

Een puntenrijbewijs in Nederland?

Voor- en nadelen van
progressieve sanctioneringssystemen

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Auteur(s):	Dr. H. Martensen
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SWOV – Instituut voor Wetenschappelijk Onderzoek Verkeersveiligheid

Henri Faasdreef 312, 2492 JP Den Haag
070 – 317 33 33 – info@swov.nl – www.swov.nl

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Samenvatting

In veel Europese landen wordt gebruikgemaakt van een puntenrijbewijs of vergelijkbaar progressief sanctiesysteem om recidiverend gevaarlijk rijgedrag aan te pakken. Nederland kent slechts in beperkte mate dergelijke progressieve sanctionering (zoals de recidiveregeling veelplegers). Dit rapport onderzoekt de voor- en nadelen van een puntenrijbewijs, de effectiviteit ervan, en de mogelijkheden voor implementatie in Nederland.

Het is bekend dat bestuurders met meerdere verkeersboetes aanzienlijk vaker een ongeval hebben – per afgelegde kilometer – dan bestuurders die zelden bekeurd worden. Een puntenrijbewijs, waarbij het aantal strafpunten van een bestuurder oploopt bij elke verkeersovertreding, is bedoeld om herhaaldelijk gevaarlijk rijgedrag aan te pakken. Bij het bereiken van een gegeven aantal punten volgen zwaardere maatregelen, zoals (tijdelijke) intrekking van het rijbewijs. Op deze manier heeft een puntenrijbewijs zowel een selectief effect (de bestuurder neemt tijdelijk niet deel aan het verkeer) als een afschrikkend effect (bestuurder past het rijgedrag aan om de zware sanctie te ontlopen).

Effectiviteit

Internationaal onderzoek laat zien dat de invoering van een puntenrijbewijs het aantal overtredingen en verkeersongevallen in de meeste landen aanvankelijk doet dalen. Dit effect is vaak tijdelijk en na één tot anderhalf jaar niet meer meetbaar. Ook op individueel niveau kunnen strafpunten en waarschuwingen het gedrag van bestuurders beïnvloeden, maar ook dat effect is vaak tijdelijk.

Voor een duurzame effectieve werking van een puntensysteem is het noodzakelijk om de auto-bestuurders die nog geen punten hebben voldoende af te blijven schrikken. Dit is alleen mogelijk door een permanent hoog handhavingsniveau en een grote zichtbaarheid van het systeem. Alleen met een grote subjectieve pakkans kan de afschrikking namelijk in stand gehouden worden.

Progressieve sancties in Nederlandse context

Nederland kent geen puntenrijbewijs voor alle bestuurders. Regelingen waarbij de straf zwaarder wordt naarmate iemand vaker verkeersovertredingen begaat – zoals de recidiveregelingen alcohol en drugs, en veelplegers – gelden niet voor lichte overtredingen die onder de Wet Mulder (Wahv) vallen en hebben geen aantoonbaar effect op gedrag of ongevallen. Momenteel komen automatisch geregistreerde Mulderfeiten voor een algemeen puntenrijbewijs niet in aanmerking en zouden alleen overtredingen meetellen waarbij de politie iemand aanhoudt.

In Nederland worden elk jaar bijna 8 miljoen verkeersovertredingen geconstateerd. De meeste daarvan (ongeveer 95%), vallen onder de Wet Mulder en worden automatisch op kenteken verwerkt. Daardoor is de kans op een automatisch gegenereerde boete groot, maar de kans om gepakt te worden voor overtredingen door een staandehouding is veel kleiner. Voor een geloofwaardig en effectief puntensysteem is het aantal staandehoudingen op dit moment veel te laag en zou het handhavingsniveau drastisch omhoog moeten door ook de Mulderfeiten in het puntensysteem op te nemen. Zoals genoemd is dat in Nederland (nog) niet mogelijk. In andere landen tellen automatisch geregistreerde overtredingen wél vaak mee voor het puntenrijbewijs, bijvoorbeeld via kentekenaansprakelijkheid of door gebruik van foto's van de bestuurder.

Juridische en praktische beperkingen

De Wet Mulder is gericht op snelle, efficiënte afhandeling van boetes voor lichte overtredingen, zonder tussenkomst van de rechter of morele afwegingen. Eerdere pogingen om bij herhaling van dit soort overtredingen toch strengere straffen mogelijk te maken, zijn beoordeeld als in strijd met deze uitgangspunten van de Wet Mulder. Bovendien werden er uitvoeringsproblemen voorzien, omdat kentekenhouders de mogelijkheid moeten krijgen om de persoon aan te wijzen die op het moment van overtreding achter het stuur zat. Bovendien kan er niet meer direct een standaardboete worden opgelegd. Om al deze redenen heeft de toenmalige minister van Justitie en Veiligheid in 2018 besloten dat een progressief boetestelsel niet te verenigen is met de Wet Mulder en dat de automatische handhaving in het algemeen er minder efficiënt door wordt.

Bovengenoemde beperkingen gelden in feite voor *alle* vormen van progressieve sanctionering. Terwijl voor een puntenrijbewijs de identificatie van de bestuurder het grootste probleem lijkt, zijn in de kern alle mogelijkheden om administratief afgedane overtredingen later nog te escaleren in strijd met de geest van de Wet Mulder. Oplopende boetes blijken om dezelfde reden juridisch en praktisch onhaalbaar. Daarbovenop zijn ze mogelijk ineffectief voor veelplegers die ongevoelig zijn voor boetehoogtes. Het gebruik van boetegegevens door verzekeraars zou een manier zijn om de premies aan te passen aan het ongevalsrisico en daarmee verdere overtredingen te ontmoedigen, maar ook dit is in strijd met het basisprincipe van de Wet Mulder en stuit bovendien op privacybezwaren.

Ook educatieve maatregelen?

In veel landen maken ook educatieve maatregelen deel uit van het puntensysteem. Het gaat dan meestal om vrijwillige cursussen gericht op het verminderen van strafpunten. Ondanks hun populariteit is er geen wetenschappelijk bewijs dat rehabilitatiecursussen binnen een puntensysteem een extra effect hebben, bovenop dat van de dreiging om (tijdelijk) het rijbewijs te verliezen. Een andere vorm van educatie is leren van automatische feedback via rijmonitoringssystemen. Hierbij kan gedacht worden aan intelligente snelheidsadaptatie (ISA) bij notoire snelheidsovertreders of – bij escalatie via de verzekeringen – aan een systeem dat goed rijgedrag met een verlaging van de verzekeringspremie belooft. De eerste toepassingen daarvan zijn grotendeels wél veelbelovend. Ook theoretisch sluit deze aanpak beter aan bij de voorwaarden voor effectieve gedragsverandering: directe, herhaalde feedback over een langere periode waarin de dreiging van straf gecombineerd is met een beloning voor het gewenste rijgedrag. Toch wordt deze benadering vooralsnog in geen enkel land systematisch toegepast.

Conclusies

De conclusie uit dit onderzoek is dat een puntenrijbewijs alleen effectief kan zijn als bestuurders het realistisch achten dat ze voor overtredingen worden gepakt en daarbij punten oplopen. Daarvoor is het nodig dat automatisch geregistreerde overtredingen in het puntenrijbewijs worden opgenomen, of dat de handhaving door staandehouding heel drastisch verhoogd wordt. Opname van automatisch geregistreerde overtredingen vereist echter aanpassing van het huidige juridische kader, want oplopende strafpunten zijn moeilijk te verenigen met de basisprincipes van de Wet Mulder. Ook alternatieven zoals escalerende boetes of premiedifferentiatie door verzekeraars zijn in strijd met de Wet Mulder, en kennen bovendien uitvoeringsproblemen. Kortom, de invoering van een progressief sanctioneringssysteem met een duurzaam effect vereist politieke besluitvorming, wetwijzigingen en een zorgvuldige afweging tussen effectiviteit, uitvoerbaarheid en rechtvaardigheid.

Summary

A demerit point system for driving licences in the Netherlands? Advantages and disadvantages of progressive sanctioning systems

In many European countries, a demerit point system for driving licences or a similar progressive sanctioning system is used to address recurring dangerous driver behaviour. The Netherlands only has limited forms of such progressive sanctions (such as the recidivist scheme for repeat offenders). This report examines the advantages and disadvantages of a demerit point system, its effectiveness, and the possibilities for its implementation in the Netherlands

It is well known that drivers with multiple traffic fines are involved in crashes significantly more often – per kilometre driven – than drivers who are rarely fined. A demerit point system, where a driver accumulates points for each traffic violation, is designed to address recurring dangerous driver behaviour. Upon reaching a specified number of demerit points, more severe measures follow, such as (temporary) licence withdrawal. In this way, a demerit point system has both a selective effect (the driver temporarily does not participate in traffic) and a deterrent effect (driver adjusts behaviour to avoid the severe sanction).

Effectiveness

International research shows that the introduction of a demerit point system initially reduces the number of traffic violations and road crashes in most countries. However, this effect is often temporary and is no longer measurable after one to one and a half years. At the individual level, demerit points and warnings can also affect driver behaviour, but this effect is – once again – often temporary.

For a demerit point system to remain effective in the long term, it is essential to continue to adequately deter drivers who have not yet accumulated any demerit points. This can only be achieved through a permanently high level of enforcement and high visibility of the system. Only with a significant perceived likelihood of being checked can the deterrent effect be sustained.

Progressive sanctions in a Dutch context

The Netherlands does not have a demerit point system for all drivers. Schemes that impose penalties that become more severe with each subsequent traffic violation – such as the recidivist schemes for alcohol and drugs, and for repeat offenders – do not apply to minor offences falling under the Administrative Enforcement of Traffic Regulations Act (Mulder Act), and have no demonstrable effect on behaviour or crash rates. Currently, automatically registered Mulder offences are not eligible for inclusion in a general demerit point system; only violations for which the driver is stopped by the police would count.

In the Netherlands, nearly 8 million traffic violations are recorded each year. The majority of these (approximately 95%) fall under the ‘Mulder Act’ and are processed automatically based on the vehicle’s license plate. As a result, the likelihood of receiving an automatically generated fine is high, but the perceived likelihood of being checked by a police officer is much lower. For a

credible and effective demerit point system, the current number of police checks is far too low, and the level of enforcement would need to be drastically increased by also including Mulder offences in the demerit point system. As mentioned above, this is not (yet) possible in the Netherlands. In other countries, however, automatically recorded violations often do count in demerit point systems, for example through license plate liability or by using photographs of the driver.

Legal and practical limitations

The 'Mulder Act' is designed for rapid, efficient processing of fines for minor offences via license plate liability, without judicial intervention or moral considerations. Previous attempts to enable stricter penalties for repeat offences of this nature were deemed incompatible with the core principles of the 'Mulder Act'. Additionally, implementation problems were foreseen, as registered vehicle owners must be given the opportunity to identify the person driving at the time of the violation. Furthermore, it would no longer be possible to impose a standard fine directly. In 2018, the former Minister of Justice and Security therefore concluded that a progressive fine system is incompatible with the 'Mulder Act' and would generally reduce the efficiency of automated enforcement.

The aforementioned limitations essentially apply to all forms of progressive sanctioning. While identifying the actual driver appears to be the main problem with a demerit point system, at its core, any attempts to escalate administratively settled violations at a later stage conflict with the fundamental principle of the 'Mulder Act'. For the same reason, escalating fines prove to be legally and practically unfeasible. Moreover, such fines may be ineffective for repeat offenders who are insensitive to fine amounts. Using fine data to allow insurers to adjust premiums based on crash risk could discourage further violations; however, this also violates the core principle of the 'Mulder Act' and, additionally, faces privacy objections.

Including educational measures?

In many countries, educational measures also form part of the demerit point system. These typically involve voluntary courses aimed at reducing demerit points. Despite their popularity, there is no scientific evidence that rehabilitation courses in a demerit point system have an additional effect beyond the threat of (temporarily) losing one's driving licence. Another form of education is learning through automatic feedback via driving monitoring systems. Examples include Intelligent Speed Assistance (ISA) for notorious speed offenders or – in the case of escalation through insurers – a system that rewards good driver behaviour with a reduction in insurance premiums. Initial applications of these systems have mostly been promising. Theoretically, this approach also aligns better with the conditions for effective behavioural change: immediate, repeated feedback over a longer period, combining the threat of punishment with a reward for desired driver behaviour. Nevertheless, this approach is not yet systematically applied in any country.

Conclusions

The conclusion of this research is that a demerit point system can only be effective if drivers realistically believe they will be caught for violations and accumulate demerit points as a result. To achieve this, it is necessary to either include automatically registered offences in the demerit point system or drastically increase enforcement through police checks. However, incorporating automatically registered offences requires changes to the current legal framework, as escalating demerit points are difficult to reconcile with the core principles of the 'Mulder Act'. Alternatives such as escalating fines or premium differentiation by insurers also conflict with the 'Mulder Act' and face implementation problems. In short, introducing a progressive sanctioning system with a sustainable effect requires political decision-making, legislative amendments, and a careful balance between effectiveness, feasibility, and fairness.

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1 Inleiding

Dit rapport verkent de mogelijkheden voor de invoering van een puntenrijbewijs in Nederland, waarbij het aantal strafpunten van een bestuurder oploopt bij elke verkeersovertreding. We bespreken de achtergrond en werking van dergelijke progressieve sanctionering, bestaande uit progressieve systemen in andere landen, de Nederlandse context, en mogelijke beleidsopties. De focus ligt op de effectiviteit van een dergelijk systeem voor het verbeteren van de verkeersveiligheid en het terugdringen van recidivegedrag onder verkeersdeelnemers.

1.1 Progressieve sanctionering

Risicovol gedrag in het verkeer, zoals te hard rijden of rijden onder invloed, draagt aanzienlijk bij aan het ontstaan van verkeersongevallen. Onderzoek toont aan dat – per afgelegde kilometer – bestuurders met meerdere bekeuringen significant vaker een ongeval hebben dan bestuurders met een (bijna) schone staat van dienst. Op basis hiervan is het idee ontstaan van progressieve sanctioneringssystemen, waarbij herhaalde overtredingen zwaarder worden bestraft dan incidentele.

Een bekend voorbeeld van een progressief systeem is het puntenrijbewijs: bij elke geconstateerde overtreding ontvangt de bestuurder een bepaald aantal strafpunten. Bij het bereiken van een gegeven aantal punten (drempel) volgen zwaardere maatregelen, zoals (tijdelijke) schorsing van de rijbevoegdheid. Een dergelijk systeem beoogt gedragsverandering en verbetering van de verkeersveiligheid via drie **werkingsmechanismen**:

1. Afschrikking: de dreiging van rijbewijsschorsing motiveert tot veiliger rijgedrag.
2. Selectie: recidiverende gevaarlijke bestuurders worden tijdelijk uit het verkeer gehaald.
3. Correctie: deelname aan een educatieve maatregel is in veel systemen verplicht of vrijwillig mogelijk.

Internationaal bestaan er aanzienlijke verschillen in de **invulling** van puntensystemen:

- Criteria voor punten: sommige landen kennen punten toe voor alleen ernstige overtredingen, andere ook voor lichte. De juridische verwerking (bestuurs- of strafrechtelijk) speelt hierbij een rol.
- Gevolgen bij overschrijding van de puntendrempel: in de meeste landen leidt dit tot rijbewijsschorsing, maar er zijn ook systemen waarin boetes oplopen of verzekeringspremies stijgen.
- Educatieve component: in meerdere landen is er een optie om punten te laten vervallen via een cursus of is een opleiding vereist om het rijbewijs terug te krijgen.

1.2 Dit onderzoek

De minister van Infrastructuur en Waterstaat pleit voor de introductie van een puntenrijbewijs in Nederland. Omdat van zo'n maatregel veel verwacht wordt, heeft het ministerie SWOV verzocht inzicht te geven in de effectiviteit, toepasbaarheid en wenselijkheid van een puntenrijbewijs of een ander progressief sanctioneringssysteem in de Nederlandse context. De leidende vragen zijn daarbij:

- › Welke systemen worden in andere landen toegepast?
- › Wat is er bekend over hun effecten op gedrag en verkeersveiligheid?
- › Hoe verhouden deze systemen zich tot de Nederlandse praktijk?
- › Welke varianten zijn juridisch en praktisch uitvoerbaar?
- › Wat zijn de te verwachten effecten, voordelen en risico's?

SWOV heeft dit onderzoek gebaseerd op wat er bekend is uit de wetenschappelijke literatuur en op bevraging van experts in het binnen- en buitenland. Zie *Bijlage A: Verantwoording*.

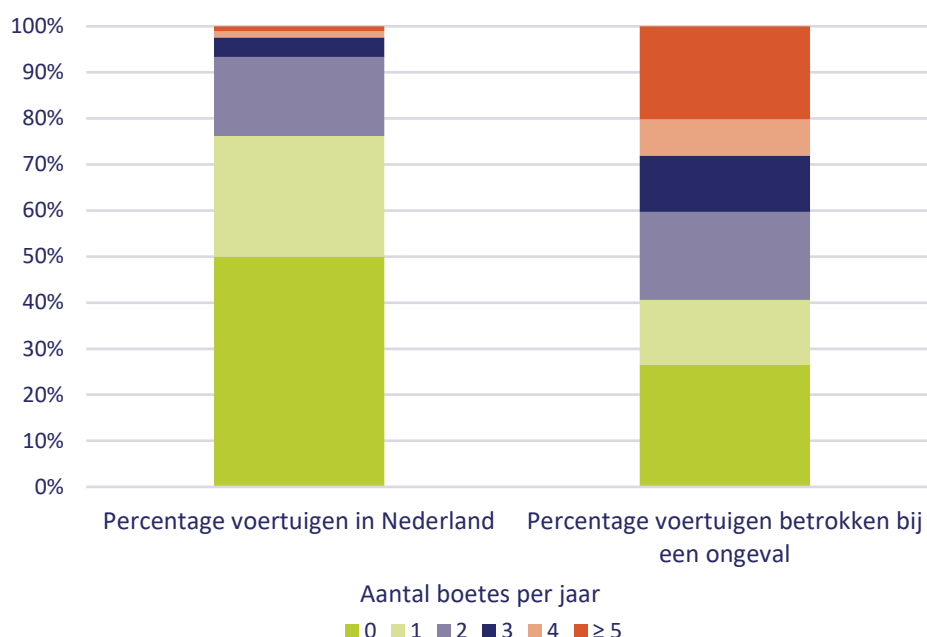
In het vervolg van dit rapport bespreken we de effectiviteit van bestaande progressieve sanctioneringssystemen (*Hoofdstuk 2*) en de (juridische) context en beperkingen voor zo'n systeem in Nederland (*Hoofdstuk 3*). Het gaat dan bijvoorbeeld om de rol van handhaving en eventuele automatische registratie van strafpunten (*Hoofdstuk 4*). Ook zouden we voor de keuze staan welke overtredingen deel zouden moeten uitmaken van een puntensysteem (*Hoofdstuk 5*), welke vorm van progressieve sanctionering zou moeten worden gekozen (*Hoofdstuk 6*) en of er redenen zijn om eventuele educatieve maatregelen op te nemen (*Hoofdstuk 7*). De conclusie en beleidsopties zijn samengevat in *Hoofdstuk 8*.

2 Evaluatie van progressieve sanctioneringssystemen

2.1 Principe van een puntenrijbewijs

Een belangrijk uitgangspunt van een puntenrijbewijs is dat bestuurders die vaker worden beboet, een verhoogd risico vormen in het verkeer. Deze aanname is breed onderzocht en bevestigd in zowel internationale als Nederlandse studies (Möller et al., 2022, ONISR, 2022; Watson et al., 2015, Schade, 2005). Zo blijkt uit onderzoek van Goldenbeld et al. (2013) en Hoekstra et al. (2017) dat voertuigen met meerdere boetes significant vaker betrokken zijn bij ongevallen (zie *Afbeelding 2.1* en *Bijlage B.1* voor de achterliggende cijfers). Bij drie bekeuringen is het risico op een ongeval meer dan vijf keer zo hoog als bij voertuigen met nul of één boete; bij vijf of meer boetes is het risico meer dan dertig keer zo hoog. Deze bevindingen ondersteunen het belang van een systeem waarin maatregelen zich specifiek richten op gedragsbeïnvloeding bij deze groep. Er zijn ongeveer een kwart miljoen voertuigen met 3 of meer Mulderfeiten per jaar. Ook bestuurders die herhaaldelijk staande gehouden werden hebben waarschijnlijk een sterk verhoogd ongevalsrisico. Zij vormen echter een veel kleinere groep (ca. 4.000 bestuurders; zie *Bijlage B.2*).

Afbeelding 2.1. Voertuigen in 2009 naar het aantal boetes op kenteken en naar betrokkenheid bij een ongeval. Bron: Hoekstra et al., 2017.



Een puntenrijbewijs beoogt zowel een individueel als een algemeen afschrikkingseffect. Individueel gezien zullen bestuurders met strafpunten gemotiveerd zijn om geen verdere overtredingen te begaan uit angst voor rijbewijsschorsing. Op populatieniveau kan het vooruitzicht van strafpunten bij een eerste overtreding preventief werken. De effectiviteit van beide effecten is echter afhankelijk van bekendheid met het systeem en de inschatting van de pakkans.

2.2 Effectiviteit van een puntenrijbewijs

Er zijn twee hoofdtypen studies naar de effectiviteit van een puntenrijbewijs:

1. Bevolkingsbrede effectstudies: deze onderzoeken de impact van de invoering van een puntensysteem op verkeersveiligheid in een land of regio.
2. Individuele gedragsstudies: deze analyseren of bestuurders hun gedrag aanpassen onder invloed van het risico op rijbewijsschorsing.

Een meta-analyse van Castillo-Manzano & Castro-Nuño (2012) toont aan dat puntenrijbewijzen leiden tot een daling van het aantal overtredingen (gemiddeld -30%) en ongevallen (gemiddeld -15% tot -20%). Een meer recente analyse van Alonso et al. (2025) is gebaseerd op (grotendeels) dezelfde studies en bevestigt deze effecten, met een geschatte afname van 21% in het totaal aan boetes, ongevallen en risicovol gedrag samen, waarbinnen het aantal letsel- en dodelijke ongevallen gemiddeld met 10% verminderde. De studie van Castillo-Manzano en collega wijst er echter op dat het effect vaak na circa 12 tot 18 maanden niet meer meetbaar is.

Op individueel niveau is aangetoond dat de kans op nieuwe overtredingen stijgt naarmate een bestuurder al vaker is beboet (Sagberg & Ingbrigtsen, 2018; Dong et al., 2019; McDonald et al., 2020; Walter & Studdert, 2015). Dit duidt op een groep risicovolle bestuurders die structureel vaker de regels overtreedt. Tegelijkertijd daalt volgens sommige studies het risico op overtredingen als bestuurders een waarschuwing ontvangen of de grens van schorsing naderen. Zo rapporteerden Sagberg & Ingbrigtsen (2018) in Noorwegen een *hoger* overtredingsniveau bij bestuurders die al één of twee boetes hadden, maar een *lager* overtredingsniveau bij bestuurders die weliswaar meer punten hadden, maar die via een brief waren gewaarschuwd dat ze al dicht bij het maximum aantal punten zaten. In Canada werd een tijdelijk lager ongevalsrisico gevonden na punten-toekenning, vergeleken met een boete alleen (Redelmeier et al., 2003). In Israël vonden Gitelman et al. (2023) dat zowel een schorsing als een gevolgde cursus kan leiden tot minder boetes en ongevallen tot drie jaar na het einde van de cursus of schorsing.

2.3 Duurzaamheid van effecten en randvoorwaarden

De literatuur maakt duidelijk dat een puntenrijbewijs in de meeste landen aanvankelijk een gedragsverandering teweegbrengt (Castillo-Manzano & Castro-Nuño, 2012). Men gaat ervan uit dat de duurzaamheid van dit effect sterk afhangt van het handavingsniveau en de zichtbaarheid van het systeem. Zonder een structureel hoog handavingsniveau daalt het afschrikkingseffect snel. Voor bestuurders zonder eerdere overtredingen verdwijnt het preventieve effect als er geen reële kans is om betrapt te worden (Van Schagen & Machata, 2012). Effectiviteit op populatieniveau vereist dus dat het systeem geloofwaardig is en er actief gehandhaafd wordt.

Het EU-project BestPoint stelt daarom dat de opname van automatisch geregistreerde overtredingen in het puntensysteem essentieel is voor langdurige effectiviteit (Van Schagen & Machata, 2012). In landen waar uitsluitend staandehoudingen meetellen, zoals Tsjechië, blijft de effectiviteit waarschijnlijk beperkt, tenzij de pakkans voor overtredingen waarbij wordt staande gehouden uitzonderlijk hoog is.

2.4 Conclusie

In Nederland bestaat een grote groep veelplegers met een aanzienlijk verhoogd risico op verkeersongevallen. Een systeem dat zich richt op gedragsverandering binnen deze groep is daarom wenselijk. Een puntenrijbewijs zou daarvoor in principe geschikt zijn.

Er is robuust bewijs dat de invoering van een puntenrijbewijs leidt tot een afname van het aantal overtredingen en verkeersongevallen. Dit effect is vaak tijdelijk, tenzij het systeem gepaard gaat met een hoge pakkans. Op individueel niveau kunnen strafpunten en waarschuwingen het gedrag in elk geval tijdelijk beïnvloeden.

