



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

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**

Sergeant Erkki Vikman,

National Traffic Police of Finland



Publications
7:2012

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

Sergeant Erkki Vikman,

National Traffic Police of Finland

© National Traffic Police of Finland
Viljatie 2, 00700 Helsinki, Finland

Published by
C.A.S.H.
Turku School of Economics, University of Turku
FI-20014 University of Turku, Finland
www.cash-project.eu

All rights reserved. No part of this publication may be produced, stored in a retrieval system, or transmitted, in any form or by any means, electronic, mechanical, photocopying, recording or otherwise, without the prior written permission of the publisher. Whilst all reasonable care has been taken to ensure the accuracy of this publication, the publishers cannot accept responsibility for any errors or omissions.

This publication has been produced with the assistance of the European Union. The content of this publication is the sole responsibility of the author and can in no way be taken to reflect the views of the European Union.

ISBN 978-952-249-097-1

656.1

EXECUTIVE SUMMARY

This report addresses the **C.A.S.H. (Connecting Authorities for Safer Heavy Goods Traffic in the Baltic Sea Region)** project, carried out between **10 September 2009 and 9 September 2012** in the Baltic Sea region. The project targeted development of co-operation between the traffic police organisations and the traffic enforcement authorities of the EU member states in the Baltic Sea region (as well as Norway) in the control of cross-border heavy traffic and the harmonisation of the training of authorities in line with EU directives.

Central to the project were safety issues related to heavy traffic crossing national borders and the prevention of crime affecting transportation with an associated risk analysis. The project identified best practice in the control of heavy traffic and crime prevention in the transportation business, sharing these findings with the partners. This was achieved through training, Staff exchanges of authorities, and Joint exercises, as well as via versatile cooperation among the parties. Furthermore, the project provided an overview of collaboration among the players of different countries in the area of traffic control, as well as of that pertaining to the exchange of information in the Baltic Sea region.

Traffic control is one of the key tasks for the police. Primarily, traffic control is concerned with the protection of human life and limb, the provision of visible preventive police operations, and securing of safe movement. Included in traffic control carried out by the police is the control of heavy goods traffic. Traffic control is aimed at prevention of unlawful actions in road traffic as well as bringing perpetrators to justice.

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 target high-risk and problem transport, locally and time-wise.

The police carrying out traffic control operations have only a limited opportunity to intervene in action that is unlawful under road traffic legislation. The deficit in control is brought to light when the work hours used for control measures are compared with the number of exposed offences and acts of crime. For example, the number of speeding offences greatly exceed the police's capacity to catch all perpetrators. Likewise, not all drunken drivers on the roads are caught, as studies indicate. On account of the low volume of efforts expended to control heavy goods traffic, the bulk of offences and acts of crime apparently go unnoticed. This claim is corroborated by the fact that in periodic inspections of heavy goods vehicles (HGVs), a quarter of them are rejected, with almost one third of HGVs showing defects at technical roadside checks.

Drivers perceive their risk of being caught as minimal; this, along with lenient punitive consequences, discourages the players in heavy goods traffic from observing the regulations. Lenient legal consequences, which may significantly differ between countries, arising from issues such as failing to secure the load in a proper manner, breaching regulations governing allowable driving time and resting periods, and tampering with tachographs, are an invitation to unlawful activity. What is more, the punishments often affect drivers, not the parties benefitting from the illegal activity.

DESCRIPTION OF C.A.S.H. PROJECT

This study is part of the C.A.S.H. project - Connecting Authorities for Safer Heavy Goods Traffic in the Baltic Sea Region. The C.A.S.H. project is part-financed by the European Union (EU) (European Regional Development Fund) through the Baltic Sea Region Programme 2007-2013. To find out more about the programme, visit <http://eu.baltic.net/>.

In the following, the project and its regional partners will be described.

Project introduction – C.A.S.H.

The C.A.S.H. (Connecting Authorities for Safer Heavy Goods Traffic in the Baltic Sea Region) project aims at developing practical solutions to make international road freight transport safer, more predictable and affordable in the Baltic Sea Region (BSR). The project intends to do this by:

- improving cooperation between authorities
- harmonizing training of inspection officials
- testing safety equipment and IT systems to be used by relevant authorities

The C.A.S.H. project is due to run for three years, from September 2009 to September 2012. The project will benefit not only the authorities inspecting the traffic through harmonized practices, but logistics business as a whole. The project is co-ordinated by Turku School of Economics in Finland, as part of University of Turku.

The C.A.S.H. project partnership is made up of 13 organisations in eight countries around the BSR (Figure 1), including:

- police and other authorities dealing with road traffic safety
- regional councils
- research institutes



The locations of the C.A.S.H. partner organisations and countries

With about one million road haulage companies in Europe and over 560,000 million tonne kilometres of goods transported annually on the roads of the BSR, 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 which 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 goods vehicle took place in the BSR in 2007, equal to 10 % of all accidents.

This is why 13 organisations from eight countries in the Baltic Sea area created the C.A.S.H. project. The project brings together police officers and other authorities inspecting Heavy Goods Vehicles (HGV) in the Baltic Sea area in order to spread good inspection practices across the region.

To find out more about the project and the different work packages, as well as a list of the participating countries and organisations, please visit the project website www.cash-project.eu.

Partner introduction

- *Danish National Police, National Traffic Center, 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*
- *Personal Protection and Law Enforcement Police / Traffic Supervision Division, 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 (University of Turku), Finland*
- *University of Turku, Finland*
- *Vilnius Gedimino Technical University (VGTU), Lithuania*

TABLE OF CONTENTS

EXECUTIVE SUMMARY	5
DESCRIPTION OF C.A.S.H. PROJECT	7
TABLE OF CONTENTS.....	11
LIST OF FIGURES	13
LIST OF TABLES.....	15
1. OPERATIONAL ACTIVITIES OF THE PROJECT.....	17
1.1 Joint exercises	17
1.2 Staff exchanges	21
1.3 Summary of the exercises and staff exchange	25
2. COOPERATION BETWEEN AUTHORITIES IN THE CONTROL OF HEAVY GOODS TRANSPORT	27
2.1 Cooperation between authorities	27
2.2 Cooperation with vehicle inspectors	28
2.3 International cooperation.....	29
2.4 Cooperation with stakeholders on preventive measures	30
2.5 Recommendations for further development of cooperation between the authorities and stakeholders:	31
3. COOPERATION ON CRIMINALITY IN TRANSPORTATION	33
3.1 The grey economy in the transport sector	34
3.2 Road policing, the grey economy, and crime in transport....	36
4. INTERNATIONAL COOPERATION OF THE POLICE	39
4.1 The Council of Europe	39
4.2 The European Union.....	40
4.3 Europol.....	40
4.4 Interpol	40
4.5 Cooperation in the Baltic Sea region	41
4.6 Bilateral anti-crime agreements	41
4.7 Training and research cooperation	41
4.8 Traffic safety cooperation.....	42
4.9 Nordic cooperation	42
4.10 The Prüm Convention	42

4.11 Schengen cooperation	43
4.12 Cooperation with Russia	43
4.13 The United Nations	43
5. INTERNATIONAL TRAFFIC SAFETY COOPERATION OF THE POLICE	45
5.1 TISPOL	46
5.2 SANT (Samarbetsorgan Angående Nordiska Trafikfrågor)	47
5.3 Projects	47
6. DEVELOPMENT PROPOSALS	49
7. FINAL STATEMENT	51
APPENDIXES.....	52
APPENDIX I: Example of a Joint Exercise invitation	53
APPENDIX II: Example of a Joint Exercise Guideline	56
APPENDIX III: Personal feedback form.....	58
APPENDIX IV: C.A.S.H. Joint Exercise report	59
APPENDIX V: Example of a Staff Exchange Invitation	77
APPENDIX VI: Example of Staff Exchange Guideline	80
APPENDIX VII: Personal feedback form	82
APPENDIX VIII: Staff Exchange Report.....	83
APPENDIX IX: C.A.S.H. Project Schedule: Period 07/2010- 12/2010	101
APPENDIX X: C.A.S.H. Project Schedule: Period 01/2011- 06/2011	102
APPENDIX XI: C.A.S.H. Project Schedule: Period 07/2011- 12/2011	103
APPENDIX XII: C.A.S.H. Project Schedule: Period 01/2012- 06/2012	104
LIST OF REFERENCES	105

LIST OF FIGURES

Figure 1 C.A.S.H. Joint Exercise in Estonia 2011.....	19
Figure 2 C.A.S.H. Joint Exercise in Sweden 2012.....	23

LIST OF TABLES

Table 1. Structure of Joint Exercises	18
Table 2. Structure of Staff Exchanges	22
Table 3. Road policing	36

1. OPERATIONAL ACTIVITIES OF THE PROJECT

1.1 Joint exercises

The target groups of joint exercises have normally been groups of two to six police officers or experts from partner countries (as each exercise might have participants from multiple countries, the total number of participants may be as high as 20). Also, trainers and experts have participated in joint exercises.

