vehicle owner/driver is resident." Further research progress has since been made to cover the mutual recognition of financial penalties by the VERA 2 study (VERA 2 2004). Another project entitled CAPTIVE examined the current multi-lateral and bilateral instruments and proposed recommendations as to how to overcome problems faced on non-pecuniary sanctions such as driving bans, restrictions to drive and criminal penalties.

There is a clear consensus that a common EU approach is needed to tackle non-resident offenders.

There is a clear consensus that a common EU approach is needed to tackle non-resident offenders. This should be developed by the European Commission in the form of a Directive. In the meantime Member States should push ahead with identifying contact points for enforcement as well as collecting data of non-resident offenders in their countries.

4 Conclusion and outlook

4.1 THE GOOD AND THE BAD

This overview has shown that many EU countries are improving their levels of enforcement of speed, alcohol and seat belt legislation. It has also shown that EU countries increasingly apply best practice methods as outlined in the EC Recommendation, especially in the areas of speed and alcohol enforcement. More and more countries are introducing automated speed enforcement, random screening tests and evidential breath tests. But seat belt actions based on the recommended *blitz* approach are much less common.

However, the results are not yet convincing. The following table shows how EU countries perform in combating speeding, drink driving and the non-use of seat belts.

Table 5 EU countries performance in the areas of speeding, drink driving and seat belt use

	Speeding	Drink driving	Seat belt use
Finland	+++++	+++++	+++
Germany	+++	+++	+++++
Netherlands	+++++	+++	+++
Sweden	+++	+++	+++++
UK	+++	+++	+++++
Austria	+++	+++	+++
Belgium	+++	+++	+++
Denmark	+++	+++	+++
France	+++	+++	+++
Luxembourg	+++	+++	+++
Slovenia	+++	+++	+++
Czech Republic	-	+++	+++
Ireland	+++	-	+++
Malta	+++	-	+++
Portugal	+++	-	+++
Estonia	-	+++	-
Greece	-	+++	-
Hungary	-	+++	-
Italy	-	+++	-
Latvia	-	+++	-
Lithuania	-	+++	-
Slovakia	-	+++	-
Spain	-	-	+++
Cyprus	-	+++	-
Poland	-	-	+++

-	needs to do more
+++	is improving
+++++	is a champion

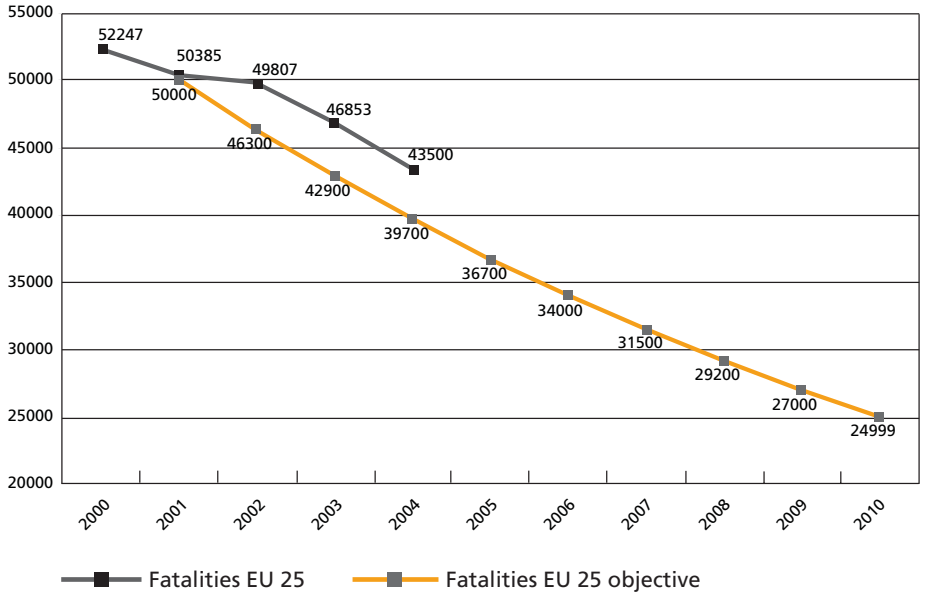
4.2 EU STANDARDS FOR ENFORCING ROAD TRAFFIC RULES

There is still a long way to go to reaching the EU target of halving annual road deaths by 2010. This target has not been subdivided into specific targets for EU Member States. If this were the case, some of the national targets would have to be more ambitious, taken into account that countries with a

high road safety level will not be able to reach a 50% reduction. Countries with a poor road safety record should therefore achieve higher reductions to reach the overall EU target. But none of the national targets is more ambitious than the EU target and most countries are far off reaching even these targets.

The European Commission estimates that between 2001 (the baseline for the 2010 target) and 2005 a 17.5% reduction in traffic deaths was achieved across the EU-25 (EC 2006). Relying on "business-as-usual" annual reduction rates will therefore no longer suffice. To reach the EU's road safety target, real efforts are needed by all EU Member States.

Figure 10 Road death reductions in the EU-25 compared with the target. Source: CARE



The EC Recommendation has helped to raise the profile of traffic law enforcement in the EU countries. It has stimulated discussion and best practice exchange especially in the Expert Groups set up in 2004. In some Member States, such as Germany, it has also led to an improved co-operation between the different actors involved. Member States should therefore continue the implementation of the Recommendation. They should work on a National Enforcement Plan and prepare the reporting of activities undertaken in the years 2005 and 2006, based on the revised Annex II of the EC Recommendation, to allow monitoring of the Recommendation's implementation by the European Commission.

The EC Recommendation has helped to raise the profile of traffic law enforcement in the EU countries.

But to ensure that all Member States achieve high standards in enforcement, the European Commission should also prepare a Directive that includes minimal requirements in all areas covered by the Recommendation, including also the follow-up of offences and information linked to enforcement. These requirements should be based primarily on outcome, i.e. compliance.

Compliance targets have been introduced in some European countries as parts of their road safety strategies, but they are not of a legally binding nature. In **Sweden**, a 27% reduction in the percentage of tested positive in police checks on drink driving was set as a target in the 1995-2000 National Road Safety Programme. In actual fact a 40% drop was achieved (ETSC 2001). More recently, **Poland** and **Belgium** also introduced compliance targets in their road safety strategies. In **Poland**, the frequency of speeding should be no more than 22% by 2013 on all types of road. The proportion of traffic deaths caused by drunk road users should be no more than 6% and the seat belt wearing rate should be 95% for the front seats. In **Belgium**, there should be by 2010 no more than 3% of people driving with an illegal BAC at any moment of the week. By 2005, 67% of front seat occupants and 55% of rear seat occupants should wear seat belts. In 2010, this should be 87% and 75%.

But there should also be some technical requirements to help countries increase compliance in a first phase.

General

- Prepare enforcement plans with yearly targets for compliance.

Speeding

- Conduct mobile checks to deter speeding across the network.
- Use stationary camera equipment in places where speeding causes a high level of accidents.
- Channel revenues from camera enforcement back into road safety work.
- Collect quarterly speeding rates for all types of road, based on the example of France.
- In a first phase, allow no more than 20% of vehicles speeding across the network. In a second phase, speeding rates should be zero.

Drink driving

- Set a legal BAC limit of no more than 0.5 mg/ml.
- Introduce random breath testing to complement enforcement based on suspicion.
- Introduce evidential roadside breath testing.
- Introduce obligatory testing for alcohol in all collisions dealt with by the police.
- Collect rates of drink driving, based on the example of Finland and Estonia, and/or rates of traffic deaths from accidents involving drunk drivers.
- In a first phase, allow no more than 2% of drunk drivers in the normal traffic flow. At a later stage, drink driving rates should be zero.

Seat belt use

- Conduct intensive actions of 1-4 weeks, which must take place at least twice a year.
- Systematically check seat belt wearing in all police checks.
- Collect yearly seat belt wearing rates for the various road and occupant categories (driver, front and rear passengers).
- In a first phase, allow no more than 5% non-compliance for the front seat, no more than 10% in the back seat. At a later stage, seat belt wearing rates should be 100%.

Follow-up of offences

- Allow an appeal rate of no more than 1% for fixed penalties for speeding violations.
- Introduce a set of fixed penalties for minor speeding, alcohol and seat belt offences.
- Include speeding and seat belt wearing offences in penalty point systems, where they exist.
- Introduce rehabilitation programmes to address recidivism in case of drink driving and speeding.

Information

- Publish the results of dedicated enforcement actions on the relevant Police websites.
- Prepare an annual enforcement and information campaign calendar with all key actors including actions in all three areas (speeding, drink driving, seat belt use).

The compliance rates required in the first phase are aimed at reaching the short-term EU target for 2010. The requirements for full compliance are however based on a long term target of reducing road casualties *as much as possible*. This is based on the Swedish Vision Zero that states that responsibility for traffic safety cannot solely be on the user. While the final responsibility for safe behaviour will of course always be on the individual user, all actors including also public authorities and industry have to take up their share in this.

Public authorities have to devise a road transport system that limits the scope for individual error leading to death and injury. This must be supported by industry that should design motor vehicles in a way that unsafe behaviour is largely excluded. In the past, industry has been very apt at enhancing the protection of car occupants – and even pedestrians – in crashes when this was first stimulated and then legally required across the EU. There can be no doubt that they will also improve motor vehicles to meet behavioural requirements if the authorities create a demand for this.

In relation to speed, there are a number of ways in which greater compliance can be achieved. Public authorities can enhance enforcement but they can also decide to put into practice ECMT Resolution 91/5 on the power and speeds of vehicles. This Resolution states, inter alia, that "the appropriate international organisations (UN/ECE, EC) should urgently examine the need to draw up regulations on maximum power-to-weight ratios". The horse power and maximum speeds of vehicles continue to rise. Recent research has shown that maximum speed of the most widely sold car models in Belgium increased by 10% from 1999 to 2004, reaching an average of 181 km/h in 2004 (De Mol et al. 2005). Another way would be to stimulate and then require the use of Intelligent Speed Adaptation (ISA).

4.3 IN-CAR TECHNOLOGIES TO REACH COMPLIANCE

If full compliance is to be reached in all areas including speeding, drink driving and seat belt use, the European Commission must work towards introducing enforcement technologies into motor vehicles in Europe. For each of these areas, smart new technology has been developed that can help to achieve this goal.

Intelligent Speed Adaptation (ISA) technologies warn drivers of breaking the speed limit of the road they are driving on. Different types have been trialled successfully across Europe. But a number of misconceptions have so far barred actual deployment, except in Sweden. At a first stage, it is not advisable to require the use of ISA technologies that cannot be overridden and will therefore stop drivers speeding. But this will be possible in the future (ETSC 2005, ETSC 2006).

Alcohol interlocks are devices that require the driver to take a breath test before the car can be started. They are used in Sweden and Finland to support rehabilitation programmes for drink driving offenders. But they are also more and more used in professional transport companies in Sweden. Alcohol interlocks are also improved to increase user friendliness. In Sweden, introduction is considered in 2012 for all vehicles, including passenger cars. (ETSC 2005, ETSC 2005a).

Seat belt reminders are now fitted to most new cars to warn drivers (and sometimes other occupants) that they have to put on their seatbelt. But stricter systems (interlocks) that stop the car starting so non-use is no longer possible are not currently being discussed (ETSC 2005).

Enforcement and education alone will not lead to full compliance with existing speed, alcohol and seat belt legislation, but the implementation of these new technologies will make this possible. If there has been understanding in the past for tolerating illegal behaviour jeopardising people's lives, there can be no excuse anymore for this at a time when the technical means exist and all that needs to be done is their implementation.

4.4 EU STANDARDS FOR CROSS-BORDER ENFORCEMENT

To tackle the problem of non-resident offenders, EU countries should also continue the implementation of the Recommendation. They should set up Enforcement Co-ordination Points to ensure that serious or repeated offences committed by non-resident drivers are reported to the competent authority of the Member State in which the vehicle is registered. Moreover, countries should transpose the Council Framework Decision on the Application of the Principle of Mutual Recognition to Financial Penalties (2003) (COPEN 24). They should also collect data to establish the size of the phenomena in their country. The European Commission should continue to monitor developments in this field.

The Commission should also envisage legislation to ensure that drivers respect traffic law in whichever EU country they are driving. This should include both financial penalties and driving restrictions such as bans. To make this possible, this legislation should not only require that certain procedures are followed. It should also set up minimal requirements for a harmonised EU wide penalty point system, and align the range (but not the amount) of fixed penalties based on best practice.

Please note that chapter 6 Country pages is downloadable on www.etsc.be.

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5 Annex

Table 1 Speeding in some European countries, 2004

	All limits		50 km/h (UK 30 mph)			70 km/h			90 km/h		
	> limit	> limit plus 10km/h	> limit	> limit plus 10km/h	V85	> limit	> limit plus 10km/h	V85	> limit	> limit plus 10km/h	V85
Austria			50%								
Belgium					57 km/h			86 km/h			94 km/h
Estonia									24.6%		
Finland											
France*	47.8%	21.9%									
Lithuania									43%	19.7%	
Netherlands*											
Poland			75%						54%		
Sweden**	55%	20%	49.2%								
Switzerland			19%		49 km/h						
UK*			53%								

100 km/h (UK 60 mph)			110 km/h (UK 70 mph)			120 km/h			130 km/h		
> limit	> limit plus 10km/h	V85	> limit	> limit plus 10km/h	V85	> limit	> limit plus 10km/h	V85	> limit	> limit plus 10km/h	V85
17.9%			23.2%								
								139 km/h			
			2.8%								
	7.1%										
48.7%	18.1%		30%	14.3%					13.5%	5.4%	
47%						38%					
						30%		125 km/h			
10%			motorways: 56%; dual carriage-ways: 48%								

**Passenger cars and motorcycles **Vehicle mileage*

Figure 1 Proportion of drivers penalised for speeding in the last three years. Source: SARTRE 2004

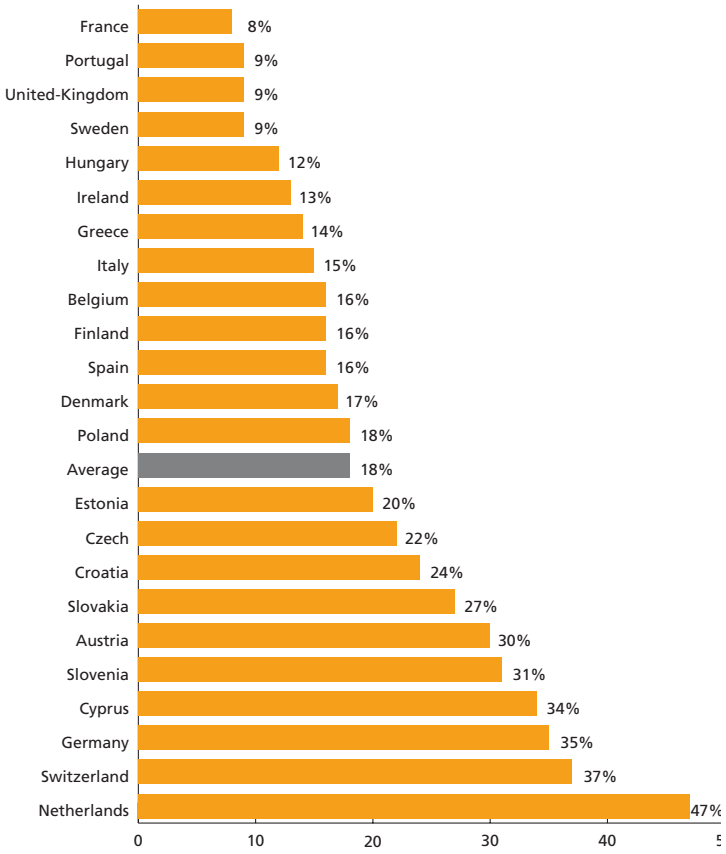


Figure 2 Proportion of drivers who have been checked for alcohol over the last three years. Source: SARTRE 2004

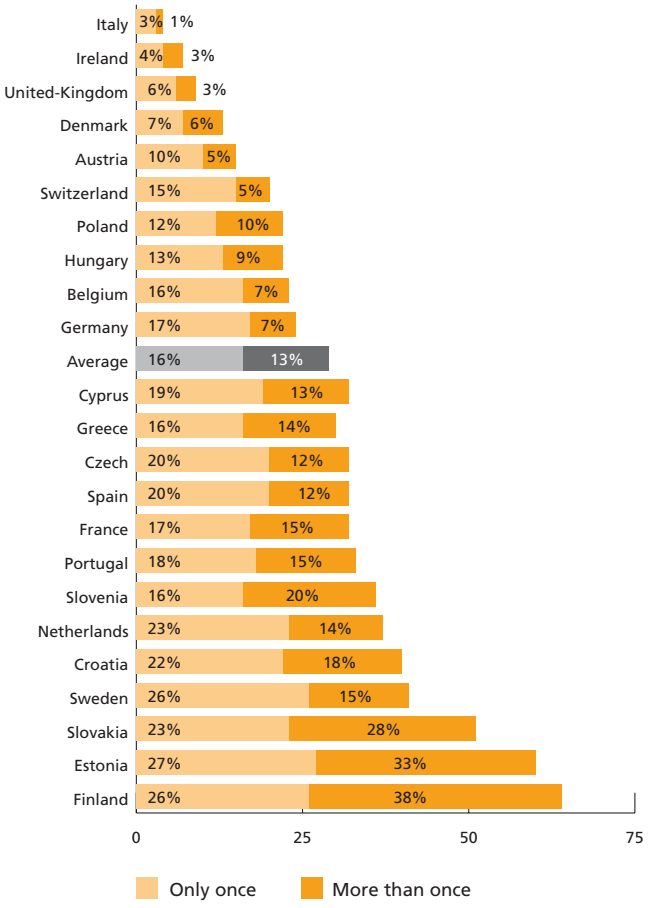


Table 2 Seat belt wearing in the EU. Data are for 2004 unless otherwise specified.

Country	Wearing rate, front seats (%)	Wearing rate, rear seats (%)
Austria	77	56 (adults)
Belgium	66	*not available*
Cyprus	n/a	n/a
Czech Republic	75 (driver)	n/a
Denmark	84	63
Estonia	75	21
Finland	89	80
France	97	68
Germany	94 (driver)	90 (adults)
Greece	40 (2003)	15 (2003)
Hungary	59	20 (2003)
Ireland	85% (2003)	46% (adults, 2003)
Italy	n/a	n/a
Latvia	n/a	n/a
Lithuania	n/a	n/a
Luxembourg	88 (driver)	72
Malta	95 (driver)	43
Netherlands	86 (2003)	63 (2003)
Poland	71	49
Portugal	88 (driver)	25
Slovakia	n/a	n/a
Slovenia	81	40
Spain	86 (2003)	42 (2003)
Sweden	92 (driver)	79
UK	93 (driver)	83

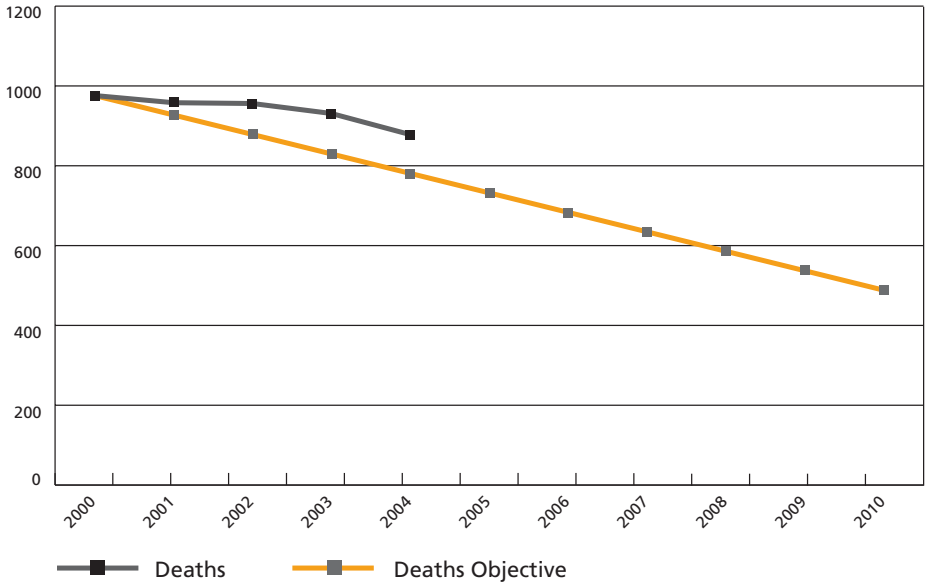
Table 3 Penalty point systems in the EU

Country	Penalty point system
Austria	Yes
Belgium	No
Cyprus	Yes
Czech Republic	from July 2007
Denmark	Yes
Estonia	No (planned)
Finland	No
France	Yes
Germany	Yes
Greece	Yes
Hungary	Yes
Ireland	Yes
Italy	Yes
Latvia	Yes
Lithuania	Yes
Luxembourg	Yes
Malta	Yes
Netherlands	No
Poland	Yes
Portugal	No
Slovakia	No
Slovenia	Yes
Spain	from July 2006
Sweden	Yes
UK	Yes

Notes

6 Country pages

6.1 AUSTRIA



General Road Safety: Progress is being made towards achieving the Austrian 2010 target. Austria had 108 deaths per million in 2004 which is at around average in the EU 25. Austria's first strategic Plan for Road Safety 2002-2010 was developed by the Ministry of Transport and adopted in January 2002. It sets out different tasks related to the three enforcement priorities covered in the Recommendation. A monthly enforcement plan is drafted by the Police Traffic Department at a federal level under agreement with the federal government. The plan sets out exactly where, when and how enforcement is undertaken with what technical support equipment.

