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EVALUATION REPORT EUROPEAN ROAD SAFETY YEAR 1986

(Communication from the Commission
to the Council and the European Parliament)

COMMISSION COMMUNICATION
TO THE COUNCIL AND THE EUROPEAN PARLIAMENT

Subject : EVALUATION REPORT EUROPEAN ROAD SAFETY YEAR 1986

1. The Council and the representatives of the governments of the Member States, meeting in Council, on 19 December 1984 adopted a resolution on road safety (1) in which it was agreed that 1986 would be declared ROAD SAFETY YEAR in the Community, and that Community measures would be taken to promote road safety.

A more detailed programme for the Road Safety Year was fixed by the adoption of conclusions of the Council and the representatives of the governments of the Member States, meeting within the Council, on 14 November 1985, on European Road Safety Year (1986) and future Community road safety measures.

2. This report summarizes the Commission's actions carried out in the fields of publicity, legislation and research and contains a summary report of each country's activities, including the projects which were subsidized by the Commission.
3. The report concludes that the European Road Safety year undoubtedly has contributed to an improvement of Road Safety in Europe, although the results will mainly be seen in the years to come.

The main conclusion is that the European Road Safety Year should be considered as a starting point for a continuous coordinated effort to improve Road Safety in the Community.

(1) OJ No. C 341, 21.12.1984, p. 1 which is based on the Commission's proposal of 20.3.1984 for a Resolution on the implementation of a Community programme on road safety (OJ No. C 95, 6.4.1984, p. 2).

EVALUATION REPORT EUROPEAN ROAD SAFETY YEAR 1986

I. Introduction

1. The official designation of 1986 as European Road Safety Year was agreed in the resolution of the Council and the Council of the Representatives of the Governments of the Member States of the European Communities, meeting within the Council of 19 December 1984, on Road Safety (1).

This resolution was based on the draft Council resolution of 20 March 1984 on the implementation of a Community programme on road safety (2).

A more detailed programme for the Road Safety Year was fixed by the adoption of conclusions on European Road Safety Year and future Community road safety measures by the Council in its meeting of 14 November 1985.

2. The Road Safety Year was strongly supported by the European Parliament in the resolution of 13 March 1984 on the adoption of a programme of Community measures to promote road safety (3) and in the resolution of 18 February 1986 on common measures to reduce road accidents as part of the Community's programme for Road Safety Year, 1986 (4). Continuing this co-operation, the Seefeld Report (5), drawn up by the Vice-President of the Parliament and discussed in a plenary session of Parliament in June, provided a useful and practical view of the progress and prospects of ERSY.

3. On 26 February 1986, the Economic and Social Committee issued a favourable opinion on the designation of 1986 as European Road Safety Year (6).

(1) OJ No. C 341, 21.12.1984.

(2) OJ No. C 95, 6.04.1984.

(3) OJ No. C 104, 27.04.1984.

(4) OJ No. C 68, 24.03.1986.

(5) Doc. A2 - 48/87.

(6) OJ No. C 101, 28.04.1986.

II. Activities during the European Road Safety Year

4. The Community programme for the European Road Safety Year has been carried out in close collaboration with the Member States. It has been built upon efforts by Governments and private bodies who have been active in this field for many years and whose efforts have led to a sizeable reduction of the quite intolerable casualty rates of the early 70es, despite the increase in road traffic.

In order to discuss the actions and to select priorities a Group of governmental Experts on Road Safety has been established which has met every two months in Brussels.

5. Commission actions have taken place in the fields of publicity, legislation and research.

In the publicity field it was agreed with the Member States that five common themes should feature prominently in the media and elsewhere :

- drinking and driving (or rather not drinking and driving),
- seat belts,
- speed, i.e. not only respecting official speed limits, but always adjusting speed to the circumstances,
- the safety of children,
- the safety of two-wheelers, from bicycles to motorcycles.

These campaigns have been conducted bearing in mind the sometimes different national situations.

The Commission has either financed and/or participated in awareness campaigns, seminars and conferences on the above-mentioned themes.

A symbolic logo was adopted and Member States were encouraged to use it.

The Commission has financed the production of 7,5 million stickers bearing the logo of the year. These have been distributed to the Governments of all Member States. The Commission and the International Tourisme Association have co-financed a pamphlet which has been distributed by automobile-clubs to road users during the summer.

A competition for European schoolchildren has been launched which has brought to Brussels 48 children (1 boy and 1 girl from primary schools and a similar number for the first classes of secondary schools) in April 1987 to receive a European prize.

