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SEETO
ROAD SAFETY AUDIT IMPLEMENTATION REPORT

Final
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Road Safety Audit implementation – Survey of implementation of RSA procedures (described in EC Directive 96/2008) in the SEETO Regional Participants

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1 Background

The road safety situation in the South East Europe Region is worrying with the high level of risk and casualties. Some SEETO Regional Participants were successful to stop the increasing in tendency or were successful in reducing the total number of accidents, but overall risk indicators are still far above the EU average. At the same time developed countries have achieved significant results in reducing the number of casualties and traffic accidents.

Better understanding of the road safety situation and increased public awareness in 2010 led to a better road safety record in some categories (Figure 1).

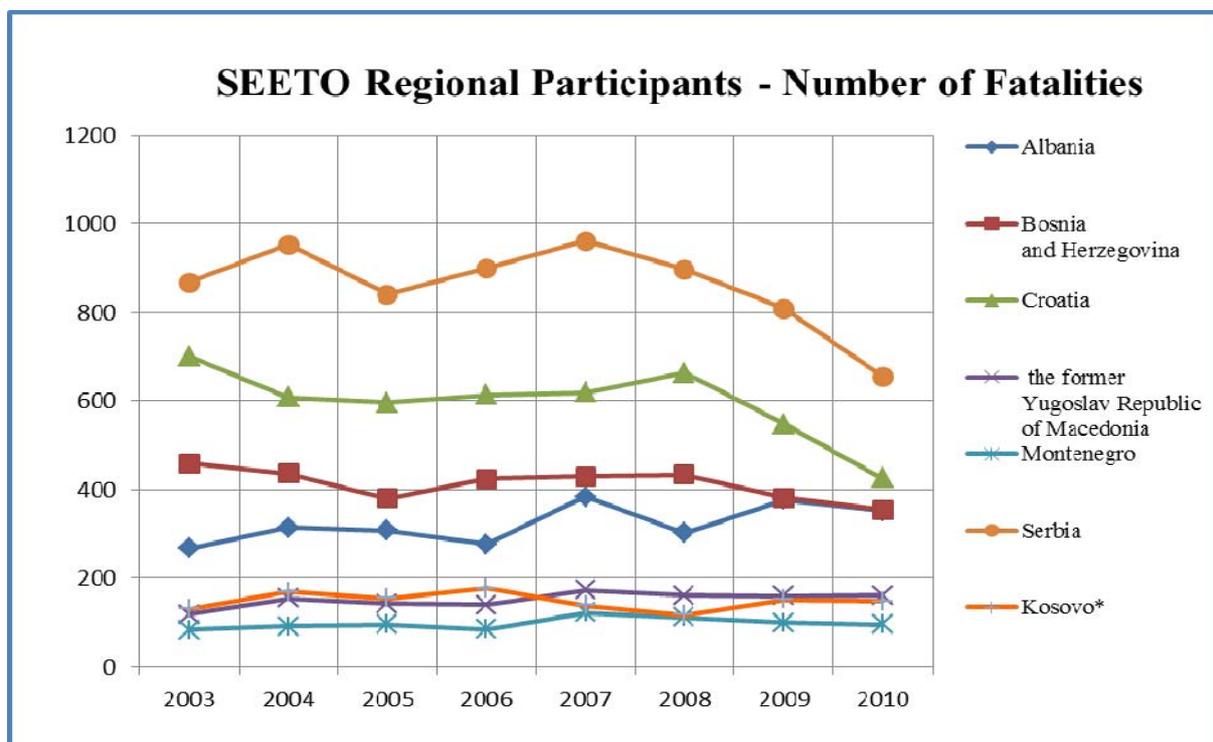


Figure 1 Number of fatalities in SEETO Regional Participants

The "4E" approach (Education, Engineering, Emergency and Enforcement), proposed in the SEETO Regional Road Safety Strategy¹ is efficient tool for improvement of the road safety situation. It requires some time before first effects could be visible, but measures in the education and engineering domain in particular will provide long lasting positive results in road safety.

The analysis of the road safety situation in the Regional Participants showed low level of traffic safety culture and the public awareness of road safety problem. There is an urgent need to change the often inappropriate behaviour of drivers and to improve the education of all road users. Special attention should be given to the novice drivers and children at school age. Engineering improvements

¹ RWR/RSA Project deliverable, available at www.setoint.org.

should tackle both vehicle engineering and road engineering. Introduction of road infrastructure safety management measures and tunnel safety will create a modern engineering framework for road safety improvements. Hand in hand with improved post-crash response (emergency) and enforcement measures in force, better road safety record will be achieved in the Regional Participants.

