



# **BRIEFING** | Road Safety Priorities for the EU in 2022

Memorandum to the Czech Presidency of the  
Council of the European Union

July 2022

# Contents

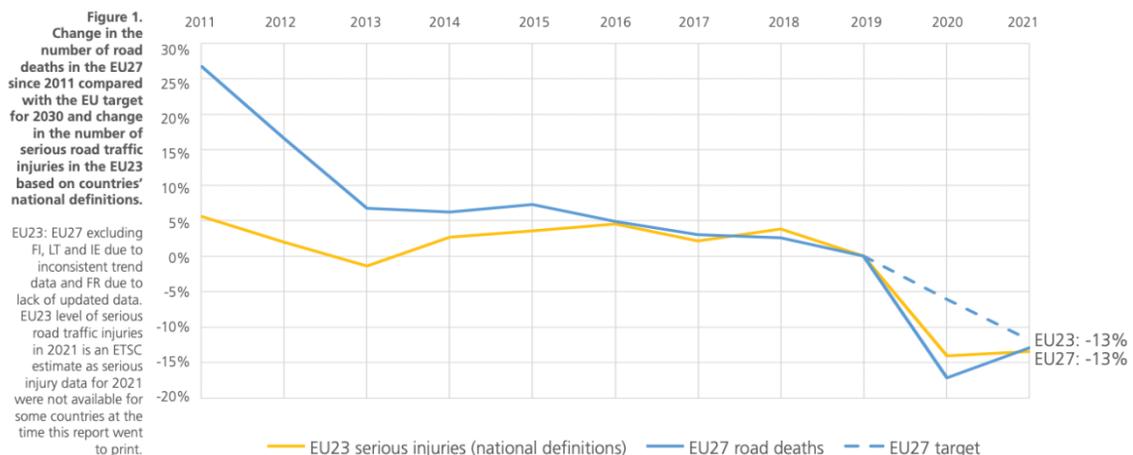
Contents .....	2
Introduction .....	3
Key Priorities for the Czech Presidency.....	5
Cross border enforcement of traffic offences .....	5
Driving Licence Directive .....	6
TEN-T Guidelines Regulation Review .....	7
Speed Management as part of the EU Energy Saving Measures .....	9
Road Safety as a Priority within the Urban Mobility Package.....	10
Managing of Work-Related Road Risk of Digital Platform Workers .....	11
Vehicle safety .....	12
Assisted and Automated Driving .....	12
Intelligent Transport Systems (ITS) .....	14

# Introduction

Czechia took over the EU Presidency on 1 July 2022 as the EU continues to grapple with the Covid-19 crisis and the ongoing war in Ukraine. Both bring additional challenges for transport and mobility policies.

There were 19,823 road deaths on EU roads in 2021, 57,095 fewer than there would have been if deaths had continued at the same level as in 2011. ETSC estimates that the total value of the human losses avoided by the reductions in the years 2012-2021 taken together compared with 2011 is about €64 billion.<sup>1</sup>

The EU, and its Member States, agreed a target to cut road deaths by half in the decade to 2020. The overall progress in reducing road deaths on EU roads was positive from 2011 until 2014 with a 16% decrease. But the good start was followed by five consecutive years of stagnation with only a 7% reduction over the 2015-2019 period. In 2020 there was an exceptional drop of 17% compared to 2019. The 2020 result was strongly related to travel restrictions across Europe due to the Covid-19 pandemic. 2021 also saw a consistent drop of 13% with respect to 2019, but the number of road deaths increased by 5% with respect to 2020, influenced by a gradual relaxation of travel restrictions across the EU.<sup>2</sup>



<sup>1</sup> ETSC (2022), 16<sup>th</sup> PIN Annual Report, <https://bit.ly/3njqSMF>

<sup>2</sup> *ibid.*

The weekly number of road deaths in the EU is equivalent to two typical passenger airliners crashing and killing everyone on board.

