



# C.A.S.H.

## Connecting Authorities for Safer Heavy Goods Traffic in the Baltic Sea Region

### Key Findings and Results of the C.A.S.H. Project 2009-2012

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# 1. Summary

The amount of heavy goods traffic is increasing, and the total number of tonne kilometres shows an increase of 27% from 2005 to 2020, and of 40% for 2005–2030. Despite similar regulations, authorities in European countries may apply different practices and equipment when inspecting the traffic.

During project period 2009–2012, C.A.S.H. project aimed to develop practical solutions to make international road freight transport safer in the Baltic Sea Region by improving cooperation between authorities, harmonizing training of inspection officials as well as testing safety equipment and IT systems to be used by relevant authorities.

The C.A.S.H. key findings and results show that the European Community's legislation should be drafted in such a manner that the statutes are defined uniformly across the boundaries of the Member States. It should also enable the harmonisation of violations and the resulting penalties.

Uniform regulations and penalties should be drafted for securing of loads. Insufficient load securing is a concrete traffic safety risk factor that affects not only the driver of the vehicle but also, to the greatest extent, all other users of the road.

Deficiencies in legislation and international agreements make it difficult to, for example, monitor cabotage transport. In the EU area, even in the Baltic Sea region, the differences in legislation between the country of origin and country of destination cause problems for the entire transport chain, as do differences in the attitudes of the authorities in the two countries.

Perhaps the most successful part of the C.A.S.H. project has been the numerous Joint Exercises, Staff Exchanges, trainings and workshops for authorities inspecting heavy goods vehicles in the Baltic Sea region. These different forms to connect authorities has created a platform for exchanging views and best practices, for network building and sharing information.

In the past three years, the C.A.S.H. project has connected authorities inspecting heavy goods vehicles and raised awareness on the issues relating to safety and security of the international road freight transport. This had not been possible without the engagement and enthusiasm of the C.A.S.H. project partners and our sincere thanks go to each and everyone who has made their valuable input in this project.

Turku, Finland September 2012

On behalf of the C.A.S.H. project,

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## 2. C.A.S.H. Recommendations and Communication 1/2012

### C.A.S.H. recommendations for future road freight transport safety policy

- The European Community's legislation should be drafted in such a manner that the statutes are defined uniformly across the boundaries of the Member States. It should also enable the harmonisation of violations and the resulting penalties.
- Uniform regulations and penalties should be drafted for securing of loads. Insufficient load securing is a concrete traffic safety risk factor that affects not only the driver of the vehicle but also, to the greatest extent, all other users of the road.
- Deficiencies in legislation and international agreements make it difficult to, for example, monitor cabotage transport. In the EU area, even in the Baltic Sea region, the differences in legislation between the country of origin and country of destination cause problems for the entire transport chain, as do differences in the attitudes of the authorities in the two countries.
- Studies and surveys among traffic police forces in the EU show the same results regardless of the Member State: according to the authorities, monitoring of cabotage transport and, in particular, the related three-operation regulation is the most difficult of all work related to regulations applying to the transport business.
- Although a limited right to carry out road transport of goods within another Member State exists in the EU, the current model does not yet conform to the principles of an open internal market and the free movement of services, and it is not optimal for efficiency of transportation. The regulations pertaining to cabotage transport must be rethought so that it can be both performed and monitored sufficiently easily and clearly for all parties in the transport chain.



## C.A.S.H. COMMUNICATION 1/2012

### On maintaining and improving Competent Authorities' capacity to enforce regulations on heavy goods traffic

To whom it may concern,

More than 600,000 million tonne-kilometers of road freight traffic is performed annually by more than 100,000 carriers in the Baltic Sea Region (BSR). Up to 10 percent of this involves transport of Dangerous Goods. The volumes are increasing, and have surpassed the level of 2008. Simultaneously, the number of carriers, vehicles and drivers from non-EU countries on EU roads is increasing rapidly.

The regulatory environment on technical, social and environmental standards on road freight transport within the EU is becoming ever more stringent and complicated. This calls for constant updating of skills among Competent Authorities responsible for road transport safety and security. Effective control of road freight is also needed to combat e.g. vehicle crime, fraud and trafficking.

The 2012 C.A.S.H. survey contained 173 road police officers' responses from eight BSR countries. On a scale from 1 to 5, the overall road worthiness of EU-registered heavy goods vehicles and drivers was rated at 3.5, while those from non-EU countries scored 2.8. Road worthiness has improved from 2007, but only a marginal improvement was anticipated till 2014.

The most problematic areas of enforcement in roadside controls included vehicle, cargo and driver documents – especially for foreign carriers and drivers. The enforcement of rules on cabotage traffic was deemed particularly difficult. Speeding and the use of alcohol were deemed relatively easy to enforce, as here the regulations and enforcements means are clear. These are also the standard violations with passenger car traffic, which is much easier to control than road freight transport. It needs to be said that road freight vehicles and their drivers are seldom the cause of road accidents, but the impact of large and heavy vehicles can be very severe for other travelers and pedestrians.

In view of the changing EU and national regulations on heavy goods vehicles, drive and rest hours, cargo securing as well as documents, permits and licenses for the driver, vehicle and cargo, maintaining sufficient professional skills requires specially well-trained and motivated Competent Authority staff. This is especially true with transport of Dangerous Goods, which requires specially trained and dedicated staff in order to minimise hazards for people, property and the environment.

**Hence, to maintain compatible, transparent and efficient enforcement practices, strong, skilled and motivated organizational units within Competent Authorities are required.** This principle applies also to Federal States, where the appropriate autonomous units need to operate at State level complementing the work of necessary Federal Competent Authorities.

**The international evidence is clear: specialised national or state-wide organisational units can best manage the required capacity and performance to enforce the increasingly demanding regulations on road freight transport effectively and in a harmonised manner. In other words, they provide this public service at the lowest societal cost and highest benefit for all key stakeholders, including the serious operators within the road freight industry, shippers and other road users.**

The C.A.S.H. Management Team

### 3. C.A.S.H. Introduction

This report summarizes the key findings of the C.A.S.H. project - Connecting Authorities for Safer Heavy Goods Traffic in the Baltic Sea Region. The report discusses the main topics which were covered in the project and gives recommendations on the issues critical for the future of international road freight transport safety.

The overall duration of the project was 3 years, from September 2009 to September 2012.

#### 3.1 Background of the C.A.S.H. Project

With about one million road haulage companies in Europe and over 560,000 million tonkilometer of goods transported annually on the roads of the Baltic Sea region, the road freight transport is big business.

Despite similar regulations, authorities in European countries may apply different practices and equipment to inspect the traffic. This puts additional pressure on road haulage companies that have to comply with regulations when they are already facing the challenges of a very competitive market.

In addition, more than 1,300 fatalities involving a heavy vehicle took place in the Baltic Sea region in 2007, equal to 10 % of all accidents. This is why 13 organisations from 8 countries in the Baltic Sea area created the C.A.S.H. project.

C.A.S.H. project partners:

- Danish National Police, Denmark
- Hamburg University of Technology (TUHH), Germany
- Hamburg Waterways Police, Germany
- Latvian Transport Development and Education Association, Latvia
- National Police Board, Sweden
- Norwegian Mobile Police Service, Norway
- Police- and Border Guard Board, Estonia
- Police of Finland, Finland
- Regional Council of Kymenlaakso, Finland
- Regional Council of South Karelia, Finland
- Regional Council of Southwest Finland, Finland
- Turku School of Economics at the University of Turku, Finland
- University of Turku, Finland
- Vilnius Gedimino Technical University (VGTU), Lithuania



## 3.2 C.A.S.H. Project Objectives

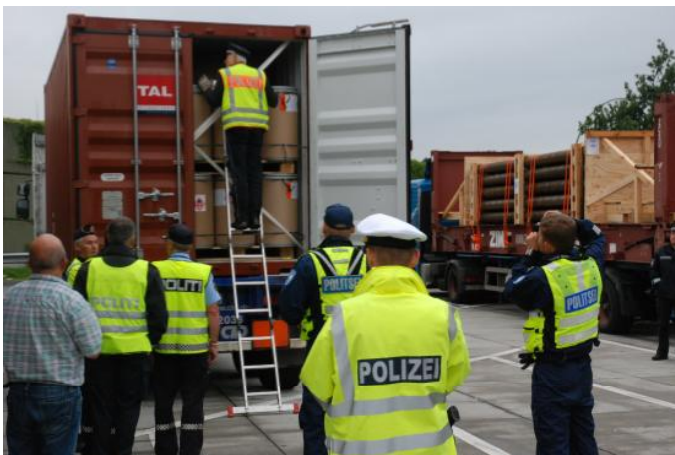
C.A.S.H. project aimed to develop practical solutions to make international road freight transport safer, more predictable and affordable in the Baltic Sea Region. The project intended to do this by improving cooperation between authorities, harmonizing training of inspection officials as well as testing safety equipment and IT systems to be used by relevant authorities.

