



THE NETWORK
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EUROPEAN
CITIES

EUROCITIES Contribution to the 4th Action Programme on Road Safety

EUROCITIES

EUROCITIES is the network of major European cities. Founded in 1986, the network brings together the local governments of over 130 large cities in some 34 European countries. EUROCITIES represents the interests of its members and engages in dialogue with the European institutions across a wide range of policy areas affecting cities. These include: economic development, the environment, transport and mobility, social affairs, culture, the information and knowledge society, and services of general interest.

EUROCITIES website: www.eurocities.eu

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EXECUTIVE SUMMARY

EUROCITIES believes that a comprehensive EU Road Safety Action Programme should be part of a consistent framework at local, national and EU level. It should provide clear and up-to-date guidelines and recommendations, and at the same time ensure flexibility at city level. Each country and each city is different - based on its size, economy, existing infrastructure, etc. - which EU regulators have to consider. It is indeed paramount that the principle of subsidiarity remains, but action at EU level is also needed to provide a uniform and consistent development of road safety policies throughout Europe.

EUROCITIES would welcome a 4th Road Safety Action Programme that takes into account the following recommendations:

- To promote **more awareness-raising and education**: EU campaigns should help build responsible behaviour. This could be achieved by exchanging good practices throughout the EU.
- To further develop the **exchange of good practice at EU level** to improve the educational and legislative aspects of road safety, with a special focus on cities, e.g. by organising a Road Safety Conference at EU level or co-funding EU seminars
- To **incentivise - legislatively or financially - improved engineering solutions** targeting in-car safety design with a focus on safety for vulnerable road users (e.g. adaptation of low truck cabins), Intelligent Transport Systems (e.g. Intelligent Speed Adaption) and to develop associated standards across the EU
- To ensure follow-up on past **Road Safety Charter commitments**
- To request that the **European Observatory on Road Safety** carry out work on **comparable urban accident data** (e.g. standardised registration for injuries)
- To encourage Member States to improve accident data registration and work towards a European standard for registration of injured persons in road accidents. Accident data should be geographically positioned and accessible for cities to facilitate road safety work.
- To encourage Member States to ratify the **Directive on Cross-Border Enforcement**
- To encourage the use of stricter requirements for professional drivers in cities (e.g. bus drivers, taxi drivers, goods deliverers).
- To encourage the use of **safety audits** on all new road schemes and make them mandatory for EU funded schemes.

EUROCITIES and its members remain committed to working together with the European Commission and the other European institutions in order to achieve safe road transport across Europe. EUROCITIES hopes that the concerns raised and solutions proposed in this paper will be reflected in the European Commission's 4th Road Safety Action Programme, to help ensure a more up-to-date and effective EU policy in this field.

1. NEW TRENDS IN MOBILITY CULTURE AND ROAD SAFETY IN EUROPEAN CITIES

There are strong links between *mobility culture* and *road safety*. Both deal with human behaviour with knowledge and attitudes as important preconditions. Both are strongly influenced by government policies and targets, investments, enforcement and legislation, public education and campaigns. A holistic approach is needed, building responsible behaviour into the urban fabric can have dramatic impacts on road safety, and also on citizens' quality of life, as the standard of the urban space increases.

▪ Cycling and Walking

EUROCITIES members have identified a general trend: national and local governments are increasingly involved in promoting cycling and walking. This can be explained by the following reasons:

- ♦ Cycling and walking improve general health through physical exercise.
- ♦ It provides a change from fuelled vehicles to non fuelled reduces CO2 and air pollution
- ♦ It has positive effects on city life, creating life in the streets and reducing noise
- ♦ It improves accessibility due to the reduction in the number of cars

It is crucial that European countries continue to create a safe traffic environment for cyclists and pedestrians. Improved traffic safety may even convince citizens to change their mobility culture towards more cycling and walking - and help fulfil our climate targets. To do so, cities should contribute by raising awareness of their citizens and involving them in the processes and through targeted campaigns.