Voor een structureel effectieve werking van een puntensysteem is het noodzakelijk dat er sprake is van geloofwaardige handhaving. Dit kan bereikt worden door automatisch geregistreerde feiten mee te nemen of door het handhavingsniveau van staandehoudingen drastisch te verhogen. In de volgende hoofdstukken gaan we in op de mogelijkheden en beperkingen voor verschillende typen van progressieve sanctioneringssystemen in Nederland.

3 Progressieve sanctioneringssystemen in Nederland

3.1 De Wet Mulder

In Nederland worden lichte verkeersovertredingen afgehandeld via de Wet administratief-rechtelijke handhaving verkeersvoorschriften (Wahv), beter bekend als de Wet Mulder. Voorbeelden zijn snelheidsoverschrijdingen van minder dan 30 km/uur, roodlichtnegatie, of het niet dragen van een gordel. De afhandeling gebeurt op basis van kentekenaansprakelijkheid en zonder rechterlijke tussenkomst of aantekening op het strafblad. Het Centraal Justitieel Incassobureau (CJIB) int de boetes.

Deze systematiek van automatische registratie en afhandeling is efficiënt en laagdrempelig, maar vormt ook een belemmering voor de invoering van progressieve sancties. In de praktijk ontstaat er een probleem doordat overtredingen op kenteken worden geregistreerd terwijl deze in een puntenstelsel aan een persoon moeten worden gekoppeld. Dit vereist dat de kentekenhouder aanwijst wie de overtreddende bestuurder was en dat rekening gehouden moet worden met mogelijke bezwaren van de aangewezen bestuurder.

Het eigenlijke probleem is echter dat de vereenvoudigde administratieve procedure alleen mogelijk is omdat de wetgever ervan uitgaat dat het overtredingen betreft die geen zware morele blaam verdienen. Daarom leiden ze ook niet tot een strafrechtelijke registratie op basis waarvan recidive zou kunnen worden vastgesteld. Vanuit deze gedachtegang zou het niet passend zijn om binnen de Wet Mulder straffen te verzwaren bij herhaaldelijke overtredingen.

Zonder aanpassing van de wetgeving betreft elke recidiveregeling bij verkeersfeiten daarom principieel alleen overtredingen die door middel van een staandehouding zijn vastgesteld. In 2015 werd via een motie van de Tweede Kamer gevraagd of herhaalde Mulder-overtredingen zwaarder bestraft konden worden. Twee scenario's zijn toen onderzocht:

1. hogere boetes bij herhaling, binnen het huidige Wahv-kader;
2. overheveling van herhaalde overtredingen naar het strafrecht

Beide bleken problematisch. In scenario 1 passen zwaardere boetes bij recidive niet en zou het eenvoudige en snelle karakter van de Wet Mulder verloren gaan. Kentekenhouders moeten de mogelijkheid krijgen om alsnog de bestuurder aan te wijzen, en er kan niet meer direct een standaardbedrag opgelegd worden. In scenario 2 zouden de uitvoeringslasten toenemen, omdat de bestuurder geïdentificeerd moet worden. Onder beide scenario's wordt gevreesd voor een minder efficiënte inning van boetes. Op basis van adviezen van het Openbaar Ministerie (OM) en het CJIB concludeerde de minister van Justitie en Veiligheid dat progressieve bestraffing binnen de huidige Wahv niet haalbaar is (Minister van Justitie en Veiligheid, 2018).

3.2 Bestaande regelingen met escalatie

Hoewel de Wahv geen ruimte biedt voor progressieve sancties, bestaan er in Nederland enkele regelingen waarbij herhaalde overtredingen leiden tot zwaardere straffen:

- **Recidiveregeling alcohol en drugs:** bij een tweede staandehouding en veroordeling binnen vijf jaar en een promillage boven de 1,3, wordt het rijbewijs ongeldig verklaard. Terugkrijgen vereist een nieuw rijexamen.
- **Recidiveregeling veelplegers verkeer:** bestuurders die meer dan drie keer binnen twee jaar zijn staande gehouden voor ernstige overtredingen worden zwaarder bestraft.
- **Puntenrijbewijs voor beginnende bestuurders:** bij twee ernstige overtredingen in de eerste vijf jaar van rijbewijsbezit volgt een onderzoek naar rijvaardigheid en (meestal) de oplegging van een educatieve maatregel gedrag (EMG). Ook hier geldt: alleen overtredingen vastgesteld via staandehouding tellen mee.
- **“Op de radar”:** verschillende politieregio’s sturen bestuurders met meerdere staandehoudingen na een overtreding een waarschuwingsbrief met de boodschap dat ze vanaf nu scherp in het oog worden gehouden.

Deze regelingen tonen aan dat het mogelijk is om sancties met ‘escalatie’ toe te passen, maar alleen bij staandehoudingen.

Evaluaties van het beginnersrijbewijs konden geen effect aantonen. Er is geen afschrikwekkend generaal preventief effect vastgesteld bij jonge bestuurders, geen kleinere kans op een overtreding bij bestuurders die al een punt hebben gekregen (specifiek preventief effect), en ook geen verschil in overtredingen tussen bestuurders die net wel onder de beginnersregeling vielen en hun leeftijdsgenoten die net niet onder de beginnersregeling vielen. De redenen liggen vermoedelijk in de lage pakkans, de beperkte bekendheid en de gebrekkige registratie (Valkveld & Stipdonk, 2009; Smit et al., 2018).

3.3 Conclusie

Het huidige Nederlandse systeem biedt geen aanknopingspunten voor een puntenrijbewijs dat ook lichte overtredingen bestraft. De juridische basis van de Wet Mulder maakt het lastig om herhaling te bestraffen zonder wijziging aan te brengen aan diezelfde basis. Bestaande regelingen laten zien dat progressieve sancties wél uitvoerbaar zijn bij staandehoudingen. Een breed werkend puntenrijbewijs vereist echter een andere benadering: ofwel moet de pakkans via staandehoudingen fors omhoog, ofwel moeten automatisch geregistreerde feiten juridisch aan een persoon gekoppeld worden en moet een escalatie bij recidive toegelaten worden.

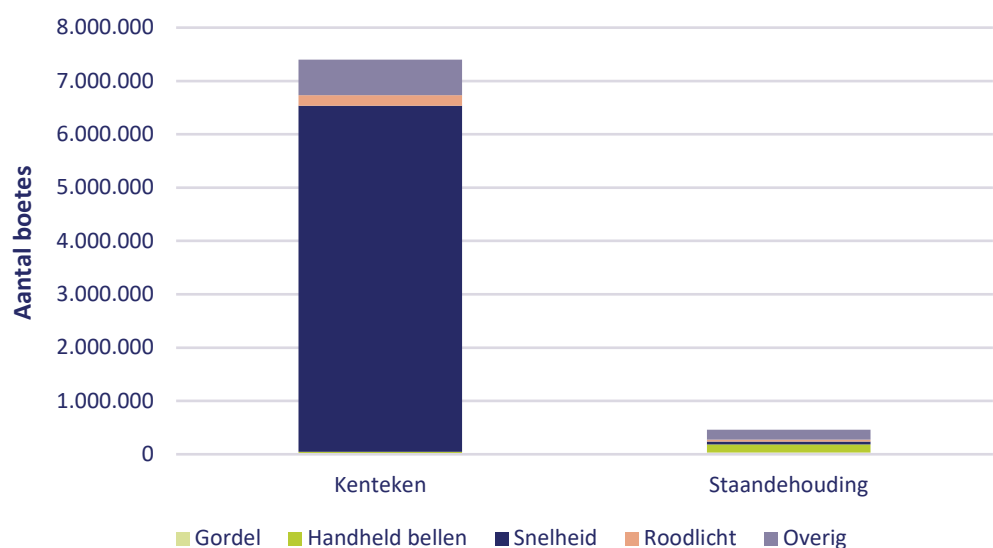
4 Opname van automatisch registreerde feiten?

4.1 Huidige handhavingspraktijk in Nederland

Nederland beschikt over een zeer efficiënt systeem voor automatische handhaving van verkeers-overtredingen. Jaarlijks worden meer dan zeven miljoen boetes opgelegd voor snelheids-overtredingen, grotendeels via kentekenregistratie. Deze overtredingen vallen onder de Wet Mulder en worden administratief afgehandeld.

In vergelijking met deze grootschalige automatische handhaving is het aantal staandehoudingen beperkt (zie *Afbeelding 4.1*). Slechts ongeveer 5% van alle verkeersboetes wordt opgelegd na staandehouding. Hierdoor is het aantal overtredingen dat meetelt voor bijvoorbeeld het beginnersrijbewijs of andere progressieve regelingen gering. Handheld telefoongebruik vormt hierin (nog) de grootste categorie. Dit zou echter kunnen veranderen, omdat ook deze overtreding in toenemende mate automatisch geregistreerd wordt.

Afbeelding 4.1. Aantal boetes in Nederland in 2023 naar wijze van constatering en type overtreding. Parkeerovertredingen en overtredingen door (brom)-fietsers zijn niet weergegeven. Bron: CIJB.



4.2 Subjectieve pakkans

De subjectieve pakkans – de inschatting door bestuurders van de kans op controle – is in Nederland hoog voor automatisch gemeten snelheidsovertredingen. Uit Europees vragenlijst-onderzoek (ESRA, 2024) blijkt dat 40% van de Nederlandse bevroegden het aannemelijk vindt op een gewone rit op snelheid gecontroleerd te worden. Daarmee ligt de pakkans voor snelheids-overtredingen boven het Europese gemiddelde. Voor overtredingen waarvoor staandehouding nodig is, ligt de subjectieve pakkans in Nederland een stuk lager (voor alcoholcontroles bijvoorbeeld 16%) en net onder het Europese gemiddelde (ESRA, 2024).

4.3 Internationale praktijk

Uit de bevraging van experts uit binnen- en buitenland voor dit onderzoek (zie *Bijlage C*), blijkt dat automatisch geregistreeerde overtredingen in de meeste Europese landen deel uitmaken van het puntenrijbewijs (zie *Tabel 4.1*). Dit gebeurt op drie manieren:

- 1. **Identificatie van de bestuurder op basis van fotomateriaal** (bijvoorbeeld in Finland, Duitsland)
- 2. **Verplichting tot aanwijzen van de bestuurder**, op straffe van een boete (bijv. Polen)
- 3. **Kentekenaansprakelijkheid**: de houder van het kenteken ontvangt de punten (bijv. Portugal, Verenigd Koninkrijk)

Slechts enkele landen (zoals Tsjechië en Oostenrijk) sluiten automatisch geregistreeerde overtredingen geheel uit en hebben een puntensysteem op basis van alleen staandehoudingen. In bijvoorbeeld Tsjechië is de politie nog sterk aanwezig op straat: bijna de helft van de bestuurders geeft aan in het afgelopen jaar gecontroleerd te zijn op alcoholgebruik (ESRA 2024). Desondanks blijkt het puntensysteem in Tsjechië slechts een beperkt effect te hebben (Zámečník et al., 2017).

In Nederland vreest men voor een toename aan bezwaren als een automatisch geregistreeerde boete op een later tijdstip tot strengere consequenties kan leiden.¹ Geen van de bevroagde landen-experts wist over een dergelijke toename bij introductie van het puntenrijbewijs te berichten.

Tabel 4.1. Rol van automatisch geregistreeerde feiten in Europese landen met een progressief sanctionerings-systeem. Landen weergegeven tussen haakjes hebben een vorm van progressie in de sancties, maar geen puntenrijbewijs.

Maken automatisch geregistreeerde overtredingen deel uit van het progressieve sanctioneringssysteem?	Landen van toepassing						
Nee, automatisch registreerde overtredingen maken geen deel uit van het systeem	CZ	AT	LV				
Ja, bestuurder wordt op basis van een foto geïdentificeerd	FI	NO	DE	(SE)			
Ja, de houder wordt gestraft als hij de overtreder niet identificeert.	PL	FR					
Ja, de houder is aansprakelijk en krijgt de punten zelf als de overtreder niet geïdentificeerd wordt.	PT	UK	SI	CY	HE	HR	(CH)

4.4 Conclusie

De opname van automatisch geregistreeerde feiten in het puntenrijbewijs is cruciaal voor de effectiviteit ervan. In Nederland ligt de nadruk op kentekenregistratie, waardoor een groot deel van de overtredingen nu buiten beschouwing blijft. Dit beperkt de afschrikkende werking van een puntenstelsel aanzienlijk. Internationaal blijkt dat opname van dergelijke feiten juridisch en technisch mogelijk is. Zonder uitbreiding naar automatisch geregistreeerde overtredingen zal een Nederlands puntenrijbewijs slechts een beperkt en tijdelijk effect sorteren.

Of een puntenrijbewijs op basis van staandehoudingen wél effectief kan zijn blijft de vraag. Mede gezien de ervaringen in Tsjechië, kan er geen uitspraak worden gedaan over hoe hoog het aantal staandehoudingen zou moeten zijn om een puntenrijbewijs geloofwaardig te laten zijn.

1. Persoonlijke mededeling P. van der Meulen (IenW), S.R. Verstraete (OM), Marck Tjalsma (CBR)

5 Welke overtredingen opnemen?

5.1 Internationale voorbeelden

Landen met een puntenrijbewijs maken doorgaans onderscheid tussen drie categorieën verkeersovertredingen:

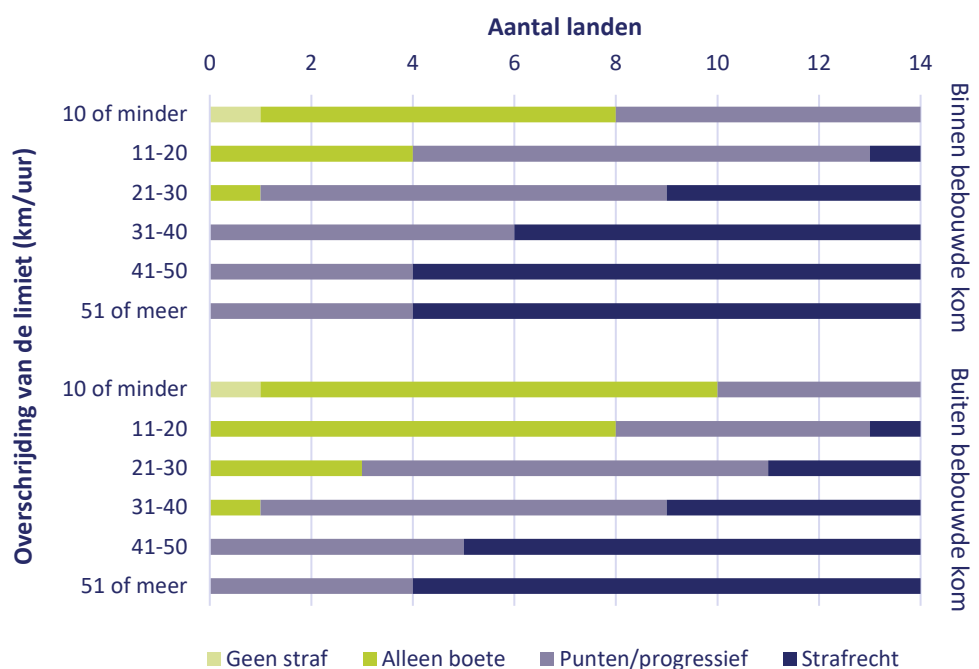
1. **Kleine overtredingen**, zoals het niet gebruiken van een richtingaanwijzer. Deze worden meestal administratief afgehandeld met een boete en leiden niet tot puntentoekenning.
2. **Matig ernstige overtredingen**, zoals door rood licht rijden of te hard rijden met een ruime overschrijding. Deze kunnen bij herhaling leiden tot punten of escalatie.
3. **Ernstige overtredingen**, zoals rijden onder invloed of gevaarlijk rijgedrag. Deze vallen in veel landen onder het strafrecht en leiden direct tot ingrijpende maatregelen zoals rijontzegging of verplichte cursussen.

In de meeste landen worden snelheidsovertredingen, roodlichtnegatie en het niet verlenen van voorrang als 'progressief bestraffenswaardig' beschouwd.

5.1.1 Snelheidsovertredingen

Vrijwel alle landen nemen snelheidsovertredingen op in hun puntensysteem, waarbij 10 of 20 km/uur overschrijding vaak de drempel is van waaraf een overtreding strafpunten oplevert. Er zijn echter ook zes landen waar zelfs een overtreding van minder dan 10 km/uur punten oplevert. Zeer hoge overschrijdingen vallen vaak onder het strafrecht. Dit begint in één land (Finland) al bij 20 km/uur, maar in de meerderheid van de landen vanaf overtredingen van meer dan 30 km/uur binnen de bebouwde kom en meer dan 40 km/uur buiten de bebouwde kom (zie Afbeelding 5.1).

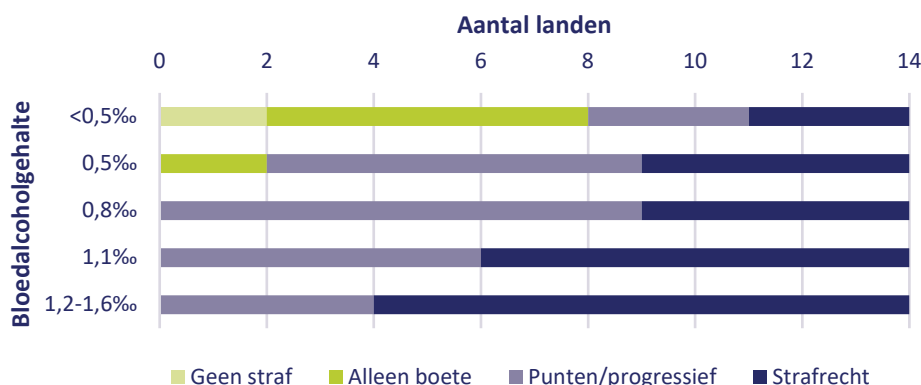
Afbeelding 5.1. Type straf naar de mate van snelheidsovertreding in landen met een progressief sanctiesysteem (N=14: AT, CH, CY, CZ, DE, FI, HE, HR, LV, NO, PL, PT, SI, UK). Zie Bijlage C voor de antwoorden van de individuele landen.



5.1.2 Alcoholgebruik

In de meeste landen worden alcoholovertredingen boven een bloedalcoholgehalte van 0,5‰ progressief bestraft, al dan niet binnen het puntenrijbewijs. Overtredingen boven de 1,2‰ vallen meestal onder het strafrecht (zie *Afbeelding 5.2*). Ook rijden onder invloed van drugs valt meestal onder het strafrecht (zie *Afbeelding 5.3*).

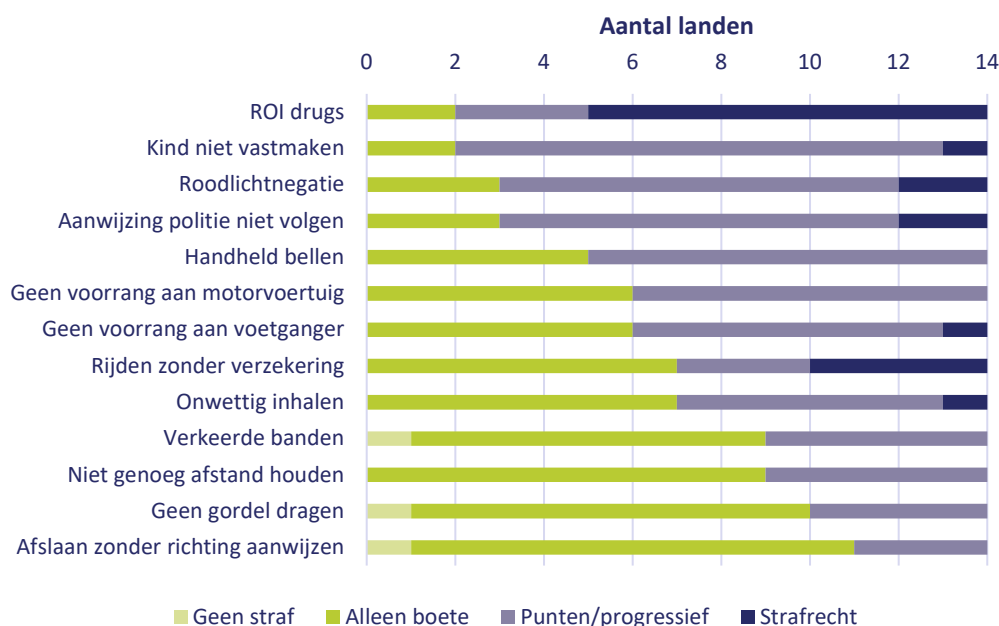
Afbeelding 5.2. Type straf naar de mate van alcohol-overtreding in landen met een progressief sanctiesysteem (N=14: AT, CH, CY, CZ, DE, FI, HE, HR, LV, NO, PL, PT, SI, UK). Zie Bijlage C voor de antwoorden van de individuele landen.



5.1.3 Overige overtredingen

Overtredingen zoals handeld telefoongebruik, door rood rijden of het niet gebruiken van kinderbeveiligingsmiddelen vallen in veel landen onder het puntensysteem (zie *Afbeelding 5.3*).

Afbeelding 5.3. Type straf bij verschillende overtredingen in landen met een progressief sanctiesysteem (N=14: AT, CH, CY, CZ, DE, FI, HE, HR, LV, NO, PL, PT, SI, UK). Zie Bijlage C voor de antwoorden van de individuele landen.



5.2 Relevantie voor Nederland

Voor een effectief puntenrijbewijs in Nederland is het belangrijk om een selectie van feiten op te nemen die enerzijds bijdragen aan verkeersveiligheid en anderzijds juridisch uitvoerbaar zijn. Overtredingen die nu reeds veelvuldig geautomatiseerd worden geregistreerd – zoals snelheids-overtredingen en roodlichtnegatie – zouden daartoe moeten behoren.

Ook handheld telefoongebruik is relevant: het vormt momenteel de grootste categorie van staandehoudingen. Door de gestegen pakkans en maatschappelijke aandacht is opname in het puntensysteem logisch en praktisch haalbaar. Het is echter de vraag of in de toekomst handheld telefoongebruik niet ook grotendeels automatisch gedetecteerd zal worden, wat een opname in het puntensysteem weer juridisch moeilijk haalbaar zou maken.

6 Welke vorm van progressiviteit?

6.1 Punten met rijbewijsintrekking

In veel landen vormt intrekking van het rijbewijs de uiteindelijke sanctie binnen een puntenstelsel. Deze maatregel heeft twee doelen: het tijdelijk uit het verkeer halen van gevaarlijke bestuurders (selectie) en het afschrikken van alle bestuurders (preventie). De intrekking wordt vaak als rechtvaardiger ervaren dan hoge boetes, omdat het alle bestuurders in gelijke mate treft, ongeacht inkomen (ETSC, 2008; Alonso, 2025).

Uit onderzoek van Vias Institute bleek dat in 23 van 30 onderzochte Europese landen (EU + VK, Noorwegen en Zwitserland) een puntensysteem bestaat dat tot intrekking van het rijbewijs kan leiden (Vias, 2022a). Toch zijn die systemen niet allemaal financieel neutraal. Er kunnen samen met de punten boetes opgelegd worden en ook kunnen er binnen het puntenstelsel maatregelen bestaan (bijvoorbeeld cursussen om punten te reduceren of verplichte herkeuring) die ten laste van de overtreeders komen. Daarmee is het voor financieel zwakkere overtreeders alsnog moeilijker om het rijbewijs niet te verliezen of juist terug te krijgen. In veel landen bedraagt de schorsingsduur minimaal zes maanden. De bewaartermijn van punten varieert, maar ligt meestal tussen de twee en vijf jaar.

Zoals eerder besproken is een implementatie in het Nederlandse systeem problematisch omdat het daarvoor nodig is overtreeders van Mulderfeiten te identificeren. Een alternatieve aanpak zou zijn om het puntenrijbewijs uitsluitend te baseren op staandehoudingen, maar zoals eerder besproken is de frequentie daarvan te laag voor een effectief systeem.

6.2 Oplopende boetes

Een ander model van progressieve sanctionering is het verhogen van boetebedragen bij herhaalde overtredingen. Deze aanpak werd in Nederland onderzocht als alternatief dat binnen de Wet Mulder zou passen omdat daarvoor identificatie van de overtreeders niet per se nodig is.

SWOV schatte in 2017 dat een systeem van oplopende boetes zou kunnen leiden tot 5% minder verkeersdoden en 2% minder ernstig gewonden (Hoekstra et al., 2017). Deze schatting berustte echter op optimistische aannames, met name over het gedrag van extreme veelplegers. Voor deze groep is het de vraag of hogere boetes überhaupt effect sorteren: zij ontvangen nu al forse bedragen aan boetes en blijken daar vaak niet gevoelig voor. Bovendien wordt het ongevalsrisico niet per se volledig genormaliseerd als het aantal boetes gereduceerd wordt (Wahlberg, 2011). Zo tonen veelplegers vaak nog andere risicovolle gedragingen (bijvoorbeeld Davey et al., 2022) en die kunnen ze blijven vertonen, zelfs als ze zich door een oplopende boete genoodzaakt voelen om (bijvoorbeeld) snelheidsovertredingen te beperken tot situaties waar de pakkans erg klein is.

Aan de juridische kant bleek in 2017 dat niet alleen automatische puntentoekenning, maar ook escalerende boetes moeilijk verenigbaar zijn met de beginselen van de Wet Mulder (Minister van Veiligheid en Justitie, 2017) en in 2023 adviseerde het OM zelfs dat de huidige boetebedragen voor Mulderfeiten mogelijk al te hoog zijn (OM, 2023).

Geen van de bevroegde landen in dit onderzoek past een automatisch oplopend boetesysteem toe zonder punten- of strafrechtcomponent.