The C.A.S.H. project brought together police officers and other authorities inspecting Heavy Goods Vehicles in the Baltic Sea Region. The project benefited multiple stakeholders through harmonized practices.

The C.A.S.H. project was coordinated by Turku School of Economics at the University of Turku, Finland. The project partners comprised 13 organizations from eight countries around the Baltic Sea Region including police and other authorities, regional councils and research institutes.

Total budget of the C.A.S.H. project was 3.4 MEUR. It was part-financed by the European Union (European Regional Development Fund) through the Baltic Sea Region Programme 2007-2013.

For further information on the C.A.S.H. project, please visit [www.cash-project.eu](http://www.cash-project.eu)





## 4. Market situation – state of play

### 4.1. The impact of market structure on international road freight safety

- Despite the economic downturn and its impact on the market structure of road freight, the safety level has improved during the past five years.
- The economic and financial difficulties have forced the poorly performing operators to completely exit the market rather than just bend the safety rules and regulations of the industry.

Owing to the global financial crisis in 2008, freight volumes plunged by 16% in terms of tonne-kilometres transported by road in the EU-27, while the international transport of goods and cabotage in the Baltic Sea Region decreased by 21.5 % between 2008 and 2009.

The amount of heavy goods traffic is increasing, and its total number of tonne kilometres is projected to show an increase of 27% from 2005 to 2020, and of 40% for 2005–2030 (Figure 1).

The European Union Single market, together with the challenging market situation, is shaping the international road haulage industry. Excess capacity and heavy price competition are putting pressure on companies especially in the western BSR high-cost countries. In addition to the competition from lower-cost countries, the situation seems to favour the large companies. The profitability of the companies has been declining, especially in the high cost countries. The competitiveness of the companies is considered to be a combination of two factors: price and quality.

Price is considered to be the dominant competitive factor, and this is considered to have an effect on the operational quality of the companies. Companies competing with price are favoured over companies competing with quality, which puts pressure especially on the companies of high-cost western BSR countries. It seems that operational quality is not necessarily determined by the country of origin of firms, but often by the size of firms. This would mean that both the price and quality elements of competitiveness would favour the larger companies over smaller ones.

The recent development on the market is confirming this sentiment. The companies are merging into larger entities and the average company size is growing. The other side of this phenomenon is the existence of small,

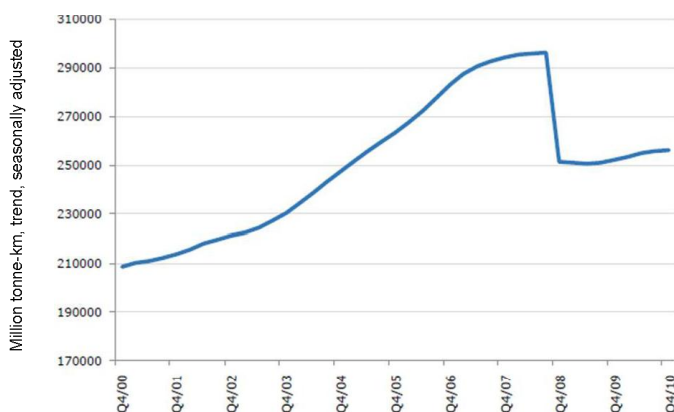


Figure 1. National and international road freight in the EU. Source: International Transport Forum 2011.

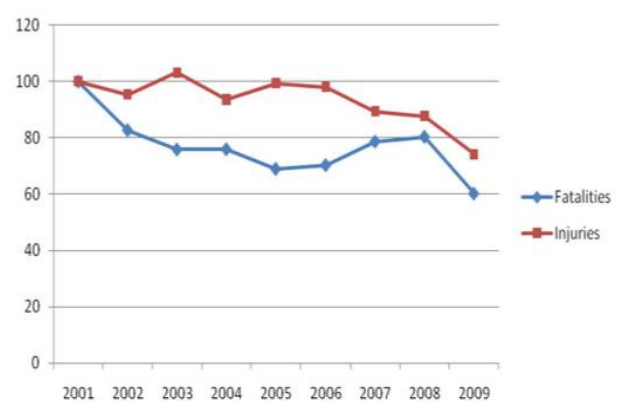


Figure 2. Fatalities and injuries per million ton-kilometres in road accidents involving Heavy Goods Vehicles in Finland 2001-2009. The same tendency can be observed in other countries as well. Index 2001=100.

With price being the driving factor of competition, large companies have increasingly outsourced the physical distribution of goods to those subcontractors which accept assignments at the lowest cost. Although there is a possibility that subcontracting and price competition may lead to negligence in the compliance with traffic safety and security, the situation is quite the opposite. Despite the economic downturn and its impact on the market structure of road freight, the safety level has improved during the past five years (Figure 2). A logical explanation of this result could be that the economic and financial difficulties have in fact forced the poorly performing operators, bad lemons, to completely exit the market rather than just bend the safety rules and regulations of the industry.

#### **Related C.A.S.H. publications**

C.A.S.H. report 1:2011 Alvarez-Tikkakoski, E., Solakivi, T., Ojala, L., Lorentz, H. (2011) THE IMPACT OF MARKET STRUCTURE ON INTERNATIONAL ROAD FREIGHT SAFETY - A Cross Case Analysis of Finnish Firms and Finnish and Estonian Competent Authorities in 2010-2011.

C.A.S.H. report 2:2011 Kabashkin, I., Yatskiv, I., Kryukov, Y., Medvedev, A. (2011) THE MARKET STRUCTURE ANALYSIS FOR INTERNATIONAL ROAD FREIGHT TRANSPORT IN LATVIA.

C.A.S.H. report 6:2012 Palšaitis, R., Bazaras, D. (2012) MARKET STRUCTURE ANALYSIS FOR INTERNATIONAL ROAD FREIGHT TRANSPORT IN LITHUANIA.

## **4.2. Compliance and enforcement of safety and security regulations of international road freight transport in the Baltic Sea Region**

- Collaboration between authorities and hauliers, and drivers' training are developments which have most improved road freight safety.

The economic downturn in 2008-2009 had a severe impact in the profitability of international road haulage firms as significant oversupply has emerged in many countries. This increased the likelihood that some hauliers neglect safety and security issues under heavy cost pressures. On the other hand, the situation also forced road haulage firms to improve their service level. For shippers, the availability of road haulage services is good and freight levels continue to remain low, although it may still be difficult to find suitable equipment for special purposes.

Turku School of Economics at the University of Turku conducted a study which discussed compliance and enforcement of safety and security regulations of international road freight transport in the Baltic Sea Region. It was based on interviews of three stakeholder groups hauliers with industry associations, shippers, and law enforcement authorities in Estonia, Finland, Latvia, Lithuania and also partly in Poland, Sweden and Germany.

Different stakeholder groups' attitudes towards regulations diverge a lot. Whilst authorities were eager to extend the regulatory framework, road hauliers and shippers and their industry associations claimed that the regulatory framework is already sufficient or even too tight. In the view of traffic safety regulatory framework in EU countries, there have either been improvements over the last years or the level has been constantly at a good or at a very good level.

For the EU countries in the BSR, the enforcement of regulatory framework was generally seen as appropriate. The level of safety culture in road haulage firms had significantly improved since year 2005 and that the same trend has continued till year 2011.

Collaboration between authorities and hauliers, and drivers' training are developments which have most improved road freight safety. The perceived level of hauliers' safety culture in BSR appears to have improved somewhat in most BSR countries, while Northern Germany indicated a slight decrease, possibly due to the economic crisis.

As a rough generalization, authorities assessed that people, cargo and vehicles are subject to minor security risks, cargo being the primary objective of theft or larceny. In contrast, transport companies maintained that also the security of drivers and vehicles is jeopardized.

Several interviewees were seriously concerned about the possible consequences of a protracted financial crisis which could result in increased crime rates and in a freezing of security equipment investments.

The easy entry into the market and freedom of movement inside the EU were also considered as a potential safety and security risk for international road haulage in the Baltic Sea Region.