The progress in reducing serious road traffic injuries in the last decade in the EU<sup>3</sup> collectively was poor, especially in comparison with the reduction in road deaths. There was only an 18% reduction over the period 2011-2021 (Fig.1). The number of serious injuries remained almost unchanged until 2019. As with road deaths, there was a substantial drop, though of only 13%, in 2020 compared to 2019 and the number of seriously injured remained stable in 2021 with a 0.5% decrease compared to 2020.<sup>4</sup> The exceptional 2020 and 2021 results were largely a consequence of Covid-19 lockdowns and associated measures. There is no guarantee that this progress can be maintained under a return to business as usual.

In this briefing, ETSC outlines its recommendations on the key EU road safety policy dossiers to be steered by the Czech Presidency of the European Union in the second half of 2022.

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<sup>3</sup> ETSC (2022), 16<sup>th</sup> PIN Annual Report, <https://bit.ly/3njqSMF>

<sup>4</sup> Ibid

# Key Priorities for the Czech Presidency

## Cross Border Enforcement of Traffic Offences

Increased and well-publicised traffic law enforcement targeting the main risks of speeding, drink and drug driving, distraction and non-use of seat belts on the road forms a fundamental part of achieving the new EU 2030 targets.

According to the European Commission, non-resident drivers account for approximately 5% of road traffic in the EU, and a foreign-registered car is around three times more likely to commit a traffic offence than a domestically registered one.<sup>5</sup> The EU adopted a Directive on Cross Border Enforcement 2015/413 (CBE) which covers the main offences causing road death and serious injury in the EU.<sup>6</sup> The CBE Directive aims to facilitate the enforcement of financial penalties against drivers who commit an offence in a different EU Member State to the one where the vehicle is registered. The CBE Directive is a tool that can help achieve greater compliance with traffic laws, improve road safety and ensure equal treatment of resident and foreign drivers by reducing impunity.

The Cross-Border Enforcement Directive 2015/413 is up for revision with a proposal expected from the EC under the Czech Presidency. For better implementation of the Directive, improved EU tools are needed to enable cross border cooperation on road traffic offence investigations and mutual recognition of financial penalties specifically for traffic offences.

ETSC has identified a number of priorities which need to be addressed in the upcoming revision.<sup>7</sup> These include the need to update camera specifications and overcome the lack of human resources and political support for manual follow-up.<sup>8</sup> The revision should also prioritise action to improve and align the enforcement of the main offences at a national level. This includes, for example, guidance on optimal use of safety cameras to reduce speeds

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<sup>5</sup> European Commission MEMO/10/642 (2010) <https://bit.ly/3p3RbYL>

<sup>6</sup> EU Directive 2015/413 Facilitating cross-border exchange of information on road-safety-related traffic offences <https://bit.ly/3ppicEX>

<sup>7</sup> ETSC (2022) PIN Flash 31, How Traffic Law Enforcement Can Contribute to Safer Roads, page 42, <https://goo.gl/GVwmf5>

For a more complete list of ETSC recommendations for the priority areas on the revision of the CBE Directive in ETSC (2019), Response to the EU Strategic Action Plan, <https://bit.ly/2lpQNkI> A comprehensive Position Paper will be published in Autumn.

<sup>8</sup> ETSC (2016), PIN Flash 31, How Traffic Law Enforcement Can Contribute to Safer Roads, page 42, <https://goo.gl/GVwmf5>

and increase compliance.<sup>9</sup> ETSC would welcome the Czech Presidency prioritising first discussions on the revision of this important piece of road safety legislation.