Fatalities in traffic accidents involving vulnerable road users account for 60-80% of the total number of fatalities and serious injuries in many European cities. Actions taken to increase traffic safety for vulnerable road users are therefore essential and must be addressed by an EU road safety action plan if we want to reach the goal of halving fatalities by 2010.

▪ Powered Two Wheelers (PTWs)

An important trend, which can also be noticed in our cities, is the increased use of Powered Two Wheelers (PTWs) such as motorcycles, mopeds and scooters. One of the factors leading to this change is congestion, as a PTW can move quickly in city traffic. The increased use of PTWs in urban traffic is already noticeable in the dramatic increase in traffic accident statistics.

▪ The Elderly

Another important trend is demographic change, in particular the higher number of elderly people and their increased mobility. The challenge for cities is to understand the need of elderly people to move around in the growing complexity of urban traffic.

Special attention needs to be paid to the elderly through educational campaigns at all levels.

2. EDUCATION, COMMUNICATION AND CAMPAIGNS

Large numbers of people move around cities every day and most use a variety of modes of transport: public transport, car, PTW, bicycles and walking. Road safety education should take advantage of this and should be a process of life-long learning.

Cities are in close contact with their citizens and have a unique opportunity to engage individuals and civil society groups in traffic safety issues, such as:

- ♦ Local urban and traffic planning schemes
- ♦ Local traffic safety initiatives
- ♦ Education in kindergartens and schools
- ♦ Joint efforts with public health organisations.

Commitment and participation by citizens is crucial in order to change behaviour for safer cities.

A. Children

Starting to walk and cycle early may have an impact on transport habits for the rest of a person's life. A key solution is to reduce the number of parents driving their children to school by car, however at the same time, children walking, cycling or using public transport are particularly vulnerable.

Education and training are therefore essential. Education may target even very young children, since starting early with education will bring more results. To help children move safely on foot and on bicycle also contributes to their independence, awareness and better health.

B. Young people and adults

When young people start using a new mode of transport, an obvious peak of accidents is noted. To counter this trend represents a major challenge for European cities and especially national governments. Action is needed at national level. EURO CITIES recommends improving road safety awareness and risk assessment in training schemes at national level.

Cities, in cooperation with regional and national road safety councils, should continue to focus on key campaign themes, such as speeding, drunk or drugs driving, red light jumping, etc. At local level, cities also have the possibility to focus on specific safety problems that they are facing. Repeating education and awareness campaigns is essential for their effectiveness and also reminds citizens of their own responsibilities. This could be promoted in existing and future EU programmes.

Cities should encourage public and private companies to take action in relation to traffic safety plans. There should be a special focus on professional transport and professional drivers in cities, e.g. driving a lorry through city centres requires specific skills.

C. The elderly

The elderly represent a growing share of the population in cities. As a group, they are becoming increasingly mobile, however they remain more vulnerable in comparison to other groups. They are therefore a main target group for future prevention efforts.

Improving mobility for the elderly may significantly improve their quality of life. The special needs and safety of this specific age group should be integrated into the transport system. This means, amongst other things, to ensure that the elderly can move safely around in our cities, especially when walking or cycling. Drivers over 65 are involved in a significantly high proportion of crashes. Speed is not the main problem for this group, most accidents are due to turning errors and right of way errors in urban areas.

EUROCITIES recommendations to the European Commission:

The European Commission should encourage cooperation and exchange of knowledge within the field of education, information and campaigns between local institutions. This could include the following:

- To promote a stronger road safety dimension in EU programmes
- To recommend that national governments involve cities in the development and the implementation of education programmes and campaigns
- To raise awareness of the specific mobility needs of the elderly by promoting exchange of good practice and knowledge
- To ensure the exchange of good practice by organising and co-funding EU seminars and conferences for exchange of ideas and dissemination of results and findings
- To fund/co-fund projects investigating traffic safety effects of campaigns and education
- To develop and fund educational projects that teach children to walk or ride a bike in urban traffic or to manage with public transport
- To encourage the use of stricter standards for professional drivers in cities

3. ENFORCEMENT AND LEGISLATION

Enforcing road safety in cities and densely populated areas means tackling different issues in different road settings. This may imply general traffic safety problems such as speeding but also several other issues like behaviour of cyclists and pedestrians in an urban environment. Consequently, enforcement cannot be addressed with classical or technical means only: an enforcement strategy must aim at influencing behaviour in traffic. Enforcement must be combined with pro-active public relations work conveying a simple message.

