



ROAD SAFETY ANNUAL REPORT 2019

SPAIN

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Spain recorded 1 806 road fatalities in 2018 – a 1.3% decrease on 2017's figures. This marks the first decrease since 2013 breaking a run of four consecutive years of increasing annual road fatalities. The mortality rate is 3.9 traffic deaths per 100 000 persons. The main objective of the Spanish Road Safety Strategy is to reduce, by 2020, the rate of road fatalities to under 3.7 per 100 000 inhabitants. In 2019; several new measures are in discussion, including a new regulation to reduce general speed limits on urban roads from the current 50 km/h speed limit.

Trends

Spain registered an overall **decrease in the number of road deaths in 2018**. According to the latest available data, 1 806 persons lost their lives in traffic crashes in Spain in 2018. This represents a 1.3% decline on 2017. In 2017, 1 830 road deaths were reported - a 1.1% increase on 2016.

The **longer-term trend for road deaths** in Spain has shown significant progress. Between 2000 and 2018, the number of annual road fatalities fell by 69%. The greatest reductions were achieved in the 2000-13 period when annual road fatalities dropped by 71%. Since 2013, the trend for road deaths has changed tack and increased by 8%.

The number of **traffic deaths per 100 000 inhabitants** in Spain has fallen by 73% between 2000 and 2018. In 2018, 3.9 traffic deaths per 100 000 inhabitants were recorded compared to 14.4 in 2000. By way of comparison, the average in the European Union is 4.9 deaths per 100 000 inhabitants in 2018.

Spain recorded **0.5 road fatalities per 10 000 registered vehicles** in 2018. This represents a decrease of 78% compared to the year 2000, when the rate of deaths to registered vehicles stood at 2.2.

Country Profile

Population in 2018: 46.7 million

GDP per capita in 2018: 30 567 USD

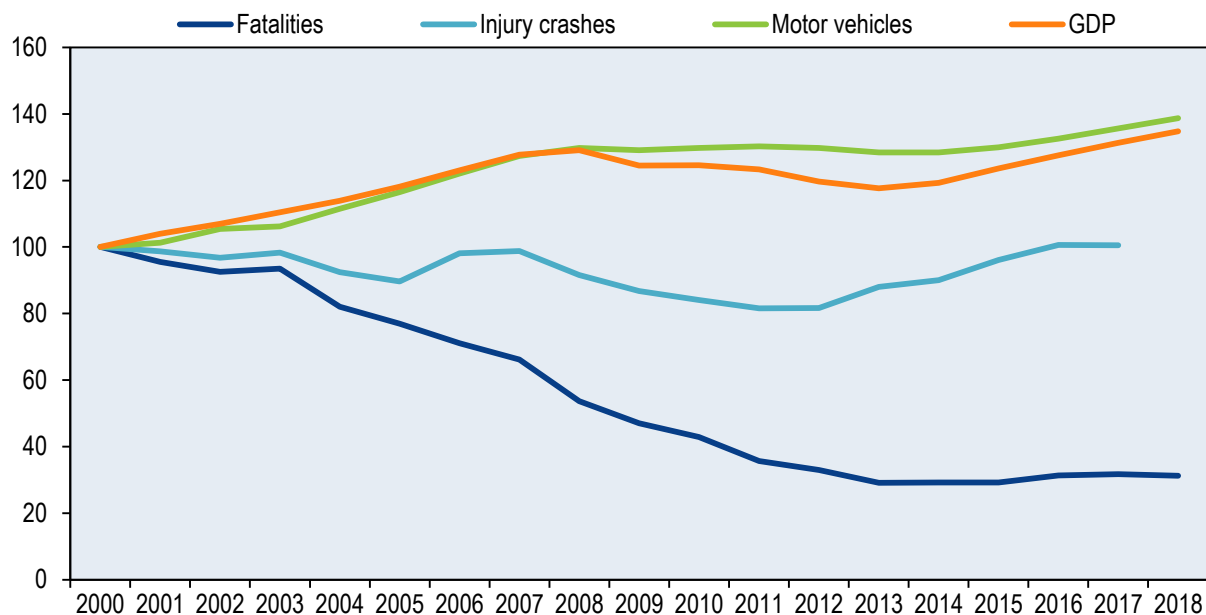
Cost of road crashes: 1% of GDP (2017)

Registered motor vehicles in 2018: 35.7 million (cars 68%; goods vehicles 15%; motorised two-wheelers 15%)

Speed limits: 50 km/h on urban roads; 90 km/h on rural roads; 120 km/h on motorways

Limits on Blood Alcohol Content: 0.5 g/l for general drivers; 0.3 g/l for professional drivers and novice drivers

Figure 1. Road safety, vehicle stock and GDP trends
Index 2000 = 100



The picture for **fatalities by road user groups** shows that passenger car occupants continue to be the group most affected by road crashes. In 2018, passenger car occupants accounted for the largest share of road deaths with 41% of the total. They were followed by pedestrians (21%), motorcyclists (20%), mopeds (3%) and cyclists (3%).