## Driving Licence Directive

The European Driving Licence Directive 2006/126 is due for revision with a proposal from the EC expected later this year. Every week in the EU an average of 100 young people die on the roads and hundreds more are seriously injured.<sup>10</sup> Improvements to driver licensing can help prevent many of these deaths and injuries involving young people.<sup>11</sup>

ETSC would welcome the introduction by EU Member States of a graduated licensing system that encourages young people to gain more experience while limiting certain high-risk activities such as driving at night and with passengers. Common EU minimum standards for driver training should be introduced including hazard perception training. Driver training and testing needs to be updated to include the use of new technologies and to prepare for semi and fully automated driving.<sup>12</sup>

Under medical fitness, minimum standards for assessing physical and mental fitness should be updated, in particular on alcohol abuse. The Directive needs to be revised to allow drivers with alcohol dependency to participate in rehabilitation programmes, and be issued an alcohol interlock. ETSC calls for the introduction of a screening protocol in order to increase consistency in assessing medical fitness to drive across the EU at all ages. Evidence-based guidelines for family doctors and other medical professionals should be developed to help assess the functional capabilities of someone suspected of being an unfit driver.<sup>13</sup>

ETSC is also calling for action to improve Light Goods Vehicles (LGVs) safety under the Driving Licence Directive. A total of 2630 people were killed in collisions involving LGVs in the EU in 2018 alone, representing 11% of all road deaths.<sup>14</sup> LGV use in Europe is likely to continue to rise due to, for instance, the increased demand for home deliveries. ETSC supports extending the provisions set out for Group 2 drivers to apply also to drivers of Category B vehicles using their driving licence for professional purposes: taxis, drivers of vans (N1 vehicles). In a second

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<sup>9</sup> ETSC (2019), PIN Flash 36, Reducing Speeding in Europe, <https://bit.ly/38ueB1g>

<sup>10</sup> ETSC (2021) ETSC PIN Flash Report 41 Reducing Road Deaths Among Young People Aged 15 to 30 <https://etsc.eu/reducing-road-deaths-among-young-people-pin-flash-41/>

<sup>11</sup> For a more complete list of ETSC recommendations for the priority areas on the revision of the Driving Licence in ETSC (2019), Response to the EU Strategic Action Plan, <https://bit.ly/2lpQNKJ> A comprehensive Position Paper will be published in Autumn.

<sup>12</sup> Full Overview in ETSC PIN Flash Report 41 (2021) Reducing Road Deaths Among Young People Aged 15 to 30 <https://etsc.eu/reducing-road-deaths-among-young-people-pin-flash-41/>

<sup>13</sup> ETSC (2021) PIN Flash Report Are medical fitness to drive procedures fit for purpose? <https://bit.ly/3y9Yqml>

<sup>14</sup> ETSC (2020) How to improve the safety of goods vehicles in the EU? PIN Flash Report 39 <https://bit.ly/3pFCEj6>

step, extending the current legislative framework for professional driver training to these groups is recommended.

Finally, ETSC supports maintaining, and not lowering, the current minimum age for solo driving or riding. The younger a person starts unrestricted solo driving, the more likely it is that they will have a fatal collision, particularly below the age of 18.<sup>15</sup> Thus, as a first step, it is extremely important to set an appropriate age for first unrestricted solo driving. Raising, or not lowering, the minimum age for solo driving will save lives by virtue of the fact that it prevents young and inexperienced drivers from solo driving until they are older.<sup>16</sup>

The Czech Presidency should launch discussions and call for further improvement of the current quality of licensing and training systems, with a focus on young novice drivers and riders.

## TEN-T Guidelines Regulation Review

In December 2021, the European Commission proposed new rules governing the Trans-European Transport (TEN-T) networks.<sup>17</sup> The Czech Presidency should continue work launched by the French EU Presidency on negotiations. The most important safety related update of the proposal is to ensure so-called TEN-T roads meet the standards set out in the 2019/1936 road infrastructure safety management directive. The newly proposed TEN-T regulation sets a timeline for the 'core network' to be upgraded to separate carriageways for the two directions of traffic by 2040. The entire network should be completed by 2050. However, low traffic density roads (less than 10,000 vehicles per day) may be exempted from the rules as long as 'an appropriate level of safety' is ensured.

ETSC calls for the minimum safety requirements for such roads to be defined in more detail as the current wording is too vague. These roads should meet at least the medium to high level of safety category within the system set up under the requirements of the 2019 road infrastructure safety management directive.

