



Supported by the European Union



SEETO
ROAD SAFETY STRATEGY SURVEY

Final
March 2014



**SEETO Road Safety Strategy Survey
Final
March 2014**

1	BACKGROUND	2
2	ROAD SAFETY STRATEGY	4
2.1	VISION AND TARGETS	5
3	REGIONAL PARTICIPANTS' ROAD SAFETY STRATEGIES	6
4	REGIONAL ROAD SAFETY STRATEGY	14
5	CONCLUSIONS	16

1 Background

Year after year an epidemic in road safety accidents claims lives in the Western Balkans. Low public awareness, outdated infrastructure standards and vehicles as well as poor training for drivers are the main contributing factors. Only a strategic approach using road safety indicators will bring about long-term improvement. Therefore, most of the Regional Participants have taken the necessary steps to adopt a road safety strategy and define specific actions to improve road safety. The fundamental principle of all strategies is the fact that *every single crash and each person killed is one too many* and this is clearly stated in all strategies. Therefore, a survey and an analysis of road safety goals and activities and the preparation of a report on the road safety strategies of Regional Participants appears to be a logical step to continue the promotion of common road safety measures at a regional level.

According to SEETIS III data, 1,933 deaths and 59,655 injuries were recorded at a regional level in 2012. The statistics seem to indicate a slight improvement in road safety (a 12% reduction in the number of fatalities compared to 2011). It could be noted that, in the short term, better law enforcement has led to better safety records, but it is difficult to believe that this is a long-term solution. The decrease in the total number of fatalities in the SEE region coincides with statistics from the OECD-IRTAD countries.

