

**EU Funds for Road Safety**  
**Multiannual Financial Framework 2014-2020**  
**Saving Lives on EU Roads until 2020**  
**Updated July 2013**

## Introduction

In the context of the adoption of the new Multiannual Financial Framework ETSC would like to put forward recommendations about the budget numbers to support the priorities of the EU on road safety. In its recently adopted Transport White Paper<sup>1</sup> the EU set new targets for reducing road traffic deaths in the EU: *"By 2050, move close to zero fatalities in road transport. In line with this goal, the EU aims at halving road casualties by 2020."* The White Paper Communication reiterates the main elements of the recent "Road Safety Policy Orientations 2011-2020"<sup>2</sup> published in July 2010. ETSC presented its response to the European Commission's Policy Orientations<sup>3</sup> and White Paper<sup>4</sup> and applauded the new 2020 goal as ambitious. In order to achieve the 50% reduction target in 2020 the EU will have to go above and beyond current reduction trends.

The European Union's Road Safety Programme needs to be translated urgently into action in order to reach its 2020 target. For the EU budget to express its "policy in numbers", funding needs to be identified within the new MFF to support investment in these new road safety measures. Financing road safety would support the principles that underpin the EU budget. Adopting measures to protect EU citizens right to life and mobility delivers a high EU added value and supports transport, one of the EU common policy areas.

Following the EC's adoption of its new road safety plan the European Transport Council invited *"the European Commission to allocate the necessary resources with a view to developing coherent and cost-effective actions to implement the road safety policy orientations 2011-2020"*<sup>5</sup>.

The European Parliament has recently reaffirmed its own strong support for EU action on road safety including a matching budget to realise its objectives. In its Resolution on European Road Safety 2011-2020 MEPs *"regret that the EU budget for road safety*

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<sup>1</sup>[http://ec.europa.eu/transport/strategies/2011\\_white\\_paper\\_en.htm](http://ec.europa.eu/transport/strategies/2011_white_paper_en.htm)

<sup>2</sup>[http://ec.europa.eu/transport/road\\_safety/pdf/com\\_20072010\\_en.pdf](http://ec.europa.eu/transport/road_safety/pdf/com_20072010_en.pdf)

<sup>3</sup>[http://www.etsc.eu/documents/ETSC%20Response%20to%20EC%20Communication %2022%20Sept%202010.pdf](http://www.etsc.eu/documents/ETSC%20Response%20to%20EC%20Communication%202022%20Sept%202010.pdf)

<sup>4</sup><http://etsc.eu/documents/ETSC%20Response%20to%20the%20White%20Paper%20on%20Transport%206%20June%202011.pdf>

<sup>5</sup>Council Conclusions on Road Safety December 2010.

[http://www.consilium.europa.eu/uedocs/cms\\_data/docs/pressdata/en/trans/118150.pdf](http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/trans/118150.pdf)

*measures has been cut significantly in recent years and calls on the Commission to reverse this trend*<sup>6</sup>.

### **Priorities for EU funds for Road Safety**

EU funds should concentrate on the improvement of road safety through application of known, effective, science based countermeasures targeting the most life saving actions. They should support the implementation of those measures included in the EU's new Road Safety Policy Orientations 2011-2020 which have the highest life saving potential.

### **Value of a Life**

Putting a monetary value on prevention of loss of human life and limb can be debated on ethical grounds. However, doing so makes it possible to assess objectively the costs and the benefits of road safety measures and helps to make the most effective use of generally limited resources.

