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REPORT

drawn up on behalf of the Committee on Transport

on the introduction of a programme of Community  
measures to promote road safety

Rapporteur: Mr P. BAUDIS



At its plenary sitting of 21 January 1982, the European Parliament referred the motion for a resolution tabled by Mr Gendebien on the use of studded tyres and chains on wheeled vehicles (Doc. 1-932/81) to the Committee on Transport.

Following its consideration of that motion for a resolution and the motion for a resolution tabled by Mr Eisma, Mr Albers and Mr De Goede on the standardization of car bumpers (Doc. 1-941/81), the Committee on Transport decided on 26 February 1982 to request authorization to draw up an own-initiative report on the introduction of a programme of Community measures to promote road safety. The President granted authorization by letter of 6 April 1982.

On 28 May 1982 the Committee on Transport appointed Mr Baudis rapporteur.

The Committee on Transport subsequently decided to consider in this report the following motions for resolutions, which had been referred to it as committee responsible:

- by Mr Moreland on 'space-saver' tyres (Doc. 1-194/82),
- by Mr Junot on the harmonization of traffic regulations (Doc. 1-611/82),
- by Mrs Pruvot and Mr Cecovini on road safety in the EEC (Doc. 1-1296/82),
- by Mr Howell and others on motor coach transport (Doc. 1-574/83),
- by Mr Vernimmen and Mrs Van Hemeldonck on place name signs in the language of the country or region in which the place concerned is situated (Doc. 1-1019/83),
- by Mr Sassano on speed checks on heavy goods vehicles (Doc. 1-1086/83).

The Committee on Economic and Monetary Affairs, the Legal Affairs Committee, the Committee on Social Affairs and Employment, the Committee on Regional Policy and Regional Planning and the Committee on the Environment, Public Health and Consumer Protection were asked for their opinion on certain of these motions for resolutions.

By letters of 22 March and 17 June respectively the Committee on Regional Policy and Regional Planning and the Committee on Social Affairs and Employment notified the committee that they did not intend to deliver an opinion.

On 14 and 15 June 1983 the Committee on Transport held a public hearing

on this subject and on 11 July 1983 an initial exchange of views on the basis of a questionnaire (PE 82.452).

The motion for a resolution was considered on 22 September 1983 and the report on 23 and 25 January 1984. On the latter occasion the motion for a resolution was unanimously approved.

The following took part in the vote: Mr Seefeld, chairman; Dame Shelagh Roberts and Mr Carossino, vice-chairmen; Mr Baudis, rapporteur; Mr Albers, Mrs von Alemann, Mr Buttafuoco, Mr Klinkenborg, Mr Moreland (deputizing for Mr Moorhouse), Mr Ripa di Meana and Mr Vandewiele.

The report was tabled on 31 January 1984.

The opinions of the Committee on Economic and Monetary Affairs, the Legal Affairs Committee and the Committee on the Environment, Public Health and Consumer Protection are attached to this report.

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A

The Committee on Transport hereby submits to the European Parliament the following motion for a resolution together with explanatory statement

MOTION FOR A RESOLUTION

on the introduction of a programme of Community measures to promote road safety

The European Parliament,

- A. having regard to the motions for resolutions
- by Mr Gendebien on the use of studded tyres and chains (Doc. 1-932/81),
  - by Mr Eisma, Mr Albers and Mr de Goede on the standardization of car bumpers (Doc. 1-941/81),
  - by Mr Moreland on 'space-saver' tyres (Doc. 1-194/82),
  - by Mr Junot on the harmonization of traffic regulations (Doc. 1-611/82),
  - by Mr Albers on a ban on headphones when driving motor vehicles (Doc. 1-1041/82),
  - by Mrs Pruvot and Mr Cecovini on road safety in the EEC (Doc. 1-1296/82),
  - by Mr Howell and others on motor coach transport (Doc. 1-574/83),
  - by Mr Vernimmen and Mrs Van Hemeldonck on place name signs in the language of the country or region in which the place concerned is situated (Doc. 1-1019/83),
  - by Mr Sassano on speed checks on heavy goods vehicles (Doc. 1-1086/83),
- B. having regard to the information obtained during the public hearing held on this subject by the Committee on Transport on 14 and 15 June 1983 and the numerous written contributions made by the relevant and competent organizations,
- C. having regard to its own-initiative reports on the transport of radioactive substances and waste (Doc. 1-355/81) and the transport of dangerous substances (Doc. 1-357/81) and its report on the draft directive on the supervision and control of transfrontier shipment of hazardous wastes within the European Community (Doc. 1-370/83) and the relevant resolutions of 22 January 1982<sup>1</sup> and 8 June 1983<sup>2</sup>,

<sup>1</sup> Seefeld report and Gatto report, OJ No. C 140, 15.2.1982

<sup>2</sup> Van Hemeldonck report, OJ No. C 134, 11.7.1983

- D. having regard to its resolution (Doc. 1-535/83)<sup>1</sup> on compliance with the regulations on rest periods for lorry and coach drivers of 7 July 1983,
- E. having regard to the Communication from the Commission of the European Communities on the guidelines for a Community contribution to improving road safety of 8 February 1971 (COM 237/71),
- F. having regard to the first Council directive of 4 December 1980 on the introduction of a European driving licence<sup>2</sup>,
- G. having regard to the report of the Committee on Transport and the opinions of the Committee on Economic and Monetary Affairs, the Legal Affairs Committee and the Committee on the Environment, Public Health and Consumer Protection (Doc. 1-1355/83).
1. Expresses the gravest concern at the extent of the suffering caused by road accidents and the horrifying frequency with which they occur - more than a million cases of minor injury; more than a million and a half cases of serious injury and some 50,000 deaths on the roads of the Community each year;
  2. Considers it absolutely essential, in view of the human misery and costs to society arising from this situation that maximum efforts must be made at all levels to combat this tragic state of affairs as effectively as possible, and views the implementation of a coherent action programme accompanied by appropriate Community measures not only as a duty but also as an important priority for the Community;
  3. Welcomes the numerous measures which have already been taken to this end at international, national, regional and local level and is firmly convinced that these initiatives have brought about an increase in road safety;
  4. Expresses its appreciation of the many studies and investigations carried out at these levels and also by public and independent organizations and institutions;
  5. Considers that, in view of the gravity and scale of the problem, the efforts made so far have been inadequate and draws attention, in this connection to the fact that most of the organizations concerned lack legislative and administrative powers with the result that numerous useful studies and investigations have not been followed up, while on the other hand the Community does have the legal instruments necessary to this end;

<sup>1</sup>OJ No. L 242, 12.8.1983, p. 60

<sup>2</sup>OJ No. L 375, 31.12.1980, p. 1

6. Notes also with regret that, with a few exceptions, this subject has by no means received the attention it deserves at Community level and that neither the Council nor the Commission have given priority to road safety as such when drawing up provisions on the elimination of technical barriers to the free movement of goods or for the protection of the environment;
7. Calls expressly on the Council, therefore, to adopt a formal decision as quickly as possible, instructing the Commission to draw up practical proposals for legislation with the aim of promoting road safety and to hold an exchange of views on this subject at its next meeting;
8. Urges the Commission to submit the necessary proposals to the Council as quickly as possible, in order that the provisions drawn up by the competent intergovernmental organizations, in particular the United Nations Economic Commission for Europe, the Organization for European Cooperation and Development (OECD), the European Conference of Ministers of Transport (ECMT) and the World Health Organization, can be incorporated into Community law and implemented;
9. Points out, moreover, that many non-governmental organizations and private institutions or associations have also adopted practical recommendations or have carried out thorough studies in this field which the Community could incorporate into its legislation without much difficulty;
10. Considers it essential that the Commission should draw up with due dispatch a multi-annual programme for Community action on road safety allocate the necessary additional staff for this purpose and take as a basis the wishes and recommendations of Parliament as here expressed;
11. Hopes that the Commission will submit without delay constructive proposals on the following subjects:
  - a. as regards the road network and traffic signals:
    - i. uniformity of the main road signs and signals, road markings, warning signs and traffic lights, within the framework of the ECMT,
    - ii. obligatory installation of central crash-barriers on four-lane, dual carriageways,
    - iii. uniform provisions governing traffic on three-lane roads,
    - iv. effective provisions for emergency services and evacuation facilities on motorways (including trans-frontier helicopter rescue services);



b. as regards vehicles:

- i. compulsory standard equipment for all private cars including:
  - laminated glass windscreens,
  - headrests,
  - safety belts for front and rear seats,
  - foglamps,
- ii. two obligatory exterior rear mirrors and side-mounted direction indicators,
- iii. obligatory provision of ABS brakes (antiblocking system) on commercial vehicles (lorries, buses and coaches),
- iv. ban on 'space-saver' tyres in private cars,
- v. harmonization of provisions on the use of studded tyres and snow-chains,
- vi. provisions governing technical testing of all commercial vehicles, secondhand vehicles and cars after a road accident causing substantial damage,
- vii. first-aid kit, fire extinguisher and warning triangle to be carried compulsorily in all vehicles,

c. as regards road users:

- i. compulsory wearing of safety belts on all roads, both rural and urban,
- ii. establishment of a single maximum permissible blood alcohol level of 0.8 per mille for all drivers,
- iii. ban on the use of drugs which have an adverse effect on driving ability,
- iv. compulsory wearing of crash helmets for all users of two-wheeled motorized vehicles,
- v. uniform speed limits for drivers of buses and coaches, lorries and vehicles used for the transport of dangerous goods,
- vi. ban on the use of radio and cassette recorders with headphones by users of two-wheeled motorized vehicles,

12. Demands that the Commission should prepare as quickly as possible appropriate provisions on the following:

a. as regards roads and road signs:

- i. uniform, simple and easily understood traffic signals and direction indicators,
- ii. uniform rules on right of way,
- iii. elimination of accident black spots, steep gradients and sharp bends in the road network,
- iv. improving safety at crossroads,

- v. road lighting,
  - vi. uniform standards for the siting of road signs,
  - vii. elimination of roadside publicity hoardings, trees and vegetation which obstruct drivers' vision,
- b. as regards vehicles:
- i. establishment of minimum standards for:
    - steering, suspension and road-holding of all vehicles,
    - quality and shape of tyres,
    - strength of the passenger compartment, lateral protection, rubber-protected car bumpers and front and rear protective equipment for lorries,
  - ii. optimum lighting and visibility for all vehicles,
  - iii. ABS brakes for all passenger vehicles,
  - iv. obligatory fitting of speed restriction equipment in certain types of vehicles, such as heavy goods vehicles, coaches and vehicles for the transport of dangerous goods,
  - v. frequency and obligatory nature of technical testing by independent bodies of motor vehicles,
  - vi. ban on certain types of vehicle advertising that are incompatible with safe and responsible driving habits,
  - vii. withdrawal from circulation of vehicles with design faults,
- c. as regards road users:
- i. a second directive on the introduction of a genuine European driving licence,
  - ii. insistence on properly qualified drivers for coaches, buses and lorries,
  - iii. revision of legislation relating to drivers hours and tachographs with a particular emphasis on the needs of road safety,
  - iv. improving accommodation facilities for long-distance road hauliers,
  - v. conditions to be satisfied by undertakings obtaining permits for the transport of passengers and goods,
  - vi. a uniform but practicable system of speed limits throughout the Community which relates to the actual traffic situation and is suitably differentiated according to the type of road, the specific category of vehicle and the surroundings (country, built-up areas, conurbations residential districts etc.),
  - vii. protective systems for children in cars,
  - viii. drawing up a list of prohibited tranquillizers and other medicines for persons driving vehicles,

- ix. content of road safety instruction, further training and retraining courses for road users, practical driving proficiency tests, in particular for riders of two-wheeled motorized vehicles,
- x. making cyclists and riders of two-wheeled motorized vehicles more conspicuous,

13. Urges the Commission, finally, to undertake the following in the medium and long-term:

- i. establishment of uniform criteria for drawing up homogeneous, and thus comparable, statistics and information on the real causes of road accidents, in order to gain a better understanding of the problem and thus to be able to combat it more effectively,
- ii. investigation of the feasibility of increasing the spread of the holiday period,
- iii. research into a complete system of electronic aids for drivers, in particular for the automatic detection of dangerous weather conditions and road obstructions,
- iv. interdisciplinary scientific and technological research into new safety equipment on the basis of cost-benefit studies,
- v. opportunities for Community financial support in the field of infrastructure, in particular for the removal of dangerous stretches of road, the construction of ring-roads round large conurbations, etc.,
- vi. investigation of the legal possibilities for the Community to act as a contracting party for the signature of international road safety agreements,
- vii. research into the advantages and disadvantages of the introduction in the Community of a driving licence linked to a central computerized points system.