Having in mind that several regional Participants have already adopted National Road Safety Strategies/Programme, it is evident that the Regional Participants have prepared solid foundation for road safety improvements. Implementation of Road Safety Strategy measures and instalment of institutional framework are the next steps in establishment of road safety management system.

2 Road Safety Audit

Part of the jigsaw called "improvement of the road safety situation in the SEETO region" is for sure implementation of road infrastructure safety management measures. In order to achieve better results, implementation should not cover only the SEETO Comprehensive Network, but other parts of network where most of the accidents/fatalities occurred.

After almost two decades of experience with the Road Safety Audit all over the world – like in Great Britain, Australia, Germany and Denmark - this procedure is recognized as one of the most important engineering tool for improvement of infrastructure safety. With DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL No. 2008/96 ON ROAD INFRASTRUCTURE SAFETY MANAGEMENT (October 2008) the European Union made a clear decision the Road Safety Audit will be mandatory for the trans-European Road Network in the next years. In the mentioned directive the RSA is part of a package of the following road safety measures like:

- Road safety impact assessment,
- Road safety audit,
- Safety ranking and management of the road network in operation (incl. management of high risks road sections),
- Road safety inspections,
- In-depth accident analysis.

Since the EU Road Safety Directive 2008/96 has to be implemented by SEETO Regional Participants in the EU accession process, the implementation of the directive should be a part of both safety improvement and accession process. This will bring additional synergy and rapid implementation of road infrastructure safety management measures.

The Road Safety Audit is a systematic and independent assessment of the safety performance of a road infrastructure project. The purpose of a RSA is to proactively manage safety by identifying and addressing risks associated with road safety deficiencies.

The RSA procedure is:

- A formal process;
- An independent process;
- Carried out by someone with appropriate experience and training;
- Restricted to road safety issues.

The outcome of a RSA is a formal Report, which identifies any road safety deficiency and if appropriate, makes recommendations aimed at removing or reducing the deficiencies. The time required to undertake a RSA is very short compared to the individual planning/designing stages.

3.1 Value of Road Safety Audit

The value of the RSA is the following:

- To identify potential road or traffic safety concerns for all road users,
- To minimize the risk and severity of road accidents that may result from design deficiencies,
- To minimize the need for remedial work,
- To minimize unsustainable losses to health and economy,
- To reduce the life cycle costs of the project,
- To improve the awareness of safe design practices of everyone involved in the design.

The earlier the project is audited within the design and development process the better. Early auditing can lead to the early elimination of problems and, consequently, minimization of time and cost of redesign at later stages.

3.2 Parties in Road Safety Audit process

It is useful to distinguish among three parties or processes in a road safety audit – the auditor or audit team, the design team and the Client or decision-maker. The function of each party is different, and their roles must be consistent and well defined.

A RSA is an integral part of the design process but independent from the actual design. The auditor/audit team will make assessment of road safety features of new project using “road safety spectacles” and prepare formal report. The audit process provides, at regular intervals, an independent assessment of road safety features.

The designer of a new road project remains responsible for the design. The designer should make regular checks of the implications for safety work on the design progresses. RSA does not alter the need for this “safety first” approach.

The Client remains responsible for the ultimate design and should consider overall project feasibility assessment. Usually, Clients are national and local road administrations, public enterprises for public roads and in special cases, the donors of financial means. The Client shall make a final decision on project implementation.

In the SEETO Region road safety requirements for planning, construction, and maintenance as well for road equipment are contained in the applicable laws, technical standards and specifications. In large number of cases these documents are outdated and do not include the most recent engineering solutions. In that sense RSA plays the role of catalyst of implementation of most recent solutions for safer road infrastructure. In the same time promotion of the formal procedures where certified safety specialist bringing added value to infrastructure project will prepare grounds for faster and targeted changes of legislation and standards.

3 Road Safety Audit implementation in SEETO Regional Participants

This report is made to depict state-of-the-art in implementation of the Road Safety Audit procedures (part of Road Safety Directive 2008/96) and is based on information gathered within Road Safety Working Group cooperation and questionnaire filled by Regional Participants in February 2012.

Through several tables where feedback on Directive 2008/96 questionnaire is depicted, clear picture on implementation of directive in South East Europe and RSA procedures will be given leading to conclusion on possible next steps in regional/Road Safety Working Group cooperation.

Does the Directive 2008/96 is transposed in the national legislation?

