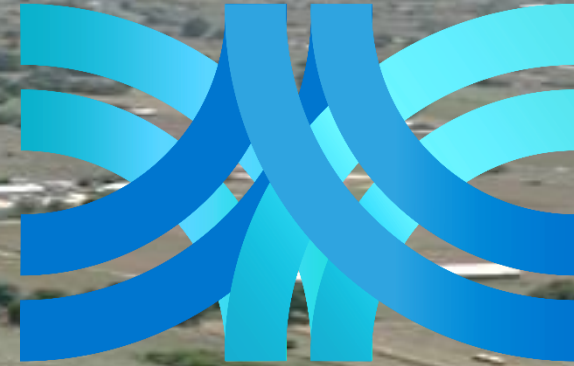


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Toll Violations and Enforcement in Greece: The recent history and future challenges for free flow tolling schemes

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Tolling Environment in Greece

- Before 2008, existing inter-urban motorways totaling 1.290 km were operated by the State Mainline Plazas operated in one direction, every 80-120 km, and many motorway sections were untolled
- 2008 new Concession projects were created in order to upgrade and maintain current motorways and also construct extensive new motorway sections, in order to create a modern motorway network
- Open / Zone based Tolling System was implemented in Inter-urban Motorways with bi-directional Mainline Plazas every 30-40km and ramp plazas in selected interchanges to eliminate toll avoidance. Pre-existing dense interchange design did not make a conventional closed toll system feasible
- New mainline and ramp Toll Plazas constructed
- Many previously un-tolled motorway sections become tolled
- Toll rates increased (and keep increasing in during construction), from 0.015- 0.02€/km up to 0.065 €/km since tolls were a vital financing tool for Concessions, to pay loans and cover construction, and O&M costs
- Tolls were also applied or increased in sections under construction or upgrade

Motorway Cross Sections	Length Today 2008 (km)	Length Today (km)
EGNATIA ODOS & Vertical Axis	657,7	887,2
ATTIKI ODOS	70,0	70,0
MOREAS	0	205,0
OLYMPIA ODOS	82,3	202,3
NEA ODOS	220,3	366
KENTRIKI ODOS	25,8	136,5
RION-ANTIRRION BRIDGE	3,5	3,5
AEGEAN MOTORWAY	230,6	262,6
Total	1290,2	2.133,1

Stops at frontal tolls in main routes Before and After Concessions				
Route	Athens-Patras 200km	Athens-Thessaloniki 500km	Athens – Kalamata 240km	Antirrio-loannina 196km
Before	2	6	2	0
After	5	12	7	4



2008 – 2011 The Rise and Peak of the “Den Plirono” (I don’t pay) movement

The changes in the tolling policy paired with the onset of the Greek economic crisis lead to the rise of a social movement called “Den Plirono” (I don’t pay)

- promotion of toll evasion by “pushing the barrier”
- demonstrations in Toll Plazas in a nearly weekly basis
- Movement quickly spread to other areas like electricity, & public transport
- Other groups used demonstrations in Toll plazas as a means of reaction



Impact of Toll Violations and Suspensions

From one side the private Concessions even though:

- they had available the legal framework to claim 20 times the toll fee from violators
- They had enforcement systems (cameras) in lanes

The sheer volume of violations, and the lengthy and non-cost effective procedure (repeated letters, followed by judicial escalation) process involved, rendered the recovery of revenue impractical. In 2011 only about 5% of total revenue lost is recovered.

From the other side from State perspective:

- No legal Framework existed for Traffic Police to Issue finer for toll violations
- Traffic Police could not use the Violation Enforcement Systems in place
- No law against occupation of toll plazas & toll suspension

The above resulted to:

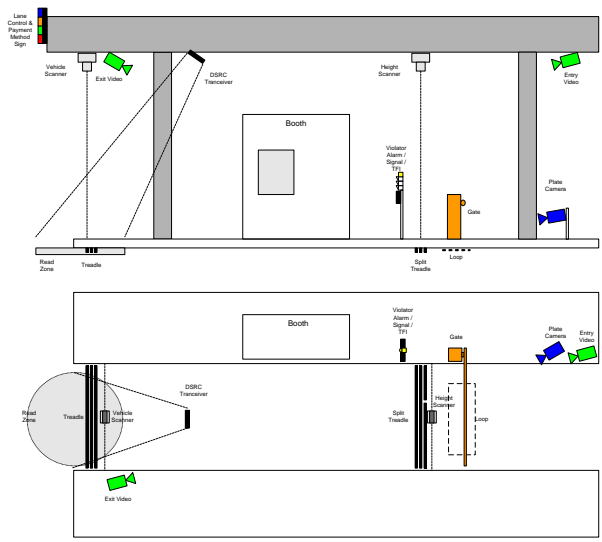
- In January 2011 violations had reached in some projects nearly 20%
- The financial stability of Concession Projects was affected



New Legislation is passed

In order to mitigate the effects of violations new legislation was passed.

