

REGULATION (EC) NO 561/2006 – REVIEW OF THE ADOPTED CHANGES ON 15 JULY 2020

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Abstract

The social legislation is a current and political issue in the field of road freight transport. Working conditions for drivers in the EU (including Switzerland, Norway, Liechtenstein, and Iceland) are governed by Regulation (EC) No 561/2006. Regulation (EC) No 561/2006 – known as the Driving Time Regulation – lays down rules on driving times, breaks and rest periods for drivers of lorries and buses to improve working conditions and road safety. A number of new amendments to this regulation were adopted on 15 July 2020. The aim of this paper is to present the most important changes adopted compared to the previous version of the Regulation. The paper deals with the adopted changes in the following areas: weekly rest periods, secure parking areas, vehicles which are transported by ferry or train and exceeding driving time which may jeopardize road safety. The main purpose of this paper is to summarize and inform researchers, practitioners and all interested parties about the adopted changes in the Regulation, as well as the transport companies responsible for planning and scheduling the working time of drivers and also for preventing unpleasant experiences resulting from possible compliance with the conditions of the Regulation. The adopted changes in Regulation are also illustrated in the figures and table to better understand the differences.

Keywords: social legislation; freight; road transport; driving time; road safety

1. Introduction

International markets expand through better communication and transport technology. Transport networks are at the heart of the supply chain and are the foundation of any country's economy. Transport is a foundation of the European integration procedure [26]. The present framework of international carriage law is made up of a collection of conventions. This paper presents in more detail the changes adopted in the Regulation (EC) No 561/2006 of the European parliament and of the council of 15 March 2006 on the harmonization of certain social legislation relating to road transport and amending Council Regulations (EEC) No 3821/85 and (EC) No 2135/98 and repealing Council Regulation (EEC) No 3820/85. Regulation (EU) 2020/1054 – adopted by the co-legislators on 15 July 2020 – introducing a number of amendments to Regulation (EC) No 561/2006 and Regulation (EU) No 165/2014. This Regulation concerns the requirements on maximum daily and weekly driving times, minimum breaks,

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daily and weekly rest periods, as well as positioning by means of tachographs [13]. The legal and technical framework has been recently revised according to Council Regulation (EU) No. 165/2014, which introduced support for wireless communication, positioning by Global Positioning Satellite Systems (GNSS) and new security measures for the digital tachograph system [1]. Currently, socio-political efforts in the transport sector of the European Union are focusing on compliance with the Regulation about driving times and rest stops [2]. Road transport in Europe is currently the most important transportation system in inland transport [18]. This paper lays down new rules on driving times, breaks and rest periods for drivers engaged in the carriage of goods by road in order to harmonize the conditions of competition between modes of inland transport, especially with regard to the road sector, and to improve working conditions and road safety [15]. Another aim of Regulation is to promote improved monitoring and enforcement practices by Member States and improved working practices in the road transport industry, ensure fair competition between operators and improve road safety [5]. The driver's obligation is to take a weekly rest period of at least 24 hours each week. The first of this paper defines weekly rest periods in more detail and shows, by way of example, the various possibilities for a driver to take regular and reduced weekly rest periods in any four consecutive weeks. The second part of this paper simply outlines the accepted issue of safe and secure parking areas. The Commission adopted delegated acts to establish standards providing further detail concerning the level of service and security of parking areas easily accessible to drivers engaged in the carriage of goods and passengers by road. Another aim of this paper presents new possibilities for interrupting the reduced weekly rest period and the regular weekly rest period if all conditions on vehicles which are transported by ferry or train are met. An important change has been made in connection with the extension of driving time, which may jeopardize road safety. Last part of this paper explains exceeding the daily or weekly driving time by one hour – if the weekly rest period is reduced, or by two hours – if there is a regular weekly rest time. It can lead to the extension of the drivers involved in severe road traffic accidents [25]. At the end of this paper, the changes and differences between the old and the current version of the Regulation are summarized in the table. Results of the comparison are interesting and may be helpful to other researchers and practitioners saving time with searching the differences between previous social legislation and the new current legislation and help to better understand the adopted changes of the Regulation (EC) No 561/2006. We hope that this paper will help transport companies in scheduling full-load trips and in business practice to prevent unpleasant experiences resulting from possible compliance with social regulations and also to improve the awareness of drivers in the performance of their work [11].