The participants have primarily been **strategic-level personnel or personnel responsible for training**. As a rule, the groups spent three days as guests of an organisation of a partner country. 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 co-operation with TISPOL, the European Traffic Police Network.

An invitation to participate in the exercises was sent (**APPENDIX I**), including a brief overview of the exercise and the project (**APPENDIX II**). The exercises began after lunch, with the first day dedicated normally to presentation of the host nation and its police organisation, including the organisation's operation methods, as well as to an overview of the ensuing exercise. The subject matter of the exercises has varied from securing the load to transporting hazardous substances.

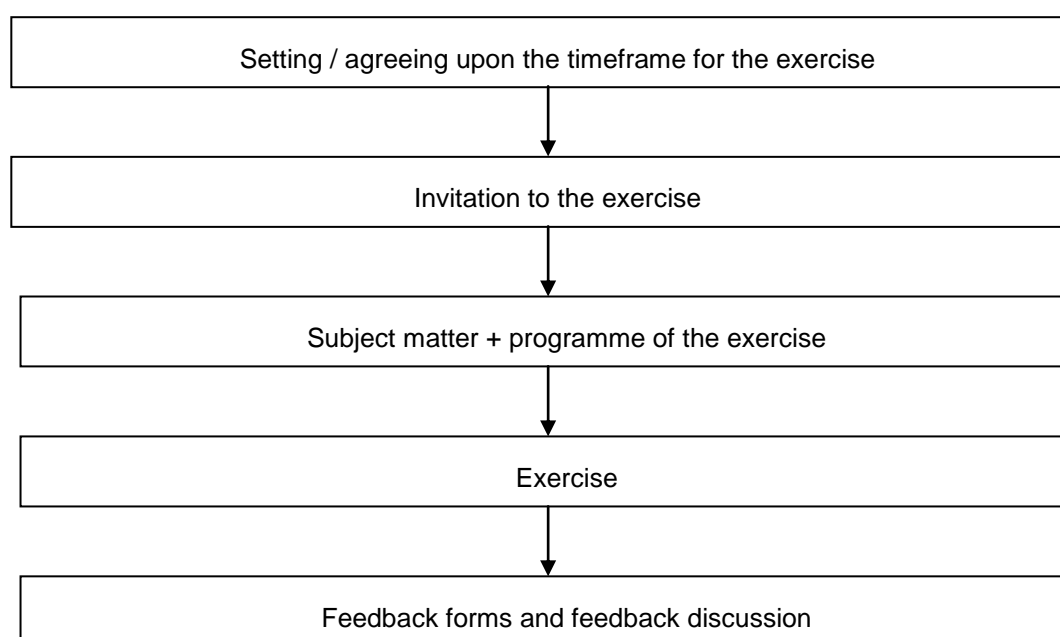
After each exercise, the participants have completed an enquiry compiled by the Turku School of Economics in collaboration with the head of the project's work package WP4. The responses were submitted to Finland's National Traffic Police (in work package WP4 – the partner responsible for co-operation with the authorities).

Furthermore, after completing the exercise, the participants have responded to the enquiry in their own languages, using a personal feedback form (**APPENDIX III**). A separate country-specific report, covering all participating police officers from a given country, was

compiled (**APPENDIX IV**). Before the responses were forwarded to Finland's National Traffic Police, they were translated into English.

The third day featured a feedback session, during which the participants had an opportunity to fill in the forms mentioned above and engage in general discussion of the exercise, as well as possible differences in control methods.

Table 1. Structure of Joint Exercises



Follow-up calendars for the Joint exercises and Staff exchanges are appended (**APPENDICES IX - XII**).

1.1.1 Joint exercises in C.A.S.H. project

In the course of the project, 14 joint exercises have been organised, with 500 participants in all, chiefly police officers from the nations participating in the project. Also, vehicle inspectors, industrial safety authorities and representatives from the customs authorities of the host nation have participated in the exercises.

In total, 600 vehicles and drivers have been checked. 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)
- transport of hazardous substances



Figure 1 C.A.S.H. Joint Exercise in Estonia 2011.

1.1.2 Feedback on the exercises

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 drink 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.

1.2 Staff exchanges

The target group of staff exchanges is typically a group of two to four **operational-level** police officers (if the exchange takes place between two partners) who have participated in the exchange programme in some other partner country. The group has an opportunity to gain insight into the way the authorities of another country operate, as well as compare notes with the hosts. Staff exchanges have been carried out within the framework of separate programmes. In connection with the invitations (**APPENDIX V**), a brief description of the activities entailed in the programme was sent (**APPENDIX VI**). Not limited to the staff members proper, the opportunity to take part in staff exchange was provided also for trainers and experts.

No separate 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.

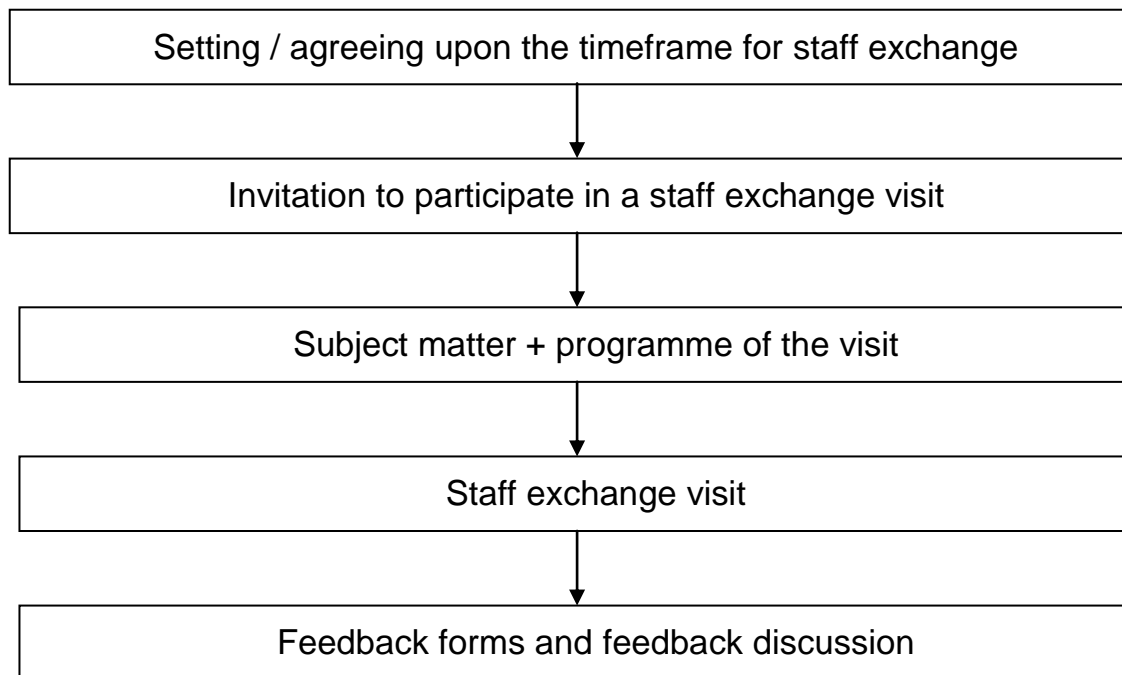
After each visit, the participating officers completed an enquiry compiled by the Turku School of Economics alongside the head of the project's work package WP4. The completed responses have been submitted to Finland's National Traffic Police, who are responsible for the work package WP4, or the co-operation between authorities.