The largest increase in 2018 was registered among pedestrians, who suffered 35 more deaths (+10%) compared to 2017. They were followed by moped riders with 13 more deaths (+26.5%). Motorcyclist road deaths remained static; the same number of road fatalities (359) was recorded in 2018 as in 2017. Cyclists suffered 20 fewer fatalities (-25.6%), while passenger car occupants counted 67 fewer fatalities (-8.4%) in 2018.

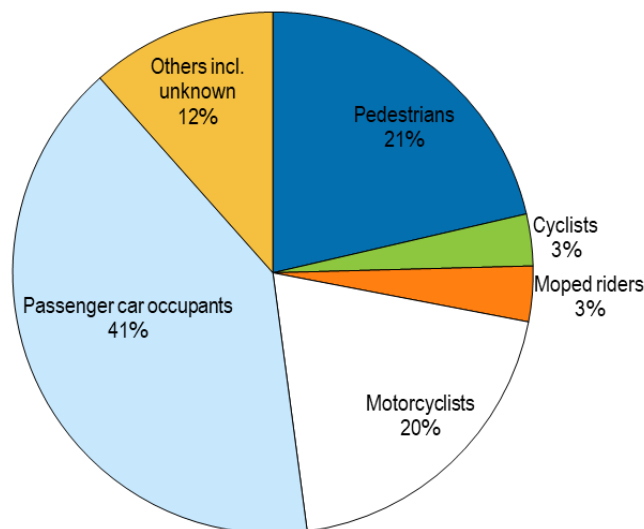
The long-term trend shows that traffic in Spain has become safer for all road user groups. The strongest decline was registered among moped riders, who saw 87% fewer fatalities in 2018 than in 2000, which needs to be analysed in light of the declining popularity of this transport mode. Passenger car occupants and pedestrians both saw the number of annual road fatalities more than cut in half during this time, while cyclists saw 31% fewer fatalities than in 2000.

More recently, since 2010 the number of car occupants killed decreased by a greater degree than for other user groups. While the overall number of road deaths decreased by 27%, road deaths decreased by 39% for car occupants, but only by 13% for cyclists and by 7% for motorcyclists.

Motorcyclists benefitted the least from road safety improvements over the past two decades. Motorcycle fatalities fell only 8% since 2000. The relatively minor improvement

in total motorcycle fatalities can be attributed, in part, to the sizable increase of the motorcycle fleet in Spain. From 2000 to 2018, Spanish motorcycle registrations increased by 140%, more than doubling from 1.4 million units to 3.5 million. During the same period, the number of registered mopeds decreased by 20% from 2.4 million to 1.9 million highlighting the fact that users tend to choose more powerful engine. This is partly explained by the modification in the General Regulations on Drivers in 2004 which allowed owners of a car driving licence with 3 years of experience to drive motorcycles up to 125 cc.

Figure 2. Road fatalities by road user group in percentage of total, 2018



Road deaths by age group in 2018 showed some changes compared to 2017. The number of road deaths decreased substantially among youth under 20 years of age with reductions ranging from 10%-30% among the groups in this age range. The number of fatal casualties increased by 21.1% for 21-24 year olds (20 more deaths) and by 13.6% for people between 65 and 74 years of age (26 more deaths).

Looking at the longer-term trend, since 2000, the number of road deaths decreased for all groups. The strongest improvements over this period occurred among people under 25 years of age, for whom every relevant age category registered reductions of 82% or greater. Senior citizens registered lesser results, however. People over 75 years of age saw the number of annual road fatalities fall by 21% over this time.

More recently, since 2010, these significant safety improvements are reflected in the numbers for Spanish youth. The younger generation experienced fatality reductions far below the average drop of 27%, while there was very little improvement for their older compatriots. This strong performance among young people is a result of the decreased number of registered drivers under 25 years of age in 2018 compared to 2010. In 2018, Spain counted 31% fewer registered drivers under 25 years old and 9% more drivers with 25 years of age or older than in 2009.

Despite recent improvements, young people continue to form the age group at highest risk in traffic, with a mortality rate much above the average. 21-24 year olds suffer traffic fatalities at a rate of 6.3 per 100 000 persons on Spanish roads. 18-20 year olds bear a mortality rate of 5.1 per 100 000.

Elderly people above 75 are at equally high risk in traffic; the oldest citizens perish in traffic at a rate of 6.3 per 100 000 persons. Those above 75 are especially vulnerable as pedestrians in traffic. In 2018, 48% of road traffic victims in this age group were pedestrians.

