Global road safety and inland water transport

Note by the secretariat*

I. Mandate

1. At its thirty-ninth meeting on 16 December 2010, the Executive Committee of the Economic Commission for Europe (ECE) endorsed the provisional agenda of the sixty-fourth session of ECE. The rules of procedure of the Commission require basic documents to be prepared in relation to the agenda items as appropriate. This document is being submitted to support the discussions under item 4 at the sixty-fourth session of ECE.

II. Introduction

2. Transport work at ECE has more than sixty years of history.

3. In the next biennium the transport sector in ECE member States will continue to play an essential role in:
   (a) Overcoming the economic crisis;
   (b) Accelerating and deepening the economic regional integrations;
   (c) Contributing to sustainable development in all its economic, social and environmental aspects.

4. For this to be achieved, however, the transport sector has to continue pursuing major reforms that make the sector more efficient, competitive and sustainable. It will also have to take a faster than ever advantage of technological innovations (Intelligent Transport...
5. In addition, an institutional issue for the ECE Transport secretariat is the increasingly global membership of the legal instruments developed in the ECE framework. This tendency is beneficial for the United Nations member countries first of all because in many areas of transport, globally harmonized rules ensure the level playing field for trade in transport vehicles (which is fundamental for the automotive industry), may accelerate the application of safe and environmentally friendly solutions and can ensure safe and clean mobility of people and cargo. With all these developments ECE has de facto started to play a central role in facilitating international cooperation in inland transport modes, similarly to what the International Civil Aviation Organization (ICAO) plays for civil aviation or the International Maritime Organization (IMO) for maritime transport. The conditions to serve the contracting parties, however, are not tailored to this global demand.

6. This report addresses two areas that reflect some of the new directions in ECE transport work. The first area is road safety, its global implications and new directions evoked mainly by the General Assembly Resolution 64/255. The second area is inland water transport where specific tasks need to be undertaken due to the deepening of integration of the transport systems at a pan-European level. This part of the report is a summary of the ECE White Paper on Inland Water Transport that is expected to be approved by the Inland Transport Committee at its 2011 session.

7. It must be pointed out that the seventh decade in the ECE transport work and in particular the next couple of years warrant far more new directions than the selected two topics. The Inland Transport Committee during its session of 2010 considered several areas in detail and decided to support the working parties in these new endeavours. Further discussion is planned at the 2011 session on some of the following issues: promotion of transport infrastructure investments through harmonized multi-country planning – the cases of the Trans-European Motorway, Trans-European Railways, Euro-Asian Transport Links; harmonized general rules and conditions for rail cargo at pan- and trans-European levels and particularly to facilitate rail transport between Europe and Asia, border crossing facilitation through the modernization of the TIR system and the wider application of the “Harmonization Convention” of border controls; climate change mitigation in inland transport – the United Nations Development Account (UNDA) funded global project, called “for FITs” (for Future Inland Transport Systems) led by ECE, etc.

III. Road safety: a European and global concern

8. Road traffic injuries are a major social, economic and public health challenge. Road safety is an issue for sustainable development.

9. However, road traffic risks are known and can be prevented. These include excessive speeding, driving under the influence of alcohol, non-use of seat belts, child restraints and helmets, distracted driving, as well as little respect for pedestrians and cyclists. Poorly designed or insufficiently maintained road infrastructure and the use of old and poorly maintained vehicles are additional road traffic risks.

10. ECE pioneered road safety activities in the United Nations system by establishing an Ad Hoc Working Group on the prevention of road accidents in 1950. In 1988, the Working Party on Road Traffic Safety (WP.1), an intergovernmental body, was established. ECE’s WP.1 is the only permanent body in the United Nations system that focuses on improving road safety.
11. WP.1 primary function is to develop and serve as guardian of the United Nations road safety legal instruments. The Conventions on Road Traffic and on Road Signs and Signals of 1968, and other ECE legal instruments addressing the main factors of road crashes, i.e. the road user behaviour, the vehicle and the infrastructure, are significant contributors to improved road safety. Many countries around the world have become Contracting Parties to them, as well as to the 1949 Conventions,¹ and benefit from their implementation. These Contracting Parties are also the key driving forces in keeping these international road safety conventions up-to-date. ECE also supports the development and promotion of best road safety practices (see the recently published Consolidated Resolution on Road Traffic (R.E.1) and the Consolidated Resolution on Road Signs and Signals (R.E.2) available at http://www.unece.org/trans/welcome.html) and it organizes road safety technical assistance programmes and awareness raising events.