#### **Related C.A.S.H. publications**

C.A.S.H. report 1:2010 Alvarez-Tikkakoski, E., Solakivi, T., Ojala, L., Lorentz, H., Laari, S. (2010) COMPLIANCE AND ENFORCEMENT OF REGULATIONS OF INTERNATIONAL ROAD HAULAGE – Explorative findings in the Baltic Sea Region in 2009.

C.A.S.H. report 3:2012 Kabashkin, I., Yatskiv, I., Medvedev, A., Beliha, G., Dubanovs, D. (2012) LATVIAN ROAD SECTOR AND ENFORCEMENT OF REGULATIONS OF INTERNATIONAL ROAD HAULAGE IN HISTORICAL PERSPECTIVE.

## 5. Cooperation between authorities in control of heavy goods transport

The control of heavy goods traffic is an integral part of traffic control. Alongside traffic safety issues, the control of heavy goods traffic seeks to prevent crime in transport, combat environmental threats, ensure that the conditions for competition are met, guarantee the collection of taxes, ensure the implementation of social security legislation passed for road traffic, control people's right to remain and work in the EU area, and ensure the good condition for the roads and bridges maintained by society.

Measures targeting control of heavy goods traffic cannot be significantly intensified, as the police units controlling traffic frequently need to perform other duties. Following organisational restructuring, resources available to the police force for carrying out traffic control measures are increasingly limited in many countries in the Baltic Sea region.

Control of heavy goods traffic in particular requires that the officers carrying out control measures have extensive command of special legislation and international treaties, as well as possess special training. However, the effectiveness of control measures can be improved by their direction to more specifically to high-risk and problem transport, locally and time-wise.

### 5.1. Operational activities of the C.A.S.H. project

#### 5.1.1. Results of C.A.S.H. Joint Exercises

- **Consideration of national strategies of traffic enforcement authorities plays a key role when planning projects**
- **Concrete enforcement actions in accordance with the strategy must support national and international traffic and transport safety objectives.**
- **Enforcement operations can be enriched with officer exchange and joint operations.**
- **Efficient and professional communication shall be attached to enforcement operations.**

In the course of the project, 14 joint exercises have been organised. Altogether 500 have participated in the exercises. Also, vehicle inspectors, industrial safety authorities, representatives from the customs authorities of the host nation, trainers and experts have participated in the exercises. The joint exercises normally lasted 3 days.

Normally two to six police officers or experts from each partner country has attended the joint exercise. As each exercise might have participants from multiple countries, the total number of participants may have been as high as 20.

The participants have primarily been **strategic-level personnel or personnel responsible for training**. The exercises were intended to provide the participants with an opportunity to learn new methods and techniques to control heavy goods traffic, as well as to pass on the best practice of the authorities of the host nation. Over the course of the project, the plan for the participants was to carry out joint exercises in all partner countries if possible.

In total, 600 vehicles and drivers have been checked. Some drivers have been subjected to legal consequences, with reasons including breaches of driving time, rest period and tachograph regulations, deficiencies in the roadworthiness of the vehicle (its technical condition), and defects found in the way the load was secured. In some cases, defects in the technical condition of a vehicle have resulted in legal consequences.

The control measures exercised during joint exercises have been directed, as a general rule, at the following factors that play a role in traffic safety: roadworthiness of the vehicle, the driver's manner of driving, speed, and state of intoxication, driving time and rest periods (fatigue), faulty loading (securing of the load) and transport of hazardous substances.

### 5.1.2. Results of C.A.S.H. Staff Exchanges

- ➔ **Officer exchanges should be combined with international enforcement operations.**
- ➔ **Officer exchanges should have an important role when planning and implementing international projects**
- ➔ **It is important the information learned during officer exchanges is utilised in the home country.**

In the course of the project, 22 staff exchange visits were arranged, in which 160 policemen were involved. Out of these 160 policemen, 72 officers were travelling abroad and had the opportunity to get familiar with police work outside their own country. 88 policemen acted as hosts for those visitors.

The staff exchanges were normally arranged between two partner countries. Typically a group of two to four operational-level police officers took part in the staff exchange. The group had an opportunity to gain insight into the way the authorities of another country operate, as well as compare notes with the hosts.

No separate joint exercises were organised in conjunction with the staff exchange programme; instead, the participating police officers engaged for two to five days in the daily work of the host nations' police organisation. This provided an opportunity to compare the operational methods of the two police organisations.

After each visit, the participating officers completed a feedback form compiled by the Lead Partner (Turku School of Economics) and the work package 4 leader (Finland's National Traffic Police). The completed responses were submitted to Finland's National Traffic Police. Furthermore, after completing the exercise, the participants filled a feedback form in their own languages.

The first day of a staff exchange visit was normally dedicated to presentation of the host nation and its police organisation. The police officers participating in the staff exchange programme joined the police of the host nation in carrying out their daily duties, including controlling heavy goods traffic. During joint activities, the participants sought to find the best practices for traffic control, comparing control equipment as well as any differences in operational methods. A staff exchange visit was concluded with a feedback session.



### 5.1.3. Similarities and differences in the work of law enforcement officers between Baltic Sea Region countries

#### Similarities:

**Day-to-day police work does not vary between countries.** The basic problems are the same. When controlling heavy goods traffic, authorities typically intervene in breaches of driving-time and rest-period regulations (drivers exceed the maximum or fail to meet the minimum times stipulated by regulations), as well as in breaches of tachograph regulations (drivers do not use a tachograph or tamper with the record created by the device).

**With respect to heavy goods traffic, the nations participating in the project share identical legislation (EU directives), which covers the control of drivers' driving time and rest periods, road transport of hazardous substances, and technical roadside checks.** Furthermore, a consistent interpretation of cabotage transport provides that after entry into a country and unloading the transport, the vehicle is entitled to perform three cabotage operations within a period of one week, after which it must leave the country. Cabotage transport is the transport of goods within one country by a vehicle registered in another country, whereby the transport is initiated and completed in a country other than the one in which the vehicle is registered.

The equipment used to control heavy goods transport shows little variation between countries, although it may originate from different manufacturers.



#### Differences:

**The most fundamental difference between the countries lies in their systems of legal sanctions, which show significant differences, with respect to both the determination of punishments and their number.** As an example, in many countries, police are not allowed to issue fines to drivers on the road; instead, the police are obliged to report the offence to another authority. It is only after this that drivers can be fined. A procedure of this sort is time-consuming and places a heavy burden on administration. Also, sanctions for breaching common legislation (EU directives) should be consistent across all Member States.

As a general rule, the Member States have harmonised their national legislation with the EU directives (on issues such as driving times and rest periods, the use of the tachograph, transport of hazardous substances, and roadside checks), but **significant differences exist in how regulations are being applied.** For instance, in some countries, the police are not allowed to issue a fine to a driver for an offence committed in another country, while in other countries this is possible. In other words, drivers and enterprises in traffic in different countries are put in an unequal position.

The legal limit for drunk driving varies from 0.2 to 0.5 per mil. Also, how drink **drivers are dealt with varies from country to country.** In some countries, the police will issue the driver a driving ban immediately, while in others, the ban will be issued later. The procedure for dealing with drivers driving under the influence of other drugs shows similar variation.

**Yet another difference between the authorities of different countries is found in how vehicles in technically unsafe condition are dealt with.** In some countries, it is not the police but other authorities that are responsible for controlling the technical condition of heavy goods vehicles. Periodic annual inspections are standard practice in all countries participating in the project. In many countries, the police are obliged to summon another authority if they encounter a technically unsafe vehicle that cannot be allowed to continue its journey. In some countries, the police are authorised to carry out technical checks of vehicles while, at the same time, national legislation prevents them from banning the use of a vehicle.

## 5.2. Recommendations for further development of cooperation between the authorities and stakeholders

Cooperation between authorities requires that the parties have a shared understanding of the benefits of the cooperation, as well as adequate resources. Of paramount importance is that the different authorities interpret the legislation in an identical manner. Another important thing not to forget is the work to develop legislation further.

Cooperation between the traffic and the local police organisations in the different states for the control of heavy goods transport appears rather ad hoc in nature. Officers of the local police in the field, with training in controlling heavy goods traffic, have insufficient opportunities to participate in cooperation, because of lack of resources.

The police, along with other control authorities and the various stakeholders, have long engaged in preventive work to improve safety in heavy goods transport. The work has taken various forms, including training (as well as the preparation of training material in collaboration with heavy goods transport enterprises and the lobbyists of the business), the provision of information, enhancement of safety in transport operations, and joint development of legislation. The shared objective is ensuring that transport operations and their control measures are carried out in a professional manner, and that the overall level of operations remains high.