The Value of Preventing one road Fatality (VPF)<sup>7</sup> estimated for 2009 in the 5<sup>th</sup> PIN Report has been updated to take account of the economic situation in the intervening years. As a result, we have taken the monetary value of the human losses avoided by preventing one road fatality to be 1.88 million euro.<sup>8</sup>

The total value of the reductions in road deaths in the EU27 for 2012 compared to 2011 is thus estimated at approximately 5 billion euro. Given the financial difficulties that many EU countries face due to the economic slowdown, the value to society of improving road safety should be taken into account in the policy and budgetary planning processes, expressing in monetary terms the moral imperative of reducing road risk. The high figure of societal costs avoided during 2012 shows once more that the saving potential offered by sustained road safety improvements is considerable, making it clear to policy-makers that road safety policies provide a sound investment.<sup>9</sup>

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<sup>6</sup><http://www.europarl.europa.eu/sides/getDoc.do?type=REPORT&reference=A7-2011-0264&language=EN#title1>

<sup>7</sup> In countries where the monetary value attributed to human losses avoided by Preventing one Fatality (VPF) is estimated on the basis known as Willingness-To-Pay (WTP). The use of WTP valuations in transport safety has been advocated by ETSC since 1997. ETSC (1997) Transport Accident Costs and the Value of Safety.

<sup>8</sup> See Methodological Notes, PIN Report 2013, [www.etsc.eu/PIN-publications.php](http://www.etsc.eu/PIN-publications.php)

<sup>9</sup> For more details, see ETSC (2011), 5<sup>th</sup> PIN Report and Methodological Notes on [www.etsc.eu/PIN-publications.php](http://www.etsc.eu/PIN-publications.php)

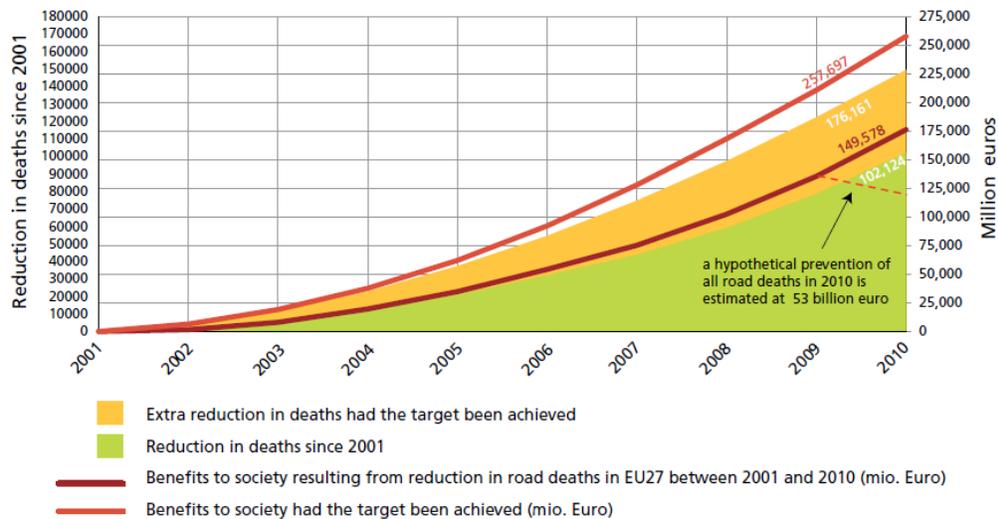
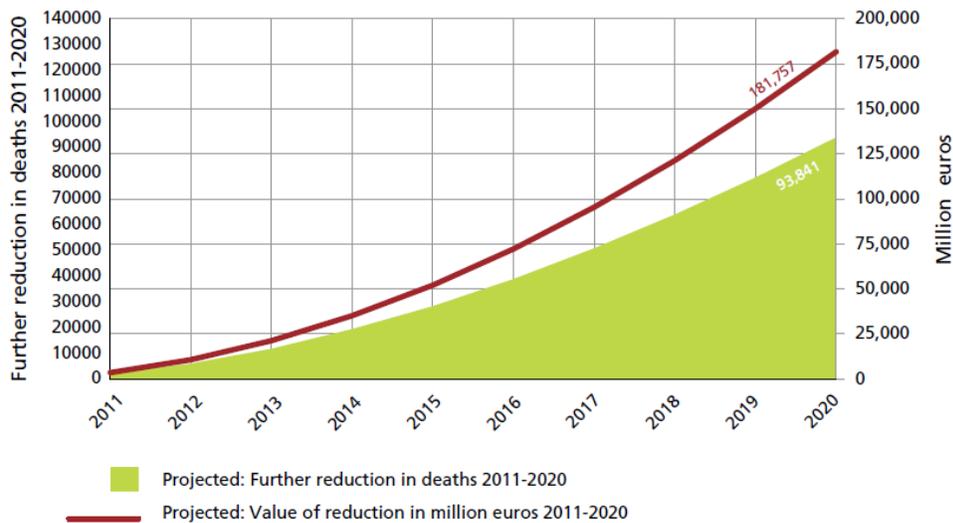