Furthermore, after completing the exercise, the participants responded to the enquiry in their own languages, using a personal feedback form (**APPENDIX VII**). A separate country-specific staff exchange report, covering all participating police officers from a given country, was compiled (**APPENDIX VIII**). Before the responses were forwarded to Finland's National Traffic Police, they were translated into English.

The first day of a staff exchange visit is 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.

Table 2. Structure of Staff Exchanges



Follow-up calendars for the Joint exercises and Staff exchanges are appended (**APPENDIXES IX - XII**).

1.2.1 Staff exchanges in C.A.S.H. project

In the course of the project, 22 staff exchange visits were arranged, with, in total, 160 policemen participating in the visits. Of the participants, 72 officers had the opportunity to get familiar with and, to some degree, participate in police work outside their own country.

Control measures exercised during staff exchange visits have been directed towards identifying best practice, with emphasis on the following factors that play a role in traffic safety:

- roadworthiness of the vehicle
- driver's manner of driving, speed, and state of intoxication
- driving time and rest periods (fatigue)
- faulty loading (securing of the load)
- transport of hazardous substances



Figure 2 C.A.S.H. Joint Exercise in Sweden 2012

1.2.2 Feedback on staff exchange

Similarities

Day-to-day police work does not vary between countries. The basic problems are often 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, transport of hazardous substances on the roads, 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, both with respect to the determination of punishments and in their number. For 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 the drivers can be fined. A procedure such as this is time-consuming and creates a heavy administrative burden.

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, transports of hazardous

substances, and roadside checks), but significant differences remain 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 drink 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 HGVs. 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.

1.3 Summary of the exercises and staff exchange

Feedback received on the joint exercises and staff exchange indicates that the day to day police work of the project partners is rather similar. When cross-border control operations or exercises are being organised, the form of the exercise seems to play little role in what will be achieved in the exercise. However, when compared to staff exchange, joint exercises allow a larger number of police officers to become familiar with the best practices.

Control equipment does not fundamentally differ from country to country, but more cross-border cooperation is required when invitations to tender are issued for control devices. This would help to lower the price of equipment and save the resources of individual countries, as drafting invitations to tender is a time-consuming and labour-intensive endeavour.

2. COOPERATION BETWEEN AUTHORITIES IN THE CONTROL OF HEAVY GOODS TRANSPORT

2.1 Cooperation between authorities

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 a training in controlling heavy goods traffic, have insufficient opportunities to participate in cooperation, because of lack of resources. On a national level, the local police have not been charged, as a general rule, with meeting objectives related to control of heavy goods traffic. Cooperation that has been carried out between the traffic and the local police organisations has focused on investigating offences and crime that have come to light in the course of ordinary control operations directed at heavy goods transport.

The police cooperates in the control of heavy goods transport with several authorities, including customs officials and the border guard, on issues such as control and training. Furthermore, the police collaborate with industrial safety authorities in driving-time and rest-period checks.

Customs personnel participate in the controlling of heavy goods traffic also beyond border-crossing points, in cooperation with the police. Participation rates show substantial regional differences. In some countries, cooperation is regular; in others, it is mainly occasional. Alongside regular control measures, opening of sealed load bays is a common form of cooperation during joint stop checks. In addition to normal cooperation on control, other cooperative measures, in areas such as prevention of crime in transport (for instance, stolen vehicles), are carried out on a regular basis.

In cooperation with the industrial safety authorities, the police carry out regular driving-time and rest-period checks. In some countries, roadside checks are performed by the industrial safety authorities along with the police, while others have the responsibility is divided, such that the police perform checks on the road and the industrial safety authorities inspect enterprises. The police will inform industrial safety authorities of the more serious offences detected during driving-time and rest-period checks on the road, for subsequent inspections at the enterprises.

In cooperation with other authorities including the rescue authorities, environmental authorities, the Finnish Maritime Administration and the port authorities, the police carry out checks on transport of hazardous substances. This form of control enforcement is especially challenging on account of the legislation it is based on, which is exacting, detailed, and changed on a biennial basis.

In some countries, the police assist road authorities in monitorin the quality of periodic vehicle inspections. The operation method consists of normal stop checks carried out jointly by the authorities in the vicinity of vehicle inspection stations, as well as the police passing on those vehicles, inspected during stop checks, that, despite periodic inspections carried out only recently, show numerous defects. Yet another method is the practice of the police of passing on to responsible authorities information on defects detected in the approval certificates of vehicles used to transport hazardous substances.

In cooperation with veterinarians, the authorities carry out inspections of animal transport. Because of the requirements stipulated by EU directive (91/628/EEC, now 95/29/EC), the countries must carry out checks of animal transport, as stipulated by the directive, on the road or at the places of departure for the transport.

All the findings in C.A.S.H. project on cooperation between authorities support the VASAB guidelines on trans-border transportation (please see <http://www.vasab.org/?id=60>).

2.2 Cooperation with vehicle inspectors

In many countries, the police carry out technical roadside checks of heavy goods transport vehicles, including checks related to vehicles' technical condition. During such checks, vehicle inspectors provide technical assistance to the police, although, in some countries, the police must specifically request assistance on a case-by-case basis.

The EU directive governing roadside inspections specifies the number of inspections that can be carried out each year. In general, roadside inspections are performed by the police, using mobile brake testers; however, where such devices are unavailable, vehicles must be checked at vehicle inspection stations before they can be used again.

Cooperation can be extended to include training. On request, vehicle inspectors will visit training sessions organised by the police, providing training on regulations governing matters such as brakes and lights.

2.3 International cooperation

Authorities cooperate in controlling heavy goods traffic also at international level, with the number of missions rising steadily over the past few years. However, these operations have been constrained by the lack of personnel available to assume full-time responsibility for the cooperation, as well as insufficiency of funding. The co-operation is chiefly aimed at providing an opportunity for the participants to compare notes, develop new operation models to enhance traffic control, make the various stakeholders aware of traffic safety measures, and achieve permanent results in the area of traffic safety.

Within the framework of cooperation, efforts are made to develop control equipment and techniques, as well as formulate proposals for tackling of future challenges. On a practical level, cooperation is carried out in the form of staff exchange, harmonisation of operations, and joint control operations.

In the EU, international cooperation in the area of traffic safety is carried out within the framework of the European Traffic Police Network. Founded in 1996, the network had 24 member states in 2005. The chief aim of TISPOL is to enhance the control of traffic regulations, as well as develop the control equipment and operation methods used in law enforcement (including heavy goods traffic). Traffic control operations and events organised under TISPOL cooperation are planned and coordinated by TISPOL's operative group with representatives from all member countries. Joint control operations, carried out simultaneously in all member countries, are organised eight times each year. Of these operations, two focus on goods transport traffic, and two on buses.

2.4 Cooperation with stakeholders on preventive measures

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.

The police provide advice and guidance for transport entrepreneurs, principals of transport operations and associations at information and training events, as well as aid in obtaining, in a reciprocal manner, information on practical problems experienced by the parties in the transport chain. The objective has been, through the interaction of the controller and the parties subject to control, to improve the professional skills of the various parties in the transport chain (including controlling). In the course of training, information is provided on the targets of control measures, in addition to which trainers seek to provide the individual parties in the transport chain with insights into the requirements of legislation, thus reducing the potential for disagreements arising from differing interpretations.

Information is provided at seminars for the transport business, at trade shows, at the meetings of associations, in the press and via the electronic media. The provision of information is an important form of preventive measures, as it reaches also those transport companies and drivers who are not members of trade unions. In particular, training and information related to improving traffic safety entail a great degree of responsibility, and require full mastery of the subject matter. The trainer must be familiar with all possible interpretations of the subject he or she is teaching, so as not to teach incorrect interpretations.