14. Asks the Commission to finalize and publish the results of its study on the 'safety of car occupants' and to make proposals based on these results as soon as possible;

15. As the delay at borders and at clearing houses only lengthens the working day of the long distance driver and adds to his mental and physical fatigue, believes both Council and Commission should make further efforts to reduce border delays, inter alia in the interest of road safety;

- 16.. Stresses the need for a general policy on road safety but emphasizes that this should not be used as a pretext for omitting to take the necessary practical measures immediately;
17. Attaches great importance, therefore, to the speedy adoption by the Council of a framework decision on the promotion of road safety and at the same time to the submission of proposals by the Commission dealing mainly with the points listed in paragraph 11;
18. Reserves the right, as a matter of course, to consider carefully the Commission's individual proposals in the light of the information obtained during the hearing referred to above;
19. Notes that the Community's objective cannot be to take over responsibility either from the national, regional, or local authorities or from the numerous international and European organizations and interest groups which do useful work in this field, but urges all those concerned to continue their work with the same enthusiasm so as to bring about the optimum division of labour;
20. Feels therefore that it would be desirable to investigate ways and means of improving the exchange of information and consultation between the various organizations and associations so that duplication of work and conflicting measures are avoided and better use can be made of the available resources and funds;
21. Urges the competent authorities in the Member States to monitor carefully the strict observance of those existing national and Community regulations and provisions, such as those on driving and rest periods for the drivers of buses, coaches and lorries, which contribute to greater road safety; to adopt more stringent penalties in the case of serious infringements and to withdraw driving licences in the case of serious traffic offences;
22. Stresses the positive impact that an integrated approach to road safety could make on sectors other than transport, and in particular on public health, the environment, trade, industry and scientific research;
23. Instructs its President to forward this resolution and the accompanying report to the Council and the Commission of the European Communities and to the national parliaments of the Member States.

EXPLANATORY STATEMENTI. INTRODUCTION

1. The Committee on Transport considers the promotion of road safety to be one of the priority objectives of the Community in the transport field. At its very first meeting after direct elections on 7 September 1979, it included road safety in its list of areas for priority action<sup>1</sup>.

2. The Committee on Transport began its work in this area with a detailed study of the problems connected with the transport of radioactive substances and waste and the problems of transporting dangerous substances. These reports, drawn up by Mr Seefeld (Doc. 1-355/81) and Mr Gatto (Doc. 1-357/81) respectively, which were unanimously approved by the committee on 26 June 1981, put forward a number of useful recommendations which are still relevant. This report will therefore not cover the same ground again, but simply refer to these documents and to the relevant resolutions of 22 January 1982<sup>2</sup>. The same applies to the recent report by Mrs Van Hemeldonck (Doc. 1-370/83) on the transfrontier shipment of hazardous wastes within the European Community, containing a resolution adopted on 8 June 1983<sup>3</sup>.

3. Having been consulted on a number of motions for resolutions on specific road safety provisions, the Committee on Transport decided at its meeting of 26 February 1982 to deal with all aspects of the question and not just with the specific problems raised in these motions<sup>4</sup>.

4. It was decided to use the form of a basic report setting out practical proposals for a Community action programme aimed at improving road safety not

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<sup>1</sup> See Notice to Members, No. PE 59.680

<sup>2</sup> OJ No. C 140 of 13.2.1982

<sup>3</sup> OJ No. C 184 of 11.7.1983

<sup>4</sup> The report will naturally refer to these motions for resolutions as well as to those which have been tabled recently. See also Annexes I to XI.

only because of the seriousness and complexity of the issues involved, but also because there has effectively been no follow-up to the report on this subject produced by the Commission in 1971, of which many points are clearly no longer relevant<sup>1</sup>.

Your rapporteur wishes to point out in passing that although it is really the responsibility of the Commission and not Parliament to draw up such a report, precisely because of the seriousness and scale of the problem the Committee on Transport has nevertheless decided to address the problem itself in the hope that it will eventually receive the attention it deserves at Community level.

5. In order to understand as fully as possible the true causes of accidents and to be able to recommend the most effective Community measures, the Committee on Transport also decided to hold a public hearing, for which your rapporteur drew up a fairly detailed questionnaire (PE 82.452).

Representatives of the international and European organizations most directly concerned attended this hearing, which was held on 14 and 15 June 1983 in Brussels<sup>2</sup> and/or sent written replies to the questionnaire.<sup>3</sup> Other bodies and associations sent your rapporteur numerous documents which were most useful to him in drawing up his report and for which he is most grateful.

6. As a last point in this introductory section, your rapporteur wishes to stress that it is naturally impossible to deal in depth with every aspect of this particularly wide-ranging problem of road safety in his report. His main aim in this explanatory statement is to clarify the priority programme of Community measures while acknowledging the obvious facts that there are certain measures which cannot or should not be taken at Community level and that ultimately each road user must assume responsibility for his/her actions.

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<sup>1</sup>The Communication from the Commission to the Council of 8.2.1971 on the main lines of a Community contribution to improving road safety (COM 237/71) is also referred to in this report

<sup>2</sup>Annex VIII contains a list of the participants at the public hearing

<sup>3</sup>Annex IX contains a list of the replies and documents received

## II. THE NEED FOR A COMMUNITY PROGRAMME OF ACTION TO PROMOTE ROAD SAFETY

7. The Committee on Transport is firmly convinced that the issue of road safety must be tackled at Community level, for two principal reasons: the seriousness and scale of the problem on the one hand and the Community's legislative powers and scope for coordinating and harmonizing measures on the other.

### A. The seriousness and scale of the road safety problem

8. The first paragraph of the resolution illustrates the seriousness and scale of traffic accidents in a few figures: more than a million accidents in which road users are injured, more than a million and a half cases of injury and nearly 50,000 deaths every year.

Although these figures speak for themselves, your rapporteur would like to make the following comments:

- (i) these figures are so overwhelming that it is difficult to appreciate the real extent of the human suffering caused by such a large number of accidents every day;
- (ii) all kinds of statistics and figures can be produced to illustrate this distressing situation, such as the likelihood of a fatal accident, the number of accidents per hour and so on, but these have been left out so as not to sensationalize the issue;
- (iii) unfortunately there are no comparable statistics<sup>1</sup> for the number, causes and, especially, the consequences of traffic accidents on the Community's roads;
- (iv) the figures below have been taken from the most recent statistical year-book (on transport) of the European Community and only go as far as 1981.

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<sup>1</sup>For instance, a person injured in a traffic accident who dies within thirty days is not always classified as killed in a road accident but as injured, consequently, statistics should be interpreted with a certain amount of circumspection. Similarly, there are no exact or reliable statistics on the astronomical cost of damage and compensation resulting from traffic accidents.

## 9. Summary of traffic accidents in the Community

### 1) Number of accidents involving physical injury

	<u>1965</u>	<u>1970</u>	<u>1975</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>
Belgium	73,277	76,968	60,376	63,814	60,212	60,758	59,024
Denmark	19,932	19,762	15,929	15,705	13,467	12,334	11,257
Germany	316,361	377,610	337,732	380,352	367,500	379,235	362,617
Greece	14,093	18,289	15,895	17,449	18,553	18,233	19,841
France	210,754	288,050	251,192	238,815	242,975	241,049	239,734
Ireland	4,076	6,405	4,914	6,143	5,694	5,683	5,591
Italy	166,093	173,132	168,383	152,953	162,199	163,770	165,721
Luxembourg	1,747	1,607	1,866	1,564	1,565	1,577	1,487
Netherlands	54,896	58,883	52,365	53,547	48,832	49,396	46,656
United Kingdom	304,216	272,765	251,168	270,242	260,355	257,300	253,521
<b>TOTAL</b>	<b>1,165,445</b>	<b>1,293,491</b>	<b>1,159,820</b>	<b>1,200,584</b>	<b>1,181,352</b>	<b>1,189,335</b>	<b>1,665,449</b>

### 2) Number of injured

Belgium	99,394	106,233	82,132	87,274	81,779	82,304	79,588
Denmark	25,067	25,448	20,100	19,517	16,487	15,061	13,649
Germany	433,490	531,795	457,797	508,644	486,441	500,463	475,944
Greece	19,075	24,788	22,241	24,159	25,893	25,443	27,707
France	290,256	321,556	345,726	327,740	335,904	333,593	334,289
Ireland	5,311	9,269	7,198	9,313	8,250	8,504	8,283
Italy	217,533	228,236	229,898	207,556	221,574	222,873	225,242
Luxembourg	2,594	2,367	2,759	2,173	2,286	2,283	2,141
Netherlands	61,887	68,225	59,979	62,130	56,619	56,623	53,505
United Kingdom	396,740	363,711	325,924	351,044	335,789	327,814	326,551
<b>TOTAL</b>	<b>1,549,500</b>	<b>1,679,500</b>	<b>1,551,800</b>	<b>1,597,900</b>	<b>1,569,200</b>	<b>1,573,100</b>	<b>1,545,000</b>

### 3) Number of fatalities

Belgium	1,392	1,544	2,346	2,589	2,326	2,396	2,216
Denmark	1,010	1,208	827	849	730	690	662
Germany	15,753	19,193	14,870	14,662	13,222	13,041	11,674
Greece	760	931	1,060	1,173	1,257	1,225	1,354
France	12,150	15,034	12,996	11,957	12,197	12,384	12,428
Ireland	356	540	586	628	614	564	572
Italy	8,990	10,208	9,511	7,965	8,318	8,537	8,072
Luxembourg	83	132	124	102	90	98	100
Netherlands	2,479	3,181	2,321	2,294	1,977	1,997	1,807
United Kingdom	8,143	7,771	6,679	7,119	6,645	6,182	6,069
<b>TOTAL</b>	<b>53,000</b>	<b>62,000</b>	<b>53,300</b>	<b>51,100</b>	<b>49,200</b>	<b>49,000</b>	<b>46,800</b>



10. These tables show that the number of accidents, injuries and deaths on the roads has declined in recent years despite an appreciable increase in the number of vehicles in the Community.

11. This trend proves therefore that it is possible to achieve positive results in practice by appropriate measures and efforts aimed at improving road safety.

12. Furthermore, the Committee on Transport is firmly convinced that a purposeful Community approach can help to reduce further the number of accidents in which individuals are injured or killed.

#### B. Scope for a Community contribution

13. While the improvement in road safety has been achieved largely thanks to the numerous measures taken by the national, regional and local authorities concerned, it is an unfortunate fact that a number of international organizations and public and independent bodies or associations and even private individuals have carried out studies or drawn up proposals which have not been acted on, because the bodies concerned lack the necessary legislative or executive powers.

14. The Commission, on the other hand, has the necessary legal powers for taking such action and can give the necessary legal force to individual proposals and recommendations on the basis of regulations, directives and decisions.

15. So far the European Community, with certain exceptions, has achieved precious little in the road safety field.

The introduction of the compulsory roadworthiness tests for commercial vehicles in 1977 and the first Council Directive of 4 December 1980 on the introduction of a European driving licence are naturally to be welcomed, but they are not enough to bring about a significant improvement in road safety.

16. The same applies to the forty or so Community directives which have been adopted in the field of harmonization of technical standards for vehicles and which concentrate on the free movement of goods or the removal of technical barriers to trade within the Community and not primarily on road safety, although

certain directives have undoubtedly contributed to it. One example is the directive on the fitting of safety belts in motor vehicles.

17. Consequently, the Committee on Transport hopes that:

- (a) the Commission will submit to the Council as soon as possible a multi-annual programme of Community measures aimed at improving road safety;
- (b) the Commission, in so doing, will also take account of the specific proposals and recommendations set out in this report;
- (c) in the meantime, concrete proposals can be drawn up on certain specific points, which can be studied in depth by other organizations;
- (d) the Council will discuss this subject at its next meeting and formally instruct the Commission to draw up the above-mentioned multi-annual programme, possibly on the basis of a framework decision.

18. With regard to the third point (c), your rapporteur would like to draw attention in particular to the work of the United Nations Economic Commission for Europe, the Organization for European Cooperation and Development, the European Conference of Ministers of Transport (ECMT) and the World Health Organization.

Such is the calibre of the studies carried out by these organizations and the soundness of their recommendations that they can be translated relatively quickly into concrete proposals for Community law, without having to wait for the approval of the multi-annual programme mentioned above.

19. Furthermore, the Committee on Transport considers that a broad-based approach to the issue of road safety is highly desirable, in order to be able to pursue a coherent policy and avoid possible adverse effects on other policy areas.