A poll on a European basis has been started to enquire about the behaviour of European citizens and road safety and also concerning the impact of R.S.Y.

In total 45 projects have been supported at local level in the 12 Member States. In Annex I a summary report of every country's activities is given, including the projects which have been subsidized by the Commission.

6. In the field of legislation new Commission proposals exist on braking and on technical inspection whilst proposals have been presented on side bars and spray suppressors for heavy goods vehicles and tread depths of tyres.

Moreover in the short time proposals will be made for :

- the compulsory use of safety belts,
- speed limits,
- "drinking and driving".

An interservice group has finalised the internal considerations on actions to be undertaken concerning the transport of dangerous goods and will now proceed to the elaboration of proposed directives.

7. As regards research the following projects of the Commission can be mentioned :

- in December 1986 the Motor Industry Research Association presented the final report on coach safety. Based upon this paper discussions will be undertaken on the priorities for Community action;
- the feasibility study on a data bank for Road Safety was started in October 1986.
- the research on biomechanics and the "Eurosid" dummy is complete. The results were presented at the seminar on 11 November 1986 - the dummy will be used for side impact tests on cars.

III. Conclusions

8. The 1986 European Safety Year has been organized in a very short time and with restricted means.

Though the year is now finished, it is too early to draw conclusions about its results, which will not be immediate, but will be seen in the years to come.

However the following results can be mentioned :

- a) An increase in activity relating to Road Safety has been and is now taking place in the 12 Member States, although this is not of the same magnitude in all places.
- b) Following awareness campaigns, certain Member States have taken the opportunity to introduce legislative measures, which otherwise would have been considered politically difficult even though they might have had a significant effect on Road Safety. Others are planning to introduce some measures later.
- c) Experts on Road Safety from different States had the opportunity to meet much more often and to exchange their experiences, a process which will therefore continue more easily in the years to come.
- d) The Commission has increased its efforts. A number of individual measures have already been or are to be proposed to the Council - many more compared with other years - whilst research on new items has started which will bear fruit in the years to come.

9. Nonetheless, it is obvious that the only ultimate result which makes sense in Road Safety would be a decrease in the number of casualties and the human misery involved. Unfortunately, after very positive developments in 1985, the limited statistics of 1986 which are available at present indicate a tendency in the wrong direction.

However, when talking about the results of the RSY it would be a mistake to make a simple comparison of the numbers of casualties in 1985 and 1986.

The number of casualties is dependent on :

1. weather conditions,
2. intensity of traffic,
3. state of infrastructure,
4. state of the means of transport,
5. human behaviour.

The actions undertaken in the framework of the RSY affect points 3, 4 and 5.

For item 3, studies on "black spots" have been subsidized that will lead to improvements in infrastructure in the near future.

For item 4, we have undertaken legislative actions (draft Directives on roadworthiness tests, tyres, spray suppressors etc.) that will have their spin-off only after implementation in national legislation in the years to come.

For item 5, also legislative actions are under way (driving licences, safety belts, speed limits, alcohol) which will have their effects later.

The publicity initiatives were the only one of the three Commission activities (see Para II.5) which would have had a direct and immediate influence on human behaviour. However, it is impossible to quantify the effectiveness of these initiatives since so many other variable actions have had their influence on the same parameter. The publicity initiatives taken during ERSY should be considered as having a catalytic effect on the publicity actions of national organizations.

10. The European Road Safety Year will undoubtedly contribute to an improvement in the catastrophic casualty statistics that we have to face but it is difficult to estimate the extent of such influence. However, every victim less can already be considered as a justification of the campaign we have had.

The main conclusion of the European Road Safety Year 1986 is that it should be considered as a starting point of a continuous coordinated effort to improve Road Safety in the Community.

11. As regards the future actions in the fields of legislation, publicity and research, the Commission fully endorses the detailed programme presented in the Annex of the Motion for a Resolution on "1986 Road Safety Year : progress and prospects" of the report of the Vice President of the European Parliament Mr. H. Seefeld which was adopted at the Plenary Session of 15 June 1987. This programme is given in Annex II to this report.

ACTIVITIES IN MEMBER STATES

Belgium

Six events have been financed in Belgium by the Commission.

Two of these actions were promoted by the Ministry of Communications :

- publicity campaign on child safety,
- improvement of a black spot in Etterbeek,

four by private organizations :

- Comité de Quartier "Jules Barry" : bicycle competition for schoolchildren,
- Touring Club Flamand ; road safety week,
- Stadsbestuur/Kortrijk : international congress on "Restriction of accidents",
- Olympia Committee : action in favour of the handicapped.