Speed: Austria currently undertakes priority based high visibility speed enforcement. Police employ fixed cameras, section control points, mobile radar devices, onboard video cameras in police cars and laser measuring devices for speeding enforcement. Fixed camera sites and section control sites are clearly signposted. Metal figure cut outs of police further increase the perception of police enforcement. Speed enforcement is targeted to high risk accident sites but is undertaken on the whole road network. Enforcement is more intense during the more accident prone summer months and in urban areas.

Alcohol: Since 1998 the Austrian legal blood alcohol level has been 0.5%. A special limit of 0.1% exists for provisional driving licence holders, those training to get their licences, bus and heavy goods vehicle drivers and mopeds under 20 years of age. Drivers with over 1.2 0.5 mg/ml BAC receive rehabilitation and further training before being allowed to drive again. Drivers with over 1.6 0.5 mg/ml BAC have to undergo a traffic psychological examination. Offences for driving under 0.8 0.5 mg/ml BAC, but over the 0.5% limit are now part of the new penalty point system. New legislation was introduced in 2005 to enable random breath testing with the benefit of new roadside testing equipment. Drink driving enforcement is carried out at all times but is more frequent during evening, night time and early morning and at high risk accident sites. In case of an accident all persons concerned are always tested for alcohol, if this proves to be positive the driver faces a criminal sanction.

Seat belts: Seat belt checks are undertaken in combination with other checks on all roads at all times by the police and traffic police. Increased seat belt enforcement actions linked to campaigns are held during the year. Some include actions whereby those who were found not to be wearing seatbelts were able to immediately try the effect of the force involved with being involved in an accident on so-called seat belt sleighs which are set up by the roadside. The shift in focus is now to enforcing low seat belt wearing rates in urban areas and especially also to focus on child restraints. The level of sanctions for non seat belt use (concerning adults) remains very low at 35 €, although this does include a slight increase in 2005 from 21 €.

Follow-up of offences: All detected speed, alcohol and seat belt offences are followed up by the competent traffic authority. Sanctions are given according to severity and previous convictions are taken into account. For speeding offences detected by safety cameras, there is an owner responsibility. In addition to a fine the driving licence is withdrawn for at least three months for exceeding the 50 km/h limit outside built-up areas.

Austria introduced a new penalty point system for driving offences on 1st July 2005. The model uses the "three strikes and you are out" concept. If a driver commits the same or another traffic offence for the second time within two years, he or she will face specific measures such as driver improvement or re-education courses, depending on the nature and severity of the offence. In case of a third offence within two years, they will loose their driving licence for at least three months. Sanctions covered include driving under influence of alcohol and child safety restraint use. Speeding was not included as a de-merit offence and speeding sanctions remain among the lowest levels in Europe

Information: Campaigns are run by different actors which include the Ministry of Transport, the Ministry of Interior, the Traffic Department at a federal state level, and road safety NGOs. A total of six to eight nation-wide campaigns are run annually covering the issues of speeding, drink driving and non seat belt use. Campaigns are run and diffused via the TV, radio and print media as well as via Internet. Special campaigns are run focusing on child safety restraints at the start of the school year.

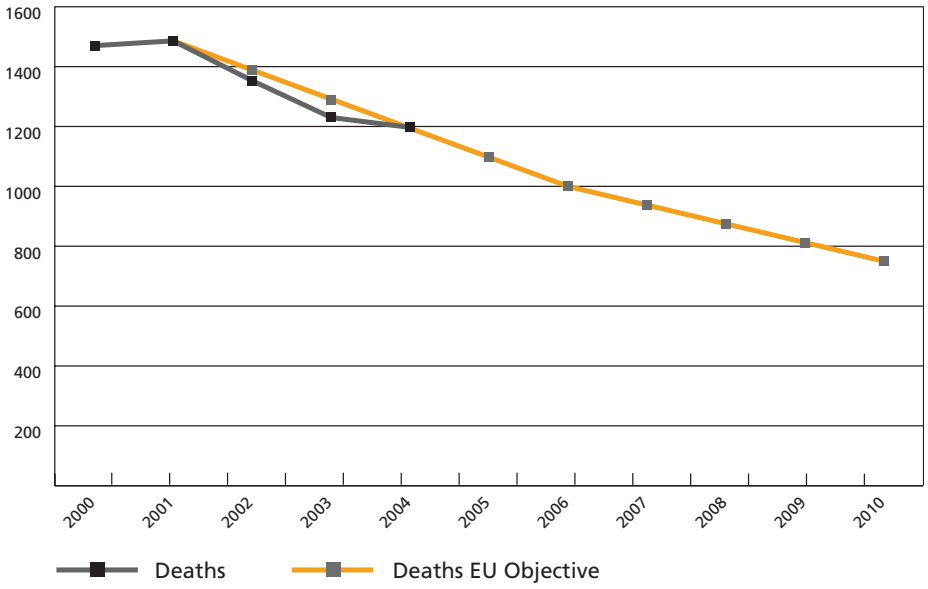
Bi-annual press conferences are also held presenting the findings and analysis of road accident data. The Ministry of Interior publishes weekly accident statistics on its web-site including information such as where the accident happened, who was involved and what the likely cause of the accident was. The accident figures are also compared with the exact findings of that week, the previous, enabling comparisons to be made.

In conclusion, Austria's enforcement levels for drink driving have increased as have the offences. The number of deaths attributed to drink driving has gone down slightly. Speeding offences have increased slightly and speed compliance has improved on rural roads. Seat belt wearing rates are at around 75% in the front and 55% in the back seat, neither numbers of checks nor offences are collected

Recommendations:

- Include speeding and seat belt offences in the new penalty point system.

6.2 BELGIUM



**Values for 2003 and 2004 are based on estimates.*

General road safety: In Belgium road safety has gained a higher priority since May 2001 when all relevant stakeholders were brought together in an États-Généraux meeting at the highest level. Consequently, the EU goal of halving road deaths by 2010 was adopted for Belgium and a new strategy elaborated to achieve this target. At the heart of the new strategy there were measures to improve driver behaviour, including an increase in speed and alcohol checks by 10% per year until 2005 and higher penalties. Concrete sub-targets related to speeding, drink driving and seat belt use were also adopted.

To monitor success, a road safety quick indicator ("Barometer") was set up in late 2004. The rates of drink driving and speeding were measured for the first time in 2003 and seat belt use continued to be monitored.

In Belgium, traffic law enforcement is the responsibility of local police forces and the Federal Police, which control the motorway network and some larger regional roads. All police forces set up yearly action plans with target figures for controls in all areas including speeding, drink driving and seat belts. Moreover, local police zones signed for the first time in 2004 a yearly Road Safety Convention with the Ministers of Transport and of the Interior, in which they committed to a set of road safety measures. In turn, they received 41 million € additional funding for their activities from a newly created Traffic Penalty Funds. The Belgian Road Safety Institute (IBSR/BIVV) also set up a network of police officers in 2005 to promote a uniform approach in enforcement based on best practice.

The year 2004 was a time of transition in a number of ways. The reform of the police forces was still ongoing, and new follow-up procedures for traffic offences were introduced in March 2004. Moreover, police had other priorities (e.g. the Dutroux trial, the European summits) and experienced financial problems. Yet the level of checks – which was increased heavily in 2003 – was sustained in 2004 and traffic safety could be improved. Preliminary figures show that the number of injury accidents dropped by 3.5%, and fatal accidents by 2.7%. On motorways the number of on-the-spot deaths dropped by 14% from 2003 to 2004.

Speeding: To check speeds there are both mobile controls using radar and video equipment and enforcement through fixed speed cameras. Most of these cameras are located in Flanders where 350 devices operate in about 1,000 places. Speed checks on motorways and national roads were increased by 10% from 2002 to 2003. For 2004, this goal was not reached but the number of controls remained roughly the same. The target set for 2010 is to bring up checks to 40 million vehicles per year, which would amount to 8 controls per vehicle per year.

The number of speeding offences detected increased sharply from 2002 to 2003, but dropped dramatically in 2004. In that year, sanctions were increased heavily while the level of checks was sustained. As a result, speeds decreased significantly for all types of road. A survey carried out in 2003-2004 has shown that 61.6% of drivers still admit to driving at 125 km/h and more on the motorway where the speed limit is at 120 km/h. According to this research, 48.4% of the Belgian drivers think that the chance of speed controls by the police is (very) high (Silverans et al 2005).

Alcohol. The number of breath tests carried out on motorways and national roads was brought up by 25% from 2003 to 2004. Enforcement has also been increased on other types of roads. The number of checks carried out around Christmas has continued to rise over the last years. By 2010 there should be at least 625,000 breath tests yearly.

As a result, drink driving has decreased in Belgium. The number of alcohol offences dropped from 2003 to 2004 despite stepped-up controls. In 2003, 3.3% of all Belgian drivers were under the influence of alcohol. The target is that by 2010, there should be no more than 3% of people driving with an illegal BAC at any moment of the week.

Seat belts: The Federal Police slightly increased the time spent controlling the use of seat belts and child seats in 2004, but it did no longer carry out any targeted actions. In March 2004, higher penalties ranging from 25 to 50 euros were introduced.

The number of offences detected decreased by 11% from 2003 to 2004. At the same time, seat belt use among drivers went up from 52.6% to 66.7%. The government's target is to reach 61% of seat belt wearing (67% in the front and 55% in the back of the car) by 2005, and 81% (87% in the front and 75% in the back) by 2010.

Follow-up of offences. A new Traffic Law came into force in March 2004 including higher sanctions for traffic offences. Minimum fines for speeding are now at 138 euros, for drink driving at 137,50 euros. Despite the increase in sanctions, the total of fines issued was only 10% more than in 2003 as offences have dropped. The number of severe offences alone (for which fines of 550 € and over have to be paid) decreased by one third from 2003 to 2004.

In Belgium, offences are dealt with by a number of different authorities. Moreover, public prosecutors in the various police districts enjoy a high level of autonomy, which leads to differences in the follow-up of offences. For example, while prosecutors have been advised to handle the same tolerance levels for speeding offences, approaches still differ and the same offence will result in penalties differing from district to district. It is expected however that all "technical" margins will be abolished when the revised Traffic Law comes into force in 2006.

There is no effective system in place to discourage repeat offenders. In fact, repeat offenders will not even be recognised as long as they have not been caught and fined in the same district.

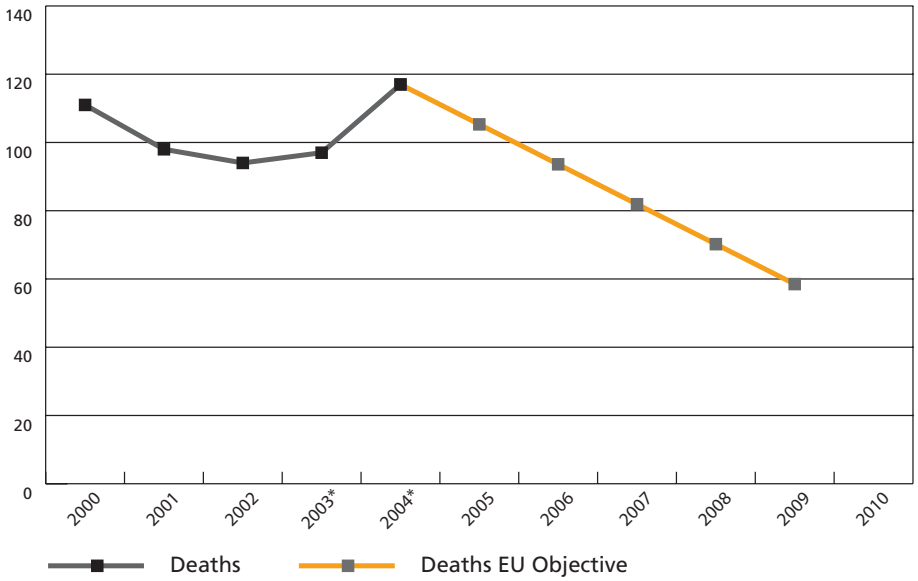
Information: Half of all mobile speed controls by the Federal Police are announced on the Internet. Locations of fixed speed cameras are also publicly available. The Belgian Road Safety Institute is responsible for awareness campaigns regarding speed, seat belts and alcohol. It passes its campaign calendar on to the police so enforcement can be planned simultaneously.

Figures related to enforcement and detected offences are still difficult to obtain in Belgium even though their publication was part of the new road safety strategy.

Recommendations:

- Enhance high levels of police enforcement in combination with communication.
- Ensure that all police forces including the Federal Police can continuously fulfil its' task of traffic policing.
- Use digital cameras to facilitate the automated follow-up of speeding offences.
- Centralise follow-up procedures and establish a system to identify and discourage repeat offenders.

6.3 CYPRUS



General Road Safety: Cyprus has an above average fatality rate of 154 deaths per million. Although deaths were dropping they increased by 20 in 2004. Cyprus's first strategic Plan for Road Safety 2002-2005 has been followed up by a new Plan for the period of 2005-2010. Cyprus also has a Council of Road Safety which meets every 2-3 months to co-ordinate road safety activities. The Council is chaired by the Minister of Communications and Works and comprises of police, Ministries of Health, Education, Finance, the Department of Road Transport and Public Works and the Legal Service. Other relevant authorities' stakeholders and NGOs also attend the meetings as observers.

Enforcement is co-ordinated through the Traffic Department of the police who has the main responsibility. Every year an enforcement plan is drafted with guidelines on enforcement priorities. This is then implemented within the six provinces of Cyprus by the local traffic branches. Although local Commanders can set different priorities if they see fit, most adhere to the outlined priorities of the police traffic department. Increased enforcement activities for speeding, drink driving and seat beat and crash helmet use were launched two years ago. Enforcement particularly targets young drivers due to their high accident rates.

Speed: Cyprus currently employs approximately 200 mobile laser devices to enforce speed limits. In autumn 2005 a new speed management pilot scheme was adopted. This introduced 7 mobile cameras and 33 fixed speed and red light cameras. This number is planned to be increased to around 500 over the next five years depending on the experience with the first safety cameras. Speeds are currently being monitored at points where cameras will be introduced. Difference in speeds will also be communicated to the public after the installation of the cameras. Enforcement is targeted to high risk accident sites.

Alcohol: In Cyprus the legal blood alcohol level was recently reduced from is 0.9 mg/ml, the highest in the EU to 0.5 mg/ml. The new law reducing the BAC limit to the European average took effect as part of Cyprus's effort to reach the 2010 target of reducing road deaths by 50%. A special 0.2 mg/ml BAC limit for new drivers (first three years) will soon be considered by the Road Safety Council.

Random and evidential breath testing is undertaken with the benefit of roadside testing equipment. Drink driving enforcement is carried out at all times but is more frequent during evening, night time and early morning and at high risk accident sites.

Seat belts: A proposal to double the fixed fine for non use of seat belt is also planned. Currently, between two and four penalty points can be given and in exceptional circumstances the police officer may also use discretion to only issue a warning.

Seat belt checks are undertaken in combination with other checks on all roads at all times. The shift in focus is now to enforcing rear seat belt wearing rates and especially also to focus on child restraints.

Follow-up of offences: All detected alcohol and seat belt offences are followed up. Sanctions are given according to severity and previous convictions are taken into account. For speeding offences detected by safety cameras, the legal responsibility will rest with the owner of the vehicle where recognition problems arise.

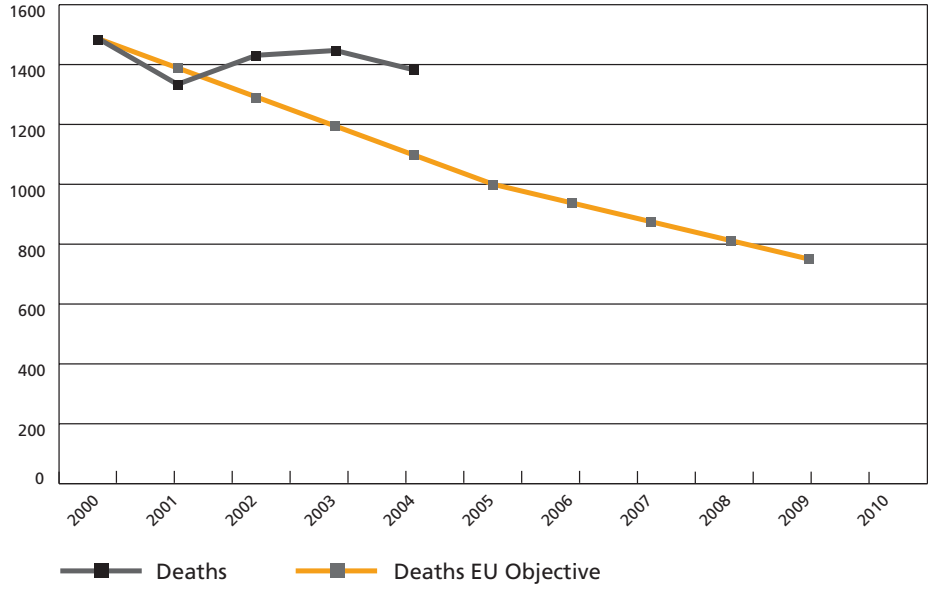
Information: Campaigns are run by the Traffic Department of the police with the media. Since the start of 2005 regular twice yearly campaigns focussing on seat belt use, especially the rear, speeding and drink driving are run in conjunction with increased enforcement by the police. These are also linked to the European calendar of campaigns co-ordinated by TISPOL. Drivers will be alerted by appropriate warning signs of the presence of fixed safety and red light cameras. Cyprus has a Road Safety Park, inaugurated last autumn, which is located next to the police headquarters in Nicosia.

In conclusion, Cyprus sustained its drink driving checks and offences increased between 2003 and 2004. Cyprus does not conduct separate seat belt checks but offences doubled. Yet, seat belt wearing data are not collected and a comparative impact is not possible. Speeding offences also went up slightly from 2003 to 2004.

Recommendations:

- Further extend an automatic speed enforcement network and increase speed checks at high risk sites.
- Conduct separate seat belt checks.

6.4 CZECH REPUBLIC



General Road Safety: The Czech Republic has an above EU average fatality rate of 135 per million in 2004: the rate has been dropping since 2003 but the Czech Republic will have to make great efforts to reach its 2010 target. A new National Road Safety Strategy was approved in 2004. It was prepared by an expert group made up by the Ministry of Public Health, Ministry of Interior, Transport Research Centre (CDV) and the police force.

Traffic law enforcement is undertaken by the police at a regional, district and municipal level. A national enforcement plan is drawn up by the police and has general actions and specific outlines for the following year. The police enforcement plan takes the priorities of the National Road Safety Strategy into account. These priorities are then assessed and implemented by a total of 80 District Commanders.

Speed: Speed enforcement will also change with the new legislation in 2006. This includes the greater use of safety cameras. Currently municipalities may place fixed safety cameras. The municipal police will also be able to stop and fine for speeding offences. Police focus their speed enforcement activities on high risk accident sites, stretches of roads where speeding occurs as well as at times when speeding occurs. At present speeding fines are given on-the-spot and if they are disputed the case goes directly to court.

Alcohol: New legislation will see a steep increase in fines and introduction of penalty points for drink driving. It will also introduce a new criminal offence for drink driving with a limit of over 1.0 mg/ml BAC. Alcohol checks are undertaken at random and on suspicion by the traffic police. These checks are taken at high risk accident sites close to bars and restaurants at all times including prime times such as at night and at the weekend but also in the week and in the mornings.