However, a broad-based approach must not become an excuse for linking the different aspects of this complex problem to the point where the submission of proposals for concrete action and measures is unnecessarily delayed.

20. The Committee on Transport fully appreciates that meeting its wishes would represent an appreciable additional workload for the Commission, but considers that the priority nature of the problem of road safety justifies a restructuring or possibly, an expansion of the Commission departments concerned.

21. A number of organizations and bodies are particularly active in the field or promoting road safety, but often their work and efforts are hampered by a lack of mutual information and consultation.

The Committee on Transport believes that the relevant departments of the Commission could also be instrumental in this area by ensuring a smoother flow of data and information and, possibly, by coordinating work. It calls on the Commission to study how this can be done in practice to avoid unnecessary work, duplication of effort and, above all, the adoption of differing measures. Also, the funding available for research and development in this sector which is generally too little, could thus be used more effectively.

22. Your rapporteur would like to make it quite clear that he is not calling for the Community to take over the responsibilities of the existing bodies. He is merely seeking to ensure an optimum division of labour and to exploit constructive contributions by having them incorporated into Community legislation. Furthermore, the rapporteur urges all organizations and institutions concerned to keep up their efforts and to inform the Commission of the results of their work.

23. Both in their answers to the rapporteur's questionnaire and at the public hearing, the representatives of the organizations most concerned expressed a clear desire for the implementation of the Community policy on road safety.

Some experts referred in particular to the Community's power to adopt mandatory provisions, while other experts laid more emphasis on the need for harmonization and standardization of provisions, which should apply throughout the European Community.

24. Opinions on the precise content of the Community measures required naturally differ. Your rapporteur has therefore endeavoured to examine carefully all the suggestions made with a view to singling out those recommendations which are most appropriate for Community provisions and to allocate them a level of priority.

**III. RECOMMENDATIONS FOR PROMOTING ROAD SAFETY AND THE INTRODUCTION OF A MULTI-ANNUAL COMMUNITY ROAD SAFETY PROGRAMME**

25. Paragraphs 11, 12 and 13 of the resolution put forward specific and concrete proposals for promoting the safety of road traffic.

26. The measures proposed are sub-divided into three phases, namely:

- in paragraph 11: measures which in the opinion of your rapporteur deserve absolute priority and therefore must be made the subject of formal proposals for Community legislation without delay;
- in paragraph 12: measures which must be examined by the Commission with a view to submitting the necessary proposals for regulations or directives to the Council as soon as possible;
- in paragraph 13: proposals for Community action, the implications and details of which still need to be studied in depth beforehand and which can therefore be implemented in the form of Community rules only in the medium or long-term.

27. By its very nature, this parliamentary report cannot attempt to explain in full all the measures summarized in these paragraphs. To do so would make the report unwieldy and, in view of the wealth of material, unnecessarily long. Furthermore, many aspects are highly technical and it will be necessary to draw from and, in particular cases, refer expressly to the findings of studies and analyses carried out by competent experts.

28. Your rapporteur therefore prefers in this explanatory statement to describe first of all the main lines of a Community policy in this field and secondly to explain why, in his view, a particular measure or regulation can contribute through appropriate Community legislation to a genuine improvement in traffic safety on our roads.

29. It goes without saying that the Committee on Transport will subject the content and scope of the draft regulations or draft directives submitted by the Commission to implement the measures proposed in this report to critical study in the light of information provided by the experts.

30. This chapter deals in turn with proposals on road networks and traffic signals, the manufacture and fitting-out of motor vehicles and road users.

31. Opinions are divided as to the relative significance of these factors as a cause of road accidents. The answers by the experts to your rapporteur's question concerning the percentage of traffic accidents respectively due to infrastructure, vehicles and road users differed widely. Admittedly, it is particularly difficult in many cases to identify the actual cause of an accident because most accidents are the result of a combination of circumstances, where it is not always possible to determine whether the driver's actions, the state of the vehicle or the road conditions were the decisive factor.

A study conducted in the United Kingdom on this subject reached the following conclusions:

- 28% of traffic accidents are due to infrastructure,
- 95% to road users and
- 8.5% to vehicle defects.

It was apparent at the hearing that not all experts subscribe to the conclusions of this survey and that there are differences of view on this subject.

32. Hence, while it is not possible to give accurate figures on the causes of accidents, it is clear that the majority of accidents are due to human error, followed by transport infrastructure and vehicle condition respectively.

Nevertheless, it is worth examining the question of the real causes more closely, so that efforts to further improve the existing situation can be directed to where they are most useful.

A. Measures relating to road networks and traffic signals

33. Generally speaking there are less road accidents on motorways<sup>1</sup>. The expansion of the motorway network and improvements to other roads in the Community in recent years have undoubtedly contributed significantly to the flattening of

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<sup>1</sup> At the hearing the representative of the FISP, Colonel Warichet, quoted the example of a dual carriageway road which had been replaced by a motorway and where accidents had fallen by one-third over a five-year period.

the curve of the number of traffic accidents per year in relation to the increase in the number of vehicles and kilometres travelled.

However, far too many accidents are still directly or indirectly caused by the faulty condition of roads or inadequate road signs.

34. The construction and maintenance of roads fall by and large under the responsibility of the national, regional and local authorities.

Consequently, the Committee on Transport appeals to the bodies involved to pay more attention than in the past to road safety when building new roads. This applies particularly to lane markings, the camber and profile of the road, the quality and grip of the road surface, and the constant maintenance of the roads for which they are responsible.

35. The Community has a contribution to make in the infrastructure field by granting financial aid for certain projects of Community interest, as it has already done in the past, notably in the case of the Eidomeni-Volos motorway in Greece.

The Community's role in the creation of an integrated road network through the building of new roads and the removal of bottlenecks in the existing road network has already been extensively discussed in numerous reports and resolutions adopted by Parliament and the question of financing is raised every year in the framework of the budgetary procedure<sup>1</sup>.

Your rapporteur can therefore confine himself here to urging the Commission to pay more attention to safety aspects when selecting the transport infrastructure projects eligible for Community financial aid. Granting financial aid for the construction of ring roads around cities or heavily built-up areas in less-favoured regions, for instance, would undeniably have a beneficial effect on road safety.

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<sup>1</sup> See inter alia the reports by Mr Klinkenborg (Doc. 1-601/80), Mr Moorhouse (Doc. 1-214/82), Dame Shelagh Roberts (Doc. 1-651/82), Mr Martin (Doc. 1-85/83) and Mr Baudis (Doc. 1-979/83)

Most experts regret that only a fraction of the revenue from the transport sector is allocated by the competent authorities to improving infrastructure.

36. However, it is above all in the field of safety provisions and road signs that the Community urgently needs to shoulder its responsibilities.

37. Firstly, road signals, road markings and warning signs must be standardized at Community level. The considerable differences which still exist in the various Member States merely confuse car drivers and other road users and therefore cause accidents. Mr Seefeld has made the point that nowadays people travelling through the Community need to carry a catalogue to know which road signs in another Member State correspond to those in their own. It should not be forgotten either that the territory of certain Community countries is relatively small.

Although commendable efforts have already been made in this area, particularly concerning the implementation of the Vienna Convention of 1968 and in the framework of the OECD and ECMT, the Committee on Transport considers such efforts altogether inadequate. This view was shared in fact by a large number of experts and representatives of organizations and interest groups concerned, who believe that existing road signs are not properly suited to the current traffic situation. In his opinion on behalf of the Legal Affairs Committee, Mr Turner endorses this view and adds that there is a legal justification for such harmonization, namely the need to guarantee the safety of road users coming from another Member State. Mr Junot, too, in his resolution (Annex IV, paragraph 1) requests the Commission, with a view to improving road safety, to draw up proposals for uniform road signs and an improvement in the quality of road infrastructures 'as a basic safety element'.

38. Hence, there is clearly a case for action by the European Community in the field of accident prevention. The Committee on Transport therefore calls on the Commission to bring forward proposals without delay aimed at standardizing the principal road signs.

At a later stage, but preferably as soon as possible, the remaining road signs could be tackled, with a view to introducing identical signs which can be easily understood by everyone. The PRI (International Road Safety) has also rightly recommended limiting the number of road signs to the absolute minimum to avoid causing unnecessary confusion: this would entail removing obsolete road signs

(e.g. national road signs indicating priority) and locating signs giving information only at junctions. In this way the car driver can obtain the most important information at a glance<sup>1</sup>.

Efforts must also be made towards greater uniformity as regards the type and model of illuminated traffic signs indicating dangerous bends, gradients, obstacles and so on.

39. The question of where to locate certain traffic signals and road signs should also be studied in more detail in relation to road users, with a view to greater uniformity<sup>2</sup>.

40. The absence of crash barriers on the central reservations of motorways and dual carriageway roads leads all too often to head-on collisions, with serious consequences. Given that it is precisely in the lanes on either side of the central reservation that vehicles overtake and travel fastest and also that there are often obstacles such as lamp standards on the central reservation, the Committee on Transport urges the Commission to make crash barriers compulsory on roads of this type<sup>3</sup>.

41. It became apparent at the hearing that three-lane roads are the most dangerous, because they account for the majority of head-on collisions. It is therefore desirable to introduce clear and uniform provisions at Community level.

42. Although there are less accidents per kilometre on motorways than on two- or three-lane roads, accidents on motorways frequently have more dramatic, not to say spectacular, consequences such as multi-vehicle pile-ups. In order to give first aid as speedily as possible and to get the seriously injured to hospital, emergency telephones should be installed at regular intervals on

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<sup>1</sup> See in this connection the motion for a resolution by Mr Vernimmen and Mrs Van Hemeldonck on place name signs in the language of the country or region in which the place concerned is situated (Doc. 1-1019/83 - see Annex VIII). An oral amendment to this document tabled by Mr Bernard on 25 January 1984 was not adopted by the Committee on Transport.

<sup>2</sup> In a written question to the Commission (No. 2036/82) Mr Costanzo advocates a system of overhead road signs which are easily visible to drivers on all lanes, OJ No. C 129 of 16.5.1983, p. 19

<sup>3</sup> See also in this connection the Written Question No. 748/81 by Mr Damseaux to the Commission, OJ No. C 267 of 19.10.1981, p. 59



motorways (which should also be accessible to disabled people and invalids) so that first aid services and police can reach the scene of the accident rapidly to give the necessary assistance and to minimize the consequences of an accident<sup>1</sup>. It is also important that there should be an adequate infrastructure for this purpose which is unfortunately not the case on many motorways. The IRU (International Road Transport Union), for instance, objects to narrower motorways ('economy' motorways) where the lanes are so narrow that they constitute a danger to road users<sup>2</sup>. Furthermore, minimum standards should be devised with regard to the frequency and surface area of lay-bys and rest areas along the main traffic routes and the use of rescue helicopters (as in the Federal Republic of Germany) should be considered.

43. The differences in the rules on priority in force in the various Member States entail risk for road users. The Committee on Transport considers it necessary to investigate whether in certain cases traffic lights should be replaced by traffic islands, with priority being given to the vehicle on the island. In fact, a measure of this kind was enacted on 9 September 1983 in France. Another advantage of this system is the smoother flow of traffic, which in turn leads to energy savings.

Given that such a system promotes road safety, as statistics from the United Kingdom and a number of experiments, for instance at Quimper in France, demonstrate, the feasibility of generalizing this system should be studied and, if necessary, proposals put forward. Automobile clubs and insurance companies favour the island system based on the British model.

For the sake of better driver visibility, of avoiding congestion at intersections (where approximately 43% of accidents occur) and of the resultant energy savings, a number of members and experts favour the introduction on the continent of a system of priority to the left. Since this would involve considerable changes in driving habits, with all that this entails during the transitional phase, it is important first to weigh up the pros and cons of this arrangement<sup>3</sup>.

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<sup>1</sup> In an oral question to the Commission Mrs Lentz-Cornette advocated the introduction of a single European emergency telephone number. The Commission rejected this idea, an action which the Committee on Transport considers unacceptable. See Debates of the European Parliament of 18.11.1981, page 206.

<sup>2</sup> See the IRU's reply to the questionnaire, PE 84.687, page 2.

<sup>3</sup> Insurance companies have calculated that the number of accidents could fall by 10% as a result.

The Committee on Transport calls on the Commission to study this matter as soon as possible and to formulate proposals for more uniform rules on priority in the Community.

44. The Committee on Transport agrees with the Legal Affairs Committee that from the point of view of road safety and, among other things, because of the enormous expense, it would not be necessary to make it obligatory in the United Kingdom and Ireland to drive on the right.