2. Weekly rest periods

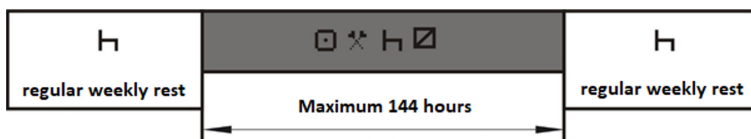


Fig. 1. Correct use of weekly rests period [16]

A driver must take a weekly rest period after, at most, 6x24 hour periods from the end of their last weekly rest shown in Figure 1; during which they may freely dispose of their time. It may be either a 'regular weekly rest period' or a 'reduced weekly rest period'. There are rules on where the weekly rest must be taken. In any 2 consecutive 'fixed' weeks a driver must take at least:

- 2 regular weekly rests, or
- one regular weekly rest and one reduced weekly rest [4].

By way of derogation from the first subparagraph and the example shown in Figure 2, a driver engaged in international transport of goods may, outside the Member State of establishment, take two consecutive reduced weekly rest periods provided that the driver in any four consecutive weeks takes at least four weekly rest periods, of which at least two shall be regular weekly rest periods. For the purpose of this paragraph, a driver shall be considered to be engaged in international transport where the driver starts the two consecutive reduced weekly rest periods outside the Member State of the employer's establishment and the country of the drivers' place of residence. Any reduction in weekly rest period shall be compensated by an equivalent period of rest taken en bloc before the end of the third week following the week in question [19]. Where two reduced weekly rest periods have been taken consecutively in accordance with the new changes adopted to Regulation (EC) No 561/2006, the next weekly rest period shall be preceded by a rest period taken as compensation for those two reduced weekly rest periods [16].

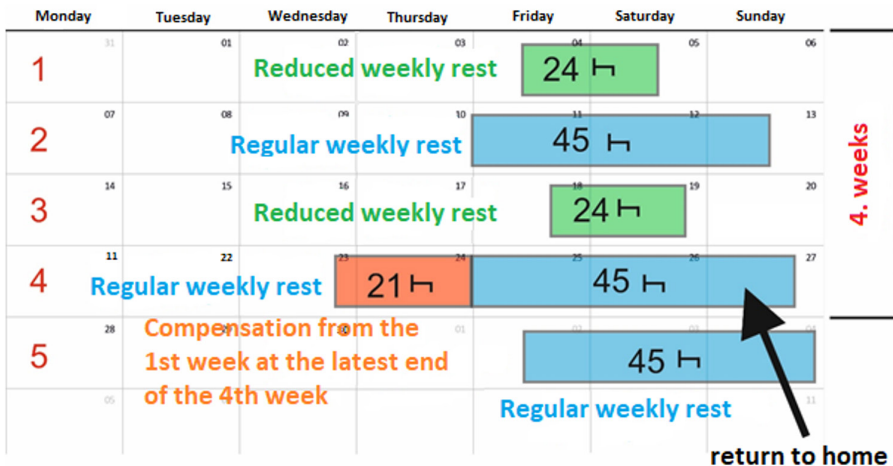


Fig. 2. Correct use of a weekly rests period [16]

The regular weekly rest periods and any weekly rest period of more than 45 hours taken in compensation for previous reduced weekly rest periods shall not be taken in a vehicle. They shall be taken in suitable gender-friendly accommodation with adequate sleeping

and sanitary facilities. Any costs for accommodation outside the vehicle shall be covered by the employer. Transport undertakings shall organize the work of drivers in such a way that the drivers are able to return to the employer's operational center where the driver is normally based and where the driver's weekly rest period begins, in the Member State of the employer's establishment, or to return to the drivers' place of residence, within each period of four consecutive weeks, in order to spend at least one regular weekly rest period or a weekly rest period of more than 45 hours taken in compensation for reduced weekly rest period. However, where the driver has taken two consecutive reduced weekly rest periods, the transport undertaking shall organize the work of the driver in such a way that the driver is able to return before the start of the regular weekly rest period of more than 45 hours taken in compensation. The undertaking shall document how it fulfils that obligation and shall keep the documentation at its premises in order to present it at the request of control authorities [16].