Seat belts: Seat belt enforcement is one of the enforcement priorities in the Czech Republic. The new legislation will come into force in 2006 and will also include provisions for enforcing the use of child restraints. At present they are only compulsory on the highway and on national roads.

Enforcement of seat belt wearing is undertaken in combination with other checks. If a non seat belt wearing offence is identified alongside another traffic offence, the driver is charged with the offence carrying the highest sanction.

Follow-up of offences: In the case of automated speed enforcement, the driver is primarily responsible. Follow up of unpaid fines levied for drink driving, non-seat belt use and speeding is very poor.

In the Czech Republic, a new penalty point system will be introduced on July 1st 2006. The proposal to introduce a 12 point demerit system was approved in September 2005 by the Senate. The new penalty point system comes a shake up in sanctions. The penalty for drink driving which results in a collision would result in an instant loss of 7 points. High penalties also target speeding, not wearing a seat belt and mobile phone use. Much higher fines will also be introduced with the lowest fine being set at 1,500 crowns (approximately 50 €). Police will also be able to confiscate the driving license on the spot for serious offences.

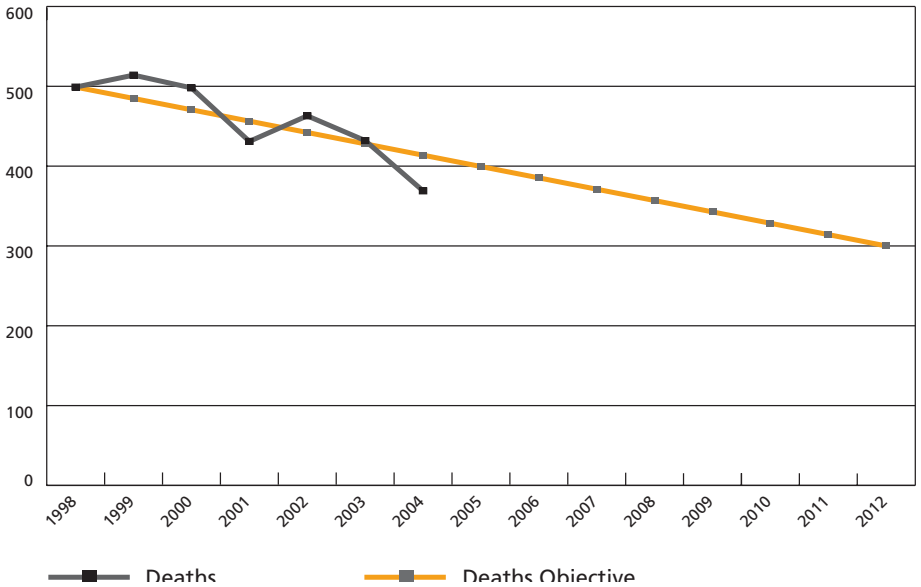
Information: Nationwide campaigns on drink driving, speeding and non-seat belt use are conducted annually by the Ministry of Transport, the Ministry of Interior and the police. These campaigns are run in conjunction with increased police enforcement.

In conclusion, no separate seat belt checks occur with low average seat belt wearing rates. Around 20% of those killed were not belted. Numbers of speeding controls have increased slightly but speed limits especially in urban areas are still not respected. Although the drink driving offences stayed the same, drink driving deaths nearly doubled between 2003 and 2004. Moreover there are problems posed as there is no owner responsibility and rigorous follow up of unpaid fines is urgently needed.

Recommendations:

- Implement a new co-ordinated fixed camera network between national and municipal level.
- Conduct separate blitz campaigns to enforce seat belt and child restraint use.
- Ensure that all fines, including unpaid ones are followed up through the judicial system.
- Introduce full owner responsibility for the follow up of speed enforcement offences.
- Conduct enforcement in combination with the launch of the new penalty point system in 2006.

6.5 DENMARK



General Road Safety: Denmark's Road Safety Action Plan "One accident is one too many" set a target to reduce the number of deaths by 40% to 2012 on maximum 300. The Danish Ministry of Transport has established a Road Safety Commission which is composed of Members of Parliament, representatives of ministries, counties, local authorities and institutions with interest in road safety.

Denmark's traffic law enforcement is undertaken by the police, which consist of police patrols from the local police districts as well as the National Traffic police. Denmark's Second National Road Safety Action Plan 2000 mentions police enforcement as a very important factor, especially in combination with traffic safety campaigns. It emphasises a nation-wide introduction of automated speed checks, which was realised by 2003. The plan also proposes intensified police efforts targeting drink driving, speeding and seat belt use. Following this plan, the police has drawn up national strategies and targets.

Speed: In 2004 and 2005 higher fines and lower limits for disqualification were introduced. If drivers are travelling at, for example, 20% over the limit, they have to pay a 130 € fine. If drivers exceed the speed limit more than 30% they gain a penalty point and a fine. Drivers will be disqualified from driving if they exceed the posted speed limit by 60% (cars, motorcycles, vans) or 40% (heavy vehicles) - or if they drive at more than 160 km/h. There are no fixed cameras installed in Denmark. The police employ 13 video cameras in civilian vehicles and 27 laser devices for manual speeding control. At present there is no owner responsibility in cases of speeding offences. If the owner refuses to call the driver the police must start an investigation.

Alcohol: Since September 2005 drink-driving sanctions have been related to the offender's net monthly wage. Drivers exceeding the legal BAC from 0.5 mg/ml (up to 2,0mg/ml) have to pay a fine that arises from their net income multiplied with their BAC. If the BAC level is under 1,2 per mill, they furthermore have to re-sit a theoretical and practical driving test within three months and the driver is unconditionally disqualified from driving. Drivers with a BAC higher than 1,2 mg/ml are banned from driving for a period of minimum three years. All drink drivers have to take a mandatory course to learn about alcohol and traffic. Automatic tests of drivers without suspicion of drink driving have been undertaken since 2003. This has resulted in a significant larger number of charges for drink driving. In 2004, 28% of all deaths in road traffic were alcohol-related.

Seat belts: The fine for not using the seat belt is 65 €. The driver is responsible for the restraining of passengers under the age of 15. Since 1st September 2005 driving with unrestrained passengers under the age of 15 will redeem in one penalty point. Special controls on seat belt use and child restraints are undertaken each year at the beginning of the school year.

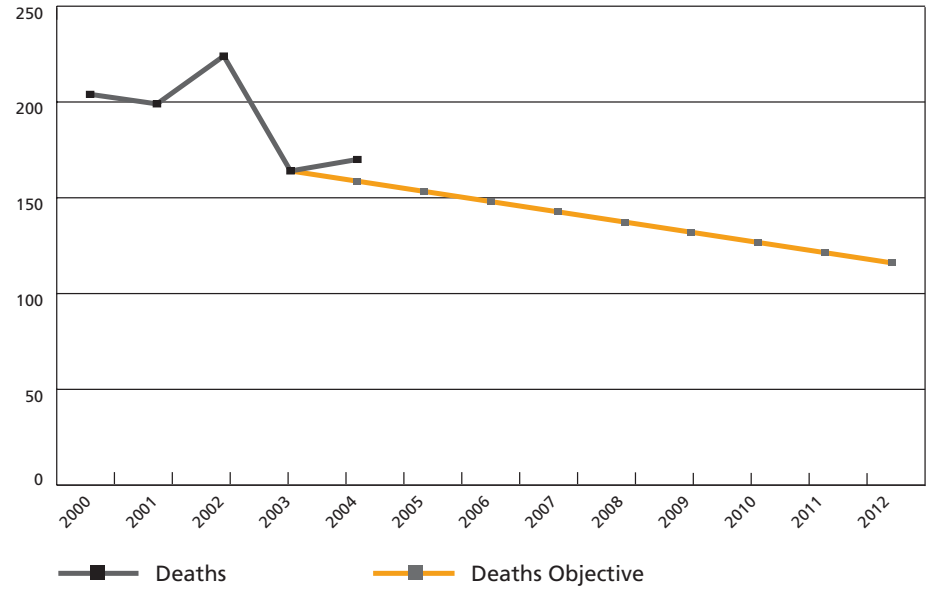
Follow-up of offences: Denmark has introduced a penalty point system in September 2005. Since then, 17 different traffic offences are worth one penalty point. If a driver incurs three points over three years, they must re-sit a theoretical and practical driving test. The driver pays the cost of the tests and, if they fails, they loose their license until they pass both tests. Even after passing the tests, the driver is on probation for three years. If they incur three more points during this period, they are normally banned for six months. Novice drivers loose their licence after two points during the first three years.

Information: The strategies of the nation-wide campaigns are based on the National Road Safety Plan. The Road Safety Council, the police, the local and regional safety councils frequently run campaigns about speed, alcohol and seat belts in the media. In 2003, 3 nationwide campaigns were carried out in co-operation with the police and the Danish Road Safety Council in relation to increased seat belt use, respect of speed restrictions and indication of traffic lane crossings on motorways. In 2004, 4 nationwide campaigns are carried out in co-operation with the police and the Danish Road Safety Council, relating to increased use of seat belts, speeds on motorways, speed in connection with road works and drink-driving.

Recommendations:

- Extend an automatic speed enforcement network.
- Implement owner responsibility for speeding offences.
- Continue a high level of drink-driving enforcement and introduce evidential breath tests.

6.6 ESTONIA



General Road Safety: Estonia's fatality rate is dropping although there was a slight rise between 2003 and 2004. Its fatality rate is above the EU average at 124 deaths per million. The Ministry of Economic Affairs and Communications is responsible for the development of legislative acts for road safety and road safety policy at a national level. The Road Administration covers the management of national roads and traffic. Under the auspices of the Ministry of Economic and Communications the Road Administration is responsible for information dissemination for public use including campaigns. A Road Safety Programme was established in 2003 presenting a strategy covering 2003-2015. The County level government supports road safety organisation, planning and activities at the regional level, whereas the local (municipal, parish) administration supports road safety organisation, planning and activities at the local level.

The Ministry of Interior is responsible for the police and its police board is responsible for enforcement and surveillance of traffic law and the Traffic Code. A separate traffic police force was phased out in 2000 and road policing became the responsibility of every policeman. In August 2003, a special Traffic Enforcement Unit was established within the police to co-ordinate alcohol and speed enforcement. In 2004, a new Traffic Department was set up with the goal of increasing traffic policing on the roads. This was supported by public opinion.

A national enforcement plan is agreed by the Minister of Interior. There are two planning periods: one year and three month period. The priorities set cover the road, traffic management and signs, technical condition of the vehicles, road traffic and participants, passenger and goods; public events stated by the Plan and planned state-wide operations. The State plan includes no more than 50% of time amount for the traffic control workforce.

Speeding: Speed limits were raised on some stretches of road in Estonia from 90 to 100 km/h, during the summer months between May and September. First, limits were raised on all roads based on a Parliamentary decision. When accidents increased, the responsible minister issued a decree to introduce seasonal limits only for some low-risk roads. The decision is made annually as to which roads have the higher summer speed limit based on the previous year's accident data.

Speed enforcement is undertaken according to a plan on national roads, on roads with high traffic density and on roads where traffic accidents with deaths have occurred. Enforcement focuses on built-up areas and on high risk stretches of road. Checks are intensified during the bad road and weather conditions. Pursuant to the national plan, supervision of speed limit compliance takes up at least 20%

of the working hours of traffic supervision. Undercover traffic supervision is also undertaken, using vehicles without police identification.

Estonia does not yet have automated speed measuring devices. An agreement was signed between the police and Road Administration to set up the first cameras in 2005, based on a feasibility study. Following a delay, a public tender will be held at the beginning of 2006 and the cameras could be operational no earlier than the second half of 2006. A pilot project should be undertaken with the automatic speed measuring devices. At present there are about 90 hand-held radars. The state has no separate data about the traffic densitity and speed profiles.

Alcohol: In Estonia the legal blood alcohol level is 0.2 %. As a rule, all drivers who have been stopped for a traffic offence are checked for alcohol. Alcohol enforcement is based very much on the Finnish experience. Enforcement covers all types of roads. Large-scale random breath testing entitled "Everybody is blowing" is also undertaken. Testing is often done where and when people are likely to drink, and on public holidays, e.g. New Years Day. At the moment Estonian police don't use the precision breathalysers but the interest is still persisting.

Seat belts: In general, seat belt enforcement is not very strict. Checks are usually combined with other enforcement activities. Only in case of a campaign is the use of seat belts checked individually. The number of seat belt checks and offences are not collected separately.

Follow-up of offences: A new penalty point system is planned to be introduced as part of the new Traffic Act. Drivers pay their fines upon receiving a ticket at their home address. All drink driving and speeding offences are strictly followed up, whereas warnings are often issued for the non-use of seat belts. In the case of speeding offences, drivers have to be stopped. In the case of automated speed enforcement (planned for next year), the driver will be held liable on the basis of the photographic evidence.

Information: The national Road Administration under the administration of the Ministry of Economic Affairs and Communications is responsible for the campaigns carried out at a national level. Campaigns are planned in co-operation with the police who then carry out increased enforcement activities during this time. Annual information dissemination and public campaigns have covered drink driving and seat belt use and will also include speeding in the future. Past campaigns include: 'Drive hard headed!' which aims to target drink driving with a chain of actions on the big festivities in summer time: it focuses on the places of alcohol consumption and is supported by the media and police enforcement. It is also accompanied by a private initiative entitled "Sober group leader". Another campaign entitled 'Buckle up!' targets drivers, car users, parents and whole population to increase the number of seatbelt wearing and children restraint use in the cars. It also uses the outdoor media, radio, TV spots and police enforcement. For seat belt use, there are also advertisements, information folders, stickers "Fasten seat belt", "Fasten seat belt on back seat, too". In 2004 from March to April there was a 3 week promotion period for seat belts usage in urban areas.

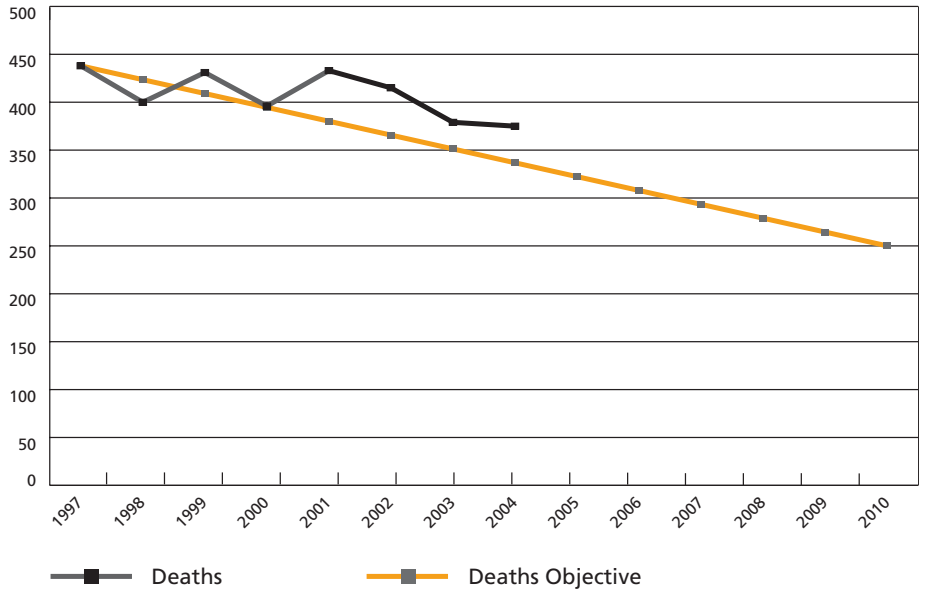
Regarding random breath testing actions, drivers are not always informed. However, the media are informed of the results. All the names and birthdates of punished drink driving offenders are displayed on the homepage of the police.

In conclusion, speeding offences dropped between 2003 and 2004. Seat belt checks are not collected nor are the offences. Seat belt wearing rates especially on the rear seat are well below the EU average. Drink driving enforcement has doubled, offences increased slightly and drink driving deaths have decreased from 25% to 15% of the total between 2003 and 2004.

Recommendations:

- Further extend automatic speed enforcement with owner responsibility for follow up of offences.
- Introduce road side evidential breath testing.
- Conduct separate seat belt checks and increase enforcement and sanctioning of non seat belt wearing.
- Prepare frequent campaigns to reduce speeding.

6.7 FINLAND



General Road Safety: Over the past decades Finland has continually improved its road safety performance. Finland has a Vision Zero policy and sets targets for a minimum number of deaths. In 1997, under the chairmanship of the Ministry of Transport the "Consultative Committee on Road Safety" was set up to develop the "National Road Safety Plan 2001-2005". This Committee was also made up by members of the Ministries of Justice, Interior, Environment, Education and Health; the National Road Association and other actors. The "National Road Safety Plan 2006-2010" was launched in December 2005 and it aims that in 2010 the number of people killed in traffic must not exceed 250.

Enforcement is carried out by the local police, the National Traffic police and by other authorities, mainly by customs and border control. There are two national enforcement plans linked together: one strategy plan for the coming four years which covers speeding, drink driving and seat belt use as well as an annual operative plan which coordinates the country wide enforcement actions. Furthermore, Finland has a means tested fine system.

Speed: In Finland a mixture of mobile and fixed camera devices as well as laser guns are used to enforce speed limits. Moreover, Finland is one of Europe's pioneers in giving trials on Intelligent Speed Adaptation (ISA) and building up a digital database on speed limits. Speeding offences are being penalised by both fixed fines (70-115 EUR) and day-fines. In the last-mentioned case the number of the day-fines (from 1 to 120) is based on the seriousness or severity of the offence while the amount of one day-fine depends on the net income of the offender.

Alcohol: Both random and evidential breath testing are undertaken on all types of roads and mainly at times and places with increased risk. However; checks are also carried out irrespective of the risks, i.e. truly "randomly". Approximately 1,4 million tests are undertaken annually. In 2005, altogether 0.15 mg/ml of drivers drove under the influence of alcohol (i.e. BAC >0,05 mg/ml), compared to 0.16 mg/ml in 2004; which is one of the lowest rates in Europe. Moreover, Finland has started an alcohol-interlock rehabilitation pilot programme for drink driving offenders in summer 2005. Drink driving offenders are offered the possibility of taking part in the trial and then receive a temporary "alcolock driver's licence".

Seat belts: Seat belt checks are normally undertaken in combination with other checks and are mainly carried out on secondary and urban roads. In November 2005, a proposition concerning the use of seat belts was given to the parliament. The proposition is an implementation of the corresponding EU-directive on the use of seat belts. In 2004, 44% of the car passengers killed in road accidents were not wearing seat belts at the time of accidents.

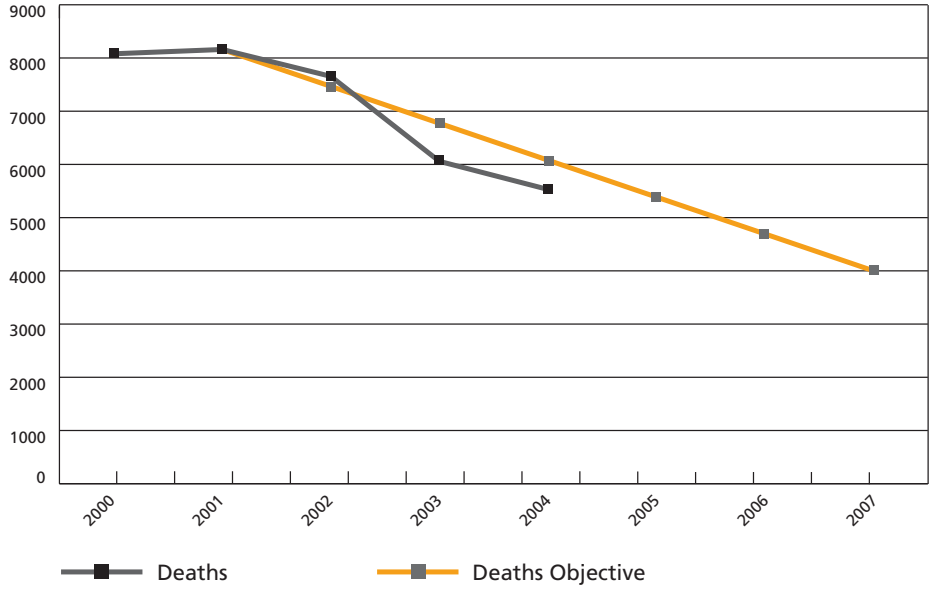
Follow-up of offences: If drivers receive three fines for traffic offences within one year or four offences within two years, they will be disqualified from driving for a minimum of one month and maximum of six months. To improve the follow-up of offences detected by automated enforcement a legislative proposal for partial owner liability was introduced to the parliament in 2005. Penalties (fixed fines) for minor speeding will be imposed on registered vehicle users. The law will come to force on 1st of April 2006.

