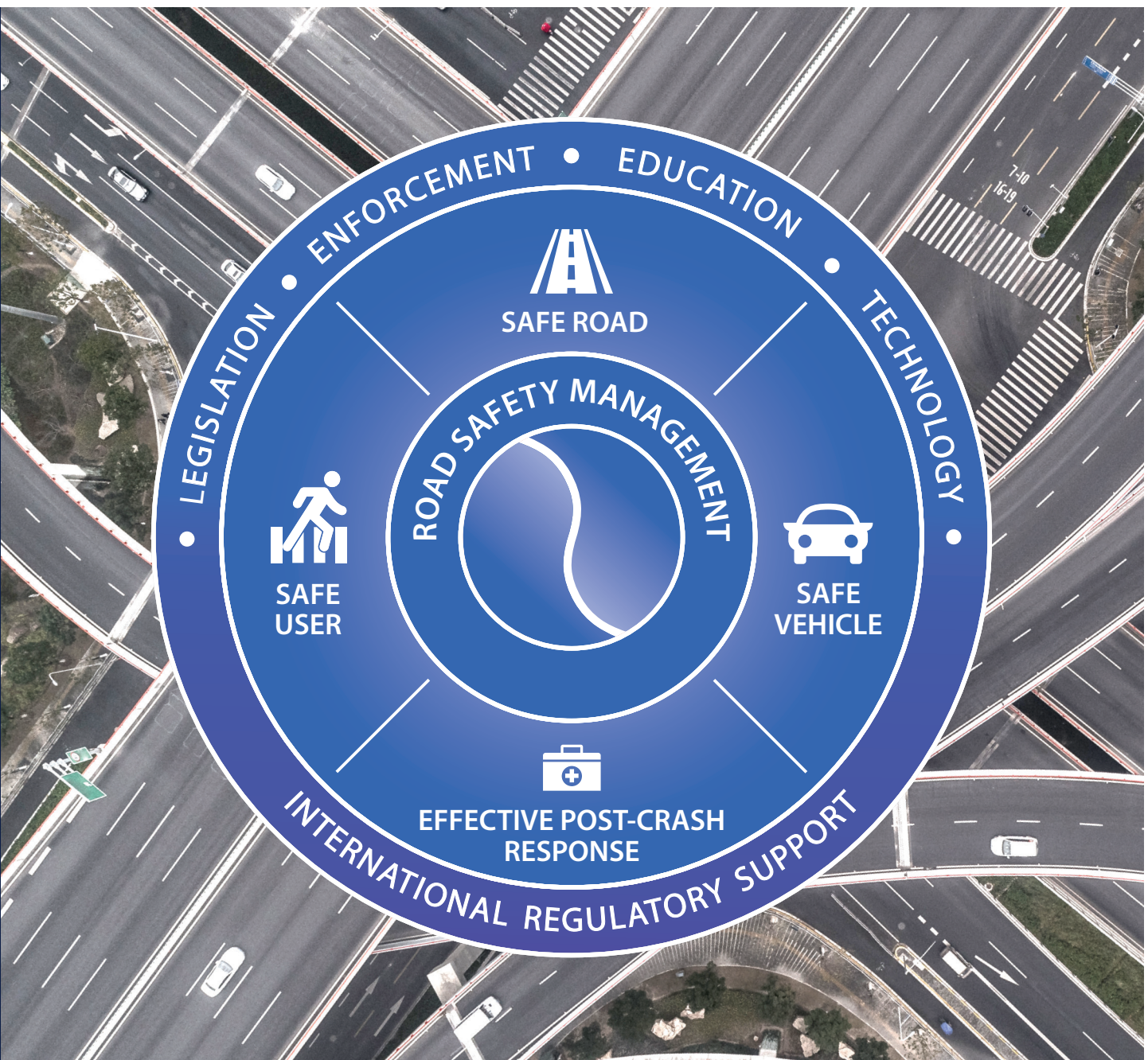


ITC Recommendations for Enhancing National Road Safety Systems



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On 1 April 2020, the Inland Transport Committee (ITC) of the United Nations Economic Commission for Europe (UNECE) formally recommended to all countries and international organizations the ITC Recommendations for Enhancing National Road Safety Systems ("ITC Recommendations"), prepared by the Sustainable Transport Division and adopted at its eighty-second session (ECE/TRANS/2020/9), after extensive discussions at UNECE/ITC working party and expert levels.