Furthermore, other actions have been carried out throughout the country by organizations involved in road safety such as Via Secura and the Conseil Supérieur de la Sécurité Routière.

A booklet addressed to foreign drivers arriving in Belgium, containing the main information on the highway code and distributed at the borders, by embassies, car rental agencies etc. has been published by the Ministry of Transport and Via Secura.

The Ministry of Public Works is experimenting with traffic lights provided with audio signals aimed to facilitate the circulation of blind people.

Legislative measures have been adopted for the safety of two-wheelers, as well as measures concerning slow vehicles. A new procedure has been set for alcoholism breath control and new measures have been adopted on driving licences and on tests for roadworthiness.

Denmark

Two major events have been financed in Denmark. One, submitted by the Danish Road Safety Council concerned an awareness campaign on road safety education in schools; the second, submitted by the Department of Transport, concerned the improvement of a black spot in Hoeje-Taestrup.

The Danish Road Safety Council was also involved in major campaigns in Denmark (for which no Community funds were requested) such as :

- material for road safety instruction at schools and kindergartens,
- publication of a periodical on road safety information,
- courses for kindergarten teachers, school teachers and police officers,
- exhibitions of road safety material in 30 towns all over the country,
- T.V. programmes on road safety,
- Lorry driver of the year competition.

Federal Republic of Germany

Federal Republic of Germany received Community funds for 3 major events :

- Darmstadt Technical University : a study on harmonisation of road geometric design standards,
- the exhibition Transport '86, where the Commission had a show room, that took place in Munich last June,
- the project for the improvement of a black spot on highway E43, submitted by the Ministry of Transport.

Major German organizations and industries have participated actively in the Year by organizing symposia (D.A.V., D.V.R., TÜV Rheinland, DEKRA) all based on the five themes chosen by the Commission.

The national press gave a strong support to the initiatives undertaken during the Year. Furthermore, a round table was organized by the Süddeutsche Zeitung.

The German Automobile Club (ADAC) has also been very active during the Year in organizing symposia and distributing publicity material.

Spain

Two major events have been financed, both submitted by the Directorate General of Traffic of the Ministry of the Interior :

- an electronic system of signal control in case of fog banks,
- control of traffic and speed on highway A7 according to the violence and speed of the wind.

Seminars, press conferences, round tables, campaigns on general awareness concerned with the five major themes of the Year have been tackled all the year long. Booklets and pamphlets have been distributed to all road users. Road safety programmes have been introduced this year both for schoolchildren and adults. An audiovisual festival was held in Salamanca. Pilot programmes have been launched such as :

- VYCTOR Programme : implementation of an automatic system for receiving and sending traffic information by telecommunication services,
- dynamic signalisation,
- data receiving stations,
- management and control of traffic electronically.

It is interesting to note that the Spanish authorities have organized a joint action with the French, Morocco and Portuguese authorities on road safety during the summer vacations, in the framework of international cooperation.

On the legislative aspect, the approval of technical conditions of mopeds has been established as well as the approval of technical conditions of emissions of motor vehicles and regulation of psychological aptitudes for driving licences.

Road Safety education and training programmes have been developed aimed at both adults and children.

France

Four actions have been financed :

- ATEC international congress,
- International Drivers Behaviour Research Association symposium,
- A feasibility study on a data bank is underway with the Ecole Nationale des Ponts et Chaussées,
- International Forum on decentralised policies on road safety, organized by the Ministry of Transport, in which the E.P. participated as well.

Furthermore 25 other actions have been undertaken in this field addressed to all road users and tackling a wide range of problems raised by road safety.

Seasonal publicity campaigns have been launched, with the support of all mass media, and a new T.V. programme has been launched on general awareness campaigns.

In the legislative field, new laws have come into force on : alcoholism, roadworthiness testing, seriously damaged vehicles, weights and dimensions, drivers' training, increase of sanctions.

Greece

The following actions have been financed in three different sectors :

- a research on low cost detection of accident propensity, carried out by the National Technical University of Athens,
- a conference, organized by the above mentioned university,
- the construction of a driving park for children in Athens.

The Greek authorities were very active in promoting the Year : stamps commemorating the Year have been printed, as well as match boxes, badges, diaries and pamphlets.

T.V. spots were produced as well as children's programmes.

In the legislative field, the wearing of seat belts has come into force, with positive results.

Ireland

Two actions were presented by the Irish Department of Transport for community funds, both projects have been financed.