- ➔ **Local police representatives, specifically trained to control heavy goods traffic, should be given far better opportunities than they are today to participate in road side checks targeted at heavy goods traffic. Participation and the follow-up of cooperation must be co-ordinated by the national police management.**
- ➔ **Reports on the general safety of heavy goods traffic should be submitted to a national responsible authority on an annual basis. Experts should be consulted in the context of reporting on results.**
- ➔ **The compilation of statistics on offences and acts of crime brought to light during control operations targeting heavy goods traffic should be intensified, so as to bring into focus the safety situation of heavy goods traffic.**
- ➔ **Cooperative meetings between the control authorities should be held regularly, once a month at minimum, in order to chart problems associated with control operations and to develop legislation.**
- ➔ **Cooperative meetings covering problems related to inspections of heavy goods vehicles and the interpretation of legislation should be held on a regular basis between the road authorities and vehicle inspectors participating in roadside checks. In this context, efforts should be made to develop the cooperative forms of the quality control for vehicle inspection.**
- ➔ **The monitoring of cross-border traffic should be intensified and the monitoring methods deployed at border-crossing points should be developed further, in a joint effort between the control authorities.**

- ➔ Exchange of monitoring information on international transport operations should be intensified between authorities. Associated electronic communications should be developed through cooperative efforts among the various parties.
- ➔ Cooperation and the exchange of information between the police and the logistics business should be increased and intensified, for solving of crime cases and prevention of new crime from occurring. An additional step to consider is joint training sessions, organised to help participants to recognise, for instance, crime in transport.
- ➔ Control of hazardous substances should be carried out at cargo ports in cooperation by different authorities. Similar cooperative inspections should be extended to enterprises processing hazardous substances.
- ➔ The importance of international cooperation on traffic should be highlighted by providing it with sufficient resources.
- ➔ Parties engaged in cooperation with the stakeholders of heavy goods traffic should work in close cooperation with the various expert networks, thus aiding in the work toward the formulation of a uniform policy on matters of traffic control. Cooperation with the stakeholders should be carried out under managerial supervision.
- ➔ Experts in HGV control should be turned to for advice on local preventive measures much more than is done today.
- ➔ Centralised co-operative meetings should be held with the stakeholders once a year at a minimum. The work may take various forms, including the charting of safety in traffic and identification of means to minimise risks associated with traffic.
- ➔ Training of new HGV drivers should be augmented with attitude education provided by the police, with the focus on safety issues.
- ➔ More information on HGV control issues should be made available, including measures to strengthen the cross-border exchange of information.
- ➔ Legislation on the transport industry, including law enforcement, should be strengthened in order to help combat the grey economy. The intensification of the authorities' activities will create opportunities for rapid intervention in negligence and malpractice situations detected.





## 5.3. Cooperation on criminality in transportation

- **Legislation on the transport industry, including law enforcement, should be strengthened in order to help combat the grey economy. Efforts should be devoted to meeting the prerequisites for the exchange of information in order to facilitate effective cooperation between the authorities and the transport sector in combating crime.**
- **Road policing must be made one of the strategic areas of focus in traffic control. It will help both prevent and uncover crime committed on the roads.**

- The grey economy manifests itself in the transport business primarily in the use of illegal labour and in illegal operations of foreign transport companies of one country in the domestic market of another.
- Combating the grey economy is part of road policing, and combating crime in transport is part of the process of combating the grey economy.

### 5.3.1 Criminality and grey economy

Crime affecting the transport industry in the international setting is often organised by specialist perpetrators who are increasingly skilful and violent. According to Europol, the transport sector is one of the key sectors of the economy with respect to crime prevention. Much of the crime benefitting from the transport industry consists of small, individual acts of crime, increasingly systematic and international in nature and forming a series of criminal acts. Information obtained from the personnel of companies or from the stakeholders often plays a key role in crime affecting the transport and logistics process. The safety of companies can be significantly improved through the implementation of methods that enhance trustworthiness and security among the employees and partners. Companies should implement safety-enhancing practices, to a greater degree than has been the case to date, to help diminish opportunities for crime. Protecting information in particular, but also making good use of it is a key element in combating crime.

Economic crime associated with electronic commerce as well as with the transport business within the framework of domestic trade is a growing threat. In foreign trade and in transit traffic, economic crime assumes the form of legal business. In brokerage and freight forwarding, foreign companies play a major role; moreover, the business is characterised by enterprises that involve a certain degree of risk, as well as enterprises that provide services for grey economy operators in foreign trade.

Legislation on the transport industry, including law enforcement, should be strengthened in order to help combat the grey economy. In particular, efforts should be devoted to meeting the prerequisites for the exchange of information, and to developing methods for that exchange, in order to facilitate effective cooperation between the authorities and the transport sector in combating crime. An additional objective of the control measures is to provide a pre-emptive factor discouraging the manipulation of bookkeeping practices, prevent fraudulent register entries, and curb tax crime, through the intensification of authorities' operations and better allocation of public resources. Intensification of the authorities' activities will create opportunities for rapid intervention in negligence and malpractice situations detected.

Grey economy operators will have less ground to stand on, while honest companies will have better opportunities for operation, which will improve the competitive situation, make business more transparent, and promote the equal treatment of all people.

### 5.3.2. Grey economy in the transport sector

The grey economy manifests itself in the transport business primarily in the use of illegal labour and in illegal operations of foreign transport companies of one country in the domestic market of another.

Furthermore, the illegal sale of transport services using vehicles registered for private use, bankruptcy fraud, the practice of founding companies for one-time use only, and the sale of goods transport services that are subject to licence outside bookkeeping were all noted to be common manifestations of the grey economy in the transport business.

Drivers spending overlong periods at the wheel, too short daily rest periods, and vehicles carrying an overweight load are common occurrences in road transport, according to the police and transport companies themselves. There is some variation in the readiness of transport entrepreneurs to record driving time and rest periods and monitor their employees. Authorities increasingly detect instances in which driving-time and rest-period data have been tampered with, a phenomenon probably attributable to the increased risk of being caught as digital tachographs become more common.

### 5.3.3. Road policing, the grey economy, and crime in transport

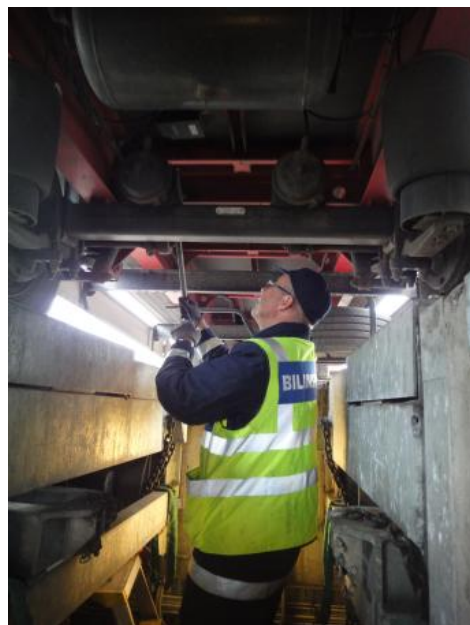
The European Traffic Police Network has included measures to combat the grey economy in the Road Policing Activities scheme, in which traffic policing is diversified with law enforcement directed at all crime on the road. Supervision is carried out in connection with the basic control of heavy goods traffic, as well as during separate control operations.

When the basic control is enriched and deepened with the inclusion of the grey economy angle, it will help bring to light the use of illegal labour, falsified documents, smuggling, and illegal cabotage. Road policing must be made one of the strategic areas of focus in traffic control. It will help both prevent and uncover crime committed on the roads. Examples of such are illegal remaining in a country, drug offences, smuggling, and stolen vehicles.

Combating the grey economy is part of road policing, and combating crime in transport is part of the process of combating the grey economy.

#### Related C.A.S.H. publications

C.A.S.H. report 7:2012 Vikman, E. (2012) C.A.S.H. PROJECT WORK PACKAGE 4 FINAL REPORT. Cooperation between authorities - C.A.S.H. project's findings and recommendations for Baltic Sea Region's Traffic enforcement authorities.



## 6. Harmonising training of inspection officials in the Baltic Sea Region

- **Harmonising training of enforcement officers is an important objective. This was initiated in the C.A.S.H. project in the Baltic Sea Region and the work should continue towards this aim.**
- **It is important to include training for different levels of operational staff.**

- The C.A.S.H. project has provided a manual for competent authorities to conduct HGV inspections and guidelines for competent authorities to harmonise a common training structure relating to e.g. Dangerous Goods, Load Securing as well as Control of Driving and Resting Hours.