45. On the question of whether a list of the most dangerous spots on main roads should be compiled for the Community as a whole, your rapporteur has received conflicting replies. Some experts feel that a list is necessary, others consider that measures taken by the national, regional or local authorities on a case-by-case basis are sufficient.

Consequently, your rapporteur calls on:

- (i) the national, regional or local authorities to continue their efforts to eliminate accident black-spots<sup>1</sup> and to give such action the necessary priority;
- (ii) the Commission to draw up a list of places on the major trunk roads (bends, gradients, junctions etc.) which are characterized by frequent accidents; and
- (iii) the Commission, should the authorities concerned be seen to take no action, to submit appropriate recommendations to the authorities concerned so that the necessary improvements can be made.

46. A number of experts urged that cycle tracks be provided, as in Denmark and the Netherlands, or believed that there was a case for segregating different categories of road users (motor vehicles, two-wheelers, pedestrians) by providing the necessary infrastructure. This is another question which merits closer study in view of the accident statistics, although the Community is possibly not the most appropriate forum.

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<sup>1</sup>For instance, France recently spent FF 150 million on eliminating dangerous spots in the road network.

47. On the question of road safety at night, the OECD has produced a report which concludes that, although traffic is considerably lighter, between 35 and 50% of fatal accidents occur at night.

There is no doubt that proper lighting of roads, intersections, junctions, dangerous bends and gradients, pedestrian crossings and so on could help to reduce the number of serious accidents in the evening and at night<sup>1</sup>.

The current situation in this area differs considerably from one Member State to another. In Belgium, for instance, motorways are lit at night, whereas in other countries lighting is kept to a strict minimum and often leaves much to be desired.

The Committee on Transport therefore believes that the Commission, drawing on existing studies by the ECMT and the OECD, should address the problem of road lighting and submit suitable proposals as soon as possible.

Of course the lighting of roads is expensive; but costs should not be allowed to stand in the way of major improvements in road safety. Your rapporteur feels that the national authorities must accept the need to make efforts in this area in order to save lives, by allocating a greater share of the revenue from road transport (e.g. road tax) to the provision of more suitable lighting.

48. The Committee on Transport attaches great importance to Community provisions banning or removing obstacles along the roadside, such as trees, vegetation and publicity hoardings on motorways, which impede drivers' vision or distract their attention.

49. An important factor in promoting road safety is the provision of information to drivers about dangerous traffic situations or weather conditions (fog, ice, aquaplaning, snow, strong cross-winds and so on) and the automatic detection of such phenomena.

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<sup>1</sup>In a written question to the Commission, Mr Damseaux points out that experts have concluded that adequate lighting of motorways can reduce the number of night traffic accidents by about 30% (See OJ No. C 156 of 25.6.1980, page 56).

The system of regular radio bulletins giving details of road conditions, as in the Federal Republic of Germany, is a step in the right direction and deserves to be pursued.

The Committee on Transport welcomes the fact that the Commission has initiated a wide-ranging study of electronic aids for detecting dangerous traffic situations and broadcasting information to drivers, which culminated in the excellent Euro-COST-30 report of 1981. It is also glad that the feasibility of an automatic traffic guidance system for trunk roads is now being tested in the Netherlands on A13 motorway between The Hague and Rotterdam and hopes that this demonstration project will produce positive results.

Trials have also been held in the Federal Republic of Germany with the aid of inboard computers which detect dangerous road conditions and recommend alternative routes and optimum speeds.

There is resistance to the generalized use of such electronic aids because of the cost involved in providing the necessary infrastructure. Nevertheless, the Committee on Transport believes that further research in this area should be encouraged and calls on the Commission to take the necessary steps to avoid at all costs the introduction of mutually incompatible electronic traffic systems in the Community.

The substantial improvement in road safety which the introduction of an automatic traffic guidance system can scarcely be overestimated, although naturally such a system will not be implemented overnight.

50. To conclude this chapter it should be said that the Members of the European Parliament and the experts concerned attach a great deal of importance to a far-reaching standardization and harmonization of traffic signs, signals and technical aids. For the sake of safe transfrontier traffic within the Community, top priority must be given to attaining these objectives at Community level.

#### B. Measures relating to the construction and equipment of vehicles

51. Statistically speaking, only a very small proportion of accidents are due to mechanical faults or defective vehicles alone. This low percentage is due to:

- (a) the efforts by vehicle manufacturers in the field of technological research and development,
- (b) work done by international organizations, such as the United Nations Economic Commission for Europe and
- (c) the relevant Community legislation already in force.

52. A great deal remains to be done; nevertheless, with regard to the design, construction and equipment of motor vehicles to promote road safety, both in terms of preventing accidents and limiting their consequences.

To this end the resolution proposes a number of specific measures, the most important and controversial of which are outlined briefly in the following paragraphs. First of all, however, a number of general points should be made.

53. The car market, as we know, is characterized by extremely fierce competition, with the result that vehicle manufacturers are often reluctant to equip their vehicles with technical aids to increase road safety because of the higher cost which this involves.

Consequently, many such safety features, if they are not required by law are not included in the standard car equipment. These features are sometimes included on more expensive models however, or can be obtained by paying a frequently heavy supplement. The Committee on Transport considers this unacceptable in certain cases, both for safety and social reasons, and therefore considers it urgently necessary that the Community should adopt legal provisions governing the fitting of certain safety devices on all vehicles.

At the same time this would ensure that the research carried out by car manufacturers, but not implemented in practice for fear of a deterioration in their competitive position in the car market, is put to better use.

54. The example of laminated windscreens is a case in point. At the end of 1972<sup>1</sup> the Commission submitted a draft directive on safety glass intended for

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<sup>1</sup>OJ No. C 119 of 16.11.1972, p. 21

use in motor vehicles in which laminated glass was preferred to toughened glass on the basis of safety considerations. In its opinion on this subject<sup>1</sup> Parliament not only approved the proposal but also called for this directive to be put into force earlier than proposed, namely in 1974. When it became apparent after two years that the Council had not even discussed this matter, Mr Seefeld wrote to all the major European car and glass manufacturers and, on the basis of the replies he received, drew up an own-initiative report which was approved on 15 January 1976<sup>2</sup>.

The conclusions of this study were as follows:

- (a) laminated glass is indeed preferable for safety reasons;
- (b) only the more expensive makes of car were fitted with laminated wind-screens;
- (c) the production costs involved in a radical change-over from toughened to laminated windscreens would not be much higher;
- (d) certain car manufacturers were not prepared to change unless their competitors did the same and
- (e) several manufacturers favoured the compulsory fitting of laminated wind-screens throughout the Community.

Despite a further formal appeal by Mr Seefeld to the Council<sup>3</sup>, the Council has still not taken any action on the 1982 proposal. This example typifies the lack of willingness by the Council to take decisions and the need for Community provisions to avoid distortion of the conditions of competition.

55. In application of the Convention of 1958 on road safety, the United Nations Economic Commission for Europe has adopted some fifty regulations concerning the type approval and mutual recognition of motor vehicle equipment and parts. Most of these have been incorporated in Community directives.

56. The subjects covered by the Community directives include fuel tanks, steering systems, rear protective equipment, doors, brakes, horns, projecting

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<sup>1</sup> Report by Mr Bermani, Doc. 13/73

<sup>2</sup> Report by Mr Seefeld, Doc. 397/75

<sup>3</sup> See Written Question No. 904/79, OJ No. C 322 of 24.12.1979, p.38

parts, fitting of safety belts, installation of lights, (head-lights, front and rearside-lights, brake lights, parking lights and fog lights), reflectors, designing the passenger compartment to protect drivers in the case of accidents, strengthening and anchoring seats, reversing equipment, speedometers, indicators, driver visibility, windscreen wipers and windscreen washers, protection of steering columns and headrests.

57. When considering this long and, yet, incomplete list of current Community provisions, and without wishing to detract from the value of these Community achievements, it should be remembered nevertheless that:

- these are directives and not regulations; consequently differences in the practical implementation of Community provisions in the various Member States remain;
- in most cases the harmonization sought is optional, in spite of the fact that the committee responsible for transport has consistently and precisely for reasons of safety advocated 'compulsory' harmonization of these standards at Community level;
- a number of directives apply only to certain categories of vehicles (commercial vehicles);
- many directives have not kept pace with the rapid technological progress in this sector<sup>1</sup>;
- some directives no longer meet the requirements resulting from the particularly rapid growth in road traffic in recent years.

58. Apart from the necessary adjustments and improvements in existing Community legislation, the Committee on Transport trusts that the necessary steps will be taken at Community level without further delay to introduce compulsory and uniform rules on the safety equipment listed below.

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<sup>1</sup> Fortunately there are some exceptions, such as the directive of 2 April 1982 adapting the directive of 1975 on anchorage points for safety belts to technical progress

(i) Head restraints

59. The manufacture and fitting of head restraints are governed by uniform provisions in the Community laid down in a directive of 1978<sup>1</sup>. As Mrs Schleicher rightly stressed in a written question to the Commission, headrests are undoubtedly an extremely important safety feature<sup>2</sup>. Drivers and passengers of vehicles often suffer very serious or even fatal neck injuries as a result of the whip-lash effect in the case of rear-end collisions even at relatively low speeds. Consequently, the anchoring of head restraints is extremely important. The results of the hearing showed that Mrs Schleicher was correct in saying that at present something like half of the head restraints are not safe enough. Her request for a review of existing Community rules was rejected by the Commission which explained in its reply to the above question that the Community had decided not to introduce mandatory provisions on the fitting of head restraints because the cost/benefit analysis did not provide sufficient justification for doing so<sup>2</sup>.

The Committee on Transport considers this statement unacceptable and calls on the Commission to submit early proposals amending the directive concerned and to draw up more stringent rules on the fitting of head restraints on the front and rear seats of passenger vehicles.

(ii) Safety belts

60. Many experts consider safety belts to be the most effective means of preventing serious physical injury in the case of accidents. The experience gained in countries where the wearing of safety belts has been compulsory for a long time (e.g. Australia, the United States, Sweden) corroborates this view.

Your committee therefore welcomes the fact that as long ago as 18 December 1975 a directive was adopted on anchorages for safety belts<sup>3</sup> and has been subsequently revised several times to improve its effectiveness.

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<sup>1</sup> Directive 78/932, OJ No. L 325 of 20.11.1978

<sup>2</sup> Written Question No. 417/82, OJ No. C 188 of 27.7.1982, p. 23

<sup>3</sup> Directive 76/115, OJ No. L 24 of 30.1.1976, p. 6



Unfortunately, the wearing of safety belts is still not compulsory in Italy and the rules governing the enforcement of compulsory safety belts in the Member States of the Community are not uniform<sup>1</sup>.

The Committee on Transport therefore advocates the early introduction of uniform and binding Community rules in the fitting and wearing of safety belts in all vehicles. Similarly safety belts should also be fitted on the rear seats of passenger vehicles. In 1978, the ECMT recommended that the compulsory wearing of safety belts should be extended to rear passengers. A regulation to this effect is therefore urgently needed.

(iii) Laminated glass windscreens

61. As already indicated in paragraph 54 the European Parliament has been calling for years for the compulsory fitting of windscreens made of high penetration resistant (HPR) laminated glass.

In its proposal of 1972 on this subject the Commission set out the principal advantages of this type of glass compared to toughened glass, namely

- if a laminated glass windscreen is smashed by an object, the driver is still able to see, thus avoiding the risk of losing control of the vehicle.
- injuries to drivers and passengers, (particularly to the head and face) are less serious,
- the risk of eye injury is considerably smaller.

62. In order for these latter two advantages to apply, however, drivers and passengers must be wearing safety belts; if not, the higher resistance of laminated glass may even result in more serious head injuries or more fatal consequences in the case of head-on collisions.

63. In the question by Mr Seefeld to the Council<sup>2</sup>, to which reference has already been made, the Council states that the superiority of laminated glass

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<sup>1</sup> Written Question by Mr Seefeld and the corresponding answer by the Commission  
- OJ No. C 177 of 4.7.1983, p. 11

<sup>2</sup> OJ No. C 322 of 24.12.1979, p. 38

is challenged in certain Member States. Your rapporteur presumes that this refers primarily to the United Kingdom where a study came to the astonishing conclusion that the advantages of laminated glass did not outweigh its cost. For the reasons outlined in the previous paragraph the Committee on Transport disagrees and calls on the Commission and the Council to take the necessary steps to make it compulsory to fit all vehicles with windscreens of laminated HPR glass.