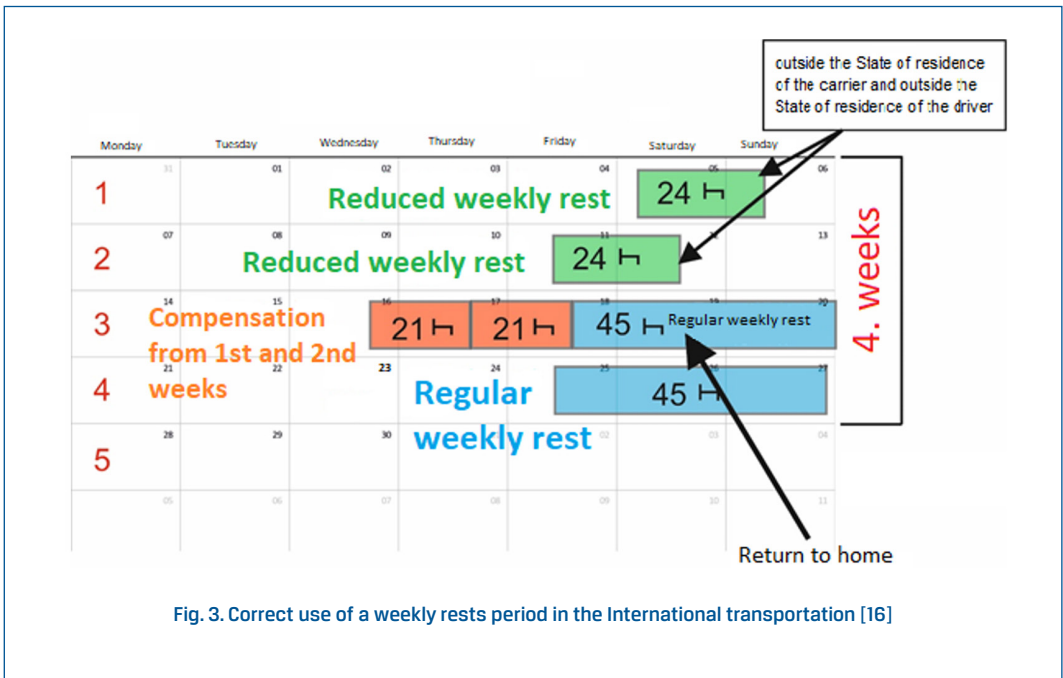


Fig. 3. Correct use of a weekly rests period in the International transportation [16]

An example of taking two shortened weekly rest periods is shown in Figure 3. If the driver commences international transportation in the first week, the reduced weekly rest period of at least 24 hours must be taken in a country other than the carrier's registered office or the driver's place of residence. 2nd week the driver, if he is in the State in which neither the carrier nor the driver is domiciled, may again take a reduced weekly rest period of at least 24 hours. The driver can draw on the vehicle for a shortened weekly rest period. The carrier must schedule the driver's work so that week 3 not only takes a regular weekly rest of at least 45 hours at the carrier's registered office or the driver's place of residence but before this rest the driver must also take compensation for reduced rest from weeks 1 and 2. Because the driver must take at least two regular weekly rest periods for 4 consecutive

weeks, the driver cannot take a reduced weekly rest period in week 4 but must take a regular weekly rest period of at least 45 hours. In the case of a two-member vehicle crew, the same rules apply for a weekly rest as for a single driver [16].

3. Secure parking areas

Regulation (EC) No 561/2006 laid down the Commission's obligation to analyze secure parking areas. The Commission shall ensure that information about safe and secure parking areas is easily accessible to drivers engaged in the carriage of goods and passengers by road. The Commission shall publish a list of all parking areas that have been certified, in order to provide drivers with adequate:

- intrusion detection and prevention,
- lighting and visibility,
- emergency contact points and procedures,
- gender-friendly sanitary facilities,
- food and beverage purchasing options,
- communications connections,
- power supply.

The list of such parking areas shall be made available on a single official website that is regularly updated. The list of car parks with their equipment can still be found on several websites and applications, e.g. TransPark (Figure 4).