Fig. 1: Reduction in road deaths in EU-27 2001-2010 and valuation at 2009 prices

The total value of the reductions in road deaths in EU27 over the years 2002-2010 compared with 2001 is estimated at approximately 175 billion euro. If no one had been killed in road traffic collisions in 2010, the benefits to the society would have been valued at 53 billion euro. If no one had been killed nor seriously injured, the benefits to society would have been of the order of 105 billion euro and they would have been of the order of 210 billion euro if there had been no collisions at all on EU roads. The value of preventing all road collisions in 2010 would have been more than 50% greater than the EU budget<sup>10</sup> or 1.8% of EU GDP<sup>11</sup>.



<sup>10</sup> <http://www.europarl.europa.eu/sides/getDoc.do?language=en&type=IMPRESS&reference=20091215IPR66441>

<sup>11</sup> Eurostat, Gross domestic product at market prices  
<http://epp.eurostat.ec.europa.eu/tgm/refreshTableAction.do?tab=table&plugin=1&init=1&pcode=tec00001&language=en>

Fig. 2: Further reduction in road deaths in EU-27 2011-2020 if the target for 2020 is achieved, and valuation at 2009 prices

These estimates illustrate the continuing social and economic importance of working to reduce collisions, injury and deaths on EU roads. The potential for saving is far from being exhausted. The EU has adopted a new target of no more than 15,500 road deaths per year by 2020.

### **The Cost of Serious injuries**

According to the latest data published by the European Commission, more than 250,000 people were recorded as seriously injured following traffic collisions in 2011 compared with 28,000 deaths<sup>12</sup>. For every road death in the EU, at least 44 road injuries are recorded, of which 10 are categorised as "serious"<sup>13</sup>. Involvement in road accidents is one of the leading causes of death and hospital admission for EU citizens under 45 years of age<sup>14</sup>.

There is a strong economic case to include the prevention of road traffic deaths and serious injury on the EU's health agenda as well as its transport one. In the last decade the annual socio-economic cost of road traffic injuries is estimated to be equivalent to around 2% of GDP, 250 billion EUR in 2012<sup>15</sup>, of which serious injuries account for around one-quarter. The road safety community has been advocating that investing in road safety offers a great potential for saving human suffering and reallocating resources for a more productive use. Estimates undertaken by ETSC show that, if all the road deaths recorded in 2010 could have been prevented, the benefits to society would have been some 53 billion euro, and a corresponding prevention of all serious injuries would have yielded social benefits of the same order<sup>16</sup>. The EU Transport White Paper recognises that the social costs of road collisions will rise in the future. The increase in traffic would lead to an external cost of collisions of 60 billion Euro higher by 2050<sup>17</sup>.

A large number of road users involved in traffic collisions recover from their injuries, but some of them never recover fully and suffer from some kind of permanent disability. An increasing number of people live with lasting impairments as a result of traffic injury. Many serious injuries lead to life-long suffering or permanent disabilities. A large proportion of relatives of dead and disabled victims, suffer psychological disorders. ETSC welcomes that the EU has recognised that road collisions and injuries are a public health problem and that in its new document it communicated the benefits of countermeasures in terms of public health and costs to EU citizens.

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<sup>12</sup> European Commission (2013) Commission Staff Working Document: On the Implementation of Objective 6 of the European Commission's Policy Orientations on Road Safety 2011-2020 – First Milestone Towards an Injury Strategy.

<sup>13</sup> M. Mackay (2005) "Quirks of Mass Accident Data Bases".