Figure 3. Road fatality rates by age group, 2000-2018
Deaths per 100 000 population in a given age group

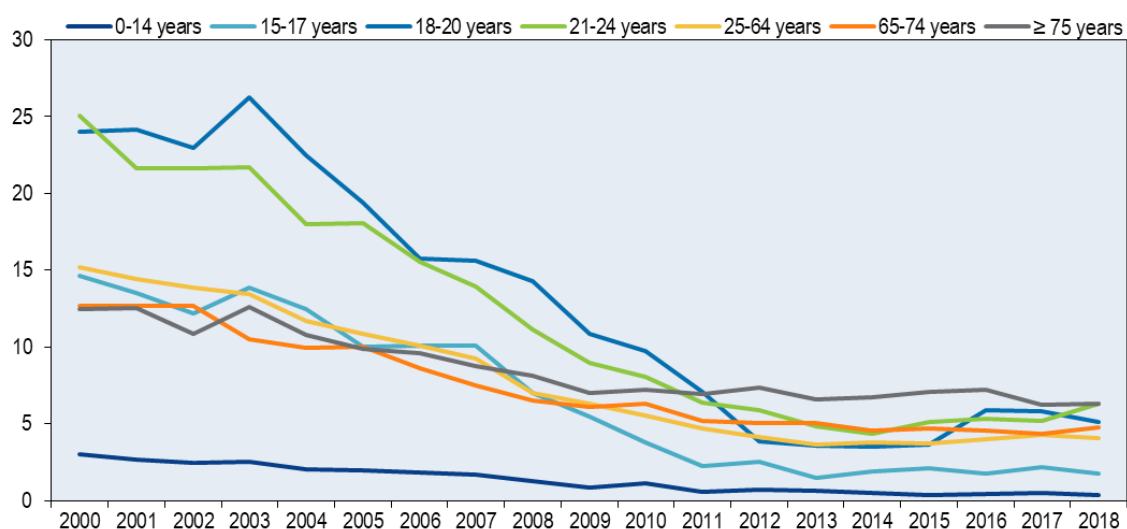
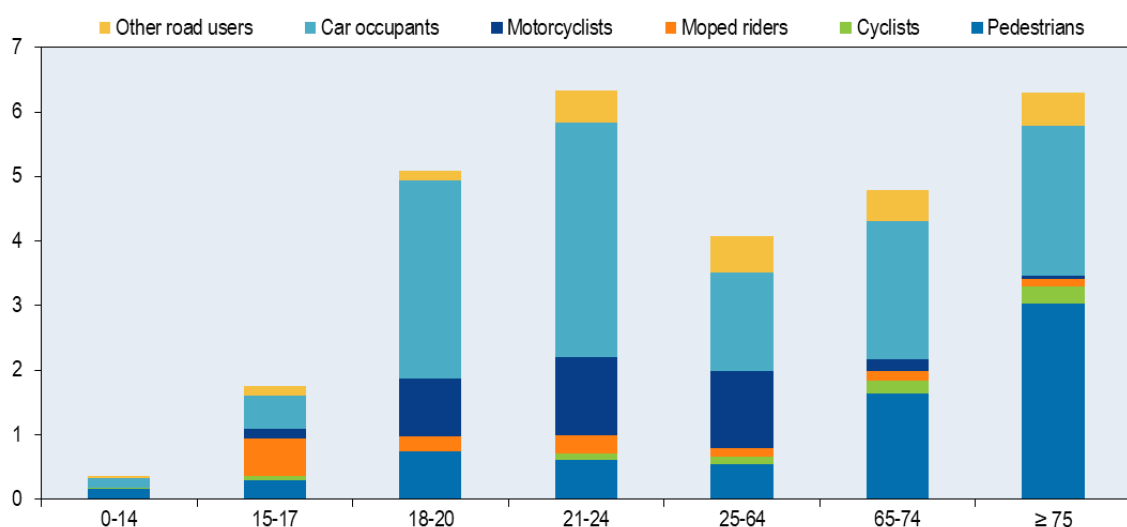


Figure 4. Road fatality rate by age and road user group, 2018
Fatalities per 100 000 population



Analysis of **fatalities by road type** shows that the rural road network continues to claim the most victims. In 2018, 68% of deaths occurred on rural roads, 27% on urban roads and 5% on motorways. This repartition has remained relatively stable in recent years.

In 2018, in comparison to 2017, all road types saw slight decreases in the number of road deaths. Rural roads claimed one fewer fatal casualty; urban roads were the setting for 3.9% fewer deaths, and motorways recorded 3.5% fewer deaths.

Since 2000, fatalities in rural areas decreased by 72%, on urban roads by 54% and 77% on motorways. More recently, since 2010 fatality reduction was the strongest on rural roads.