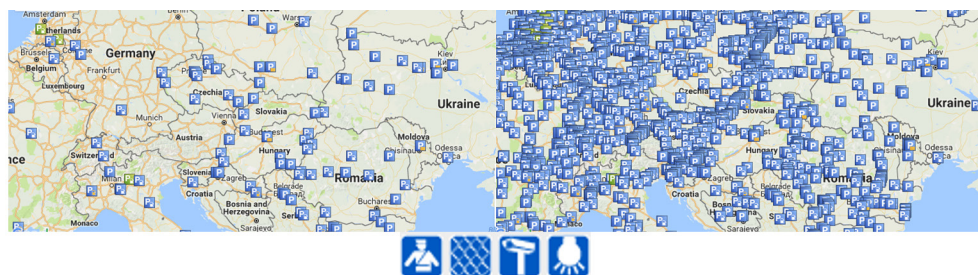


Fig. 4. Example of a network of car parks for road freight transport [9]

Example of a network of car parks for road freight transport, where guarded secure parking areas are shown on the left, other parking areas on the right. The Commission shall adopt delegated acts in accordance with Article 23a to establish standards providing further detail concerning the level of service and security with regard to the areas listed in paragraph 1 and concerning the procedures for the certification of parking areas. All parking areas that have been certified may indicate that they are certified in accordance with Union standards and procedures. The power to adopt delegated acts referred to in the previous

Article shall be conferred on the Commission for a period of five years from 20 August 2020. The delegation of power referred to in this Article may be revoked at any time by the European Parliament or by the Commission. By 31 December 2024, the Commission shall present a report to the European Parliament and to the Council on the availability of suitable rest facilities for drivers and of secured parking facilities, as well as on the development of safe and secure parking areas certified in accordance with the delegated acts referred to in paragraph 2. That report may list measures to increase the number and quality of safe and secure parking areas [16].

4. Vehicles transported by ferry or train

By way of derogation from the original wording of Article 9, it is possible to interrupt the reduced weekly rest period and the regular weekly rest period if all conditions are met. Original text:

By way of derogation from Article 8, where a driver accompanies a vehicle which is transported by ferry or train and takes a regular daily rest period or a reduced weekly rest period, that period may be interrupted not more than twice by other activities not exceeding one hour in total. During that regular daily rest or reduced weekly rest period the driver shall have access to a sleeper cabin, bunk or couchette at their disposal.

With regard to regular weekly rest periods, that derogation shall only apply to ferry or train journeys where:

- the journey is scheduled for 8 hours or more; and
- the driver has access to a sleeper cabin in the ferry or on the train.

If the driver accompanies a vehicle transported by ferry or train and takes a regular daily rest period, this rest may be interrupted by other activities no more than twice, the total interruption not exceeding a total of one hour (Figure 5). During this period of regular daily rest, the driver must have access to a sleeping cabin, bed or lounge.

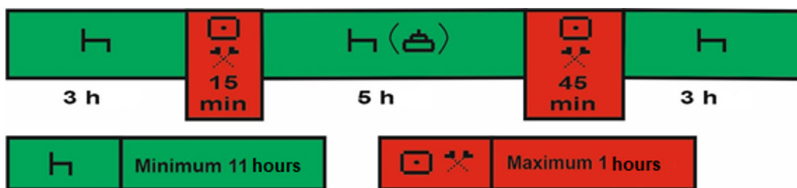


Fig. 5. Interruption of regular daily rest period [16]

The regular daily rest period of 11 hours can only be interrupted during ferry or train transport. If the rest is interrupted by a two-member crew, the rest must also be at least 11 hours and must end within 30 hours of the end of the previous rest. This means that if the driver takes a reduced daily rest period, it is not possible to interrupt this rest by getting on or off

the vehicle. If the driver takes a regular daily rest period in two parts, this is a regular rest period that can be interrupted during transport on the ferry (Figure 6). The total interruption of the regular daily rest period when getting on and off the vehicle must not exceed 1 hour. Under no circumstances may the regular daily rest be reduced by this time of disembarkation and embarkation [16].



Fig. 6. Interruption of regular daily rest period in two parts [16]

4.1. Interruption of reduced and regular weekly rest during transport by ferry or train

From 20 August 2020, it is possible to interrupt and reduce the regular rest period if the driver accompanies a vehicle transported by ferry or train. The requirements for the interruption of reduced and regular weekly rest are not the same, so we will separately discuss the interruption of both weekly rest separately.