Reducing speeding should be a primary focus for enforcement , especially in neighbourhoods where car traffic endangers pedestrians and cyclists. In those areas, traffic safety is a decisive indicator for evaluating quality of life in a city. This aspect must be properly considered and added to the goal of reducing deaths and injuries caused by traffic accidents.

There are also other focus areas for enforcement such as drink/drug driving, jumping red lights (also pedestrians and cyclists) and use of safety equipment e.g. seat belt, helmet.

A. Enforcement Strategy

It is necessary to develop a strategy for the better enforcement of current legislation and frameworks in order to ensure long term behavioural change. There is a need for both in-depth enforcement and enforcement focused on specific issues. In fact, traffic is the only area of human activities, where most people break laws occasionally or all the time.

This can be illustrated by the use of different speed cameras. Mobile speed cameras can be used for in-depth enforcement on specific parts of the road network. This provides a constant “reminder” for drivers who do not respect speed limits. Static speed cameras can be used at spots which require specific enforcement, for example locations with a high number of accidents. Another example could be a special focus on drink driving during particular holidays, etc.

B. Owner’s responsibility and Cross border enforcement

Many European cities are close to country borders and experience problems pursuing traffic law offenders from other countries. Local authorities should not be hindered by the nationality of the car or owner when trying to improve the traffic safety in their cities; European cities need to have the possibility to prosecute cross-border offenders.

It is not difficult or expensive to detect speed violations with radar cameras. The problem is rather related to the administrative procedure concerning offences detected, especially if national legislation requires the identification of the driver. Some countries in Europe put the responsibility of the offence on the owner which makes it easier to prosecute and fine a speeding offence. In this context, EUROCIITIES calls for the European Commission to research the effects on traffic safety of the different legal procedures, and to urge the Council to adopt the Directive on Cross-Border Enforcement.

C. Advanced technologies

ISA (Intelligent Speed Adaptation) with mandatory speed restrictors in cars, communicating via GPS with existing speed limits, could be introduced in urban areas.

Furthermore, cities have many options available to them to improve traffic safety. European cities would also like to see improvements in vehicle regulations: to make simple solutions that already exist compulsory, but also to develop and implement innovative traffic safety designs, such as the use of alco-locks and ISA programmes, etc.

EUROCIITIES recommendations to the European Commission:

- EUROCIITIES strongly supports the European Commission's proposal for a Directive on Cross-Border Enforcement
- EUROCIITIES suggests that the European Commission should take action to introduce more legislation regarding “In-car safety”. This should include both vehicle improvements for passive safety and in-car devices assisting drivers, for example:
 - ◆ Improve the visibility in trucks; low cabin, glass doors, etc.
 - ◆ Improve front design in all vehicles to reduce seriousness of injuries to pedestrians
 - ◆ Support and implement ISA (Intelligent Speed Adaptation) and ITS programmes

- in order to reduce speed related accidents in cities
- ♦ Encourage the use of alco locks in public and private transport
- ♦ Ensure action towards implementing owner's responsibility as stated in the Directive on Cross Border Enforcement

4. ENGINEERING

There is a clear relationship between traffic design, the traffic environment and speed. This relationship can be optimised through better traffic safety and improving the existing infrastructure and planning.

It is widely accepted that driving speeds should not exceed 30 km/h on streets where frequent conflicts between motorised traffic and vulnerable road users could be expected. A collision speed at 30 km/h is critical from the tolerance point of view of a human body, therefore the 30 km/h speed limit could be extended from quiet residential streets to the most dangerous (injury accidents per car mileage) business streets in city centres.