Figure 5. Road fatalities by road type

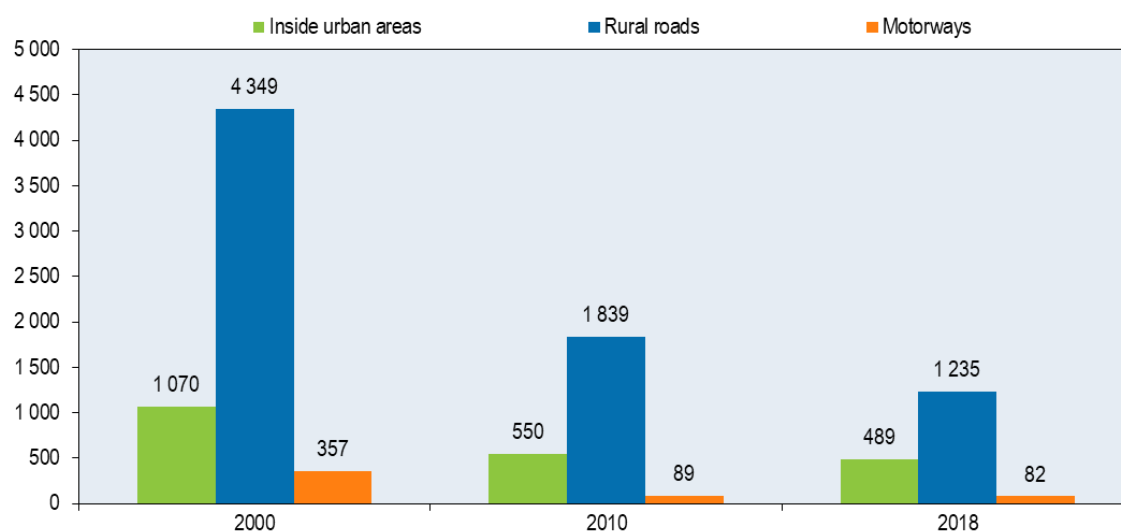
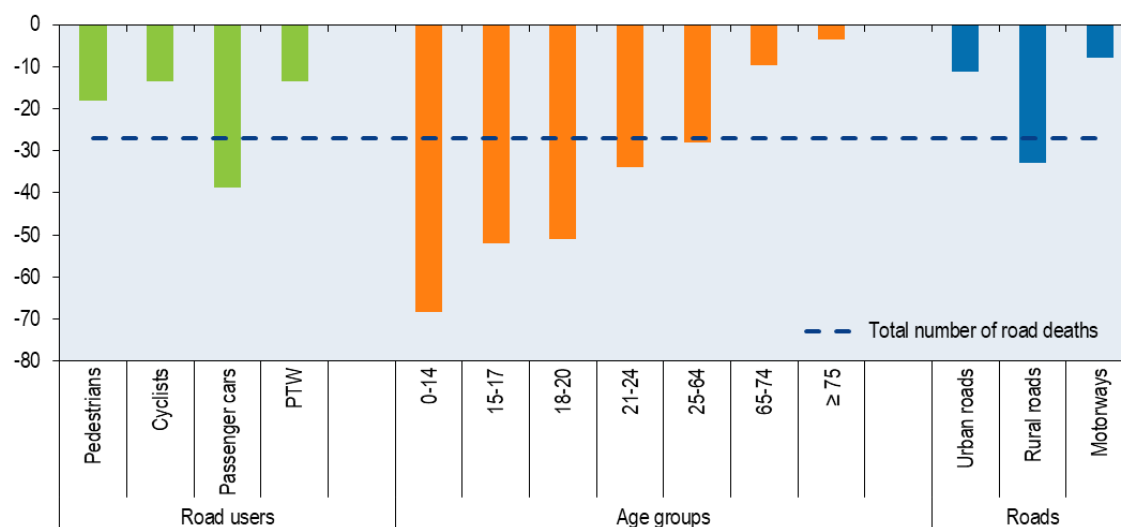


Figure 6. Evolution of road deaths by user category, age group and road type, 2010-2018



Fatality data are essential to understand road safety issues but hardly sufficient. Information on **serious injuries from crashes** is also critically important. Yet injury data are much more difficult to obtain, validate and - where available - compare. Since 2011, Spain has reported the number of MAIS-injured persons based on hospital data. In 2018, 8 935 people were hospitalised as a result of a road traffic incident.

Economic costs of road crashes

Traffic crashes represent a significant cost for society, estimated at around EUR 5.8 billion (i.e. 0.5% of GDP) according to police-reported data. However, when the health system data are included, economic costs rise to EUR 10.7 billion (i.e. 1% of GDP). These estimates do not include property damage and administrative costs.

Costs are based on the calculation of a monetary value of statistical life based on a willingness-to-pay approach. A value of a statistical life of EUR 1.5 million (2017 prices) is used to compute the social costs of fatal road crashes in Spain. The same value is used to assess the benefits of road safety measures and for the economic evaluation of Spanish transport policies.