The European Commission noted in its White Paper 2011 “Roadmap to a Single European Transport Area – Towards a competitive and resource efficient transport system” the aim to harmonise training of enforcement officers.

One of the objectives of the C.A.S.H. project was to create harmonised training contents in the Baltic Sea Region. The C.A.S.H. project has provided a manual for competent authorities to conduct HGV inspections and guidelines for competent authorities to harmonise a common training structure relating to e.g. Dangerous Goods, Load Securing as well as Control of Driving and Resting Hours.

The purpose was to start harmonization the training throughout the Baltic Sea Region within the C.A.S.H. project. The project gave competent authorities the possibility to discuss the objective of harmonized training contents in various workshops and practical trainings. As a result, a manual to conduct inspections and guidelines which create a basic level for trainers to train police officers for inspection of Heavy Goods Vehicles, was prepared.

The guideline provides a guide for planning, conducting and evaluating Trainers’ workshops to orientate trainers to harmonize a common training level and quality standards for C.A.S.H. partners.

In order to teach a trainer how to train well, a ‘learning by doing’ approach is the best. For example, participants in a workshop can learn skills in participatory monitoring, and can hold a similar training workshop for colleagues working at district/local level.

Training is more effective if visuals are used to communicate and if participants actively participate in the workshop proceedings – or in the words of Confucius: ‘I hear and I forget; I see and I remember; I do and I understand.’ The C.A.S.H. manual consist both printed and audiovisual material.

## 7. Road police officers' versus drivers' views on Road Freight Safety

### 7.1. Road Police Officers views on Road Freight Safety

- **To maintain compatible, transparent and efficient enforcement practices, strong, skilled and motivated organizational units within Competent Authorities are required. This principle applies also to Federal States, where the appropriate autonomous units need to operate at State level complementing the work of necessary Federal Competent Authorities.**
- **Specialised national or state-wide organisational units can best manage the required capacity and performance to enforce the increasingly demanding regulations on road freight transport effectively and in a harmonised manner. They provide this public service at the lowest societal cost and highest benefit for all key stakeholders, including the serious operators within the road freight industry, shippers and other road users.**

- The most problematic areas of enforcement in roadside controls include vehicle, cargo and driver documents especially for foreign carriers and drivers. The enforcement of rules on cabotage traffic is also seen particularly difficult.

- Speeding and the use of alcohol were deemed relatively easy to enforce, as here the regulations and enforcements means are clear.

More than 600,000 million tonne-kilometers of road freight traffic is performed annually by more than 100,000 carriers in the Baltic Sea Region (BSR). Up to 10 percent of this involves transport of Dangerous Goods. The volumes are increasing, and have surpassed the level of 2008. Simultaneously, the number of carriers, vehicles and drivers from non-EU countries on EU roads is increasing rapidly.

The regulatory environment on technical, social and environmental standards on road freight transport within the EU is becoming ever more stringent and complicated. This calls for constant updating of skills among Competent Authorities responsible for road transport safety and security. Effective control of road freight is also needed to combat e.g. vehicle crime, fraud and trafficking.

The 2012 C.A.S.H. survey contained 173 road police officers' responses from eight BSR countries. On a scale from 1 to 5, the overall road worthiness of EU-registered heavy goods vehicles and drivers was rated at 3.5, while those from non-EU countries scored 2.8. Road worthiness has improved from 2007, but only a marginal improvement was anticipated till 2014.

The most problematic areas of enforcement in roadside controls included vehicle, cargo and driver documents – especially for foreign carriers and drivers. The enforcement of rules on cabotage traffic was deemed particularly difficult. Speeding and the use of alcohol were deemed relatively easy to enforce, as here the regulations and enforcements means are clear.

These are also the standard violations with passenger car traffic, which is much easier to control than road freight transport. It needs to be said that road freight vehicles and their drivers are seldom the cause of road accidents, but the impact of large and heavy vehicles can be very severe for other travelers and pedestrians.

In view of the changing EU and national regulations on heavy goods vehicles, drive and rest hours, cargo securing as well as documents, permits and licenses for the driver, vehicle and cargo, maintaining sufficient professional skills requires specially well-trained and motivated Competent Authority staff. This is especially true with transport of Dangerous Goods, which requires specially trained and dedicated staff in order to minimise hazards for people, property and the environment.

### Related C.A.S.H. publications

C.A.S.H. Note 9:2012 Kentta, V., Lorenz, H., Ojala, L. (2012) C.A.S.H Survey among Road Police Officers on Road Freight Safety.

## 7.2. Views of Drivers of Heavy Goods Vehicles

- Young and less experienced drivers tend to have more accidents.
- More than half of the drivers replied that there were no instruction programs for drivers of HGVs in foreign transport.
- Experiences of thefts are more usual than experiences of accidents; finding safe parking or resting places regularly causes problems for drivers.
- HGV drivers regard the behaviour of other drivers as the most typical traffic safety risk factors.
- Police officers evaluate tight timetables and bad condition of HGVs as factor that most often cause dangerous situations in HGV transport.
- Driving fatigue is a serious traffic safety problem.

During C.A.S.H. project period 2009-2012, the Traffic Psychology Research Group at the University of Turku conducted a study which concentrated on the views of drivers of heavy goods vehicles (HGVs) in the BSR: their self-reported traffic behavior, attitudes towards traffic safety, occupational health and experienced problems when driving internationally. Furthermore, drivers of border crossing heavy goods traffic were used as informants of cultural differences in traffic safety in the Baltic Sea Region countries.

The survey was conducted between December 2010 and September 2011. Drivers were contacted mostly “on the road” in Finland, Sweden, Denmark and Germany and on the borders between these countries. Drivers were also contacted at international transport companies and at a Latvian institute for further education of HGV drivers.

In all, 460 replies were gathered, and divided quite evenly between the different questionnaires. Respondents represented 12 different nationalities, but most of them were from Finland, Russia, Estonia, Latvia and Lithuania.



## 7.2.1. Traffic safety while driving abroad

One fifth of the respondents in the study reported that they had been involved in a traffic accident during the last three years when driving a HGV abroad. These drivers had typically had one or two accidents resulting in property damage and no injuries.

The study included mostly middle-aged and experienced drivers. Age and the driving experience of a driver have been found to be connected to traffic safety so that young drivers and less experienced drivers tend to have more accidents. The study did not differentiate between accidents caused by drivers of HGVs or caused by some other drivers. HGVs are involved in traffic accidents – especially in severe collisions – quite often. For example, in Finland about one third of all fatal motor vehicle accidents involve one or more HGVs. However, in these accidents drivers of HGVs are quite seldom the most responsible parties

## 7.2.2. Occupational health and employer's support for drivers' wellbeing

At the general level respondents were quite healthy although they were not very young. The mean age of the drivers was around 43 years. Nearly 80 percent of the drivers responded that they had no chronic diseases, 43 % of the drivers reported that they were not overweight and 86 percent reported that they always or usually get enough sleep. However, it is noticeable that 40 % smoke regularly, 57 % were overweight to at least some extent and 28 % reported that they had sometimes dozed off while driving.

The majority of the drivers reported that their employer offers regular health checks. However, one fourth of drivers replied that their employer does not offer any occupational health checks at all.

Drivers were asked to what degree they have problems connected to their skills or knowledge when driving in international carriage. At the general level drivers reported no big problems. In particular factors related directly to their work, such as traffic rules and regulations, customs or border procedures or finding the routes were unproblematic. The drivers had only some problems with finding places where to rest, language skills and spare time activities in these matters. Finding safe parking or resting places regularly caused a lot or very much problems.

When asked whether the employer offers some instruction programs for drivers of HGVs in foreign transport, more than half of the drivers replied that there were no such instruction programs. An interesting but logical result was that drivers whose employer offers some instruction programs experienced less problems when driving in international carriage than those drivers whose employer doesn't offer any instruction programs.

Work related accidents were less common than traffic accidents. Nineteen drivers (14 %) reported that they had been involved in a work related accident. Five drivers had had more than one such accident



### 7.2.3. Security while driving abroad

Experiences of thefts were more usual than experiences of accidents. One third of all drivers reported that during the last three years, either their vehicle or their cargo or fuel had been stolen. The figure is bigger than the earlier finding: according to the report of IRU, 17 % of drivers had suffered an attack during the period 2000-2005. Further, the report found that many of the attacked drivers had been attacked more than once. The present study confirms the result. Most of the drivers in the present study reported that they had had more than one experience of theft.

In this study drivers were asked to report which things cause problems to them in international haulage. Although drivers found that there are no big problems overall, a considerable problem was to find safe places where to rest.