(iv) Fog Lights

64. The Committee on Transport takes the view that front and rear fog lights should be part of the standard equipment of all motor vehicles. Uniform and mandatory Community rules governing the use of such lights must be drawn up as speedily as possible.

(v) Rear-view mirrors

65. All 4-wheeled motor vehicles in the Community must be fitted as soon as possible with both left and right rear view mirrors. The presence of wing mirrors on the left and right hand sides of such vehicles provide the driver with a wider field of vision, which should help to avoid accidents, particularly on motorways with more than two lanes on each carriageway, on entrances and exits to motorways and in urban traffic (cyclists).

To this end the provisions of the Council Directive of 1.3.1971 concerning rear-view mirrors<sup>1</sup> should be implemented as a matter of urgency and be made compulsory.

66. The Committee on Transport requests the Commission to study the invention by Mr Otter concerning the fitting of rear-view mirrors with green flashing lights on the front side which operate when the vehicle brakes at less than 40 km/hour and which, by providing other drivers and pedestrians with additional information, increase road safety and to bring forward appropriate proposals.

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<sup>1</sup> OJ No. L 68 of 22.3.1971, page 1

(vi) Indicators

67. In view of the large number of accidents occurring at intersections, your rapporteur considers it in the interest of all road users that all four-wheeled vehicles should be fitted with side-mounted indicators.

(vii) Brakes

68. Most drivers, when encountering a sudden hazard, instinctively brake. If this happens on wet or slippery road surfaces the wheels lock, control of the vehicle is lost and a traffic accident is caused. Certain commercial vehicles and more expensive cars are already fitted with a graduated anti-locking system which, with the aid of sensors and a computer, ensures optimum braking, without the vehicle becoming uncontrollable.

Car manufacturers have reservations about the compulsory introduction of anti-locking systems, for reasons of cost and the attendant repercussions on their competitive position.

The Committee on Transport believes that these arguments are outweighed by the advantages of such a system and considers that coaches, buses, heavy goods vehicles and vehicles transporting dangerous substances should be fitted as soon as possible with anti-locking brakes; in a second phase this requirement should be extended to all four-wheeled vehicles. This is an aspect to which it attaches considerable importance

(viii) 'Space-saver' tyres

69. In his resolution (Doc. 1-194/82)<sup>1</sup> Mr Moreland expressed the view that car manufacturers should not fit space-saver spare tyres as standard. Mr Carossino, on behalf of the Committee on Economic and Monetary Affairs which had been asked for an opinion on this subject, produced an excellent and closely argued opinion in which he concluded that 'space-savers' do not constitute an obstacle to the intra-Community car market and that the experience acquired to date suggests that they do not give rise to any particular safety problems provided they are used according to instructions.

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<sup>1</sup> See Annex III

The Committee on Transport considers that the danger lies precisely in the fact that these instructions (minimum distance and speed, for instance) will not be observed and that the generalization of this type of spare tyre may constitute a new source of road accidents. Since the advantages (space saving, less weight and lower energy consumption) are of only marginal significance, the committee calls on the Commission to formally ban spare tyres which do not comply with normal tyre dimensions in the Community.

(ix) Studded tyres and snow chains

70. On the question of uniform provisions governing the use of studded tyres and snow chains, the Committee on Transport is in full agreement with the views expressed by Mr Gendebien in his motion for a resolution (Doc. 1-932/81) and endorses the arguments he puts forward (see Annex I).

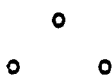
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71. As regards the technical safety devices for motor vehicles which must be made subject to statutory Community provisions without delay, the above list of nine specific proposals is inevitably incomplete. Your rapporteur would like to add the following remarks.

72. In selecting the technical safety devices which need to be fitted to motor vehicles as a matter of urgency, two aspects were taken into account: first, the likely effect of such measures and, secondly, the scope for implementing Community legislation as rapidly as possible. In addition, the usefulness of carrying a first-aid kit, fire extinguisher and warning triangle in the vehicle cannot be over-emphasized.

73. There are other safety precautions, however, in particular those referred to in paragraph 12(b) of the resolution, for which statutory Community provisions cannot be introduced immediately, because they require further research and consultation.

The Committee on Transport therefore calls on the Commission to study in particular points 12(b) (i), (ii) and (iv) and to formulate appropriate proposals as soon as possible.



74. With regard to vehicles, the Committee on Transport wishes to draw attention to three further areas where it considers that a Community approach is highly desirable in the interests of road safety.

(i) Roadworthiness tests for motor vehicles

75. Although the Council adopted a directive on 29 December 1976 on the approximation of the laws of the Member States relating to roadworthiness tests for motor vehicles and their trailers<sup>1</sup>, which came into force on 1 January 1983, there are unfortunately still considerable differences in the respective national legislations, more particularly with regard to the categories of vehicles which have to undergo roadworthiness tests and the regularity and scope of these tests.

In France, for instance, there is no testing whatsoever of private cars, whereas in Luxembourg a private car must be checked three years after its registration and thereafter at yearly intervals.

76. Clearly there is little to be gained in making the fitting of technical safety devices compulsory unless there are regular checks to see that they are working properly. Merely relying on the good will of vehicle and garage owners to have checks carried out is, in your rapporteur's opinion, not sufficient.

Periodic checks on the vital components of vehicles fulfil an urgent need.

77. The Committee on Transport therefore urges the Commission to implement the provisions of the 1976 directive in such a way that uniform and statutory measures for the compulsory and periodic testing of all vehicles in independent centres authorized by the state<sup>2</sup> are implemented throughout the Community.

These provisions must be introduced without delay for:

- vehicles which transport dangerous materials,

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<sup>1</sup> Directive No. 77/143/EEC, OJ No. L 47 of 18.2.1977, page 47

<sup>2</sup> Parliament debated this draft directive at length in 1974 and proposed a series of amendments in the relevant report by Mr Herbert (Doc. 343/73)

- commercial vehicles (coaches, buses and lorries),
- private cars brought into circulation for the first time,
- private cars which have been involved in a road accident and have suffered serious material damage and
- private cars which have changed owners.

It is also desirable, in order to prevent distortions of competition, that identical rules on the frequency and scope of the compulsory roadworthiness tests should apply in all countries.

In the context of these twin objectives, the mutual recognition of national test certificates is of great importance.

(ii) Removing vehicles with manufacturing defects from circulation

78. From time to time manufacturing defects occur in certain makes of car which constitute a road safety risk and which are not discovered until after the vehicles are sold and put into circulation. Most car manufacturers then immediately take the necessary steps to repair the vehicles concerned.

Unfortunately, these defects may sometimes be overlooked in order not to damage the reputation of a particular make. Your rapporteur believes therefore that the Commission should study the desirability of a Community procedure laying down, where necessary, uniform measures to remove such vehicles from circulation rapidly and to have the necessary repairs carried out.

(iii) Advertising

79. It is no secret that advertisements for cars and two-wheeled vehicles often emphasize top speed and acceleration, factors which influence young drivers in particular. In reply to your rapporteur's question on this subject several experts felt that it was advisable to restrict and even ban by law certain types of advertisements which can be considered incompatible with safe driving. This is another aspect which the Commission studied further with a view to drawing up a uniform procedure banning overly aggressive advertising.

80. Both in the field of active or primary safety (i.e. all measures and equipment which should help prevent accidents) and in the field of passive

or secondary safety (all measures and equipment which could increase the chances of survival and minimize injuries and material damage in the event of a crash), vehicles are undoubtedly far better equipped now than in the past. The new models coming on to the market seem to confirm this trend.

Nonetheless, your rapporteur is firmly convinced that legislation is needed at Community level to ensure that safety provisions in respect of vehicles are as effective as possible. He has therefore endeavoured in this chapter to select and summarize those points which are most relevant from a political and legislative viewpoint.

### C. Measures concerning road users

81. Although it is not possible to identify accurately the real causes of a large number of accidents, it is nevertheless clear from the available statistics that most traffic accidents are due directly or indirectly to human error (reckless driving, inattention, over-tiredness, carelessness, etc.).

At the same time this observation must be seen in conjunction with a second aspect, namely that it is particularly difficult in practice to influence human behaviour and, consequently, the actions of road users will continue to be the major risk factor in the future.

82. This is why all measures which are likely to have a bearing on the behaviour of road users (i.e. drivers, cyclists and pedestrians), must be accorded the highest priority. Unfortunately, the scope for Community action in this sphere is relatively limited.

83. The most important provisions adopted by the Community in this regard are those relating to driving and rest periods for drivers of commercial vehicles in the First Council Directive on the introduction of a European driving licence.

84. The Commission is currently reviewing existing Community legislation on driving and rest periods for drivers of heavy goods vehicles and on tachographs. Mr Vandewiele is to draw up a report on the relevant legislation on behalf of the Committee on Transport, which will take into account the motion for a resolution tabled by Mr Cottrell and others on tachographs (Doc. 1-114/81) and the motion for a resolution tabled by Mr Seefeld, Mr Klinkenborg and Mr Glinne (Doc. 1-535/83), adopted on 7 July 1983.

Without wishing to anticipate the findings of that report, your rapporteur takes the view that the introduction of Community rules geared specifically to road safety is of the utmost importance; certain adjustments are urgently needed, the enforcement of Community provisions must be improved by means of controls and penalties and, at any event, strict measures are needed to tackle the controversial issue of tachographs.

85. The First Council Directive of 4 December 1980 on the introduction of a European driving licence entered into force on 1 January 1983<sup>1</sup>. In practice the scope of this directive is limited, since it provides only for the introduction of a national driving licence based on a European model (Annex I of the Directive), the mutual recognition of national driving licences throughout the Community and minimum requirements for obtaining a driving licence: theoretical and practical tests (Annex II) and physical and mental fitness (Annex III).

The answers to the questionnaire and the speakers at the hearing stressed the need to introduce a uniform driving licence, which would be valid throughout the Community, and to adopt more stringent and identical conditions governing the issuing, renewal and withdrawal of driving licences<sup>2</sup>.

The Committee on Transport urges the Commission to make every effort to introduce a genuinely European driving licence as soon as possible. In this context it should study the case for introducing a provisional driving licence for learner drivers, as suggested by numerous experts.

86. The following paragraphs describe a number of specific safety aspects relating to road users which can be tackled at Community level.

(i) Measures for certain categories of road users

87. The Committee on Transport calls on the Commission to draw up the necessary proposals to make the following measures compulsory in the Community:

- for pedestrians: where there are no footpaths available, a requirement to walk facing the on-coming traffic;
- for drivers of two-wheeled motor vehicles: a requirement to wear a crash helmet with light-reflecting and luminous accessories<sup>3</sup> and to drive on dipped headlights in built-up areas during the day;

<sup>1</sup> OJ No. L 375 of 31.12.1980, p. 1

<sup>2</sup> See Written Question No. 2082/82 by Mr Seefeld to the Commission, OJ No. C 189 of 14.7.1983, p. 11

<sup>3</sup> See in this connection the recommendation of the PRI



- for drivers of buses, coaches and heavy goods vehicles: more stringent requirements with regard to training and qualifications<sup>1</sup>.

Overnight accommodation facilities for lorry drivers on major roads urgently need to be improved and tiring delays at borders to be limited.

Furthermore, your rapporteur shares the views and arguments advanced by Mr Albers (see Doc. 1-1041/82 in Annex V) that the use of portable tape-recorders with headphones by drivers of motor vehicles should be banned.

#### (ii) Alcohol

88. It is scientifically proven that the consumption of alcohol adversely affects driving. Driving under the influence of alcohol reduces visibility, slows the reflexes and makes drivers less competent and often more reckless. A survey in the United States, for instance, showed that drivers with blood alcohol levels of 1.0 g/1000 cm<sup>3</sup> are four times more likely to have a traffic accident than drivers who are sober.

Most countries have therefore introduced more or less stringent legal limits. With the exception of Italy and Greece, the maximum blood alcohol levels currently applicable in the Community are as follows: 0.8 g/1000 cm<sup>3</sup> in Belgium, Denmark, the Federal Republic of Germany, France, Luxembourg and the United Kingdom; 0.5 g/1000 cm<sup>3</sup> in the Netherlands and 1 g/1000 cm<sup>3</sup> in Ireland<sup>2</sup>.

89. It became apparent at the public hearing that experts are broadly in agreement on the desirability of a single limit on blood alcohol levels for all drivers in the Community. Moreover, most experts advocated a limit of 0.8 g/1000 cm<sup>3</sup>. The ECMT also approved this level in its recommendation.

The Commission is requested to take the necessary steps to put these recommendations into effect.