6.3 Verzekeringspremie

Gegevens over geconstateerde verkeersovertredingen zouden beschikbaar gesteld kunnen worden aan verzekeraars. Dit zou de basis bieden voor differentiatie van verzekeringspremies op basis van het aantal overtredingen. Wanneer een nieuwe overtreding leidt tot een hogere premie, fungeert dit in feite als een alternatieve, financiële sanctie. Aangezien verzekeringen aan het kenteken zijn gekoppeld, is identificatie van de daadwerkelijke bestuurder in dit geval niet nodig.

Verzekeraars in Nederland hebben aangegeven interesse te hebben in deze benadering,² met name bij jonge bestuurders. Een hogere boetefrequentie kan worden meegenomen in de risico-inschatting, premiestelling of zelfs in het acceptatiebeleid. De acceptatie van een veelpleger kan bijvoorbeeld gekoppeld worden aan deelname aan een monitoringsprogramma – zie ook *Paragraaf 7.3*).

Er bestaan waarschijnlijk aanzienlijke juridische bezwaren op basis van de privacywetgeving (AVG). In sommige landen, zoals het Verenigd Koninkrijk, Tsjechië en Slovenië, vragen verzekeraars hun klanten om de relevante gegevens zelf op te vragen en bij de verzekeringsaanvraag aan te leveren. In die landen zijn verzekerden bovendien wettelijk verplicht om veranderingen in hun punten-status aan hun verzekeraar te melden. In Nederland wordt behalve op privacybezwaren opnieuw gewezen op de Wet Mulder als obstakel. Ook hier geldt dat verdere escalatie – binnen of buiten het juridische systeem – niet in overeenstemming is met het fundamentele uitgangspunt van de Wet Mulder.

De verzekeraars in Nederland hebben daarnaast ook op praktische barrières gewezen. Het opvragen en verwerken van boetegegevens zou aanzienlijke aanpassingen vereisen in hun processen en IT-systemen. Ook het ontbreken van een betrouwbare en wettelijk toegestane methode om deze informatie automatisch te raadplegen wordt als probleem gezien, en slechts enkele verzekeraars achten het haalbaar om klanten de gegevens zelf te laten aanleveren. Het oplossen van deze praktische problemen zou voor verzekeraars aanzienlijke tijd en kosten met zich meebrengen. Of de juridische bezwaren – met betrekking tot de privacywetgeving en de Wet Mulder – daadwerkelijk oplosbaar zijn, is vooralsnog onduidelijk.

6.4 Conclusie

Er bestaan meerdere vormen van progressieve sanctionering, elk met eigen voor- en nadelen. Rijbewijsschorsing is in principe een goed middel, maar onder de huidige wetgeving is een krachtige werking onaannemelijk. Oplopende boetes voor Mulderfeiten zijn onhaalbaar omwille van dezelfde principes als waarom een opname van deze Mulderfeiten in het rijbewijs met punten niet kan (geen escalatie van Mulderfeiten). Bovendien is het effect van oplopende boetes mogelijk kleiner dan in 2017 is ingeschat. Premiedifferentiatie via verzekeraars wordt in sommige landen reeds toegepast. In Nederland zouden de juridische en praktische haalbaarheid nog onderzocht moeten worden.



2. Persoonlijke mededeling Floske Weehuizen, Verbond van Verzekeraars (op basis van rondvraag in het verzekeraarsoverleg); Gert Jan Pauw, Vereende.

7 De rol van educatieve maatregelen

7.1 Cursussen in puntensysteem

In veel landen maken educatieve maatregelen deel uit van het puntenrijbewijs. Deze kunnen door de cursisten om verschillende redenen gevolgd worden:

- **Voorkomen van puntentoekenning:** bijvoorbeeld via een vrijwillige cursus als alternatief voor boete of punten (allen in UK vermeld).
- **Verminderen van bestaande punten:** in ruil voor deelname aan een erkende cursus.
- **Verplichte cursus** vanaf overschrijden van een drempelwaarde.

In de praktijk blijken de landen die (vanaf een bepaald aantal punten) het volgen van een cursus verplicht maken (Letland en Portugal) ook de mogelijkheid te bieden om bij een lagere puntenstand vrijwillig een cursus te volgen en daarmee punten te reduceren.

In *Tabel 7.1.* wordt weergegeven welke landen welke toepassing kennen.

*Tabel 7.1. Rol van
rehabilitatiecursussen in
verschillende landen (N=14)*

Toepassing rehabilitatiecursus	Landen waar van toepassing									
Vrijwillig om punten te verminderen of te voorkomen	LV	PT	CR	CZ	DE	FR	HE	PL	SI	UK
Verplicht bij behalen van een bepaald aantal punten	LV	PT								
Geen cursus verplicht/mogelijk	AT	CY	FI	NO						

De meeste landen gaven aan geen evaluatie van de cursus uitgevoerd te hebben.

De cursussen variëren in duur (van 6 tot 18 uur), in hun focus (meer praktisch of juist psychologisch georiënteerd), en in de kosten (tussen € 140 en € 480). In sommige landen worden verschillende soorten cursussen aangeboden of verplicht gesteld, afhankelijk van het type overtreding. De experts die hierover zijn bevraagd, gaven aan dat de kosten doorgaans volledig door de overtreder worden gedragen en dat deze bedragen ook alle gerelateerde kosten dekken, inclusief administratie. Alleen voor Duitsland werd gemeld dat de totale kosten van een cursus variëren tussen de € 450 en € 650, maar dat deelnemers daarvan slechts ongeveer € 300 zelf hoeven te betalen.

Drie problemen worden genoemd in verband met vrijwillige cursussen:

1. Omdat de deelnemers de kosten moeten dragen, worden vrijwillige cursussen minder vaak gevolgd door jonge bestuurders en multi-overtreders. Juist de doelgroepen met een hoger risicoprofiel worden dus niet goed bereikt (Wagner et al., 2018).
2. De verandering van een langdurig ingesleten gedragspatronen vereist meerdere sessies gespreid in de tijd (Slootmans et al., 2011; Klipp et al., 2019, König & Zentgraf, 2017). Dit botst vaak met de administratieve en financiële haalbaarheid van de cursusorganisatie.
3. Het bijeenbrengen van overtrederders in een klassikale les heeft mogelijks ongewenste neveneffecten (Wahlberg, 2011).

7.2 Effectiviteit van cursussen

7.2.1 Cursussen voor alcoholovertreeders

De meeste cursussen en de evaluaties ervan richten zich op rijden onder invloed van alcohol. Oudere studies naar alcoholgerelateerde cursussen tonen inconsistente of slechts kleine effecten aan (Masten & Peck, 2004; Ker et al., 2005), terwijl recentere onderzoeken iets positievere resultaten rapporteren (Slootmans et al., 2017; Høye, 2020). Toch blijft Høye (2020) kritisch over de tot nu toe aangetoonde effecten: *‘Het is onduidelijk welke factoren in de maatregelen of onderzoeken hebben bijgedragen aan de grote effecten. Alle studies hebben verschillende strategieën gebruikt om selectie-effecten te minimaliseren. Andere methodologische factoren kunnen niettemin de resultaten hebben beïnvloed, en de resultaten kunnen ook worden beïnvloed door publicatiebias, d.w.z. dat vooral studies die goede effecten laten zien worden gepubliceerd.’*

In Nederland is er geen effect aangetoond van de EMA (Educatieve Maatregel Alcohol) op recidive (Blom et al., 2022³). De effectiviteit van de LEMA (Lichte Educatieve Maatregel Alcohol) hangt af van het type bestuurder: Blom et al. onderscheidde drie typen bestuurder:

1. Bestuurders die eerder veroordeeld waren voor rijden onder invloed – bij deze groep was de maatregel effectief.
2. Beginnende bestuurders, en
3. Bestuurders zonder eerdere veroordeling voor rijden onder invloed – voor deze twee groepen was de maatregel juist contra-effectief.

We kunnen concluderen dat, zowel in Nederland als internationaal, de effectiviteit van rehabilitatiecursussen voor alcoholovertreeders sterk varieert, maar dat deze cursussen onder bepaalde voorwaarden wel effect kunnen hebben.

7.2.2 Cursussen voor andere overtredingen

Voor cursussen gericht op andere verkeersovertredingen dan rijden onder invloed, zoals snelheid, is de wetenschappelijke onderbouwing nog zwakker. In Nederland bestaat de Educatieve Maatregel Gedrag (EMG), bedoeld voor bestuurders die staande zijn gehouden vanwege risicovol rijgedrag – meestal een snelheidsovertreding van 50 km/uur of meer binnen de bebouwde kom, al dan niet in combinatie met andere risicovolle gedragingen. EMG-deelnemers uit 2015 werden vergeleken met bestuurders die vergelijkbare overtredingen hadden begaan. Er werd geen verschil in recidive gevonden (Blom et al., 2017). Hoewel sindsdien hervormingen zijn doorgevoerd in de EMA, LEMA en EMG, zijn deze maatregelen nog niet opnieuw geëvalueerd.

In Duitsland werd in een grootschalige studie het effect van het ‘Fahreignungsseminar’ geëvalueerd. Door deelname aan zo’n seminar kunnen bestuurders een strafpunt laten kwijtschelden. In de evaluatie werd geen effect op het aantal overtredingen vastgesteld. Alleen bij vrouwen – een kleine minderheid van de deelnemers – werd een licht positief effect waargenomen (Klipp et al., 2019). De deelnemers waren overigens opvallend positief over de cursus: zij rapporteerden toegenomen kennis, een groter bewustzijn van verkeersrisico’s en positieve intenties. Deze discrepantie onderstreept dat een evaluatie op basis van intenties of risicoperceptie onvoldoende is om daadwerkelijke gedragsverandering aan te tonen. De studie wordt als methodologisch sterk beschouwd, omdat zij overtreeders die een cursus volgden vergeleek met een controlegroep met een vergelijkbaar puntenaantal die geen cursus volgde.



3. In een eerdere studie van het WODC (Blom et al., 2019) leek er wel een positief effect van de EMA te zijn op recidive. Bij de heranalyse in 2022 waarin eerder ontbrekende personen toegevoegd konden worden, bleek echter het verschil tussen cursisten en een controlegroep niet meer significant. De studies zijn uitgevoerd op data van 2013 (LEMA) of 2015 (EMA). Sindsdien zijn de cursussen herzien, maar zijn ze nog niet opnieuw geëvalueerd.

In een vergelijkbare studieopzet vond Gebers (2010) in Californië zelfs een negatief effect: bestuurders die via een cursus een strafpunt kwijtgescholden kregen, waren bij meer ongevallen betrokken dan bestuurders die het punt behielden.

In een Israëlische studie met een iets minder sterk onderzoeksopzet (Gitelman et al., 2023) werden verschillende interventiegroepen vergeleken, waaronder cursussen, tijdelijke rijontzegging en combinaties daarvan. Voor alle groepen werd een vergelijkbare daling van boetes en ongevallen vastgesteld. Omdat er geen verschil was tussen de verschillende combinaties van maatregelen is onduidelijk of de verbetering bij cursusdeelnemers te danken was aan de inhoud van de cursus, of aan de dreiging van verdere consequenties bij toekomstige overtredingen.

7.2.3 Randvoorwaarden

Cursussen voor alcoholovertreders kunnen effectief zijn, mits goed vormgegeven. Uit twee Europese projecten (Supreme, 2007; Bukasa et al., 2008) kwam een aantal succesfactoren naar voren als het gaat om cursussen voor alcoholovertreders:

- De cursus bestaat uit meerdere sessies, verspreid over meerdere weken.
- De inhoud en aanpak zijn afgestemd op de behoeften van de deelnemer (bijv. via diagnose en differentiatie).
- De cursus wordt zo snel mogelijk ingezet, voordat gedrag gewoonte wordt, en richt zich daarom bij voorkeur op beginnende bestuurders.
- Deelname is verplicht en volgt automatisch op het delict, los van rechterlijke beoordeling.
- De cursus maakt gebruik van een mix van educatieve en psychologische methoden, met een focus op de persoon en diens motivatie tot gedragsverandering.
- De cursusleiders en gebruikte methoden zijn van hoge kwaliteit en beide worden permanent gemonitord.

Voor vrijwillige cursussen binnen het kader van een puntenrijbewijs – doorgaans gericht op snelheidsovertredingen – is er geen bewijs dat ze effectief zijn, bovenop het afschrikkende effect van een dreigend rijbewijsverlies. Redenen hiervoor kunnen zijn dat het meestal om langdurige gedragspatronen gaat die inmiddels zijn ingesleten. Het is dan ook aannemelijk dat effectieve gedragsbeïnvloeding tijd vraagt – iets wat vaak botst met de administratieve en financiële haalbaarheid van een cursus. Bovendien is de motivatie van de meeste deelnemers extrinsiek: zij volgen de cursus vooral om strafpunten te verminderen of een rijbewijsschorsing te voorkomen. Die motivatie staat doorgaans op gespannen voet met het doel van duurzame gedragsverandering (König & Zentgraf, 2017; Wagner, 2018; Klipp et al., 2020).

7.3 Alternatieven: monitoring en feedback

Behalve in klassieke cursussen kan ook geleerd worden van terugkoppeling over het eigen verkeersgedrag. Daarom zijn er verschillende pilotprojecten waarin het rijgedrag automatisch wordt gemonitord of gecontroleerd. Bestuurders ontvangen feedback over hun rijstijl, meestal via een app. Bovendien kan hun rijprestatie gekoppeld worden aan hun verzekeringspremie. Studies tonen doorgaans een duidelijke verbetering van het rijgedrag, vooral als er directe feedback gegeven wordt en deze gekoppeld is aan beloningen (Vlakveld, 2018).

In 2011 werd in Nederland een praktijktest uitgevoerd om de mogelijkheid te onderzoeken van beperkende Intelligente Snelheidsaanpassing (ISA) als sanctiesysteem voor ernstige snelheidsovertreders. De maatregel bleek een sterk positief effect te hebben op de veiligheid van het rijgedrag, die echter beperkt was tot de periode waarin het ISA-systeem in de auto geïnstalleerd was. Een ander probleem was dat het systeem te gemakkelijk omzeild kon worden (Van der Pas, 2014a; 2014b).

Ook bestaan er in Nederland al initiatieven van verzekeraars waarbij een premiekorting wordt gegeven bij veilig rijgedrag (ANWB, 2019; Vossen & Blank, 2025). Ook deze programma's zijn succesvol om het rijgedrag van de bestuurders veiliger te maken. Deze vrijwillige programma's bereiken echter vooral de gemotiveerde bestuurders; bij veelplegers bestaat minder animo om eraan mee te doen (Pugnetti & Elmer, 2020). In combinatie met een verhoogde premie (bijvoorbeeld door verkeersovertredingen beschikbaar te stellen aan verzekeraars) zou het perspectief op premieverlaging bij veiliger rijgedrag wél aantrekkelijk kunnen worden voor deze groep.

7.4 Conclusie

Educatieve maatregelen maken in veel landen deel uit van het puntenrijbewijs, maar overtuigend bewijs voor hun effectiviteit ontbreekt. Digitale en op feedback gebaseerde interventies lijken meer te beloven, maar worden nog weinig systematisch toegepast. Na verwijdering van de monitoringsapparatuur blijft de gedragsverandering waarschijnlijk niet in stand. Voor de Nederlandse situatie zou monitoring via apps of telematica desondanks een relevant alternatief kunnen vormen, vooral als deze langdurig kunnen worden ingezet.

8 Conclusies

Dit rapport onderzocht de wenselijkheid en haalbaarheid van een puntenrijbewijs in Nederland. Op basis van internationale voorbeelden, wetenschappelijke literatuur en de Nederlandse juridische context kunnen de volgende conclusies worden getrokken.

1. **Effectiviteit** – De invoering van een puntenrijbewijs leidt in veel landen tot een tijdelijke daling van het aantal overtredingen en ongevallen. Het effect is het sterkst vlak na invoering, maar neemt af als de subjectieve pakkans daalt.
2. **Voorwaarden voor succes** – Een effectieve werking van het puntenrijbewijs vereist een hoge pakkans, brede bekendheid onder bestuurders en opname van automatisch geregistreerde overtredingen.
3. **Juridische beperkingen** – In Nederland belemmeren de basisprincipes van de Wet Mulder elke vorm van escalatie van boetes die gebaseerd zijn op automatisch geregistreerde overtredingen, zoals snelheidsovertredingen. Met een aanpassing van deze wet zou automatische handhaving in het algemeen (hoofdzakelijk de opvolging van snelheidsovertredingen) echter minder effectief kunnen worden.
4. Een **drastische opvoering van het aantal staandehoudingen** zou een alternatief kunnen zijn om de subjectieve pakkans voldoende hoog te krijgen. Er is geen concreet voorbeeld dat laat zien hoe hoog het handhavingsniveau op straat zou moeten liggen. Praktisch is dit waarschijnlijk niet haalbaar.
5. In de praktijk blijft **elk progressief sanctioneringssysteem** waarschijnlijk ineffectief zolang de automatisch geregistreerde feiten daar geen deel van uitmaken.
6. Het **informerende van verzekeraars** over opgelopen boetes is een nog niet onderzochte optie om door premiedifferentiatie een afschrikkende werking te bereiken. Niettemin is ook deze vorm van escalatie niet te verenigen met de basisprincipes van de Wet Mulder.
7. **Educatieve maatregelen** worden in veel andere landen toegepast in het kader van puntenrijbewijzen, maar hebben slechts beperkte bewezen effectiviteit. Monitoring via telematica of apps toont potentie, maar wordt nog niet ingezet.
8. **Internationale praktijk** – In tegenstelling tot Nederland, hebben de meeste Europese landen een vorm van een puntenrijbewijs, vaak met automatische registratie van overtredingen, mogelijkheid tot bezwaar, en een combinatie van bestraffing en educatieve maatregelen.

Een toekomstig Nederlands puntenrijbewijs kan alleen effectief zijn als:

- bestuurders het als realistisch inschatten dat ze voor overtredingen worden gepakt en daarbij punten oplopen,
- en dus als,
- automatisch geregistreerde overtredingen opgenomen worden, of
 - de handhaving door staandehouding heel fors verhoogd wordt.

De invoering van een dergelijk systeem vereist politieke besluitvorming, wetswijzigingen en een zorgvuldige afweging tussen effectiviteit, uitvoerbaarheid en rechtvaardigheid. In *Bijlage D* zijn verschillende progressieve sanctioneringssystemen, en mogelijke educatieve maatregelen daarbinnen, op een rij gezet. Dit geeft een overzicht van voor- en nadelen met betrekking tot effectiviteit, juridische haalbaarheid, praktische uitvoerbaarheid, en aanvaardbaarheid.

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Bijlage A Verantwoording

Dit onderzoek is uitgevoerd aan de hand van literatuuronderzoek en de bevraging van verschillende experts, nationaal en internationaal.

A.1 Literatuuronderzoek

Het literatuuronderzoek is gedaan met verschillende zoekmethoden. Er is zowel gezocht binnen Google Scholar op trefwoord (demerit points, penalty points, driver improvement course, rehabilitation course) als via een 'forward' (= 'cited by') en 'backward' zoekmethode (= 'articles cited') op grond van artikelen die reeds bekend waren uit eerder SWOV-onderzoek.

A.2 Bevraging experts

In Nederland werd gesproken met experts van het OM, CBR, de Vereniging van Verzekeraars en de Vereende. Voor de expertbevraging in andere landen hebben we ons gebaseerd op de rapporten van Vias institute (Vias, 2022a; 2022b). Voor elk land werd de informatie over dat land uit deze rapporten samengevat, en aan een expert in het betreffende land gestuurd om dit te controleren, aan te vullen en bijkomende vragen te beantwoorden. Daarbovenop werden ook nog een aantal experts in Duitsland en Singapore benaderd.

Nederlandse experts

De volgende Nederlandse experts gaven ons informatie.

Openbaar Ministerie

- Seung Ri Verstraete
- Joost Busschbach

CBR

- Marck Tjalsma
- Eveliene van Pernis

Verzekeraars

- Floske Weehuizen (Verbond van Verzekeraars)
- Gert-Jan Paauw (de Vereende)
- anonieme verzekeraars (verzekeraarsoverleg): de vraag of de puntenstand (of het aantal overtredingen) van hun klanten interessant voor verzekeraars zou zijn, en waarvoor ze dit type informatie zouden gebruiken, werd ook voorgelegd in het verzekeraarsoverleg. Ook die input is meegenomen.

Buitenlandse experts

We hebben de door Vias gerapporteerde informatie door 14 experts uit verschillende landen laten controleren, aanvullen, en hebben hen de bijkomende vragen laten beantwoorden (bijvoorbeeld over de typen straf voor de verschillende overtredingen, zoals gerapporteerd in *Hoofdstuk 5*). Voor drie landen (FR, SE en RO) hebben we ons uitsluitend gebaseerd op de door Vias gerapporteerde informatie en/of websites van de desbetreffende overheid. Twee van de geconsulteerde landen (SE en CH) hebben geen puntenrijbewijs in de klassieke zin, maar een andere vorm van progressieve sancties. Niet alle experts hebben alle vragen beantwoord. Zie *Bijlage C* voor een volledige weergave van alle door de landen aangeleverde informatie.

Bijlage B Schatting van het aantal voertuigen en bestuurders met meerdere bekeuringen

B.1 Voertuigen met meer dan drie bekeuringen in het CIJB

Tabel B.1, kolom "Aandeel voertuigen", geeft het aandeel voertuigen met 0, 1, 2, 3, 4, of 5 of meer boetes in 2009. Voor een grafische weergave, zie ook *Afbeelding 2.1*.

Tabel B.1. Ongevalsrisico van voertuigen met verschillende boetefrequenties in 2009.

'Risico' is 'aandeel ongevallen'/'aandeel voertuigen' en 'Geïndexeerd risico' is bepaald t.o.v. het 'risico' van de groep met 0 boetes (Tabel 4.1 uit Hoekstra, Eenink & Goldenbeld, 2017).

Aantal boetes per jaar	Voertuigen met ongeval	Aandeel ongevallen	Voertuigen	Aandeel voertuigen	Risico	Geïndexeerd risico
0	23.272	0,266	108.862	0,500	0,53	1
1	12.237	0,140	56.952	0,262	0,53	1,01
2	16.744	0,191	37.481	0,172	1,11	2,09
3	10.707	0,122	9.162	0,042	2,91	5,47
4	6.853	0,078	2.927	0,013	5,83	10,95
≥ 5	17.687	0,202	2.340	0,011	18,81	35,36
Som	87.500	1	217.724	1		

Deze verdeling uit 2009 hebben we toegepast op het wagenpark op 1 januari 2025 (CBS, 2025). De resulterende geschatte aantallen zijn in *Tabel B.2* weergegeven.

Tabel B.2. Geschat aantal voertuigen in 2025 met 0, 1, 2,, 3, 4, of 5 of meer boetes.

Aantal boetes per jaar	Voertuigen in wagenpark 2025
0	5.890.749
1	3.086.752
2	2.026.418
3	494.823
4	153.159
≥ 5	129.596
Totaal	11.781.498

Hieruit blijkt dat er in 2025 naar schatting 282.755 (= 153.159 + 129.596) voertuigen met 4 of meer boetes zijn. We ronden dit af op 250.000 – een kwart miljoen.

B.2 Bestuurders met meer dan twee staandehoudingen

Bij Smit en collega's (2018) vinden we de volgende aantallen van beginnende bestuurders naargelang het aantal punten dat ze op hun naam hadden staan.

Tabel B.3. Behaalde punten in de periode 2012-2016.

Bron: ROBB (Tabel 4.1 uit Smit et al., 2018)

Jaar	1	2	3	4 of meer
2012	3.538	259	20	5
2013	1.737	115	15	3
2014	2.061	136	12	1
2015	2.144	128	20	2
2016	1.884	121	26	3
Totaal	11.364	759	93	14

Over de aantallen schrijven Smit et al. (2018) het volgende: “Het aantal toegekende punten is over de jaren redelijk stabiel, met uitzondering van het jaar **2012 waarin meer punten zijn behaald dan in de daarop volgende jaren**. Dit verschil is volgens het parket CVOM te verklaren doordat in die periode bestanden vanuit het Communicatiesysteem Openbaar Ministerie (COMPAS) naar het Geïntegreerd processysteem strafrecht (GPS) zijn overgeheveld. Daarnaast zijn in 2010 en 2011 verbetermaatregelen doorgevoerd die volgens het parket CVOM mogelijk (eenmalig) de cijfers in 2012 hebben beïnvloed.”

Om een schatting te maken hoeveel bestuurders er geregistreerd zouden kunnen worden gaan we uit van de cijfers uit het jaar 2012, waar de registratieproblemen gecorrigeerd werden. Het aantal beginnende bestuurders kennen we niet. Om dit te benaderen baseren we ons op Tabel 1 uit Vlakveld & Stipdonk (2009), waaruit blijkt dat vijf jaar na introductie van het puntenrijbewijs voor beginners 894.685 bestuurders onder dit systeem vallen. Omdat het puntenrijbewijs voor beginners vijf jaar lang van toepassing is, kunnen we ervan uitgaan dat op dit moment alle beginnende bestuurders onder deze regeling vielen. Gemakshalve gaan we ervan uit dat dit aantal in 2012 even hoog lag. In dat geval hadden dus 0,03% van de bestuurders twee of meer punten behaald. Het totaal aantal bestuurders is op 1 januari 2025 11.781.498 (CBS, 2025). 0,03% daarvan zijn 3.702 bestuurders. Zelfs onder optimale omstandigheden (die bij de beginnersregeling doorgaans niet van toepassing blijken te zijn) zou het aantal bestuurders met twee of meer punten de 4.000 dus niet overstijgen.