Estonian drivers in particular reported problems in finding places where to rest. This may be connected to the fact that they had also been most often a victim of a theft. In addition, when drivers were asked to rank different things related to traffic safety, they ranked "availability of safe parking places" as the worst at the general level. From all countries in comparison, Latvia, Russia and Estonia were ranked as the worst in the availability of safe parking places.

### 7.2.4. Attitudes of drivers and police officers

HGV drivers regarded the behaviour of other drivers, and traffic environment related factors as the most typical traffic safety risk factors. Speeding was common among drivers of HGVs, and speeding – even considerable speeding - was not regarded as a serious traffic offence.

Police officers evaluated risk factors connected to drivers of HGVs (e.g. fatigue, too high speed, and carelessness) as being dangerous more often than drivers did. The police officers also evaluated that timetables that are too tight are the factor that most often causes dangerous situations for heavy goods transport. The biggest difference between the evaluations of police officers and drivers had to do with the technical condition of HGVs.

Drivers regarded the bad technical condition of the vehicle I drive to be the factor causing the least often dangerous situations in traffic, whereas police officers regarded the bad technical condition of HGVs to be among the factors that most frequently cause danger.

Further, the HGVs used in international carriage are probably in better condition on average than HGVs used purely in national carriage. It might be speculated (according to the replies of police officers) that there exists risk factors connected to heavy goods vehicles and drivers of HGVs in general more than what is seen according to the replies of drivers of HGVs.



## 7.2.5. Traffic safety culture in the Baltic Sea Region

According to the drivers, traffic safety culture differs within the Baltic Sea countries. Germany and the Scandinavian countries were typically ranked higher than other countries in comparison. However, there were some interesting exceptions. For example, traffic fluency and drivers' politeness were not regarded to be very high in Germany compared to the other countries.

At the general level, drivers were least pleased with "Availability of safe parking places". Availability to find safe parking places was evaluated to be the best in Finland and the worst in Latvia. According to the survey, the drivers assessed that the biggest problem for them in international haulage is finding places where to rest. This is also probably linked to the result that drivers quite often reported having been victims of a theft when driving internationally.

Drivers evaluated that the risk of being caught by the police if different rules or regulations are broken when driving a HGV is in general level quite high. The mean risk of being caught by the police was as "moderate" at a minimum. The result that drivers' subjective risk of being caught by the police if rules or regulations are violated is positive in terms of traffic safety not depending on what the factual, objective risk of being caught is. Being afraid of being caught by the police is one reason to obey rules and regulations.

However, police officers have found that the enforcement of especially vehicle, cargo and driver documents for foreign drivers and carries is challenging today. The subjective risk of being caught by the police cannot stay at a high level without the support from reality and therefore efficient enforcement should be guaranteed within the BSR.

According to the drivers the highest risk of being caught by police was for "driving while impaired by alcohol". The lowest risk of being caught by police was for "driving despite being fatigued". It is notable that at the same time drivers evaluated that if a driver violates the rules of driving and rest periods, the risk of being caught by police is high. It seems that obeying the rules of driving and rest periods and not driving despite being fatigued are partly separate things. The fatigue of a driver is difficult to discover by means of police law enforcement.

However, fatigue is a serious traffic safety problem. More than one fourth of the drivers in the present study reported to have dozed off while driving at least sometimes. There were small differences within the countries in the means of the risk of being caught by police if breaking traffic rules and regulations. However, there seems to be some differences between the countries as to what rules and regulations are emphasized the most in the traffic enforcement.

### Related C.A.S.H. publications

C.A.S.H. report 4:2012 Laapotti, S., Hernetkoski, K., Katila, A., Peräaho, M., Keskinen, E. (2012) C.A.S.H. SURVEY ON DRIVERS OF HEAVY GOODS VEHICLES IN 2010-2011 Traffic behaviour, attitudes, occupational health and cultural differences around Baltic Sea.

Laapotti, S., Peräaho, M. (2011). Fatal road accidents of heavy goods vehicles in Finland. Proceedings of the 7th International Scientific Conference TRANSBALTICA 2011, Vilnius, Lithuania. Presented as a C.A.S.H. presentation in the conference.



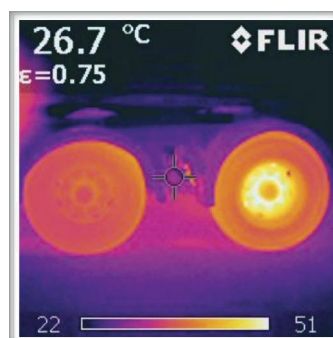


## 8. Risks analysis and equipment testing

### 8.1. Analysis of transport risks

- “The high number and variety of possible transport risks require an application of different measures and strategies. They must be chosen carefully, reviewed continuously and adapted to the situation” (Kersten et al. 2012b, p. 81).
- “Disruptions in the supply chain can only be avoided by applying a holistic risk management approach including measures which can be allocated to the suggested categories” (Kersten et al. 2012b, p. 81).
- “A framework for potential measures to handle transport risks is described which helps company representatives to enable a smooth flow of goods” (Kersten et al. 2012b, p. 80)
- There is a “need for IT-tools which are easy to introduce, support all phases of the risk management process, have an interface to existing software, and enable the information exchange with supply chain partners. Therefore, a combination of software with high analytical as well as reporting/management power is essential for successful risk management in logistics” (Kersten et al. 2012b, p. 79).
- “Long-term objective should be a harmonisation of regulations and used control equipment regarding road freight transport in all Baltic Sea Region countries” (Kersten et al. 2011, p. 51).
- Representatives of enforcement authority should be involved in discussions with the parties offering technology at the product development stage. International projects offer a good base for this purpose.
- It is important to include a technology aspect in international traffic and transport safety projects because technology develops rapidly and new equipment is launched frequently.

- Many regulations are harmonised within the EU, but there are still national differences within the BSR for example in the minimum distance between HGVs and regulations concerning cargo securing.
- Sharing information and exchanging views within and across national borders is important before control equipment acquisition.



“Due to the geographic location and the dynamic economic development, logistics has a central role in the BSR. Therefore, it is important to establish beneficial conditions for logistics in the BSR to cope with current challenges in road freight transport. This also includes the reduction of risks for logistics service providers, manufacturers, and commercial enterprises” (Kersten et al. 2011, p. 53).

“One of the aims of the C.A.S.H. project was to analyse transport risks that may occur in road transport and to describe and analyse the equipment which is used in road controls in the Baltic Sea Region (BSR). Furthermore, during the project, it was identified which kind of equipment is used to reduce different kind of transport risks” (Kersten et al. 2011, p. 53).

As a result of C.A.S.H. workshops, different kinds of risks were identified. They have been clustered according to the categories truck driver, company, truck and external risks (see Figure 3).

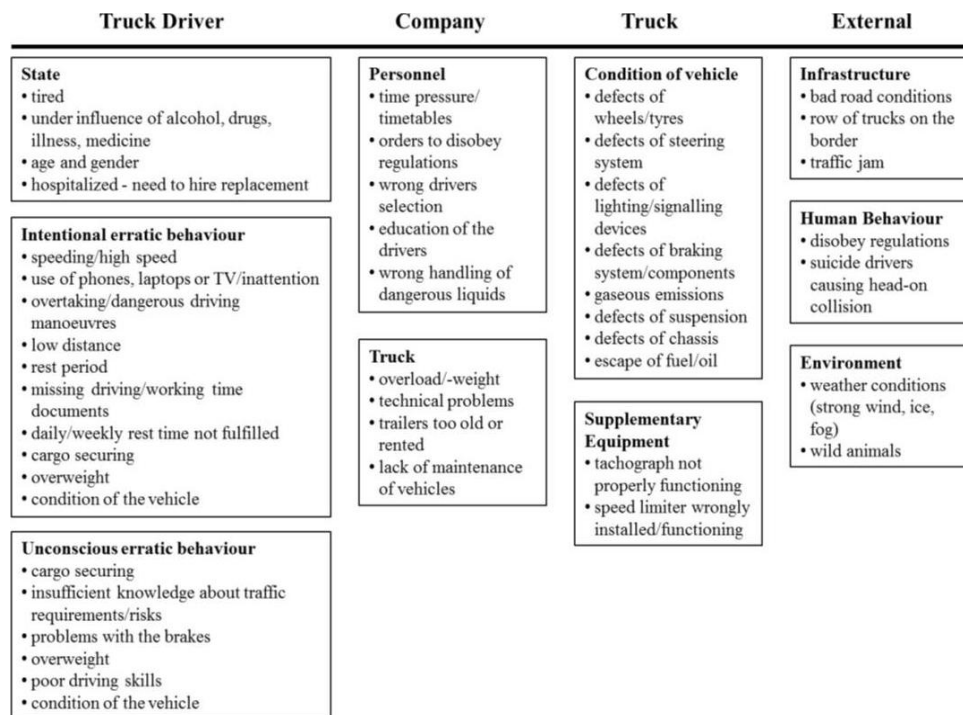


Figure 3. Risks in categories of truck driver, company, truck and external risks (Kersten et al. 2011, p. 33).