#### (iii) Drugs

90. Annex III of the First Council Directive on the introduction of a European driving licence states that driving licences shall not be granted or renewed for applicants or drivers who are dependent on psycho-active drugs or who regularly take drugs or medicaments which can hamper the ability to drive safely<sup>3</sup>.

<sup>1</sup> See motion for a resolution tabled by Mr Howell and others (Doc. 1-574/83) in Annex VII

<sup>2</sup> See Written Question No. 1420/82 by Mr Griffiths, OJ No. C 47 of 17.2.1983, p.8

<sup>3</sup> OJ No. L 375 of 31.12.1980, p. 14

91. Your rapporteur considers this provision inadequate and hopes that the necessary steps will be taken at Community level to ban the use of certain medicaments which have particularly harmful effects on driving ability. There should also be a clear indication on the pack, possibly by means of a symbol, that a particular drug affects the ability to drive.

92. Furthermore, the Commission, in collaboration with the World Health Organization, should draw up a list of drugs which entail a risk with regard to road safety. In fact, the WHO is to conclude a study this year on drugs and driving which will undoubtedly be most useful in this context.

(iv) Speed restrictions

93. Speed limits, in contrast to driving under the influence of alcohol, are a highly controversial issue, as can be seen from the extreme divergence between national speed limits which, moreover, are constantly being revised.

94. Your rapporteur would like to make the following comments on the subject of speed limits:

- the likelihood and the seriousness of an accident are undeniably greater at higher speeds;
- this casual connection was demonstrated when drastic speed restrictions were introduced during the oil crisis together with strict penalties for infringements; this resulted in a significant fall in the number of accidents and road deaths<sup>1</sup>;
- a number of experts, however, pointed out at the hearing that the role of maximum speed is often over-estimated and they stressed that speed limits must be realistic if they are to be observed by drivers;
- at any event speed limits should be graduated according to the type of road and category of vehicle<sup>2</sup>;
- the extreme differences in speed limits in the various Member States of the Community cause confusion and uncertainty in the minds of road users travelling from one country to another, so a system of harmonized speed regulations is urgently needed.

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<sup>1</sup> In some Member States there were up to 20% less fatal accidents, see the written question by Mr Seefeld, OJ No. C 56 of 8.3.1975, p. 6

<sup>2</sup> The European Parliament already adopted a resolution to this effect on 20 June 1975. See resolution by Mr Nyborg (Doc. 118/75)

95. Therefore, the Commission is requested to draw up the necessary proposals to this end. During a first stage, coaches, buses, heavy goods vehicles and vehicles transporting dangerous substances should be tackled. At a later stage, i.e. after study and consultation within the framework of the competent international organizations, efforts should be made to introduce uniform speed regulations for the remaining types of motor vehicles according to the type of road (within or outside built-up areas, on dual carriageways and motorways).

In drawing up these proposals, the Commission should take as a basis the observations set out in the previous paragraph and, in particular, ensure that speed limits appear reasonable to road users; otherwise there is a great danger that such limits may be ignored, particularly at dangerous spots (sharp bends or gradients).

(v) Controls and penalties

96. Obviously there is little point in implementing Community measures aimed at improving road safety unless they are complied with in practice. This calls for controls and, in the case of infringements, penalties which vary in stringency according to the seriousness of the offence<sup>1</sup>. However, the Community has no powers in this area and your rapporteur can only appeal to the competent authorities of the Member States closely to monitor compliance with the relevant Community legislation and to impose appropriate penalties.

97. In the longer term it will be necessary to examine at Community level the desirability of introducing a centralized, computerized points system based on the German model for the Community as a whole, in order to be able to punish drivers who commit serious traffic offences in another country.

98. At the same time the conditions governing the temporary or definitive withdrawal of driving licences in the Community must be harmonized.

(vi) Education and information

99. Clearly sanctions alone do not produce the desired results. Greater attention also needs to be paid to bringing about a change of mentality, to encourage drivers to adopt safer driving habits,

The following measures are called for:

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<sup>1</sup> See in this connection the motion for a resolution by Mr Sassano (Doc. 1-1086/83 - Annex IX)

- improving instruction and tests for the purpose of obtaining a driving licence,
- refresher programmes and advanced driving courses to improve driving style (e.g. for people who have just passed their driving test),
- including highway code instruction into the school curriculum at kindergarten, primary and secondary school level<sup>1</sup>,
- information campaigns (via radio and television, press articles, slogans and posters, etc.) on specific safety aspects.

100. Your rapporteur calls on the Commission to study how these measures can best be coordinated at Community level and made more mutually compatible.

#### IV. CONCLUSIONS

101. In an effort to reduce the number of deaths on the roads, numerous measures have been taken in recent years by national, regional and local authorities and many organizations, bodies and interest groups have made useful contributions.

102. The Committee on Transport believes that it is high time that the European Community also pursued a constructive policy with regard to road safety and considers that what has been achieved so far at Community level is totally inadequate.

103. By making use of its legislative powers the Community can help to ensure that certain loopholes are filled and certain valuable measures are given the necessary legal force throughout the Community. Its task is two-fold: to legislate and to coordinate.

104. In order to avoid a situation where Community measures in this field remain only sporadic and marginal, the Committee on Transport considers it urgently necessary that a comprehensive and phased programme of measures aimed at promoting road safety should be implemented as speedily as possible and that certain specific provisions should be adopted without delay.

105. In this report your rapporteur has endeavoured to set out the main lines of such a programme and to highlight and describe a number of specific Community measures to this end. He regrets, however, that it has not been possible to cover or discuss in detail all aspects of the particularly wide-ranging issue

<sup>1</sup> The ECMT approved a recommendation to this effect in 1980

of road safety. To do this would have taken up too much time and, in this area, time is of the essence.

The Committee on Transport nevertheless has both the power and the intention to examine the Commission's proposals on this subject most thoroughly and, in the light of the information obtained at the hearing and of the documentation received, to present a critical assessment of these proposals.

106. Finally, your rapporteur addresses an urgent appeal to the Commission and the Council to undertake with all due speed their responsibilities for promoting road safety.

MOTION FOR A RESOLUTION (Doc. 1-932/81)  
tabled by Mr GENDEBIEN  
pursuant to Rule 47 of the Rules of Procedure

on the need to harmonize national regulations on studded tyres  
and chains on wheeled vehicles

The European Parliament,

- whereas within the Community, national standards applying to studded tyres or chains for wheeled vehicles (private cars, lorries, buses, etc) vary considerably from one Member State to another,
  - whereas these differences relate in particular to the length of the winter period for which such equipment is authorized, together with the permitted speeds and vehicle weights, and the type of road or motorway on which it may be used,
  - whereas the regulations are different again in non-Community countries such as Switzerland and Austria,
  - whereas this situation, both inside and outside the Community, involves the uses of this equipment, especially those concerned with the transport of goods by road, in considerable expense and inconvenience,
1. Urgently requests the Commission of the European Communities to submit a report on present national regulations on the use of studded tyres and chains on wheeled vehicles and, on the basis of this report, to propose harmonization measures at Community level to eliminate or alleviate the problems resulting from the present situation;
  2. Requests the Commission also to prepare for negotiations with neighbouring third countries with a view to extending the above harmonization measures to these countries;
  3. Instructs its President to forward this resolution to the Commission of the European Communities.

MOTION FOR A RESOLUTION (Doc. 1-941/82)  
tabled by Mr EISMA, Mr ALBERS and Mr DE GOEDE  
pursuant to Rule 47 of the Rules of Procedure

on the standardization of car bumpers

The European Parliament,

WHEREAS

- (a) the bodywork damage caused each year by minor accidents in the Community runs into millions,
  - (b) this damage could be reduced considerably if all cars in the Community were fitted with strong bumpers with rubber protection and above all at a standard height,
  - (c) Many car manufacturers (e.g. Volvo, Saab) have begun producing models with standard bumpers,
  - (d) regulations to this effect already exist in the United States,
  - (e) it is therefore now high time for international standards also to be laid down in Europe for these items,
1. Requests the Commission to examine the possibility of standardizing and harmonizing the dimensions, quality and design of car bumpers and the height above ground at which they are fitted and to make a cost/benefit analysis on the subject and, if the results prove positive, to draw up an appropriate directive;
  2. Instructs its President to forward this resolution to the Commission and to the governments of the Member States.

MOTION FOR A RESOLUTION (Doc. 1-194/82)  
tabled by Mr Robert MORELAND  
pursuant to Rule 47 of the Rules of Procedure

on 'space-saver' tyres

The European Parliament,

- A. having regard to the need to improve the safety of road transport,
- B. having regard to the absence in Member States of regulations regarding the carrying of spare tyres,
- C. having regard to the regulations in Member States forbidding the mixing of tyres of a different size on a vehicle,
- D. notes that certain car manufacturers refuse to install the so-called 'space-saver' tyre,
  - 1. Believes that the so-called 'space-saver' tyre may under certain conditions be dangerous when cornering and braking;
  - 2. Believes car manufacturers should not fit 'space-saver' tyres as original equipment;
  - 3. Urges the Council to adopt the proposal for a directive on tyres submitted to Council January 1977 for passenger vehicles and, in particular, to adopt Annex IX, point 4;
  - 4. Requests the Commission to propose legislation forbidding the sale of tyres in the Community for replacement purposes which are not compatible with tyres supplied on the wheels of cars as original equipment.

Justification:

Tyres are being supplied as spares by manufacturers which are of a smaller size than those fitted to the wheels of a car. Such tyres are of questionable safety.



MOTION FOR A RESOLUTION (Doc.1-611/82)

tabled by Mr JUNOT

on behalf of the Group of the European Progressive Democrats  
pursuant to Rule 47 of the Rules of Procedure

on the harmonization of traffic regulations

THE EUROPEAN PARLIAMENT,

- A - whereas the use of cars has become a basic feature of modern civilization and the rising standard of living,
- B - having regard to the constant increase, regardless of economic difficulties, in the number of vehicles,
- C - whereas public opinion would regard the harmonization of traffic rules in the Community as one of the most tangible signs of the existence of the European Community,
- D - whereas the Treaty of Rome places an obligation on the EEC to devote more attention to transport questions, as was brought to the notice of the public by the debate at the European Parliament's September 1982 part-session,
- E - having regard to the many serious traffic accidents involving heavy passenger and goods vehicles,
- F - having regard to the Council directive of 4 December 1980 on the introduction of a Community driving licence (80/1263/EEC), which provides that the holder of a valid national driving licence issued by a Member State, may, as from 1 January 1983, if he becomes normally resident in another Member State, exchange his driving licence for a new licence issued by the State in which he then resides without having to pass another driving test,
- G - whereas Directive 80/1263/EEC contains no provisions on the harmonization of traffic regulations in the Community and the minimum requirements for driving tests listed in Annex II to that directive make no reference to an awareness of the differences between the traffic rules in force in the various Member States,

1. Requests the Commission of the European Communities to draw up a proposal on the harmonization of traffic regulations in the Community with a view to improving road safety, and in particular to introduce the following provisions:
  - uniform road signs,
  - improvement in the quality of road infrastructures as a basic safety element,
  - uniform speed limits, differentiated according to type of vehicle, with low speed limits on ordinary roads, in particular in built-up areas, and recommended speed limits on motorways, as in the Federal Republic of Germany,
  - severe penalties for driving offences, especially drunken driving,
  - regular health checks for drivers and technical checks on the state of vehicles, especially lorries and buses,
  - compulsory wearing of seat-belts at least outside built-up areas;
2. Requests the Commission, when harmonizing traffic regulations, to consult any analyses of the causes of traffic accidents that may be available in the various Member States;
3. Instructs its President to forward this resolution to the Council and to the Commission.

MOTION FOR A RESOLUTION (Doc. 1-1041/82)  
tabled by Mr ALBERS  
pursuant to Rule 47 of the Rules of Procedure  
on a ban on headphones when driving motor vehicles

The European Parliament,

- A - whereas measures for the harmonization of technical regulations in the motor vehicle trade fall within the competence of the European Communities,
- B - whereas in every Member State of the Community all motor vehicles are required to have a horn,
- C - whereas the provision of a horn serves no purpose if other motorists are unable to hear the horn when used,
- D - considering the increasing popularity of portable tape recorders with headphone attachments,
  - 1. Considers that the use of portable tape recorders with headphone attachments by drivers of motor vehicles constitutes a serious hazard to traffic in the Community;
  - 2. Calls on the Commission as soon as possible to introduce a proposal for a Council regulation instituting an immediate ban on the use of headphones by drivers of motor vehicles in the Community;
  - 3. Instructs its President to forward this resolution to the Council and the Commission.