Information: Campaigns against drink driving are carried out every year by the police in cooperation with other organisations. They are organised via newspapers and TV. There have also been campaigns for seat belt use and speeding. An evaluation of effects has not been undertaken.

Recommendations:

- Seat belt checks should be carried out separately and not just in combination with other checks.
- A full owner liability should be implemented.

6.8 FRANCE



General Road Safety: In France, it was the President of the Republic himself who has declared road safety one of the three top priorities of his second term in office (2002-2007). Following this declaration, a first États-Généraux was held in September 2002 gathering all the different stakeholders. A new road safety strategy was worked out, which featured prominently measures to end drivers' "feeling of impunity" regarding road traffic offences. The inter-ministerial committee (CISR) responsible for road safety has since met twice a year to monitor and ensure the continuation of progress.

Although France has not adopted a road safety target officially, Internal Affairs Minister Nicolas Sarkosy has announced a new objective for 2007 when no more than 4,000 people should die in traffic per year. In effect, this would mean a 50% reduction based on the 2001 figure (8,160) within only six years.

This optimism is well-grounded as France, still among the less-than-average performing EU countries in 2001, has seen a rapid improvement of road safety over the past years. Between 2001 and 2004, deaths have dropped by 32% and injured by 29%. In 2005, France has brought its yearly deaths toll to just under 5,000. The success has mainly been attributed to improved road user behaviour in the areas of speed, alcohol and seat belts - the key focus of French road safety policy since 2002.

Speed: Fully automatised speed control has been at the heart of France's new road safety strategy. A first set of digital cameras was introduced in late 2003, and 1,000 cameras (700 fixed and 300 mobile) were in use by the end of 2005. There are plans to extend this number to 1,500 (1,000 fixed and 500 mobile) by the end of 2006. In 2004 alone, the Gendarmerie nationale multiplied its hours spent on speed enforcement by three, using 190 new mobile detection systems.

A first evaluation of the new system has found that the first 70 devices that were installed in 2003 helped to reduce crashes at camera sites by 85%. Generally speeds and accidents decreased for all types of traffic even though at the time of the evaluation, lorry and motorbike speeds could not yet be enforced. Today, more than 50% of the devices in use are configured to control also motorbike speeds.

Drivers' attitudes towards speeds have changed drastically. In a survey of March 2005, 68% of drivers declared that they had reduced their speed on motorways during the past two years. And in the SARTRE survey of 2005, only 10% of French drivers admitted anymore to breaking the speed limit "often" or "very often", against 22% in previous surveys carried out in 2002 and 1996.

The rate of speeding as measured by the French Road Safety Observatory, has indeed decreased on the whole of the French road network, but most significantly on interurban motorways ("autoroutes de liaison") and roads with a 2x2 lane configuration. Especially the rate of very large speed infringements has dropped dramatically. However speeding continues to be a mass phenomenon with close to 48% of all vehicles exceeding the legal speed limits (21.5% by more than 10%) in 2004.

Alcohol: In July 2003, the number of points lost for alcohol levels up to 0.8 mg/ml was raised from three to six points. For drivers with a full driving licence this halves the number of points available, while a licence on probation is lost completely. In 2004, the number of drink driving controls was increased by 15% and targeted actions delivered a higher score of detections. The total number of detected offences increased slightly by 5%. France also conducted the Belgian-modelled "capitaine de soirée" campaign.

As a result, fatal accidents related to drink driving dropped by 11% from 2003 to 2004. The improvement in drink driving behaviour contributed to close to 40% of the 2004 fatality reduction, which means that another 189 lives could be saved.

Seat belts: In 2003, the penalty for non-use of the seat belt was increased from 1 to 3 points off the licence and controls tightened significantly. The number of fines charged for non-use of seat belts went up by 15%. Consequently, seat belt use by front seat occupants increased from 91% in 2001/2002 to 95% in 2003.

In 2004, the number of detected offences dropped by 20%. Wearing rates continued however to rise and 96.4 % of front seat occupants were using their belts. In spring 2004, the Transport Ministry launched a new hard-hitting campaign to address seat belt wearing in the back.

Follow-up of offences: Since 2002, sanctions for all types of offences have been tightened and the possibility of "getting away with it" has diminished. Most notably, speeding procedures are fully digitalised so tickets arrive in the car owner's mailbox within 48 hours after the infringement. While car owners have the right to name another driver or appeal, they have to deposit an amount equivalent to the fine before the case is transferred to court for further processing. This deposit is paid in merely 0.8% of all cases, whereas 64% of the tickets are paid within two weeks.

The total of detected traffic offences increased by about 30% from 2003 to 2004, essentially due to the increasing number of speeding offences. Speeding tickets issued on the basis of automated methods more than doubled, those issued on the basis of other methods increased by 16%. As a result, both the level of fines paid and the number of penalty points that were withdrawn have risen dramatically in 2004, 106 million euros alone were paid in fines for speeding offences detected by automated control. While in 2003, 4.5 million points were withdrawn, resulting in 21,000 invalid licences, this figure was 6.4 million points in 2004, resulting in 39,000 invalid licences.

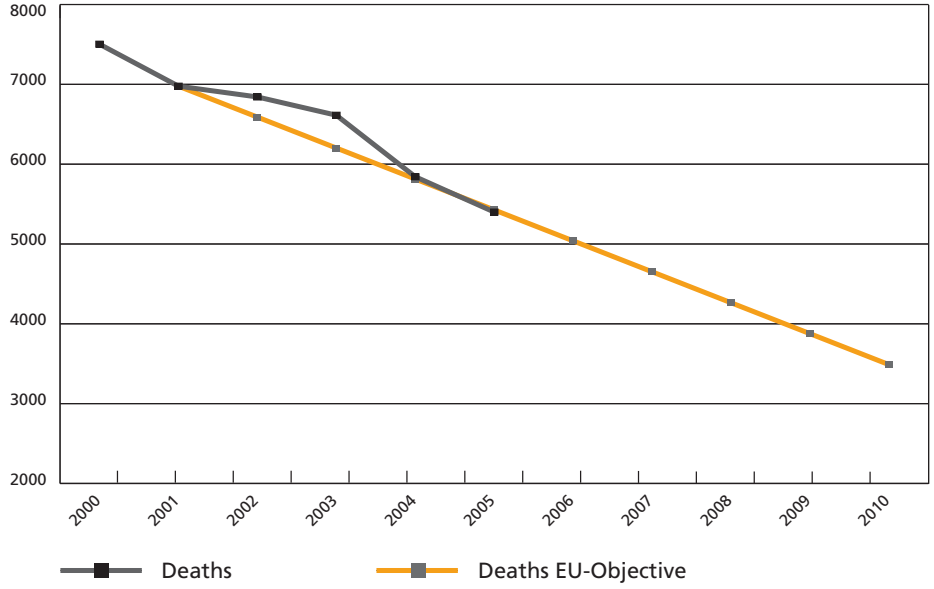
Information: Awareness campaigns are run by different governmental and non-governmental bodies, and the implementation of the new enforcement strategy has been accompanied by extensive media coverage.

Fixed speed cameras are indicated by traffic signs and their location is also made known on the Internet. Mobile speed checks have also been announced by traffic signs in the past but this will no longer be the case.

Recommendations:

- Continue increasing levels of speed enforcement as even a planned 1,000 fixed cameras will not yet deliver a density equal to that of the UK whose road network length is only about half that of France.
- Strengthen road safety education from the youngest age to increase public acceptance of safety rules and their enforcement.
- Establish a separate road traffic police to ensure high levels of enforcement can be kept up at all times.
- Systematically control seat belt wearing also in the rear during every traffic check.

6.9 GERMANY



General Road Safety: In Germany, the number of accident casualties have been decreasing continuously. In 2004, the number of deaths even dropped by some 12% while the total of deaths and injuries decreased by 5%.

Traffic safety levels vary however considerably between the different regions (Länder). For example, North Rhine Westphalia in the West has a safety level which is comparable to that of the neighbouring Netherlands, in terms of deaths per 100,000 inhabitants. Mecklenburg West Pomerania in the East, on the other hand, reaches only a safety level comparable to that of Estonia or Portugal.

Traffic Safety Programmes have been adopted for all 16 länder as well as the federal level. While some länder, e.g. North Rhine Westphalia, have also set themselves a fatality reduction target, Germany as a whole has not adopted such a target. The German government esteems that such a target might breed complacency whereas progress must be continuous and efforts to further improve road safety must be unrelented. The Federal Highway Research Institute (BASt) forecasts a 43% drop in traffic deaths by 2010 if the current road safety policy is continued (Ratzenberger 2000).

The responsibility for traffic law enforcement is at länder level. As regards planning, some länder establish yearly plans, other multi-annual plans. A national enforcement plan as required by the EC Recommendation is also being established, based on a database set up at the German Federal Highway Research Institute (BASt).

Speed: In Germany, speed limits are among the highest in Europe and there is no general speed limit on the motorways. However, 12% of traffic deaths occur on motorways. A trial in the Land of Hesse has shown that the number of deaths and serious injuries dropped by 50% when a limit of 100 km/h was introduced from 1992 to 1994.

Three types of equipment are used to control speeds: fixed cameras, onboard video devices and portable radar and laser guns. There are a total of 2,127 fixed camera locations in Germany. Most of them are operated by local authorities and their density varies a lot from Land to Land. While Baden-Württemberg (35,700 km^2, 10,717 Mio. inhabitants) has 562 sites, double-sized Bavaria (70,500 km^2, 12,400 Mio. inhabitants) has only 13 speed camera locations (Lipphard 2005). Police mostly use mobile and portable equipment. They generally focus on major speed excesses and stop cars further down the road to apprehend offenders.

In Germany, most serious crashes occur on rural roads resulting in 63% of all traffic deaths in 2004. Analysis shows that these accidents are largely related to inappropriate speeds (Otte 2000). A major field trial has therefore been started looking into the safety benefits of installing fixed speed cameras at regular intervals along these roads.

In the Land of **Brandenburg**, the number of traffic deaths outside built-up areas decreased by 19% in 2004, and this has contributed significantly to the overall death reduction by 14.6%. In that year, increased speed enforcement led to a 32% increase in speeding offences and the number of speed-related traffic deaths dropped by 16%. These effects were however offset by a 43% rise in deaths from drink driving. The level of alcohol offences remained at the same level as 2003.

Speeding continues to be the most important cause of fatal accidents. In 2004, 45.5% of the deaths were related to speeding[9]. Whilst this proportion has been decreasing over the years, it contributes practically nothing to the general fatality reduction in 2004.

Alcohol: Alcohol checks are targeted to suspicious drivers as it is not allowed for German police to submit a driver to an alcohol test without any suspicion. Random breath testing according to the EC Recommendation is therefore not carried out. As a result, about two thirds of all detected alcohol offences are related to BAC levels of 1.1 mg/ml and higher. More than a quarter of German drivers think that the BAC limit is at 0.8 mg/ml and not 0.5 mg/ml as is the case (EuroTest 2005).

If a first screening test shows a BAC lower than 1.09 mg/ml a second evidential breath test follows. From 1.1 mg/ml the necessary legal evidence can only be established through a blood test. A nationwide field test is being run to explore the possibility of introducing evidential breath testing also above this level.

The decrease in alcohol-related accidents, and deaths has contributed substantially to the overall drop in accidents and deaths in Germany. Drink driving deaths dropped by 13% in 2003 and by 14% in 2004. Still, 12% of all traffic deaths in 2003 were related to drink driving.

Seat belts. Seat belt checks are part of routine police controls, but Länder also carry out intensive actions of varying frequency and duration. German seat belt wearing rates are among the highest in Europe and 98% of children are properly restrained in Germany across the network.

Follow-up of offences: Germany has a penalty point system. Points are applied in the case of speeding offences from 21 km/h over the limit and all drink driving offences, but not in the case of non-use of seat belts. Sanctions for minor speeding offences are little dissuasive. For drink driving on the other hand, the minimum fine is 250 € and 4 points, plus a driving ban of one month.

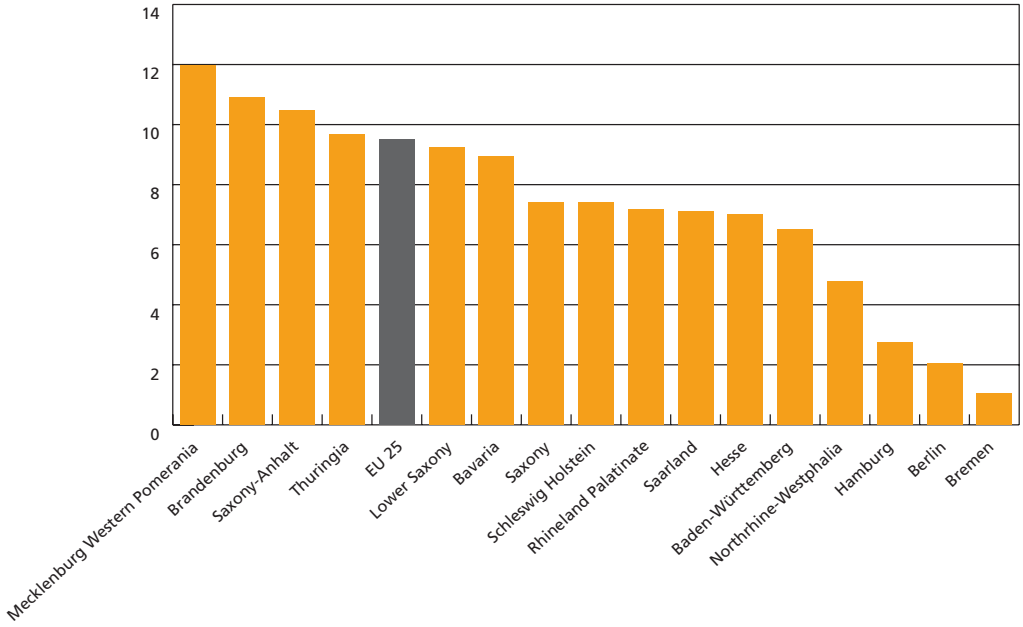
In the case of automated speed enforcement, the driver is held responsible. If the driver differs from the owner of the car, the police have to start a potentially time consuming investigation.

Information: Road safety campaigns are run by the Transport Ministries of the Länder and federal level as well as NGOs such as DVR, "Verkehrswachten", automobile clubs, etc. In summer 2005 a nationwide road safety day was carried out for the first time. It is planned to continue and implement such a day every year.

Police forces combine intensive actions on alcohol and seat belt use with information to the press. A BASt study from 2001 has however found that media reporting on the results of speeding and drink driving enforcement can still be improved. It also concludes that measures should be taken to dispel the idea that "breaking the speed limit" is merely a trivial offence (Pfeifer and Hautzinger 2001).

[9] We added up deaths from "excessive speed" and "inappropriate speed" because police reporting is not precise in this point. Generally, police will resort to the accident cause "inappropriate speed" even if the limit was exceeded as they cannot provide sufficient evidence to prove that the speed limit was broken (Köppel and Meewes 2003). In 2004, 8.2% of deaths were linked to "excessive speed", according to official statistics.

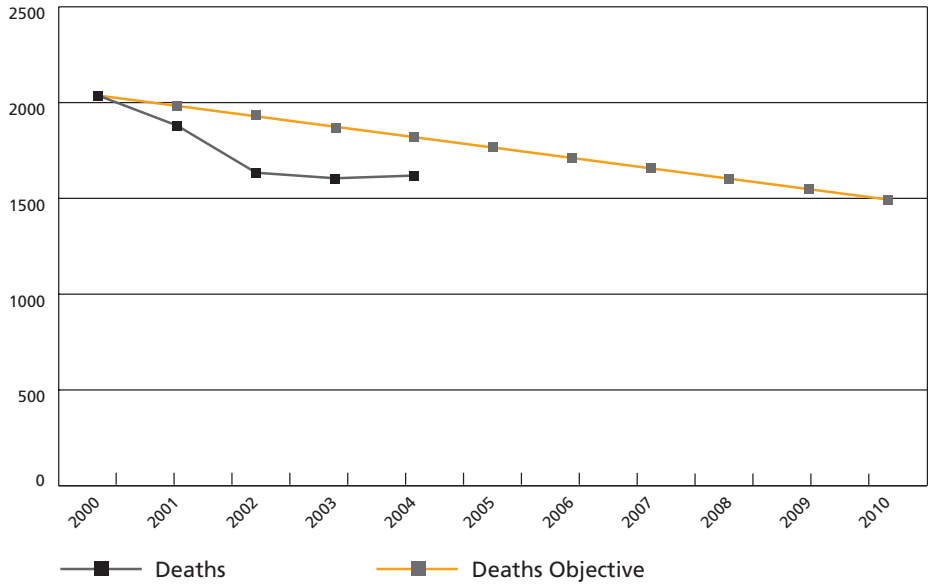
Fatalities per million inhabitants in German regions 2004



Recommendations:

- Increase sanctions particularly for speeding and seat belt use.
- Improve follow-up of speeding offences registered by automated equipment.
- Legalise and carry out random breath testing.
- Ensure better co-ordination between Länder and national level in the field of enforcement.
- Introduce a comprehensive enforcement monitoring system at Länder and federal level, including data on hecks and resulting compliance with legal speed limits, the legal BAC level and seat belt wearing rates.

6.10 GREECE



General Road Safety: The original target as set out in the first Strategic Plan for Road Safety 2001-2005 was a 20% reduction in traffic deaths by 2005 and 40% by 2015 (baseline is the year 2000). By 2004, a reduction of nearly 25% was achieved. A new Strategic Road Safety Plan for 2006-2010 will include a target of 50 reduction by 2010. An Inter-ministerial Committee has been set up to coordinate road safety actions. It is chaired by the Minister of Public Order and includes Deputy Ministers from the Ministry for Environment, Physical planning and Public Works, Ministry of Transport and Communications, Ministry for Public Health. The Ministry of Public Order, is responsible for the traffic police. Each region has its own police department and each municipality also has its own local police department. The traffic police started intensified enforcement in May 1998, and checks have been increasing ever since, especially in the areas of drink driving and speeding. The main reasons for the impressive decrease in traffic deaths are the increase in police enforcement, new road infrastructure, increase in traffic density due to increasing vehicle ownership and other measures such as improved training and examining. Enforcement measures form part of the National Road Safety Plan.

Speed: Greece's national police employs mobile speed guns, in-car radars and speed guns with tripods. Fixed cameras are also being introduced at a local police level. New fixed speed camera sites have been introduced along the Athens-Thessaloniki stretch of 500km motorway. This will be extended along the rest of the inter-urban network in 2006.

Alcohol: In 2002, a new system of sanctions was introduced for drink driving which included a graded approach to the level of driving over the BAC. The maximum BAC limit is now 0,5 mg/ml with 0,2 mg/ml for professional and young drivers. The traffic police started intensified enforcement in May 1998 and random checks especially on alcohol have been increased ever since.

Seat belts: The application of the penalty points system was extended to seat-belt offences as of August 2003. Transposition of the new Directive has extended obligatory seat belt wearing to buses. Seat belt checks are undertaken in combination with other checks on all roads at all times. Enforcement is concentrated at city borders and on inter-urban networks. Enforcement activities linked to seat belt wearing campaigns only occur infrequently.

Follow up of offences: In the case of automated speed enforcement, the owner is primarily responsible. If the owner contests the charge then the offence is taken to court. Sanctions are followed up according to the offence committed. Tickets reported include the social security number of the offender, in order to oblige them to pay it whenever a future transaction with the public is needed.