2.5 Recommendations for further development of cooperation between the authorities and stakeholders:

- Local police representatives, specifically trained to control heavy goods traffic, should be given far better opportunities than they are today to participate in road stop checks targeted at heavy goods traffic. Participation and the follow-up of cooperation must be coordinated 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.

3. COOPERATION ON CRIMINALITY IN TRANSPORTATION

Crime affecting the transport industry in the international setting is often organised in nature and carried out by specialist perpetrators who are increasingly skilful and violent. Crime is often committed to order, and perpetrators target sought-after goods that can easily be transformed into cash. Crime affecting transport includes fraudulent operations, which make good use of the identities of reliable companies, as well as transit of cargo. In particular, the increasing volumes of Internet-based business add to the number of frauds perpetrated against transport companies. Fraudulent invoicing, carried out on a professional basis, is a growing problem, one that also affects transport companies.

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.

3.1 The grey economy in the transport sector

In legislation, the grey economy is defined as an activity of an organisation with legal obligations that are neglected for purposes of avoiding the payment of tax, statutory pension contributions, accident insurance payments, unemployment insurance payments, or customs duties, or to obtain an unfounded refund. In relative terms, the grey economy is estimated to be, according to the various surveys conducted so far, most prevalent in the traffic to Russia and Eastern Europe, in transport operations related to the construction business, and in individual cases of removal transport. The low labour cost of transport companies registered in Russia and in the countries known as new EU countries has resulted in intensified competition in foreign traffic. 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.

Illegal transport operations distort competition and hamper honest entrepreneurs at the bidding stage of contracts. The honesty of the operators at the tail end of a chain of subcontractors is especially tricky

to confirm. Extending the contractor's obligations and liability to cover the transport business is key to weeding out the grey economy. In particular, vehicles registered for private use and thus not subject to an operating permit are frequently found to engage in small-scale illegal transport services. The use of the tachograph is mandatory, but this regulation is circumvented and the devices tampered with. Furthermore, the police have encountered vehicles registered for private use in traffic operations subject to an operating permit. Insurance premiums for vehicles in private use are lower than for those in professional use.

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. The problem is curbed through the transport entrepreneurs' awareness that they might lose their operating permits as a result of malpractice. Where the grey economy manifests itself as breaches of the regulations governing the transport industry, road traffic, and working conditions, such as failure to observe the regulations for drivers' driving time and rest periods, it not only jeopardise honest business but also endangers safety in traffic.

Transport operations that do not require an operating permit are most typically carried out in the construction and earthworks business. Organisations representing road transport companies maintain that transport operations carried out for another party without an operating permit within the framework of the contract in question, present a problem from a viewpoint of fair competition, and that the practice of granting exceptions in relation to operating permits should be abolished. Under EU regulations

National exceptions to requirements for operating permits can be granted only where they will have a marginal effect on the transport market. No detailed information on the effects of emergency provisions is currently available, but some organisations of the transport industry as well as the supervisory authorities have found it necessary to clarify legislation. Moreover, business that is subject to a permit can be

controlled in a much better manner than can be unrestricted business, provided that sufficient supervisory resources are available.

3.2 Road policing, the grey economy, and crime in transport

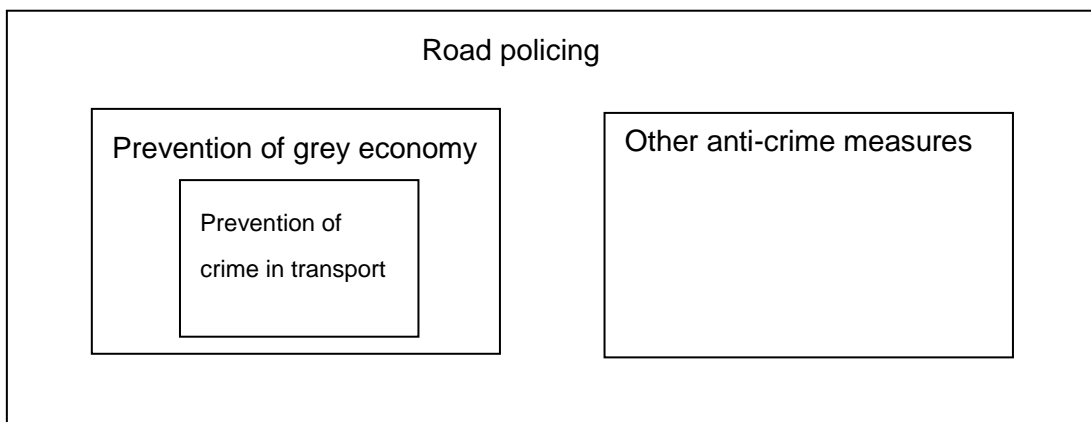
3.2.1 Road policing

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. In the basic control of heavy goods traffic, the vehicle, driver, loading and permissions are checked.

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.

Table 3. Road policing



3.2.2 The grey economy and crime in transport

The term crime in transport can be applied to all such activities as bring about unhealthy competition in the transport business. The grey economy manifests itself in the transport business in the use of illegal labour and in illegal operations of transport companies of one country in the domestic transport market of another. Common forms include the illegal sale of transport services using vehicles registered for private use, bankruptcy fraud, and the practice of founding companies for one-time use only. Closely related to the above-mentioned are bookkeeping crime, fraudulent register entries and violations of prohibition of doing business. These involve negligence or violation of the obligations that are the primary avenue of legality control that the state directs at business. Moreover, criminal offences by a debtor often affect the state, particularly, where the creditor is the tax authority or other public body. Another form that the grey economy takes in the transport business is breach of transport business, road traffic, and social regulations, which not only jeopardise honest business but also endangers safety in traffic.

4. INTERNATIONAL COOPERATION OF THE POLICE

The general process of internationalisation has accelerated, particularly since the 1990s, following the expansion of the European Union and the formation of the Schengen area. With the abolition of border checks, people can move freely, which offers criminals improved opportunities to engage in criminal activity. More often than in the past, crime is committed by foreign perpetrators or groups that such perpetrators have formed.

Internationalisation necessitates efficient international cooperation that covers both intelligence and criminal investigation, as well as daily operative work. Well-functioning international cooperation will ensure that criminal liability can be enforced, and that new forms of crime can be identified and countermeasures developed for them. Internationalisation has presented somewhat of a challenge to the preliminary investigation process, which has grown more complex. International treaties place further obligations on the police, increasing not only the cost of operations but also to the work load.

The international dimensions of crime hamper criminal investigation, heightening the need for additional resources for police work. At the same time, the recent changes in several countries point to resources diminishing rather than increasing, particularly in traffic control.

One of the objective of the C.A.S.H. project was, as part of the neighbouring-area cooperation, to promote police cooperation in the countries of the Baltic Sea region, as well as to strengthen police cooperation, not only in the area of traditional crime prevention but also in traffic control, with the focus placed on heavy goods traffic.

The following sections of the report provide a brief introduction to the international cooperation bodies of the police.

4.1 The Council of Europe

In practice, cooperation with the Council of Europe comprises participation in the work of the permanent committees; the anti-corruption committee (GRECO), the anti-torture committee (CPT), the

Pompidou Group (handling drug issues), and the human rights programme of the police. Regular national inspections at the member state level are also carried out within the framework of GRECO and CPT.

4.2 The European Union

Co-operation with the European Union consists mainly of cooperation in the council's working groups. The police have representatives in, for example, the following working groups of the council: the Standing Committee on Operational Cooperation on Internal Security (COSI), the Law Enforcement Working Party (LEWP), the Working Party on General Matters including Evaluation (GENVAL), the Working Party on Information Exchange and Data Protection (DAPIX), the Terrorism Working Group (TWG), the SIS/SIRENE working group, the SIS technology working group, the Horizontal Working Party on Drugs (HDG), and the CATS working group. When necessary, representatives of the police will also participate in the work of other working groups and committees.

4.3 Europol

Europol, the European Police Office, began operations in 1999. Europol's jurisdiction covers certain serious forms of international crime, and the entity's task is to exchange intelligence information on crime among member states, prepare reports and analyses, assist the member states in the execution of ongoing operations, and arrange expert meetings in order to promote cooperation between the member states. The Council of the European Union is the highest decision-making body of Europol; this means that Europol's operations form part of the EU co-operation.