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<sup>15</sup> de Craen (2010) The X-factor: A longitudinal study of calibration in young novice drivers <https://bit.ly/3yITR63> or more recent SWOV (2014) Brain development and crash risk of young novice drivers; A literature study <https://bit.ly/3yZrZ8W> In ETSC PIN Flash Report 41 (2021) Reducing Road Deaths Among Young People Aged 15 to 30 <https://etsc.eu/reducing-road-deaths-among-young-people-pin-flash-41/>

<sup>16</sup> OECD (2015), Improving Safety for Motorcycle, Scooter and Moped Riders, <https://goo.gl/kAwsjq>

<sup>17</sup> European Commission (2021) Proposal for a Regulation of the European Parliament and of the Council on Union guidelines for the development of the trans-European transport network. (COM(2021) 812) <https://bit.ly/3raivUT>

The proposals also outline key safety objectives for separation of traffic, rest areas a maximum of 60 km apart, secure parking every 100 km and weight monitoring stations every 300 km to tackle dangerously overweight freight vehicles.

Another change is that 424 major cities that are located on major European roads ('urban nodes') will be required to produce Sustainable Urban Mobility Plans (SUMP) by 2025 – which should result in improved road safety provisions in those cities that haven't yet put such plans in place. Low speed management should be a key part of the SUMP and duly referenced in the TEN-T Regulation.

Member States will also have to submit urban mobility data for urban nodes by 2025 and annually after this, including collisions and injuries and modal share. The TEN-T Guidelines Regulation proposal complements the 'urban policy initiative'.<sup>18</sup>

Improving the protection of vulnerable road users in line with the new requirements of the road infrastructure safety management directive requires that their needs are taken into account in the implementation of all the procedures. The TEN-T proposal also calls for their needs to be 'taken into account', whereas ETSC would like more precise requirements for VRU safety such as the building of adequate infrastructure. When building or upgrading road and (railway) infrastructure, infrastructure managers should avoid the barrier effect and ensure the safe use of pedestrian and cycling paths in order to promote the active modes of transport. ETSC also welcomes the upcoming EC guidance being developed in the framework of the infrastructure safety management Directive on quality requirements regarding vulnerable road user safety due for development in 2022.

Active road users also need special protection in the 'urban nodes' governed by the TEN-T Regulation and the new SUMP obligation and a specific aim to promote an increase in active modes in the proposal will support this. ETSC would also welcome the use of EU funds for urban mobility to support increasing the safety of pedestrian and cyclist infrastructure and thus encouraging greater physical activity benefiting health and the environment as well as accessing other public transport modes.<sup>19</sup> The TEN-T regulation should promote the construction of safe cycling infrastructure, by including the EuroVelo cycle network as part of

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<sup>18</sup> European Commission (2021) New EU Urban Mobility Framework <https://bit.ly/3raivUT>

<sup>19</sup> ETSC PIN Flash 38, How Safe is Walking and Cycling in Europe (2020) <https://bit.ly/2LJDpJu>  
ETSC PIN Flash 37 Safer Roads Safer Cities. How to Improve Urban Road Safety in the EU <https://bit.ly/3q6oXu2>

the TEN-T.

One omission in the new TEN-T proposal is any specific commitment on preparing roads for automated systems in transport. ETSC had called for provisions on ensuring that road markings, signs and infrastructure take into account the specific needs of, e.g., traffic sign recognition and automated lane keeping systems. A fail-safe/fault tolerant design is required to guarantee that automated vehicles operate in a safe state in any event or under adverse conditions. Some elements may be covered by upcoming 'common specifications' on road markings and road signs due for adoption in 2022 under the new Infrastructure Safety Directive.

ETSC calls upon the Czech Presidency to work to finalise discussions on the TEN-T Regulation and improve road safety in line with the aforementioned ETSC recommendations.