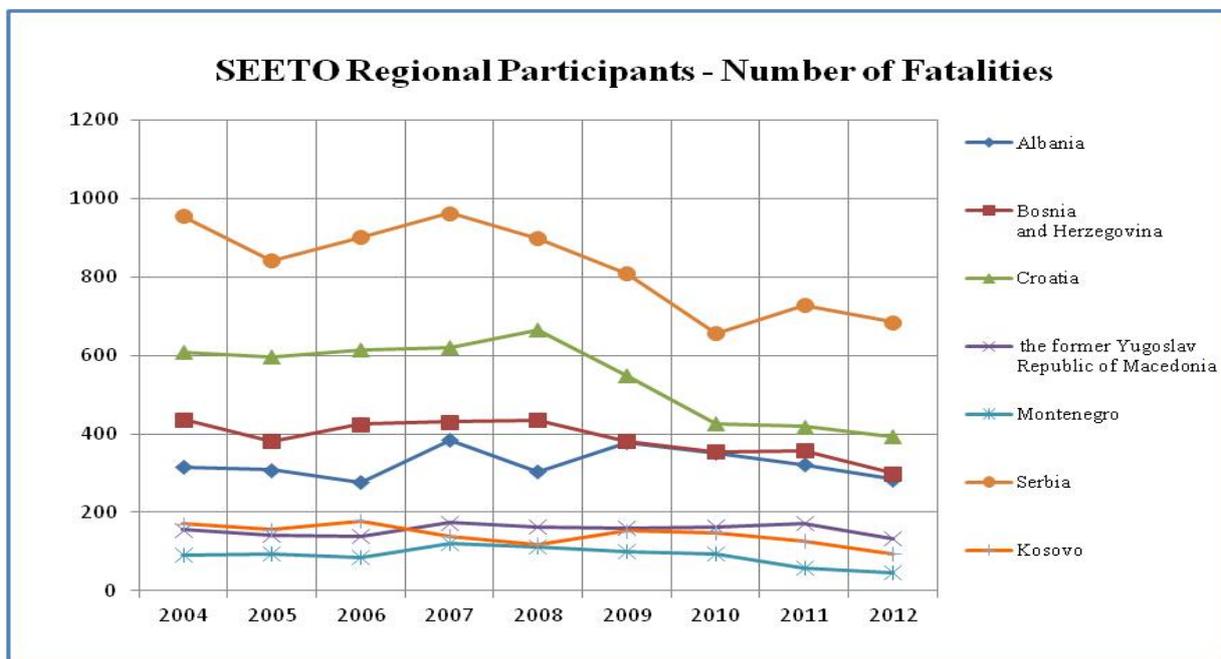
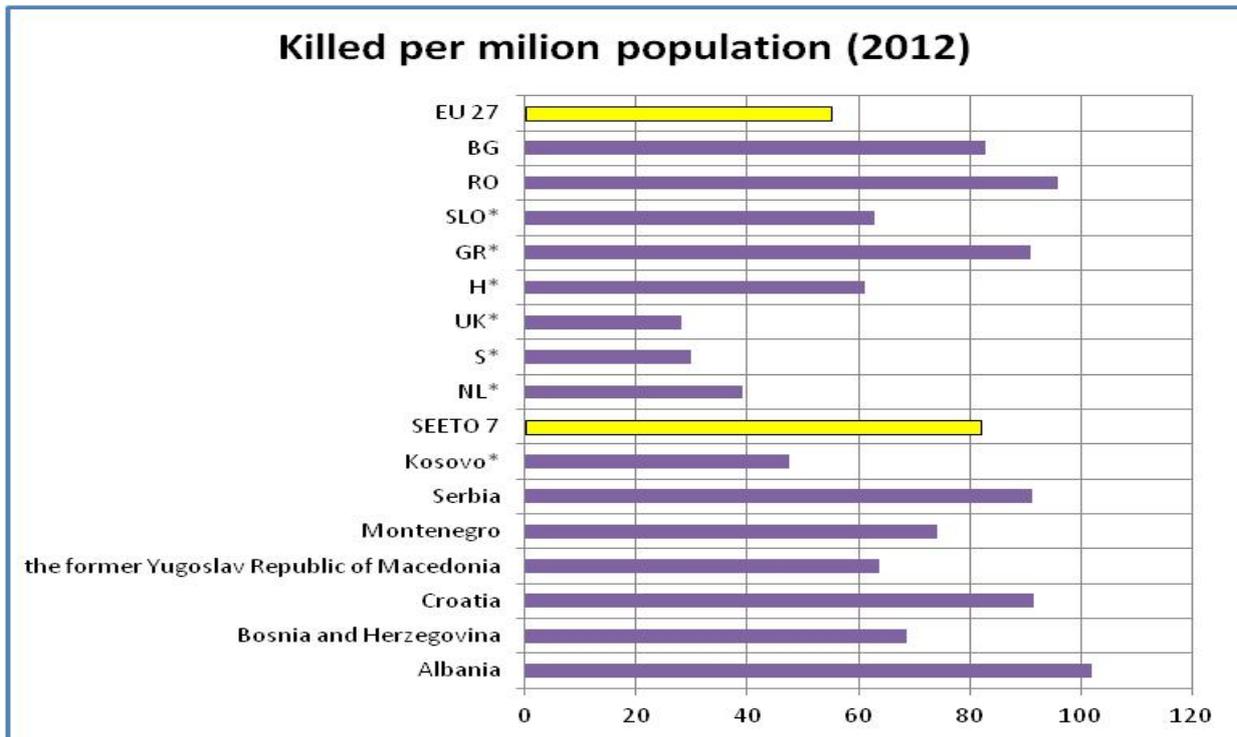