12. The work of ECE focuses on improving road safety through developing and updating legal instruments in a holistic way, thus several working parties have been mandated to address the safety aspects of their activities. These instruments are aimed at internationally harmonized traffic rules, regulations for vehicle construction and technical inspection, for road infrastructure standards, the work time of professional drivers, the transport of dangerous goods, as well as road safety statistics. These regulations have assisted many countries in developing and enforcing traffic rules and measures, producing safer and cleaner road vehicles, reducing the risk of accidents with dangerous goods and hazardous materials and ensuring that only safe and well-maintained vehicles and competent drivers are allowed to participate in traffic. Transport infrastructure agreements developed under the ECE auspices have given Europe coherent pan-European and safe road transport networks, where the driving conditions on the same category roads are – nearly – the same.

13. In September 2010, the sixtieth anniversary of road traffic safety activities at ECE coincided with the sixtieth session of the WP.1 and was celebrated at the joint meeting of – WP.1 and SC.1² – two working parties which, through the development of legal instruments and best practices, have made the considerable contribution of improving road safety and road transport operations across the world. The joint session identified some common areas of interest and it is hoped this new cooperative effort will bear fruit.

14. While the issue of improving road safety has been on the agenda of the ECE and its members for 60 years, most recently a renewal of WP.1 has been initiated by several participating countries. As a result the working party is now referred to as the ECE Road Safety Forum and it has adopted new Terms of Reference in which policy dialogue is featured in addition to the traditional regulatory activities.

15. The other regional commissions of the United Nations have been addressing road safety with varied intensity. The countries of the Economic and Social Commission for Asia and the Pacific (ESCAP) have gone as far as completing an agreement on common road safety goals and targets.

16. Other international organizations have also been active in this field. First of all the World Bank and other development banks through including road safety components in their investment projects. The International Road Transport Union has also to be mentioned for having played a pivotal role to introduce road safety measures in the private sector.

¹ The Conventions on Road Traffic and on Road Signs and Signals of 1949.
² Working Party on Road Safety.
17. By the nineties, with the exceptionally fast growth of motorization the road safety situation significantly deteriorated. Since then new players have emerged (like the Global Road Safety Partnership) to assist countries in coping with the road safety crisis.

18. To facilitate the cooperation among this growing number of donors and international organizations, the General Assembly resolution 58/289 of April 2004 invited the World Health Organization, working in close cooperation with the United Nations regional commissions, to act as coordinator on road safety issues within the United Nations system.

19. In 2009, the Russian Federation – showing an example of political ownership for fighting the road safety crisis – hosted the first global ministerial conference on road safety. The ministerial declaration of the conference was presented at the General Assembly in March 2010.

A. General Assembly resolution 64/255

20. On 2 March 2010, the General Assembly unanimously adopted a resolution aimed at strengthening action of the international community to reduce deaths and injuries from road traffic crashes worldwide. The General Assembly resolution proclaimed the period 2011–2020 as the Decade of Action for Road Safety with a goal of reducing the forecasted level of road fatalities around the world by increasing activities at national, regional and global levels. The General Assembly recognized the work of the United Nations regional commissions in increasing their road safety activities and welcomed the conclusions and recommendations of the project “Improving road safety: setting regional and national road traffic casualty reduction targets” implemented by the United Nations regional commissions.

21. More specifically, the General Assembly resolution 64/255 inter alia:

   (a) Requests the World Health Organization and the United Nations regional commissions, in cooperation with other partners in the United Nations Road Safety Collaboration (UNRSC) and other stakeholders, to prepare a plan of action of the Decade as a guiding document to support the implementation of its objectives;
   
   (b) Invites all Member States to set their own national road traffic casualty reduction targets to be achieved by the end of the Decade, in line with the plan of action;
   
   (c) Invites the World Health Organization and the United Nations regional commissions, in cooperation with other partners in the United Nations Road Safety Collaboration, to organize the second United Nations Global Road Safety Week to launch the Decade;
   
   (d) Invites the World Health Organization and the United Nations regional commissions to coordinate regular monitoring, within the framework of the UNRSC, of global progress towards meeting the targets identified in the plan of action and to develop global status reports on road safety and other appropriate monitoring tools.

22. ECE as one of the United Nations regional commissions is contributing to the preparation of a plan of action of the Decade. The draft plan of action is publicly available (http://www.who.int/roadsafety/Decade_of_action.pdf) and will soon be finalized.