If the driver takes a reduced weekly rest period, this rest may be interrupted by other activities no more than twice, the total interruption not exceeding a total of one hour (Figure 7). During this reduced weekly rest period, the driver must have access to a sleeping cabin, bed or lounge. This disembarkation and embarkation time shall in no case be reduced by a reduced weekly rest period.



Fig. 7. Interruption of reduced weekly rest period [16]

If the driver takes a regular weekly rest period, this rest may be interrupted by other activities no more than twice, the total interruption not exceeding one hour in total (Figure 8). Regular weekly rest may be interrupted only if the following requirements are still met:

- the transport of the vehicle on a ferry or train is scheduled for 8 hours or more,
- the driver has access to the sleeping cabin on the ferry or on the train [20, 21].



Fig. 8. Interruption of regular weekly rest period [16]

5 Exceeding driving time

An important change has been made to Article 12 which may jeopardize road safety. On the other side it can help with problems with vehicle routing and scheduling driving and working hours of truck drivers and will have an impact on travel and arrival times [7, 8]. Based on the measures taken, a situation may arise where drivers will be able to drive for 12 hours. The following lines show the changes in the Regulation and explain them with specific examples. From 20 August 2020, Regulation (EC) No 561/2020 also defines the driving distance to the company's registered office. If the driver does not endanger road safety, he may travel to the employer's operating center or to his place of residence by exceeding the daily or weekly driving time, if a weekly rest period follows. It is possible to exceed the daily or weekly driving time:

- By one hour – if the weekly rest period is reduced (less than 45 continuous hours).
- By two hours – if there is a regular weekly rest time (45 or more continuous rest hours). In this case, the driver must take a break of at least 30 minutes before driving.

The following figures show an example of the driver's range. Assume that the driver has driven 47 hours in a given week (he has already used 2 times the extended driving time of 10 hours) and after a daily rest (9 hours 3 times a week) the daily driving time has started (Figure 9). As the driver's maximum working time is 13 hours, his daily driving time is limited during this time. In our case, the driver reached a daily driving time of 9 hours and a weekly time of 56 hours. If the driver travels to the company's registered office or place of residence, he may continue driving for a maximum of one hour (but not more than 4.5 hours of continuous driving) and then either driver has to take a reduced (less than 45 hours) or a regular (45 or more hours) weekly rest. Travel time (max. 1 hour) must be compensated by the same rest period until the end of the third week following this week. Compensation must be taken together with other rest [16].

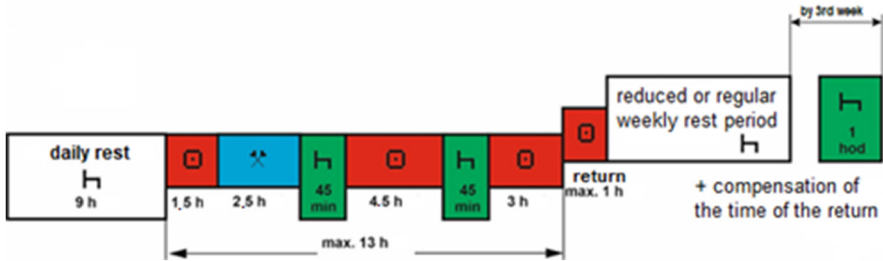


Fig. 9. Exceeding driving time by one hour [16]

It is possible to travel up to 2 hours, but in this case two requirements must be met:

- The driver must take a break of at least 30 minutes before driving.
- Subsequently, the driver must take a regular weekly rest period.

In Figure 10 is the second example of reaching to a company's registered office. In this case, the weekly driving time will not be exceeded, but the daily driving time will be exceeded. Assume that the driver drove for 42 hours during the week and then took a daily rest period of 11 hours. In the given week, the driver already took a 3-times reduced daily rest, it means the maximum working time of the last performance is 13 hours. Assuming that he has been driving 2 times a day for 10 hours in a given week, he can drive a maximum of 9 hours. Due to reaching to the company's registered office, it is possible to continue driving with the vehicle for a maximum of 2 hours, provided that after reaching the maximum driving time, the driver will take at least 30 minutes break. In the case of a journey lasting max. 2 hours, the driver must have a regular weekly rest (min. 45 hours). Even in this case, by the end of the 3rd week following this week, the driver to draw compensation for rest in the same length as exceed driving time. Compensation must be taken together with other rest.