“The workshop results show that the risks mentioned by the police authorities are either cause-related or effect-related. Apart from general risks, there are a lot of country-specific risks, such as risks at border crossing, or frozen goods during transport due to weather conditions. They must also be kept in mind” (Kersten et al. 2012b, p. 81).

The number and dimension of possible risks also depends on the country-specific construction and condition of infrastructure as well as on the country’s security level. All identified risks differ in the amount and extent of damage” (Kersten et al. 2012b, p. 81).

“The results of the survey and the workshops show that there exist a plenty of equipment that can be used to detect and to avoid transport risks. The usage depends on country-specific regulations as well as on the police authorities’ facilities” (Kersten et al. 2011, p. 51).

“IT-tools play an important role within logistics. They enable the information flow within companies and between supply chain partners. [...] The application of IT-tools for risk management is common as well. The risk management process can be supported by IT-tools and therefore reduce the necessary labour input (Kersten et al. 2012b, p. 79).

“During the C.A.S.H. Joint Exercises, police officers identified the need for an infrared camera which is useful to detect defects on brakes as well as on axles and wheels. An infrared camera visualizes the temperature of objects. As brakes warm up during operation, it is possible to identify non-functional ones by measuring the temperature. Furthermore it is possible to measure the temperature of liquids, which is especially important for dangerous goods of a certain temperature range ” (Kersten et al. 2011, p. 49).

“Many regulations are harmonised within the EU, but there are still national differences within the BSR. One example is regulations regarding the minimum distance between HGVs. Some EU Member States have not introduced such regulations yet. Another issue is the regulations of cargo securing which varies between the countries in the BSR. Such national differences make it complex for companies to fulfil all national laws. The current situation implies that it could happen that a legally loaded HGV has to be secured in a different way, if the HGV crosses the border. This situation is cumbersome for companies and police authorities” (Kersten et al. 2011, p. 51).

“In general, the long-term objective should be a harmonisation of regulations and used control equipment regarding road freight transport in all Baltic countries. But this is a long process that on the one hand needs time and on the other hand all participating countries have to agree on this as a common goal. Until then the police authorities should be aware of the different advantages and disadvantages of the equipment used in road controls to detect transport risks. Therefore, they should seize the opportunity to exchange their experiences with other police authorities” (Kersten et al. 2011, p. 51).

The first step is to share information about used equipment in each country. The second step is to report about advantages and disadvantages of this equipment. The third step is to enable police officers to gain experience with control equipment of different countries. These steps were supported in the C.A.S.H. project.

“Furthermore, it is necessary that the experts within the national authorities cooperate. The experts are responsible for the assessment and acquisition of new equipment. Therefore, they keep close contact to the industry and are up to date about new products or technologies. As the market for control equipment is strongly affected by national laws, many companies do not advertise their control equipment on an international level. For police authorities it would be an advantage to tender on an international level” (Kersten et al. 2011, p. 51).

“Furthermore, many systems have been developed on a national level. This is especially the case for databases. As each system has advantages and disadvantages, it is recommended to exchange such information as well. Police officers reported for example that it would be helpful to have access to photos of controlled persons. If such functionality is already implemented in another country, it would be helpful to exchange information regarding this topic” (Kersten et al. 2011, p. 52).

“Finally, it is important to spread the information about existing initiatives which have the aim to ease the control process of police officers. On the one hand, the awareness level is important that such initiatives can be used beyond national borders as it is a time-consuming and bureaucratic act to introduce these in each country. On the other hand, it is necessary that experiences about these initiatives are exchanged to improve the user-friendliness and functionality ” (Kersten et al. 2011, p. 52).

#### **References/Related C.A.S.H. publications**

C.A.S.H. report 3:2011 Kersten, W., Schröder, M., Singer, C., Feser, M. (2011) ANALYSIS OF TRANSPORT RISKS - EMPIRICAL RESULTS FROM THE BALTIC SEA REGION IN 2010/2011.

C.A.S.H. report 10:2012 Kersten, W., Schröder, M., Singer, C., Feser, M. (2012b) RISK MANAGEMENT IN LOGISTICS - EMPIRICAL RESULTS FROM THE BALTIC SEA REGION FROM 2010 UNTIL 2012.

## 8.2. C.A.S.H. case of digital tachograph

- “Control software should consider additional functionalities which support police officers to detect digital tachograph manipulations” (Kersten et al. 2012a, p. 40).
- It is important train those police officers who control driving and resting hours.

The C.A.S.H. project also presents results of a survey which has been conducted with the aim to support enforcement activities relating to driving and resting hours in the BSR.

“The participants in the survey gave insights in a C.A.S.H. workshop on the used hardware and software to control driving and resting hours. In general, the asked police officers appreciate the digital tachograph as the control of the analogue one was difficult and time consuming. The control of the digital tachograph is usually fast and easy” (Kersten et al. 2012a, p. 38).

“The police officers agreed that it is not necessary to have one unique solution within the BSR. The requirements are different, so that not one solution can be optimal” (Kersten et al. 2012a, p. 40).

“As national legislations are different, control software should be able to consider national fines. In addition to the analyses of driving and resting hours, it is very useful if control software offers the functionality to analyse data for the investigation of accidents” (Kersten et al. 2012a, p. 40).

“One major output of the C.A.S.H. workshop was the need to counteract manipulations of the digital tachograph. Therefore, control software should consider additional functionalities which support police officers to detect manipulations.” (Kersten et al. 2012a, p. 40).

“Overall, the workshop participants highlighted the importance of training for police officers who have to control driving and resting hours. The underlying regulations are complex and it is only possible to use the control equipment with adequate and regular training courses” (Kersten et al. 2012a, p. 40).

### References/Related C.A.S.H. publications

C.A.S.H. report 5:2012 Kersten, W., Schröder, M., Singer, C., Feser, M., Völkel, M. (2012a) FRAMEWORK FOR THE APPLICATION OF DIGITAL TACHOGRAPHS IN THE BALTIC SEA REGION - Legal and practical information for transport enterprises and public authorities.



## 9. East perspective

### 9.1. Road freight transport safety: situation in Russia and Belarus

- Drive and rest hours were considered as the most problematic regulatory issue concerning traffic safety compliance of Russian and Belarussian drivers within the BSR.
- Alcohol and/or drug use was among the two most problematic issues concerning enforcement.

In recent years, trucks have become major carriers of goods from European Union to Russia, Belarus and Ukraine.

Turku School of Economics at the University of Turku conducted a study which discussed compliance and enforcement of safety and security regulations of international road freight transport in the Baltic Sea Region. It was based on interviews of three stakeholder groups hauliers with industry associations, shippers, and law enforcement authorities in Estonia, Finland, Latvia, Lithuania and also partly in Poland, Sweden and Germany.

In the survey the level of regulatory framework inside Russia and Belarus was estimated to be at the same level or slightly lower than in other countries in the BSR. From the enforcement perspective, the situation in Russia and Belarus was assessed as neither poor nor good.

The representatives of only three countries expressed their opinion on profitability of international Heavy Goods Vehicles road transport firms in Russia and Belarus. The assessment was contradictory; Estonia and Latvia assessed the past and current situation as poor while Poland considered the present situation is very good for Russian and Belarussian companies.

Concerning competitiveness the answers were equally diverse. Estonian and Latvian representatives evaluated that the competitiveness of Russian and Belarussian companies had improved during the past five years, while the German representative suggested a decrease in competitiveness. While Latvian authorities forecasted that the profitability will improve to a very good level by the end of 2011, Estonian and German authorities forecasted a stable situation, assessing the profitability either as not poor nor good, or as slightly poor.

Drive and rest hours were considered as the most problematic regulatory issue concerning traffic safety compliance by both the authorities and transport companies or associations. Both parties agreed that alcohol and/or drug use is among the two most problematic factors concerning enforcement. Alcohol and/or drug use was considered as a major concern especially by the Latvian and German stakeholders. In contrast, drive and rest hours was seen as the most important problem by transport companies or associations, while authorities ranked it relatively low.