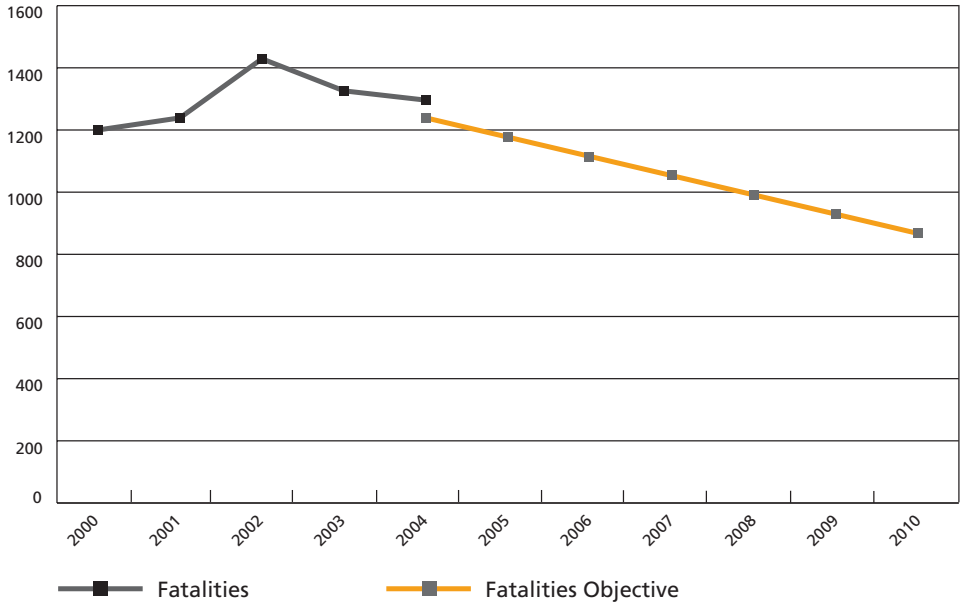
Information: Campaigns are very scarce with one big national campaign organized every two years. The last nation-wide campaign was run in 2002 entitled "How are you driving?". A specific localised campaign on drink driving was also run in the Thessaloniki area in 2003/2004 as part of the EU wide "Bob" designated driver campaign. Increased checks on speed and drink driving linked to press work are also undertaken before, during and after the six main national Greek holidays. The Ministry of Public Order, Ministry of Transport and sometimes private bodies such as insurers or private companies are responsible for campaigns. The police send monthly figures on speeding offences, alcohol checks and offences to the press.

Enforcement activities linked to seat belt wearing campaigns only occur infrequently and little seat belt wearing data are collected. That which exists suggests worryingly low wearing rates. Seat belt wearing offences have dropped between 2003 and 2004. Drink driving tests have continued at a high level and offences have dropped slightly. Approximately 45% of all deaths are reported as speed related and 2.4 million drivers were charged with speeding in 2003.

Recommendations:

- Implement the plan for extensive new fixed camera network along high risk stretches of inter-urban roads.
- Conduct regular "blitz" seat belt enforcement checks.
- Collect and analyse seat belt wearing rates and speed compliance data to plan enforcement activities.
- Organise more frequently nationwide campaigns on speed, drink driving and seat belt wearing linked to enforcement.
- Introduce measures including enforcement related to "aggressive driving".
- Introduce a penalty point system.

6.11 HUNGARY



General road safety. Road safety in Hungary was a success story in the 1990s when the number of road deaths dropped by more than 50% in ten years time, from 2,432 in 1990 to 1,200 in the year 2000. Recently however, progress has stalled and the Hungarian road safety situation has even deteriorated since 2000. While the number of deaths has dropped again after reaching a peak in 2002, the number of personal injury accidents has continued to rise.

In 2004, Hungary adopted the target to reduce the 2001 number of deaths by 30% by the year 2010. A new road safety programme is still in progress. In the meantime, yearly action plans are elaborated. Enforcement of traffic laws by the police has been strengthened; however, an important problem persists: the general absence of awareness of the road safety risk among the public.

Speed: Speed enforcement is carried out on roads with heavy traffic and an increased risk of accidents. About 100 mobile speed measurement devices are used in Hungary, including laser and radar devices. Automated equipment is not yet in use but experiments started in 2005. The adaptation of legal framework for the use of fully automated speed enforcement is currently in progress.

In Hungary, the number of speed-related accidents has increased sharply since the speed limits on all types of road outside built-up areas were increased by 10 km/h in May 2001. In 2003, 40% of fatal crashes were caused by excess and inappropriate speed, and this figure has still risen to 41% in 2004.

Alcohol. In Hungary, the legal blood alcohol level is 0.0 mg/ml. In practice, however, offences start at 0.2 ‰ because lower levels cannot be detected. The number of breath tests has been increased over the last years. In 2003, 1.1 million screening tests were carried out and about 3% were positive. If the screening test results in a BAC of 0.51 mg/ml or more, evidential breath testing is carried out at the nearest police station.

In Hungary, bringing down drink driving has been a priority and drink driving has contributed to no more than 11-12% of all accidents over the last years. In 2004, the number of injury accidents caused by drunk drivers went however up by nearly 20%, compared with 2003, and drink driving contributed to more than 15% of fatal accidents.

Seat belts. Seat belt checks are always carried out in combination with other checks. Since the year 2000, seat belt wearing rates have increased and, in 2004, 59% of front seat occupants used their seat belt. Following a major campaign in 2005, wearing rates went up significantly especially for passengers and the combined rate for the front seat was 65.0%.

Better protection through seat belts is taken to be one of the reasons why the number of car occupant deaths has dropped from 640 in 2003 to 606 in 2004. However, more than half of all people who died in traffic in 2004 were unbelted car occupants.

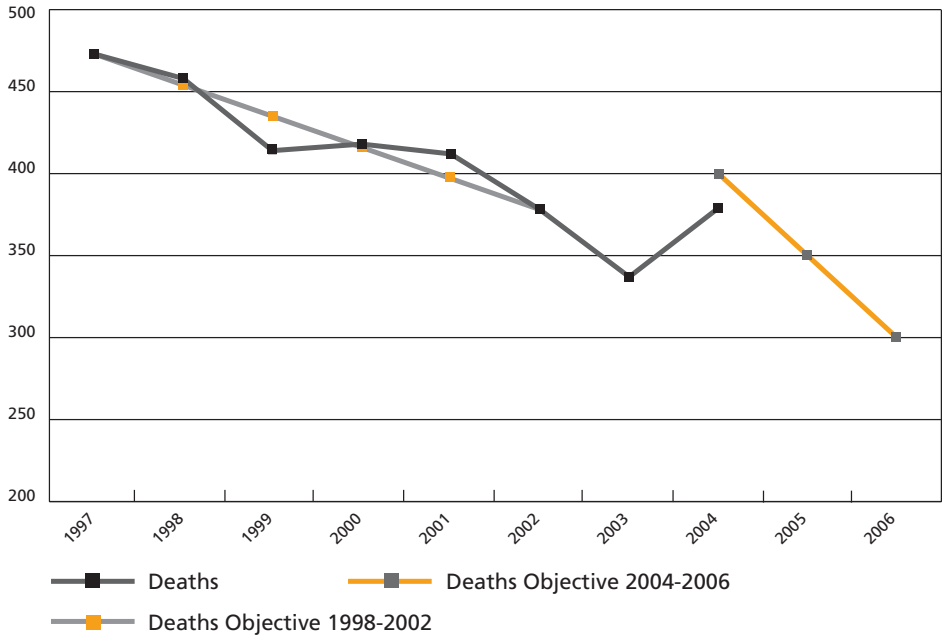
Follow-up of offences. Hungary has had a penalty point system since 2001 to discourage repeat offenders. The system, though not effective in the beginning, was substantially improved in April 2004. Under the new rules, drivers can receive up to three instead of only one point for traffic offences. The non-wearing of safety belts has also been included in the list of offences carrying penalty points.

Information. Information on speed checks is made available through the media and the Internet. Centrally organised alcohol enforcement is always preceded by publicity campaigns. National accident prevention campaigns on all three subjects are run by the National Committee for Accident Prevention (OBB) of the national police headquarters.

Recommendations:

- Increase speed enforcement linked to education.
- Continue successful anti-drink driving policy.
- Further improve the penalty point system.

6.12 IRELAND



General Road Safety: Ireland was able to decrease the number of deaths in the 1990's but is facing an increase from 335 (2003) to 399 (2005). Ireland's "Road Safety Strategy 2004 – 2006" aims to reduce the number of deaths to no more than 300 by 2006. The strategy was developed by a High Level Group on road safety which was set up under chairmanship of the Department of Transport. It was also made up of National Safety Council, National Roads Authority, Garda National Traffic Bureau (police) and the Departments of Justice, Environment and Health. Counties also develop their own road safety strategies. Moreover, the former "Road Safety Strategy 1998-2002" formulated the target to reduce Irish road deaths by 2002 by a minimum of 20% of their 1997 level.

Traffic law enforcement is undertaken by the Garda National Traffic Bureau and carried out by operational Traffic Units based in each Garda Division in each region. In November 2004 the Department of Transport and the Ministry of Justice announced the creation of a new Traffic Corps to replace the former Traffic Unit. A total of 700 new officers would be recruited to join the current 500 officers who are part of the Traffic Unit bringing the total up to approximately 1,200 by 2008. Enforcement planning is carried out by annual plans of the Garda and mid term programmes like the Garda Síochána Corporate Strategy 2005-2007.

Speed: Only very few fixed cameras are used at a small number of locations. The focus is primarily on the installation of mobile units in Ireland. Since January 2005 the measurement of speed limits has been changed from miles to kilometer per hour. As a result of these changes, speed limits have seen a slight increase. Speeding remains the main cause of fatal accidents, whereby an exact number is not available.

Alcohol: At present random breath tests are not carried out in Ireland. Police can only request a preliminary roadside breath test from a driver if they have the suspicion that he/she has committed a road traffic offence or has been involved in a collision. Ireland has the second lowest number of drink-driving checks within the EU, and exact numbers are not available.

Seat belts: Seat belt checks are carried out separately and in combination with other checks.

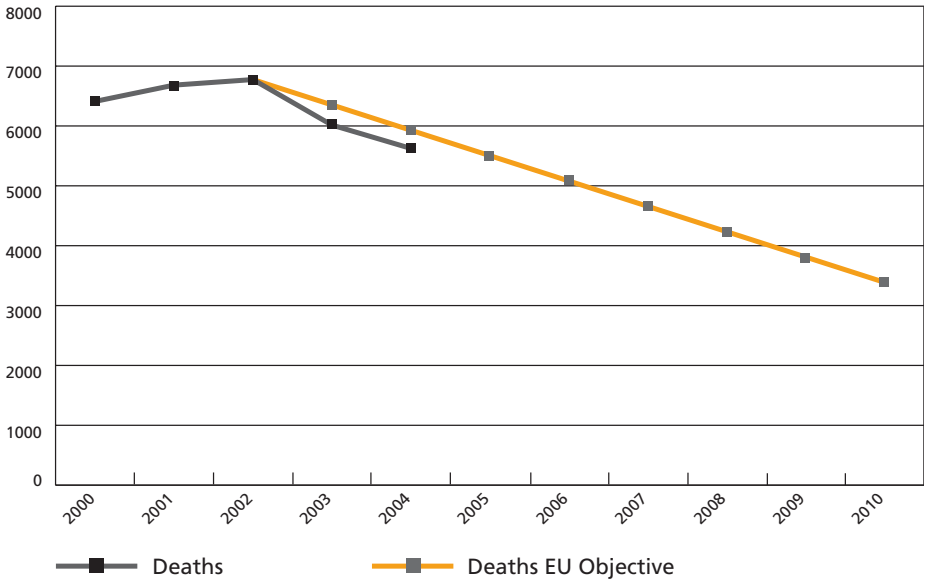
Follow-up of offences: In October 2002 Ireland introduced a penalty point system on a phased basis with speeding being the first offence to be covered. Other offences fined by the point system are seat belt offences, careless driving and driving without insurance. Under the system a driver accumulating 12 points within a 3-year period will automatically lose their driving license for 6 months. Penalty points remain on the license record for a period of 3 years and an accumulation of 12 points at any time within the 3 years will lead to an automatic disqualification for 6 months. Since the beginning of the introduction of the penalty point system the impact of the system is waning. At present there are plans to reinforce the system by expanding it to more road traffic offences.

Information: Campaigns on speed, alcohol and seat belt use are run by different actors in Ireland; These include the Ministry of Transport, the Ministry of State at the Department of Health and Children, Garda National Traffic Bureau, the National Safety Council, the Automobile Association and the Drinks Industry. Campaigns are mainly made up of radio and TV advertisements.

Recommendations:

- Random Breath Testing should be implemented in Ireland.
- Penalty point system should be expanded to more road traffic offences.
- The number of fixed speeding cameras should be increased to ensure an effective enforcement mix of both mobile and stationary equipment.
- Due to the fact that Ireland has the second lowest number of drink-driving checks within the EU, enforcement should be strengthened by assigning more police officers to the Traffic Corps for alcohol checks.

6.13 ITALY



General Road Safety: Italy has a below EU average level of deaths of 97 per million. Italy's fatality levels have been decreasing over recent years. A National Road Safety Plan was established in 2002 to integrate organisational capabilities of both national and decentralised subjects responsible for road traffic and safety. A National Road Safety Council including the Ministry of Transport and Infrastructure and the National Council of Economics and Labour was set up and its secretariat is co-ordinated by RST[10]. It is responsible for following up the implementation of the Road Safety Plan. The 2002 Plan elaborated priorities for road safety including enforcement both in general and in particular areas such as speeding.

The Ministry of Transport and Infrastructure, the Ministry of Interior and Ministry of Justice are responsible for road traffic legislation and enforcement regulation. As part of devolution a large part of the management of the national road network and enforcement of road safety has been transferred to the regions and provinces that are the operative level. The police are vested with the authority to develop new strategies and modify existing ones for the enforcement of traffic rules. The national police in Italy are made up of the State Police, including the National Traffic Police, the *Carabinieri* (body of the Italian army) and Municipal Police.

For the National Enforcement Plan annual guidelines are published by the Ministry of Interior for the National Police and the *Carabinieri* providing targets for increasing enforcement activities in the field of road safety with the aim of reducing deaths. These set an operational framework and prescribe the use of different enforcement technologies. No national enforcement plan for all of Italy's police forces exists nor is planned.

Speed: Italy employs a mixture of mobile, laser and fixed camera devices to enforce speed limits. Fixed cameras for enforcing speed limits for use by the national police on national roads are currently being type approved. Fixed speed cameras have been installed by local authorities. However there is no record of how many are currently in use throughout the different municipalities in Italy.

Alcohol: In Italy, the legal blood alcohol level is 0.5 mg/ml. The new penalty point system attributed the highest sanction possible to a drink driving offence. Moreover, the driving licence can be suspended for between 15 days and three months. This offence is also dealt with as a penal sanction and not an administrative one. Re-testing is necessary to retrieve the driving licence. This process also includes checking to determine alcohol dependency.

[10] RST is a consultancy realising studies, analysis and developing projects on behalf of public bodies in the field of transport and mobility.

Drink driving is enforced both randomly and on an evidential basis. Random breath testing was introduced in 2003. Drink driving enforcement is carried out during evening, night time, early morning and at other times as well. Enforcement focuses on high-risk roads. In the absence of breath testing devices the report of a policeman based on the driver's drunken behaviour is sufficient to charge an offender for drink driving. An increase is planned in the number of devices so that they are available for every patrol car for random tests.

Seat belts: Non seat belt wearing was included as an offence in the new penalty point system introduced in 2003. Five points can be lost for not being properly belted. Seat belt checks are undertaken in combination with other checks on all roads at all times. Separate blitz actions are carried out annually. The number of seat belt checks conducted is not collected.

Follow-up of offences: Both criminal and administrative sanctions apply. All detected alcohol and seat belt offences are followed up. Sanctions are linked to seriousness of the offence. For speeding offences, the legal responsibility rests with the driver where recognition problems arise. A special provision exists for novice drivers who have passed their driving license. They loose double points if charged for any infringement.

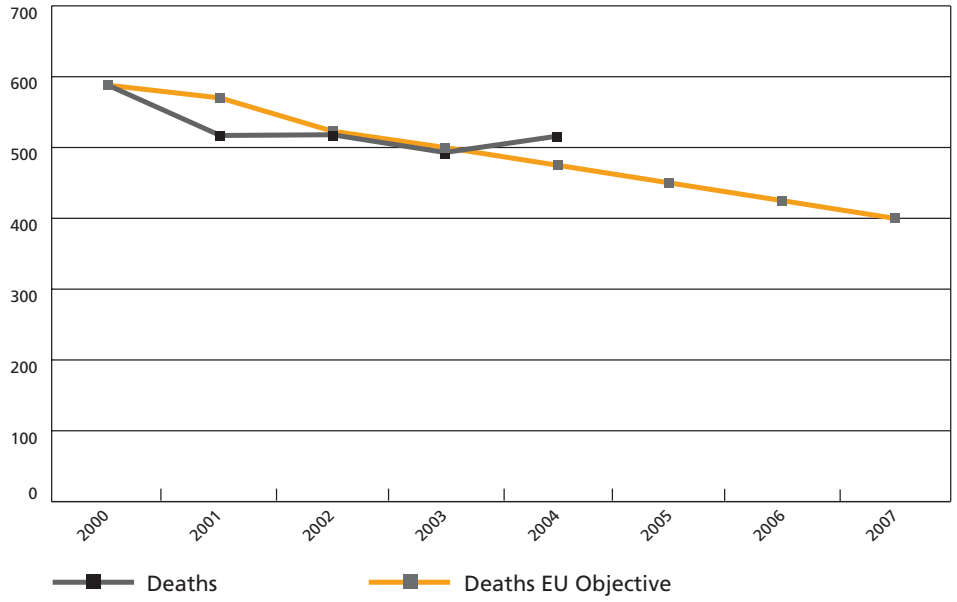
Information: The presence of automated speeding cameras and mobile camera speed checks are indicated on the roadside. There was a special big campaign to introduce the new penalty point system in 2003. The campaign featured seat belt wearing, helmet use, alcohol consumption and speeding, careless driving and the motivation of not loosing points. Campaigns are carried out in co-operation with the Ministry of Interior, National Police and *Carabinieri* and are linked to peak periods such as holidays. The Italian National Police and *Carabinieri* also participate in TISPOL's increased enforcement campaigns. Some local authorities also carry out road safety campaigns but their frequency, focus and intensity depend on the priorities set by the local government.

In conclusion, speeding offences have increased from 50,000 to 74,000 and the deaths caused by speed were reduced slightly between 2003 and 2004. Drink driving checks increased as did offences, whereas drink driving deaths have decreased slightly. Impact of seat belt enforcement is difficult to assess due to lack of data.

Recommendations:

- Prepare a co-ordinated enforcement plan for all of Italy's police forces.
- Implement the enforcement relevant commitments made under the Road Safety Plan.
- Extend the automatic speed enforcement network and evaluate its impact.
- Invest in breath testing devices for use by all police forces.
- Prepare annual campaigns linked to enforcement on all three areas.
- Introduce co-ordinated centralised data collection for checks, offences and deaths and injuries collected data from all police forces and current statistical bodies in Italy.

6.14 LATVIA



General Road Safety: Latvia fatality levels have dropped over the past years, although the average deaths per million were still 220, one of the worst in the EU. Preparation is underway for a follow-up Road Safety Plan for 2007-2010. Latvia also has a Road Safety Council which meets regularly to plan joint activities relating to campaigns and enforcement on road safety. It is made up of the Ministry of Transport, Ministry of Interior and Ministry of Education. The Ministry of Interior is responsible for the traffic police. Latvia currently does not prepare an annual enforcement plan for speeding, drink driving and seat belt enforcement.

Speed: The new penalty point system (2004) introduced two offences for speeding. If a driver is found to be speeding at 20-30 km/h above the allowed limit they will be fined 30 EUR and will receive one penalty point. In case a driver is found to be speeding at 40-50 km/h above the allowed limit they will be fined 60 € and will receive three penalty points. The State Police use video cameras and mobile speed detection devices.

Alcohol: The maximum permitted blood alcohol level for novice drivers was reduced to 0.2 mg/ml in 2004. The level for other drivers remains at 0.5 mg/ml. Scooter riders and cyclists can have up to 1.0 mg/ml. Police use roadblocks and breathalyser tests as enforcement tools. Large-scale actions are run during public holidays (Midsummer Festivity, Fishermen Festival, Christmas, New Year, etc). Two breath tests are carried out at an interval of 15-20 minutes. If the driver does not accept either test or result, a blood test is carried out.

Seat belts: Penalty points can also be withdrawn for non seat belt wearing. Seat belt wearing is checked regularly by the police. Existing data only for the capital town of Riga show an impressive increase from an 18% wearing rate for front seat occupants in 1997 to 54% in 2005. Seat belt wearing rates for other areas are not yet available.