Table 1. Costs of road crashes, 2017

	Unit cost [EUR]	Total based on police reported data [EUR]	Total when health data are included [EUR]
Fatalities	1.5 million	2.75 billion	2.75 billion
Hospitalised persons	234 862	2.24 billion	4.82 billion
Slight injuries	6 542	0.85 billion	3.12 billion
Total		5.84 billion	10.69 billion
Total as % of GDP		0.5%	1.0%

Source: DGT (2011a), DGT (2011b).

Behaviour

The behaviour of road users is an important determinant of a country's road safety performance. **Inappropriate speed**, in particular, is one of the main causes of road crashes. In 2018, inappropriate speed was reported as a contributing factor in 9% of injury crashes and 22% of fatal crashes. On non-urban roads, inappropriate speed was a contributing factor in 19% of injury crashes and 26% of fatal crashes. In 2017, 62% of traffic offences reported by the General Traffic Directorate (DGT) were speed-related.

The table below summarises the main speed limits in Spain.

Table 2. Passenger car speed limits by road type, 2019

	General speed limit
Urban roads	50 km/h
Rural roads	90 km/h
Motorways	120 km/h

In Spain, the blood alcohol content (BAC) limit is 0.5 g/l for general drivers and 0.3 g/l for novice and professional drivers.

In 2016, the DGT established a collaborative agreement with the National Institute of Toxicology (INTCF) and the Institutes of Legal Medicine and Forensic Sciences (IML) in Murcia and Galicia in order to link the National Register for Road Traffic Accident Victims (RNVAT) database with the INTCF and the IML databases, which contain the results of the alcohol and drug tests conducted on the samples taken from killed drivers.

In 2018, on interurban roads, 76% of drivers involved in injury crashes and 70% of killed drivers were **tested for alcohol** with 23% of killed drivers testing positive. On urban roads, 14% of drivers involved in injury crashes and 60% of killed drivers were tested for alcohol, with 28% of killed drivers testing positive.

In relation to **illegal drug consumption**, 69% of killed drivers on interurban roads were administered drug tests with 17% of killed drivers testing positive. On urban roads, 60% of killed drivers were tested with 27% testing positive.

Distraction is a concurrent factor in 26% of injury crashes and 32% of fatal crashes. It is a more prevalent issue outside urban areas (35% of fatal crashes). Factors that may affect attention are the use of mobile phones, radios, DVDs, witnessing a previous crash, looking at the environment, absent-mindedness, and sudden illness or indisposition.

Since 2002, the use of hand-held mobile phones while driving is forbidden. Only hands-free phones are permitted. As of 1 July 2006, driving while using hand-held mobile phones, a GPS or other communication devices entails the loss of three points from the driving licence.

Seat belt use has been compulsory in front seats outside urban areas since 1974 and in front seats inside urban areas and rear seats since 1992. In 2018, 23% of car and van fatalities aged 12 and over were not wearing seat belts on interurban roads. This figure jumps to 20 out of the 76 fatalities on urban roads. As for hospitalised people, 10% of them were not wearing their seat belt on interurban roads and 19% on urban roads.

Children with a height of less than 135 cm must be seated on rear seats and use a dedicated child restraint system (CRS). In 2018, none of the 10 children (under 12) killed in road traffic as car occupants were not using a CRS or seat belt.

Helmet use is compulsory for riders of all motorised two-wheelers. The helmet wearing rate is nearly 100%. Nevertheless, in 2018 4% of killed and 1% of hospitalised

motorcyclists on interurban roads were not wearing a helmet. On urban roads, 11% of those killed and 7% of hospitalised motorcyclists were not wearing a helmet.

Road safety management and strategies

There are several **factors of influence on Spain's road safety performance** as captured by the above indicators. Road fatalities in Spain peaked in 1989 with 9 344 deaths. They reached their lowest level in 2013 with 1 680 deaths. Since 2013, the number of deaths increased each year until 2017, with an overall increase of 9%, probably explained by the increase in traffic volumes (measured in millions of vehicle-kilometres travelled) in the period, among other factors. In 2018, finally, the number of fatalities started to fall again by a modest 1.3%.

In the past 15 years, improvements have been introduced in all elements of the road traffic system. Safety performance indicators related to drivers' behaviour show that the incidence of speeding, drink driving and non-wearing of seat belts has been significantly reduced. This is probably related to improvements in education and training, increased enforcement, the penalty point system and the reform of the Crime Code.

The length of motorways and dual carriageways increased from 4 693 kilometres in 1990 to 15 523 kilometres in 2017. It is estimated that the fatality risk per unit exposure on these types of roads is about 28% of the corresponding value for rural roads. There have also been improvements in the system of traffic management, with the generalisation of traffic cameras, vehicle detectors and variable message signs. This has contributed not only to improvements in safety but also to reductions in congestion and travel times.