Fig. 10. Exceeding driving time by two hours [16]

The following pictures show further examples of reaching to a company's registered office. In Figure 11 shows an example where the driver has reached the daily driving time before the end of the daily performance of max. 13 hours [16].

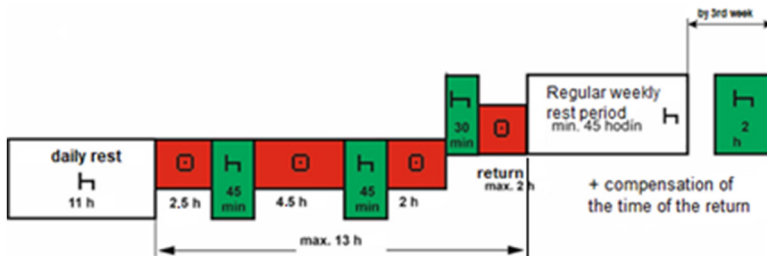


Fig. 11. Daily performance 13 hours [16]

In this case, only driving is considered, the driver must take a break of 30 minutes and continue as in the previous case. If the driver achieves daily performance before reaching the company but does not reach the daily driving time and is considering reaching the company for 2 hours, he must first take a 30-minutes break and then can continue (if driving is within 1 hour, a break is not required).

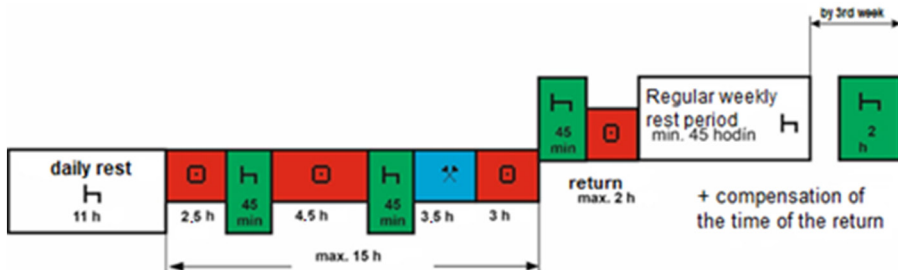


Fig. 12. Daily performance 15 hours and return 1 hour [16]

In Figure 12 there is a more time-efficient way to make a journey. Since a 30-minute break is not enough to not count the last driving block (3 hours) and the 2-hour journey into one unit, it is more efficient to take a break at least 45 minutes before arrival (Figure 12). If the driver takes a break of 45 minutes after exhausting the daily driving time of 10 hours, then he can go to the company's registered office or to his place of permanent residence with a max. 2 hours without the need for additional breaks.



Fig. 13 Daily performance 15 hours and return 1 hour [16]

In Figure 13 there is an example of the implementation of a range of a maximum duration of 1 hour if the driver performs a shift of 15 hours and a daily driving time of 10 hours. If the last driving block is no longer than 3.5 hours (in Figure 13 the last driving block is 3 hours), it is not necessary to take a break before the trip, unless the trip is longer than 1 hour. It is important to keep in mind that it is not possible to extend a continuous driving time of more than 4.5 hours (Sum of the last drive block and the range). If the driver makes a commute to the company's registered office within 1 hour of driving (even without a previous break), he can then take not only a regular, but also a reduced weekly rest period. In case the driver travels to the company's registered office or place of permit residence using extra time (maximum 2 hours), the driver shall indicate the reason for such arrival manually on the record sheet of the recording equipment, or on a printout from the recording equipment. (Do not forget to write all necessary registration requirements: name and surname of the driver, driver card number, date, time and signature and reason) [16].

6. Discussion

The Regulation (EC) No 561/2006 is an official document on the harmonization of certain social legislation relating to road transport, it includes: passenger transport and road haulage operations, both international and national, long and short distance drivers for own account and for hire and reward employees and self-employed [22]. This Regulation will apply from 1 July 2026 to the carriage by road of goods in international transport operations or in cabotage operations, where the maximum permissible mass of the vehicle including any trailer, or semi-trailer exceeds 2.5 tons compared current with the 3.5 tones. The aim of all adopted changes to the Regulation is to improve road safety, promote fair competition within the road transport industry and with other transport modes and improvement of the social conditions of staff engaged in road transport [23]. Compared to previous legislation, the new legislation has tightened the conditions for taking a regular weekly rest. Drivers are not entitled to take a rest for more than 45 hours in the cabin of the vehicle anymore. The provisions of Regulation that place emphasis on weekly rest periods may bring some favorable response from potential candidates for this profession [14]. Study also shows that it is not possible to meet the requirements of social law and that the current state