Follow-up of offences: A penalty points system was introduced on 1st July 2004. The main aim of the system was to eliminate the practice of traffic policemen imposing fines and collecting them on the spot. The penalty point register is kept by the Road Traffic Safety Directorate (RTSD), which also maintains the car register and driving license register.

The maximum number of penalty points is 10 for novice drivers and 16 for other drivers and leads to a one year disqualification. The maximum number of penalty points for a single offence is 8 for the most serious offences such as drunk driving or leaving the scene of an accident. Penalty points last for 2 years or in the case of serious offences (8 points) for 5 years.

If, within a 10-year period, a driver reaches twice the maximum number of penalty points, he/she receives a life-long disqualification, but has the right after 5 years to apply for a driving license as a novice driver. There are opportunities for drivers to reduce the number of penalty points by participating in driver improvement courses or theory tests.

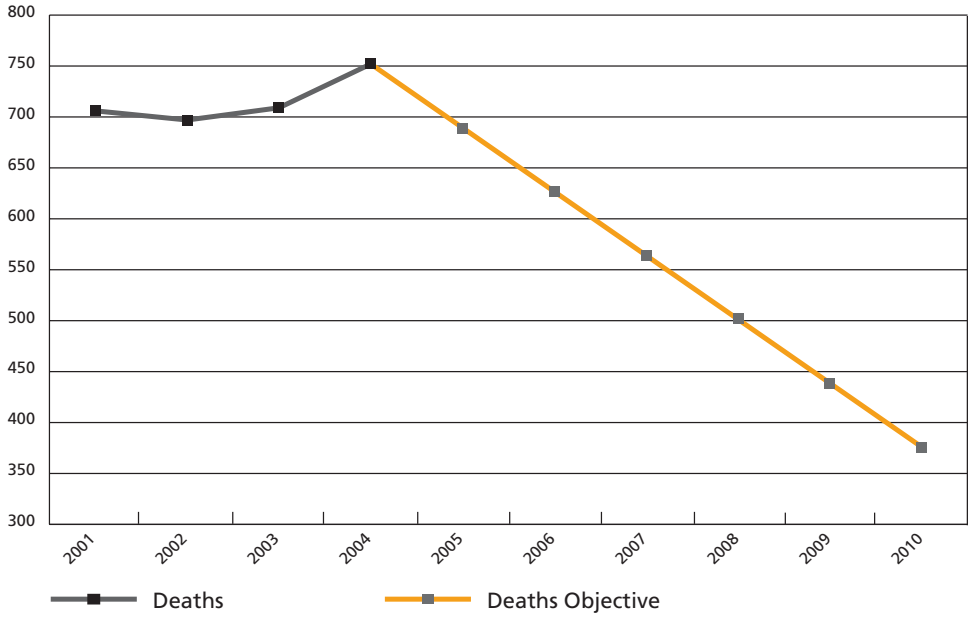
Information: The Road Traffic Safety Directorate regularly organizes traffic safety advertising campaigns, during which attention of the society is concentrated on the three priority issues and include campaigns entitled: Speed Fascinates, Hassle-free Holidays, The Week of Politeness for Drivers. During the last two years, the number of injuries and casualties during the national Ligo holidays was drastically reduced thanks to a national campaign Save Your Friend - Don't Let Him Drink and Drive! The state police is involved in the planning and evaluation, and it organises specific actions in accordance with the campaign's topic. Campaigns make use of data relating to the number of lives lost due to speeding, drink driving and not wearing their seat belts. Campaigns are made up of publicity work using TV spots, radio, brochures, posters, the Internet and press conferences. The campaign run in 2003 entitled "Survives, who uses seatbelts", led to a 25% increase in the seat belt wearing rate.

In conclusion, due to the patchy set of data it is difficult to evaluate the impact of enforcement activities in Latvia. For drink driving, checks are not collected but offences and fatality rates dropped between 2003 and 2004. It is not possible to draw an analysis for speeding or seat belt wearing as there is neither compliance data nor are levels of offences available.

Recommendations:

- Extend the automatic speed enforcement network.
- Conduct separate blitz seat belt wearing checks linked to further campaigns.
- Collect and analyse seat belt wearing and speed compliance data to support enforcement planning and evaluation.

6.15 LITHUANIA



General Road Safety: The number of deaths increased in the recent years in Lithuania. Responsibility for traffic safety is mainly concentrated within the Ministry of Transport. In 2002, a Traffic Safety Department was established. The State Programme for Road Safety for 2005-2010 aims to provide conditions for targeted long-term improvement of road traffic safety, identifying and implementing measures to reduce road accident rates. The goal is to reduce road deaths by 50% by the year 2010, based on the 2004 number of deaths. An intermediate target is to reduce deaths by 25% by 2008. An enforcement working group has been set up under the Ministry of Interior to draw up a National Enforcement Plan. Other ministries are also involved. A penalty point system is implemented.

Speed: Lithuania is planning to implement in 2005 automated speed enforcement on state roads (i.e. motorways). At present, there are 13 fixed cameras and 8 mobile detection devices used in police cars. Speed measurements on a section of a main road (motorway and motor road) showed that 45% of car drivers exceeded the limit of 100, 110, 130 km/h. There is no owner liability for speeding offences.

Alcohol: Since 1994, the legal BAC level is 0,04 mg/ml. Enforcement is undertaken on all types of roads. After an accident, all drivers are tested. Random testing is carried out: 26,676 offences were detected in those tests in 2004. There are not enough screening devices available. All drivers who lose their licence due to drink driving must attend rehabilitation courses.

Seat belts: Blitz actions are not carried out and seat belt checks are usually undertaken in combination with other checks. Since 2003 seat belt wearing is also compulsory in the rear.

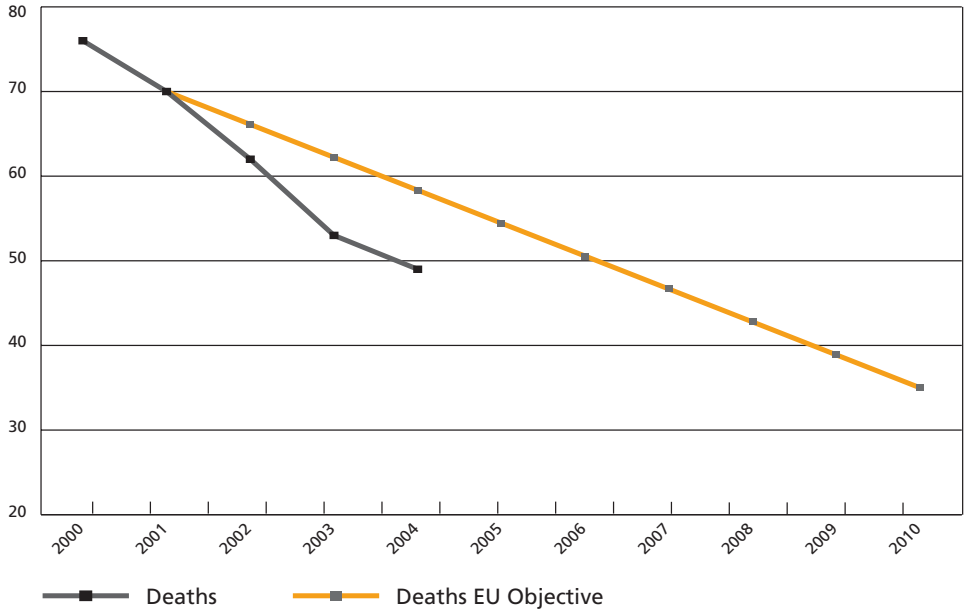
Follow up of offences: Lithuania has a penalty point system. In automated speed enforcement, both the driver and number plate have to be registered. The driver is held responsible.

Information: Information campaigns on different topics (seat belt use, drink-driving) are carried out by the Ministry of Interior.

Recommendations:

- Introduce owner liability for speeding offences.
- Increase the number of alcohol screening devices.
- Carry out blitz actions in seat belt enforcement.

6.16 LUXEMBOURG



General Road Safety: Luxembourg does not have a set target for the reduction of deaths, but it reduced the number of deaths by more than the EU target rate. The authority for new legislation on road safety rests with the Ministry of Transport which is working together with the Sécurité Routière (Road Safety Association) and the police.

Although the road safety legislation is set by the Ministry of Transport, Luxembourg's traffic law enforcement is undertaken by the police who are subject to the Ministry of Justice. Every year the police draw up in parallel with the Ministry of Transport an enforcement calendar which sets monthly priorities for enforcement activities on different issues.

Speed: Only mobile detection devices are used in Luxembourg. Fixed cameras are not installed at the moment but Luxembourg plans their introduction. Luxembourg plans legislation to increase sanctions for speeding which will also allow the police to withdraw the licence on the spot. Luxembourg plans to introduce automated speeding enforcement as well as an owner liability.

Alcohol: An initiative in 2003 to decrease the legal blood alcohol level (BAC) to 0.5 mg/ml was not successful, so the current BAC limit remains at 0.8 mg/ml. Random checks are undertaken but must be ordered by the Public Prosecutor. Only in case there is a serious indication that a person is drink-driving checks can be carried out by the members of the "Police Grand Ducale".

Seat belts*:* Seat belt checks are undertaken in combination with other checks. Blitz actions are not carried out. Seat belt offences are fined with the loss of one point in the penalty system for the driver and an additional monetary fine.

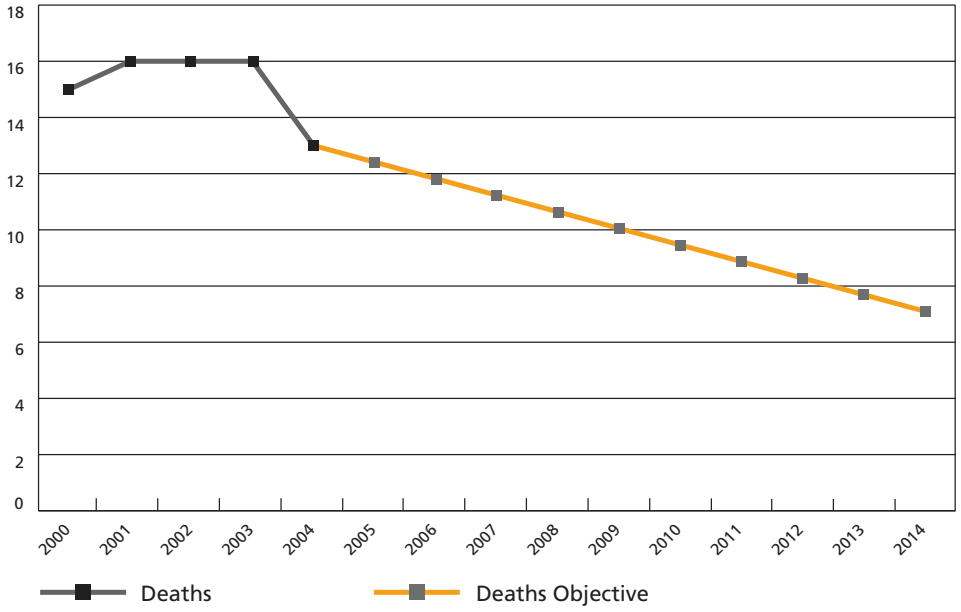
Follow-up of offences: Luxembourg has a penalty point system. Lost penalty points remain on the license record for a period of 3 years and a loss of the whole 12 point credit within this period will lead to an automatic disqualification from driving for 12 months. If drivers lose a part of their points they can participate in a voluntarily rehabilitation course to fill up their credit again.

Information: Media campaigns are set out in an annual calendar and carried out by the police in partnership with the Ministry of Transport and other partners, in particular NGO's, working in the field of road traffic safety. They cover speeding, drink driving, seat belt use and other issues such as mobile phone use. Moreover, some monthly campaigns are undertaken in conjunction with enforcement activities which are led by the police. Finally Luxemburg holds an annual conference to present the road accident data to the public.

Recommendations:

- Decrease the legal BAC to 0.5 mg/ml and allow random checks.
- Install fixed cameras to ensure an effective enforcement mix of both mobile and stationary equipment.

6.17 MALTA



General Road Safety: Malta has the lowest fatality rate in the European Union with a level which has hovered between 16 and 13 in the past four years. The Malta Transport Authority was set up in 2002 and has the aim of regulating all land transport in Malta. A White Paper set objectives for land transport policy in 2004. A National Road Safety Council has been set up to prepare the first ever Road Safety Strategy for Malta. A target was set in 2004 for a 50% reduction in deaths by 2015.

The police are vested with the authority for the enforcement of traffic rules. They organise road safety education activities in schools and with the local councils and organise special campaigns at Christmas time. Local governments prepare enforcement guidelines to be carried out by their wardens.

Speed: Malta employs a mixture of mobile and fixed camera devices to enforce speed limits. Speeding enforcement focuses on high risk accident spots and on motorways and arterial roads.

Malta introduced three fixed speed cameras at the start of this year at two high risk accident sites. One camera was put in place following an assessment of a bridge structure in the framework of an EU funded transport project. Engineers advised a drastic reduction of the speed limit from 80 km/h to 45 km/h. The camera was put in place to enforce this change in speed limit. Over 3,000 motorists were fined during the first three months. There has been a clear reduction in speeds. Another camera has been installed with a further four planned.

Alcohol: In Malta, the legal blood alcohol level is 0.8 mg/ml. The new penalty point system attributes the highest sanction possible to a drink driving offence. Drink driving is enforced both randomly and on an evidential basis. Drink driving enforcement is carried out during evening, night time, early morning and at other times as well. Enforcement focuses on high-risk roads near discos and bars and on other roads.

Seat belts: New legislation extending compulsory seat belt use in the rear and proper child restraint use came into force in January 2004. The introduction of new legislation was preceded by an intensive information and education campaign in the media. This included the distribution of information leaflets to every household. Since 2002 local Council Wardens have had the responsibility of enforcing seat belt wearing and have the power to stop and fine offenders. Part of the pre-legislation introduction phase, involved local Council Wardens and police checking seat belt use.

Follow-up of offences: A penalty point system exists for novice drivers during the first three years after they have gained their licence. For speeding offences, the legal responsibility rests with the owner where recognition problems arise. Police no longer have to give evidence in court. In the case of a minor speeding offence it is left up to the discretion of the police as to whether or not they charge the offender or give a verbal warning.

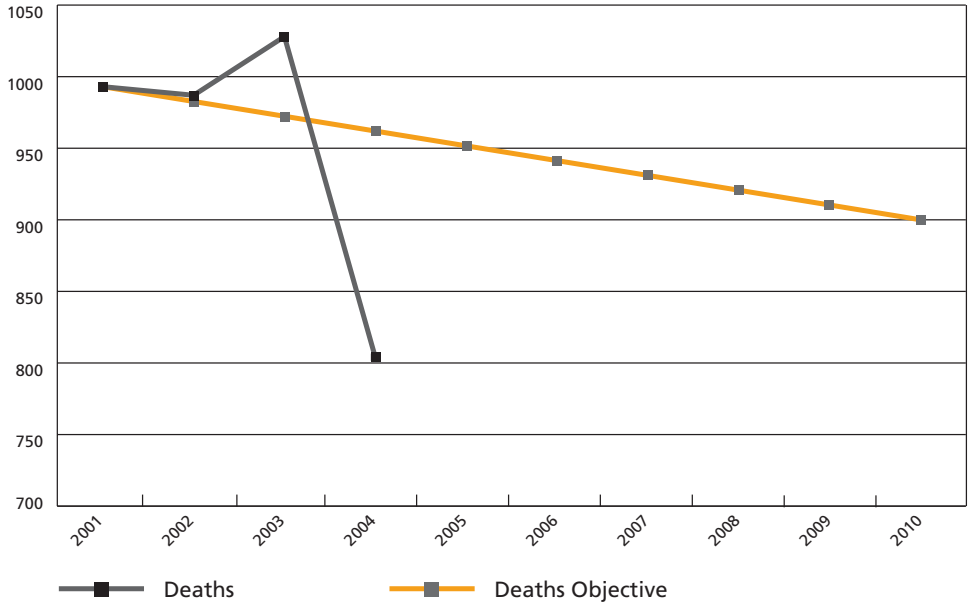
Information: Nationwide campaigns on alcohol and seat belt use were run in the media and were linked to increased police enforcement in 2004. The campaigns are currently undertaken by the police and the Malta Transport Authority. The recent drink driving campaign has employed very graphic images which has received positive feedback from the press and public. There are plans to pool resources between different organisations to run road safety campaigns. This would be particularly useful to overcome part of the high cost of running TV adverts as part of road safety campaigns. The presence of automated speeding cameras and mobile camera speed checks are indicated on the roadside.

In conclusion, speeding offences nearly tripled between 2003 and 2004 although the impact on fatality figures and speed compliance is not possible to assess as these data are not colleted. Drink driving checks are not collected but twice as many drink driving offences occurred in 2003 in comparison with 2004. Seat belt offences were about the same and wearing rates are high in the front but back seat wearing rates still need improvement.

Recommendations:

- Extend automatic speed enforcement network.
- Reduce legal BAC limit to 0.5 mg/ml and continue to test randomly and on evidence.
- Implement new road accident data form by police and publish numbers and cause of death.

6.18 NETHERLANDS



General Road Safety: Road Safety has been a major priority for a long time in the Netherlands. The current National Transport Plan of 2001 adopted the target to decrease the number of deaths to no more than 750 by 2010. Due to a slight increase of deaths in the recent years, in 2004 this target was changed to 900 deaths.

Enforcement is done on a large scale, with many road users checked and punished every year. An impressive system has been set up to deal with as many offences as possible and sanctions are generally mild. The public accepts this system because it is seen as fair and the dangers are well understood. This does not mean, however, that compliance with road safety rules is so much better than elsewhere. Enforcement is carried out by the police, which is financed and co-ordinated by the Ministry of the Interior. Between 2000 and 2003, special traffic enforcement teams (so-called "Spee teams") were set up in all 25 police regions. This means that about 20-25 traffic police teams were included in the regional forces, which are paid by the Ministry of Justice. The 26th police force is KLPD responsible for motorways, railways etc. The road traffic police is one of the specialised teams within KLPD. There are yearly regional policing plans for all 25 police regions (which do not coincide with the provinces).

Speed: The Netherlands are a forerunner in automated speed enforcement. There are 9.54 fixed cameras installed per 1000 km road network, which is by far the highest rate in Europe. Mobile devices are also used. But their exact number isn't available. Fixed cameras are usually announced by traffic signs and visible, whereas mobile checks are always hidden.

In 2004, fewer persons were sanctioned for speeding than in 2003. This was achieved even though the number of vehicles checked was raised through new section control systems and increased speed checks on high risk sites. Section Control Systems operate on various motorways.

Alcohol: The Netherlands are planning to introduce a new BAC limit of 0.2 mg/ml for novice drivers (during their first five years) in 2006. The Dutch Institute for Road Safety SWOV has calculated that the safety benefit would be a reduction of 12 deaths and 100 serious injuries each year.

Both random and suspicious checks are undertaken. Random checks are organised nationwide about 4-5 times a year in the same day. All drivers are stopped. About 2-3% of drivers are found to be over the limit in those tests. Professional drivers (truck and bus drivers) face higher sanctions than normal drivers.

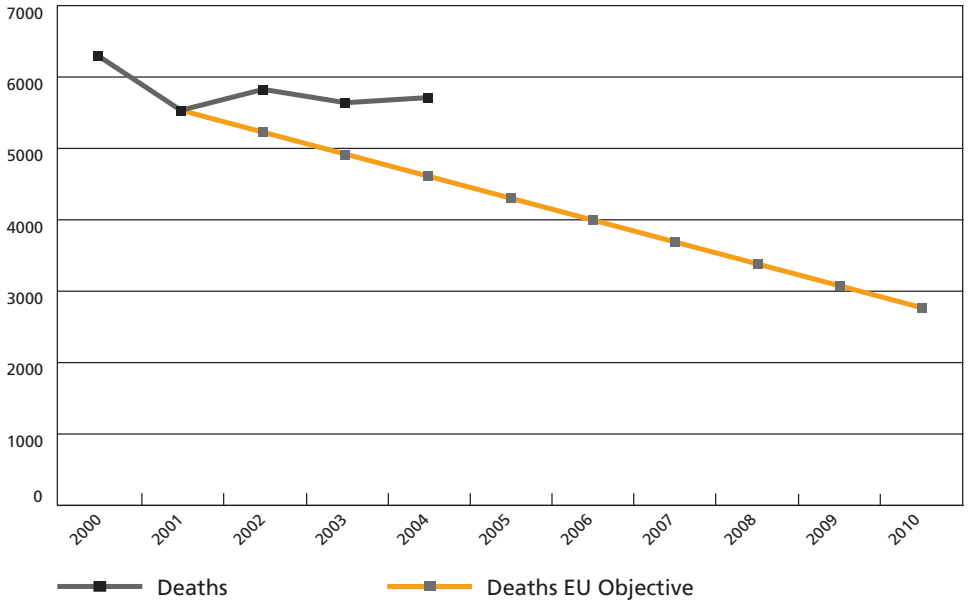
Seat belts: The fixed fine for the non use of seat belts is 45 €. Intensified checks are carried out. There is no follow-up of repeat offences.