23. As per the General Assembly resolution, ECE plans to invite governments to set their own road traffic casualty reduction targets and encourages its members to implement road safety activities, particularly in the areas of road safety management, road infrastructure, vehicle safety, road user behaviour and post-crash care. The organization of the second United Nations Global Road Safety Week will be discussed with the World Health Organization (WHO). However, at present, WHO does not seem to be in favour of organizing this event at the time of launching the Decade of Action in May 2011.
B. Launch of the Decade of Action for Road Safety 2011–2020

24. The global launch of the Decade will be on 11 May 2011, during the general assembly meeting of WHO.

25. The general objectives of the launch as identified and proposed by the UNRSC are:

(a) To draw attention to the Decade and more generally to the impact of the global road safety crisis and the prospects for prevention;

(b) To provide an opportunity for governments, international agencies, civil society organizations, the private sector and other stakeholders to announce their respective plans for the Decade.

26. At the global level, the FIA Foundation for the Automobile and Society plans to organize a 24-hour "rolling" event across the world's time zones, beginning in Fiji or New Zealand and ending in Mexico, involving national dignitaries and celebrities. Certain events are to be broadcast live through a social media website (still to be developed). This is a grand undertaking and it is expected to fundamentally increase awareness. Several governments will likely announce national Plans for the Decade of Action, while those that have long time experience and ongoing road safety programmes will likely join in to highlight their achievements and new plans.

27. It needs to be noted, however, that many government members of the UNRSC are of the opinion that the scarcely available funds would be better used for providing technical assistance and other support to developing and transition economies, instead of spending it on public relations.

28. ECE will participate in the launching initiatives as appropriate and will join forces with governments to combine ongoing programmes and planned events to launch the Decade of Action in the ECE region. In addition, in 2011 the ECE secretariat intends to scale up ECE Road Safety Forum activities. Overall, the implementation of the General Assembly resolution 64/255 and scaling up road safety activities at ECE will undoubtedly require additional resources to meet the expanding mandate in a situation where resources are already stretched very thin.

C. ECE road safety initiatives relevant for the Decade

29. ECE transport activities have the following pillars: regulatory work; offering a forum for exchanging best practices and for policy dialogues; technical assistance; and analytical work. These pillars also apply in the case of the road safety work, with the addition of public awareness raising.

30. A major technical assistance project was carried out in 2008–2009: “Improving global road safety: setting regional and national road traffic casualty reduction targets”, funded by UNDA, that ended with the publication of the final report in 2010. Jointly implemented by all five United Nations regional commissions, with ECE acting as coordinator, the project recognized the value of targets in improving road safety and was set up to assist governments in low and middle income countries in developing regional and national road safety targets. Activities under the project included regional meetings, advisory services, case studies, reports on setting and achieving road safety targets, and inputs for the Global Ministerial Conference on Road Safety that took place in Moscow on 19–20 November 2009. The full report is available at: http://www.unece.org/trans/roadsafe/docs/Recommendations_2009.pdf. The cornerstone events of the project were: a seminar in Minsk (Belarus), a conference in Halkida (Greece), a seminar and study tour in Sweden, and a workshop in Kyrgyzstan. The other regional commissions organized conferences and seminars in Bangkok, Abu Dhabi, Dar Es Salam, Buenos Aires, Panama City and Georgetown (Guyana).
31. In 2010 there were two major technical assistance programmes, one in New Delhi for the South-East Asian countries about the Vienna Conventions and one in Ioannina in cooperation with the Organizations of the Black Sea Economic Cooperation (BSEC). The ECE-BSEC Conference contributed towards the implementation of the United Nations Decade of Action for Road Safety. Representatives of BSEC countries discussed the global and European road safety issues in the context of five pillars: road safety management, safer road, vehicle design, safer road users and post crash care. The Conference participants endorsed the “Ioannina Declaration”, reaffirming the importance of addressing road safety as a matter of urgency, inviting the BSEC countries to set national casualty reduction targets for the Decade and the BSEC bodies to consider setting a regional casualty reduction target of halving the overall number of road deaths in the region by 2020 and appropriate implementation monitoring mechanisms. The Conference also expressed support for the work of the ECE and its Road Safety Forum (see http://www.unece.org/trans/roadsafe/events/BSEC/Ioannina-Declaration_e.pdf). At its twenty-third meeting, held in Thessaloniki (Greece) on 26 November 2010, the Council of Ministers of Foreign Affairs of the BSEC member States commended the organizers for this initiative and recommended the relevant BSEC working groups to consider the conference conclusions.