The ITC Recommendations give a comprehensive picture of national road safety systems that interconnect the five pillars for road safety (management, safe user, safe vehicle, safe road and effective post-crash response) with key action areas (legislation, enforcement, education, technology) and international support. Possible actions, ideal responsible authority, national coordination, international support and application of relevant UN road safety related legal instruments for each pillar are specified in the ITC Recommendations.



Member States need effective systems for road safety to prevent accidents, protect people in accidents if prevention fails, rescue people after accidents, and learn from the accidents. The foundational principle of the system concept is that all the elements of the system – pillars and areas – should be in place and function in an integrated way. They are interconnected and support each other, thus covering the safe system approach that is integrated in the ITC Recommendations. This integrated approach allows for improving

one or more elements but always within the big picture of the system and for promoting systemic long-term solutions. It also offers a tool for prioritizing interventions in a systematic way. International regulatory support at the international level - through the adoption and implementation of the United Nations Road Safety Conventions – is critical to ensuring harmonized national solutions for a common international system.

The ITC Recommendations are derived from the experiences of good performing countries in road safety and the relative success of maritime transport and civil aviation in their safety management in comparison with the global efforts for improving road safety¹. Based on these experiences, the ITC Recommendations depict a comprehensive picture of road safety systems.

The ITC Recommendations aim to draw the attention of the road safety community to the concept of the system and the use of the concept in the efforts for improving road safety in countries during the new Decade of Action for Road Safety 2021-2030 and the implementation of its Global Plan of Action, which includes the ITC Recommendations in its annexes. They can be used to identify gaps in the road safety system and to prioritize effective improvement measures in a coordinated and integrated manner. They can also be used as a reference for verifying the contribution of efforts for road safety to the entire systems.

¹For a more in-depth coverage, see "A Foundational Safety System concept to make roads safer in the Decade 2021-2030" (UNECE, 2020).

Background

The Inland Transport Committee (ITC), at its eighty-first annual session, adopted the ITC Strategy until 2030 (ECE/TRANS/288, paras. 15 (a)) and expressed its concern for the limited progress globally in meeting the Sustainable Development Goal targets on road safety and those of the United Nations Decade of Action for Road Safety (ibid, para. 64).

Due to the continuing growth of road traffic deaths to 1.35 million annually over the past two decades, the top priority for the Committee and the secretariat in the years to come will be to help improve the road safety situation globally. To be successful as a body comparable to IMO and ICAO as envisaged in the Strategy, enhanced implementation of the legal instruments on road safety at national level will be needed that requires a clear concept on national road safety system based on the international legal instruments.

From the experiences of the ECE member States and maritime/air transport, the United Nations Road Safety Fund, with the assistance of the secretariat, adopted in November 2018 its Global Framework Plan of Action for Road Safety on the basis of the concept of the national road safety system with international regulatory support as mostly done through the United Nations legal instruments under the Committee's purview. The ITC Strategy also indicated its support to such a safe-system approach.

This progress has provided an opportunity for the ITC to **build a missing link between the international and national levels**, and help countries, in particular new contracting parties, to further implement the legal instruments. To bridge this gap, in line with the ITC Strategy and the Committee's decisions in February 2019, the secretariat, **in consultation with the Bureau and** with comments by the Bureau, Working Parties and Administrative Committees, prepared the draft **ITC Recommendations for Enhancing National Road Safety Systems (ECE/TRANS/2020/9)**, that were **considered and adopted by ITC at its eighty-second session**, as a direct contribution, through the implementation of the ITC Strategy, to the promotion of sustainable transport and mobility and, thus, to the 2030 Agenda for Sustainable Development, taking into consideration the outcomes of the third Global Ministerial Conference on Road Safety (Stockholm, Sweden, 19–20 February 2020).