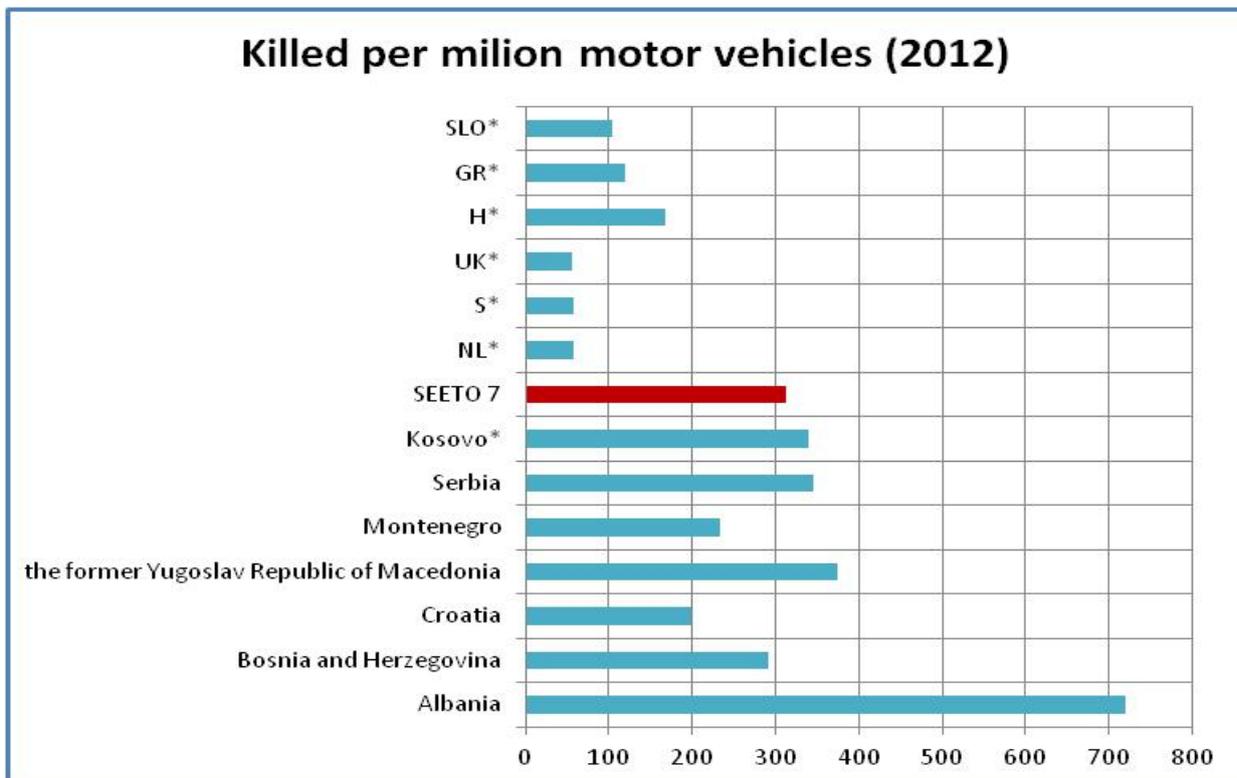
Figure 1: Number of fatalities in the SEETO Regional Participants (2004–2012)

However, when relative road safety indicators are taken into account (Fig 2 and 3), the region is seen to significantly lag behind the EU best-performing countries, indicating that more focused attention and measures are required in the future.



Source: SEETIS III, ETSC

Figure 2: Number of killed per million population (2012)



Source: SEETIS III, IRTAD (*data 2011)

Figure 3: Number of killed per million motor vehicles (2012)

As stated, the Regional Participants have prepared a solid foundation for road safety improvements by adopting national road safety strategies/programmes. In order to implement strategic goals and activities, proper budget allocations for road safety must be provided, both at a national and a regional level. Unfortunately, this is not always the case and national and regional action plans could not achieve multiplying effects. Furthermore, in this time of scarce resources, appropriate budget allocations must be followed by awareness-raising campaigns (both for decision makers and the public) and these are still lagging behind. Several attempts have been made, but often without the appropriate focus on a specific measure or behaviour, and without appropriate monitoring of the results achieved.

The EC and IFIs (World Bank, EIB, EBRD) took an active role in financing projects and technical assistance for the improvement of road safety. Almost all RPs get funding for projects related to safety infrastructure, National Road Safety Strategy/Programme, better law enforcement and safety legislation and standards. It is noted that very few of them explored regional best practice or looked for synergies with similar projects in other Regional Participants.

At a regional level, the Road Safety Working Group was formed in 2008 with a mandate to: collect and analyse road accident statistics; review laws and regulations on road traffic safety and to review examples of best practice in road safety in the SEE region; recommend procedures to implement road safety audit regulations and road safety strategies; monitor the implementation of RSA/RSI procedures and to launch new regional road safety initiatives. In 2009, the SEETO Regional Road Safety Strategy¹ was prepared (more in Chapter 4). However, an action plan for implementation was never adopted by the Annual Meeting of Ministers which greatly diminished possible results. The possibility to take over the regional situation was given to the Road Safety Working Group, but without the efficient monitoring mechanism of a Regional Road Safety Strategy.

2 Road Safety Strategy

A road safety strategy need to focus on impacts and should involve all relevant stakeholders in order to achieve effective implementation. A strategy should incorporate a clear vision and targets and must address the provision of funds to implement proposed measures to improve road safety.