<sup>14</sup> EC Public consultation on the European Road Safety Action Programme 2011-2020.

<sup>15</sup> WHO (2004) World Report on Road Traffic Injury Prevention.

<sup>16</sup> ETSC (2011) 5<sup>th</sup> PIN Report.

<sup>17</sup> European Commission (2011) Roadmap to a Single European Transport Area.

## **Funds for Road Safety in the EU Budget**

### **Infrastructure-TEN-T and Connecting Europe Facility**

The TEN-T guidelines and accompanying Connecting Europe Facility fund are due for formal agreement in the autumn. The review of the TEN-T guidelines included a specific reference to the two main infrastructure Directives: Directive 2008/96/EC on road infrastructure safety management and Directive 2004/54/EC on minimum requirements for tunnels in the Trans-European Road Network. Between 1.5 and 2 billion EUR of the EU budget are spent every year on building roads in the EU. EU member states and the European Commission must ensure that this huge amount of money is spent in such a way as to ensure EU roads become safer. At present safety is included in the TEN-T proposals under objective Article 2.b. Compliance with existing safety legislation is included under Articles 7.4 and Article 21.b and 21.c. Safety is included as a priority under Article 10 e and under Article 22.a and Article 40.

The guidelines also include the prioritisation of "road safety" when promoting projects of common interest. The Guidelines foresee the provision of secure parking areas as a priority (Article 45), this is important for managing fatigue amongst professional drivers and thus reducing risk. The reference made in the guidelines to ITS safety applications, under the ITS Directive and Action Plan (Articles 37 and 39), is also welcome.

Promoting walking and cycling is one of the new priorities of the Transport White Paper within urban areas and the European Commission argues that they "could readily substitute the large share of trips which cover less than 5km". The TEN-T urban infrastructure nodes should reinforce this new commitment by encouraging safe and sustainable integrated transport options especially for the last kilometer.

Under the Connecting Europe Facility compliance with the TEN-T Guidelines are included under the objectives of Article 4 and Article 5.1a under eligibility and conditions for financial assistance Article 7. Compliance with Union policies and Union Law are also specifically included in the CEF instrument under Article 22.

In February this year the European Council agreed on the amounts to be allocated under the CEF to each of the three sectors covered. The final decision on the financial envelope will, however, depend on the outcome of the MFF negotiations. In February 2013 an agreement was found. The financial envelope for the implementation of the Connecting Europe Facility for the period 2014 to 2020 will be EUR 29 299 million including EUR 10 000 million that will be transferred from the Cohesion Fund as provided in (a) below. That total amount will be distributed among the sectors as follows: (a) transport: EUR 23 174 million, out of which EUR 10 000 million will be transferred from the Cohesion Fund to be spent in line with the CEF Regulation in Member States eligible for funding from the Cohesion Fund;

The transfer from the Cohesion Fund for transport infrastructure under the Connecting Europe

Facility will co-finance pre-identified projects listed in the annex to the CEF Regulation; until 31 December 2016, the selection of projects eligible for financing should be carried out respecting the national allocations transferred from the Cohesion Fund to the Connecting Europe Facility. Thereafter, any unused funds could be redeployed to new projects through new competitive calls for proposals.

## **Regional Funds**

Similarly strong 'conditionality' to comply with EU infrastructure safety legislation which exists now in the proposal for the TEN-T Guidelines and road safety policy priorities should be extended to all EU funds including the European regional development funds. Regional development funds should consider infrastructure safety, capacity development for road safety stakeholders and demonstration projects. The present proposals for the Cohesion Fund and European Regional Development Fund do not reflect this prioritisation nor conditionality. These should be inserted both in ex ante and ex post evaluation of projects to benefit from these funds.

Any EU funds being used for road infrastructure should comply with the EU's infrastructure safety legislation. Any funds destined to support urban mobility should also comply with safety standards and should be identified specifically to promote safety including for example investments in public transport, cycle lanes and pedestrian infrastructure. Any funds for professional development, small scale demonstration projects, research and twinning should consider road safety.