Follow-Up of offences: About 90% of all traffic violations and crimes registered are processed under the Mulder Law (administrative procedures). Penalties are collected by the Central Judicial Collecting Agency, a division of the Public Prosecutors office. For speeding, there is a total owner responsibility, i.e. the owner has to pay the fine no matter who was actually driving the car. A penalty point system does not exist at the moment.

Information. There is a campaign calendar for national actions. Regarding actions at regional level, information is sent to the local press by the police press services.

Recommendations:
- Introduce a penalty point system.

6.19 POLAND



General Road Safety: In Poland, the number of deaths decreased by 9.3% between 2000 and 2004. Still, 16 people die in traffic crashes every day and more than a third of these people are pedestrians. The severity of road accidents is particularly high, with 12 people killed per 100 road accidents. In 2004, traffic deaths actually went up again by 1.3% and pedestrian deaths increased by 6%. In 2005, this upward trend could be stopped.

Since 1993 Poland has had a National Road Safety Council (NRSC). It is headed by the Minister of Transport gathering representatives from a number of other ministers, the Chief of police and others. The NRSC coordinates the government's road safety policy and monitors its success. There are also Regional Road Safety Councils in all 16 regions.

Poland has also had a targeted road safety strategy since 2001 that was termed GAMBIT 2000. The target was no more than 4,000 deaths in 2010. In 2005, a new strategy was devised, including even more ambitious targets for 2007, 2010 and 2013. Five out of 16 regions have adopted their own regional road safety strategies.

Improving road user behaviour has been a priority in both the previous and the current national strategy. This includes amending legal acts related to speed and alcohol in traffic, improved enforcement and raising people's awareness of the risks related to the different behaviours. Subtargets for the different behaviours have been set.

About 7% of the Polish police force are specialised traffic police. Responsibility for road safety is mainly with the regional Chiefs of police while the National police board retains the right to launch national schemes and co-ordinate international actions. Work on a national enforcement plan has not been started.

Speed. The Polish police use automated equipment both in police cars and in checks carried out from the roadside. Radar guns are also in use. Checks are usually done on national roads and in places where speed-related accidents are frequent. In about 20 Polish towns, local authorities have also installed fixed safety cameras the majority of which are operated by the police.

Speeding continues to be the biggest road safety problem in Poland. In 2004, the number of accidents related to inappropriate speeds increased by 8%. There was also a 4% increase in traffic deaths in

built-up areas despite the fact that on 1st May 2004 the speed limit in built-up areas was lowered. The limit has been changed from 50 km/h to 50 km/h in the day (from 5am to 11pm) whilst remaining at 60 km/h the rest of the time. Speed studies show that when the new limits took effect average speeds in major cities decreased slightly by 0.4 to 4.3 km/h.

In 2004, 75% of drivers were found to exceed the speed limit on main roads in urban areas and 54% on national roads. The target set out in GAMBIT 2005 is to reduce the frequency of speeding from 45% in 2003 to 22% in 2013 on all roads.

Alcohol. In Poland, the maximum BAC is 0.2 mg/ml. Alcohol is checked mostly in routine controls. Random breath testing actions, so called "road blocks", are also carried out but are not done systematically. They are usually done on national roads, seldom in urban areas, and they take place when the likelihood of drunk drivers being on the road is highest, e.g. on Fridays between 3 and 5pm.

Progress in combating drink driving has contributed significantly to the overall reductions in deaths. While the total number of traffic deaths has dropped by 9.3% from 2000 to 2004, the number of deaths from accidents caused by drunk drivers has decreased by 28.2%. The target set out in GAMBIT 2005 is to reduce the number of deaths from accidents caused by drunk drivers, pedestrians and cyclists to 6% in 2013.

Seat belts. Seat belt checks are usually done in combination with other checks. In 2004, first local actions dedicated solely to seat belt use took place. But seat belt rates need further improvement. In 2004, only 70% of front seat occupants and not even half of rear seat occupants used their seat belt in urban areas. The target set out in GAMBIT 2005 is to increase seat belt wearing in the front seats to 95% in 2013.

Follow-up of offences. Poland has had a penalty point system since 1993. The police can stop and fine a driver on the spot for a speeding offence but not for drink driving. All drink driving offences have to go to court. Sanctions can be severe but the severity of judgments varies considerably from court to court and often lower penalties are levied. Similarly, seat belt offences can result in a fixed fine of 150 PLN (37 €) but often only a warning is issued. The NRSC recommends in its 2004 annual report to issue more sanctions instead of warnings for traffic offences to strengthen the awareness that traffic offences do not go unsanctioned.

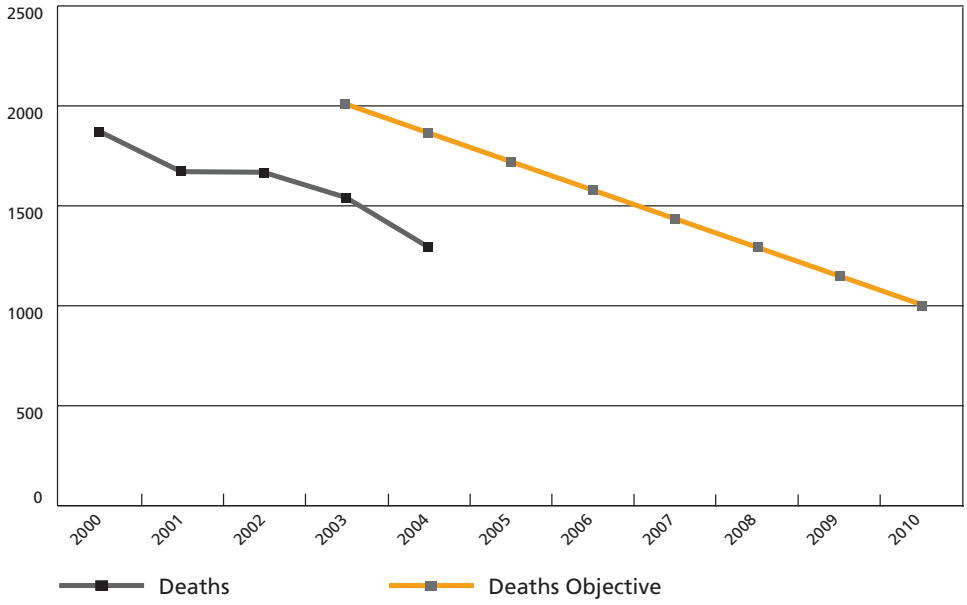
To follow up speeding offences detected by automated equipment the driver must be identified from the photo or video, otherwise no sanction can be imposed. There is now a draft law discussed at a very early stage to hold the owner liable for speeding offences committed with their car.

Information. Campaigns are run by a number of different organisations including also insurance companies and NGOs such as 'Road and Safety'. The National Road Safety Council has started a series of campaigns under the heading "Turn on thinking". This includes a major seat belt campaign which was run in 2005. The NRSC has also published a campaign calendar that details the timing of national campaigns on speeding, alcohol and seat belt use in 2006. Organisations such as "Road & Safety" also inform drivers on drink driving and the influence of speed on braking and the risk of linking bravado with speeding. Information leaflets are disseminated in conjunction with the police checks. In addition, the police usually inform the media about intensified enforcement actions.

Recommendations

- Bring up levels of enforcement to reach the behavioural targets linked to the overall death reduction target for 2013.
- Collect reliable seat belt wearing rates not only for urban areas but for all types of road.
- Improve the co-ordination of enforcement activities at a national level.
- Ensure appropriate follow-up of all detected offences.

6.20 PORTUGAL



General Road Safety: Portugal's fatality levels have been dropping consistently. Portugal's average fatality rate is however still above the EU average at 125 per million in 2004. The DGV Road Traffic and Road Safety Department in the Ministry of Interior co-ordinates plans and policies on road safety. A National Council for Road Safety has also been set up and is chaired by the Minister of Internal Affairs. It includes the heads of the law enforcement bodies, the General Directors of the DGV and the Directorate General for Terrestrial Transport (DGT).

A Road Safety Plan was prepared in 2003. This strategy set a clear aim to reduce deaths by 50% by 2010, as referring to the 1998-2000 average. The plan includes specific actions relating to deterrence and enforcement in the field of speeding, drink driving and seat belt use.

Traffic law enforcement is carried out by Portugal's two police corps the Public Security Police (PSP) in urban areas and the National Republican guard (GNR) in rural areas, motorways and on roads outside urban areas. The Road Safety plan includes specific actions relating to deterrence and enforcement in the field of speeding, drink driving and seat belt use.

Speed: New legislation with higher penalties for speeding was introduced in March 2005. This included a new offence for speeding between 60 km/h and 80 km/h over the speed limit and higher penalties (fine and suspension of the driving licence) for speeding in built-up areas. Both fixed and mobile speed controls are used. Checks focus on roads with higher accident rates and during critical times of the day, and on roads where drivers have been known to speed.

Alcohol: Both random and evidential tests are carried out to enforce the legal BAC limit of 0.5 mg/ml. New legislation with higher penalties for drink driving was introduced on 1st of January 2005. Checks are undertaken on all roads, especially in the vicinity of discos and bars at weekends and during public holidays.

Seat belts: New legislation with higher penalties for non seat belt use was introduced on 1st of January 2005. Drivers face driving licence suspension in the absence of a child being properly restrained. Blitz actions are undertaken around schools as part of specific campaigns. Otherwise, seat belt checks are undertaken in combination with other checks.

Follow-up of offences: In the case of automated speed enforcement, the owner is primarily responsible unless he proves that someone else was driving the car in which case only the driver is liable. Offenders in serious cases of drink driving can be made to repeat their driving test and take extra classes. Non-seat belt use if detected in other enforcement contexts is always followed up. In 2004 a new statistical road accident form was introduced with the objective of introducing new variables and/or values and improving data quality.

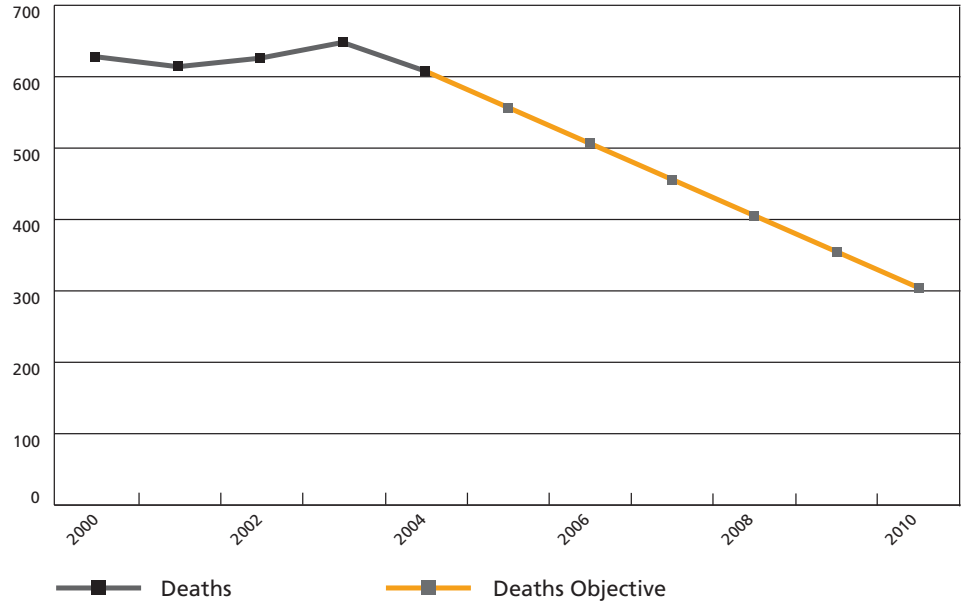
Information: Nationwide campaigns on alcohol and seat belt use were run in the media and were linked to increased police enforcement in 2004. A campaign run in 2004 targeting rear seat belt wearing increased seat belt use by 5% to between 15% and 20%. Portugal has also participated in the Euchires Child seat belt wearing campaign in 2005. Portugal also ran an anti drink driving campaign "100% cool" based on the designated driver method. DGV (General Directorate for Traffic) and the GNR (Guarda National Republicana) publish a weekly record of accidents, casualties and alcohol and speed enforcement activities on their websites for journalists and to inform the public. Information about speed radars is indicated but mobile patrols are not meant to be visible for drivers.

In conclusion, speeding checks increased slightly and offences dropped between 2003 and 2004. The number of seat belt wearing offences increased between the two years and seat belt wearing rates increased slightly in the front and substantially in the back. Drink driving checks and offences remained around the same between the two years.

Recommendations:

- Extend automatic speed enforcement networks.
- Enforce back seat belt wearing intensively.
- Introduce speeding campaigns linked to enforcement of speeding.

6.21 SLOVAKIA



General Road Safety: Slovakia's fatality rate has been following a mostly downward trend. Its average fatality rate was at 113 per million in 2004 which is slightly above the EU average. A new Road Safety Council was established in December 2004 which forms part of the Ministry of Transport. It has completed its first important task, which was to draft the first National Road Safety Plan published by decree on 18 May 2005. The Plan also received input from the Ministry of Interior and those responsible for traffic safety in the police. Co-operation between these bodies is now proceeding with the implementation of the National Road Safety Plan.

Traffic law enforcement is undertaken by the police at a regional and district level. Broad outlines as to priorities are included in the National Road Safety Plan. These include drawing up a list of high-risk accident spots and keeping this list-dated. Enforcement activities are linked to publicity. This includes drink driving, speeding checks and seat belt wearing. Campaigns are also planned picking up these three priorities. Further priorities are also set by the police based on an annual analysis of all road accidents. This includes an overview of all high risk accident spots and an analysis of accidents caused by drink driving on the national and international road network. Maps including this information are also prepared by the Slovak Road Administration.

Speed: There has been no recent change in the speed limit legislation. Police currently use speed measuring radars to focus their speed enforcement activities on high risk accident sites, stretches of roads and times where speeding occurs. At present speeding fines are given on-the-spot. If they are disputed, the case goes directly to court. Moreover if the offender is speeding at over 30 km/h over the speed limit then the case will automatically go to court.

Alcohol: A 0.0 BAC mg/ml limit has been in force for all drivers since the first legislation to combat drink driving in 1988. Alcohol checks are undertaken at random and on suspicion by the traffic police at a regional and local level. These checks are taken at high risk accident sites close to bars and restaurants. Special campaigns involving the Traffic Police and the general Police are also undertaken in combination with increased enforcement.

Seat belts: Legislation is being revised in the Parliament to take the new EU legislation relating to child restraints into account. The Road Safety Plan also indicates a new priority that particular attention should be paid to child restraints. Seat belt enforcement remains one of the enforcement priorities in Slovakia. Enforcement of seat belt wearing is undertaken on a national, regional and district level both separately and in combination with other checks. If a non seat belt wearing offence is identified alongside another traffic offence, the driver is charged with the offence carrying the highest sanction.

Follow-up of offences: For all traffic law offences, sanctions include fines and for more serious cases licences can be withdrawn for periods of up to two years. Most fines are dealt with on-the-spot, unless the fine is disputed in which case the case goes to court.

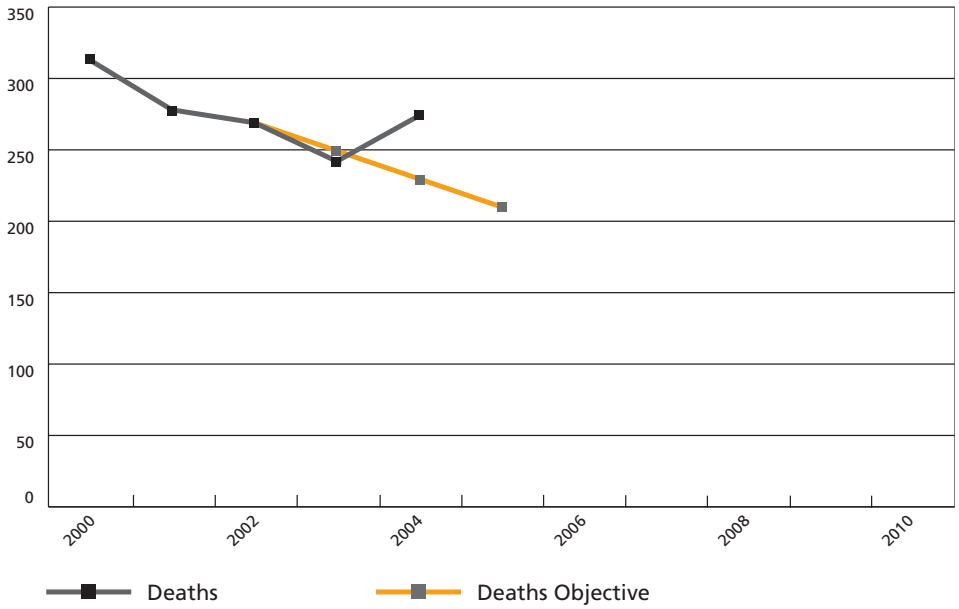
Information: Nationwide campaigns on drink driving and speeding are conducted by the Ministry of Transport, the Ministry of Interior and the police. These campaigns are run in conjunction with increased police enforcement. A campaign focussing on safety restraints for children as part of the EU Euchires project is planned for 2006.

In conclusion, speeding enforcement has led to a slight increase in speeding offenders detected. Speed related deaths were at 205 in 2003 and 216 in 2004. Drink driving offenders dropped as did alcohol related deaths slightly between 2003 and 2004. Police sanctioned over 16,000 for seat belt offences in 2004. 147 people killed in traffic in Slovakia did not use seat belts in 2003 and this number dropped to 134 people a year later.

Recommendations:

- Develop the automatic speed enforcement network.
- Reduce the urban speed limit to 50 km/h or below and link this new urban limit to increased enforcement.
- Record the number of drink driving screening tests to evaluate impact of drink driving enforcement and use this as a basis for more targeted enforcement.
- Collect data on seat belt wearing rates and speed compliance to enable more targeted enforcement.

6.22 SLOVENIA



General Road Safety: Slovenia's road death record was decreasing but suffered an increase back to 274 in 2004. Its average fatality rate in 2004 was 137, per million above the average EU rate. The first National Road Safety Programme was drawn up by the four relevant ministries, the National Council for Prevention and Education in Road Traffic. It was approved by the National Assembly in 2002. It stressed the need for the different actors to work together to meet the target to "have no more than 210 deaths on Slovenian roads in 2005". The second Programme is under preparation.

Slovenia's Road Traffic Section of the Ministry of Interior prepares an annual police road safety operational plan with specific targets and measures in the areas of drink driving, speeding and seat belt use. The plan is drawn up annually with input from regional and local police sections to ensure its operability and implementation. The police's database enables them to track and analyse road traffic collisions every quarter, this is linked to the planning of enforcement efforts to high risk areas and meeting the set targets.

At a local level, Road Safety Councils exist in Slovenia's 200 communities. They are made up of local police, council, roads administration and school representatives and also organise road safety awareness activities. Legislation stipulates that 7% of all traffic enforcement time be dedicated to enforcing in areas identified by local communities as problem areas.

Speed: A further improvement in the area of speed enforcement is expected with the new Road Safety Act. This includes a stricter application of penalty points and an increase in sanctions for speeding. It is the top priority for the police who focus their speeding enforcement activities on related accident sites, stretches of roads where speeding occurs as well as on times when speeding occurs. A further decrease in speeds is expected with the installation of more fixed cameras, as well as empty boxes. They will be placed at sites where speeding occurs such as at the entrance to tunnels along the motorways.

Alcohol: A 0.0 BAC mg/ml alcohol level already in force for professional drivers has been introduced also for other specific groups such as drivers transporting children. The legal limit for all other drivers remains at 0.5 BAC mg/ml. Alcohol checks are undertaken at random and on suspicion as well as following every road traffic violation and collision. They typically consist of two breath tests: a screening test at the roadside and an evidential test carried out at the road side or at the police station.