Bijlage C Informatie Europese landen

C.1 Austria

Classification of offenses: Austria

	Minor offence	Moderately severe offence	Severe offence
	<i>A fine, but no consequences for drivers' license</i>	<i>Part of progressive sanctioning system.</i>	<i>Part of criminal procedure</i>
Speeding inside urban area, excess speed (km/h) after correction	x	more than 40km/h above the limit	
Speeding outside urban area, excess speed (km/h) after correction	x	more than 50km/h above the limit	
DUI alcohol, BAC (g/l)	x	above 0,8	
DUI drugs		x	
Red light negation	x	x severe offences	
Not giving right of way to motorvehicle	x	x severe offences	
Not giving right of way to pedestrian	x	x severe offences	
Holding phone while driving	x		
Not wearing a seatbelt	x		
Not securing child		x	
Failure to comply with police order	x		
Failure to use direction indicator	x		
Incorrect tyres	x	x severe offences	
Driving without valid insurance	x		
Unlawful overtaking	x	x severe offences	

Comment: only offenses that cause a dangerous situation are included into the DPS. This also means that they have to be registered by a police officer.

Question

Austria

Expert

Klaus Machata, Kuratorium für Verkehrssicherheit

Question	Austria
General description	
Do you have a Demerit Point System (DPS)	Yes
Can you briefly describe your Demerit Point System (DPS)?	Upon the first violation from a catalog of serious traffic offenses that endanger other road users, a notation is made in the register. After the second offense from this "pool," the driver is required to complete a measure, such as a behavior training. Only if these two steps do not lead to improvement and a third offense occurs within two years, the driver's license is confiscated by the authorities for at least three months. Overview of the offenses: • Exceeding the 0.1 per mille limit for C and D licenses (trucks and buses) • Exceeding the 0.5 per mille limit in general • Disregarding child safety regulations • Endangering pedestrians at crosswalks • Not maintaining a safety distance of 0.2 to 0.4 seconds (below this is a withdrawal offense) • Running a stop sign with right-of-way violation • Running a red light with right-of-way violation • Driving on the emergency lane, obstructing emergency vehicles • Driving in the emergency corridor: Since September 1, 2019, driving in the emergency corridor is a notifiable offense. For drivers of multi-lane vehicles always, for drivers of single-lane vehicles only if driving in the emergency corridor obstructs emergency vehicles, road service vehicles, road supervision, or breakdown services. • Violation of the driving ban for vehicles carrying dangerous goods • Disregarding the tunnel regulation regarding the transport of dangerous goods when driving through highway tunnels • Blocking railway tracks and violating yellow or red lights at railway crossings + bypassing already closed barriers • Driving a vehicle with serious defects • Driving a vehicle with improperly secured load
When was the system introduced?	2005
Were there any important modifications in the DPS after 2010? Please insert a link to a webpage with the legislation for these modifications.	
Does the DPS deal differently with novice drivers?	No
Does the DPS deal differently with professional drivers?	No
Assignment of points	
Does the system consist of adding points or subtracting them?	Add
Do the lost/attribution points apply immediately to all driving license categories (e.g. license B, C and D) ?	Yes

Question	Austria
Are points assigned to road users not driving a motor vehicle (e.g., as a passenger not wearing seat-belts or for infractions as a cyclist)?	No
Are points assigned to people who don't own a license (e.g. pedestrians, underage cyclists,...)?	Yes, but only in the case of unlicensed use of a motor-vehicle
What is the lifetime of points?	Two years
Do points have different lifetimes according to offence severity?	no
Is lifetime adjusted when adding new points?	no
Identification of offenders	
Are offences from automatic registration (speed, redlight negation, etc.) included in the point system?	No
If so, do drivers need to be identified by the system (e.g., with a picture) to pursue them?	No
In the case of an offence registered to the licence plate of the vehicle, is the vehicleholder obliged to identify the driver?	Yes
Do you have holder liability and work with licence plate numbers?	No
Is holder punished if the driver is not identified?	no
Can identified driver object?	Yes
Comment identification of driver	There is no 'owner liability' in Austria. If the police detect a citation offence but the vehicle cannot be stopped (but the licence-plate number is noted), the official procedure starts: the owner is obliged to report the driver to the authorities. If applicable, the driver receives a provisional entry on their driving licence. If the driver is NOT named, there is an administrative penalty for the owner, but no entry in their licence.
Role of educational measures	
Can one follow educational courses in order to regain points?	no
Are educational measures used in your DPS?	Yes, driver improvement course with feedback from driving school, practice on circuit, training in loadsafety and safe child-transport.
Do you have any educational measures for repeat offenders?	No
What types of educational measures for repeat offenders are applied?	For other offenders, driver improvement courses are applied.

Question	Austria
Are educational measures tailored to the type of offence?	Yes, Alcohol, child-seat,
Modalities to regain licence	
Standard length of licence withdrawal	At least 3 months
How is the licence reactivated after removal?	If measures such as driver improvement course or medical examination were imposed, the driver must complete these measures. If not, the license will be restored without further requirements.
Other consequences?	
Is the information about multiple road traffic offences used for other purposes than withdrawing the driver's licence? For example, do insurance companies use this information to adjust their fees?	No
How many different databases are used to register traffic offences?	1
Organisation	
Is the DPS organised on a national or local level? Are points centralized on a national level?	Local allocation of points but central registration
Can you describe the databases that play a role in your DPS?	Driving License Register: Offenses that lead to action on the driving license (i.e., serious offenses) are recorded in the Driving License Register. These include driving license violations with points, serious violations of novice drivers leading to an extension of probation and driving improvement course, and violations leading to revocation of the driving license. Other offenses: There is no central database in Austria recording other traffic offenses. Authorities do not have access to offenses committed outside their own jurisdiction and are therefore often unable to identify repeat offenders.
How are repeat-offenders identified?	The number of violations PER INDIVIDUAL PERSON is a simple summarization of the number of times this person is found in the database with the CJCA
Costs and administrative burden	
How much time passes between the commission of the traffic offence and notification of the demerit point (or equivalent) being awarded?	As a rule between two weeks and two months
How much time passes between the last offence when the limit is achieved and the moment that the license is physically delivered to the authorities?	As a rule between one and three months.

C.2 Croatia

Question	Croatia
Expert	Dario Babic, Asst. Professor, University of Zagreb, Faculty of Transport and Traffic Sciences
General description	
Do you have a Demerit Point System (DPS)	Yes
Can you briefly describe your Demerit Point System (DPS)?	The demerit point system in Croatia applies to drivers who commit more serious traffic offences. For each such offence, the driver is assigned a specific number of demerit points (usually 1 to 3 points). These points are recorded in the Ministry of the Interior's system and remain valid for 2 years from the date the offence becomes final. If a driver accumulates: • 9 points – the police will temporarily revoke their driver's license for at least 9 months, and the driver must retake the driving test. • 12 points – applies to professional drivers (e.g. bus or truck drivers), who also lose their license and must retake the test. • Young drivers (under the age of 24) are subject to stricter rules – the threshold for them is 7 points.
When was the system introduced?	2005
Does the DPS deal differently with novice drivers?	Yes
Does the DPS deal differently with professional drivers?	Yes
Assignment of points	
Does the system consist of adding points or subtracting them?	Adding
What is the maximal number of points?	
Do the lost/attribution points apply immediately to all driving license categories (e.g. license B, C and D) ?	Yes
Are points assigned to road users not driving a motor vehicle (e.g., as a passenger not wearing seat-belts or for infractions as a cyclist)?	No
Are points assigned to people who don't own a license (e.g.	No

Question	Croatia
pedestrians, underage cyclists,...)?	
What is the lifetime of points?	Points are deleted after 2 years, unless a driver accumulates the threshold number of points within that 2-year window (e.g., 9 points for standard drivers, 7 for young drivers), the consequences apply — even if some of the points are close to expiring.
Do points have different lifetimes according to offence severity?	No
Is lifetime adjusted when adding new points?	No
Identification of offenders	
Are offences from automatic registration (speed, redlight negation, etc.) included in the point system?	Yes?
If so, do drivers need to be identified by the system (e.g., with a picture) to pursue them?	Unknown
In the case of an offence registered to the licence plate of the vehicle, is the vehicleholder obliged to identify the driver?	Yes
Do you have holder liability and work with licence plate numbers?	?
Is holder punished if the driver is not identified?	Yes
Can identified driver object?	Yes
Role of educational measures	
Can one follow educational courses in order to regain points?	Yes. Educational programs can reduce demerit points for drivers near suspension, but are allowed only once every two years.
Is this course mandatory or voluntary?	Voluntary
What are the costs for educational measures and are they borne by the offenders?	n/a
Is an evaluation of the educational measure(s) available?	n/a
Are educational measures used in your DPS?	No

Question	Croatia
Do you have any educational measures for repeat offenders?	No not specifically for repeat offenders, but see below.
What types of educational measures for repeat offenders are applied?	In Croatia, repeat offenders can be required to participate in educational courses on road safety, rehabilitation programs, driving skill improvement courses, community-based programs, probationary programs, or license requalification depending on the severity of their violations.
Modalities to regain licence	
Standard length of licence withdrawal	First offence: The minimum duration is 3 months. Second offence: The minimum duration is 6 months. Third and subsequent offences: The minimum duration is 12 months. These durations are the minimum prescribed by law; courts have the discretion to impose longer periods based on the circumstances of each case.
How is the licence reactivated after removal?	For most temporary suspensions, the license is reactivated automatically after the suspension period ends. For serious offences, the driver may need to meet additional requirements, such as passing tests or completing requalification programs.
Other consequences?	
Is the information about multiple road traffic offences used for other purposes than withdrawing the driver's licence? For example, do insurance companies use this information to adjust their fees?	Croatian law does not explicitly mandate insurance companies to use traffic offence data when determining premiums. However, insurers may consider various factors, including driving history, when assessing risk profiles. It's important to note that the use of such data must comply with the General Data Protection Regulation (GDPR) and the Croatian Personal Data Protection Act (Zakon o provedbi Opće uredbe o zaštiti podataka)
Legal framework of the DPS	
Is there a legal framework for the DPS?	Yes, Croatia has a legally defined demerit point system regulated by the Road Traffic Safety Act. Drivers receive between 1 and 3 penalty points for serious traffic violations, and accumulating 9 points within 2 years (or just 3 points for new drivers) leads to a revocation of the driving licence. Points are erased after two years if no further point-related offenses are committed in that time
How many different databases are used to register traffic offences?	3. National Traffic Offence Database, Special Application for Foreign Offenders and National Access Point.
Organisation	
Is the DPS organised on a national or local level? Are points centralized on a national level?	National, points are centralized
Can you describe the databases that play a role in your DPS?	National Traffic Offence Database: This is the main register managed by the Ministry of the Interior (MUP), which records all traffic offences committed by drivers with Croatian residence or vehicles registered in

Question	Croatia
	Croatia. Special Application for Foreign Offenders: Since August 2021, Croatian police have used a dedicated application to process traffic offences committed by drivers of vehicles registered outside the EU, as well as offenders without permanent residence in Croatia. This system allows border police to access records and process outstanding fines during border checks. National Access Point (NAP): For broader traffic management and exchange of traffic data (including incidents, roadworks, and safety information), Croatia operates a National Access Point, which aggregates data from regional and national traffic management centres. This is primarily for traffic information and safety, not individual penalties, but it supports the overall traffic enforcement ecosystem.
How are repeat-offenders identified?	Repeat offenders in Croatia are identified through a combination of data from the Central Register of Drivers, Register of Traffic Offences, and court records, with the focus being on the accumulation of traffic violations and demerit points.
Costs and administrative burden	
How much time passes between the commission of the traffic offence and notification of the demerit point (or equivalent) being awarded?	Usually, points are entered into the driver's record after the ruling becomes final, which may take several weeks to months depending on the administrative processing time.
How much time passes between the last offence when the limit is achieved and the moment that the license is physically delivered to the authorities?	Once a driver reaches the demerit point limit (12 for regular drivers, 9 for novice drivers), the administrative process of revoking the licence begins. The time from reaching the limit to physically surrendering the licence can take several weeks to a few months, depending on case complexity and administrative speed.
Communication	
How are drivers informed on the number of penalty points (e.g., e-mail or post letter)?	
Do drivers understand the system?	Understanding of the system varies among drivers. Many are aware of the basic rules, but some are not fully informed about all details, which may lead to misunderstandings or non-compliance.
How is the system publicly received?	The Croatian demerit point system is generally accepted as a measure for improving road safety. However, there are occasional criticisms regarding the severity of penalties and the complexity of administrative procedures.

C.3 Cyprus

Classification of offenses: Cyprus

	Minor offence	Moderately severe offence	Severe offence
	<i>A fine, but no consequences for drivers' license</i>	<i>Part of progressive sanctioning system.</i>	<i>Part of criminal procedure</i>
Speeding inside urban area, excess speed (km/h) after correction		Speeding up to 75% above the speed limit	Speeding over 75% above the speed limit.
Speeding outside urban area, excess speed (km/h) after correction		Speeding up to 75% above the speed limit.	Speeding over 75% above the speed limit.
DUI alcohol, BAC (g/l)		Up to 1,59 g/l BAC for the general driver population. Up to 1,22 g/l BAC for novice drivers, learner drivers, motorcyclists, professional drivers and drivers of vehicles carrying dangerous cargo.	Over 1,59 g/l BAC for the general driver population. Over 1,2 g/l BAC for novice drivers, learner drivers, motorcyclists, professional drivers and drivers of vehicles carrying dangerous cargo.
DUI drugs			v
Red light negation		v	
Not giving right of way to motorvehicle	v		
Not giving right of way to pedestrian	v		
Holding phone while driving		v	
Not wearing a seatbelt		v	
Not securing child		v	
Failure to comply with police order	v		
Failure to use direction indicator	v		
Incorrect tyres	v		
Driving without valid insurance	v		
Unlawful overtaking	v		
Not keeping distance			

Question

Cyprus

Expert

Tasos Asiikkis, Lieutenant, Cyprus Police - Traffic Department - Headquarters

General description

Do you have a Demerit Point System (DPS) Yes

Question	Cyprus
Can you briefly describe your Demerit Point System (DPS)?	"Penalty points are issued to holders of driving licences and are kept electronically. The Police keep electronic records of penalty points, so that the relevant data may be accessed by authorised officers and up-dated centrally, even without the physical presence of a licence. Any authorised police officer who is at the roadside may check the Police National Computer for the penalty points record. If there is no such record, or the points on the record are not or will not be more than 16, then the police officer will complete and issue a fixed penalty notice to the offender, but will record all the licence details on the fixed penalty notice, together with other evidence of identification, such as an identity card or passport number, date of birth and postal address. The fixed penalty notice is then sent to the Central Electronic System which will update any existing record. Where no licence is shown, the police officer checks the record in the same way, according to the identity card no. If the record shows that the driver has a driving licence, then the officer will issue a fixed penalty notice together with the demand (if he wishes to do so) to produce the licence at the nearest police station. If, however, there is no driving licence, then the driver is driving without a licence and, consequently, without insurance. It would be appropriate for the police officer to issue, in this occasion, a fixed penalty notice for any traffic offence that may be regulated without a court procedure, but for the lack of a driving licence and insurance cover, a separate case will be prepared and submitted to court, in due course. Penalty points which are imposed electronically on a driver's licence, after the payment of out-of-court penalty notices, are not considered to be court convictions. Only court decisions against the accused driver are considered to be convictions. For those offences that a police officer or the court may impose penalty points, there are legal provisions in article 20A, of the Motor Vehicles Law (Law 86/1972, as amended). Among these offences are the following: 1. Driving under the influence of alcohol. 2. The driver has refused / or avoided to give a breath sample for preliminary or final testing of driving under the influence of alcohol. 3. Speed limit violations. 4. Not wearing a seat-belt. 5. Not wearing a helmet. If a driving licence is revoked or repealed after a court decision, then it can be regained and be valid again, after the period (ordered by the court) expires.
When was the system introduced?	2000
Does the DPS deal differently with novice drivers?	No
Does the DPS deal differently with professional drivers?	No
Assignment of points	
Does the system consist of adding points or subtracting them?	Adding points

Question	Cyprus
What is the maximal number of points?	
Do the lost/attribution points apply immediately to all driving license categories (e.g. license B, C and D) ?	Yes
Are points assigned to road users not driving a motor vehicle (e.g., as a passenger not wearing seat-belts or for infractions as a cyclist)?	No
Are points assigned to people who don't own a license (e.g. pedestrians, underage cyclists,...)?	No
What is the lifetime of points?	2 years
Do points have different lifetimes according to offence severity?	No
Is lifetime adjusted when adding new points?	No
Identification of offenders	
Are offences from automatic registration (speed, redlight negation, etc.) included in the point system?	Yes
If so, do drivers need to be identified by the system (e.g., with a picture) to pursue them?	No
In the case of an offence registered to the licence plate of the vehicle, is the vehicleholder obliged to identify the driver?	Yes
Do you have holder liability and work with licence plate numbers?	?
Is holder punished if the driver is not identified?	Yes
Can identified driver object?	Yes
Comment identification of driver	The driver is identified through a certain procedure. We investigate who is the owner of the motor vehicle and if the owner accepts the violation, we

Question	Cyprus
	proceed with further steps and issue an out-of court fine ticket or prepare a case for the court, depending on the total number of penalty points accumulated by the owner/driver.
Role of educational measures	
Can one follow educational courses in order to regain points?	Not yet (expected soon)
Is this course mandatory or voluntary?	
Are educational measures used in your DPS?	Will be started shortly
Do you have any educational measures for repeat offenders?	No
What types of educational measures for repeat offenders are applied?	Educational measures have not yet been introduced; despite the fact that they are provided for in the existing legislation and a relevant tender procedure is in progress. Provided that the tender procedure proceeds without delays, we anticipate that the implementation of these measures will shortly materialize.
Modalities to regain licence	
Standard length of licence withdrawal	12 months, but see answer to the next question.
How is the licence reactivated after removal?	In the case that the licence is withdrawn for medical reasons, the person in question will have to request the re-examination of his medical status by the official medical board and his licence will be reactivated if the medical reasons for the withdrawal ceased to exist. In the case that the licence is withdrawn for reasons other than medical, the person in question may apply for a new licence after the lapse of 12 months after the withdrawal and, the Director of the Road Transport Department may allow the said person to take the driving test.
Other consequences?	
Is the information about multiple road traffic offences used for other purposes than withdrawing the driver's licence? For example, do insurance companies use this information to adjust their fees?	Insurance companies do not have access to this information and therefore do not use it.
Are other measures than license suspension possible when the threshold of the DPS has been reached (e.g.,	No. All information about multiple road traffic offences / repeated traffic offenders are kept only by the Police and the relevant, previous convictions are forwarded before the court. This is done in order to facilitate the court

Question	Cyprus
alcohol interlock, mandatory educational, driver rehabilitation,...)?	when issuing a decision about the penalties which must be imposed on the offenders.
Legal framework of the DPS	
Is there a legal framework for the DPS?	Yes
How many different databases are used to register traffic offences?	4
Organisation	
Is the DPS organised on a national or local level? Are points centralized on a national level?	The DPS is organised and centralized on a national level
Can you describe the databases that play a role in your DPS?	We have four different databases used to record traffic violations. The first is used for fixed fines issued at the scene The second is used for cases prepared for court. If the fixed fine amount is not paid by the deadline, the case, is entered into this database. The third is the database where all driving licenses are kept, with the penalty points collected for each offender over the last two years. Both the police and the Road Transport Department have access to this database. The fourth database holds the court convictions of each driver as well as the out of court penalties imposed.
How are repeat-offenders identified?	A repeat traffic offender may be identified through the first and the fourth databases. The penalty points are added automatically on the driving licences, with the use of a digital database. This is done at the time of the payment of an out of court fine, provided that for the violation committed, the law provides for penalty points.
Costs and administrative burden	
What are the annual costs of the demerit point system? (If possible by components)	There are five persons working in the department that organises the system. This means that the competent police officers are working with shifts, answering telephone calls for the public when a payment of an out of court fine cannot be done, due to some technical difficulties / problems. Each police officer is working 38.5 hours per week.
How many FTE's are working in the department that organises the system?	5
How much time passes between the commission of the traffic offence and notification of the demerit point (or equivalent) being awarded?	The offender is informed of the number of penalty points to be imposed, at the time of receipt of the notification for the offer of an out of court settlement. If the offence is identified by road police, the offender is informed on the spot. In the case of offences identified by cameras the offender is informed in 2-3 months, upon receipt of the notification for the offer of an out of court settlement. When there is no out of court

Question	Cyprus
	settlement and there is a court procedure, the offender is informed of the points imposed upon receipt of the court decision, within 1-2 years from the commission of the offence.
How much time passes between the last offence when the limit is achieved and the moment that the license is physically delivered to the authorities?	When the limit of the penalty points (16 in total) is reached, it does not necessarily mean that a driving licence will be withdrawn and delivered to the authorities. Only the court can impose the points which will raise the total over the limit of 16. Furthermore, the withdrawal of a driving licence, when the limit is reached, may only be decided by a court. Therefore, when the court decides the withdrawal of a person's driving licence this is registered in the Convictions Database of the Police within a few days. The driving licence is not physically delivered to the authorities.
Communication	
Do drivers understand the system?	From time to time the police inform the public through the media on this issue. Furthermore, the legislation is available to the public on the police website. We believe that the majority of drivers understand the system and they know what to expect for which infractions.

C.4 Czech Republic

Classification of offenses: Czech Republic			
	Minor offence	Moderately severe offence	Severe offence
	<i>2 or 0 points withdrawal, fine</i>	<i>4 points withdrawal, fine</i>	<i>criminal procedure, driving license or 6 points withdrawal, fine</i>
Speeding inside urban area, excess speed (km/h) after correction	<20km/h	>20km/h	>40km/h
Speeding outside urban area, excess speed (km/h) after correction	<30km/h	>30km/h	>50km/h
DUI alcohol, BAC (g/l)		<0,3	>0,3
DUI drugs			x
Red light negation			x
Not giving right of way to motorvehicle		x	
Not giving right of way to pedestrian		x	
Holding phone while driving		x	
Not wearing a seatbelt		x	
Not securing child		x	
Failure to comply with police order		x	

Failure to use direction indicator		x
Incorrect tyres	x	
Driving without valid insurance	x	
Unlawful overtaking		x
Not keeping distance	x	

Question	Czech Republic
Expert	Jan Tecl, Transport Research Center (CDV)
General description	
Do you have a Demerit Point System (DPS)	Yes
Can you briefly describe your Demerit Point System (DPS)?	Limit 12 points, points are added, successively minor modifications of point assigning (only +2/+4/+6 points for one case)
When was the system introduced?	2006
Were there any important modifications in the DPS after 2010? Please insert a link to a webpage with the legislation for these modifications.	
Does the DPS deal differently with novice drivers?	Yes (in more severe cases, they must complete educational course)
Does the DPS deal differently with professional drivers?	No
Assignment of points	
Does the system consist of adding points or subtracting them?	Adding
What is the maximal number of points?	
Do the lost/attribution points apply immediately to all driving license categories (e.g. license B, C and D) ?	Yes
Are points assigned to road users not driving a motor vehicle (e.g., as a passenger not wearing seat-belts or for infractions as a cyclist)?	No
Are points assigned to people who don't own a license (e.g. pedestrians, underage cyclists,...)?	No
What is the lifetime of points?	1 - 3 years. Moreover, each year without new offences 2 points are deducted.
Do points have different lifetimes according to offence severity?	No

Question	Czech Republic
Is lifetime adjusted when adding new points?	Yes
Identification of offenders	
Are offences from automatic registration (speed, redlight negation, etc.) included in the point system?	No
If so, do drivers need to be identified by the system (e.g., with a picture) to pursue them?	NA
In the case of an offence registered to the licence plate of the vehicle, is the vehicleholder obliged to identify the driver?	Yes
Do you have holder liability and work with licence plate numbers?	NA
Is holder punished if the driver is not identified?	No
Can identified driver object?	Yes
If there is an objection procedure, who bears the costs?	
Comment identification of driver	With automatic registration, the vehicle operator is primarily responsible for paying a fine. In order for penalty points to be deducted from a driver for an offense, the identity of the specific driver must be known. Points can therefore only be deducted from a driver if he is stopped by the police on the spot or the vehicle operator reports him to the police (which usually does not happen, he can pay without further action).
Role of educational measures	
Can one follow educational courses in order to regain points?	Yes: a course completed - 4 points deducted
Is this course mandatory or voluntary?	voluntary, but necessary in case of lack of points
What are the costs for educational measures and are they borne by the offenders?	The current average price (for 1-day course) is about 5750 - 7500 CZK, i.e. 230 - 300 €. I hope these fees cover the actual costs.
Are educational measures used in your DPS?	Yes educative courses.
Modalities to regain licence	
Standard length of licence withdrawal	6-18 months
How is the licence reactivated after removal?	After one year he can apply, after passing an examination of professional competence, a medical examination and a traffic psychological examination.
Other consequences?	