The final agreement on the legislative package including the ERDF and the Cohesion Fund 2014-2020 is expected in the autumn.

## **Research – Horizon 2020**

The formal adoption of the "Horizon 2020" legislative package by the European Parliament and the Council is still expected through a vote in the coming months. Horizon 2020 will replace the EU's 7th Research Framework Programme (FP7), which runs until the end of 2013. Horizon 2020, will have a budget of around 70 billion euros and will underpin the objectives of the Europe 2020 strategy, as well as the goal of strengthening the scientific and technological bases by contributing to achieving a European Research Area in which researchers, scientific knowledge and technology circulate freely. One of the Horizon 2020's top priorities, is to foster industrial leadership to speed up the development of technologies that will support businesses and innovation, including for small companies, and support activities covering the entire chain from research to market. 'Urban mobility' has been chosen as the theme for the 2018 Knowledge and Innovation Community under the European Institute for Innovation and Technology.

According to ETSC, sound policies are based on known, effective, science based countermeasures, which in turn are grounded in good research. The EU has a global reputation to defend as a centre of excellence and innovation in research and development in areas of road safety. Road safety research should continue to benefit from European funds under the research framework programme. Related to this is the need to ensure the dissemination of knowledge about successful measures (good practice) and research results among decision makers and practitioners.

There are six general principles for carrying out research in the field of road safety<sup>18</sup>.

1. Freely available and easily accessible data.
2. Plurality of research organisations.
3. Open peer review process and open dissemination of results.
4. Separation of the research and evaluation functions.
5. Multiplicity of funding of R&D.
6. Research as a tool to identify emerging problems.

ETSC has developed recommendations on areas for road safety research priorities for the next decade: these include looking at developments in the areas of data collection and analysis, road user behaviour, infrastructure and vehicle safety. ETSC proposes to create a major and dedicated Research and Development Initiative for Safer Car (on the model of the Green Car Initiative) This would promote research on key safety technologies such as co-operative Systems and vulnerable road user passive and active safety systems. It would support and evaluate the deployment of the most life-saving safety technologies and create a market for safety. Demonstration activities and wider support are needed to promote consumer demand and reduce costs.

### **Road Safety Projects -DG MOVE**

DG MOVE has over the last decade supported many projects carried out by NGOs, including ETSC, to improve road safety. The activities of these projects have been diverse and varied. The annual call supporting operational road safety is currently under "*support of activities to the European Transport Policy and Passenger Rights*". Currently this line is under budget line 06 02 03 in the annual budget and in Heading 1A - Competitiveness for Growth and Employment of the Multiannual Financial Framework.

Over the past years this has been substantially reduced from 9.1 million € in 2007, then dropping to 2 million € in 2008 and again reduced by half to 1 million € in 2011 and down to 0 € in 2012. Thankfully this funding line has now been reinserted with a new budget of 0.6 € million for 2013. The funds are usually divided between a number of projects. We nevertheless stress that the budget line should be increased again to reach at least its former level.

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<sup>18</sup>Transport Safety Organisations In Private and Public Sector, ETSC Review 2003.