## **Speed Management as Part of EU Energy Saving Measures**

Russia's invasion of Ukraine in February is a tragedy and a huge challenge for Europe. It has made it important to reduce European dependence on Russian oil and gas. New recommendations have since been published in May by the European Commission to reduce this dependence calling on local, regional and national authorities to reduce speeds on motorways and in urban areas.<sup>20</sup> That would bring a range of benefits. Speed is a contributing factor in most crashes. Reducing average speeds across the EU by just 1 per cent could save 2100 lives a year.<sup>21</sup> The Russian invasion of Ukraine has also brought into sharp focus the energy and emissions savings that can result from reduced speed. These savings were outlined by the International Energy Agency in a joint announcement with the European Commission in April.<sup>22</sup>

ETSC has written to EU Member State Transport Ministers including the Czech EU Presidency holder to ask what measures they are planning on putting in place to reduce speeds at national, regional and local level.

The Czech Presidency should put urban speed management on the agenda during the Urban Days event planned in September in Brno (see below).

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<sup>20</sup> European Commission (2022) Communication EU 'Save Energy' <https://bit.ly/39Tpa1v>

<sup>21</sup> <https://etsc.eu/reducing-speeding-in-europe-pin-flash-36/>

<sup>22</sup> <https://etsc.eu/european-commission-and-iea-call-for-lower-speeds-on-highways/>

## Road Safety as a Priority within the Urban Mobility Package

The Czech Presidency and the European Commission will co-host the EU's 'Urban Mobility Days' in Brno in September.<sup>23</sup> The EC adopted a new Urban Mobility Framework including actions on road safety in December 2021.<sup>24</sup> ETSC welcomes the choice of topics for the conference including the EU's new SUMP concept, safe active mobility, TEN-T Urban nodes and the EU Save's recommendations on changing mobility including promoting cycling and walking, reducing car use and uptake of public transport.<sup>25</sup> As 2022 is the European Year of Youth, Urban Mobility Days puts the spotlight on young voices and views, to involve Europe's young people on the path towards climate resilience. This year's Urban Mobility Days will take place during the EU's annual Urban Mobility Week.

72% of the population of the EU lives in cities, so tackling urban road safety is critical to achieving EU road safety targets. 38% of road deaths occur on urban roads and 70% of these are pedestrians, cyclists and powered two wheeler riders.

The new 'urban policy initiative' seeks to encourage towns and cities in the EU to move towards a more sustainable balance of transport modes, encouraging walking, cycling and public transport and will introduce better monitoring of modal split as well as road injuries and deaths.<sup>26</sup> ETSC welcomes these intentions but calls for more to be done at EU level to help cut road deaths and injuries by 50% by 2030 – the EU's agreed targets.

Since the adoption of the new urban policy initiative in December 2021, the European Commission has published new recommendations for authorities to reduce speeds in urban areas in the framework of its new energy saving measures.<sup>27</sup> The original EC urban initiative said little on managing inappropriate speed.<sup>28</sup> ETSC calls on the EC to come up with a fully-fledged Recommendation to apply safe speed limits, in line with the safe system approach for all road types, such as maximum default speeds of 30km/h in residential areas and areas where there are high numbers of cyclists and pedestrians, as stated in the EP Own Initiative Report on Road Safety.<sup>29</sup> Low speed management should be a key part of the SUMPs in the

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<sup>23</sup> EU Urban Mobility Days September 2022 <https://bit.ly/3ntAzrD>

<sup>24</sup> European Commission (2021), New EU Urban Mobility Framework <https://bit.ly/3raivUT>

<sup>25</sup> EU Urban Mobility Days September 2022 Programme <https://bit.ly/3u8FGkN>

<sup>26</sup> ibid

<sup>27</sup> European Commission (2022) Communication EU 'Save Energy' <https://bit.ly/39Tpa1v>

<sup>28</sup> European Commission (2021), New EU Urban Mobility Framework <https://bit.ly/3raivUT>

<sup>29</sup> European Parliament (2021) Own Initiative Report on Road Safety <https://bit.ly/33Lj6r>

TEN-T urban nodes in order to reach safety and sustainability goals.