Question	Czech Republic
Is the information about multiple road traffic offences used for other purposes than withdrawing the driver's licence? For example, do insurance companies use this information to adjust their fees?	Yes
Legal framework of the DPS	
How many different databases are used to register traffic offences?	1
Organisation	
Can you describe the databases that play a role in your DPS?	Register of drivers and offences
Costs and administrative burden	
How much time passes between the commission of the traffic offence and notification of the demerit point (or equivalent) being awarded?	for minor offences up to 20 days for more serious offences 20 - 50 days for the most serious offences 100 - 300 days (but longer periods are usually accompanied by a suspension of the driving license)
How much time passes between the last offence when the limit is achieved and the moment that the license is physically delivered to the authorities?	in theory 5 days

C.5 Finland

Classification of offenses: Finland			
	Minor offence	Moderately severe offence	Severe offence
	<i>A fine, but no consequences for drivers' license</i>	<i>Part of progressive sanctioning system.</i>	<i>Part of criminal procedure</i>
Speeding inside urban area, excess speed (km/h) after correction	10km/h or less	>10km/h	>20km/h
Speeding outside urban area, excess speed (km/h) after correction	15 km/h or less	>15km/h	>20km/h
DUI alcohol, BAC (g/l)		DUI 0,5 ‰/0,22 mg/l - < 1,2 ‰/0,53 mg/l	DUI 1,2 ‰/0,53 mg/l ->
DUI drugs		x	x
Red light negation		x	x
Not giving right of way to motorvehicle	x	x	x
Not giving right of way to pedestrian	x	x	x

Holding phone while driving	x	x	
Not wearing a seatbelt	x	x	
Not securing child		x	
Failure to comply with police order	x		x
Failure to use direction indicator	x		
Incorrect tyres	x	x	x
Driving without valid insurance	x		
Unlawful overtaking		x	x
Not keeping distance	x	x	x

Question	Finland
Expert	Konsta Arvelin, Chief Superintendent, National Police Board
General description	
Do you have a Demerit Point System (DPS)	Counting offenses rather than points
Can you briefly describe your Demerit Point System (DPS)?	Finland does not have a point system that adds or subtracts different numbers of points for infractions with different degrees of severity. Finland uses an alternative system in which the number of offences included in a list of dangerous offences is counted and tracked for a period of one and two years. Registration of four such offences in a two-year period or of three offences in a one-year period automatically leads to a driving ban. Minor offences including speeding up to an excess speed of 9 km/h in built-up areas and not wearing a seat belt are not followed up and never lead to consequences for licensing. Driving under the influence and other traffic crimes than the endangerment of traffic safety, the violation of the EU's driving time and rest periods in the road transport sector legislation, the use of radar detector, the fleeing from the crash site and the transport of dangerous goods crime, are not included in the "count system" either, which mainly includes speeding offences, cell phone use and red-light infractions. Any driver accumulating more than three offences in one year or four offences in two years will automatically be imposed a driving ban. Driving ban duration is variable (ranging normally from 1 to 6 months) and dependent on the severity of the infractions involved. In parallel fines and possibly day fines depending on the offender's income are imposed for each individual infraction. The entire system is administered and managed by the police but the data system is managed by the Finnish Transport and Communications Agency. Appeal procedures are processed by an administrative court. Apart from driver improvement courses for novice drivers, no educational

Question	Finland
	measures are provided in the system, nor as a condition of license reinstatement, nor as a way to recover points. Both offence counts and license recovery solely depend on respecting the respective time periods for each. The only exception is that drivers facing a driving ban for drink driving (either first or repeat offenders) can apply for a license with alcohol interlock restrictions. Drink driving offenses are heavily sanctioned, including mandatory license suspensions of 2 to 3 months for drink driving with a BAC above 0.5 g/l). Speeding offences above 10 km/h and below 30 km/h are included in the count system and will lead to a licensing ban if repeated more the three times in a one-year period. The same goes for repeat cell phone use behind the wheel or any combination of these different types of offences. Although a well-known risk in traffic and one of the main killers, failure to wear seatbelts or restraining children can be repeated "as much as once wallet allows", as are most minor offences (like not using direction indicators for instance). So, the Finnish system does not cover the totality of risky driving behaviours but it is straightforward, simple, and consequential for the offences included in the system.
When was the system introduced?	1990
Were there any important modifications in the DPS after 2010? Please insert a link to a webpage with the legislation for these modifications.	No
Does the DPS deal differently with novice drivers?	Yes, the driving ban will be imposed after three (instead of four) dangerous offences during two years or two (instead of three) offences during one year.
Does the DPS deal differently with professional drivers?	No it does not.
Assignment of points	
Does the system consist of adding points or subtracting them?	Adding
What is the maximal number of points?	Four infractions over a two-year period or of three infractions over a one-year period
Do the lost/attribution points apply immediately to all driving license categories (e.g. license B, C and D) ?	The Finnish system does not have this kind of feature.
Are points assigned to road users not driving a motor vehicle (e.g., as a passenger not wearing seat-belts or for infractions as a cyclist)?	No

Question	Finland
Are points assigned to people who don't own a license (e.g. pedestrians, underage cyclists,...)?	No
What is the lifetime of points?	2 years
Do points have different lifetimes according to offence severity?	No
Is lifetime adjusted when adding new points?	No
Header: Identification of offenders	
Are offences from automatic registration (speed, redlight negation, etc.) included in the point system?	Yes
If so, do drivers need to be identified by the system (e.g., with a picture) to pursue them?	Yes
In the case of an offence registered to the licence plate of the vehicle, is the vehicleholder obliged to identify the driver?	No
Do you have holder liability and work with licence plate numbers?	No
Is holder punished if the driver is not identified?	For counting the offences (in order to impose a driving ban for repeat offenders), the driver must be identified by a picture. For vehicle-specific penalties (that cannot add up to a driving ban), the holder is liable, but can escape payment when being able to prove by means of an alibi that they could not have driven the car at the time of the offence. Finland has a traffic penalty fee system than includes vehicle specific traffic penalty fee. The vehicle specific traffic penalty fee is used in automated traffic surveillance. The traffic penalty fee is imposed to the owner or the holder of the car without identifying the actual driver. If the owner or a holder who wasn't the driver fails to appeal, the traffic violation is added to his/hers countable offences.
Can identified driver object?	When the owner or a holder successfully appeals and the traffic penalty fee is imposed to the actual driver, he/she has the same right to appeal..
Comment identification of driver	In the Finnish system the vehicle specific traffic penalty fee can be imposed only if the driver is regocnized by the traffic surveillance device. This means that the Police has to have a picture of a driver if the driver

Question	Finland
	needs to be identified. The picture of a driver (where the driver is recognizable) is a necessity for the process. It is a constitutional legal safeguard that is demanded by the Constitutional Committee of the Parliament. It is a mandatory feature of the Finnish system.
Role of educational measures	
Can one follow educational courses in order to regain points?	No
Are educational measures used in your DPS?	Not generally, but for novice drivers with a driving ban, following driver improvement courses is also a mandatory requirement to get reinstated. The driving ban training covers risky behaviour and its impact on traffic safety. The training is theoretical instruction that includes independent assignments and group discussions. The training takes four hours, and it can also be completed as online studies via remote connection.
Do you have any educational measures for repeat offenders?	No
What types of educational measures for repeat offenders are applied?	No
Are educational measures tailored to the type of offence?	NO
Header: Modalities to regain licence	
Standard length of licence withdrawal	4-17 weeks (the minimum driving ban is one month i.e. four weeks)
How is the licence reactivated after removal?	As a general rule, drivers facing a driving ban can recover their license at the police station after expiry of the driving ban on simple request (cf. https://poliisi.fi/en/driving-bans)
Header: Other consequences?	
Are other measures than license suspension possible when the threshold of the DPS has been reached (e.g., alcohol interlock, mandatory educational, driver rehabilitation,...)?	No, the information is solely used in that purpose for which it is gathered. The insurance companies have legal right to get disclosed information from the Police, but they do not use the demerit point information to determine their premiums.
Header: Organisation and legal framework of the DPS	
Is there a legal framework for the DPS?	<u>Yes there is. The driving ban system is based on the Driving Licence Act (386/2011). The National Police Board has its own guidelines for</u>

Question	Finland
	<u>processing driving ban cases. The guidelines are based on the Driving Licence Act.</u>
Under which conditions will a driver be sanctioned according to the legal penal system (by a judge) rather than by automatically attributing points according to the DPS?	This is the case for all severe offences like DUI alcohol or dangerous speeding. To clarify: the driving ban system is separated from the other processes like the criminal process. The driving ban is always imposed by the Police whether the actual case is tried in a court or not.
How is it ensured that a driver cannot be punished twice for the same offence through sanctions inside and outside the DPS?	The driving ban imposed after exceeding the maximum allowed number of violations in a one or two year period is not considered as bis in idem since the driving ban is a direct consequence of accumulating too many repeat offences: This argumentation was explicitly confirmed by the Supreme Administrative Court of Finland (cf. https://www.kho.fi/fi/index/paatokset/vuosikirjapaatokset/1401875578012.html , only available in Finish).
How many different databases are used to register traffic offences?	1
How are simultaneous offences dealt with (committing two or more offences at the same time)?	Simultaneously committed offences (e.g. red light running while speeding and using a hand-held cell phone) are counted as one offence in the system for "counting" repeat offences. In this case, the most severe offence is used as the bases of the sanction (increased with 40 € for combining it with other offences). But the entire event is counted as one single event in the system for counting repeat offences.
Header: Organisation	
Is the DPS organised on a national or local level? Are points centralized on a national level?	National
Can you describe the databases that play a role in your DPS?	The Finnish Transport and Communications Agency manages the Transport Register where all the information of the offences is collected. The information is collected from other authorities which include the Police, the Prosecutor's Office and the courts.
How are repeat-offenders identified?	The Police, the Prosecutor's Office and the courts are obliged to inform the Finnish Transport and Communications Agency of the offence that affects the right to hold a driving license. This is done automatically: when the tagged offence is registered and processed, the system sends the information to the Transport Register. The offences are sorted in the Transport Register.
Are points assigned to foreign drivers? Is there a database registering DPS for foreign drivers? What are the consequences for them?	Yes if they are residing in Finland. They are treated the same as the Finnish citizens.

Question	Finland
Header: Costs and administrative burden	
What are the annual costs of the demerit point system? (If possible by components)	The Police is currently developing a system to manage the driving ban matters. The system will include a function to gather information about the countable or the repeated offences. This function will not replace the Transport Register, because the Finnish Transport and Communications Agency has the duty to gather this information. This annual costs of this function or feature of the Police's system is estimated to be 600 000 EUR per year. This includes both the persons (105 000 EUR per year) and the development (495 000 EUR per year).
How many FTE's are working in the department that organises the system?	When the Police's own system is ready, it needs three persons to maintain the system. This will happen, if the stars and the planets are aligned, in 2028 This does not include the persons from the service provider.
How much time passes between the last offence when the limit is achieved and the moment that the license is physically delivered to the authorities?	From few weeks to few months. First, the Police has to impose the driving ban. The driving ban comes into force when the administrative decision is made and served to the holder. The Driving License is usually withdrawn in the same moment when the decision is served.
Communication	
How are drivers informed on the number of penalty points (e.g., e-mail or post letter)?	When driver has gathered two violations within one year or three within two years, The Finnish Transport and Communications Agency (Traficom) send (or the system sends) a notification letter to driver to tell a warning: "one more violation will cause you a driving ban".
Do drivers understand the system?	Most of them do. Also, the decision makers understand it.
How is the system publicly received?	The system is widely received and accepted. There is always a loud minority who says the system is unjust.

C.6 Germany

Classification of offenses: Germany			
	Minor offence	Moderately severe offence	Severe offence
	<i>A fine, but no consequences for drivers' license</i>	<i>Part of progressive sanctioning system.</i>	<i>Part of criminal procedure</i>
Speeding inside urban area, excess speed (km/h) after correction	≤ 30 km/h	>30 km/h	
Speeding outside urban area, excess speed (km/h) after correction	≤ 40 km/h	>40 km/h	
DUI alcohol, BAC (g/l)		≥ 0,5 ‰ - <1,1 ‰	≥ 1,1 ‰ // ≥ 0,3 ‰ + impairment

Classification of offenses: Germany

DUI drugs		≥ 3,5 ng/ml	≥1 ng/ml + signs of impairment
Red light negation	x	in cases of endangering others or material damages or red light phase lasted longer than one second	
Not giving right of way to motorvehicle	x	in cases of endangering others or material damages or red light phase lasted longer than one second	
Not giving right of way to pedestrian	x	in cases of endangering others or material damages or red light phase lasted longer than one second	
Holding phone while driving	x	in cases of endangering others or material damages or red light phase lasted longer than one second	
Not wearing a seatbelt		x	
Not securing child	x	in cases of endangering others or causing an accident	
Failure to comply with police order		x	
Failure to use direction indicator		x	
Incorrect tyres		x	
Driving without valid insurance			x
Unlawful overtaking		x	x
Not keeping distance		x	x

Question

Germany

Expert

Dr. Simone Klipp, Safety Concepts, Safety Communication, Federal Highway Research Institute (BASt)

General description

Do you have a Demerit Point System (DPS) Yes

Can you briefly describe your Demerit Point System (DPS)?

Verstöße gegen verkehrsrechtliche Bestimmungen, die mit Bußgeldern geahndet wurden, im Hinblick auf die Fahreignung auch mit Punkten versehen. 3 Punkte: Straftaten mit Bezug auf die Verkehrssicherheit oder gleichgestellte Straftaten, wenn die Fahrerlaubnis entzogen wurde oder wenn eine Sperrfrist für die Erteilung einer Fahrerlaubnis ausgesprochen wurde. 2 Punkte: Straftaten mit Bezug auf die Verkehrssicherheit oder gleichgestellte

Question	Germany
	Straftaten ohne Entziehung der Fahrerlaubnis bzw. ohne Sperrfrist für die Erteilung einer Fahrerlaubnis und besonders verkehrssicherheitsbeeinträchtigende oder gleichgestellte Ordnungswidrigkeiten. 1 Punkt: verkehrssicherheitsbeeinträchtigende oder gleichgestellte Ordnungswidrigkeiten. Bei Überschreitung von einer Punkteschwelle werden verschiedene Massnahmen genommen: 1. Maßnahmenstufe: Bei Erreichen von vier oder fünf Punkten erfolgt eine Ermahnung des FE-Inhabers. Zudem wird auf die Möglichkeit hingewiesen, freiwillig ein FES zu besuchen, um das Verkehrsverhalten zu verbessern. Es kann ein Mal innerhalb von fünf Jahren durch den Besuch eines FES ein Punkt abgebaut werden. 2. Maßnahmenstufe: Bei sechs oder sieben Punkten wird eine schriftliche Verwarnung ausgesprochen und ebenfalls auf den Besuch eines Fahreignungsseminars aufmerksam gemacht. Allerdings ist in dieser Maßnahmenstufe damit der Hinweis verbunden, dass keine Reduzierung des Punktestandes erfolgt. Zudem bekommt die FE-Inhaberin bzw. der FE-Inhaber die Information, dass bei Erreichen von acht oder mehr Punkten die FE entzogen wird. 3. Maßnahmenstufe: Erreicht acht oder mehr Punkte, gilt der Inhaber einer Fahrerlaubnis als ungeeignet zum Führen von Kraftfahrzeugen und es erfolgt die Entziehung der FE.
When was the system introduced?	1974 Update in 2014
Were there any important modifications in the DPS after 2010? Please insert a link to a webpage with the legislation for these modifications.	In 2014, the attribution of points was simplified, the adjustment of the lifetime of points due to new offenses (Tilgungshemmung) was dropped, and the driver improvement courses were revised.
Assignment of points	
Does the system consist of adding points or subtracting them?	Adding
What is the maximal number of points?	8
Do the lost/attribution points apply immediately to all driving license categories (e.g. license B, C and D) ?	Yes
Are points assigned to road users not driving a motor vehicle (e.g., as a passenger not wearing seat-belts or for infractions as a cyclist)?	Yes
Are points assigned to people who don't own a license (e.g. pedestrians, underage cyclists,...)?	Yes
What is the lifetime of points?	Depends on severity: Ordnungswidrigkeit - 2,5 years; offenses with 2 points - 5 years, violations that lead to licence withdrawal 10 years.

Question	Germany
Do points have different lifetimes according to offence severity?	Yes
Is lifetime adjusted when adding new points?	No
Identification of offenders	
Are offences from automatic registration (speed, redlight negation, etc.) included in the point system?	Yes
If so, do drivers need to be identified by the system (e.g., with a picture) to pursue them?	Yes
Do you have holder liability and work with licence plate numbers?	No
Role of educational measures	
Can one follow educational courses in order to regain points?	Yes
Is this course mandatory or voluntary?	Voluntary
What are the costs for educational measures and are they borne by the offenders?	450-650 Euro of which +/- 300 Euro is paid by the participant
Is an evaluation of the educational measure(s) available?	Yes
Are educational measures used in your DPS?	Yes, with 5 to 4 points drivers have the options once every 5 years to remove 4 points from their record by following a course. 2x75 minutes of psychological session and 2 x 90 min driver training.
Do you have any educational measures for repeat offenders?	Yes
Are educational measures tailored to the type of offence?	No
Modalities to regain licence	
Standard length of licence withdrawal	At least 6 months
How is the licence reactivated after removal?	Positive medical-psychological evaluation is mandatory.
Other consequences?	
Is the information about multiple road traffic offences used for other purposes than withdrawing the driver's licence? For example, do	No

Question	Germany
insurance companies use this information to adjust their fees?	
Are other measures than license suspension possible when the threshold of the DPS has been reached (e.g., alcohol interlock, mandatory educational, driver rehabilitation,...)?	No
Legal framework of the DPS	
Is there a legal framework for the DPS?	Strassenverkehrsrecht.
Under which conditions will a driver be sanctioned according to the legal penal system (by a judge) rather than by automatically attributing points according to the DPS?	Both types of sanctioning happen in parallel.
How is it ensured that a driver cannot be punished twice for the same offence through sanctions inside and outside the DPS?	The courses and the withdrawal of the licence are not seen as punishments. The courses give the attendees the opportunity to improve their own driving as to not collect anymore points. If they have reached the threshold of 8 points they are considered unfit to drive and therefore (until proven otherwise) not qualified to have a driver's licence.
Organisation	
Is the DPS organised on a national or local level? Are points centralized on a national level?	Both: Registration is national
Can you describe the databases that play a role in your DPS?	FAER - Fahrereignungsregister & FEBS - Fahrerbewertungssystem
Costs and administrative burden	
Communication	
How are drivers informed on the number of penalty points (e.g., e-mail or post letter)?	With 4-5 points they receive a warning (Ermahnung) with the invitation to take a driver improvement course to remove points. With 6 and 7 points they receive a more strict warning (Verwarnung) indicating that they cannot reduce the number of points any more by following a course.
Do drivers understand the system?	The system is well known and well understood by drivers.

C.7 Greece

Classification of offenses: Greece			
	Minor offence	Moderately severe offence	Severe offence

	<i>A fine, but no consequences for drivers' license</i>	<i>Part of progressive sanctioning system.</i>	<i>Part of criminal procedure</i>
Speeding inside urban area, excess speed (km/h) after correction	<30km/h & <20km/h (lower fine)	>30km/h	
Speeding outside urban area, excess speed (km/h) after correction	<30km/h & <20km/h (lower fine)	>30km/h, >130km/h on highways, >150km/h on motorways	
DUI alcohol, BAC (g/l)	0.5-0.8g/l	0.8-1.1g/l	>1.1g/l
DUI drugs			X
Red light negation		X	
Not giving right of way to motorvehicle	X		
Not giving right of way to pedestrian	X		
Holding phone while driving		X	
Not wearing a seatbelt	X		
Not securing child		X	
Failure to comply with police order	X		
Failure to use direction indicator	X		
Incorrect tyres	X		
Driving without valid insurance	X		
Unlawful overtaking	X		
Not keeping distance	X		

Question	Greece
Expert	George Yannis, Professor, National Technical University of Athens
General description	
Do you have a Demerit Point System (DPS)	Yes
Can you briefly describe your Demerit Point System (DPS)?	The penalty point system has been included in the Greek Traffic Code since 1977 as an extra motivation for drivers in Greece to follow the rules. The penalty point system monitors the driving behaviour of all drivers who hold a valid license which has been issued by a Greek or foreign authority (officially recognised in Greece). A series of violations of the Traffic Code - if confirmed by the traffic police - result in a three-year period of penalty entries in the individual register of each driver kept at the Point System. Penalties range from 3 to 9 points depending on the severity of each offense, while increased by +3 points for new drivers (those who have a license less than three years). At 25 penalty points, the driving license is removed.

Question	Greece
When was the system introduced?	2000
Does the DPS deal differently with novice drivers?	Yes
Does the DPS deal differently with professional drivers?	Yes
Assignment of points	
Does the system consist of adding points or subtracting them?	Adding
What is the maximal number of points?	
Do the lost/attribution points apply immediately to all driving license categories (e.g. license B, C and D) ?	Yes
Are points assigned to road users not driving a motor vehicle (e.g., as a passenger not wearing seat-belts or for infractions as a cyclist)?	No
Are points assigned to people who don't own a license (e.g. pedestrians, underage cyclists,...)?	No
What is the lifetime of points?	Varies between 6 and 36 months depending on severity of infraction.
Do points have different lifetimes according to offence severity?	Yes
Is lifetime adjusted when adding new points?	Yes
Identification of offenders	
Are offences from automatic registration (speed, redlight negation, etc.) included in the point system?	Yes
If so, do drivers need to be identified by the system (e.g., with a picture) to pursue them?	No?
In the case of an offence registered to the licence plate of the vehicle, is the vehicleholder obliged to identify the driver?	Yes
Do you have holder liability and work with licence plate numbers?	Yes
Is holder punished if the driver is not identified?	Yes
Can identified driver object?	Yes

Question	Greece
Comment identification of driver	If the verification of the violation is based only on the registration number of the vehicle, then in case that the owner claims that he/she was not the offender driver, is obliged to report the name and address of the specific driver, to whom he/she had granted the vehicle's use. In case of non-submission of the above declaration within the set deadline, the owner of the vehicle is considered the offender.
Role of educational measures	
Can one follow educational courses in order to regain points?	Yes
Is this course mandatory or voluntary?	At 25 points, the driving licence is removed and the driver in order to re-obtain the licence has to attend at least 50% of the theoretical and practical driving lessons.
What are the costs for educational measures and are they borne by the offenders?	N/a
Is an evaluation of the educational measure(s) available?	N/a
Are educational measures used in your DPS?	No, after revocation offender has to pass at least 50% of the theoretical exam and redo his practical exams.
What types of educational measures for repeat offenders are applied?	n/a
Are educational measures tailored to the type of offence?	n/a
Modalities to regain licence	
Standard length of licence withdrawal	However, in order to be eligible for a re-examination and to get the driver's licence back, at least 6 months must pass from the day after the date on which the driving licence was withdrawn.
How is the licence reactivated after removal?	In case of removal of the driving license due to the exceeding of the points system, the driver must pass the foreseen driving examinations.
Other consequences?	
Is the information about multiple road traffic offences used for other purposes than withdrawing the driver's licence? For example, do insurance companies use this information to adjust their fees?	No
Legal framework of the DPS	
Is there a legal framework for the DPS?	Yes
How many different databases are used to register traffic offences?	1

Question	Greece
Organisation	
Is the DPS organised on a national or local level? Are points centralized on a national level?	National
Can you describe the databases that play a role in your DPS?	Data on traffic violations are included in the database of traffic police departments
How are repeat-offenders identified?	Based on the number of the driving license
Communication	
How are drivers informed on the number of penalty points (e.g., e-mail or post letter)?	
Do drivers understand the system?	The level of understanding among drivers varies. Many drivers are not fully aware of how the point system operates, how points are accumulated, or the consequences of reaching certain thresholds.
How is the system publicly received?	The demerit point system is not really working in Greece, as the administrative burden is not undertaken by neither the Police nor the Ministry of Transport. For example, annually there are only about 200 drivers, for which their permit is withdrawn.

C.8 Latvia

Classification of offenses: Latvia

	Minor offence	Moderately severe offence	Severe offense
	<i>A fine, but no consequences for drivers' license</i>	<i>Part of progressive sanctioning system.</i>	<i>Part of criminal procedure</i>
Speeding inside urban area, excess speed (km/h) after correction		from +20	
Speeding outside urban area, excess speed (km/h) after correction		from +20	
DUI alcohol, BAC (g/l)		x 0- 1.5	>1,5
DUI drugs			x
Red light negation		x	
Not giving right of way to motorvehicle		x	
Not giving right of way to pedestrian		x	
Holding phone while driving		x	
Not wearing a seatbelt		x	
Not securing child		x	

Classification of offenses: Latvia

Failure to comply with police order	x
Failure to use direction indicator	x
Incorrect tyres	x
Driving without valid insurance	x
Unlawful overtaking	x
Not keeping distance	x

Question Latvia

Expert Juris Kreicbergs, Road Traffic Safety Directorate (CSDD)

General description

Do you have a Demerit Point System (DPS) Ja

Can you briefly describe your Demerit Point System (DPS)? When offence is registered by police, automatically if applies, DPS are calculated. Points from 1 to 8. Reaching 4 – warning and can go to 16 hours courses to get -2 pts. Reaching 8-11 courses are mandatory (within 6 months, mandatory courses is proposed to be cancelled), Reaching 10 if legal driving experience below 2 years, licence suspended 12-15 pts – theory and driving test 16 – suspended.