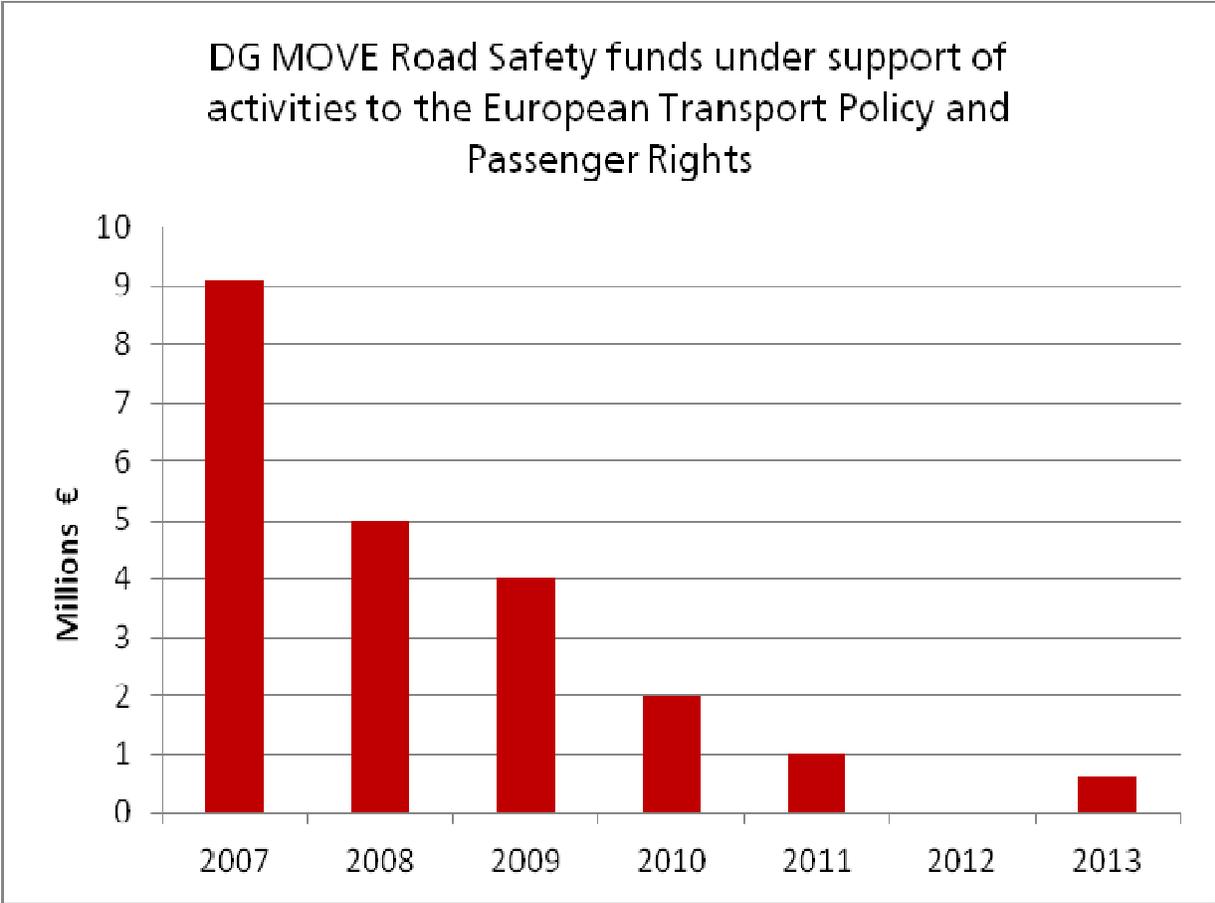


Fig. 3 DG MOVE Road Safety Funds under “Support of Activities to the European Transport Policy and Passenger Rights”

For ETSC the availability of these funds in the past years has meant the possibility of implementing projects in very important road safety areas. Such as improving road safety in South, Central and Eastern European countries just post-accession, vulnerable road users, work related road safety and cycle safety. These projects have identified best practice and disseminated findings and recommendations in the EU, thereby contributing to achieving road safety objectives in a very cost-effective way.

**Support for NGOs and Civil Society active in Road Safety across the EU**

It is important that NGOs are able to take part in a dialogue with EU institutions and their presence can provide a sound balance in relation to the interests of other players. European NGOs are valuable in co-ordinating and channeling views of national organisations and citizens as input to the decision making process. NGOs are also crucial in producing scientific knowledge through research and in raising the awareness of the need to take action to improve road safety by the general public. Associations of road safety victims are also important to take into account when balancing interests in EU policy

making. NGOs active in the field of road safety should be supported and their networks extended. This should be both at the national level as well as the European level, in particular core funds which guarantee the coverage of an NGO's basic running costs.

The European Commission should consider taking a similar stance in supporting NGOs active in the field of road safety at EU level as it has done with environment, education, student, youth, development, anti-poverty, equal opportunity and social NGOs and their networks, these can currently apply to benefit from annual core funding. Such funding would give greater stability and sustainability to NGOs working in the road safety sector. This would give them the opportunity to grow as well as reduce the dependence upon other donors.