Regional Participant	
Albania	The process has started with the approval by government of CMD Nr. 1457, date 10.10.2008, "On audit of road safety", which is amended by CMD Nr. 815, date 23.11.2011; Draft bylaw signed by both Minister of Public Works and Internal "On audit and inspection of road safety", along with Guide of Audit and check lists is in billing procedure.
Bosnia and Herzegovina	In June 2010, Parliamentary Assembly of Bosnia and Herzegovina has adopted amended national Law on Road Safety. Rule book <i>Basic conditions that roads and road structures must fulfill with regard to the road safety, including RSA and RSI</i> is still in draft phase.
Croatia	The process started with the new Road Act (28 July 2011), articles 68-72. Details regarding the implementation will be defined by relevant bylaws.
The former Yugoslav Republic of Macedonia	The process of transposition of the Directive is not started yet.
Montenegro	The process started with Law on Amendments to the Law on Roads which is adopted and published in Official Gazette of Montenegro no.40/11. Details will be defined by relevant bylaw.
Serbia	Transposition of the Directive started in December 2009, when Law on Road Safety was adopted. For the full implementation of the Directive Rulebook about infrastructure safety management is required.
Kosovo*	

* This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo declaration of independence.

How do you define Road Safety Audit?

Definition: RSA means an independent detailed systematic and technical safety check relating to the design characteristics of a road infrastructure project and covering all stages from planning to early operation.

Regional Participant	
Albania	Road safety audit means the independent and systematic control of the project for construction and rehabilitation of roads, road signalization projects or other installations of traffic as well, to detect and prevent errors in design or implementation, which pose a risk for the occurrence road accidents. (CMD Nr. 815 art. 71/1)
Bosnia and Herzegovina	Road Safety Audit represents procedure of independent safety check relating to the design of a road infrastructure projects. (art. 9 Law on Road Safety)
Croatia	
The former Yugoslav Republic of Macedonia	To be defined by new Law on Road safety/ Law on Roads.
Montenegro	Road safety audit is performed as systematic and independent evaluation of road safety parameters, relating to the design characteristics of a road infrastructure project and covering all stages from planning to early operation as well as reconstruction and maintenance of national road network. (art. 50 Law on Roads)
Serbia	Road safety audit represents an independent systematic check relating to the safety characteristics of a road infrastructure design, covering all design stages as off early operation. (art. 156 Law on Road Safety)
Kosovo	

Is Road Safety Audit already applied systematically and on the entire SEETO Comprehensive Network?

Regional Participant	
Albania	No. Implementation on the entire SEETO CN is foreseen.
Bosnia and Herzegovina	No. Implementation on the entire SEETO CN is foreseen.
Croatia	No. Implementation on the entire SEETO CN is foreseen. (art. 68 Law on Roads)
The former Yugoslav Republic of Macedonia	No.
Montenegro	No. Implementation on the entire SEETO CN is foreseen.
Serbia	No. Implementation on the entire SEETO CN is foreseen.
Kosovo	

Which institution is responsible and which institutions are involved in carrying out the certification process for RSA auditors?

Regional Participant	
Albania	The responsible institution is Ministry of Public Works and Transport, while the institution for training and certification is envisaged to be the Polytechnic University of Tirana and SEETO as well.
Bosnia and Herzegovina	Draft rulebook "Basic conditions that roads and road structures must fulfil with regard to the road safety, including RSA and RSI" foresees establishment of a Joint Expert Committee for certification process. The Joint Expert Committee shall include members from the Ministry of Transport and Communications of Bosnia and Herzegovina and relevant entity ministries. Minister of Transport and Communications B&H confirms appointment of the Joint Expert Committee members.
Croatia	The Ministry of Maritime Affairs, Transport and Infrastructure is responsible for the certification process for RSA. Other institutions involved in this process will be defined by Ordinance.
The former Yugoslav Republic of Macedonia	It is planned/ foreseen that the Ministry of Transport and Communication will carry out the certification process for RSA.
Montenegro	Ministry of Transport and Maritime Affairs is in charge for certification.
Serbia	Road Safety Traffic Agency is responsible and Ministry of infrastructure is involved in carrying out the certification process for RSA.
Kosovo	

Do you have special training programmes for auditors? Is periodic training of auditors organized?

Regional Participant	
Albania	Programmes are not organized yet. Training and periodic training are foreseen in Bylaw "On audit and road safety inspection "(art. 10 - 13).
Bosnia and Herzegovina	Programmes are not organized yet. In cooperation with respective entity ministries, Ministry of Transport and Communications will issue training program for auditors and inspectors. Ministry of Transport and Communications will issue tender for training of auditors and inspectors. It is foreseen that only civil engineering and transport faculties that fulfil special conditions could obtain license for organizing training for auditors and inspectors. Certification of the qualified auditors and inspectors shall be performed by the Joint Expert Committee. Curricula for the training, duration of the courses and examining will be defined in bylaw.
Croatia	Programmes are not organized yet. This issue will be defined by the relevant Ordinance. However, we are of the opinion that a potential auditor will go through the training for road safety auditors and then work for a certain period of time as uncertified auditor. During this time, an uncertified auditor will carry out its tasks under the supervision of a mentor after which, in case of successful trial period, it will receive a certificate.