As for the vehicle fleet, important actions in the field of roadworthiness inspections and renewal schemes have been implemented.

Responsibility for the organisation of road safety in Spain lies with the Directorate-General for Traffic (DGT), which belongs to the Ministry of the Interior. The core responsibilities of the DGT are at a national level on all interurban roads, except for the Basque Country, Catalonia and part of Navarre. Key missions of the DGT include:

- issuing and renewing driving licences and vehicle authorisations, regulating and licencing private driving schools, and supervising the Roadworthiness Inspection System;
- registering vehicles, drivers and traffic offences;
- controlling traffic and enforcing traffic law on all interurban roads;
- managing the Traffic Division of the Civil Guard (the police body in charge of traffic control and traffic law enforcement), with around 10 000 officers;
- centralising road traffic statistics and co-ordinating crash investigations;

- developing road safety strategies, plans and policies, in coordination with other relevant ministries or public bodies;
- supervising driving information and road safety education campaigns.

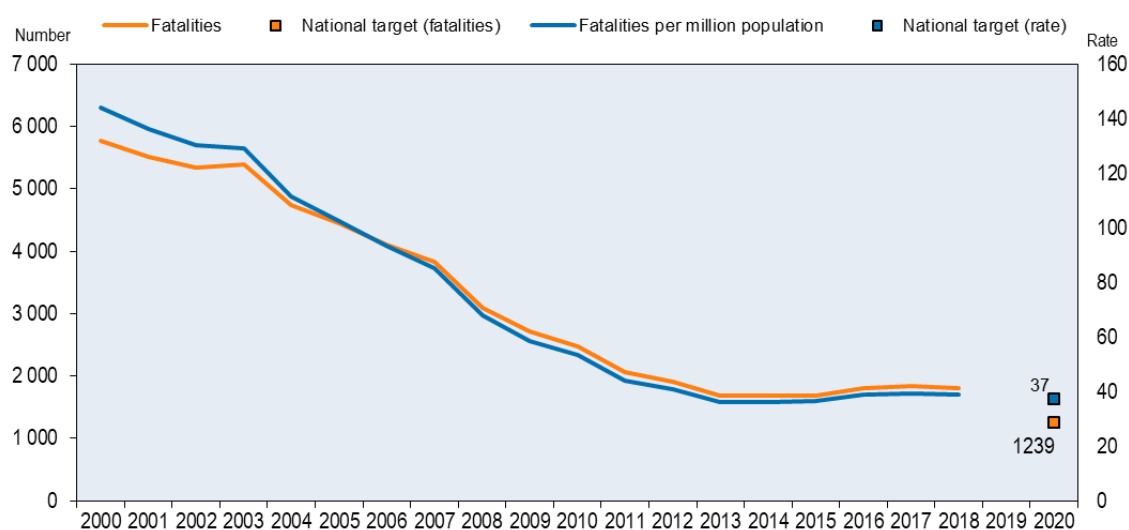
The Spanish **Road Safety Plan** 2011-20 was adopted by the Council of Ministers on 25 February 2011. A new strategy 2021-2030 is under development.

The main objective of the Spanish Road Safety Strategy is to reduce the rate of road fatalities to below 37 per million inhabitants by 2020. This target is aligned with the European objective of halving the number of people killed by 2020. A mid-term review of the strategy was conducted at the end of 2014. This review included an evaluation of the measures taken in the first half of the decade and a proposal for revised targets. The results of the review indicated that 5 out of 13 objectives of the strategy had already been fulfilled by the end of 2014, 4 objectives showed a positive trend and 4 others were difficult to accomplish, thus recommending the implementation of new measures. Also, 2 objectives were difficult to measure annually (less than 1% positive tests for alcohol in random preventive tests, 50% reduction in the percentage of light vehicles which exceed the speed limit by more than 20 km/h), suggesting a revision of them.

In the framework of the Road Safety Strategy, a number of indicators and targets were adopted. They are being monitored annually.

Table 3. Targets and performance indicators of the 2011-20 road safety plan

Indicators	Reference figures in 2009	Figures in 2018	Target figures 2020
Reach a fatality rate of 37 deaths per million inhabitants	59	39	<37
Reduce by 35% the number of serious injuries	13 923	8 935	9 050
No child (<12) killed without a child restraint system	12	0	0
25% fewer drivers between the ages of 18 and 24 killed or seriously injured at weekends	730	310	548
10% fewer drivers killed above the age of 64	203	206	183
30% fewer deaths due to being run over	459	378	321
1 million additional cyclists without an increase in the mortality rate	1.2 cyclists killed/1 million population	1.2 cyclists killed/1 million population	1.2 cyclists killed/1 million population
Zero deaths in cars in urban areas	101	69	0
20% fewer deaths and serious injuries among motorcyclists	3 473	3 041	2 778
30% fewer deaths due to having come off a single carriageway	520	254	364
30% fewer deaths while commuting	170	n.a	119
Less than 1% positive tests for alcohol in random preventive tests	6.7%	n.a	<1%
50% reduction in the percentage of light vehicles which exceed the speed limit by more than 20 km/h	12.3% (motorways) 6.9% (dual carriageways) 15.8% (single carriageway limit 90 km/h) 16.4% (single carriageway limit 100 km/h)	n.a	6.2% (motorways) 3.5% (dual carriageways) 7.9% (single carriageway limit 90 km/h) 8.2% (single carriageway limit 100 km/h)