### **International cooperation with neighborhood countries and Third Countries**

As the world's biggest aid donor, the EU should ensure that EU road safety policy objectives also apply to external programming so as to create consistency in approach and stress the importance of road safety as a priority for the EU in all relevant policy areas. The White Paper states that "*transport is fundamentally international and because of this, most actions in the Road Map are linked to challenges related to the development of transport beyond the EU borders*". Globally, each year nearly 1.3 million people die as a result of a road traffic collision. Ninety percent of road deaths occur in low- and middle-income countries, which claim less than half the world's registered vehicle fleet. At present road safety is not a policy or programmatic priority for EuropeAid or for the European Investment Bank, despite the overwhelming support of EU Member States for UN resolution A/64/266 on improving the global road safety crisis. ETSC would also stress that the EU has a role to include road safety in its relations with its neighbours when it comes to co-operating on transport and should be included in pre-accession twinning programmes. EU Member States unanimously supported UN resolution A/64/266 on improving the global road safety crisis, which proclaims 2011-2020 as the Decade of Action for Road Safety.

Mechanisms should be sought to extend the EU's policy orientations on road safety 2011 – 2020: towards a European road safety area to the neighbourhood countries. For example, programmes for non-state actors could include funding for road safety. Capacity building initiatives could include road safety training for community actors and professionals. Training programmes on the Policy orientations on road safety should be provided to EU delegations. This will strengthen decision-making and generating synergies among programmes on the ground which is relevant to road safety.

### **Mainstreaming Road Safety in other EU Budget Areas**

#### **Health and Safety-Work Related Road Safety European Social Funds**

European Social Funds should be used to train and educate employers and employees to improve road safety at work and implement the EU's Health and Safety at Work Strategy and reach the new targets of reducing road deaths at work.

## **Education and Culture Funds**

DG Education and Culture supports Youth programmes. Traffic collisions are the single largest killer of 15-24 year olds. The highest risk circumstances of young drivers – in particular male drivers – are associated with speeding, drink driving, non-wearing of seat belts and drug driving. The European Commission's budget should support programmes targeting road safety and young people.

## **Public Health**

Road injuries and deaths should be treated by DG SANCO as a public health problem as well as by DG MOVE. DG SANCO runs the EU's Alcohol and Health Forum initiative. The EU's Health programme could also support road safety project that improve conditions from a health perspective. Topics for research under health could include the effects of dietary habits, sleep and stress management on driving and road safety.

## **Environment and Sustainable Development**

A comprehensive approach to road injuries and deaths should be treated also by the EU's environmental policy as a problem related to sustainable mobility. Sustainable mobility is a key factor in the development plans for the cities of the future.

## **Recommendations**

The EU should:

- Reverse the trend of cutting significantly the EU budget for road safety measures
- Through its different EU funds implement the road safety measures that are known, cost effective and science based.
- Apply conditionality for compliance with road safety infrastructure legislation for use of all EU funds used for building and maintaining roads including the Connecting Europe Facility and the Regional Funds.
- Promote use of funds to support safe modes such as public transport.
- Channel funds for urban mobility also to support increasing the safety of pedestrians and cyclists.
- Support road safety research as a priority in Horizon 2020.
- Support both EU umbrella NGOs and the extension of networks of NGOs active in the field of road safety within the EU countries.
- Ensure that EU road safety policy objectives apply to external aid programming including EuropeAid and for the European Investment Bank
- Further support the EU's twinning programme with enables best practice exchange with Member States and neighbourhood countries.
- EU funds should mainstream road safety and thus contribute to joint road safety objectives in other related policy areas such as employment and environment.

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The European Transport Safety Council (ETSC) is a Brussels-based independent non-profit making organisation dedicated to reducing the numbers of deaths and injuries in transport in Europe. The ETSC seeks to identify and promote research-based measures with a high safety potential. It brings together 45 national and international organisations concerned with road safety from across Europe.