The Commission's Urban Framework is largely based on the concept of SUMP, a concept that has been running for nearly a decade, whereby the Commission provides guidance and a framework for cities that want to map out how they can improve urban mobility, the environment and road safety. Under the new proposals, the Commission wants to extend that measure, by requiring 'urban nodes' to develop a SUMP.<sup>30</sup> The proposed TEN-T Regulation also calls for increase of modal share of active modes and public transport in 'urban nodes'. And the SUMP Guidance will also be updated to increase walking and cycling.<sup>31</sup>

ETSC welcomes the Czech Presidency co-hosting of the Urban Mobility Days and hopes it will enable a motivating exchange between the EU Member States and cities on implementing the measures proposed to improve urban road safety.

## **Managing of Work-Related Road Risk of Digital Platform Workers**

The EC has proposed a new labour law whereby workers for online 'digital platforms' are assumed to be employees and are not 'falsely misclassified' as self-employed.<sup>32</sup> This could result in millions of workers for so-called gig economy platforms, such as Uber and Deliveroo, receiving the same guarantees as employees on health and safety, sick pay and working hours. ETSC supports this proposal and calls for it to be improved to maximise the safety benefits by explicitly addressing the specific risks faced by platform workers in the transport sector. This includes risk assessing riders and drivers and taking action including, for example, setting maximum working hours to tackle fatigue, adopting compulsory training covering speeding and distraction and setting safety standards for protective equipment and fleet safety.<sup>33</sup>

Research has found that gig economy workers face a 'perfect storm' of risk factors on the road including inadequate training, a payment model that pressurises drivers to speed and to work while sick, no oversight of vehicle safety or condition and a lack of protective

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<sup>30</sup> European Commission (2021) Proposal for a Regulation of the European Parliament and of the Council on Union guidelines for the development of the trans-European transport network (COM(2021) 812) <https://bit.ly/3raivUT>

<sup>31</sup> European Commission (2021) New EU Urban Mobility Framework <https://bit.ly/3raivUT>

<sup>32</sup> European Commission (2021) Proposal for a Directive on improving working conditions in platform work <https://bit.ly/3r9JBf0>

<sup>33</sup> ETSC PRAISE Resources on Work Related Road Safety <https://etsc.eu/projects/praise/>

equipment.<sup>34</sup>

There are some requirements for 'human monitoring' of 'automated decision making' in order to 'evaluate' risks in the EC proposal as well. ETSC recommends specific rules to ban payment models that for example encourage speeding and reckless driving in the case of delivery drivers and riders.

ETSC calls on the Czech Presidency to strengthen the work-related road safety of employees in this new law and prioritise reaching a general approach during their term.

## **Vehicle safety**

The EU has the exclusive competence to set minimum safety standards for all new vehicles sold on the EU market. These standards were updated in 2019.<sup>35</sup> They represent the most direct and effective measures the EU has to further reduce road deaths and injuries. TRL, the UK transport research laboratory, estimated in a study for the European Commission that the package of proposed vehicle safety measures could prevent around 25,000 deaths and 140,000 people seriously injured across all vehicle categories within 15 years.<sup>36</sup>

Following the adoption of the 2019 General Safety Regulation, discussions on the detailed technical standards for several technology and safety measure are still ongoing. In order to deliver on the estimated number of deaths and seriously injured to be prevented, strong secondary legislation is needed.

The Czech Presidency should support the highest level of standards for the specifications that remain to be delivered, in particular Direct Vision for trucks, given their critical and long-lasting importance for improving road safety in Europe.