A. Traffic calming measures

In many cities, traffic calming measures have proven to be the most effective tool to ensure that motorised traffic respects speed limits. The decision, on which measure is the most appropriate, can only be done with very good knowledge of the local situation.

From pioneering times of road humps and roundabouts, traffic calming measures have evolved into complete street redesign. Examples such as streets and squares with shared space for all road users, low speed limit (≤ 20 km/h), no traffic signs and right of way for pedestrians create a special atmosphere and have significantly increased road safety. Even simple solutions such as creating pedestrian areas in city centres increase the safety of vulnerable users. The use of new and modern approaches for street design with a focus on vulnerable users should be strongly supported at EU level.

Municipal street networks are often too large to be redesigned within a short period of time and some streets cannot be narrowed for security reasons. Other possible tools for maintaining safe traffic on these streets therefore have an important role to play. Cities need to share experiences on the use of road signage and the effect on road safety.

B. Speed management

Excessive speed is the most important factor relating to the seriousness of road traffic accidents. Additionally, speeding is often connected to other offences such as jumping red lights and right of way violations at pedestrian crossings.

The first step in a speed management process is an integrated speed limit system, adapted to the type of street and its special conditions. The speed limit should be based on statistics reflecting these criteria and security issues.

C. Black spot identification and treatment

Accident data should be used to identify “black spots” in the city road network. Collected data can also help engineers when elaborating suitable remedial measures for these areas. This requires a constant exchange of ideas and experiences within the field of effective engineering measures.

D. Road Safety Networking and Feedback on Urban Planning

Cities need to develop a feedback process from enforcement back to different authorities and actors working on road safety issues. This enables a city to act accordingly and for example re-think and partially re-build existing streets if necessary for traffic calming measures. Feedback is also needed for urban planning that aims to design and build a road network, which is safer for different road users.

EUROCITIES recommendations to the European Commission:

EUROCITIES suggests that the European Commission should become more involved in selecting and passing on best practices, for example:

- To promote safer road design, in particular for pedestrians and cyclists
- To encourage the widespread use of 30 and 40 km/h speed limits in urban areas
- To identify and publish measures that have (or have not) led to reductions in casualties
- To encourage the use of Safety Audits on all new roads and traffic schemes, and making them mandatory on schemes that benefit from EU funding
- To promote best-practice sharing on the use of road signs and markings

5. ORGANISATION AND DATA

A. Action Plans on Road Safety

EUROCITIES strongly supports the elaboration of Action Plans on Road Safety. An Action Plan is a useful tool for a city, which should be approved at political level and consist of the following elements:

- Mapping the problem: type and distribution of accidents
- Targeted actions with known effect
- Time schedule for implementation
- Resource needs assessment
- Plan for monitoring and evaluation

Elaborating an action plan is an important first step for the city and can help to raise the awareness of city planners and politicians on the subject of road safety.

Many cities have committed themselves by signing the European Road Safety Charter. It is very important that the organisation behind the charter creates a positive environment for the cities to fulfil the targets and monitor any improvements.

B. Data Monitoring

In order to make cost effective investments in road safety measures, a wide and comparable data base is needed.

One of the activities set out under the European Road Safety Action Programme was to set up a European Road Safety Observatory. Whilst the CARE database is an excellent source of data, there continues to be an issue with the comparability of this information. Different Member States use different methods and criteria to collect and analyse of road safety accident data. More specifically, the length of time between an accident and the death of the victim where it is still classified as a “road death” varies from country to country.

Comparing road fatalities across the EU provides one set of statistics, but fatalities cannot be used as a statistically reliable indicator at local level. When comparing data from cities, statistics measured on the basis of KSI (killed and seriously injured) is more relevant. However data on injuries is more difficult to gather and compare, depending on data collection methods used in each Member State. Nevertheless it would provide a far more concrete basis upon which to measure real improvements in road safety.