A report by PIARC, *Comparison of National Road Safety Policies and Plans* (2012), offers the following definitions for road safety strategy and road safety policy.

A **road safety strategy** is considered to be a high-level plan designed to achieve a particular long-term aim. The plan would often identify the vision on which the strategy is based, as well as the actions, targets, performance

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

measures, institutional arrangements, research and development and funding requirements to deliver road safety performance.

Road safety policies are considered to be courses of action proposed by an organisation. They usually flow from a strategic context and may relate to interventions or institutional management arrangements. They may respond to specific road safety issues or be the road safety component of a response to broader societal issues.

Another definition of road safety policy is stated in the WHO *Road Safety Training manual – Unit 7* (2012).

Here we consider a **national policy on road safety** to be a written document that provides the basis for action to be taken jointly by the government and its non-governmental partners. A policy is necessary to:

- raise awareness and create mutual understanding about a situation;
- articulate ethical and other principles that should justify and guide action;
- generate a consensus vision on the actions to be undertaken;
- provide a framework for action;
- define institutional responsibilities and mechanisms of coordination;
- secure or raise political commitment;
- engage a variety of partners;
- identify measures which are likely to produce good results;
- monitor the progress and effectiveness of strategies.

2.1 Vision and targets

Every strategy has a vision and targets that clearly present the state of the system which should be (ideally) achieved at the end of the planning period.

In the OECD publication *Safety on Roads: What's the vision?* (2002), the following statements on road safety vision and targets may be found:

A vision for road safety should be developed and incorporated into political and societal philosophy. The message needs to be clear, simple and easy to communicate. Ownership of the vision by all stakeholders is a key to ensuring success in achieving road safety objectives. It should be designed to raise awareness of the social unacceptability of road fatalities and injuries and, hence, be incorporated into transport policy.

Targets should represent a corollary to the development of a vision. Targets may vary in their specification, depending on the national situation. However, in order to secure public ownership, targets should be achievable within a realistic timeframe. Targets can be set by a top-down process (based on idealism) or through a bottom-up process (based on realism). Target setting leads to more realistic and effective programmes, results in more integration of institutional

efforts and, by securing political commitment, often produces a more focused allocation of resources.

One of the most quoted visions is **Vision Zero** launched in Sweden in 1997. Vision zero aims to achieve a road system with no fatalities or serious injuries. A core principle of the vision is that life and health can never be exchanged for other benefits within society.

In the Netherlands, the **Sustainable Safety** approach states that humans make mistakes, and that roads should be designed to be "self-explaining" thus reducing the likelihood of crashes. Self-explaining roads are easy to use and navigate, it being self-evident to road users where they should be and how they should behave.

Under the 2001–2010 strategy, Australia was one of the first countries to formally adopt the Safe System approach to road safety improvement. **Safe System principles** include a road safety approach which holds that people will continue to make mistakes and that roads, vehicles and speeds should be designed to reduce the risk of crashes and to protect people in the event of a crash.

3 Regional Participants' Road Safety Strategies

One of the main tasks of the Road Safety Working Group is to disseminate and share information on road safety in South East Europe. It was noticed that the sharing of regional best practice is lagging behind and that many Regional Participants are not aware of the main road safety initiatives across the region. Therefore, the idea to prepare the SEETO Road Safety Strategy Survey which will present and summarise the main goals and targets of the current road safety strategies was presented at the third RSWG held in Podgorica.

This report will present the RP's current road safety strategies and is based on information gathered with the cooperation of the Road Safety Working Group and on a questionnaire completed by Regional Participants in November 2013.

Furthermore, through the identification of common goals and activities which are the common denominator of all RP's road safety strategies, this report could lead to further activities at a regional level and help to create awareness of possible regional road safety actions and initiatives which could be implemented region-wide.

Extracts from road safety strategies and information on who proposed them are presented in the following tables.