4.4 Interpol

Interpol produces support services for police operations by preparing overviews and reports, as well as by providing assistance in the investigation of major accidents, security arrangements for large public events, and crisis management. Interpol also offers training related to

police operations to its members. The International Criminal Police Organization Interpol (ICPO) has almost 200 member states. Interpol has national centres in the different countries.

4.5 Cooperation in the Baltic Sea region

The Task Force on Organised Crime in the Baltic Sea Region was founded in 1996 by the countries in the Baltic Sea region. The purpose of the task force is to plan and execute cooperation to combat organised crime on the basis of the threat assessments of the 11 countries in the region by, for example, improving information exchange, judicial work and training, and investigation cooperation. Also worthy of note is that Russia is an active participant in the task force's operations.

4.6 Bilateral anti-crime agreements

The goal of bilateral anti-crime agreements is to develop cooperation in the anti-crime activities of the countries' authorities and to improve information exchange between countries. Cooperation in accordance with the agreements comprises collaboration in the preliminary investigation of crimes and the prevention, uncovering, and halting of crime.

4.7 Training and research cooperation

Training cooperation takes place under the principle of reciprocity, and it is increasingly based on agreements. The internationalisation of research cooperation is based mainly on the international cooperation projects of the researchers in the field and on cooperation in the European Police College (CEPOL), which is a body of the European Union developing the police officer training of the Member States and the cooperation between national educational institutions and other organisations. Participation in the operations of the European Crime Prevention Network (EUCPN) too increases the internationalisation of research activities.

4.8 Traffic safety cooperation

The police of the EU and the Baltic Sea region (including Norway) also participate in the international cooperation of the traffic police and in information exchange with numerous, diverse parties. In addition to work under bilateral cooperation agreements, the Nordic countries participate in operations of their own traffic police cooperation network, SANT. Additionally, the countries of the Baltic Sea region have participated in the operations of the European Traffic Police Network since the late 1990s.

4.9 Nordic cooperation

Nordic police cooperation is direct cooperation on the local level across borders with long traditions. It is systematic cooperation among the police administrations of the Nordic countries, particularly targeted at the prevention of organised and professional crime.

4.10 The Prüm Convention

The Prüm Convention was drawn up on 27 May 2005, and in Finland it was signed on 17 June 2007. The countries currently honouring the convention comprise Austria, Belgium, Bulgaria, Estonia, Finland, France, Germany, Hungary, Luxembourg, the Netherlands, Romania, Slovakia, Slovenia, and Spain. Only EU member states may become parties to the convention. The purpose of the convention is to complement the Schengen Agreement and make the cross-border cooperation of the authorities of the convention parties more effective in order to prevent cross-border crime and illegal migration. The core added value achieved through the convention is automation and the resulting increase in the efficiency of information exchange among the authorities of the parties to the convention. The convention also includes provisions addressing the forms of cross-border co-operation for which no international regulations have existed thus far. In addition to the police force, Customs and the Border Guard have the authority to apply the regulations of the Prüm Convention.

4.11 Schengen cooperation

The goal of the Schengen Agreement is to ensure free movement between its member states. In practice, this means the elimination of border checks between the member states. Schengen co-operation became part of EU co-operation through the Amsterdam Treaty in 1995. The Nordic countries started applying the Schengen Agreement in March 2001. The Schengen Information System (SIS) was adopted upon entry into the Schengen cooperation. Information on individuals, vehicles, and pieces of property of interest is stored in the SIS.

4.12 Cooperation with Russia

With regard to bilateral police cooperation, the primary cooperation bodies in Russia are the Ministry of the Interior (MVD), the federal security service (FSB), the main prosecutor's office, the drug control bureau, the financial control institute, and Customs.

4.13 The United Nations

Police cooperation in the United Nations context consists primarily of the preparation of international treaties on the ministerial level. The cooperation focuses on matters including decisions on international crime prevention policies, combating of drug crime, and combating of international organised crime and corruption. From the perspective of the police forces, the most important UN bodies are the Commission on Narcotic Drugs (CND), the Commission on Crime Prevention and Criminal Justice (CCPCJ), and the Committee against Torture (CAT).

5. INTERNATIONAL TRAFFIC SAFETY COOPERATION OF THE POLICE

One factor of change in the operation environment of the police is the increase in drivers with a foreign background in road traffic. For its part, this leads to a change in traffic culture and may increase the risk of accidents. Extreme traffic behaviour such as general disregard for traffic regulations may rise. Globalisation of the economy and, in particular, the increased mobility of services create challenges for traffic safety.

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. This information is based on the Freight Vision report issued for the European Commission's DG TREN on 20 February 2009.

On one hand, the free movement from one country to another without border formalities that is enabled by the Schengen Agreement eases movement between EU countries; however, at the same time, it also brings challenges. Internationally wanted criminals are no longer caught as easily as before through formal border control. Getting caught is based on monitoring of the interior and, at border crossing locations, the cooperation between police, customs, and border guard authorities.

In their international operations, the police actively participate in the operations of the European Traffic Police Network; the Nordic Traffic Police Network (SANT); and, when necessary, the EU working groups and various EU projects, such as here the C.A.S.H. project, promoting the safety of heavy goods traffic in the Baltic Sea region. Such operations develop cooperation between neighbouring countries and support the development of the international information exchange and cross-border operational collaboration of police forces as part of EU police cooperation and compliance with the Prüm Convention. International co-operation with other police forces and other stakeholders also supports the reaching of national objectives.

5.1 TISPOL

The European Traffic Police Network was officially founded in 2000. Prior to 2000, the traffic police forces of the capital cities of a few major European countries had kept in contact with each other in order to develop the traffic safety activities of the police. For the purpose of functional cooperation, it was considered necessary for the cooperation to occur at the member state level. TISPOL has 29 full members (the EU countries, Norway, and Switzerland), with Serbia as an observer. TISPOL is funded by EU project funding and the salaries paid for the official acts of the member states' police. TISPOL's latest projects have included DRUID, PEPPER, and TDS. One of the sub-projects of DRUID (dealing with driving under the influence of drugs, including alcohol and medicinal substances) is ESTHER, wherein the suitability of rapid drug screening devices in police fieldwork was tested.

Police Enforcement Policy and Programmes on European Roads (the above-mentioned PEPPER project) was another TISPOL project; its goal was to identify the most cost-effective strategies guiding traffic safety and, in particular, means of traffic control, and to aim at their adoption in other EU member states as well.

The other recent TISPOL project mentioned above, TDS (the Transport Documentation System) involves an information system in which all of the national documents that may be checked during traffic control can be entered for all member states involved in the project.

TISPOL's goals are to reduce the number of fatal and injury-causing accidents and to prevent and uncover other crimes in the European road network. To reach these goals, the organisation arranges seminars and training events among the member states; the subjects include monitoring technologies and tactics and the exchange of best legislative practice. Intelligence-led policing is a core factor driving the operations. Europe-wide operations are arranged annually by TISPOL member states targeting, for example, the control of intoxicants, speed, safety devices, and heavy goods traffic. TISPOL also acts as a cooperative body of the European Commission's road safety unit and serves as a cooperative entity working with parties handling EU-level international policing matters.

5.2 SANT (Sammarbetsorgan Angående Nordiska Trafikfrågor)

The central purpose of the Nordic SANT cooperation is to exchange information and experience among Nordic traffic police forces in relation to police resources, changes in legislation, traffic control strategies, and technologies and tactics of traffic control.

Established in Stockholm on 19 May 1976, SANT has as its member states Denmark, Finland, Iceland, Norway, and Sweden; they convene annually. The Nordic SANT co-operation has resulted in better possibilities for influencing TISPOL and the European Union through joint comments and proposals.