MOTION FOR A RESOLUTION (Doc. 1-1296/82)  
tabled by Mrs PRUVOT and Mr CECOVINI  
pursuant to Rule 47 of the Rules of Procedure  
on road safety in the EEC

The European Parliament,

- A. having regard to the Commission memorandum (COM(79) 550 final) on the role of the Community in the development of transport infrastructure,
- B. having regard to the transport policy of the Community as provided for in Title IV of the Treaty of Rome,
- C. having regard in particular to Articles 75 and 81 concerning the harmonization and organization of the transport market,
- D. whereas road safety depends on four main factors:
  - the quality of the infrastructure, its construction, its design, its maintenance,
  - the safety of the vehicle,
  - the driver's own skill,
  - atmospheric conditions,
- E. whereas the first two conditions cited above fall within the Community's sphere of activity in the context of its transport policy,
- F. having regard to the growing number of car drivers and the increasing mobility of individuals,
  - 1. Considers that the transport policy is linked in this respect with social policy;
  - 2. Considers also that transport policy, if not the key element, is at least one of the vital elements of regional planning policy;
  - 3. Points out that road safety is absolutely essential;
  - 4. Condemns the fact that no global action has been undertaken to date;

5. Stresses that any decision to invest, any development of the infrastructure must give greater priority to safety measures;
6. Considers that we must never be satisfied with safety measures as they are;
7. Points out that certain Member States are very concerned about safety on roads and are conducting active campaigns;
8. Calls on the Commission to study safety measures to be implemented as soon as possible;
9. Calls on the Council to give top priority to this action, which would have positive repercussions on other sectors such as social policy, public health and the environment;
10. Instructs its President to forward this resolution to the committees responsible, the Commission and the Council of Ministers.

MOTION FOR A RESOLUTION (Doc. 1-574/83)  
tabled by Mr HOWELL, Mr MORELAND, Mr PATTERSON, Mr NEWTON DUNN,  
Mr John D. TAYLOR, Mr FERGUSSON, Mr PRAG, Mr CURRY and Mr SPENCER  
pursuant to Rule 47 of the Rules of Procedure  
on motor coach transport

The European Parliament,

- A. whereas an increasing number of holidaymakers make use of motor coach transport,
- B. whereas the number of incidents leading to death or injury in motor coach crashes appears to be increasing,
- C. recalling with deep regret recent crashes in Southern France and in Britain,

Calls upon the European Commission to:

- a) Review the legislation covering the licensing of coach operators;
- b) Review the legislation covering the design of passenger coaches, with particular reference to the problems associated with the roll-over characteristics of such vehicles;
- c) Review, as a matter of urgency, the qualifications of drivers of such coaches, with particular reference to age, experience and conditions under which they drive.

MOTION FOR A RESOLUTION (Doc. 1-1019/83)

tabled by Mr VERNIMMEN and Mrs VAN HEMELDONCK

pursuant to Rule 47 of the Rules of Procedure

on place name signs in the language of the country or region in which the place concerned is situated

The European Parliament,

- A - having regard to Written Question No. 632/76 by Mr W. Müller to the Commission on uniform road signs on European motorways and the Commission's answer<sup>1</sup>,
  - B - having regard to Written Question No. 683/80 by Sir Henry Plumb to the Commission on harmonization of road signs and markings<sup>2</sup>,
  - C - having regard to Written Question No. 1970/80 by Mr Damseaux to the Commission on road signs and the Commission's answer<sup>3</sup>,
  - D - having regard to Written Question No. 2036/82 by Mr Costanzo and Mr Del Duca to the Commission on uniform road signs and the Commission's answer<sup>4</sup>,
  - E - whereas uniform place name signs in the European Community would make matters clearer for motorists and improve road safety,
1. Calls on the Commission to take steps as quickly as possible at Community level to ensure that places are signposted in the language of the country or region in which they are situated;
  2. Calls on the Member States to support this position within the framework of the Treaty of Vienna on road signs, at the European Conference of Transport Ministers and in the framework of the United Nations Economic Commission for Europe in Geneva;

<sup>1</sup>OJ No. C 23 of 31.1.1977, p. 29

<sup>2</sup>OJ No. C 269 of 16.10.1980, p. 21

<sup>3</sup>OJ No. C 93 of 23.4.1981, p. 14

<sup>4</sup>OJ No. C 129 of 16.5.1983, p. 19

3. Instructs its President to forward this resolution to the Commission, the Council of Ministers and the governments and parliaments of the Member States.



MOTION FOR A RESOLUTION (Doc. 1-1086/83)

tabled by Mr SASSANO

pursuant to Rule 47 of the Rules of Procedure

on speed checks on heavy goods vehicles

The European Parliament,

- A - aware of the danger to road safety constituted by heavy goods vehicles which do not observe the speed limit indicated on the vehicle itself,
  - B - aware of the difficulties encountered by the traffic police in detecting by mechanical means contraventions of maximum permitted speed limits,
  - C - having regard to the linguistic problems which may arise when challenging those who commit traffic offences in other Community countries,
  - D - convinced that a code of conduct is not in itself sufficient to deter potential offenders in the Community countries where limits are less stringent and which carry out fewer checks in certain peripheral regions,
1. Calls for the imposition in all the Member States of severer penalties on drivers of heavy goods vehicles who do not observe speed limits;
  2. Hopes that the Community will encourage manufacturers to equip such vehicles with devices to warn when speed limits are exceeded;
  3. Considers it necessary that such devices should not be easy to disconnect but should continue to emit their signal for a certain length of time so as to discourage offences in areas where checks are less frequent;
  4. Recommends that the audible and light signals from such devices should be clearly distinguishable even in areas which are obscured by fog and therefore more dangerous;
  5. Proposes that a prize be awarded among the Community industries operating in the relevant sector to the undertaking which produces the best electronic device;

6. Requests further, for the safety of pedestrians, those travelling in light vehicles and the drivers of heavy goods vehicles themselves, that once such devices have been standardized, they should be made mandatory for all heavy goods vehicles using Community roads;
7. Instructs its President to forward this motion for a resolution to the Council and Commission of the European Communities.

ANNEX X

List of experts attending the public hearing of 14 and 15 June 1983

AIT	-	International Touring Alliance	:	Mr GONTARD and Mr STOJKOVIC
BEUC	-	European Bureau of Consumers' Unions	:	Mr SAND and Mr DOMZALSKI
ECA	-	European Insurance Committee	:	Mr MERKELBACH, Prof. DANNER and Mr BOON
CLCA	-	Liaison Committee for the Motor Industry in the EEC countries	:	Mr GALTZ
EDSA	-	European Driving Schools Association	:	Mr PISSARUCK and Mr VAN AERSCHOT
FIA	-	International Automobile Federation	:	Mr LEE, Ms LOGAN and Mr de SAINT-LAUMER
FISP	-	International Federation of Senior Police Officers	:	Colonel WARICHET
IRF	-	International Road Federation	:	Mr BERNHARD
IRU	-	International Road Transport Union	:	Mr DRESKORNFELD, Mr COLCANAP and Mr GURLEY
WHO	-	World Health Organization	:	Dr JACKSON
PRI	-	International Road Safety	:	Mr NILLES

ANNEX XI

List of organizations which sent written replies to the questionnaire  
and of those which forwarded documentation

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A. Answers to the questionnaire

1. European Driving Schools Association (EDSA) ..... PE 84.574
2. International Road Federation (IRF) ..... PE 84.586
3. Automobile Association of the UK (AA) ..... PE 84.591
4. International Automobile Federation (FIA) ..... PE 84.680
5. European Environmental Bureau (EEB) ..... PE 84.686
6. International Road Transport Union (IRU) ..... PE 84.687
7. United Nations Economic Commission for Europe (ECE) ..... PE 84.848
8. International Touring Alliance (AIT) ..... PE 84.850
9. International Road Safety (PRI) ..... PE 84.853
10. European Insurance Committee (CEA) ..... PE 85.140
11. Liaison Committee for the Motor Industry in the EEC  
Countries (CLCA) ..... PE 85.176
12. World Health Organization (WHO) ..... PE 85.226

B. Documents received from other bodies and organizations

1. European Conference of Ministers of Transport (ECMT)
2. Organization for Economic Cooperation and Development (OECD)
3. Transport Committee of the House of Commons
4. Parliamentary Advisory Council for Transport Safety of Great  
Britain (PACTS)
5. 'Association against drinking and driving' of the Federal Republic  
of Germany
6. 'Royal Automobile Club of Great Britain' (RAC)
7. European Bureau of Consumers' Unions (BEUC)

Opinion

of the Committee on Economic and Monetary Affairs

Draftsman: Mr CAROSSINO

On 21/22 September 1982 the Committee on Economic and Monetary Affairs appointed Mr Carossino draftsman.

At its meeting of 20 September 1983 the Committee on Economic and Monetary Affairs considered the draft opinion and adopted its conclusions unanimously.

The following took part in the vote:

Mr MOREAU, chairman; Mr BONACCINI, draftsman (deputizing for Mr CAROSSINO); Mr BEAZLEY, Mr BEUMER (deputizing for Mr VERGEER), Mr DAMSEAUX (deputizing for Mr DELOROZOY), Mrs DESOUCHES, Mr ROGALLA (deputizing for Mr WAGNER), Mr VAN ROMPUY, Mr von WOGAU and Mr WEDEKIND (deputizing for Mr SCHNITKER).

1. The motion for a resolution under consideration (Doc. 1-194/82) states that 'space-saver tyres' may under certain conditions be dangerous when cornering and braking. On the basis of this consideration, it recommends that the sale of these tyres be forbidden in the Community, referring also to point 4 of Annex IX of the proposal for a directive on tyres for passenger vehicles submitted to the Council of Ministers in January 1977<sup>1</sup>, which stipulates that the spare tyre of a vehicle should be identical to one of the tyres already fitted to the vehicle.

Two remarks need to be made in this context, the first concerning the safety of these tyres, and the second the potential impact of their sale on the proper functioning of the Community market in motor vehicles.

It should also be pointed out that, although it contains a number of remarks about the question of safety, this opinion is concerned mainly with the aspects of the problem of space-saver tyres which are connected with industry, competition and the internal market, areas which fall much more directly within the terms of reference of our committee.

2. With regard to the safety of space-saver tyres, the Committee on Transport organized a hearing, as part of its preparations for a report on road safety and with the participation of the major European associations and bodies concerned with the various aspects of transport, at which there was a current of opinion in favour of prohibiting the use of space-saver tyres in the Community.

3. It is common practice in the USA to provide passenger vehicles with a temporary spare wheel of a different size from the regular wheels. This is entirely consistent with the current American laws, having been accepted by the National Highway Traffic Safety Administration (NHTSA) which supervises all her legislation governing the safety of motor vehicles. The only requests made by the NHTSA to vehicle manufacturers were that the supplier should have the spare wheel for temporary use tested and thus marked with the essential characteristics required by law and that users should be informed in the instruction manual that the spare wheel has a limited life in terms of mileage (between 1,000 and 3,000 miles according to the type) and that with the wheel fitted a maximum speed lower than that of which the vehicle is capable is recommended (it is usually recommended not to exceed 50 m.p.h.).

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<sup>1</sup>OJ No. C 37, 14.2.1977 (not yet in force)

4. It is also worth remembering that, as a result of continual improvements in road surfaces and in tyres themselves, spare tyres are used less and less frequently.

The average frequency with which a motorist is obliged to change the wheel of a motor vehicle following a puncture is as follows:

- with limited use of the vehicle: approximately every four-and-a-half years;
- with average use of the vehicle: after 27,000 km or every 28 months;
- with heavy use of the vehicle: approximately every 17 months<sup>1</sup>.

5. Turning now to the more strictly economic aspects of the problem, which come more directly within the competence of our committee, two sets of considerations must be taken into account.

6. The first concerns the advantages and the reasons for introducing a spare wheel of a size different from the standard size.

The advantages, as described by professional associations amongst others, are that technical and technological progress make it possible:

- on the one hand to provide the driver with a wheel which allows better use of the internal space of the vehicle, a reduction in the vehicle's overall weight and a good cost/benefit ratio, thanks to the possibility of standardizing the wheel for different types or makes of vehicle;
- on the other, to facilitate adjustment of production to technical progress so as to meet the challenge from producers in third countries.

7. The second set of considerations concerns the possibility that sales of space-saver tyres could in some way harm the proper functioning of the Community market in motor vehicles.

The Committee on Economic and Monetary Affairs, which has always welcomed proposals to remove technical barriers to trade in motor vehicles<sup>2</sup>, does not consider that these tyres have so far presented any obstacle or barrier to free trade.