## **Assisted and Automated Driving**

The EC Mobility Strategy for 2021 proposes to set up a revised legal framework for the approval of automated vehicles in the EU and to adopt implementing legislation for connected and automated vehicles. ETSC has long called for the setting up of a robust,

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<sup>34</sup> Survey of Gig Economy Drivers, Riders and Their Managers <https://bit.ly/3nS5dvM>

<sup>35</sup> Regulation (EU) 2019/2144 <https://bit.ly/3nxMpiI>

<sup>36</sup> See page 13 of TRL on behalf of the European Commission (2018), Cost-effectiveness analysis of policy options for the mandatory implementation of different sets of vehicle safety measures - Review of the General Safety and Pedestrian Safety Regulations <https://bit.ly/39sMkHo>

harmonised regulatory framework for automated driving at EU level and such a framework is an essential precursor to automated vehicle technology becoming available on the market. A risk assessment is needed to understand the transition to connected and automated vehicles.

A serious concern, especially during the introduction and transitional stage, is looking at how these vehicles will interact with vulnerable road users. Interaction between current vehicle drivers and VRUs sometimes takes the form of communication through eye contact. Vehicles and their sensors and cameras will have to go above and beyond simple detection and be able to pick up on different forms of communication. High risk scenarios should be identified and ways found to manage all these different possibilities. This is another area that should be a priority for research.

ETSC calls on the EC to place the role of the driver as well as interaction between the driver and the automated driving system as central when preparing technical requirements. These are missing or taken for granted in previous regulatory developments. Safe interaction with other road users, notably vulnerable road users in all shapes and sizes (e.g. wheelchair users, cargo bikes, e-scooters, etc.), should furthermore be ensured in the technical requirements through proper physical testing of compliance with the applicable safety requirements. The detailed type approval standards should furthermore ensure that automated vehicles will pass a comprehensive test equivalent to a 'driving test', including verifying that they comply with all specific obligations and considerations of the traffic law in all EU Member States.

In this regard, ETSC calls on the Czech Presidency to advance on the possibilities for ensuring the safety of automated driving presented by the possible EU agency mentioned in the new EC Mobility Strategy, and urges that the type-approval and market surveillance of automated vehicles should be one of the agency's key tasks. An agency should also collect data about collisions, incidents and near misses with assisted and (semi) automated vehicles and publish the data so that they can help prevent collisions in the future.

Meanwhile, with regards to advanced driver assistance systems, the current rules for hands-on lane keeping assistance systems should be revised, as human factor problems such as driver overestimation and misunderstanding have been identified.<sup>37</sup> The Czech Presidency should ensure that hands-off lane-keeping assistance systems are not permitted due to

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<sup>37</sup> Dutch Safety Board (2019), Who is in control? Road safety and automation in road traffic. <http://bit.ly/2LESsV2>

concerns regarding their risks for road safety.<sup>38</sup>

## Intelligent Transport Systems (ITS)

In December 2021, the European Commission presented a legislative proposal to update EU rules on Intelligent Transport Systems (ITS).<sup>39</sup> The Presidency should ensure that a general approach on the file is adopted during its term, in view of a swift adoption of the revised rules.

Under the proposed rules, EU Member States would have to provide certain road (safety) data types as well as ITS services on road safety related events. ETSC welcomes these requirements, given their potential to improve road safety, notably the provision to provide both static and dynamic data on speed limits.

These data will then be available for use by in-vehicle safety systems such as Intelligent Speed Assistance. By requiring Member States to make data on speed limits for their entire road network available, map makers gain trusted sources – the national road authorities – to ensure the accuracy of their own data on speed limits. This in turn should ensure that drivers are correctly assisted by their ISA systems to keep to the applicable speed limit, and should furthermore minimise driver annoyance from incorrect information, both of which are vital for ISA systems to achieve their potential to improve road safety in the EU.

Given the importance for road safety as outlined above, ETSC calls on the Czech Presidency to be more ambitious and set the implementation dates a year earlier, in respectively 2024 and 2027.

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<sup>38</sup> For more information, see the second half of the following news article: ETSC (2020), Euro NCAP launches ratings for advanced driver assistance systems. <http://bit.ly/3i3Xlmo>

<sup>39</sup> European Commission (2021), Proposal for a Directive amending Directive 2010/40/EU on the framework for the deployment of Intelligent Transport Systems. (COM(2021)813) <https://bit.ly/3KyecM4>

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