I. Overview

1. A comprehensive and efficient national road safety system building on the international regulatory framework, good practice and experience consists of five pillars. They are:

- (a) Road safety management (or the bridging pillar);
- (b) Safe user;
- (c) Safe vehicle;
- (d) Safe road;
- (e) Effective post-crash response.

2. In the road safety management pillar, action may focus on target setting, vertical and horizontal management as well as monitoring. Further action under this pillar can focus on coordination with other efforts linked to ensuring high-quality living conditions and mobility of the population covered through land use planning policies and mobility policies. While the work across the pillars and areas will be done by specific bodies, coordination of their work through road safety management may be enhanced by setting up the lead agency/agencies for road safety or designating a ministry to coordinate road safety, or it may be ensured by the national government.

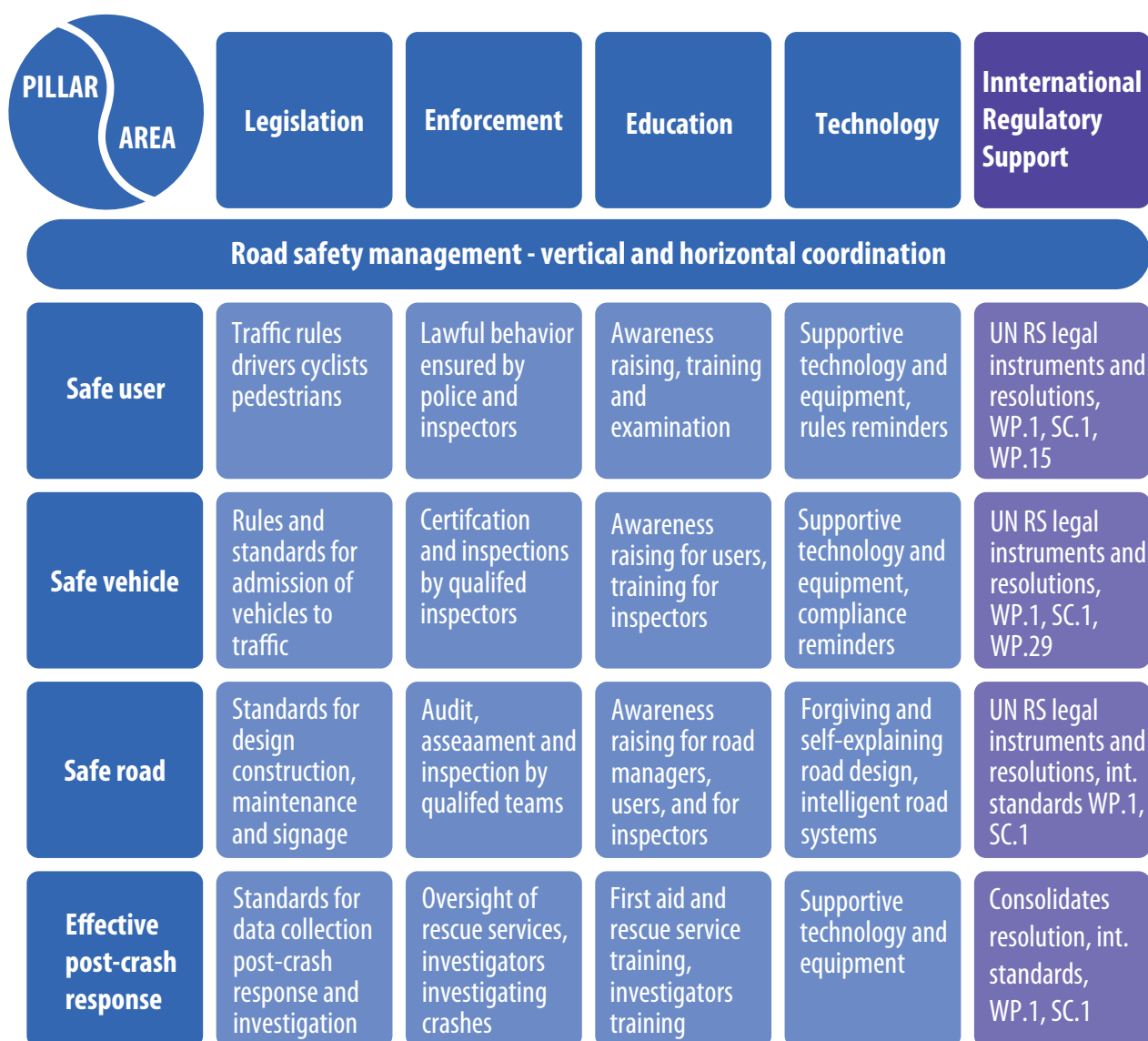
3. In the other pillars, action needs to focus on the following areas:

- (a) Legislation – to have a clear basis for enhancing road safety as well as to designate responsible agencies for implementation, enforcement, education and monitoring;
- (b) Enforcement (including inspection and audits as appropriate) – to make sure that rules, regulations and standards are observed and/or implemented;
- (c) Education – to make sure that rules and regulations are known and so can be applied;
- (d) Technology – to complement and strengthen other areas to increase the system's effectiveness;

(e) International Regulatory Support – to provide international legal framework and institutional platforms to support the work in other areas.

4. The compilation of all actions across the areas and pillars formulates the Recommendations from UNECE Inland Transport Committee, whose aim is to serve any country in establishing or enhancing and sustaining its national road safety system (Figure). The order of the pillars, in particular, of safe user, safe vehicle and safe road pillars does not suggest any particular preference of one pillar over another. Following the safe system, these pillars are equally important and function together to achieving roads safety. However, work in none of the pillars should be neglected as this would compromise creation of a sound holistic national road safety system. At the same time, countries may prioritize at the start national action in the pillar where taking action would bring about the highest road safety impact for them.

Figure: Overview of national road safety system



II. Relationship to the Road Safety Five Pillars and the 12 Global Voluntary Performance Targets

5. The recommendations build on the Global Plan for the Decade of Action for Road Safety 2011–2020 by using five pillars for road safety as the essential blocks for creating a national road safety system. These pillars are integrated in a comprehensive and sustainable system complemented and assisted by international coordination.

6. The recommendations are to serve as a benchmark for establishing or completing national road safety systems. In this way, the current recommendations offer more specific actions. It also incorporates any action that is necessary to attain the 12 road safety global voluntary performance targets². To this end, chapter III (below) also highlights which set of recommended actions are helpful for attaining a specific target.

7. Moreover, to the advantage of the recommendations, actions are detailed in four interconnected but separate areas such as legislation, enforcement, education and technology for each of the four pillars. These areas are separate, since typically other national actors are in charge of action in these areas. At the same time, they are interconnected, as action in one area can be impossible or do not lead to an expected result if no action in another area under the same pillar was implemented.

- Example 1: Conducting a roadside check would not be effective if traffic rules were not established and put in force to be checked against and when there was no effective penalty system in place that could be used against the offenders.
- Example 2: Putting in force requirements for periodic vehicle inspection would not be effective if specific actors (vehicle inspection centres) would not be established to conduct such inspections.

8. The classification of action in the recommendations is thus meant to show a full spectrum of interconnected actions that should be undertaken by different actors in a coordinated way to improve safety of users, vehicles, roads and make the post-crash response more effective. This is also meant to encourage a joint effective work of various actors at a country level.

9. In addition, the recommendations detail the availability (per pillar) of specific United Nations conventions/agreements and resolutions forming the international regulatory framework serving as basis to the establishment of national road safety systems.

10. The recommendations can thus be seen as a desired development from the Global Plan for the Decade of Action, suggesting specific actions across pillars and areas, which by their inherent interconnected characteristics foster the establishment of sound national road safety systems and should deliver effective road safety outcomes.

III. Possible Actions for Establishing, Enhancing and/or Sustaining a National Road Safety System

11. Detailed actions across areas and pillars, as provided in this section, can effectively be used by countries that meet basic initial conditions. Such require that an overall system of governance is in place shaped by legal and institutional frameworks that can be further enhanced to establish or complete comprehensive and sustainable national road safety systems.