Road Safety Strategy in force and the institution which proposed it

Regional Participant	
Albania	Yes <i>National Road Safety Strategy 2011–2020; Road safety as a right and responsibility for all</i> , January 2010 Proposed by the Ministry of Transport and Infrastructure
Bosnia and Herzegovina	No Drafting is ongoing
Croatia	Yes <i>National road safety programme of the Republic of Croatia 2011–2020</i> , March 2011 Proposed by the Ministry of Interior
The former Yugoslav Republic of Macedonia	Yes <i>National strategy of the Republic of Macedonia for the improvement of road traffic safety 2009–2014</i> , November 2008 Proposed by the National Road Traffic Safety Council of the Republic of Macedonia
Montenegro	Yes <i>The Strategy of Road Transport Safety Improvement 2010–2020</i> , January 2013 Proposed by the Ministry of Interior
Serbia	No Draft of the National Road Safety Strategy and Action Plan for the Republic of Serbia 2013–2020 currently being finalised To be proposed by the Ministry of Transport
Kosovo*	Yes Road Safety Strategy and Action Plan for Kosovo Proposed by the Ministry of Infrastructure

* 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.

Road Safety Strategy vision

Regional Participant	
Albania	To reach the level of road safety of the best-performing EU countries and to establish the positive trend of a continuous decline in the number of fatalities and injuries.
Bosnia and Herzegovina	
Croatia	To drastically decrease traffic fatalities and serious injuries, reduce the costs of traffic accidents, improve health and quality of life, and develop safe and sustainable mobility.
The former Yugoslav Republic of Macedonia	Road traffic safety is a key element of the wellbeing of its citizens and of improving the national economy, with the clear vision of reducing the number of people killed in road accidents by 50%, with zero child road users killed by the year of 2014.
Montenegro	<p>Road transport safety is one of the fundamental elements of the quality of a transport system. Participants in transport, including users of transport services, want to have a transport system that meets their needs and expectations. Quality of life depends on the safety of all citizens.</p> <p>Montenegro shall provide a road transport system which is safe, secure, efficient, reliable, ecologically friendly and integrated within European systems, and as such it shall meet the needs and expectations of users with regard to quality of life.</p>
Serbia	<p>Serbia should strive to reach a level of road safety comparable to the best-performing European Union countries (SUN countries)¹ and to establish the positive trend of a continuous decline in the number of fatalities and injuries.</p> <p>¹Sweden, UK and the Netherlands</p>
Kosovo	In the field of road safety Kosovo should become one of the best performers in the West Balkan Countries. Kosovo should approach to the midfield of the EU countries.

Road Safety Strategy mission

Regional Participant	
Albania	<ul style="list-style-type: none"> • Improved road user behaviour through education and enforcement; • Making existing and future roads safer through engineering; • Improved vehicle safety and occupant protection (engineering); • Improved safety management and safety systems; • Improved emergency services.
Bosnia and Herzegovina Croatia	<ul style="list-style-type: none"> • Propose a financial plan for the fiscal year; • Present a procurement plan to the Minister of the Interior; • Discuss the report on the implementation of the National Programme and propose improvement measures; • Propose or make action programmes or plans; • Observe and make suggestions for the implementation of plans; • Submit annual reports to the Government of the Republic of Croatia on the achievements of the National Programme, together with the financial report; • In cooperation with the Ministry of the Interior, notify the public in general of the planned actions and achieved results.
The former Yugoslav Republic of Macedonia	<p>The mission of the National Strategy is to assist in the efforts of the Republic of Macedonia to stand as an equal and respectable participant in global political and economic integrative processes and to develop and improve road traffic safety.</p> <p>The mission is to be implemented through long-term development and efficient interventions in the following strategic areas:</p> <ul style="list-style-type: none"> • Improvement of roads and road infrastructure; • Improvement of the technical safety of vehicles; • Improvement of traffic participants behaviour; • Improvement of preventive measures for injuries from accidents on all road networks: primary, secondary and tertiary; • Improvement of international cooperation; • Implementation of contemporary technologies in road traffic safety; • Managing changes regarding improvement of road traffic safety.