When was the system introduced? 2004

Does the DPS deal differently with novice drivers? Yes

Does the DPS deal differently with professional drivers? No

Assignment of points

Does the system consist of adding points or subtracting them? Adding (subtracting 2 once per period)

Do the lost/attribution points apply immediately to all driving license categories (e.g. license B, C and D) ? Yes

Are points assigned to road users not driving a motor vehicle (e.g., as a passenger not wearing seat-belts or for infractions as a cyclist)? No

Are points assigned to people who don't own a license (e.g. pedestrians, underage cyclists,...)? No

Question	Latvia
What is the lifetime of points?	2 years (5 years for 8 pts (DIU, run)
Do points have different lifetimes according to offence severity?	Yes
Is lifetime adjusted when adding new points?	No
Identification of offenders	
Are offences from automatic registration (speed, redlight negation, etc.) included in the point system?	No
If so, do drivers need to be identified by the system (e.g., with a picture) to pursue them?	?
In the case of an offence registered to the licence plate of the vehicle, is the vehicleholder obliged to identify the driver?	No
Do you have holder liability and work with licence plate numbers?	No
Is holder punished if the driver is not identified?	No
Can identified driver object?	Yes
Comment identification of driver	The driver needs to be identified by the police - either on spot or as a result of legal investigation. Automatically registered offences (like speedcamera's) are not part of the points system.
Role of educational measures	
Can one follow educational courses in order to regain points?	Yes
Is this course mandatory or voluntary?	No up to 7 pts Yes >7
What are the costs for educational measures and are they borne by the offenders?	Offender
Is an evaluation of the educational measure(s) available?	No
Are educational measures used in your DPS?	Yes

Question	Latvia
Do you have any educational measures for repeat offenders?	No
What types of educational measures for repeat offenders are applied?	No
Are educational measures tailored to the type of offence?	Yes
Modalities to regain licence	
Standard length of licence withdrawal	1 year (5 year if repeated in 10 years)
How is the licence reactivated after removal?	Take driver test 1 year – theory and B driving test, 5 years driving school for each category
Other consequences?	
Is the information about multiple road traffic offences used for other purposes than withdrawing the driver's licence? For example, do insurance companies use this information to adjust their fees?	No
Legal framework of the DPS	
Is there a legal framework for the DPS?	Yes
How many different databases are used to register traffic offences?	One database
Organisation	
Is the DPS organised on a national or local level? Are points centralized on a national level?	National
Can you describe the databases that play a role in your DPS?	CSDD database (our organisation)
How are repeat-offenders identified?	Database
Costs and administrative burden	

Question	Latvia
How many FTE's are working in the department that organises the system?	1
How much time passes between the commission of the traffic offence and notification of the demerit point (or equivalent) being awarded?	1 day
How much time passes between the last offence when the limit is achieved and the moment that the license is physically delivered to the authorities?	20 days
Communication	
Do drivers understand the system?	Mostly yes
How is the system publicly received?	Positive

C.9 Norway

Classification of offenses: Norway			
	Minor offence	Moderately severe offence	Severe offense
	<i>A fine, but no consequences for drivers' license</i>	<i>Part of progressive sanctioning system.</i>	<i>Part of criminal procedure</i>
Speeding inside urban area, excess speed (km/h) after correction	10km/h or less	>10km/h	>25km/h
Speeding outside urban area, excess speed (km/h) after correction	15 km/h or less	>15km/h	>40km/h
DUI alcohol, BAC (g/l)			>0,2
DUI drugs			x
Red light negation		x	
Not giving right of way to motorvehicle		x	
Not giving right of way to pedestrian		x	
Holding phone while driving		x	
Not wearing a seatbelt	x		

Not securing child	x	
Failure to comply with police order		x
Failure to use direction indicator	x	
Incorrect tyres	x	
Driving without valid insurance	x	
Unlawful overtaking		x
Not keeping distance		x

Question	Norway
Expert	Live Tanum Pasnin, Seniorrådgiver, Utrykningspolitiet
General description	
Do you have a Demerit Point System (DPS)	Yes
Can you briefly describe your Demerit Point System (DPS)?	Since 2004, Norway has implemented a penalty point system that operates on the principle of two or three penalty points for 12 medium offenses. For novice drivers, those penalty points are doubled. Once the threshold of eight points is reached, the driver's license is immediately revoked for six months. A distinction is made between different categories of offenses, namely minor, moderate and serious offenses and traffic offenses. Only moderate offenses are included in the list for penalty points. Light offenses are handled with a flat fee, without registration. Serious violations and offenses are followed by criminal proceedings and inclusion in the criminal record. Penalty points remain registered for three years. After those three years or after the six-month driving ban (if the limit of eight points was reached), the points record returns to zero. Drunk driving is a serious offence which is treated independently from the point-system.
When was the system introduced?	2004
Were there any important modifications in the DPS after 2010? Please insert a link to a webpage with the legislation for these modifications.	In 2011, the DPS was extended and strengthened by inclusion of additional offenses and the introduction of double penalty points for novice drivers. The second adaptation occurred in 2019 is related to mobile use behind the wheel.
Does the DPS deal differently with novice drivers?	Yes, the number of points for each offence are doubled for novice drivers.
Does the DPS deal differently with professional drivers?	No
Assignment of points	
Does the system consist of adding points or subtracting them?	Adding
What is the maximal number of points?	8

Question	Norway
Are points assigned to road users not driving a motor vehicle (e.g., as a passenger not wearing seat-belts or for infractions as a cyclist)?	No
Are points assigned to people who don't own a license (e.g. pedestrians, underage cyclists,...)?	No
What is the lifetime of points?	3 years
Do points have different lifetimes according to offence severity?	No
Is lifetime adjusted when adding new points?	Yes, all points are removed 3 years after the last infraction.
Identification of offenders	
Are offences from automatic registration (speed, redlight negation, etc.) included in the point system?	Yes
If so, do drivers need to be identified by the system (e.g., with a picture) to pursue them?	Yes
In the case of an offence registered to the licence plate of the vehicle, is the vehicleholder obliged to identify the driver?	Yes
Do you have holder liability and work with licence plate numbers?	No
Is holder punished if the driver is not identified?	No
Can identified driver object?	Yes
Comment identification of driver	Objection to the fine or non-payment turns the administrative procedure into a courtprocedure which can leave the offender with a permanent entry into the strafferegister - criminal record (which would be avoided by paying the fine).
Role of educational measures	
Can one follow educational courses in order to regain points?	No
Are educational measures used in your DPS?	No
Do you have any educational measures for repeat offenders?	Yes
What types of educational measures for repeat offenders are applied?	In Norway, educational measures for repeat offenders of driving under the influence (DUI) of alcohol and/or drugs are part of a structured approach aimed at both punishment and

Question	Norway
	rehabilitation. The main types of educational and rehabilitative interventions include: Mandatory Driving Licence Courses: Repeat DUI offenders must complete a specialized course (known as "Program mot ruspåvirket kjøring") before regaining their driver's licence. This program focuses on attitudes, knowledge, and behavior change related to alcohol and drug use while driving. Court-Mandated Treatment Programs: Courts may require individuals to undergo substance abuse treatment or rehabilitation programs as part of sentencing. These programs are often integrated with educational elements about traffic safety, substance use risks, and personal responsibility. Alternative Sentencing Programs (Rusprogram med domstolskontroll): For some repeat offenders, especially those with serious addiction issues, participation in a court-supervised substance abuse program can be an alternative to longer prison sentences. These programs include individualized treatment plans, regular testing, and educational components. The "Anti-Intoxicated Driving Programme" is an alternative to a prison sentence. It is a probationary sentence that may be given for intoxicated driving. The goal is to prevent a repeat of the intoxicated driving, in order to create a safer traffic environment and reduce the number of accidents. https://img3.custompublish.com/getfile.php/4723911.823.lz7a/bnkmnlmjw/Brosjyre%2Bom%2Bprogram%2Bmot%2Brusp%C3%A5virket%2Bkj%C3%B8ring%2B.%2Bengelsk.pdf?return=www.kriminalomsorgen.no
Are educational measures tailored to the type of offence?	There are only courses for drink-driving offenders.
Modalities to regain licence	
Standard length of licence withdrawal	6 months
How is the licence reactivated after removal?	For holders of a full licence the licence is automatically restored after a 6 month ban (except in the case of a court-judgement for drink-driving). For novice drivers practical and theoretical tests are compulsory in order to get the driving license back.
Other consequences?	
Is the information about multiple road traffic offences used for other purposes than withdrawing the driver's licence?	

Question	Norway
For example, do insurance companies use this information to adjust their fees?	
Are other measures than license suspension possible when the threshold of the DPS has been reached (e.g., alcohol interlock, mandatory educational, driver rehabilitation,...)?	No
Legal framework of the DPS	
Is there a legal framework for the DPS?	§ 4. Loss of driving license Anyone who is registered with eight points or more in the course of three years shall lose the driving license for six months. The three-year period is calculated for each individual violation. Calculation of the period takes place from the time when the previous violation was legally decided to the time of the crime for the last violation for which a penalty is imposed. When the driver regains the right to drive after it has been lost, the points that were the basis for or were considered in the loss of the right shall be deleted from the register ⁸ . (Source: lovdata.no)
Under which conditions will a driver be sanctioned according to the legal penal system (by a judge) rather than by automatically attributing points according to the DPS?	In the case of appeal or non-payment to an administrative fine and points, or in the case of severe violations and crimes like DUI above 0,5g/l or speeding more than 25km/h on roads with 60 km/h or less.
How is it ensured that a driver cannot be punished twice for the same offence through sanctions inside and outside the DPS?	In Norway, the principle you're referring to is mainly protected through the prohibition against double punishment (ne bis in idem principle), which is firmly anchored in Norwegian law. Here's how it is ensured that a driver is not punished twice for the same offence, even when sanctions involve the Demerit Point System (DPS) and other measures: 1. Clear legal separation between criminal sanctions and DPS administrative measures In Norway, demerit points (prikker) are legally considered an administrative reaction (forvaltningsrettslig reaksjon), not a criminal punishment (straff). Criminal sanctions (e.g., fines, imprisonment, licence suspension for drink driving) are handled under criminal law (strafferett). Since administrative reactions are not classified as "punishment" in the legal sense, points and criminal penalties can exist in parallel without violating the principle against double punishment. Example: A driver speeding 20 km/h over the limit will receive: A fine (criminal law sanction) and 3 demerit points (administrative measure). This is considered one legal consequence split across two domains, not double punishment.

Question	Norway
How many different databases are used to register traffic offences?	4
How are simultaneous offences dealt with (committing two or more offences at the same time)?	The penalty points for each offence will be added up, for multiple fines at the same time, a 50% discount will be given for the penalties, except on the largest one.
Organisation	
Is the DPS organised on a national or local level? Are points centralized on a national level?	National
Can you describe the databases that play a role in your DPS?	In Norway, several databases and systems interact to operate the Demerit Point System (prikkelastning): - The "Reaksjonsregisteret" (National Fine Register): this database is only used for the registration of fines sanctioned by the criminal proceeding. - The "Strafferegister" corresponds to the criminal record and collect all sentences resulting from criminal proceedings, such as a prison sentence or similar. If a driver appeals against a predefined fine (in the administrative proceeding), his/her case will be judged by a court. The court's sanction will be recorded in his/her criminal record (if the person has had not appealed and has had paid the predefined fine, there would have been no record in the "Strafferegister". This could be seen as "one good reason" not to appeal from an administrative fine). Autosys (Statens vegvesen): Main vehicle and driver licence registry. Records active driving licences, suspensions, revocations, and demerit points (prikker). When a violation triggers points, the information is updated in Autosys. Foreleggssystemet (Politiet): Police system for processing traffic fines on the spot and by automatic speed cameras (forenklede forelegg) and certain violations. Violations leading to demerit points are registered here and automatically forwarded to Autosys. STRASAK (Politiet): Police case handling system for more serious offences. If a case results in a sanction that affects driving rights (e.g., licence suspension), it is communicated to Autosys.
How are repeat-offenders identified?	In the "Prikregisteret" (Penalty Point Register): this database is used to register all the penalty points collected from the infractions included in the "point system", after an administrative proceeding but also after a criminal proceeding (in case of appeal, for example).
Are points assigned to foreign drivers? Is there a database registering DPS for foreign drivers? What are the consequences for them?	Foreign drivers can be sanctioned in Norway, but no full DPS database tracks them like for Norwegian drivers. Serious violations can lead to driving bans and sometimes confiscation of licences within Norway.

Question	Norway
	Repeat offences while still in Norway could escalate to harsher sanctions even without a points register.
Costs and administrative burden	
What are the annual costs of the demerit point system? (If possible by components)	No, The police does not share GDPR information related to drivers (penalty points or offenses) to insurance companies.
How many FTE's are working in the department that organises the system?	The police and judicial authorities assess penalties based on the photographic evidence collected. The police also decide which drivers should be fined. The police staff is approximately 40 persons.
How much time passes between the commission of the traffic offence and notification of the demerit point (or equivalent) being awarded?	It takes a maximum of 7 days from the speeding violation until the Police receive the ATK case. The complexity of the case and the Police's capacity will determine how long it takes to process the case. A 'simple' case, where the owner is the driver and admits to the offense, can be resolved within a few days. A 'complicated' case that requires further investigation may take months.
How much time passes between the last offence when the limit is achieved and the moment that the license is physically delivered to the authorities?	Cases that result in 8 (or more) penalty points are given top priority for processing at the Police's ATK Centre and are handled continuously, usually within a few days (provided the driver has been identified). The ATK case is transferred to the police district where the incident occurred, and our impression is that the Traffic Prosecution Unit (FSI) processes the cases continuously within a few days.
Communication	
How are drivers informed on the number of penalty points (e.g., e-mail or post letter)?	Anyone who is registered with at least four points will be notified in a written warning as soon as possible about the points load and the possible consequences of additional points loads.
Do drivers understand the system?	Both the measurement method and the purpose of automated traffic enforcement (ATK)—preventing speeding and reducing serious traffic injuries and fatalities—are well known to the public. ATK is frequently covered in the media, and the measurement methods are publicly available on the websites of the Police and the Norwegian Public Roads Administration (also in English).
How is the system publicly received?	There is strong public acceptance of automated traffic enforcement (ATK). There are currently political directives supporting increased use of ATK, particularly section control (average speed enforcement).

C.10 Poland

Offenses: Poland

Red light negation	a fine of PLN 500 and 15 penalty points	If a road collision occurs as a result of this offense, the fine will increase to PLN 1,500 and 21 penalty points
Not giving right of way to motorvehicle	finest of PLN 100-2500	finest of PLN 4,000 in case of recidivism
Not giving right of way to pedestrian	finest of PLN 1,500	finest of PLN 3,000 in case of recidivism for pedestrian safety offences
Holding phone while driving	x (finest of PLN 500)	
Not wearing a seatbelt	x (finest of PLN 100)	
Not securing child	x (finest of PLN 300)	
Failure to comply with police order	x (Failure to comply with a police officer's orders in 2025 may result in a fine of up to PLN 30,000 and 15 penalty points; under the Code of Petty Offences, anyone who fails to comply with an officer's order is subject to a fine, restriction of liberty or arrest)	
Failure to use direction indicator	x (finest of PLN 200 and 2 penalty points)	
Incorrect tyres	x (finest of PLN 3000 and 20 penalty points)	
Driving without valid insurance	x (PLN 1,870 for no OC for up to 3 days; PLN 4,670 for no insurance from 4 to 14 days, PLN 9,330 for a break in OC for over 14 days.)	
Unlawful overtaking	x (finest of PLN 100-2500)	
Not keeping distance	x (finest of PLN 100-2500)	

Question	Poland
Expert	Dagmara Jankowska-Karpa, Assistant Professor, Motor Transport Institute (its) Road Traffic Safety Centre
General description	
Do you have a Demerit Point System (DPS)	Yes
Can you briefly describe your Demerit Point System (DPS)?	For each traffic violation, the driver receives a certain number of points that accumulate on their account. If the number exceeds the limit, the driving license is suspended. In 2025, different penalty point limits apply in Poland: maximum 24 points for drivers who have had a driving license for more than a year; maximum 20 points for drivers who have

Question	Poland
	had a driving license for less than a year. Exceeding these limits results in the loss of the driving license and the need to retake the national driving exam. Penalty points are cancelled after one year from the date of fine payment for a given offense. In 2025, it is possible to reduce penalty points by participating in special re-education courses. Participating in such a course allows to remove the 6 oldest penalty points from the driver's account. However, to be able to take advantage of this opportunity, the driver must have had a driving license for more than a year and had not exceed the points limit. The course lasts one day and costs about PLN 1 000. ACT Road Traffic Law https://sip.lex.pl/akty-prawne/dzu-dziennik-ustaw/prawo-o-ruchu-drogowym-16798732 REGULATION OF THE PRIME MINISTER on the amount of fines imposed by way of penalty notices for selected types of offences - https://sip.lex.pl/akty-prawne/dzu-dziennik-ustaw/wysokosc-grzywnien-nakladanych-w-drodze-mandatow-karnych-za-wybrane-17064410
When was the system introduced?	1998
Does the DPS deal differently with novice drivers?	Yes, the novice drivers (who have had a driving license for less than a year) are allowed to collect maximum 20 points (other drivers 24 points).
Does the DPS deal differently with professional drivers?	No
Assignment of points	
Does the system consist of adding points or subtracting them?	Yes, both adding and subtracting.
Do the lost/attribution points apply immediately to all driving license categories (e.g. license B, C and D) ?	Yes
Are points assigned to road users not driving a motor vehicle (e.g., as a passenger not wearing seat-belts or for infractions as a cyclist)?	No, the penalty points are awarded only to a driver in case the passenger does not have the seatbelts fastened, however the fine will be imposed on both the driver and the passenger as the driver is responsible for the behavior of travelers in the car. Also cyclists cannot be awarded penalty points only a fine. The penalty points are only imposed on the drivers of engine vehicles.
Are points assigned to people who don't own a license (e.g. pedestrians, underage cyclists,...)?	No.
What is the lifetime of points?	1 year

Question	Poland
Do points have different lifetimes according to offence severity?	No
Is lifetime adjusted when adding new points?	Penalty points are removed after one year from the date of payment of the fine.
Identification of offenders	
Are offences from automatic registration (speed, redlight negation, etc.) included in the point system?	Yes
If so, do drivers need to be identified by the system (e.g., with a picture) to pursue them?	No
In the case of an offence registered to the licence plate of the vehicle, is the vehicleholder obliged to identify the driver?	The summons always go to the vehicle owner. If the owner was not driving the vehicle, the owner is obliged to indicate to whom the vehicle was lent.
Do you have holder liability and work with licence plate numbers?	No
Is holder punished if the driver is not identified?	The regulations state that the responsibility of the vehicle owner ends when the driver is designated by the owner. If for some reason the owner cannot do this, he/she must explain the reason. The penalty for failing to identify the driver can be severe. The amount of the fine depends on the nature of the violation and the type of offence. For example, in speeding cases, the penalty can be twice the fine for the offence itself – refusing to identify the driver is seen as an attempt to avoid responsibility. Nevertheless, this way the points are not assigned to anyone.
Can identified driver object?	There are situations in which a driver may be punished unfairly. In such cases, it is possible to appeal or not accept the ticket. The case will then be reconsidered or will end in court.
Comment identification of driver	Any driver who believes that a ticket has been issued unfairly has the right to appeal. The appeal can be made 7 days from the date of receipt of the ticket. The appeal should be filed with the district court with jurisdiction over the place where the offense was committed. The appeal should include all the circumstances that influenced the decision to impose a penalty.
Role of educational measures	
Can one follow educational courses in order to regain points?	Since 2023, every driver can take a re-education course at their own expense once every 6 months. The number of penalty points can be reduced by 6 by attending the course (the oldest points on the record are taken into account). The new regulations require the driver to attend lectures lasting 6 hours and include the following topics: road traffic rules and

Question	Poland
	regulations; road accidents in Poland - effects, causes and prevention methods; legal and social effects of road accidents; psychological aspects of driving a vehicle. The practical part consists of the driver performing a sudden braking manoeuvre. This is to show participants how the braking distance is shortened when driving at a lower speed. Not all drivers can attend such courses, they are not for drivers who: obtained a driving license in the previous year; exceeded the limit of 24 penalty points; have had their driving license suspended; received a driving ban; have driving licenses, but they are valid for less than 12 months.
Is this course mandatory or voluntary?	Voluntary
Are educational measures used in your DPS?	Only a warning from a policeman.
Do you have any educational measures for repeat offenders?	Re-education 1 day course.
What types of educational measures for repeat offenders are applied?	Re-education 1 day course, that includes a lecture and practical part of sudden braking.
Are educational measures tailored to the type of offence?	Only to offenders who committed offence involving alcohol or drug use. There are two types of re-education courses: general one about road safety and one dedicated to alcohol related offences.
Modalities to regain licence	
Standard length of licence withdrawal	3 months
How is the licence reactivated after removal?	It depends on the length of licence withdrawal and the offence. In general to regain the licence the driver must fill in an application form, pay the fee, provide a medical certificate (if the current one is no longer valid or a person is referred for such examination), provide a psychological report (if the test is no longer valid or a person is referred for such a test). The driver can apply for the return of the driving license/restoration of a revoked entitlement on the day following the last day on which the ban expires. After providing a medical certificate stating that there are no health contraindications to driving vehicles, a psychological certificate stating that there are no psychological contraindications to driving vehicles and a certificate of a completion of a re-education course (if needed). A person applying for a licence that was suspended or to restore a revoked entitlement, of which they were deprived for a period exceeding 1 year, that person is subject to control verification of qualifications (national driving exam – both theoretical and practical). If the licence was taken for a lifetime the driver can try to regain it after 10 years proving to court their behaviour has changed (i.e. attended therapy). If the licence was taken due to alcohol related offence, the driver can apply after half time of licence suspension to regain the

Question	Poland
	licence by applying to the court and asking to install alcohol interlock in the vehicle (for the other half of the penalty duration).
Legal framework of the DPS	
Is there a legal framework for the DPS?	Yes, in the legal Act Traffic Code.
How many different databases are used to register traffic offences?	Traffic offences are registered in the CEPIK system – Central Registry of Vehicles and Drivers - access to current data of drivers violating road traffic regulations: https://www.gov.pl/web/gov/sprawdz-swoje-punkty-karne CEPIK includes two registers: on vehicles CEP (https://www.gov.pl/web/gov/sprawdz-historie-pojazdu) and on drivers CEK.
How are simultaneous offences dealt with (committing two or more offences at the same time)?	
Organisation	
Is the DPS organised on a national or local level? Are points centralized on a national level?	The DPS is organized on national level. The penalty points are collected in CEPIK system (an IT system) that includes the Central Register of Drivers (CEK) and the Central Register of Vehicles (CEP).
Can you describe the databases that play a role in your DPS?	CEPIK is an IT system that includes the Central Register of Drivers (CEK) and the Central Register of Vehicles (CEP). The system collects, among other things, data on vehicles and their owners, as well as drivers.
How are repeat-offenders identified?	The repeated offenders are identified by the record of the offences in the registry CEPIK.