One concerns a general awareness campaign concerning seat belts, the other the provision of cycle tracks on a main national road.

The National Road Safety Association, being the responsible body, promoted awareness campaigns on TV and actions in the educational field as well as promoting the distribution of special brochures addressed to all road users.

The NRSA's programme, the "Community Project Scheme" resulted in the holding of 72 separate events in centres throughout the country with the co-operation of the local authorities.

5 films were produced on road safety and transmitted through T.V.

Furthermore, national campaigns tackled not only the 5 chosen themes but also several others, such as night visibility for pedestrians and two-wheelers, and an intensive Christmas campaign.

The result was that during Christmas only 2 persons died in road-accidents, and, in general, there has been a drop of 6% of deaths and 2% of injured in car accidents.

On the legislative aspects, it should be mentioned that the Irish Government adopted :

- compulsory fitting of laminated windscreens on new cars,
- rear underrun devices and side-guard rails on H.G.V.'s,
- "long vehicle" signs for H.G.V.'s.

The major innovation in the research area during 1986 was the production of a special edition of the annual "Road Accident Facts" which highlighted the scale of the problem of road accidents, not just in Ireland, but in the Community as a whole.

Italy

Four projects have been financed by the Commission.

Two were presented by the Ministry of Public Works :

- educational publication for schools,
- improvement of a black spot in Rome

and two by private bodies :

- international conference on road safety, organised by Automobile Club of Milano, in Stresa
- a pamphlet on winter problems related to road safety, by Autostrada Torino-Milano S.j.A.

The Italian authorities have managed to cover a wide range of problems through conferences, exhibitions and symposia.

Furthermore, the press was involved in a competition among journalists on road safety.

A particular stress was given to implement road safety legislation. A bill on compulsory use of crash proof helmets came into force during the year, while laws concerning seat belts and alcoholism are under study.

Luxembourg

The Grand Duchy Government asked for Commission funding for two T.V. publicity campaigns which have been granted.

A competition has been launched through the press, the aim being to make the public aware of different aspects of road safety.

Furthermore, March 27, 1986 was declared "road safety day" and all T.V. and radio programmes were based on this theme.

In Luxembourg, the authorities contacted all religious institutions asking for their support, which they eventually obtained.

In particular the agreement undertaken between the Government and the "Fédération des Garagistes du Grand Duché" on non-agressive publicity should be mentioned.

In the legislative field, bills have been approved on : training of moped drivers, introduction of the concept of serious offences, roadworthiness tests for motor vehicles and for the transport of dangerous goods.

The "Communes" have been authorized to locally reduce speed limits in built up areas to 40km/h.

Netherlands

Four projects were financed by the Commission. Two projects were submitted by the Ministry of Transport for educational material for schools and publicity for the new legislation on reflecting material for bicycles ; one was presented by the City of Amsterdam and it concerned the improvement of a black spot in De Ruyterkade. We also financed the 10th International Conference on Alcohol.

Several campaigns took place, with the cooperation of the mass media; T.V. spots have been transmitted, and on June 13, the AVRO road safety day took place on T.V.

During 1986 publicity campaigns tackled speed limits outside built-up areas, use of seat belts, side reflection of bicycles, drinking and driving, T.V.-series on educational road safety issues, T.V.-series concerning the traffic safety clubs for children, campaign on safe transport of goods and persons by professional organizations, presentation of new educational material for use in schools by VVN, issue of traffic safety newsletters in the ERSY-framework.

In the legislative field, there has been a change in the legislation concerning driving while intoxicated (replacement of blood analysis by breath analysis for evidence as from 1.10.1987); side reflectors in circular form have been made compulsory for cycles as from 1.1.1987, accentuating the wheel form; anchorage points for fitting of rear seat belts in cars has been made compulsory.

Portugal

Only one request for financing was received from Portugal for the improvement of the roundabout at Lisbon airport. This request was fully agreed.

The Portuguese authorities have informed the Commission that an ad hoc National Committee of the European Road Safety Year have been created to coordinate the activities which were organized during the Year.

The activities were based on several fields : general awareness campaigns, educational actions, training actions, legislative measures, investigation and improvement of infrastructure.

The general awareness campaign was supported by posters, stickers, pamphlets and T.V. films not only on the 5 themes selected by the Commission but also on help to immigrants.

In the training field, symposia, conferences, fora and competitions have been organized.

A statistical study is underway on the economic costs of road accidents.

As far as infrastructure is concerned, major work has been started for improvement, as well as new signals and special equipment for vulnerable road users.