Montenegro	<p>The road transport system shall be developed in such a way as to:</p> <ul style="list-style-type: none"> • Provide safe, secure and efficient transport; • Raise social awareness; • Be ecologically friendly and minimise harmful effects on the environment; • Be harmonised with EU regulations and • Support the process of EU integration of Montenegro.
Serbia	<p>To establish an effective road safety system which will involve a wide spectrum of partners, such as: the Government, Ministries, different institutions, insurance companies, universities, NGOs, automobile associations, professionals, etc., where everyone will recognise their benefits and responsibilities.</p>
Kosovo	

Road Safety Strategy goals

Regional Participant	
Albania	<p>The goal is for there to be a very significant improvement in road safety in Albania by 2019 so that the risk of death or injury in road crashes is reduced by 50% compared to 2007.</p> <ul style="list-style-type: none"> • Reduction of deaths/10,000 vehicles (traffic risk) by about 50% from 9.45 in 2009 to around 5 by 2020; • Reduction of deaths/100,000 population (health risk) by about 50% from 11.8 in 2009 to around 6 by 2020; • Reduction of deaths by 30% of the 2009 figure by the year 2015; • Saving around 1500 lives that would otherwise have been lost by 2020 had the action plan not been implemented.
Bosnia and Herzegovina	
Croatia	<p>Reducing by 50% the number of persons killed in road traffic accidents by 2020 (in comparison to 2010).</p> <p>Additionally:</p> <ul style="list-style-type: none"> • 90% of drivers obeying the speed limit for road vehicles in optimal traffic conditions, while other drivers must not exceed the speed limit by more than 15%; • The level of speed dispersions of vehicles moving in a traffic flow up to 10%;

	<ul style="list-style-type: none"> • 98% of drivers and passengers using seat belts; • 98% of moped riders, motorcyclists and passengers wearing helmets; • Decreasing the number of road traffic crashes due to people being under the influence of alcohol from 13.5% to 8%, as well as reducing fatalities in these crashes from 30.3% to 15%; • Decreasing by 30% the number of people who die during transportation to hospital or within 30 days of being injured in road traffic crashes.
<p>The former Yugoslav Republic of Macedonia</p>	<p>The main task of the Strategy is to reduce the number of persons killed in road accidents by 50%, with zero child road users killed by the year 2014.</p> <ul style="list-style-type: none"> • To decrease the number of victims; • To decrease road accidents with fatal implications; • To decrease road accidents involving vulnerable road users; • To decrease the economic costs of road accidents; • To improve the responsibility of road users; • To improve the euro-integration processes.
<p>Montenegro</p>	<p>The objective of the Strategy is to reduce the number of traffic accident victims by 50% in 2020 compared to 2007.</p> <p>Short-term goals:</p> <ul style="list-style-type: none"> • The Government of Montenegro shall establish a working body to monitor the Strategy implementation, with the task of coordinating the activities of competent bodies in this field. The Ministry of the Interior and Public Administration shall be responsible for the implementation of the Strategy, coordination, monitoring and analysis, based on the data provided by competent entities throughout the country. • To take into account the knowledge and experience of other countries, to introduce training systems for officers in the field of road transport safety; • To harmonise laws and practices with the European Union (the implementation of the transport safety audit within road planning – RSA [Road Safety Audits] and the inspection of road safety within the inspection of existing roads – RSI [Road Safety Inspection], accident investigation, database for traffic accidents, the system of issuing driving licences, fines, new drivers, campaigns, etc.) • To reduce the number of victims by 30% in 2015 compared to 2007;

	<ul style="list-style-type: none"> • To reduce the number of victims by 20% in 2020 compared to 2007; • To reduce the number of grave injuries by 20% in 2020 compared to 2007. <p>Long-term goals</p> <ul style="list-style-type: none"> • To harmonise the safety level of road infrastructure with that of the European Union; • To establish the road transport safety system on all levels; • To reduce the number of victims and injuries even if there is an increase in the length of roads and the number of vehicles in traffic; • To reduce the number of victims by 50% in 2020 compared to 2007; • To reduce the number of grave injuries by 30% in 2020 compared to 2007.
Serbia	<p>Strategic Goal 1</p> <ul style="list-style-type: none"> • Goal no 1 is to improve road safety in the Republic of Serbia by 2020, so that the number of fatalities in road crashes are reduced by 50% compared to the number of fatalities in 2011. • The medium-term goal is to reduce fatalities by 30% by 2017. <p>Strategic Goal 2</p> <ul style="list-style-type: none"> • Goal no 2 is to improve road safety in the Republic of Serbia by 2020, so that the number of serious injuries is reduced by 30% compared to the number of serious injuries in 2011. • The medium-term goal is to reduce serious injuries by 20 % by 2017.
Kosovo	<ul style="list-style-type: none"> • To reduce the number of fatalities by 50% by 2020; • To reduce the number of injured road users by 20% by 2020; • To reduce the number of all accidents by 10% by 2020. <p>The Strategy is accompanied by an action plan which consists of 12 priority areas with 130 concrete road safety measures.</p> <p>The priority areas are the following:</p> <ul style="list-style-type: none"> • Traffic education and campaigns • Driver education, training and licensing • Enforcement • Children and young road users • Elderly road users • Pedestrians