EUROCITIES recommendations to the European Commission:

The European Commission should:

- Promote the elaboration of Traffic Safety Action Plans in cities. While the possibility of drafting action plans is already within reach of European cities, we recommend that the European Commission takes on a supporting role by supporting networking and knowledge

- sharing and disseminating good practices between cities
- Request that the European Observatory on Road Safety work on comparable urban accident data
 - Provide tools such as manuals, best practice catalogues, methods for evaluation etc
 - Take the opportunity of this Action Plan to review progress made with the Road Safety Charter. Cities and all signatories of the Charter should follow-up on past commitments, through, for example, joint events at EU and national level
 - Work more closely with networks such as EUROCITIES to promote the European Road Safety Charter at municipality level
 - Organise a European Urban Road Safety Conference, focusing on the actions that cities and regions can implement to reach targets set out in the European Road Safety Charter. This would allow for an exchange of good practices and give municipalities the chance to learn about the different engineering, education and enforcement techniques that are used across the EU

CONCLUSIONS

European cities have many challenges in common, but also have very different problems to address due to their respective particularities. While cities try to overcome these challenges through different actions and work together on exchanging best practices within the EUROCITIES network, EU action and support is needed.

In the EU, 2/3 of traffic accidents and 1/3 of fatalities occur in urban areas. Decisive action, at local, national and also EU level, must be taken to increase urban traffic safety in order to meet the EU goal to further reduce the number of road accidents in the future.

This paper provides the European Commission with suggestions and recommendations, developed by city experts. This local expertise is invaluable and should help EU institutions in the orientation of their work on European road safety. EUROCITIES and its members remain committed to working together with the European Commission and the other European institutions in order to achieve safe road transport across Europe. EUROCITIES hopes that the concerns raised and solutions proposed in this paper will be reflected in the European Commission's 4th Road Safety Action Programme, to help ensure a more up-to-date and effective EU policy in this field.

ANNEXE I

Summary of questionnaire on traffic safety to EUROCITIES' member cities

In Autumn 2008, EUROCITIES WG Road Safety sent a questionnaire to members of EUROCITIES Mobility Forum. 32 cities from 16 countries responded to questions relating to the measures that cities have introduced to reduce casualties as well as details on the resources that they spent on Road Safety.

List of participating cities: Aberdeen, Aalborg, Amsterdam, Berlin, Birmingham, Brno, Brussels Capital Region, Budapest, Cologne, Copenhagen, Dresden, Edinburgh, Grenoble, Gothenburg, Helsinki, Karlstad, Kingston Upon Hull, Krakow, Leeds, Lyon, Ljubljana, London, Liverpool, Prague, Riga, Sheffield, Stockholm, Terrassa, Tours, Utrecht, Vienna, Wallonia, Warsaw.

Accident data could not be compared directly between the different countries/cities due to differences in registration methods for casualties. However, it was assumed that the method of collection of accident data for the cities had remained constant and hence the changes between 2000 and 2005 could be considered as an accurate representation of the situation.

In conclusion, EUROCITIES believes that a European standard on casualties is needed. This would enable cities to compare not only data based on fatalities, but also the number of casualties which is a much more relevant parameter.

Fatalities

Overall there had been a 17% reduction in the number of deaths in all the cities that had responded between 2000 and 2005; however the responses varied from an increase of 30% to a reduction of nearly 70%.

All Casualties

There was a similar pattern here where there was an overall average reduction of over 11%, but within individual cities it ranged between an increase of 40% and a reduction of over 60%. In this case there was a greater similarity between cities in the same country, with UK and French cities experiencing the greatest reduction.

Child casualties

Overall there was a greater reduction in child casualties than for all casualties. There was a total reduction of over 25% between 2000 and 2005. Again there was a wide variation between cities; with one reporting a reduction of 85%. There were 6 cities, from 6 different countries, which reported an increase in child casualties.