The former Yugoslav Republic of Macedonia	No
Montenegro	Programmes are not organized yet. By-law that defines these issues is not in place, but development is foreseen on the basis of Law on Roads article 50c.
Serbia	Programmes are not organized yet. Curricula for the training and duration of the training course are not defined yet, but will be in the Rulebook. The Final test is foreseen. (art. 10 draft Rulebook)
Kosovo	

Do you have manuals and guide books for RSA implementation?

Regional Participant	
Albania	In 2012 is prepared the Guide of road safety audit along with checking lists and it should be approved along with bylaw "On audit and inspection of road safety".
Bosnia and Herzegovina	No
Croatia	No Manuals have not been prepared yet. Their preparation will be regulated by the relevant Ordinance.
The former Yugoslav Republic of Macedonia	No
Montenegro	No
Serbia	No
Kosovo	

4 Regional road safety cooperation and projects

SEETO

The SEETO Annual Ministerial meeting in 2007 endorsed the need for regional road safety cooperation and measures and authorised the Steering Committee to establish a Road Safety Working Group, which was formed in 2008 with a mandate to: collect and analyse road accident statistics, review laws and regulation on road traffic safety and examples of best practice in road safety in SEE region, recommend procedures to implement road safety audit regulations and road safety strategies, to monitor implementation of RSA/RSI procedures delivered within RWR/RSA Project in Regional Participants. New regional road safety initiative could be launched and developed at the Road Safety Working Group level as well.

Regional cooperation received a significant boost with the Road Safety Working Group, and additional results were achieved by RWR/RSA Project where topics as regional road safety strategy and establishment of RSA/RSI procedures were tackled. Using the "common problem – shared solution" principle, during the RWR/RSA project, set of common road safety solutions are prepared for implementation by the Regional Participants.

On the basis of RWR/RSA project findings, Road Safety Audit and Inspection was introduced in national legislation in several Regional Participants (Albania, Bosnia and Herzegovina, Croatia, Montenegro and Serbia). Nowadays, requirements for educated and certified auditors emerged – it that sense SEETO proposed horizontal measure Training of RSA/RSI to be implemented during 2012 on the regional basis. The measure has been endorsed as a Project Task in the SEETO Strategic Work Programme 2012-2014.

Regional Cooperation Council

The RCC has been involved in the preparation of two Regional Conferences on Road Safety (April 2010 and April 2011) gathering the senior-level representatives from the ministries in SEE region to discuss the EU legal and institutional framework in order to cope more effectively with the road safety critical issues. Furthermore, RCC acted as a focal point among all stakeholders involved in these activities thus promoting multi-sectorial approach alongside the inclusion of different level stakeholders, as stipulated in the RCC Strategy and Work Programme 2011-2013. The mentioned conferences also launched an initiative on establishing the Regional Training Centre for Road Safety in Sarajevo. A draft document for setting-up the Centre has been prepared with support of Ministry of Transport and Environment of Holland, defining the steps to be taken towards its establishment and fully operation.

The final aim of RCC initiative is to support RP`s to implement Directive 2008/96 on Road Infrastructure Safety Management. As a first step, the RCC together with partners intends to lunch a pilot project for training the educators in road safety inspection (RSI) and road safety audits (RSA). Finally, RCC has committed to provide support in relation to the establishment of Road Safety Training Centre in Sarajevo by involving and liaising with responsible authorities and road safety experts in order to provide legal and institutional conditions for its establishment.

5 Conclusions

Having in mind that road safety indicators in SEETO RP`s are far above European best performing countries and the fact that vast majority of RP`s introduced obligation to perform RSA on all SEETO Comprehensive Network project without setting the entire system necessary for performing RSA, several conclusions could be drawn:

1. In accordance with the SEETO Strategic Work Programme, SEETO continuously will make efforts to seek funds and partner institution, whose experts will be able to design a curriculum for road safety auditors and to deliver training for trainers, following a final test for road safety auditors
2. In doing so, SEETO will closely collaborate with the RCC in order not to duplicate the initiative, but rather to come up with joint prospects for strongly addressing the practical implementation of the Road Safety Directive
3. The implementation of the above mentioned project task, as well as further monitoring of the road safety auditing policy and road safety strategy on regional level, remains under the auspices of the SEETO Working Group on Road Safety, where exchange of experiences and best practises has proved to be very successful
4. SEETO, in cooperation with relevant services of the European Commission and other relevant stakeholders will develop a holistic approach in future, in assisting the Regional Participants to address all related aspects of the road safety policy and taking into account the "4E" approach (Education, Engineering, Emergency and Enforcement), proposed in the SEETO Regional Road Safety Strategy