	<ul style="list-style-type: none"> • Bicycle, mopeds and motorbikes • Lorries and buses • Railway level crossings • Post-accident care • Infrastructure • Vehicle safety
--	--

Mechanism for Road Safety Strategy monitoring

Regional Participant	
Albania	In Albania the Inter-ministerial Road Safety Committee through its Secretariat will monitor accident and traffic data and data about citations, penalties, etc., and make a detailed annual report on the situation and the progress of road safety.
Bosnia and Herzegovina	
Croatia	The Government of the Republic of Croatia appoints the Ministry of the Interior as the competent authority. In order to implement the Programme more effectively the Minister of the Interior shall appoint a working group proposed by ministries and expert organisations. One leader, one deputy leader and two members will be appointed on behalf of the Ministry of the Interior, one deputy leader and one member on behalf of the Ministry of the Marine, Transport and Infrastructure, and one member each on behalf of the Ministry of Science, Education and Sports, the Ministry of Health and Social Welfare, the Ministry of Justice, the Croatian Auto-club, the Vehicle Centre of Croatia, Croatian Roads Ltd., and the Croatian Insurance Bureau.
The former Yugoslav Republic of Macedonia	The jurisdiction the National Council is to monitor the implementation of the National Strategy, to monitor the preparation of the national programmes and action plans for road traffic safety and to coordinate the preparation and drafting of the yearly action plans and reports for the implementation of the Strategy, as well as to suggest further development steps through the coordination body for the preparation, planning and monitoring of the National Strategy. Within its own mechanisms the National Council shall assist and support activities and measures for the implementation of the strategy. The Council will report on the implementation of the National Strategy to the Parliament of the Republic of Macedonia on a yearly basis.

Montenegro	The Government of Montenegro established a coordination body to supervise the implementation of the Strategy for improving the safety in road transport, monitoring and reporting.
Serbia	The National Road Safety Coordinating Body through its expert working groups shall monitor the progress of road safety and make an annual report. In order to deliver a status report on road safety twice a year, each organisation responsible for actions according to the road safety strategy action plan, should deliver progress reports to the Road Traffic Safety Agency twice a year.
Kosovo	The Secretariat of the Road Transport Safety Council in the Ministry of Infrastructure is the leading institution for implementing and managing road safety programme, and is responsible for the monitoring and evaluation process.

4 Regional Road Safety Strategy

Regional cooperation received a significant boost with the formation of the Road Safety Working Group, and additional results were achieved by the RWR/RSA Project where topics such as regional road safety strategy were tackled.

The SEETO Regional Road Safety Strategy (RRSS) was prepared by a project financed by the European Union, "Support for Implementing Measures for South East Europe Core Regional Transport Network Multi-Annual Plan (MAP) 2008–2012" and published in 2009.

The RRSS was based on the European Union's major documents (Directives, Norms and Recommendations) as well as on documents from the UN, the World Health Organisation, ECMT, ETSC and other relevant institutions in the field of road safety.

The RRSS proclaimed the following road safety vision:

To reach the level of road safety and to establish the positive trends of continuous decline in the number of fatalities and injuries as is the case in EU (to reach the average level of road safety of EU 27).

The strategic goal was formulated as:

The goal of the Regional Road Safety Strategy is defined as a 50% reduction of road traffic accident fatalities comparing the year 2019 with 2007.

The strategic goal was accompanied by short- and long-term goals.