of freight vehicle parking is unsustainable [17]. More than 15% of all drivers spend the night next to the highway with no comfort, no toilets, or the possibility to wash [24]. For truck drivers, it is important to know up-to-date information about free parking spaces. The parking information system could count the number of vehicles' arrival and departure. This is called real-time indirect parking monitoring which could help to improve the problem with already missing large number of parking areas [3, 6]. Research have proved that the analyzed car parks do not achieve the demand capacity and it is necessary to build new modern, safe and secure parking areas [12, 17]. Another change of the exceeding driving time by up to two hours is still less driving time for drivers compared to the Regulation on the work of drivers in USA, Canada, Australia and New Zealand. Motor vehicle crashes are estimated to have cost some \$242 billion in 2010 and therefore improvement has focused on preventing crashes [15]. In the EU there are the most stringent working conditions of drivers. One of the traffic safety concerns is the failure to keep a proper distance from the vehicle in front, which may result in a reared collision [10]. Restrictions of social rights motivate the driver to realize the transport by higher speed, which is associated with a higher risk of a traffic accident or a higher risk of death of the driver. Also, such restrictions cause discomfort to the driver during the work, especially when futures contracts with predetermined time of delivery and possible limitations in traffic arise (e.g. road reconstruction). Then the driver is under pressure whether to violate a social lay or accept possible penalization [18].

7. Conclusion

One of the results of the analysis between the previous social legislation and current legislation is that carriers will have to provide accommodation to drivers out of the vehicle who must take a weekly rest period, which may increase transport costs and cause difficulties with planning and scheduling the working time of drivers. Another problem can arise with the insurance of goods because insurance companies usually require drivers to supervise the goods during the whole process of transportation. Exceeding driving time by up to two hours in order to reach the employer's operational center or the driver's place of residence can endanger road safety. In the near future, we are preparing a research on the long driving time focused to measure concentration and fatigue of drivers to be able to evaluate if exceeding driving time by up to two hours does not cause risky behaviors of drivers. At the end, we can assess that exceeding driving time does not have to cause risky behaviors of drivers by higher speed but can increase road safety because drivers will not be forced to break the maximum speed limit to reach the employer's operational center or the driver's place of residence before they are out of their daily or weekly driving time.

The changes and differences between the old and the current version of the Regulation are briefly summarized in the Table 1 below.

Tab. 1. Comparison of the differences in the flood and the current version of the Regulation

Old (flood) version	New (current) version
<i>A driver engaged in international transport of goods may, outside the Member State of establishment</i>	
take one regular weekly rest period and one reduced weekly rest period in any two consecutive weeks.	take two consecutive reduced weekly rest periods in any four consecutive weeks, so it is also possible twice in a row.
<i>Weekly rest periods</i>	
Not defined, a driver may be taken in a vehicle, as long as it has suitable sleeping facilities for each driver and the vehicle is stationary.	Any weekly rest period of more than 45 hours shall not be taken in a vehicle.
<i>Drivers are able to return to the employer's operational center or to return to the drivers' place of residence</i>	
Not defined, it follows that not necessarily.	within each period of four consecutive weeks.
<i>A driver accompanies a vehicle which is transported by ferry or train</i>	
could only interrupted a regular daily rest period.	can interrupt a regular daily rest period a reduced weekly rest period, a regular weekly rest period.
<i>Exceeding driving time</i>	
Not allowed.	by up to one hour in order to reach the employer's operational center or the driver's place of residence to take a weekly rest period.
Not allowed.	by up to two hours, provided that an uninterrupted break of 30 minutes to reach the employer's operational center or the driver's place of residence for taking a regular weekly rest period

7. Acknowledgement

The contribution was elaborated with the support of the Ministry of Education of the Slovak Republic: VEGA no. 1/0245/20 Poliak, M.: Identifying the impact of changes in transport legislation on the competitiveness of carriers and transport safety.

8. Nomenclature

- EC European Community
- EU European Union
- USA United States of America
- GNSS Global Positioning Satellite Systems

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