In the legislative field, there have been measures for the protection of two-wheelers, improvement of protection of school areas and special rules to be observed in areas with inflammable goods.

Road safety exhibitions took place in Almada and Lisbon. A national competition was launched on the theme "Safest Town".

United Kingdom

The Commission has financed 6 actions, mostly at local level, such as :

- publicity material against drink and driving in Cambridge;
- pamphlets and publicity material for children in Worcester and Birmingham;
- workbook on "safe routes to school" project in Avon.

The Commission also financed a cycle marathon ride to Strasbourg and a conference organized by the European Cyclists Federation and the improvement of a black-spot at the crossing of Jamaica Road - St James' Road, submitted by the Department of Transport.

It would be too long to enumerate all the actions which took place in the U.K. However, it should be mentioned that the Department of transport's publicity programme focussed on three of the ERSY-themes : two-wheeler safety, children's safety and drink/driving.

ERSY was also published in the Police National Motorway Safety Campaign during July.

Motorway campaigns and many local initiatives have been supported by voluntary organizations and by private sector films.

In the legislative field, the Parliament renewed the regulation making seat-belt wearing compulsory in the front seats of cars and light vans.

The fitting of rear seat belts in new cars has also been made compulsory. The Road Traffic Law Review has been published as well as a review of motorcycle training and safety.

The closing ceremony of the Road Safety Year and the presentation of the ERSY awards in the U.K. (at that time Presidency of the Council) was an important event attracting international publicity.

ANNEX

to the Resolution of the European Parliament on 1986: Road Safety Year; progress and prospects

Priorities for action by the European Community in the field of road safety up to the year 1992

A. Legislation

1987

- 1. Roadworthiness tests for motor vehicles and motorcycles: adoption of the proposal for a Council Directive amending Directive 77/143/EEC⁵
- 2. Harmonization of the conditions governing the issuing of driving licences
- 3. Minimum tread depth of tyres
- 4. The fitting of lateral and rear safety guards on lorries
- 5. Mud and spray protection flaps for lorries Commission to submit proposals

1988

- 6. Adoption by the Council of the proposals submitted by the Commission in 1987
- 7. Compulsory wearing of seat belts on all seats in passenger vehicles Commission to submit proposals
- 8. Establishment of a single maximum permissible alcohol level and standardization of the alcohol tests
- 9. Harmonization of maximum speed limits
- 10. Special training requirements for drivers of vehicles transporting hazardous loads
- 11. Harmonization of the licence and certificates of competence for driving instructors.
- 12. Introduction of uniform technical texts for caravans

1989-1990

- 13. Adoption by the Council of the proposals submitted by the Commission in 1988 Commission to submit proposals
- 14. The introduction of a standard European driving licence for drivers of passenger vehicles and only governing the withdrawal of the licence on the basis of a supranational points system Commission to submit proposals
- 15. The protection of children in vehicles
- 16. Community rules on safety devices in lorries and buses
- 17. Additional tests for vehicles used to transport hazardous loads
- 18. Minimum standards for ambulance services and trans-frontier cooperation in case of accidents
- 19. Standardized labelling of medicines which may impair driving ability
- 20. The prohibition of any advertising likely to encourage aggressive or exhibitionist driving or speeding

1990-1992

- 21. Standard European driving licence for each category of vehicle
- 22. Completion of the harmonization of road signs and signalling equipment

⁵OJ No. C 133, 31.5.1986, p.3 = COM(86) 214 final; opinion of the European Parliament of 20 February 1987 based on the CAROSSINO Report (Doc. A 2-214/86)

- 23. Introduction of harmonized provisions to ensure that vehicles, in particular two-wheeled vehicles, are conspicuous and have good lighting

Commission to submit proposals

- 24. Adoption by the Council of the remaining proposals submitted by the Commission

B. Public relations work

1987-1992

Joint information campaigns, notably on the following subjects:

- 25. The danger to children posed by traffic
- 26. Aggressive and violent behaviour on the roads
- 27. Pedestrians as road users
- 28. Warnings concerning alcohol and drugs
- 29. The problems of the elderly in traffic
- 30. Information concerning the physical principles governing traffic flows, e.g. in the form of a handbook

C. Research into road safety and accidents

- 31. The Commission's data bank

1988-1992

- 32. Improving the safety of the passenger space
- 33. Improved protection for pedestrians, cyclists and motorcyclists

Promotion of research projects by the European Community

- 34. Introduction of biomechanical data in standardization
- 35. Research concerning head profile standards
- 36. Research concerning lighting aids, e.g. shock absorbers