A. Road Safety management

1. Management action

12. This area comprises the following actions:

- (a) Set road safety targets (fatality reduction, accident reduction, serious injury reduction) linked to the implementation of National Action;
- (b) Ensure vertical and horizontal coordination between action taken by designated authorities across road safety pillars and areas;
- (c) Ensure coordination with other country priorities and policies especially with land use planning and mobility policies;

²These targets can be consulted at: http://www.who.int/violence_injury_prevention/road_traffic/Report-of-the-meeting-of-member-states-Annex.pdf?ua=1



(d) Review performance based on the monitoring of action and make adjustment to interim targets and to National Action.

13. This work can be done by the lead agency/agencies or a ministry designated to coordinate road safety. It can further include assistance in ensuring sufficient funding for ministries and related agencies implementing specific road safety actions.

14. The establishment of the national action, and linking it with national time-bound targets, will allow countries to attain Target 1 of the road safety global voluntary performance targets: By 2020, all countries establish a comprehensive multisectoral national road safety action plan with time-bound targets.

2. Monitoring action

15. This area comprises the following actions:

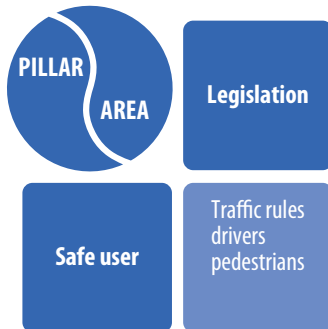
(a) Maintain common road safety database or integrate databases maintained by appropriate designated authorities for specific road safety action. A common database may be maintained by the lead agency/agencies, if established;

(b) Calculate and share indicators linked to actions of National Action, among them, such indicators as:

- Annual number of road side checks and other checks
- Annual number of citation for offending traffic rules (by infringement: speed, non-use of helmet, non-use of child restraint, non-use of safety belt, excessive use of alcohol/psychoactive substances, use of mobile phone while driving, blocking public spaces, etc.)
- Annual number of issued driving permits
- Annual number of driver exams
- Annual number of withdrawn driver permits (by infringement)
- Number of registered vehicles
- Annual number of periodic technical inspection
- Annual number of withdrawn registration certificates
- Proportion of vehicles in circulation meeting required technical standards
- Proportion of new or imported (used) vehicles meeting required technical standards
- Proportion of vehicles in circulation that have successfully passed periodical technical inspections
- Annual number of licenses issued/withdrawn to/from inspection centres
- Length of the roads by category
- Annual change in the length of the road
- Annual number of road audits and inspections
- Proportions of road kilometers audited or inspected
- Length or proportion of roads that passed inspection (meet the required technical standard)
- Annual number of licenses issued/withdrawn to/from audit/inspection bodies
- Annual changes to budgets of road safety authorities
- Annual average post-crash response time
- Proportion of Multidisciplinary Crash Investigations (MDCI) to all crash investigations
- Annual number of outreach and awareness-raising activities (by topic)
- Number of training activities for vehicle inspectors, road auditors and inspectors, professional emergency services

B. Safe User

1. Legislation



16. This area focused on the traffic rules, drivers of vehicles (including cyclists) and pedestrians should comprise the following action:

- (a) Put in place a comprehensive system of signs, signals and instructions to be observed on the road;
- (b) Adopt strict rules for drivers and specific rules for professional drivers;
- (c) Adopt adequate rules for pedestrians and cyclists and their interaction with drivers and behaviour of drives towards pedestrians and cyclists with appropriate liability for drivers;
- (d) Put in place effective rules on position on carriageway, manoeuvring, overtaking, passing of traffic, change of directions, slowing down;
- (e) Adopt rules for intersections, level-crossings and giving way;
- (f) Regulate reasonable speed and distance management;
- (g) Strictly regulate driving under fatigue and the influence of substances that negatively affect the driving capacity;
- (h) Put in place rules on the compulsory use of safety equipment (safety belts, child restraint systems, helmets);
- (i) Regulate the use of lamps;
- (j) Regulate strictly loading of vehicles and carriage of passengers and put in place specific regulations for cargo securing for road transport and for carriage of passengers by buses and coaches;
- (k) Put in place adequate rules on behavior in case of accident;
- (l) Adequately regulate distraction during driving and walking due to use of infotainment systems, portable electronic devices or mobile phones;
- (m) Put in place regulations relating to public transport vehicles and rail-born vehicles;

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