C.11 Portugal

Question	Portugal
Expert	Alain Areal, Director Portugese Road Safety Association (PRP)
General description	
Do you have a Demerit Point System (DPS)	Yes
Can you briefly describe your Demerit Point System (DPS)?	In Portugal, drivers who just obtained their licenses are initially given 12 points. There is a distinction between different categories of offenses, ranging from minor, serious, very serious, to traffic crimes. Points are deducted from the driver's license for each of the last three categories. Drivers who do not commit any offenses or traffic crimes (except for minor offences) for three years receive additional points on their license. Minor offenses, including speeding up to 19 km/h in built-up areas and failure to wear a seat belt are not covered by the penalty point system in

Question	Portugal
	Portugal. The points system introduced in 2016 is similar to the previous system, except that the consequences of serious offenses are the same for every driver. It also appears to be more efficient because offenders feel the pressure of the dwindling number of points on their driving license.
When was the system introduced?	2016
Were there any important modifications in the DPS after 2010? Please insert a link to a webpage with the legislation for these modifications.	The system as it is now, was introduced in 2016.
Does the DPS deal differently with novice drivers?	No
Does the DPS deal differently with professional drivers?	Yes, professional drivers who do not commit any offences (excepte minor ones) within two years can "earn" additional points.
Assignment of points	
Does the system consist of adding points or subtracting them?	Subtracting
What is the maximal number of points?	12
What is the lifetime of points?	5 years
Do points have different lifetimes according to offence severity?	No
Is lifetime adjusted when adding new points?	No
Identification of offenders	
Are offences from automatic registration (speed, redlight negation, etc.) included in the point system?	Yes
If so, do drivers need to be identified by the system (e.g., with a picture) to pursue them?	No
In the case of an offence registered to the licence plate of the vehicle, is the vehicleholder obliged to identify the driver?	If the driver is not identified at the time of the offence, the vehicle owner (or the lessee, in the case of a long-term rental) is notified and required to identify the driver within the legal deadline. Failure to do so results in the owner or lessee being held responsible for the offence. Failure to comply with the legal obligation to identify the driver within the stipulated deadline may result in a fine ranging from €120 to €600 The obligation to

Question	Portugal
	identify the driver also applies to vehicles under long-term leasing agreements and company cars. In such cases, the leasing company or the owning company is notified and is responsible for identifying the driver at the time of the offence.
Do you have holder liability and work with licence plate numbers?	Yes
Is holder punished if the driver is not identified?	If the driver is not identified, the holder is liable.
Can identified driver object?	Yes, within 15 working days from the notification of the notice, the assessed person may present a written defense addressed to the President of the National Road Safety Authority, with indication of witnesses up to a maximum of three, as well as other means of proof. Submitting an objection to the offence also does not entail direct costs at the time of submission. However, if the case proceeds to court, legal costs may arise, such as court fees or legal representation expenses. These costs will depend on the outcome of the case and are typically borne by the party that loses the dispute.
If there is an objection procedure, who bears the costs?	Within 15 working days from the notification of the notice, the assessed person may present a written defense addressed to the President of the National Road Safety Authority, with indication of witnesses up to a maximum of three, as well as other means of proof. Submitting an objection to the offence also does not entail direct costs at the time of submission. However, if the case proceeds to court, legal costs may arise, such as court fees or legal representation expenses. These costs will depend on the outcome of the case and are typically borne by the party that loses the dispute.
Comment identification of driver	If, in any act of enforcement, the offender has not complied with the pecuniary sanctions that were previously definitively applied to him, he must immediately proceed with their payment, if not, subject to the following consequences: • Provisional seizure of the driver's license (if the penalty concerns the driver) and/or vehicle documents (if the penalty concerns the holder of the vehicle identification document) and issue of the respective replacement guides for those, for a period of 15 days, during which the outstanding amounts must be paid; • If payment is not made within that period, the vehicle will be confiscated; • If the additional sanctions of disqualification from driving or vehicle seizure have not been complied with, the driving license or vehicle will be effectively confiscated, as the case may be, in order to comply with the respective sanction. • The seized vehicle is responsible for the payment of the amounts
Role of educational measures	
Can one follow educational courses in order to regain points?	Yes, for each period corresponding to the revalidation of the driving license (typically 15 years), one point can be added, up to the maximum

Question	Portugal
	limit of sixteen points, whenever the driver voluntarily attends a training session of 8 hours.
Is this course mandatory or voluntary?	When the driver has more than 5 points, participation is voluntary (see above). At 5 points a mandatory training of 16 hours must be followed to prevent losing the licence for two years. This course focuses on road safety and traffic legislation.
What are the costs for educational measures and are they borne by the offenders?	the costs associated with attending training courses are borne by the offender. The system operates under a competitive regime, and the training provider is responsible for setting the sale price as well as ensuring the financial viability of the training program. It is expected that accredited entities delivering this type of training will set a sale price that covers their operational costs, including administrative expenses (such as course management, certificate issuance, etc.), trainer fees, and facility costs. However, detailed information regarding the cost structure and profit margins of the training providers is not publicly available.
Is an evaluation of the educational measure(s) available?	
Are educational measures used in your DPS?	Yes, within the DPS but also outside. Within point system: for all drivers who have four or five points, a course is mandatory. The course is focused solely on knowledge transfer. Moreover, for each "validation period" a point can be earned when attending a training session. - Outside points system: a voluntary course as an alternative to a driving ban. Course is related to nature of offense and focuses primarily on alcohol and speeding but also specific courses e.g. cell phone use, child restraint systems or parking on the sidewalk.
Do you have any educational measures for repeat offenders?	Yes
What types of educational measures for repeat offenders are applied?	Two types of educational measures are applied to traffic offenders: 1- As part of the DPS system, a mandatory general road safety training is applied to all traffic offenders when they reach 5 or 4 points. The course consists exclusively in knowledge transfer. 2- A voluntary training for traffic offenders, as an alternative to driving disqualification. This aims at changing their behaviour, in order to prevent new offenses. Rehabilitation traffic offenders training aims at encouraging people to adopt a responsible behaviour. The intervention of clinical psychology with experience in group dynamics/management is justified by the need to deal and manage group phenomena and the ability to identify drivers with unsafe behaviour for driving task. Participants have to be punctual, and participate actively in the dynamics proposed by the trainer.
Are educational measures tailored to the type of offence?	Therefore, there are three different programs, targeting three different types of training modules: a) "Alcohol" offenses; b) "Speed" offenses; c) "Other offenses" (a specific module whose contents are tailored to address specific topics, such as mobile phone use, child restraint systems,

Question	Portugal
	or parking on crosswalks, for example). Each participant must attend 12 hours of training, be assiduous and punctual, and participate actively in the dynamics proposed by the trainer.
Modalities to regain licence	
Standard length of licence withdrawal	6-12 months
How is the licence reactivated after removal?	When the driver has 3, 2 or 1 point: he will be required to retake the theoretical driving exam. When all points are subtracted from the driver license, this leads to a two-year license suspension and the obligation to retake all the driving examinations afterwards.
Other consequences?	
Are other measures than license suspension possible when the threshold of the DPS has been reached (e.g., alcohol interlock, mandatory educational, driver rehabilitation,...)?	No
Legal framework of the DPS	
Is there a legal framework for the DPS?	From the 1st of June 2016, a Demerit Point System is introduced in Portugal. In Portugal, there is a distinction between light, serious and very serious traffic offences: - Minor offences are those offences punishable by a fine (financial penalty). Minor infractions, which are punishable only by a fine, are filed upon voluntary payment. Portuguese law does not provide a referral to court for the repeated practice of various minor infractions. - Serious and very serious offences, which are typified in the Highway Code, are punishable, beyond the fine, with the accessory sanction of driving inhibition. A repeat offender is considered to be an offender who commits an administrative offence imposed with an accessory sanction (driving ban), after having been convicted of another administrative offence to the same legal diploma or its regulations, committed for less than five years and also sanctioned with an accessory sanction. This means that in order to qualify as recidivism, the accused must violate the rules of the same law that was violated and for which he was previously convicted, which does not necessarily mean that he has committed the same offence. In the legal framework only serious infractions, very serious and traffic crimes are considered for the determination of recidivism. Road safety infractions described in the Portuguese Highway Code are considered as administrative offences of non-criminal nature. The processing of those infractions is done by an administrative entity, the National Road Safety Authority (Autoridade Nacional de Segurança Rodoviária – ANSR) and in some cases light offences by the municipal chambers, within the respective jurisdiction area. The administrative decision can be appealed in court. The criminal procedure is only promoted, before the judicial courts, when

Question	Portugal
	the conduct constitutes a road crime, as typified in the Portuguese Penal Code, or in case of non-compliance with the administrative decision.
Under which conditions will a driver be sanctioned according to the legal penal system (by a judge) rather than by automatically attributing points according to the DPS?	In the case of road traffic crimes like DUI above 1,2g/l in the case of non-compliance with penalties in the administrative procedure.
How many different databases are used to register traffic offences?	1
How are simultaneous offences dealt with (committing two or more offences at the same time)?	In the case of serious and very serious offences committed on the same day, the subtraction to be carried out cannot exceed six points, except when the conviction is involved for offences related to driving under the influence of alcohol or under the influence of psychotropic substances, whose subtraction of points is verified in any circumstance.
Organisation	
Is the DPS organised on a national or local level? Are points centralized on a national level?	National
Can you describe the databases that play a role in your DPS?	One database: The Administrative Offences and Infractions Portal
How are drivers informed on the number of penalty points (e.g., e-mail or post letter)?	The driver is notified by personal contact at the time of the offense, or at the place where it is found, upon delivery of the triplicate of the notice, dated and signed, or by registered letter with acknowledgment of receipt or, if it is returned, by simple letter, both sent to your domicile or head office. The domicile or seat of the driver for the purpose of the postal notification is as follows: • The registration of driver's licenses in the case of infringements of the driver's responsibility; • On the vehicle identification document if the offense is the responsibility of the respective holder;

C.12 Slovenia

Classification of offenses: Slovenia

Minor offence	Moderately severe offence	Severe offence
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	<i>A fine, but no consequences for drivers' license</i>	<i>Part of progressive sanctioning system.</i>	<i>Part of criminal procedure</i>
Speeding inside urban area, excess speed (km/h) after correction	10 km/h or less	>10 km/h to 30 km/h	>30 km/h
Speeding outside urban area, excess speed (km/h) after correction	30 km/h or less	>30 km/h to 50 km/h	>50 km/h (with specific conditions)
DUI alcohol, BAC (g/l)		0.5 g/l to 1.1 g/l	>1.1 g/l
DUI drugs			X
Red light negation		x	
Not giving right of way to motorvehicle		x	
Not giving right of way to pedestrian		x	
Holding phone while driving		x	
Not wearing a seatbelt	X		
Not securing child	X		
Failure to comply with police order		x	
Failure to use direction indicator	X		
Incorrect tyres	X		
Driving without valid insurance			500 EUR fine, 5,000 EUR fine for legal entities
Unlawful overtaking		x	
Not keeping distance	X (200 EUR fine)	X (300 EUR fine, 3 points)	

Question	Slovenia
Expert	Sebastijan Turk, Javna agencija Republike Slovenije za varnost prometa
General description	
Do you have a Demerit Point System (DPS)	Yes
Can you briefly describe your Demerit Point System (DPS)?	Since 1998, Slovenia has implemented a demerit point system through the Road Traffic Rules Act and the Minor Offences Act. This system applies to all drivers and assigns penalty points for specific traffic violations. A driver may accumulate up to 18 penalty points before facing severe consequences. Once this threshold is reached, the driving licence is revoked for at least 6 months. Penalty points are erased two years after the offence. If a driver commits an offence that alone carries 18 penalty points (such as very serious violations), the court can immediately revoke the licence and impose additional sanctions. In such cases, a judge decides the appropriate penalty. In certain situations, particularly for novice drivers or those close to the

Question	Slovenia
	threshold, courts may offer alternative or conditional measures, such as attending a driver improvement course or undergoing rehabilitation, in order to retain limited driving privileges.
When was the system introduced?	1998
Does the DPS deal differently with novice drivers?	Yes, for novice driver the threshold is 7 points instead of 18.
Does the DPS deal differently with professional drivers?	No, the demerit point system (DPS) in Slovenia does not have a separate threshold or rules specifically for professional drivers. All drivers — whether private individuals or professional drivers (such as truck, bus, or taxi drivers) — are subject to the same penalty point system, where the maximum threshold is 18 penalty points. However, professional drivers may face stricter consequences indirectly, as accumulating penalty points or losing their licence can affect their employment or certification to perform their job. In addition, employers or transport companies often have internal policies that may require professional drivers to maintain a clean driving record or attend additional training after traffic violations.
Assignment of points	
Does the system consist of adding points or subtracting them?	Adding
What is the maximal number of points?	18 (7 for novice drivers)
Do the lost/attribution points apply immediately to all driving license categories (e.g. license B, C and D) ?	Yes
Are points assigned to road users not driving a motor vehicle (e.g., as a passenger not wearing seat-belts or for infractions as a cyclist)?	No. In Slovenia, the demerit point system applies only to licensed drivers who commit traffic offences while operating a motor vehicle (e.g., car, motorcycle, truck, bus).
Are points assigned to people who don't own a license (e.g. pedestrians, underage cyclists,...)?	These road users can still be fined for certain violations under the Road Traffic Rules Act, but no demerit points are recorded in such cases. Only drivers of motor vehicles can accumulate points that lead to licence revocation.
What is the lifetime of points?	2years
Do points have different lifetimes according to offence severity?	No
Is lifetime adjusted when adding new points?	Yes, penalty points are cleared two years after the last penalty points collected. If driver collects 18 penalty points (or 7 for novice drivers), points

Question	Slovenia
	are deleted from the record when court issues an order that the imposed sanction of driving licence revocation shall not be enforced. See Paragraph 5 Article 202.e of the Minor Offences Act.
Identification of offenders	
Are offences from automatic registration (speed, redlight negation, etc.) included in the point system?	Yes
If so, do drivers need to be identified by the system (e.g., with a picture) to pursue them?	No
In the case of an offence registered to the licence plate of the vehicle, is the vehicleholder obliged to identify the driver?	No, he/she just needs to prove, that he/she did not commit minor offence.
Do you have holder liability and work with licence plate numbers?	Yes
Is holder punished if the driver is not identified?	The owner of vehicle is not punished for not identifying driver in time that minor offence was committed, but will have to bear the consequences of the offense him/herself.
Can identified driver object?	Yes
If there is an objection procedure, who bears the costs?	Alleged perpetrator is processed in minor offences procedure. If he is successful, cost are paid by the minor offences authority, if he/she is found guilty – cost of procedure alone are 10% of fine, but not lower as 40 EUR and not higher as 10.000 EUR.
Comment identification of driver	Vehicle owner or primary user is not obliged to disclose actual perpetrator if he/she is close family member (constitutional matter! – see Article 29 of the Constitution of the Republic of Slovenia). That is why Drivers Act stipulates presumption, that perpetrator of minor offence is owner of vehicle or primary user.
Role of educational measures	
Can one follow educational courses in order to regain points?	Yes, the driver can voluntarily reduce the number of penalty points by a maximum of 4 points every three years by the brief medical advice (for DUI) at the GP's, participation in the education rehabilitation program or safe driving training.
Is this course mandatory or voluntary?	Voluntary
What are the costs for educational measures and	educational workshop programme, the cost is 140 eur, duration 6 hours; the second one is psychosocial workshop program, the cost is 480 EUR,

Question	Slovenia
are they borne by the offenders?	duration 18 hours; the third one is safe driving course, the cost is 350 uer, duration 18 hours). Fees cover actual costs.
Is an evaluation of the educational measure(s) available?	by end 2025
Are educational measures used in your DPS?	The penalty point removal course is for drivers who have acquired 4, but less than 17 penalty points. Participation is on a voluntary basis once over a period of three years. Additionally, many offenses are not only punished by collecting points and fines, offenders are also obliged to take part in educational measures.
Do you have any educational measures for repeat offenders?	Yes
Are educational measures tailored to the type of offence?	Yes, the penalty point removal courses are matched to the type of offense the driver has collected most points for. Moreover, for drivers who have not yet collected 18 points, behaviour programs might be mandatory: for driving under influence, besides the fine and Demerit Point System there are obligatory rehabilitation programs (education, psycho-social workshops, addiction programs). For excessive speeding, beside the fine and Demerit Point System there are obligatory safe driving trainings.
Modalities to regain licence	
Standard length of licence withdrawal	6 months
How is the licence reactivated after removal?	For offenders who collected 18 points with several offences, the driving ban take 6 months and after that period to regain the licence the offender must retake the theoretical and practical exam. For offenders who committed one offense that led directly to the attribution of 18 points, this is decided by the court.
Other consequences?	
Is the information about multiple road traffic offences used for other purposes than withdrawing the driver's licence? For example, do insurance companies use this information to adjust their fees?	No
Are other measures than license suspension possible when the threshold of the DPS has been reached (e.g., alcohol interlock, mandatory educational, driver rehabilitation,...)?	No. When driver reaches threshold number of penalty points, driving license is revoked. But in next step driver can propose court for deferral of the enforcement of driving licence revocation. With proposal driver must also supply medical certificate of a completed follow-up medical examination in accordance with the Drivers Act. The court may defer the enforcement of driving licence revocation provided that over a period not shorter than six months and not longer than 24 months (the probation period) the perpetrator has not committed

Question	Slovenia
	any serious minor offence and that, within the time limit set by the court, he or she has complied with the obligations determined by the court on the basis of the Drivers Act. For details, see Article 202.d and 202.e of the Minor Offences Act
Legal framework of the DPS	
Is there a legal framework for the DPS?	Three acts are used to define the content of the rules and the proceedings to follow in case of offence: the Road Traffic Rules Act, the Minor Offences Act and the Criminal Code. - The Road Traffic Rules Act concerns the traffic regulations, defines which rule is broken, the fine corresponding and the penalty points assigned, if applicable. The Traffic Rules Act is managed by the Ministry of Infrastructure. http://www.pisrs.si/Pis.web/pregledPredpisa?id=ZAKO5793 (in Slovene) - The Minor Offences Act concerns the procedures, the justice system etc., regarding all types of minor offences (not the criminal traffic offences considered as crimes and handle as such within the criminal proceeding). The Minor Offences Act is managed by the Ministry of Justice http://pisrs.si/Pis.web/pregledPredpisa?id=ZAKO2537# (in Slovene) – unofficial translation in ENG language: https://pisrs.si/Prevodi/EN-2024-01-1289-2003-01-0238-npb26.doc - The Criminal Code concerns the severe offences and crimes, in a broad sense and not only related to Traffic, and the possible sentences, admonitory sanctions and safety measures. https://pisrs.si/pregledPredpisa?id=ZAKO5050 - The Criminal Code concerns the severe offences and crimes, in a broad sense and not only related to Traffic, and the possible sentences, admonitory sanctions and safety measures. https://www.policija.si/images/stories/Legislation/pdf/CriminalCode2009.pdf (in English).
Under which conditions will a driver be sanctioned according to the legal penal system (by a judge) rather than by automatically attributing points according to the DPS?	Yes, driving license is revoked, to obtain new one, driver has to take all exams, practical part and test. 6 months period is set in legislation for first revocation of driving license, for second revocation period is 1 year. For details see Article 64 of Drivers Act: https://pisrs.si/pregledPredpisa?id=ZAKO7164
How is it ensured that a driver cannot be punished twice for the same offence through sanctions inside and outside the DPS?	Driver is sanctioned either in minor offences procedure or in criminal procedure. He/she cannot be punished twice for same offence – general rules of criminal law apply.
How many different databases are used to register traffic offences?	Central record is kept by Ministry of Justice (Evidenca kazenskih točk) – see Article 207 of the Minor Offences Act. Traffic minor offences are also recorded in minor offence authority records (Police, Municipal wardens...) for three years.

Question	Slovenia
How are simultaneous offences dealt with (committing two or more offences at the same time)?	In the event of more than one offence being committed at the same time, the fines and the penalty points of the different offences will be summed up.
Organisation	
Is the DPS organised on a national or local level? Are points centralized on a national level?	National
Can you describe the databases that play a role in your DPS?	In Slovenia, different institutions have different databases for traffic violations. The police have one database, the Ministry of Justice and the Ministry of Infrastructure also each have their own. The Ministry of Infrastructure has a register of drivers, which also contains notes on penalties, sanctions and revocation of driving license, data on suspension of driving license, etc.
How are repeat-offenders identified?	The Ministry of Justice is responsible for the offences and points collection and handles the management of the database (called "Record Evidence of the Demerit Points Database") – Evidenca kazenskih točk - see Article 207 of the Minor Offences Act.
Are points assigned to foreign drivers? Is there a database registering DPS for foreign drivers? What are the consequences for them?	Yes, all minor offence perpetrators are sanctioned, domestic and foreign. All penalty points are recorded in central record, kept by the Ministry of Justice (Article 207 of the Minor Offences Act). If foreign driver gets 18 penalty points or exceeds 18 penalty points, he/she is banned from driving in the Republic of Slovenia for one year, but he/she can propose to court deferral of the enforcement of ban from driving in the Republic of Slovenija. Procedure and consequences are the same as for domestic minor offence perpetrators.
Costs and administrative burden	
What are the annual costs of the demerit point system? (If possible by components)	> cost of providers of rehabilitation and educational workshop programs: 329.000 annually > cost of administrative workers: 110.000 eur (gross salary of 4 people) > space renting cost: 10.000 eur Total cost (best estimate): 450.000 eur > other administrative and IT costs: 10.000 eur
How many FTE's are working in the department that organises the system?	4
How much time passes between the commission of the traffic offence and notification of the demerit point (or equivalent) being awarded?	15 days
Communication	

Question	Slovenia
How are drivers informed on the number of penalty points (e.g., e-mail or post letter)?	When reaching 16 points, drivers receive a warning letter. Moreover, citizens can get access to the "Record Evidence of the Demerit Points Database" to obtain the certificate of their own penalty points status.

C.13 Switzerland

Classification of offenses: Switzerland				
	Minor offence	Moderately severe offence	Severe offence	
	<i>A fine, but no consequences for drivers' license</i>	<i>Part of progressive sanctioning system.</i>	<i>Part of criminal procedure</i>	
Speeding inside urban area, excess speed (km/h) after correction	15 km/ or less	16 km/h or more	25 km/h or more	
Speeding outside urban area, excess speed (km/h) after correction	20 km/h or less	21 km/h or more	30 km/h or more	
DUI alcohol, BAC (g/l)		0.25 mg/l or more	0.4 mg/l or more	
DUI drugs			x	
Red light negation	x	x	x	Depending on the risk to other road users
Not giving right of way to motorvehicle		x	x	Depending on the risk to other road users
Not giving right of way to pedestrian	x	x	x	Depending on the risk to other road users
Holding phone while driving	x Holding hand-held mobile phone to the ear while being on the phone	x Using hand held mobile phone in another way		
Not wearing a seatbelt	x			
Not securing child	x	x	x	Depending on the risk to the child
Failure to comply with police order		x	x	depending on the kind of order
Failure to use direction indicator	x			
Incorrect tyres	x			
Driving without valid insurance			x	

Classification of offenses: Switzerland

Unlawful overtaking	x			
Not keeping distance		x	x	Depending on the risk to other road users

Question	Switzerland
Expert	Yvonne Achermann, Swiss Council for Accident Prevention (BFU)
General description	
Do you have a Demerit Point System (DPS)	No
Can you briefly describe your Demerit Point System (DPS)?	The approach applied in Switzerland is not a demerit point system but the so-called "cascade system". This system was introduced on 1 January 2005. In Switzerland, a traffic offence basically entails both criminal and administrative proceedings, whereby the two procedures are largely independent of each other. The type and number of offences committed in road traffic are recorded in two registers (administrative measures and criminal records) and are relevant for the wider legal consequences. The administrative procedure (it includes warnings, suspension of driving license and driver re-education courses) has similarities with a typical penalty point system. The Swiss Road Traffic Act provides for progressively stricter minimum measures for each repeated case. The gradation is based on the current offence and depends on the number and severity of previous offences (within certain time limits) that have led to administrative measures.
When was the system introduced?	NA
Were there any important modifications in the DPS after 2010? Please insert a link to a webpage with the legislation for these modifications.	Vehicle, driver, and licence data were combined in one system in 2019.
Does the DPS deal differently with novice drivers?	Novice drivers have a lower alcohol limit and repeat offenses lead to licence withdrawal and the obligation to retake the exam more quickly than for full licence holders.
Does the DPS deal differently with professional drivers?	Professional drivers have a lower alcohol limit. Apart from that the Swiss law stipulates that the "necessity to drive for professional reasons" is taken into account when determining the penalty.
Assignment of points	
Does the system consist of adding points or subtracting them?	NA
What is the maximal number of points?	NA

Question	Switzerland
Do the lost/attribution points apply immediately to all driving license categories (e.g. license B, C and D)?	Within our cascade system, all categories of driving licences are subject to the same measures).
Are points assigned to road users not driving a motor vehicle (e.g., as a passenger not wearing seatbelts or for infractions as a cyclist)?	No, in the sense that such offences are not registered in the central database for measures (SIAC measure).
Are points assigned to people who don't own a license (e.g. pedestrians, underage cyclists,...)?	No, in the sense that such offences are not registered in the central database for measures (SIAC measure).
What is the lifetime of points?	Measures applied for earlier offenses are kept in the database for 5 to 10 years and can in this period be relevant for the sanctioning of new offenses.
Do points have different lifetimes according to offence severity?	Yes, measures that were applied for (very) severe offences are kept 10 years, those for moderately severe offences 5 years.
Is lifetime adjusted when adding new points?	Yes, in the event of a new offence before the deadline, entries will only be deleted once the deadline for deleting the last measure has expired
Identification of offenders	
Are offences from automatic registration (speed, redlight negation, etc.) included in the point system?	Yes
If so, do drivers need to be identified by the system (e.g., with a picture) to pursue them?	No?
In the case of an offence registered to the licence plate of the vehicle, is the vehicleholder obliged to identify the driver?	Gemäss Art. 7 Abs. 1 OBG wird die Busse der im Fahrzeugausweis eingetragenen Person auferlegt, wenn der Fahrer zum Zeitpunkt der Widerhandlung nicht angehalten wird. Der Halter kann sich entlasten, indem er die Personalien des Lenkers bekannt gibt. In diesem Fall wird das Verfahren gegen diese Person durchgeführt (Art. 7 Abs. 4 OBG). In einem Strafverfahren kann der Fahrzeughalter grundsätzlich zur Nennung des Lenkers verpflichtet sein^H, jedoch bestehen Ausnahmen bezüglich dieser Pflicht, z.B. wenn der Halter sich selbst oder nahestehende Personen belastet (Art. 168 und 169 StPO). So besteht ein Zeugnisverweigerungsrecht für nahe Angehörige (Art. 168 Abs. 1 StPO) und auch das Recht, eine Aussage zu verweigern, wenn dadurch eine strafrechtliche oder zivilrechtliche Verantwortung droht (Art. 169 Abs. 1-2 StPO).
Do you have holder liability and work with licence plate numbers?	Yes

Question	Switzerland
Is holder punished if the driver is not identified?	Im Ordnungsbussenverfahren gibt es die Halterhaftung. Wenn der Halter den Lenker nicht bekannt gibt oder im ordentlichen Strafverfahren nicht glaubhaft darlegt, dass das Fahrzeug gegen Willen benutzt wurde, muss der Halter die Busse bezahlen (Art. 7 Abs. 4 und 5 OBG).
Can identified driver object?	Es kann im Ordnungsbussenverfahren und im ordentlichen Strafverfahren Einspruch erhoben werden.
Role of educational measures	
Can one follow educational courses in order to regain points?	NA
Is this course mandatory or voluntary?	NA
What are the costs for educational measures and are they borne by the offenders?	As a general rule, the costs incurred for participation in the courses—borne directly by the offenders—are designed to offset all related expenditures, including administrative efforts.
Is an evaluation of the educational measure(s) available?	No evaluations of these courses exist, apart from participants' feedback relating to the specific course they attended.
Do you have any educational measures for repeat offenders?	Yes
What types of educational measures for repeat offenders are applied?	General information about educational measures in Switzerland: - Driver education courses for offending drivers according to art. 40ff OAC - Voluntary driving education courses in order to get an earlier reinstatement of the driver's license based on art. 17 RTA - Driving aptitude test according to Art. 28a OAC - Conditional driving license, e.g. in the case of addiction problems: regular medical checks - Requirement of a test drive
Modalities to regain licence	
Standard length of licence withdrawal	
How is the licence reactivated after removal?	That depends on the sentence, which sometimes includes taking exams again. Otherwise, nothing needs to be done. The driving licence will be sent by the authority.
Other consequences?	
Is the information about multiple road traffic offences used for other purposes than withdrawing the driver's licence? For example, do insurance companies use this information to adjust their fees?	No, the Swiss national bureau of insurance or the Swiss national guarantee fund may receive the data necessary to fulfill their public tasks, but this cannot be used to calculate premiums or other requirements to insurances clients.
Are other measures than license suspension possible when the threshold of the DPS has been	Yes, the administrative procedure (which takes re-offending into account) also includes measures like warnings and driver re-