- ✓ **Law 3920/2011:**
 - Toll Violations are now violations of the Traffic Code punishable with severe penalties (200€ per violation)
- ✓ **Law 4070/2012:**
 - Traffic Police is allowed to use “Technical & Electronic Means” (existing Violation Enforcement Systems in Toll Plazas) to issue toll violation fines
 - Demonstrations in Toll Plazas and Toll Suspensions are now illegal and punishable offences



The screenshot shows the VIPS software interface with a transaction list table. The table contains the following data:

Συναλλαγής Διάβαση	Καθίστο	Αριθμός	Χρόνος	Ποσό	Κατηγορία	Απογραφή	Παράβαση	Κατηγορία ΔΑΚ	Κατηγορία Ελέγχου	Παράβαση
2011-03-16 18:10:06	ELET-02	31282		25200	KAT 02		000000			KAT 02
2011-03-16 18:10:47	ELET-04	446381	0429	17800	KAT 01		AK0191			KAT 01
2011-03-16 18:22:29	ELET-08	689868	8379	17800	KAT 01		7777			KAT 01
2011-03-16 18:22:07	ELET-08	689865	8379	25200	KAT 02		TRE0884			KAT 02
2011-03-16 18:22:03	ELET-02	349325	8107	25200	KAT 02		ZHY6005			KAT 02
2011-03-16 18:22:02	ELET-09	899841	8379	25200	KAT 02		080920			KAT 02
2011-03-16 18:19:19	ELET-05	617214	8206	25200	KAT 02		7777			KAT 02
2011-03-16 18:16:17	ELET-02	349321	8107	25200	KAT 02		012287			KAT 02
2011-03-16 18:16:10	ELET-04	446375	0429	17800	KAT 01		4428			KAT 01
2011-03-16 18:16:53	ELET-08	689739	8379	25200	KAT 02		A287271			KAT 02
2011-03-16 18:22:06	ELET-02	349380	8107	25200	KAT 02		MO19465			KAT 02
2011-03-16 18:21:11	ELET-02	349387	8107	44207	KAT 02		7777			KAT 02
2011-03-16 18:17:14	ELET-02	349395	8107	83430	KAT 04		7777			KAT 04
2011-03-16 18:16:21	ELET-05	617262	8206	25200	KAT 02		TRE2422			KAT 02



The results of the new Legislation and use of Violation Enf. Systems by Traffic Police

% of passages without payment including violations and suspensions due to demonstrations

Date	Average Violations
January 2011	10-15% (up to 20%)
March 2011 New Law: Violations now Traffic Code Offences	~10%
January . 2012	~4%
April 2012 New Law: Traffic Police can use existing enforcement systems and toll plaza demonstrations are illegal	~3
January. 2013	~2
January. 2014	1,5%
January. 2015	>1%
Today	Much less than 1%

Revenue recovery increased to ~15% today but with very low absolute value of revenue loss

Thoughts for the future of tolling and potential free flow schemes (1/2)

Enforcement of violations by traffic police significantly mitigated the problem, but there are still significant issues:

- **Traffic Police process** to issue fines involves **lengthy bureaucratic procedures**
- **High percentage of plates cannot be identified by ANPR** Many plates are non reflective, degraded, in certain cases forged, or completely absent.
- **Lack of a central** and continuously updated **license plate database** to associate vehicles to the actual owner.
- **No simplified and efficient framework** allowing Toll Operators to **easily recover revenue**
- **Violations should be firstly prevented and then strongly pursued**

A drastic resurgence of the problem is anticipated if barriers are removed by immediately switching to free flow tolling, especially if such a system heavily relies on ANPR.

So is there no solution to evolve some day to free flow tolling in a viable way?

The following actions are required:

✓ Legal framework

- Traffic police procedure to issue and deliver fines to be automated
- Fines to include toll fare plus possible admin fee, collected by State and provided to Concessions
- Creation of a single and continuously updated license plate/vehicle owner database
- Exchange degraded license plates, implement strict laws for enforcement in degraded, missing plates
- Legislation for implementation of mobile enforcement Traffic Police Units

Thoughts for the future of tolling and potential free flow schemes (2/2)

✓ Definition of Violators and escalation of fines in free flow environment

- a) “Presumption of innocence” for users that by mistake forget to pay, and pay by themselves within a few days
- b) Nominal administration fee for users that pay immediately after first notification
- c) Fine plus higher administration fee, plus owed toll for users that ignore first notification
- d) Escalation of fine and administration fees for users that ignore fine
- e) Integration of fine+ admin fees + multiple of toll to tax collection
- f) Other punitive measures (revocation of driver’s license, etc)

✓ Procedures and mechanism for enforcement and toll recovery

- Strengthening of Traffic Police resources for enforcement and processing violations
- Implement Mobile Traffic Police enforcement units
- Simplification of internal Traffic Police procedures and reduction of bureaucracy

✓ Contractual arrangements between the State and Concessions

- State to guarantee revenue loss due to violations
- Procedures for timely remuneration to be implemented
- Review of financial model where required

✓ Increase of ETC penetration

- In order to have efficient enforcement ETC penetration must have reached first very high % (~90-95%)
- ETC can be increased via promotion, discounts, making other methods of payment less attractive (more expensive) or a combination
- Finally equipping all vehicles with ETC can be made mandatory

Conclusions

- **The recent issue of violators caused grave problems for Concessions – even with barriers in place**
- **“Removing the Barriers” and switching to free flow cannot be taken lightly**
- **Careful and gradual planning and steps to be taken to move towards free flow**
- **Legal and Contractual arrangements required (and should not be underestimated)**
- **Quality of license plates must be improved, and enforced in order to make ANPR enforcement useful**
- **Enforcement and toll recovery procedures to be improved and simplified**
- **ETC should be actively promoted in order to reach “critical mass” before considering the switch to free flow**

Thank you for your attention

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