5.3 Projects

In addition to the above-mentioned TISPOL-related projects (DRUID, PEPPER, and TDS), along with another, CLEOPATRA, the police forces of the Baltic Sea region have implemented the DaGoB project (Safe and Reliable Transport Chains of Dangerous Goods in the Baltic Sea Region). The project was managed by the Turku School of Economics and funded by the European Commission. The project focused on the transport of dangerous goods in the Baltic Sea region, with the goal of ensuring the efficiency, competitiveness, and safety of the road, sea, and rail transport chains. The project described so-called best control practices in order to ensure the safety of the road transport of dangerous goods, and it aimed at putting them into practice as part of the procedures of the persons carrying out the monitoring. The DaGoB project started in 2006 and was completed at the end of 2007.

ASSET (Advanced Safety & Driver Support for Economic Road Transport) is a project continuing the work of the FAIR project with the goal of developing cutting-edge technology for use in traffic control. VTT Technical Research Centre of Finland, Emtele, and the Finnish Police are in the process of creating a new type of automatic traffic control concept, utilising the extensive experience of those working with machine-vision-based observation of the environment, refinement of sensor data, and communications solutions. The project is developing a mobile unit for comprehensive monitoring that can automatically measure the speed, height, and driving distance of vehicles. Additional features that will be integrated into the mobile roadside unit are weighing of a moving vehicle and monitoring of the

friction of the road surface. Also, the possibilities for utilising RFID technology for electronic registration plates will be studied.

The ASSET project is an EU-funded project with the goal of improving traffic safety by guiding drivers toward compliance with traffic regulations and providing authorities with information collected by the road and traffic monitoring solutions developed. The project will create three distinct prototypes: in Finland, Germany, and France.

6. DEVELOPMENT PROPOSALS

- 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.

7. FINAL STATEMENT

The monitoring of the road transport of goods continues to be a cause for concern and a development target of the EU's transport policy. It is unfortunately common for situations to arise wherein different interpretations of the regulations or different monitoring practices (in different countries or regions) lead to inequality between transport operators. Although the regulations/rules applying to the transport business itself extend EU-wide and apply to all operators in exactly the same way, their monitoring and, in particular, the sanctions for violations are not yet sufficiently harmonised.

Various international projects such as C.A.S.H. allow one to identify differences in the practical monitoring work and find the best practices. This also guarantees the equal treatment of companies and drivers during transport.

APPENDIXES

- APPENDIX I Joint exercise invitation
- APPENDIX II Joint exercise guideline
- APPENDIX III Personal feedback form
- APPENDIX IV Joint exercise report (country)
- APPENDIX V Staff exchange invitation
- APPENDIX VI Staff exchange guideline
- APPENDIX VII Personal feedback form
- APPENDIX VIII Staff exchange report (country)
- APPENDIX IX C.A.S.H. Project Schedule:
Period 07 / 2010 - 12 / 2010
- APPENDIX X C.A.S.H. Project Schedule:
Period 01 / 2011 - 06 / 2011
- APPENDIX XI C.A.S.H. Project Schedule:
Period 07 / 2011 - 12 / 2011
- APPENDIX XII C.A.S.H. Project Schedule:
Period 01 / 2012 - 06 / 2012

APPENDIX I: Example of a Joint Exercise invitation

**Joint exercise under the C.A.S.H. project's Work Package 4
(WP4)**

Date and place

The aim of the Joint exercise

ProgramDay 1 – Briefing day, 13.00–17.30 hours

Transport from the airport to the guesthouse / hotel (see practicalities)

- Opening the joint exercise
Speaker
- Welcome words by C.A.S.H. project representative
Speaker
- Introduction of the participants
(2 min per person / name, rank, organization, years of duty, area of expertise, etc.)
- Introduction of the host organization and the theme of the exercise
Speaker
- Schedule of the event and other practicalities
Speaker
- Overview and briefing of joint exercise
Speaker

Day 2 – Joint Exercise, All day

Transport from the guesthouse to the vehicle check points (VCP) (see practicalities)

- Short introduction of all participants (local and visitors)
Speaker
- Presentation of location
Speaker
- Tasking
Speaker
- Safety instructions

Speaker

Transport back

Day 3 - De-briefing, 9.00–12.00 hours

- Opening words
Speaker
 - First impressions
Comments from **all participants** (local and visitors)
 - Summary of exercise
 - Statistical data
 - Comments and general impression from the exercise leader
- Moderator**
- Discussion session (open discussion)

- Moderator**
- Written feedback forms
All participants fill out the joint exercise feedback form
 - Summary and conclusions
- Moderator**
- Closing the Joint exercise

Returning home

Practicalities

Map

Registration

Contact person, e-mail address, deadline

Participant information:

- name, position, e-mail address of participants
- organisation and
- arrival and departure times.

Additional information

Contact / exercise leader

Brief information of the C.A.S.H. project

C.A.S.H. - Connecting Authorities for Safer Heavy Goods Traffic in the Baltic Sea Region

Making international road freight transport safer

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
- harmonizing training of inspection officials
- testing safety equipment and IT systems to be used by relevant authorities

The project brings together police officers and other authorities inspecting Heavy Goods Vehicles (HGVs) in the Baltic Sea area. The project will benefit not only them through harmonized practices, but logistics business as a whole. The project is co-ordinated by Turku School of Economics in Finland, as part of University of Turku.

C.A.S.H. project is part-financed by the European Union (European Regional Development Fund) through the Baltic Sea Region Programme 2007-2013.

For further information visit: www.cash-project.eu

APPENDIX II: Example of a Joint Exercise Guideline

C.A.S.H. Joint exercise guideline

C.A.S.H. - Connecting Authorities for Safer Heavy Goods Traffic in the Baltic Sea Region

Making international road freight transport safer

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

The project brings together police officers and other authorities inspecting Heavy Goods Vehicles (HGVs) in the Baltic Sea area. The project will benefit not only them through harmonised practices, but logistics business as a whole. The project is co-ordinated by Turku School of Economics in Finland, as part of University of Turku.

C.A.S.H. project is part-financed by the European Union (European Regional Development Fund) through the Baltic Sea Region Programme 2007-2013. For more information about the project, see: **www.cash-project.eu**

Joint exercises:

Typically a team of 2-6 persons will spend f.ex. 3 days in another Partner organisation. Also the exchange of teachers and trainers, as well as, experts will be conducted, giving Partner organisations opportunity to learn and adapt new methods and techniques.

Joint control exercises of heavy goods vehicles (HGV) will be executed in all partner countries according to a separate plan. When feasible, these activities will be coordinated with Tispol. C.A.S.H. will also fund participation of some outside experts to attend related briefing sessions.

C.A.S.H. will fund participation of some outside experts to present their analysis and findings the briefing sessions in the exercises.

All the participants will travel and find their accommodation by themselves and pay the costs of their own in the case of field exercise. They will also get the contact information from the country they are going to.

All the participants should use their uniforms during the event.

A report and some pictures of the event is required. It can be made by the participants own language for their own chief, but it must be translated in english before sending it to the WP4 leader.

Every participant must fill up the feedback form (attached) and they must be sent to the WP4 leader within 10 days after the staff exchange has ended.