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1  
2 Doc. TRANS/SCI/GE 20/R. 183  
Doc. 36/77/Ann.

8. With regard to the proposal for a directive on tyres for passenger vehicles submitted to the Council of Ministers in January 1977<sup>1</sup>, and in particular point 4 of Annex IX to which the motion for a resolution under consideration refers, the Committee on Economic and Monetary Affairs feels that it should be made clear that:

- I - the absence of technical specifications at European level to which the tyres of motor vehicles and their trailers must conform does not constitute an obstacle to the proper functioning of the intra-Community market in motor vehicles at the present time;
- II - the process of harmonization, envisaged in the text of the proposal for a directive referred to above, must take due account of the technical and technological developments which have occurred since 1977. The Commission itself was aware of this consideration when in drafting Article 11 of the proposal for a directive, it clearly provided for the possibility of amending the specifications laid down in the annexes to bring them into line with technical advances.

#### Conclusions

9. The Committee on Economic and Monetary Affairs therefore believes that:

- (a) the sale of these tyres:
  - does not constitute an obstacle to the proper functioning of the intra-Community market in motor vehicles at the present time;
  - the use of these tyres allows a better utilization of the internal space of the vehicle, a reduction in vehicle's total weight and a good cost/benefit ratio on the one hand and, on the other, it facilitates the adjustment of production to technical progress making it possible to meet the challenge from producers in third countries.
- (b) on the basis of the information so far available, the use of space-saver tyres does not appear to pose any particular safety problems, provided the instructions for their use are followed. Nevertheless, the Committee on Economic and Monetary Affairs takes note of the conclusions reached by the Committee on Transport in its enquiry into road safety, which calls for the prohibition of the use of space-saver tyres in the Community.



OPINION

of the Legal Affairs Committee

Draftsman: Mr TURNER

At its meeting of 23 and 24 November 1982, the Legal Affairs Committee appointed Mr Turner draftsman.

At its meeting of 28 and 29 September 1983 the Committee considered the draft opinion and adopted it unanimously at this meeting.

Present: Mr TURNER, vice-chairman, acting chairman and draftsman; Mr CHAMBEIRON, vice-chairman; Mr D'ANGELOSANTE; Mr GOPPEL, Mr JANSSEN van RAAY, Mr MEGAHY, Mrs Tove NIELSEN (deputizing for Mrs VEIL), Mr OUZOUNIDIS, Mr PROUT, Mr SIEGLERSCHMIDT, Mr SPENCER (deputizing for Mr DALZIEL) Mr TYRRELL and Mr VETTER.

1. Mr JUNOT's motion for a resolution (Doc. 1-611/82) calls for harmonization of traffic regulations which would include uniform road signs, speed limits (differentiated according to type of vehicle and type of road) at least in built-up areas, and compulsory wearing of seat belts. It also calls for regular health checks for drivers and technical checks on the state of vehicles, especially lorries and buses. It further calls for severe penalties for driving offences, especially drunken driving. Finally, it calls for improvement in the quality of road infrastructure as a basic safety element.

2. Harmonization of traffic regulations

Mr JUNOT asks that this be carried out in the light of existing analyses of the causes of accidents. The Committee on Transport has recently held an exhaustive enquiry with evidence from many expert bodies on road safety. There is no doubt that, as road safety involves commercial vehicles crossing internal frontiers, and private and commercial vehicles from one Member State travelling in other Member States, there is a legal basis for harmonization of road safety regulations for the purpose of ensuring that such traffic is conducted as safely as possible.

3. At first glance the most notorious example would be driving on the left in Britain and Ireland; however, the cost of harmonization here would be absolutely prohibitive, and furthermore it would seem that there is something in the working of human psychology which makes the switch from left to right-hand driving, and vice versa, a curiously automatic matter. These two reasons - expense and technical fact - illustrate the guidelines which should be adopted, legally speaking, in the harmonization of road traffic regulations. Thus the harmonization should be confined, from the legal point of view, to what is realistic and necessary.

4. Thus the Committee on Transport could select from the evidence of the experts which it has before it those aspects where safety is threatened by the existence of different road regulations in different Member States. It is these aspects of road regulations which should be harmonized. For instance it is, on the face of it, unlikely that differing parking regulations seriously affect safety. And it will be a difficult technical matter for the Committee on Transport to decide whether the evidence warrants common speed limits. This question of fact as to which, if any, aspects of differing road regulations

leads to danger must be decided by the Committee on Transport on the basis of the evidence before it. In the case of any road regulations where the evidence before the Committee is not sufficient, the Commission, if called on to propose draft harmonized road regulations, should be asked to obtain further technical information.

5. There is, however, a second form of 'harmonization' which the Committee on Transport may find justified in certain cases. This type of harmonization would require that certain minimum conditions should be introduced. Thus, for instance, if the evidence shows that certain types of vehicle should not travel over a certain speed, or should be subject to other restrictions, or that learners and recently qualified drivers should be subject to restrictions such as restrictions on their speed of driving, but that identical speed limits were not reasonable and necessary for safety purposes, then the committee could recommend that national laws should meet such minimum standards. The legal justification for such harmonization would be that it is necessary for the safety of citizens of one Member State using the roads of another Member State.

6. (a) Health checks and vehicle technical checks

If the evidence shows that the absence or inadequacy of health and technical checks in any Member State results in greater risk for drivers from other Member States when in this State, then minimum harmonization would be appropriate. It would be difficult to justify the requirement for identical regulations on the ground of safety.

(b) However, so far as technical checks on vehicles are concerned, it is possible that different requirements in different Member States could lead to unfair barriers to trade if these, for one reason or another, were discriminatory. National requirements as to replacement of tyres could fall into this category. Many other cases of this nature could exist, but steps to require harmonization would not be justified unless the discrimination was real.

7. Bumper dimensions, studded tyres and space saving tyre requirements

Here the points set out in paragraph 6 are equally relevant, but it is probable that the considerations in paragraph 6 (b) are of even greater weight here.

#### 8. Severe penalties for driving offences, especially drunken driving

It would be theoretically possible to impose minimum harmonization of penalties on commercial drivers who cross frontiers, but there is no legal basis for general criminal legislation by the EEC in non-economic spheres. If a particular Member State is considered to be well out of line in this respect, it would be appropriate for the European Parliament to address (and ask the Commission to address) that State directly.

#### 9. Improvement of road infrastructure

There is legal basis for common minimum requirements for road infrastructure on the ground of safety on account of intra-Community transport and trade, but such conditions could only apply to routes necessary to intra-Community transport. Here, however, the most appropriate means is the adoption of the Transport Infrastructure Policy already approved by the European Parliament and now blocked in the Council. This can deal with transport bottlenecks, which are themselves the clearest instance of an unsafe road system.

#### 10. Conclusions

1. There may be certain aspects of road regulations which, because of danger caused by differences in regulations between Member States, are appropriate for harmonization (Paragraphs 2 - 4).
2. There may be certain aspects of road regulations which, because of a need to achieve at least a minimum standard of safety, are appropriate for harmonization (Paragraph 5).
3. Minimum requirements for health checks could be justifiable on safety grounds in principle (Paragraph 6(a)).
4. Certain technical aspects of vehicles may be suitable for minimum harmonization on safety grounds, or for full harmonization, to avoid economic discrimination (Paragraphs 6(b) and 7).
5. It would be inappropriate to propose criminal provisions except in the economic sphere (Paragraph 8).

OPINION

of the Committee on the Environment, Public Health  
and Consumer Protection

Draftsman: Mrs A. SPAAK

On 28 April 1982 the Committee on the Environment, Public Health  
and Consumer Protection appointed Mrs Spaak draftsman.

It considered the draft opinion at its meeting of 22 September  
and 3 November 1983. At the latter meeting it adopted the conclusions  
unanimously.

The following participated in the vote: Mr Collins, chairman;  
Mr Ryan, vice-chairman; Mr Bombard, Mr Eisma (deputizing for Mrs Spaak),  
Mr Forth, Mr Johnson, Mrs Krouwel-Vlam, Mrs Lentz-Cornette, Mrs Schleicher,  
Mrs Seibel-Emmerling and Mrs Squarcialupi.

1. The Committee on Transport, which is the committee responsible, has excluded from the report the question of the transport of dangerous substances and that of the transport of radioactive waste, these two topics having already been dealt with in the GATTO and SEEFELD reports respectively (Docs. 1-357/81 and 1-355/81). It organized a hearing on 14 and 15 June 1983 at which your draftsman was present.

2. There are a large number of national and international bodies dealing with the question of safety in road transport (see the list of organizations invited to the hearing).

For example:

- each Member State has a body for the prevention of road accidents; these bodies are members of 'Prévention Routière Internationale' (PRI - International Prevention of Road Accidents), an association of some fifty countries whose main aims are to exchange information, to promote joint studies, to organize joint safety schemes and to collaborate with other international bodies;
- The European Conference of Ministers of Transport (ECMT), covering 19 countries, adopts recommendations on the harmonization of traffic rules and road signs and identifying the major road safety options;
- the OECD also has a road research programme;
- the United Nations Economic Commission for Europe formulates and adopts international texts to be used as a basis for international traffic rules, collects and distributes statistical data, and draws up resolutions aimed at promoting and improving road safety;
- the WHO is studying certain matters directly concerning safety in road transport, such as the effect of taking medicines on driving, which is of particular interest to our committee. This study is due to be completed in 1983. It is to be followed by work on policy harmonization lasting until 1988.

Community action therefore occupies a midway position between the national and international levels. It is an ideal means of applying and improving international rules.

3. The Commission issued a note on 8 February 1971<sup>1</sup> on guidelines for Community action to contribute to the improvement of road safety. In conclusion, it identified seven areas for priority action:

- (a) education and the compulsory teaching of road safety in schools, and also the principles of good citizenship, accident prevention, vehicle techniques and road traffic;
- (b) harmonization and strengthening of the conditions for issuing and withdrawing driving licences and full mutual recognition of these licences;
- (c) harmonization and strengthening of the provisions and controls on blood/alcohol levels;
- (d) speed limits and temporary prohibitions on certain categories of road vehicles;
- (e) harmonization of the provisions and procedures for compulsory technical controls on road vehicles;
- (f) more widespread use and harmonization of road markings;
- (g) the pooling of Member States' experience within a joint programme of scientific research into the causes of accidents through the exchange of existing data.

Since then, few measures have been adopted by the Community. The action taken has been aimed for the most part at reducing barriers to trade in the automobile sector, with the possible exception of the directive on minimum levels of training for certain drivers (1976) and the directive on the introduction of a Community driving licence (1980).

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<sup>1</sup> COM (71) 237

## CONCLUSIONS

Taking account of these points and of the information collected at the hearing, your draftsman considers that, as the committee asked for an opinion, the Committee on the Environment, Public Health and Consumer Protection should point to certain major principles and lay stress on the measures it believes should be given priority. It asks the Committee on Transport, as the committee responsible, to include the following paragraphs in its resolution :

1. Stresses the importance of Community action specifically geared to the safety of road users (including pedestrians) and complementing national and international measures, particularly through application by the Community of international rules and agreements, the harmonization of Member States' statistics and the promotion of research;
2. Notes that one of the means of protecting both the environment and the health of road users is to promote public transport, and therefore calls on the Commission and the Council to bear this in mind in formulating a common surface transport policy;
3. Calls for any action aimed at improving, inter alia, the safety of road infrastructures to take environmental protection into account, the two aims not being incompatible (e.g., town by-passes) and the effects of noise on people's health;
4. Stresses the vital need for compulsory teaching of road safety in schools, including vehicle techniques, based on the responsibility of road users, and calls on the Commission to make proposals to this end in accordance with the priority given to this matter in its note of 8 February 1971;
5. Calls on the Commission to promote research on effective penalties to be applied for serious infringements and to make proposals to harmonize these at Community level;
6. Calls on the Commission and the Member States to study and strengthen the means of ensuring compliance with the technical provisions for heavy goods vehicles and coaches (brake checks, etc.), and with the provisions concerning rest periods for the drivers of such vehicles;



7. Draws attention to paragraph 9 of the resolution contained in the report on the problems of alcoholism in the countries of the Community (Doc. 1-1012/81), which stressed the urgent need for all the Member States to establish a uniform maximum blood/alcohol level for motor-vehicle drivers, and asks the Commission to make proposals to this end, as it suggested itself in its note of 1971.
  
8. Moreover, considers that in all Community countries personal safety measures such as seat belts in motorcars, crash helmets for motorcyclists and reflectors for cyclists should be adopted urgently.