Figure 7. Trends in road fatalities towards national target

Measures

Road users

- Since early 2019, DGT is working on a new set of measures linked to the regulation of speed limits on urban roads. A new regulation has been proposed to reduce general speed limits on urban roads from the current 50 km/h speed limit, depending on street characteristics:
 - 20 km/h on curb-less streets with a single level surface that extends for the full width of the street;
 - 30 km/h on single-lane two-way streets;
 - 50 km/h on two-way streets with two or more lanes each way.

Given that lanes specifically reserved for certain users or public transport are not counted, authorities can increase speed in single-lane two-way streets up to 50 km/h, in exceptional circumstances.

- Since early 2019, DGT is working on a new set of measures linked to the regulation of personal mobility vehicles. Electric scooters with a speed between 6 and 25 km/h may be considered a vehicle, called a “personal mobility vehicle”. DGT has proposed to define them as “plug-in electric vehicle with one or more wheels designed to transport one person with a speed between 6-25 km/h.” Driving on the sidewalk or rural roads is forbidden for these vehicles.
- Since early 2019, DGT is working on a new set of measures linked to the regulation of the penalty point system, including several modifications. For example, using a mobile phone while driving will involve the loss of 6 points, compared to the current deduction of 3 points. In addition, failing to wear a seat belt, helmet or proper usage of a child restraint system will involve the loss of 4 points, an increase on the current penalty of 3 points. Moreover, the contents of the courses that drivers must take to regain points are being redefined too.
- Since early 2019, DGT is working on a new set of measures linked to the regulation of driver training, introducing 8 hours of mandatory theory training to obtain a driving license in line with other European countries.
- In 2018, more than 5.5 million alcohol tests and 135 000 drug tests were carried out.
- In December 2018, the General Regulations on Traffic was modified to reduce the general speed limit in all rural roads from 100 km/h to 90 km/h, coming into effect in January 2019.

- In March 2018, the new comprehensive patrol surveillance model of motorcycles was introduced. Traffic agents can now use a police motorcycle equipped with a portable breathalyser, portable drug reader and light laser LIDAR speed detection device.
- In March 2018, a Decalogue of Child Road Safety was approved, consisting of a set of essential measures around safely accommodating children in vehicles with the objective that no child should die or suffer serious injuries when traveling as a vehicle occupant.
- In collaboration with the Traffic Division of the Civil Guard on interurban roads and local police forces, week-long targeted campaigns are implemented to address pressing road safety issues in urban areas. In 2017, campaigns included: school transport; trucks and vans; use of seat belts, child restraint systems and helmets; motorcycles; speed control; rural roads; consumption of alcohol and other drugs; vehicle conditions and distractions.
- In August 2017, the preparation of a Strategic Air Resource Plan incorporating the use of light aircrafts and drones was begun. The Plan's main objective is the more effective regulation and control of traffic, and it is expected to result in significant road safety improvements.
- Since 2017, work is underway to study the reform of the penalty point system and the Law on Traffic, Circulation of vehicles and Road Safety.
- Awareness campaigns to address distracted driving have been implemented. The goal of these campaigns is to raise public awareness that distraction is a primary contributor to road crashes, and thus render mobile phone use while driving a social taboo. Testimonies of road crash victims are disseminated to highlight the consequences of distraction at the wheel.

Infrastructure

- DGT is cooperating with road authorities on the implementation of low-cost road safety countermeasures on rural 1+1 roads, such as:
 - reinforcement of safety in overtaking areas with high crash records;
 - smart junctions: in order to improve safety at the most dangerous junctions on rural roads dynamic signalling systems warning of the presence of vehicles will be installed;
 - new methodology for determining black spots: the goal is improving the identification and methodology of analysis of black spots in order to reduce serious crashes in the identified sections;

- new criteria for the location and management of speed cameras: the objective is to ensure the correct location and management of speed cameras in those sections with a high crash rate or other dangerous conditions;
- signalling of new safe cyclist routes: the objective is to facilitate and protect the traffic of cyclists through rural roads and reduce the crash rate of this vulnerable group;
- longitudinal rumble stripes: their installation aims to avoid run off and head-on crashes.