APPENDIX III: Personal feedback form



Feedback form

- 1. Describe the differences of working methods used during the event and the possible benefits for yourself:**

- 2. Differences in national laws, regulations and sanctions compared to your own:**

- 3. Interpretations of EU-directives (in driving and resting hours, ADR-matters etc.):**

- 4. Equipments and devices used during the event (easier for use or better accuracy than in your own country etc.):**

- 5. Your own remarks / recommendations:**



APPENDIX IV: C.A.S.H. Joint Exercise report



JOINT EXERCISE REPORT			
Date:		Location:	
Author:			
Telephone:			
E-Mail:			
Organisation:			
Date of the report:			
1. Background information			
Date of the exercise: from		to	
Location: city/municipality		country	
Number of participants (including host country)	Total	0	from which country
	Denmark		
	Estonia		
	Finland		
	Germany		
	Latvia		
	Lithuania		
	Norway		
	Sweden		
	Others 1		
	Others 2		
Others 3			
Theme of the exercise:			
<i>Please describe the main theme(s) and objectives of the exercise [max 1000 characters]</i>			



2. Set-up of the exercise		
Number of local police officers		Note. executing the controls
Number of police vehicles		
Number of police motorcycles		
Type of equipment in use	Number	Type/make (e.g. Dräger Alcotest 6510)
alcohol tester		
tacograph reader		
drug tester		
scale		
radar		
others, what	Number	Type/make
Other authorities participating in the control (e.g. customs, work protection)		
Name of the authority/agency	Number	Task
Location & set-up of the vehicle check point		
Location		
<p>Please describe the location of the vehicle check point (e.g. number of HGVs per day, countries of origin in percentage, typical type of vehicles, typical type of cargo, type of road). Also describe the vehicle check point policy and the focus of the daily control [max 1000 characters] ATTACH MAP IF AVAILABLE</p>		

**Set-up**

Please describe the type (mobile/static) of control and the way to work (e.g. who decides what is controlled, the method of sanctioning (on the spot or later ? How?), what is the level of sanctions compared to the level of your own country) [max 2000 characters]



3. Statistics		
Duration of the control exercise		hours
Number of vehicles checked		
Number of vehicles with offences		Note. Multiple violations per vehicle count as one
Number of vehicles not allowed to continue the journey		Note. Vehicle technical and cargo related
Number of ADR vehicles checked		
Type of offences	Number	
- Drivers hours (Reg. EC 3821/85)		
- Tachograph (Reg. EC 561/2006)		
- Cargo Securing		
- Vehicle size compliance		
- Vehicle weight compliance		
- Dangerous Goods		
- Number of Breath tests		
- of which above the legal limit		
- Number of Drug tests		
- of which positive		
- Others, what?		



4. Debriefing

4.1. Participants feedback

Please describe shortly the overall feedback of participants of the exercise regarding arrangements and practicalities. [max 2000 characters]

4.2. Differences and similarities

Please describe the differences and similarities of vehicle checkpoints per country compared to the host country. E.g. VCP techniques and tactics. [max 1000 characters]

Denmark



Estonia
Finland
Germany



Latvia				
Lithuania				
Norway				



Sweden		
Other country, which:		
4.3. Interpretation of EU legislation		
<i>Please describe what kind of differences were noted in interpretation of EU legislation</i>		
Driving and resting hours [max 1000 characters]		



ADR [max 1000 characters]

Technical conditions [max 1000 characters]

Others [max 1000 characters]

**4.4. Differences and similarities in national legislation**

Please describe differences in national legislation compared to the host country. [max 1000 characters]

Denmark

Estonia

Finland



Germany
Latvia
Lithuania



Norway		
Sweden		
Other country, which:		



4.5. Learning experience

Please describe the learning experience from the participating officers on the individual level. Try to answer questions such as: Was the exercise useful in terms of development of individual skills? Do you understand better why foreign vehicles are in a certain condition? [max 2000 characters]



5. Information exchange
5.1. Information sources for international traffic Please describe how officers at VCP's get information on international vehicles/drivers [max 1000 characters]
5.2. Knowledge/information about Eucaris / Prüm <i>General expectations/experiences. [max 1000 characters]</i>



6. Recommendations

6.1. Legislative issues

Please describe recommendations to adjust legislation

on the EU level [max 1000 characters]:

on a national level (divide by country, e.g. DK: develop a legislation on cargo securing, etc.) [max 1000 characters]:

on a non-partner country level (e.g. Russia, Belgium, etc.) [max 1000 characters]:

**6.2. Operational issues**

Please describe recommendations to adjust methods, techniques, etc.

on EU level [max 1000 characters]:

on a national level (divide by country, e.g. FI: upgrade tachograph reader software, etc.) [max 1000 characters]:

on a non-partner country level (e.g. Russia, Belgium, etc.) [max 1000 characters]:

**7. Suggestions for further action**

Please give feedback to the organizers of exercises and WP4 leader [max 1000 characters]

8. Other relevant information not mentioned above [max 1000 characters]



9. Conclusions and outcomes

Please describe in your own words a conclusion on the exercise [max 2000 characters]

List of Annexes

Please list any annexes of this report. E.g. list of participants, programme of the exercise, maps, personal feedback forms, photos etc.

APPENDIX V: Example of a Staff Exchange Invitation

Staff exchange under the C.A.S.H. project's Work Package 4 (WP4)

Date and place

<h4>The aim of the Staff exchange</h4>
--

Program

Day 1 – Briefing day, 13.00–17.30 hours

Transport from the airport to the guesthouse / hotel (see practicalities)

- Opening the joint exercise
Speaker
- Introduction of the participants
(2 min per person / name, rank, organization, years of duty, area of expertise, etc.)
- Introduction of the host organization and the theme of the exercise
Speaker
- Schedule of the event and other practicalities
Speaker

Day 2 – Joint Exercise, All day

Transport from the guesthouse to the vehicle check points (VCP)
(see practicalities)

- Short introduction of all participants (local and visitors)
Speaker
- Presentation of location
Speaker
- Tasking
Speaker
- Safety instructions
Speaker

Day 3 if agreed

Day 3 / 4 - De-briefing, 9.00–12.00 hours

- Opening words
Speaker
- First impressions
Comments from **all participants** (local and visitors)
- Summary of exercise
 - Statistical data
 - Comments and general impression from the exercise leader
- Moderator**
- Discussion session (open discussion)

- Moderator**
- Written feedback forms
All participants fill out the personal feedback form
- Summary and conclusions
Moderator
- Closing the Staff exchange practice

Returning home

Practicalities

Map

Registration

Contact person, e-mail address, deadline

Participant information:

- name, position, e-mail address of participants
- organisation and
- arrival and departure times.

Additional information

Contact / exercise leader

Brief information of the C.A.S.H. project

C.A.S.H. - Connecting Authorities for Safer Heavy Goods Traffic in the Baltic Sea Region

Making international road freight transport safer

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
- harmonizing training of inspection officials
- testing safety equipment and IT systems to be used by relevant authorities

The project brings together police officers and other authorities inspecting Heavy Goods Vehicles (HGVs) in the Baltic Sea area. The project will benefit not only them through harmonized practices, but logistics business as a whole. The project is co-ordinated by Turku School of Economics in Finland, as part of University of Turku.

C.A.S.H. project is part-financed by the European Union (European Regional Development Fund) through the Baltic Sea Region Programme 2007-2013.

For further information visit: www.cash-project.eu

APPENDIX VI: Example of Staff Exchange Guideline

C.A.S.H. - Connecting Authorities for Safer Heavy Goods Traffic in the Baltic Sea Region

Making international road freight transport safer

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

The project brings together police officers and other authorities inspecting Heavy Goods Vehicles (HGVs) in the Baltic Sea area. The project will benefit not only them through harmonised practices, but logistics business as a whole. The project is co-ordinated by Turku School of Economics in Finland, as part of University of Turku.

C.A.S.H. project is part-financed by the European Union (European Regional Development Fund) through the Baltic Sea Region Programme 2007-2013. For more information about the project, see: **www.cash-project.eu**

Staff Exchange;

Operative staff, typically a team of 2-4 persons will spend 2-5 days in another Partner organisation. Also the exchange of teachers and trainers, as well as, experts will be conducted, giving Partner organisations opportunity to learn and adapt new methods and techniques. Exchange will be executed according to a separate plan. The country which will take in the participants, will prepare a program for them during the staff exchange.

All the participants will travel and find their accommodation by themselves and pay the costs of their own in the case of staff exchange. They will also get the contact information from the country they are going to.

All the participants should use their uniforms during the period of staff exchange.

A report and some pictures of the staff exchange is required. It can be made by the participants own language for their own chief, but it must be translated in english before sending it to the WP4 leader.

Every participant must fill up the feedback form (attached) and they must be sent to the WP4 leader within 10 days after the staff exchange has ended.