ANNEXE II - GOOD PRACTICE EXAMPLES

Education, communication and campaigns

- In Zurich, police forces visit homes of the elderly to inform them about traffic safety issues, such as crossing the road and using public transport. The program has been a big success.
- Brussels Capital Region organises Highway Code lessons for the elderly in collaboration with driving schools, municipalities and the Association of the City and the Municipalities of the Brussels-Capital Region. It also finances the association Pro Velo to give theoretical and practical training to pupils from primary schools and delivers a Cycle diploma.
- Education in schools: The Utrecht Road Safety Label:
 - Is a quality mark for primary school that make intensive efforts on road safety around schools and on traffic education.
 - In exchange, schools get money and support for traffic lessons and small infrastructure improvements in the direct surrounding of the school.
 - Target: out of 83 primary schools (115 locations), 80% received the label in 2010.

Enforcement and legislation

- The City of Frankfurt am Main created a new integrated Traffic Department after elections in 2006. Since then, speeding in traffic-calmed 30km/h-zones has been significantly reduced from 16% to 12% in 2008. This was made possible by strengthening the cities resources, through enforcement combined with political agenda setting and specific PR-campaigns, making road safety a broadly communicated goal. Public opinion is now completely positive towards enforcement.
- The Association of Bicycle-friendly Communities in the State of Nordrhein-Westfalen developed a campaign concept to increase the use of lights on bicycles. The campaign including key visual and PR activities, targeted public awareness for proper lighting of bicycles. It was then spread and implemented by different cities, combined with enforcement measures.
- In Sweden, Intelligent Speed Adaptation systems (ISA) were successfully tested during a large scale experiment. ISA systems were installed in cars in four cities in Sweden: Lund, Linköping, Borlänge and Umeå. In each city, a different system was tested and evaluated. For more details: www.vv.se/templates/page3_11101.aspx
- Brussels Capital Region has installed 90 posts with automatic cameras to check and prosecute vehicles driving over the speed limit and/or violating traffic lights since 2005. The police controls the traffic offences and once a month the results are communicated to all partners ([Public prosecutor's office](#), the police and the Brussels Capital Region).

Engineering

- Speed humps and elevated crossings can be used widely both on dangerous city centre streets (e.g. Gothenburg) with a high accident density and on residential local streets (e.g. Bergen), where the subjective fear of accidents is a true problem especially for parents of school children. Cost-effectiveness of these measures is very high compared to traditional engineering measures such as grade separated crossings and new pedestrian and bicycle paths.
- In Copenhagen, an intersection was altered in a relatively inexpensive way to reduce pedestrian injuries; a median was introduced, through road markings and red asphalt, and pedestrians could cross with less risk using the new kerb stone islands in the median. The number of lanes was narrowed from 2 wide to 2 narrow but a number of turning lanes were established to allow for the same traffic flow. The results were very positive; speeds were lowered and the number of accidents with pedestrians was reduced by 60%.
- A Czech city adapted its main street on the basis of the shared-space concept, traffic lights were removed and the paving was completely changed. As a result, the number of traffic accidents sharply declined and local businesses welcome this initiative. In fact, the “highway atmosphere” changed into a real urban space for everyone.

Organisation and Data

- The most reliable information on the casualty severity is the one provided by the health system. In France for example, hospitals have to systematically notify the state of the victims that are still hospitalised six days after the traffic accident took place.
- In the Danish town of Esbjerg, a study compared accident maps from accidents registered by the police and accidents registered by the emergency ward at the local hospital. The study, using data from 2000-2003, revealed that there were a high number of casualties that were never registered by the police, especially accidents involving cyclists. An improved accident map showing new “black spots” could be produced using data from the hospital. The study shows a need for better coordination between different data sources.
- In Helsinki, accident data coming from insurance companies is used as separate data source to supplement the accident data coming from the police. The data of insurance companies gives additional information on the development of the total number of accidents occurred because it includes accidents with material damages much better than the data of the police. On the basis of the insurance company data, experts studied e.g. the number of serious injuries, home addresses of the parties involved, the development of the types of motor vehicles involved etc. In Helsinki, data from the Traffic Safety Committee of the Insurance Companies is also used. The Committee consists of experts from various professional branches who investigate all traffic deaths and make suggestions on improvements for traffic environment.