Vehicle safety

- In July 2018, the use of blue lights by fire-fighting, emergency care, and civil protection vehicles was approved. Heretofore, the blue light was restricted exclusively to police vehicles with yellow lights mandated for other vehicles.

Definition, methodology, data collection

- Road fatality: a person who died immediately or within 30 days of a crash.
- Seriously injured: any injured person hospitalised for more than 24 hours as a result of a road crash.
- Slightly injured: any injured person who was not hospitalised for more than 24 hours as a result of a road crash.
- MAIS3+ injured person: any person with road crash injuries for which the score on the Maximum Abbreviated Injury Scale is 3 or more.

In Spain, there are several sources of information for traffic injury data. The police collect detailed information and data on the circumstances of the crashes using a dedicated form. Traffic police monitor the condition of those injured for 24 hours after the crash to classify the person as killed, seriously injured or slightly injured.

From 1993 to 2010, the procedure for estimating the number of people killed within 30 days among those initially recorded as seriously injured was based on adjusting the number statistically, after monitoring a representative sample of seriously injured people for 30 days. From 2011 onward, the number of fatalities has been determined by linking the register of crashes reported by the police and the national death register, which includes the total number of deaths registered throughout the national territory.

Since 2011, Spain has reported the number of MAIS injured persons based on hospital data. The methodology has recently been revised in the framework of the work that European Member States are conducting with the aim of having harmonised data in the CARE database. Now, the search for specific traumatic injury codes is performed not only among main diagnoses but among the 14 diagnoses that may be recorded for each

patient. As a result, whereas the overall number of crash-related inpatients has barely altered, the number of identified MAIS3+ cases has increased by 23%.

Resources

Websites

General Traffic Directorate: <http://www.dgt.es/es/>

References

DGT (2011a), *El valor monetario de una vida estadística en España*, <https://www.mscbs.gob.es/profesionales/saludPublica/prevPromocion/Lesiones/JornadaDeCenitAccionSeguridadVial/docs/InformeVVEJorgeMartinez.pdf>

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Road safety and traffic data

	1990	2000	2010	2017	2018	2018 % change over			
						2017	2010	2000	1990
Reported safety data									
Fatalities	9 032	5 776	2 478	1 830	1 806	-1.3%	-27.1%	-68.7%	-80.0%
Injury crashes	101 507	101 729	85 503	102 233
Injured persons hospitalised	..	27 764	11 995	9 546	8 935	-6.4%	-25.5%	-67.8%	..
Deaths per 100,000 population	23.3	14.4	5.3	3.9	3.9	-1.6%	-27.4%	-73.2%	-83.4%
Deaths per 10,000 registered vehicles	5.1	2.2	0.7	0.5	0.5	-3.5%	-31.8%	-77.5%	-90.1%
Fatalities by road user									
Pedestrians	1 542	898	471	351	386	10.0%	-18.0%	-57.0%	-75.0%
Cyclists	160	84	67	78	58	-25.6%	-13.4%	-31.0%	-63.8%
Moped riders	683	474	100	49	62	26.5%	-38.0%	-86.9%	-90.9%
Motorcyclists	792	392	386	359	359	0.0%	-7.0%	-8.4%	-54.7%
Passenger car occupants	5 034	3 289	1 197	799	732	-8.4%	-38.8%	-77.7%	-85.5%
Other road users	823	639	257	194	209	7.7%	-18.7%	-67.3%	-74.6%
Fatalities by age group									
0-14 years	399	181	79	35	25	-28.6%	-68.4%	-86.2%	-93.7%
15-17 years	417	223	50	29	24	-17.2%	-52.0%	-89.2%	-94.2%
18-20 years	902	422	139	76	68	-10.5%	-51.1%	-83.9%	-92.5%
21-24 years	1 266	661	174	95	115	21.1%	-33.9%	-82.6%	-90.9%
25-64 years	4 759	3 267	1 489	1 119	1 070	-4.4%	-28.1%	-67.2%	-77.5%
65-74 years	..	488	240	191	217	13.6%	-9.6%	-55.5%	..
≥ 75 years	..	355	289	274	279	1.8%	-3.5%	-21.4%	..
Fatalities by road type									
Urban roads	1 576	1 070	550	509	489	-3.9%	-11.1%	-54.3%	-69.0%
Rural roads	6 916	4 349	1 839	1 236	1 235	-0.1%	-32.8%	-71.6%	-82.1%
Motorways	541	357	89	85	82	-3.5%	-7.9%	-77.0%	-84.8%
Traffic data									
Registered vehicles (thousands)	17 615	25 715	33 375	34 891	35 663	2.2%	6.9%	38.7%	102.5%
Registered vehicles per 1,000 population	453.7	642.1	717.9	749.9	764.4	1.9%	6.5%	19.0%	68.5%