The interviewed stakeholders agreed that the overall road safety situation in Russia and Belarus had been poor. The Estonian and German respondents did not expect significant improvements in the future, whereas Latvian stakeholders were more optimistic and expected Russia and Belarus to reach a good level by the end of year 2011. However, Latvian transport association and German representatives forecasted that the level of safety culture would remain poor and the security situation very poor despite the improving overall safety situation.

#### Related C.A.S.H. publications

C.A.S.H. report 1:2010 Alvarez-Tikkakoski, E., Solakivi, T., Ojala, L., Lorentz, H., Laari, S. (2010) COMPLIANCE AND ENFORCEMENT OF REGULATIONS OF INTERNATIONAL ROAD HAULAGE - Explorative findings in the Baltic Sea Region in 2009.

## 9.2. Cooperation between authorities in Southeast Finland at EU's external border

- The cooperation between National Traffic Police, Customs and Border Guard in the Eastern regions of Finland is working well.
  - o Advantages; information exchange between authorities, joint trainings, uniform practices and methods, use of joint technologies
  - o Challenges: lack of resources which is reflected in reduction of joint trainings
- Cooperation between Finnish and Russian authorities:
  - o Advantages; information exchange, knowledge of the legislation in Russia.
  - o Challenges; different working cultures, language barriers, quickly changing legislation in Russia.

The regional councils of South Karelia and Kymenlaakso in South-Eastern Finland assigned Lappeenranta University of Technology to conduct a study the objective of which was to describe the current practices and how the cooperation is arranged between authorities i.e. the National Traffic Police, the Finnish Border Guard and the Finnish Customs, in South-Eastern Finland and especially in the areas of South Karelia and Kymenlaakso, and what are the benefits and challenges related to this cooperation. The study also aimed to find out possible cooperation across the Finnish border, e.g. the cooperation between Customs in the Finnish and Russian border stations.

The interviews were executed in three border crossing points in the Eastern Finland Imatra, Vaalimaa, Nuijamaa as well as in offices located in the cities of Kotka, Kouvola and Imatra. For the survey, the researches followed the HGV transport e.g. from Germany through HaminaKotka harbor and a Southeastern border crossing point to Russia and vice versa. The aim was to find out how the prevailing practices in the cooperation between authorities are currently working as well as what kind of challenges and forms of cooperation there are at this EU's external border.

According to the results, the cooperation between National Traffic Police, Customs and Border Guard in the South-Eastern regions of Finland is working well. Every counterpart has its own areas of responsibility, the information exchange is effortless and help is offered, when needed. The advantages include e.g. information exchange between authorities, joint trainings, uniform practices and methods as well as use of joint technologies. There are also some challenges e.g. lack of resources which is reflected in reduction of joint trainings. The advantages of the cooperation between Finnish and Russian authorities contain e.g. information exchange as well as knowledge of the legislation in Russia. Challenges include for example different working cultures, language barriers and quickly changing legislation in Russia.

However, the results of the study are based on individual views or opinions of the interviewees. Therefore, the results cannot be generalized. Further research is needed especially on the international cooperation between Finland and Russia and interviews with Russian authorities on the advantages, challenges, and improvement areas of international cooperation are needed. In addition, the opinions and views of other authorities (e.g. local police, emergency staff) on the cooperation between authorities for heavy goods traffic would be valuable.

### Related C.A.S.H. publications

C.A.S.H. report 9:2012 Hannola L., Müller E. Regional Council of South Karelia; Regional Council of Kymenlaakso; Lappeenranta University of Technology (2012) COOPERATION BETWEEN AUTHORITIES FOR HEAVY GOODS TRAFFIC IN SOUTHEAST FINLAND - Findings in cooperation between the National Traffic Police, Finnish Customs and Finnish Border Guard.

### 9.3. C.A.S.H. Open Conference in Ukraine enhanced knowledge on road freight transport safety on both sides of border

The major transport routes in Eastern Europe go through Ukraine. The rapidly increasing cross-border traffic between the EU and Ukraine calls for enhanced knowledge of the traffic flows and the traffic-related issues on both sides of the border. It is also important to share best practices in the field of road freight transport safety.

The C.A.S.H. Open Conference brought together a group of experts of heavy goods traffic from Ukraine and the European Union. During the day, the enforcement authorities shared information on how HGV traffic regulations are enforced in Ukraine and the European Union countries of the Baltic Sea region and Norway. Also the academic and industry representatives gave their perspective on international road freight transport.

The heavy goods traffic in Ukraine faces today many political, economical and technical challenges. There are not enough investments for the development of infrastructure and the tariff policy can be considered as inefficient. Further challenges include e.g. insufficient use of information technology and bad quality of diesel fuel.

One of the major problems concerning heavy goods traffic is safety. In general the roads in Ukraine are not in good condition. In addition, in many cases the drivers do not obey traffic regulation. Furthermore, they are not paying enough attention to driving and resting times and are often driving while fatigued.

There are attempts to improve the efficiency and safety situation in the Ukrainian HGV traffic. Especially in the field of technology, new equipment and software have been introduced to logistics industry. Also drivers have been better equipped with more modern devices. There are also signs of improvement in the technical inspection of vehicles. These questions were discussed as the conference participants shared information and best practices in an on-site visit to Vehicle Technical Inspection Point in Kharkiv.

The C.A.S.H. Open Conference offered participants an excellent overview on the road safety issues in the EU as well as in Ukraine. The event also made it possible for the law enforcement officers to exchange views and make contacts.



## 10. Next steps

During project period 2009-2012, C.A.S.H. project aimed to develop practical solutions to make international road freight transport safer in the Baltic Sea Region by improving cooperation between authorities, harmonizing training of inspection officials as well as testing safety equipment and IT systems to be used by relevant authorities.

The control of heavy goods traffic is an integral part of traffic control. The regulatory environment on technical, social and environmental standards on road freight transport within the EU is becoming ever more stringent and complicated. This calls for constant updating of skills among Competent Authorities responsible for road transport safety and security. Effective control of road freight is also needed to combat e.g. vehicle crime, fraud and trafficking.

Day-to-day police work does not vary between countries. With respect to heavy goods traffic, the nations participating in the project share identical legislation (EU directives), which covers the control of drivers' driving time and rest periods, road transport of hazardous substances, and technical roadside checks

The most fundamental difference between the countries lies in their systems of legal sanctions, which show significant differences, with respect to both the determination of punishments and their number. Significant differences exist also in how regulations are being applied. In addition, how drink drivers are dealt with varies from country to country. Another difference between the authorities of different countries is found in how vehicles in technically unsafe condition are dealt with.

According to C.A.S.H. project results, cooperative meetings between the control authorities should be held regularly, once a month at minimum, in order to chart problems associated with control operations and to develop legislation. In addition, cooperative meetings covering problems related to inspections of heavy goods vehicles and the interpretation of legislation should be held on a regular basis between the road authorities and vehicle inspectors participating in roadside checks. In this context, efforts should be made to develop the cooperative forms of the quality control for vehicle inspection.

Exchange of monitoring information on international transport operations should be intensified between authorities. Associated electronic communications should be developed through cooperative efforts among the various parties. The importance of international cooperation on traffic should be highlighted by providing it with sufficient resources.

The cooperation and the exchange of information between the police and the logistics business should be increased and intensified, for solving of crime cases and prevention of new crime from occurring. An additional step to consider is joint training sessions, organised to help participants to recognise, for instance, crime in transport.

Strong, skilled and motivated organizational units within Competent Authorities are required to maintain compatible, transparent and efficient enforcement practices. The international evidence is clear: specialised national or state-wide organisational units can best manage the required capacity and performance to enforce the increasingly demanding regulations on road freight transport effectively and in a harmonised manner. They provide this public service at the lowest societal cost and highest benefit for all key stakeholders, including the serious operators within the road freight industry, shippers and other road users.



# 11. C.A.S.H. Publication series

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*Author: Turku School of Economics at the University of Turku*

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2012 C.A.S.H Survey among Road Police Officers on Road Freight Safety – Preliminary Results

*Authors: Ville Kentta, Harri Lorenz, Lauri Ojala*

**This report is part of the C.A.S.H. project - Connecting Authorities for Safer Heavy Goods Traffic in the Baltic Sea Region - running from September 2009 to September 2012.**

**C.A.S.H. project aims to develop practical solutions to make international road freight transport safer, more predictable and affordable in the Baltic Sea region. The project intends to do this by:**

- **improving co-operation between authorities**
- **harmonising training of inspection officials**
- **testing safety equipment and IT systems to be used by relevant authorities**

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