Question	Switzerland
reached (e.g., alcohol interlock, mandatory educational, driver rehabilitation,...)?	education courses. Insurances, however, do not receive data on offenses their clients might have committed.
Legal framework of the DPS	
Is there a legal framework for the DPS?	The approach chosen in Switzerland is not a demerit point system but the so-called "cascade system". This system was introduced on 1 January 2005. In Switzerland, a traffic offence basically entails both criminal and administrative proceedings, whereby the two procedures are largely independent of each other. The type and number of offences committed in road traffic are recorded in two registers (administrative measures and criminal records) and are relevant for the wider legal consequences. The administrative procedure (it includes warnings, suspension of driving license and driver re-education courses) has similarities with a typical penalty point system. The Swiss Road Traffic Act provides for progressively stricter minimum measures for each repeated case. The gradation is based on the current offence and depends on the number and severity of previous offences (within certain time limits) which have led to administrative measures.
Under which conditions will a driver be sanctioned according to the legal penal system (by a judge) rather than by automatically attributing points according to the DPS?	Very light offences are treated fully automatically (and are not subject to taking recidivism into account). All more severe offences are treated by the cantonal authorities. So in the cascade system, taking into account earlier infractions is done manually on a case by case basis.
How is it ensured that a driver cannot be punished twice for the same offence through sanctions inside and outside the DPS?	The SIAC - administrative measures section - contains all measures taken as a result of traffic violations.
How many different databases are used to register traffic offences?	1
How are simultaneous offences dealt with (committing two or more offences at the same time)?	In the event of multiple very light offences committed at the same time, if the sum of the fixed fines exceeds 600 CHF, the case will be handled in a regular criminal proceeding. In case of an offence that could be handled with a fixed fine and one that can't, are combined, both offences are handled in a regular criminal proceeding.
Organisation	
Is the DPS organised on a national or local level? Are points centralized on a national level?	Measures are registered nationally, but the decisions which measures to apply is cantonal responsibility.
Can you describe the databases that play a role in your DPS?	The database used to record traffic violations is called the Traffic Information Authority (SIAC). The SIAC, introduced in January 2019, combines three registries previously managed for more than 30 years: MOFIS (vehicle registration), FABER (driver admission) and ADMAS (administrative measures). The SIAC processes data on traffic

Question	Switzerland
	admission and traffic controls in Switzerland and the Principality of Liechtenstein.
How are repeat-offenders identified?	The SIAC - administrative measures section - contains all measures taken as a result of traffic violations. The SIAC - driving licence section - contains measures that are being implemented (e.g. withdrawal of licence). It therefore allows the police to identify a person who is driving despite a withdrawal. In the SIAC - administrative measures section - entries are deleted within ten years after the expiry or lifting of a measure, such as a licence withdrawal. The data are automatically deleted after this period has expired. Exception: in the event of a new offence before the deadline, entries will only be deleted once the deadline for deleting the last measure has expired
Are points assigned to foreign drivers? Is there a database registering DPS for foreign drivers? What are the consequences for them?	The database of measures that have been administered also contains information on a ban on using a foreign drivers licence.
How are drivers informed on the number of penalty points (e.g., e-mail or post letter)?	In our cascade system, the measure is communicated to the offender by post letter. Every driver has the right to request an extract from the SIAC - administrative measures section.
Do drivers understand the system?	Drivers are generally aware that licence suspensions become longer in the case of repeated offences. However, the details of the cascading system are likely not widely known among the general public.
How is the system publicly received?	The system is generally well accepted.

C.14 United Kingdom

Classification of offenses: UK			
	Minor offence	Moderately severe offence	Severe offence
	<i>A fine, but no consequences for drivers' license</i>	<i>Part of progressive sanctioning system.</i>	<i>Part of criminal procedure</i>
Speeding inside urban area, excess speed (km/h) after correction	10 kph or less	>10kph to 30 kph	>30 KPH +
Speeding outside urban area, excess speed (km/h) after correction	10 kph or less	>10kph to 30 kph	>30 KPH +
DUI alcohol, BAC (g/l)			x
DUI drugs			x
Red light negation	x		

Not giving right of way to motorvehicle	x	
Not giving right of way to pedestrian	x	
Holding phone while driving		x
Not wearing a seatbelt		x
Not securing child		x
Failure to comply with police order		x
Failure to use direction indicator	x	
Incorrect tyres		x
Driving without valid insurance		x
Unlawful overtaking	x	
Not keeping distance	x	

Question	United Kingdom
Expert	Matt Thompson, National ANPR and Targeting Manager, Driver & Vehicle Standards Agency
General description	
Do you have a Demerit Point System (DPS)	Yes
Can you briefly describe your Demerit Point System (DPS)?	The United Kingdom has a penalty point system with a maximum of 12 points. Each violation has a specific code which is registered in the individual file on each driver stored in a central database (the Driver Validation Service). This database is easy to access and update. Each entry comes with penalty points and financial penalties with fixed or variable amounts. Penalty points remain in the driver's file for 3 years, entries even longer. When the limit of 12 points is reached, the driver is banned from driving for 6 months, imposed by a court decision. Every speed violations (from 1 km/h on) enter the offender's individual file and are penalized with points. Similarly, all drunk driving offences are recorded in the central database and sanctioned at least with penalty points and a fine.
When was the system introduced?	1972
Were there any important modifications in the DPS after 2010? Please insert a link to a webpage with the legislation for these modifications.	
Does the DPS deal differently with novice drivers?	Yes, novice drivers who achieve 6 penalty points within the first 2 years of driving (rather than 12 points in three years), face an automatic 12 month ban and are required to retake mandatory driving examination before the license is returned.
Does the DPS deal differently with professional drivers?	When a commercial driver reaches the 9-point limit (rather than 12-point) a driver conduct hearing will be organized by a Traffic

Question	United Kingdom
	Commissioner and based on the outcome the driver could be banned already for commercial driving, but not for private driving.
Assignment of points	
Does the system consist of adding points or subtracting them?	Adding
What is the maximal number of points?	12
Do the lost/attribution points apply immediately to all driving license categories (e.g. license B, C and D) ?	Yes
Are points assigned to road users not driving a motor vehicle (e.g., as a passenger not wearing seat-belts or for infractions as a cyclist)?	No
Are points assigned to people who don't own a license (e.g. pedestrians, underage cyclists,...)?	Yes if driving without licence a dummy record can be created and points added. ?
What is the lifetime of points?	3 years (although the entry remains visible for 4 years)
Do points have different lifetimes according to offence severity?	No
Is lifetime adjusted when adding new points?	No
Identification of offenders	
Are offences from automatic registration (speed, redlight negation, etc.) included in the point system?	Yes
If so, do drivers need to be identified by the system (e.g., with a picture) to pursue them?	No
In the case of an offence registered to the licence plate of the vehicle, is the vehicleholder obliged to identify the driver?	Yes
Do you have holder liability and work with licence plate numbers?	Yes
Is holder punished if the driver is not identified?	Yes is they fail to disclose who was driving?
Can identified driver object?	Yes and challenge in court ?
If there is an objection procedure, who bears the costs?	
Comment identification of driver	Yes

Question	United Kingdom
Role of educational measures	
Can one follow educational courses in order to regain points?	No
Is this course mandatory or voluntary?	NA
Are educational measures used in your DPS?	Yes, there is a broad range of educational measures some of which can help to prevent getting points for an offense (speed awareness course) and others can reduce the driving ban. Generally, offering a course depends on the decision of the police or the court and participation is voluntary. The reduction of points or penalties depends on full attendance and cooperation during the course, but there is no formal assessment.
Do you have any educational measures for repeat offenders?	No, some courses are only offered if it was the first offense (DUI and speeding). For the other courses it is only specified that they cannot be offered more than once in three years.
Are educational measures tailored to the type of offence?	Yes, there is a broad range of courses, tailored to specific offenses: DUI rehabilitation: possibility to reduce driving ban. 16 h, costs 250 LB; Speeding awareness course: possibility to prevent penalty points, 3-4 h, usually theory only, 80-100 LB. Additionally there are courses for drivers in collisions accused of careless driving, motorcyclists with excess speed or careless riding, drivers who were unattentive or used their phone while driving, drivers who had been tailgating or conducted careless manoeuvres, drivers who would not wear their seatbelts, etc., etc...).
Modalities to regain licence	
Standard length of licence withdrawal	6-12 months
How is the licence reactivated after removal?	Novice drivers always have to retake the driving exams. For fully licenced drivers, this is decided by the court.
Other consequences?	
Is the information about multiple road traffic offences used for other purposes than withdrawing the driver's licence? For example, do insurance companies use this information to adjust their fees?	Yes
Are other measures than license suspension possible when the threshold of the DPS has been reached (e.g., alcohol interlock, mandatory educational, driver rehabilitation,...)?	In addition to the penalties imposed by a court, the cost of insurance is likely to rise considerably following conviction for a serious driving offence. This is because insurance companies consider such drivers are more likely to be involved in a collision.
Legal framework of the DPS	
Is there a legal framework for the DPS?	Penalties are recorded against an individual's unique drivers record which is held on a central database named The Driver Validation Service (DVS). This database is maintained on behalf of

Question	United Kingdom
	The Department for Transport by Driver and Vehicle Licensing Agency (DVLA). Offences are recorded on a central database and then presented to the driver. Each endorsement carries predefined penalty points. By court decision these can be altered (aggravation). Multiple offences committed at the same time will result in adding up the allocated penalty points. Once the 12 points threshold is reached (within 3 years) the matter is referred to court where the driving ban is determined. Based on the level of offending, serious nature of the offence(s) or the experience of the driver the court would determine the length of disqualification, financial penalty imposed and any custodial (imprisonment) required. They also the requirements to regain the license.
Under which conditions will a driver be sanctioned according to the legal penal system (by a judge) rather than by automatically attributing points according to the DPS?	The police can decide not to attribute points for certain infractions (e.g., if a driver improvement course is followed). Drivers who reach the criterion of 12 points will always be referred to a judge, who then decides about the consequences.
How many different databases are used to register traffic offences?	1
How are simultaneous offences dealt with (committing two or more offences at the same time)?	If a combination of minor offence is found during one event, then they are all totaled up.
Organisation	
Is the DPS organised on a national or local level? Are points centralized on a national level?	The registration of points is organized nationally. Once 12 points are reached the case is referred to a local court that decides about the consequences.
Can you describe the databases that play a role in your DPS?	All driving related offences are recorded against the unique drivers record maintained centrally on the Driver Validation System (DVS) by DVLA. This central database feeds other databases such as the Police National Computer (PNC) and the Police National Data base (PND).
How are repeat-offenders identified?	Once the 12 points threshold in the DVS is reached (within 3 years) the matter is referred to court where the driving ban is determined. Some more serious offences would automatically be referred for court at the first event.
Costs and administrative burden	
How much time passes between the commission of the traffic offence and notification of the demerit point (or equivalent) being awarded?	14-18 days (6 months before offences become statutory time barred)
Communication	
How are drivers informed on the number of penalty points (e.g., e-mail or post letter)?	The driver has the ability to share that information with anyone who he sees fit or is requested by (for example employer or

Question	United Kingdom
	insurance company) -> This means the drivers have access to their information in the DVS?
Do drivers understand the system?	Well understood
How is the system publicly received?	In place for 30+ years - part of justice system

C.15 France

Question	France
Expert	No input was received from France. All information is based on Vias 2022a, 2022b.
General description	
Do you have a Demerit Point System (DPS)	Yes
Can you briefly describe your Demerit Point System (DPS)?	The driving licence's validity is based on a demeritpoints system where points can be deducted or recovered. The maximum number of points is 12. After the driving licence is obtained, new drivers start with an allocation of 6 points for three years after passing their test, two years if they've followed an anticipated driving apprenticeship (AAC). If they do not commit driving offences, they obtain 2 points after the 1st, 2nd, 3rd year (or 3 points after the 1st and 2nd year if AAC).
When was the system introduced?	1992
Does the DPS deal differently with novice drivers?	Yes, beginners licence has a limit of 6 instead of 12 points.
Does the DPS deal differently with professional drivers?	No
Assignment of points	
Does the system consist of adding points or subtracting them?	Subtracting
Do the lost/attribution points apply immediately to all driving license categories (e.g. license B, C and D) ?	Yes, a point can be deducted for every vehicles whose driving is authorized by the licence of the concerned holder.
Are points assigned to road users not driving a motor vehicle (e.g., as a passenger not wearing seat-belts or for infractions as a cyclist)?	No points can be deducted for an offence committed by a moped driver, a cyclist or a pedestrian.
Are points assigned to people who don't own a license (e.g. pedestrians, underage cyclists,...)?	No

Question	France
What is the lifetime of points?	When no further offences (even slight ones) are committed, this varies between 6 months and 3 years, depending on the severity of the infraction. After 10 years points are deleted even if other offences have been committed.
Do points have different lifetimes according to offence severity?	Yes
Is lifetime adjusted when adding new points?	Yes
Identification of offenders	
Are offences from automatic registration (speed, redlight negation, etc.) included in the point system?	Yes
If so, do drivers need to be identified by the system (e.g., with a picture) to pursue them?	No
In the case of an offence registered to the licence plate of the vehicle, is the vehicleholder obliged to identify the driver?	Yes
Do you have holder liability and work with licence plate numbers?	No
Is holder punished if the driver is not identified?	Yes
Can identified driver object?	Yes
Comment identification of driver	The rule that the vehicle owner had to identify the driver was introduced mainly for the case of company cars. Objection can be filed first outside the court and later in court if objection is granted.
Role of educational measures	
Can one follow educational courses in order to regain points?	Yes, once a year drivers can follow a sensibilisation course (2 days) and "earn" 4 points.
Is this course mandatory or voluntary?	Voluntary
Are educational measures used in your DPS?	Driver improvement courses can be followed voluntarily to earn back points. Moreover, to regain their licence drivers have to pass medical and psychological exams, as well as repass their driving examination.
Modalities to regain licence	
Standard length of licence withdrawal	
How is the licence reactivated after removal?	- a driver can only apply for a new license after a 6-month suspension period (or a 1 years suspension period if the license has

Question	France
	already been invalidated in the last 5 years) - the driver has to pass a medical examination - the driver has to pass a psychological examination - the driver has to repass the theoretical driving examination
Legal framework of the DPS	
Is there a legal framework for the DPS?	The penal sanction. The French demerit point system is an administrative system that functions besides the existing legal system. Even in cases where a driver is judged in court for legal recidivism, the administrative point counting system continues to work in parallel, making it possible for a driver to lose his license twice, both within the legal system and because of being left without any points on his license.
Under which conditions will a driver be sanctioned according to the legal penal system (by a judge) rather than by automatically attributing points according to the DPS?	The French demerit point system is an administrative system that functions besides the existing legal system. Even in cases where a driver is judged in court for legal recidivism, the administrative point counting system continues to work in parallel, making it possible for a driver to lose his license twice, both within the legal system and because of being left without any points on his license.
How is it ensured that a driver cannot be punished twice for the same offence through sanctions inside and outside the DPS?	I have read that in 1998 the European Court judged that the French Demerit Point system violates the ne bis in idem principal (not punishing the same offence twice; Malige vs. Frankrijk (ECHR, 23 september 1998, Case 68/1997, Reports 1998-VII). What has been changed since then?
How are simultaneous offences dealt with (committing two or more offences at the same time)?	For simultaneous offences committed at the same time, a special rule is applied, limiting the maximum number of points that can be subtracted for one event to eight. However, infractions committed at different moments on the same day, are counted separately.

C.16 Romania

Question	Romania
Expert	No input was received from Romania. All information is based on Vias 2022a, 2022b.
General description	
Do you have a Demerit Point System (DPS)	Yes
Can you briefly describe your Demerit Point System (DPS)?	It includes ca. 15 offences that are regarded as severe, but not severe enough to lead to immediate license withdrawal. Each offence leads to 1 point. The first offence or point is only recorded, the second offence within 2 years leads to an educational measure, the 3rd offence within 3 years leads to license withdrawal of minimum 3 months.

Question	Romania
	The “lifetime” of the 1st point is extended from 2 to 3 years if a second offence is recorded within 2 years.
When was the system introduced?	2002
Assignment of points	
Does the system consist of adding points or subtracting them?	Adding
Do the lost/attribution points apply immediately to all driving license categories (e.g. license B, C and D) ?	No
Are points assigned to road users not driving a motor vehicle (e.g., as a passenger not wearing seat-belts or for infractions as a cyclist)?	No
Are points assigned to people who don't own a license (e.g. pedestrians, underage cyclists,...)?	No
What is the lifetime of points?	2 years (3 if another offence is committed)
Do points have different lifetimes according to offence severity?	No
Is lifetime adjusted when adding new points?	Yes
Identification of offenders	
In the case of an offence registered to the licence plate of the vehicle, is the vehicleholder obliged to identify the driver?	Yes
Can identified driver object?	Yes
Modalities to regain licence	
Standard length of licence withdrawal	Minimum 3 months
How is the licence reactivated after removal?	Pass driving test, both theoretical and practical.
Organisation	
Is the DPS organised on a national or local level? Are points centralized on a national level?	National

C.17 Sweden

Question	Sweden
Expert	No input from Sweden was received. All information is based on Vias 2022a and 2022b.
General description	
Do you have a Demerit Point System (DPS)	No
Can you briefly describe your Demerit Point System (DPS)?	No not in the way many other countries have it, but repeated offences may affect the penalties
Identification of offenders	
Are offences from automatic registration (speed, redlight negation, etc.) included in the point system?	Yes
If so, do drivers need to be identified by the system (e.g., with a picture) to pursue them?	Yes
In the case of an offence registered to the licence plate of the vehicle, is the vehicleholder obliged to identify the driver?	No
Do you have holder liability and work with licence plate numbers?	No
Is holder punished if the driver is not identified?	Yes
Can identified driver object?	Respondent is not sure, but probably yes
Do you have any educational measures for repeat offenders?	No
What types of educational measures for repeat offenders are applied?	No mandatory educational measures after offences.
Are educational measures tailored to the type of offence?	NA
Modalities to regain licence	
Standard length of licence withdrawal	
How is the licence reactivated after removal?	It depends on the type of crime, the severity of the crime and for how long the driving license is withdrawn.

Bijlage D Voor- en nadelen progressieve sancties

De tabel op de volgende pagina geeft de voor- en nadelen van verschillende vormen van progressieve sancties in Nederland.

Voor- en nadelen van progressieve sancties in Nederland

SWOV heeft onderzoek gedaan naar de mogelijkheden voor een puntenrijbewijs in Nederland.¹ Bij zo'n systeem loopt het aantal strafpunten van een bestuurder op bij elke verkeersovertreding die wordt geconstateerd. Onderstaande matrix geeft de voor- en nadelen van verschillende vormen van progressieve sancties in Nederland.



EFFECTIVITEIT



JURIDISCHE HAALBAARHEID



UITVOERBAARHEID



ACCEPTATIE

Toelichting

Maatregel / Systeemelement	
TYPE SYSTEEM	
	Puntenrijbewijs - op basis van staandehoudingen
	Puntenrijbewijs - op basis van staandehoudingen & automatisch geregistreerde feiten
	Oplopende boetes bij recidive (Mulderfeiten)
	Verzekeringspremie op basis van overtredingen
ROL EDUCATIEVE MAATREGELEN	
	Cursussen om punten te reduceren
	Monitoring & feedback via app/telematica

★★★★☆
Lage subjectieve pakkans maakt het systeem ongelooftwaardig. Te weinig bestuurders zouden überhaupt met het systeem in aanraking komen.

★★★★☆
Door automatische registraties ligt de subjectieve pakkans hoog. Dit is de belangrijkste voorwaarde voor een afschrikkend effect.

★★★☆☆
Effect bij veelplegers onduidelijk omdat deze nu al ongevoelig voor boetekosten blijken te zijn.

★★★★☆
Veelbelovend omdat verzekeringen in combinatie met een hogere premie gedragsmaatregelen op kunnen leggen.

★★★★☆
Weinig evidentie voor effectiviteit van cursussen. Kan ook contraproductief zijn.

★★★★☆
Effectieve gedragsbeïnvloeding zolang de maatregel in werking is. Weinig evidentie voor blijvend effect.

★★★★★
Systeem is juridisch vergelijkbaar met beginnersrijbewijs en dus haalbaar.

★★★☆☆
Zonder aanpassing van de Wet Mulder is de opname van automatisch geregistreerde boetes niet mogelijk.

★★★☆☆
Niet met het basisprincipe van de Wet Mulder te verenigen.

★★★☆☆
Niet met het basisprincipe van de Wet Mulder te verenigen.

★★★★★
Juridisch haalbaar.

★★★★☆
Toepassing binnen een puntenrijbewijs is juridisch haalbaar. Toepassing bij automatische registraties op kentekenniveau gaat tegen 'de geest' van de Wet Mulder in.

★★★★☆
Er zijn verschillende uitvoeringsproblemen bij het beginnersrijbewijs die voor een schaalvergoting geadresseerd zouden moeten worden.

★★★☆☆
Vanwege de registratie op kenteken vereist een opname van automatisch geregistreerde boetes grote procedurele aanpassingen. Ook wordt er een toename aan bezwaren gevreesd.

★★★☆☆
Geen identificatie van overtreder vereist, desondanks procedureel ingrijpend. Ook wordt er een toename aan bezwaren gevreesd.

★★★☆☆
Automatische beschikbaarstelling overtredingsinformatie: uitvoerings- en privacybezwaren. Informatie zelf aan te leveren door verzekerde evt. mogelijk. Wel wordt er een toename aan bezwaren gevreesd.

★★★★☆
Theoretische eisen (aantal sessies over een langere periode) leiden tot hoge kosten en administratieve lasten.

★★★☆☆
Er is nog relatief weinig ervaring met de toepassing van dit soort maatregelen.

★★★★☆
Een rijbewijsschorsing wordt vaak als rechtvaardiger ervaren dan hoge boetes, omdat het iedereen in gelijke mate treft, ongeacht inkomen.

★★★★☆
Een rijbewijsschorsing wordt vaak als rechtvaardiger ervaren dan hoge boetes, omdat het iedereen in gelijke mate treft, ongeacht inkomen.

★★★★☆
Bij een enkele boete minder betalen en bij meerdere overtredingen juist meer, kent waarschijnlijk een goede acceptatie, ook al zijn er zorgen over sociale ongelijkheid.

★★★★☆
Een aanpassing van de verzekeringspremie aan het ongevalsrisico kent waarschijnlijk een goede acceptatie, ook al zijn er zorgen over sociale ongelijkheid.

★★★★☆
Cursussen (mits vrijwillig) worden door deelnemers geapprecieerd. Hoge kosten kunnen tot sociale ongelijkheid leiden.

★★★★☆
Zou goed kunnen werken in samenwerking met verzekeringen als compensatie voor premieverhoging.

Zeer beperkt bereik; alleen effectief bij zeer hoge handhavingsintensiteit op de weg.

Nodig voor schaalgrootte en afschrikking; niet met Wet Mulder te verenigen; zorg over toename aan bezwaren.

Geen identificatie vereist, maar tegen 'de geest' van de Wet Mulder; matig effectief bij veelplegers.

Ook tegen 'de geest' van de Wet Mulder; stuit op AVG-beperkingen; vereist investeringen bij verzekeringen.

Effect beperkt; acceptatie bij deelnemers is hoog, maar introduceert element van sociale ongelijkheid.

Veelbelovend, maar nog beperkt toegepast; zou goed kunnen werken als compensatie voor premieverhoging.

Disclaimer

- Het aantal sterren is ingeschat en beargumenteerd door de auteur op basis van het bestudeerde materiaal; de score is niet bepaald op basis van een kwantitatieve methode.
- Horizontale richting – De verschillende scores van een maatregel op de verschillende criteria zijn onderling niet te vergelijken; ook een optelling is niet zinvol.
- Verticale richting – Een systeem met drie sterren op een bepaald criterium (bijvoorbeeld effectiviteit) scoort beter op dat criterium (is bijvoorbeeld effectiever) dan een systeem met twee sterren.

1) Martensen, H. (2025). Een puntenrijbewijs in Nederland? Voor- en nadelen van progressieve sanctioneringssystemen. R-2025-11. SWOV, Den Haag.

Ongevallen voorkomen Letsel beperken Levens redden

SWOV

Instituut voor Wetenschappelijk Onderzoek Verkeersveiligheid

Henri Faasdreef 312

2492 JP Den Haag

070 – 317 33 33

info@swov.nl

www.swov.nl

 [@swov_nl](https://twitter.com/swov_nl) / @swov

 [linkedin.com/company/swov](https://www.linkedin.com/company/swov)