Drink driving checks are run along the lines of the "Promil" methodology where high visibility alcohol checks are undertaken at road blocks. This is done by either blocking off one road and checking everyone, or blocking one road and also checking on parallel roads, or by blocking an entire town.

Seat belts: In 2003 Slovenia introduced a seat belt enforcement campaign entitled: "Buckle Up Slovenia!" which consists of intensive high visibility enforcement linked to media work. The two week long action, carried out three times a year consists of preventative work which is then followed up by enforcement of non-compliance with the issuing of fines. Civil observers check all cars passing through a cordon and give information to a police check point further up the road of all those who are not belted up to be stopped and sanctioned. Combined seat belt and drink driving enforcement campaigns are held, where police issue warnings via the media that they will breath test all drivers who were not wearing their seat belts. All drivers and passengers who have been involved in an accident are also checked.

Follow-up of offences: In the case of automated speed enforcement, the owner is responsible and they must prove in court if they were not driving at the time. A new act on minor violations also came into force at the start of 2005. This empowers the police to give on the spot fines for minor offences and withdraw penalty points from drivers. Non seat belt use if detected in other enforcement contexts is always followed up. Courts face a backlog of cases. Traffic offences are classed as 'minor offences' and thus not prioritised for action.

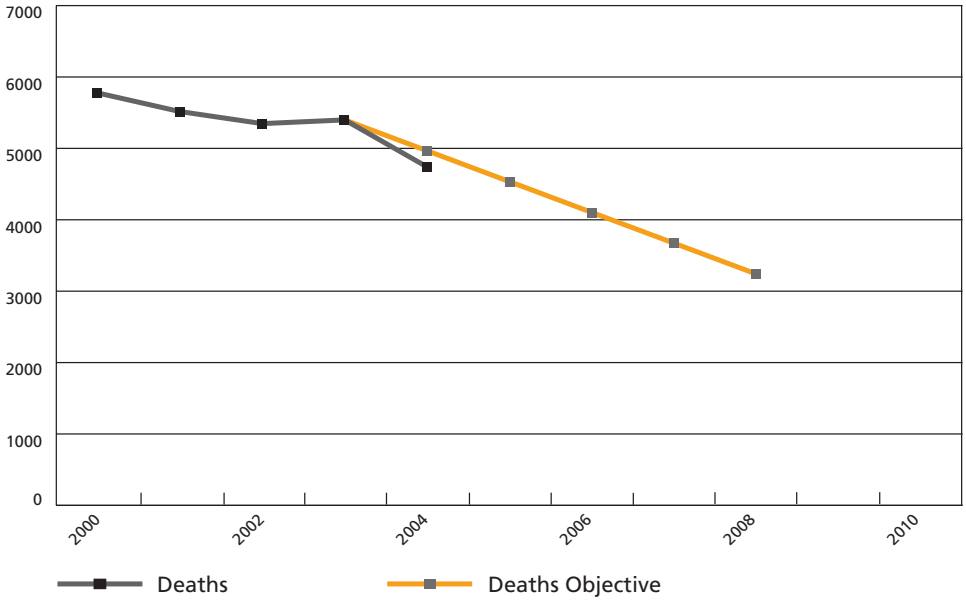
Information: Nationwide campaigns on drink driving, speeding and seat belt use are conducted by the National Council for Prevention and Education in Road Traffic in conjunction with the police force. Special police enforcement actions, including their results, are well-publicised in the media. Local authorities may also conduct their own campaigns targeting particular priorities in their area.

In conclusion, speeding related deaths increased between 2003 and 2004 but fewer speeding offenders were stopped. Drink driving tests have more than doubled from between 1998 and 2004. The number of detected violations have been dropping. In 2004 31,740 offences were detected. Deaths caused by drink driving increased however between 2003 and 2004. Seat belt wearing rates have significantly increased from a low of 35% in 1994 in the front seat to an average of 83% in 2003. Seat belt offences have also increased between 2003 and 2004 to 127,578.

Recommendations:

- Introduce an automatic speed enforcement system including cameras to complement mobile speed enforcement.
- Continue high levels of drink driving enforcement linked to public campaigns.
- Focus seat belt wearing enforcement on rear seats.
- Clear backlog in the courts and speed up dealing with traffic law infringements.

6.23 SPAIN



General Road Safety: Spain fatality rate has been continuing to drop over the past years especially between 2003 and 2004. Spain's death rate however is still above the EU average at 110 per million. The Ministry of Transport and the Ministry of the Interior are responsible for elaborating legislation on road traffic and safety. An annual Traffic Safety Plan is prepared by the Traffic Safety Inter-ministerial Commission. The National Road Safety Observatory was set up in June 2004. Its aim is to research road safety and directly apply the results obtained to road safety. Catalonia and the Basque country assumed full autonomous powers on traffic safety including managing their own police agencies on traffic law enforcement.

A Road Safety Strategic Plan has been prepared for the period 2005-2008. This strategy set a clear aim to reduce deaths by 40% (based on the 2003 baseline) by 2008. The plan includes specific actions relating to deterrence and enforcement. This includes introducing a penalty point licence system and increasing police surveillance.

Traffic law enforcement is carried out by Spain's different police bodies. This includes the local police, who are in charge of law enforcement in urban areas. The "Guardia Civil", who are in change of law enforcement on the national road network and on minor roads outside urban areas. the Basque police and the Catalonia police who are in charge of law enforcement in interurban roads into the areas of the Basque Country and Catalonia. The Traffic General Directorate manages and exploits traffic control centres and co-ordinates overall traffic management of the "Guardia Civil".

Speed: Mobile and fixed cameras are used to enforce speed limits in Spain. There are 300 mobile and 88 fixed cameras currently operating in Spain. Increasing this number to 800 (500 fixed plus the existing mobile cameras) is planned for 2006 and the target is to reach 1,000 speed cameras by 2007.

Alcohol: Both random and evidential tests are carried out to enforce the legal BAC limit of 0.5 mg/l and 0.3 mg/l for professional and novice drivers.

Seat belts: Spain has reinforced its law on seat belt use, introducing an obligation for children of three years and under to use an approved restraint system. The new rule entered into force on 24 July 2004. Blitz actions are carried out as part of campaigns.

Follow-up of offences: In Spain, Parliament approved at the end of April 2005 a new penalty point scheme, which is expected to start operating by the end of 2006. Drivers will receive an initial credit of 12 points and lose between 2 and 6 points for different types of traffic offences. They can recover up to 4 points by attending a 15-hour risk awareness course. To recover a driving license that has been withdrawn, offenders have to undergo a 30-hour risk awareness training. They can re-apply for a new license only after six months. Professional drivers will be able to accelerate the timing for participating in the course but penalty points will be the same as for other drivers. Drivers who do not violate any traffic rules for at least two years will gain up to six points extra.

A change in legislation meant that since 2003 police no longer need to actively stop speeding drivers and a fully automated enforcement has been introduced. The right to appeal against offences causes serious delays.

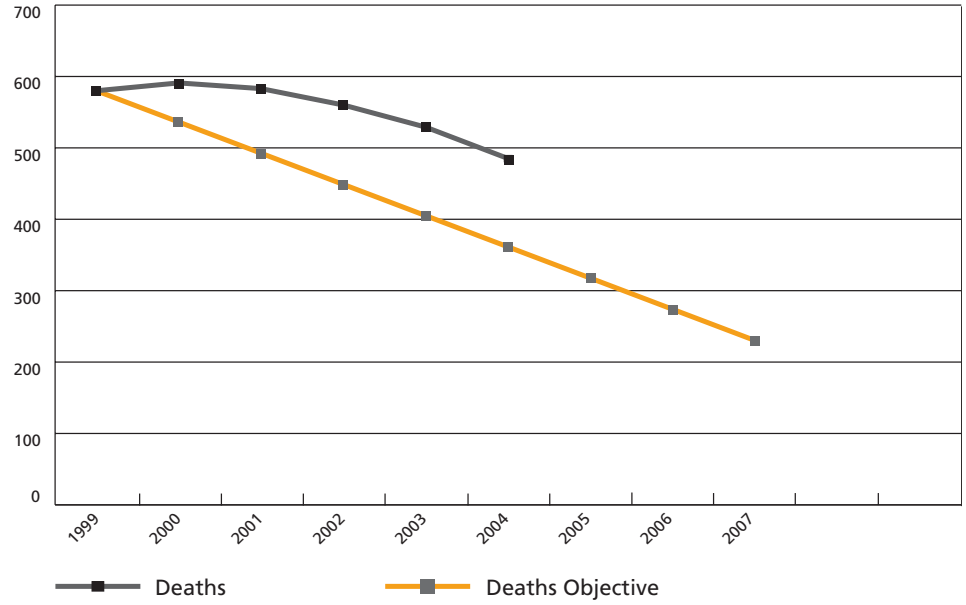
Information: Bi-annual nationwide campaigns are run in the media on seat belt use, speeding and drink driving. These are run with the Traffic General Directorate, the police, local and regional safety councils. Campaigns are linked to increased checks. Spain is also participating in both the BOB and Euchires campaigns. Information about speed cameras is at the roadside and also exists on the Internet. However, the exact position is not given.

In conclusion, speed enforcement has increased over recent years as have offences which reached 647,000 in 2004. Drink driving enforcement is also increasing: almost 2 million tests were carried out in 2003 (nearly 9% of the total drivers) followed by 2.2 million in 2004. The number of drivers involved in fatal collisions who were over the 0.5 BAC mg/ml limit remained at around 30%. Seat belt enforcement led to a slight drop in those fined for not being belted in 2004 to 155,774. Levels in the front are over 80% whilst back seat belt wearing levels are low at 40% according to latest available data from 2003.

Recommendations:

- Develop the automatic speed enforcement network as planned.
- Increase seat belt checks and continue separate blitz checks.
- Speed up the follow up of offences.

6.24 SWEDEN



General Road Safety: Sweden's deaths continue to drop although it will be difficult to reach the 2007 target. Sweden has one of the lowest fatality rates per million in the EU at 54 in 2004. The National Road Administration has the overall sectoral responsibility for the entire road transport system. The Road Safety Office has sectoral responsibility for speed, seat belt use, drink-driving and road building. An 11 point programme on improving road traffic safety was published in 1999 and set a 2007 target for reducing road deaths and accidents. It also included a priority on 'handling of traffic offences'. "Vision Zero" has provided the long-term guidelines for Swedish Road Safety policy since 1997. A bill on "continued action for road safety" (Government Bill 2003/04:160), proposed that the long-term goal of road safety initiatives remain the same. One of the measures included in the bill was the need to develop support systems and more effective surveillance to encourage compliance with road traffic laws.

The police are vested with the authority to develop new strategies and modify existing ones for the enforcement of traffic rules. It is the task of Sweden's 650 traffic police to enforce traffic law. A new Swedish National Police Plan was presented to start in January 2006. It is then up to the 21 counties to set up regional plans. Accordingly, traffic safety varies from county to county.

Speed: As past of the 2003 Road Safety Bill the National Road Administration has been given the task of developing a strategy for gradually adjusting speed limits based on Vision Zero. Sweden employs a mixture of mobile laser and fixed camera devices to enforce speed limits. About 350 speed cameras are installed in places where there is a high death rate. Enforcement is targeted on high risk accident sites, around sensitive areas such as schools, and on secondary roads. The Road Safety Bill (2003) appointed a committee of inquiry to examine the possibility of extending the use of automatic speed control systems using speed cameras. If there are no budget limitations, Sweden aims to install a total of 700 boxes with 700 cameras linked to a new digital online system by 2007.

Alcohol: Sweden has long tested a high percentage of its drivers for drinking. Every driver who is stopped for whatever reason is automatically breath tested. In Sweden, the legal blood alcohol level is 0.2mg/ml. A special provision exists for drivers who have their driving license for less than two years. In case of suspension they must re-take both the theory and practical driving tests. The Road Safety Bill (2003) proposed granting the police the right to confiscate property (car-keys) to prevent an alcohol-related offence. Improvements have been made recently with better technology for roadside checks which have been introduced in some police patrol cars

Seat belts: An enhanced enforcement operation was carried out in 2002 which combined with information and a doubling of the on-the-spot fines. This resulted in a 5% increase in wearing of seat belt wearing from 79% to 84%. Further seat belt campaigns linked to enforcement have led to further increases in wearing rates. Seat belt checks are undertaken in combination with other checks on all roads at all times. Enforcement is concentrated in urban areas where the seat belt wearing rate can be as low as 60%. So-called "blitz" enforcement actions of one week are repeated in Sweden every 6 months.

Follow-up of offences: All detected alcohol and seat belt offences are followed up. Sanctions vary according to severity. For speeding offences, the legal responsibility rests with the driver where recognition problems arise. There are discussions about shifting the responsibility to the owner.

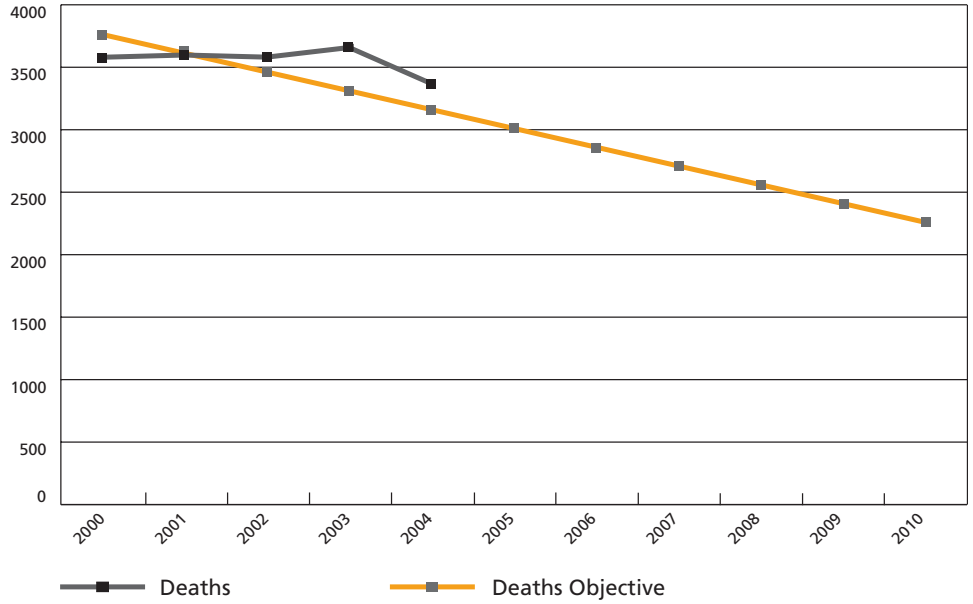
Information: The presence of automated speeding cameras is indicated on the roadside, this includes information that personal data will be registered according to the legislation. Campaigns are run by the National Society for Road Safety, Road Administration and local authorities. There were no nationwide speeding campaigns in 2003/4. A "Don't Drink and Drive Campaign" has been run by the Swedish National Road Administration 2003-2007 targeting young people. The Swedish police join in on the annual TISPOL enforcement campaigns. The police also conduct two seat belt wearing campaigns linked to enforcement annually. The police communicate the impact of their enforcement activities and results in, for example, higher seat belt wearing rates and saved lives to the media. Sweden has also participated in the EU Euchires campaign aimed at increasing safety restraint use of young children.

In conclusion, speed enforcement has led to an increase in speeding offences from 2003 to 2004. New speed cameras have reduced deaths at camera sites by 70% and the number of people injured by 40%. Speeds have been reduced by 5 km/h at fixed camera sites. Random breath tests increased slightly to 1.6 million in 2004. Numbers of seat belt checks are not collected in Sweden. Offences rose slightly from 2003 to 48,344 in 2004. Seat belt wearing rates remain high in Sweden.

Recommendations:

- Develop the automatic speed enforcement network.
- Introduce owner responsibility in following up offences.
- Re-start nationwide speeding campaigns linked to enforcement.

6.25 UK



General Road Safety: The UK's road deaths continue their downward trend giving one of the lowest EU average number of deaths per million: 56 in 2004. Great Britain's national road safety strategy, '*Tomorrow's Roads - Safer for Everyone*' (2000) set out a new framework for delivering further improvements in road safety over the next decade. A new *'Roads Policing Strategy'* (2005) was drawn up by the Department for Transport, Home Office and the Association of Chief Police Officers. The strategy identifies specific enforcement actions including *'a highly visible police presence on the roads'*.

Northern Ireland and Scotland each have their own Road Safety Strategies and Roads Policing Strategies and different targets. These are regularly reviewed, up-dated and, in the case of Scotland, monitored by the Scottish Executive. In addition to their strategy ACPOS's *'Scottish Policing Priorities*,' includes two targets relating specifically to road deaths. Key to the UK's policing approach is the 'National Intelligence Model'. This new model for policing ensures that information is used by police senior managers to prioritise operational policing. The Serious Organised Crime and Police Act (2005) will allow police to retain revenue from fixed penalties resulting from automatic number plate recognition (ANPR) operations, including driving without insurance and failure to wear a seatbelt.

Speed: The UK has led the way with its approach to lowering speed through a combination of measures linked to introducing speed cameras. Approximately 6,000 fixed or mobile cameras sites are used and are complemented by mobile controlling patrols. Some police cars are fitted with on board video surveillance systems with the ability to gauge the speed of a vehicle. Section control is also being introduced using the SPECS system which measures average speeds between two cameras. Another measure being introduced to tackle speeding alongside the long-standing driver improvement training are speed awareness courses. These are intended primarily for offenders caught at speeds just above the current threshold for prosecution. A driver will only be offered one course during three years.

Alcohol: New roadside evidential testing will be introduced in England and Wales. This is already available in Northern Ireland. Random roadside breath testing for alcohol, as included in the Enforcement Recommendation, is not permissible in the UK At present police can stop drivers whom they suspect to have been drinking and test them at the roadside. Moreover, police have the power to stop any vehicle without suspecting an offence. Police can also test drivers they consider to have committed a moving traffic offence. Lastly, in case of an accident, police also conduct a breath test. In Northern Ireland police are assessed according to an indicator which includes drink driving detections. Individual Police Commanders are thus held accountable. The UK has also been successful in introducing a Drink/Drive Rehabilitation scheme.

Seat belts: Seat belt enforcement is undertaken during part of everyday policing and specific local campaigns. Part of intelligence-led policing focuses police enforcement activity on 'crash locations' where seat belt wearing will also be scrutinised. In England and Wales once an offence is detected it is generally left to the discretion of the police officer as to whether a verbal, written warning or a fixed penalty fine is given. In Scotland officers also initially may give either a verbal warning, issue a ticket or submit their report to the Procurator Fiscal. However, the normal course of action is to issue a ticket and fine of £30. In Northern Ireland, since 2001 a fixed penalty fine is always given. This has translated into a real increase in the seat belt wearing rate there of 67% to 77% (rear) and 86% to 91% (front) between 2001 and 2004.

Follow up of offences: In the case of automated speed enforcement, the driver is responsible and is identified via the license plate. But the "registered keeper" of the vehicle is responsible for identifying the driver. In England and Wales it is the case for all motor offences that it is up to the discretion of the individual police officer as to what action to take in response to any apparent offence.

Information: Campaigns on Road Safety are conducted by the Association of Chief Police Officers (ACPO), Association of Chief Police Officers Scotland (ACPOS), the Government's Think! Road Safety Campaign, the Scottish Road Safety Campaign and local authorities. ACPO runs a Drink Driving campaign at Christmas and in the summer which is linked to increased enforcement. Think! Road Safety have ongoing campaigns covering different issues including drink driving, speed and child restraint use which are part of a coordinated campaign calendar. These campaigns are research and intelligence led. Local Authorities also conduct their own campaigns targeting particular priorities in their area. Northern Ireland runs especially hard-hitting speeding and drink-driving advertising campaigns, as well as its '*Roadsafe Roadshow*' targeting new and pre-drivers.

In conclusion, speed enforcement efforts remain high although speed compliance rates are under half in urban areas and on the motorways. Drink driving enforcement in England and Wales has continued to fall, from 715,000 in 2000 to 534,000 in 2003. A total of 16% of deaths in 2003 and 18% in 2004 were attributable to drink driving. Seat belt wearing rates are amongst the highest in the EU with a high number of offences recorded for 2003.

Recommendations:

- Allocate more resources for enforcing speed with mobile units alongside the fixed camera networks.
- Introduce a lower BAC level and increase police powers to conduct breath tests.
- Conduct separate intensive checks on seat belts particularly focusing on the back seat.

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