APPENDIX VII: Personal feedback form

**Feedback form**

- 1. Describe the differences of working methods used during the event and the possible benefits for yourself:**

- 2. Differences in national laws, regulations and sanctions compared to your own:**

- 3. Interpretations of EU-directives (in driving and resting hours, ADR-matters etc.):**

- 4. Equipments and devices used during the event (easier for use or better accuracy than in your own country etc.):**

- 5. Your own remarks / recommendations:**



APPENDIX VIII: Staff Exchange Report



STAFF EXCHANGE REPORT			
Date:		Location:	
Author:			
Telephone:			
E-Mail:			
Organisation:			
Date of the report:			
1. Background information			
Date of exchange:	from		to
Location: city/municipality			country
Number of participants (including host country)	Total		0
	Denmark		
	Estonia		
	Finland		
	Germany		
	Latvia		
	Lithuania		
	Norway		
	Sweden		
	Others 1		
	Others 2		
	Others 3		
			from which country



2. Set-up of the exercise		
Number of local police officers		Note. executing the controls
Number of police vehicles		
Number of police motorcysles		
Type of equipment in use	Number	Type/make (e.g. Dräger Alcotest 6510)
alcohol tester		
tacograph reader		
drug tester		
scale		
radar		
others, what	Number	Type/make
Other authorities participating in the control (e.g. customs, work protection)		
Name of the authority/agency	Number	Task
Location & set-up of the vehicle check point		
Location		
<p>Please describe the location of the vehicle check point (e.g. number of HGVs per day, countries of origin in percentage, typical type of vehicles, typical type of cargo, type of road). Also describe the vehicle check point policy and the focus of the daily control [max 1000 characters] ATTACH MAP IF AVAILABLE</p>		

**Set-up**

Please describe the type (mobile/static) of control and the way to work (e.g. who decides what is controlled, the method of sanctioning (on the spot or later ? How?), what is the level of sanctions compared to the level of your own country) [max 2000 characters]



3. Statistics		
Duration of the control exercise		hours
Number of vehicles checked		
Number of vehicles with offences		Note. Multiple violations per vehicle count as one
Number of vehicles not allowed to continue the journey		Note. Vehicle technical and cargo related
Number of ADR vehicles checked		
Type of offences		
	Number	
- Drivers hours (Reg. EC 3821/85)		
- Tachograph (Reg. EC 561/2006)		
- Cargo Securing		
- Vehicle size compliance		
- Vehicle weight compliance		
- Dangerous Goods		
- Number of Breath tests		
- of which above the legal limit		
- Number of Drug tests		
- of which positive		
- Others, what?		



4. Debriefing

4.1. Participants feedback

Please describe shortly the overall feedback of participants of the exercise regarding arrangements and practicalities. [max 2000 characters]

4.2. Differences and similarities

Please describe the differences and similarities of vehicle checkpoints per country compared to the host country. E.g. VCP techniques and tactics. [max 1000 characters]

Denmark



Estonia

Finland

Germany



Latvia
Lithuania
Norway



Sweden		
Other country, which:		
4.3. Interpretation of EU legislation		
<i>Please describe what kind of differences were noted in interpretation of EU legislation</i>		
Driving and resting hours [max 1000 characters]		



ADR [max 1000 characters]

Technical conditions [max 1000 characters]

Others [max 1000 characters]

**4.4. Differences and similarities in national legislation**

Please describe differences in national legislation compared to the host country. [max 1000 characters]

Denmark

Estonia

Finland



Germany

Latvia

Lithuania



Norway		
Sweden		
Other country, which:		



4.5. Learning experience

Please describe the learning experience from the participating officers on the individual level. Try to answer questions such as: Was the exercise useful in terms of development of individual skills? Do you understand better why foreign vehicles are in a certain condition? [max 2000 characters]



5. Information exchange
5.1. Information sources for international traffic Please describe how officers at VCP's get information on international vehicles/drivers [max 1000 characters]
5.2. Knowledge/information about Eucaris / Prüm <i>General expectations/experiences. [max 1000 characters]</i>



6. Recommendations

6.1. Legislative issues

Please describe recommendations to adjust legislation

on the EU level [max 1000 characters]:

on a national level (divide by country, e.g. DK: develop a legislation on cargo securing, etc.) [max 1000 characters]:

on a non-partner country level (e.g. Russia, Belgium, etc.) [max 1000 characters]:

**6.2. Operational issues**

Please describe recommendations to adjust methods, techniques, etc.

on EU level [max 1000 characters]:

on a national level (divide by country, e.g. FI: upgrade tcachograph reader software, etc.) [max 1000 characters]:

on a non-partner country level (e.g. Russia, Belgium, etc.) [max 1000 characters]:

**7. Suggestions for further action**

Please give feedback to the organizers of exercises and WP4 leader [max 1000 characters]

8. Other relevant information not mentioned above [max 1000 characters]

**9. Conclusions and outcomes**

Please describe in your own words a conclusion on the exercise [max 2000 characters]

List of Annexes

Please list any annexes of this report. E.g. list of participants, programme of the exercise, maps, personal feedback forms, photos etc.

APPENDIX IX: C.A.S.H. Project Schedule: Period 07/2010-12/2010



C.A.S.H. Project Schedule / Period - July 2010 to December 2010



	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	
JUL																																
AUG																																
SEP																																
OCT																																
NOV																																
DEC																																

- Seminars, workshops and meetings
- Staff exchanges
- Joint exercises



Part-financed by the European Union (European Regional Development Fund)

APPENDIX X: C.A.S.H. Project Schedule: Period 01/2011-06/2011

C.A.S.H. Project Schedule / Period - January 2011 to June 2011



JAN	FEB	MAR	APR	MAY	JUN
1					
2					
3					
4					
5					
6					
7					
8					
9					
10					
11					
12					
13					
14					
15					
16					
17					
18					
19					
20					
21					
22					
23					
24					
25					
26					
27					
28					
29					
30					
31					
1					
2					
3					
4					
5					
6					
7					
8					
9					
10					
11					
12					
13					
14					
15					
16					
17					
18					
19					
20					
21					
22					
23					
24					
25					
26					
27					
28					
29					
30					
31					
1					
2					
3					
4					
5					
6					
7					
8					
9					
10					
11					
12					
13					
14					
15					
16					
17					
18					
19					
20					
21					
22					
23					
24					
25					
26					
27					
28					
29					
30					
31					

Seminars, workshops and meetings

Staff exchanges

Joint exercises



Part-financed by the European Union (European Regional Development Fund)



APPENDIX XI: C.A.S.H. Project Schedule: Period 07/2011-12/2011



C.A.S.H. Project Schedule / Period - July 2011 to December 2011



	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	
JUL																																
AUG																																
SEP																																
OCT																																
NOV																																
DEC																																

- Seminars, workshops and meetings
- Staff exchanges
- Joint exercises



Part-financed by the European Union (European Regional Development Fund)

APPENDIX XII: C.A.S.H. Project Schedule: Period 01/2012-06/2012

C.A.S.H. Project Schedule / Period - January 2012 to June 2012



	JAN	FEB	MAR	APR	MAY	JUN
1						
2						
3						
4						
5						
6						
7						
8						
9						
10						
11						
12						
13						
14						
15						
16						
17						
18						
19						
20						
21						
22						
23						
24						
25						
26						
27						
28						
29						
30						
31						
1						
2						
3						
4						
5						
6						
7						
8						
9						
10						
11						
12						
13						
14						
15						
16						
17						
18						
19						
20						
21						
22						
23						
24						
25						
26						
27						
28						
29						
30						
31						

Seminars, workshops and meetings

Staff exchanges

Joint exercises

Part-financed by the European Union (European Regional Development Fund)



LIST OF REFERENCES

C.A.S.H. Notes

C.A.S.H. project manual

Situation in criminality on transportation, National Bureau of Investigation of Finland 2012

The plan of the National Traffic Police of Finland how to prevent the grey economy in the transportations 2012

Thesis of International cooperation in Traffic, Police College of Finland, officer student Virpi Nättiaho 2012

Thesis of TDS (Transport Document System), Police College of Finland, police student Marja Kuokka 2009

This study 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**

The project is part-financed by the European Union (European Regional Development Fund) through the Baltic Sea Region Programme 2007-2013.

Published by:

C.A.S.H.

Turku School of Economics, University of Turku

FI-20014 University of Turku, FINLAND

www.cash-project.eu