Short-term goals

- To establish a leading Road Safety body (Agency, Council, Observatory, etc.) for road safety at a regional level under the SEETO umbrella, and a similar system of important institutions at a national level such as: Road Safety Unit (RSU) in the Ministry of Transport or similar, RSU in the Ministry of Interior (Traffic Police), RSU in Road Administration (Directorate or Public Enterprises), RSU in Municipalities, etc., which will enable the monitoring and realisation of the National and Regional Road Safety Strategy;
- To establish the process of the transfer of knowledge and experience from EU member countries to SEETO Regional Participants, and to introduce a system of training professionals in the field of road safety;
- To harmonise the legal framework between all SEETO Regional Participants with the EU, and the use of road safety best practice (implementation of RSA and RSI, accident investigation, accident database, driving licence system, penalties, new drivers, campaigns, etc.);
- To decrease the number of fatalities by 30% in 2014 compared to 2007; and
- To decrease the number of serious injuries by 20% in 2014 compared to 2007.

Long-term goals

- To harmonise the road safety level of SEETO Participants' road infrastructure with the average EU level of comparable road infrastructure;
- To establish a strong and widespread system of protection in road safety, which will be supported by politicians, experts and the public, and led by road safety professionals, and which will establish cooperation among SEETO Regional Participants as well as between SEETO and the EU;
- To reduce the number of fatalities and injuries even if there is an increase in the length of roads and the numbers of circulating vehicles;
- To decrease the number of fatalities by 50% in 2019 compared to 2007; and
- To decrease the number of serious injuries by 30% in 2019 compared to 2007.

The goals and measures proposed took into account all observed weak points and the main critical factors for implementing the RRSS have been recognised as follows:

- There is a lack of real political and administrative support or a systematic and permanent approach to implement the Regional Road Safety Strategy at a national level (in all SEETO Participants).

- In most cases there is a need to improve and strengthen the institutional and human capacity in the area of road safety.
- There are limited financial and human resources to implement the proclaimed goals of the RRSS.
- There is a lack of coordinated road safety work at a national level as well as at a regional level, especially in the field of monitoring and evaluating road safety work.

Based on the available documents it may be noted that some of the recommendations and goals stated in the Regional Road Safety Strategy were completely taken on board by Regional Participants in formulating their national road safety strategies (Albania, Serbia and Kosovo) and some of the national strategic goals are in full compliance with the RRSS.

Unfortunately, the monitoring and evaluation of the RRSS at a regional level is not established and this will present one of the main challenges for RSWG in the next working period.

5 Conclusions

The analysis of road safety in the Regional Participants showed a relatively poor road safety crash record and a relatively low level of public awareness of the problem of road safety. Therefore, one could expect that a systematic approach based on adopted National Road Safety Strategies would bring Regional Participants closer to implementing defined goals and impacts.

Strategic measures, both at a national and a regional level should be holistic and tackle the entire road safety system as described in most strategies. Synergy with other Regional Participants and best practice sharing could be highly awarded by multiplying of results. The SEETO Road Safety Working Group could play the role of a catalyst for projects and initiatives at a regional level. As a guide for future work, the following conclusions may be drawn:

1. Regional Participants have undertaken major efforts to improve their road safety records, but crash results are still far below the best-performing EU countries. Five of the seven RPs have adopted national road safety strategies and two others are in the drafting process – which enables the implementation of a road safety management system. This is just a first step – the establishment and putting into effect monitoring and reporting institutions are duties to follow.
2. All national strategies proclaim a 50% reduction in the number of casualties in 2020 as a main strategic goal (however, base year differs), and some quantify a reduction in the number of injured in road safety accidents.

3. Discussions and analysis show that the exchange of road safety data and indicators and a review of road safety management capacity at a regional level could greatly support RPs in implementing the described strategic goals.
4. Three of the seven Regional Participants based their strategies on the SEETO Regional Road Safety Strategy which allowed them to act in a coordinated way at a regional level. The common-problem–shared-solution principle should be exploited given the analysis from point 3 which recommends applying measures region-wide.
5. The Road Safety Working Group should be a catalyst for implementing regional initiatives and could play a more active role in proposing projects and in analysis.

It is evident that through their adopted strategies the Regional Participants have set a good basis for improving road safety and future steps should be taken to prepare/improve action plans for the implementation of strategic aims.

Furthermore, special attention should be given to monitoring selected intermediate road safety performance indicators which would provide timely information on expected final outcomes and allow corrective measures to be put in place to ensure a more positive outcome.