32. While it is essential to improve the overall management of, as well as conditions for, road safety, it is also necessary to reach out to the general public and raise awareness and boost commitment for responsible behaviour in road traffic. The secretariat used the occasion of one of the above-mentioned UNDA events, namely the seminar in Halkida, to obtain cooperation with the European Basketball Federation (FIBA Europe) and the Hellenic Basketball Federation and players from the national basketball team of Greece, for a signed declaration requesting “Team Work and Fair Play on the Basketball Court and on our Roads”. This initiative was then taken up at the European level by the International Basketball Federation (FIBA) and FIBA Europe, and was supported by the Polish authorities. As a result, new players and government representatives signed up for the “Respect of the rules” declaration in Katowice, Poland, on 17 September 2009, on the occasion of the 2009 Eurobasket tournament. This was further followed up when ECE and FIBA launched in 2010 a new road safety information campaign to coincide with the Basketball World Championship 2010 held in Turkey. The campaign’s motto “We play and drive by the rules” was developed to inform people around the world – especially young people who are basketball fans or play basketball – to encourage respect for the rules, on the road as well as on the court. The “We play and drive by the rules” campaign was organized with the support of the Turkish Basketball Federation, the Spanish Basketball Federation and the Turkish National Police.

33. Among the planned ECE activities, the following are worth mentioning:

(a) A high-level meeting on road safety, with the support of the Verkhovna Rada (parliament) of Ukraine, in April 2011 in Kiev. Parliamentarians from some 20 countries as well as representatives of different international organizations will participate in this meeting whose objectives are to share best practices on “comprehensive road safety legislation”, motivate members of parliament into action of strengthening road safety legislation and to serve as a platform for discussion. The signing of the Kiev Declaration on Road Safety and development of a road safety handbook for parliamentarians is also planned.

(b) Close cooperation with Serbia where the fatality rate is still higher than in most West European countries, although a downward trend in road traffic deaths has been witnessed. The key risks are speed (58 per cent of deaths), lack of seat belts, alcohol and road infrastructure deficiencies. There is no national road safety strategy in place, but Serbia has just established a lead agency in charge of road safety (with no measurable targets). Legislation exists on speed limits, drink/drive, motorcycle helmets and seat belts. The
cooperation will include in particular a high-level capacity building event on the subject of establishing “measurable targets” as one of the events coinciding with the launch of the Decade. It will be at national level, but consultations are underway to scale it up to subregional level in South-East Europe.

(c) New substantive areas are also under consideration in the different working parties:

(i) Safety at level-crossings (it is a level intersection between a road and a railway or tramway track, sometimes level-crossings include an intersection between a rail line and a pedestrian walkway). Crossings represent serious risks despite warning signals and/or protective barriers. Despite many measures taken to indicate level-crossings and make them safe, too many road users and pedestrians are killed or injured at such crossings. Almost all accidents at level crossings are due to road users failing to observe mandatory stop lights, signals and basic traffic safety rules. Cooperation with the International Level Crossing Awareness Day (ILCAD), led by the International Union of Railways (UIC), is in progress on this multidisciplinary safety risk.

(ii) The Multidisciplinary Crash Investigation (MDCI), which is about the reconstruction of a crash and a study of the factors that may have contributed to it. The factors include environmental, human and mechanical aspects and are associated with the three phases of a collision which are pre-collision, at-collision and post-collision. The objective is to prevent crashes of a similar nature from recurring. Multidisciplinary crash investigations already take place in many countries. It appears that the countries where such investigative mechanisms exist are the best road traffic safety performers.

(iii) Harmonization of variable message signs (VMS), which is warranted with the fast growth of information societies and the growing use of Intelligent Transport Systems. VMS is again an area of concern where multidisciplinary approach is needed.

D. Inadequate road safety resources

34. Road traffic safety has an impact on all the components of sustainable development. That is why it should be fully taken into account when drafting and implementing sustainable transport policies. Among the existing road safety stakeholders and within the existing global mandates, ECE strives to ensure that all United Nations Member States fully understand the extent to which the adoption of a rational and systemic approach to the management of road safety can improve people’s welfare. Aiming at the creation of a coordinated and widely understood road traffic system, ECE addresses the main components of road traffic safety: infrastructure, vehicle and human factors through the elaboration of clear and “simple to implement” legal and technical norms and standards.

35. Given the extraordinary challenge over the past two years, ECE staff has been contributing to the global effort to improve road traffic safety, doing the no longer traditional secretariat job for the WP.1, but intensifying partnership-building, ensuring improved monitoring of the implementation of the road safety legal instruments, organizing capacity building and actively contributing to the consultations within the UNRSC. This was done by stretching resources to the limit. Therefore, the possibility of obtaining a new post from the regular budget is being explored.

36. ECE member States may wish to consider secondment of road safety national experts to the ECE Transport Division. In addition, the availability of extra-budgetary resources at the ECE secretariat in support of road safety activities is indispensable.
Proposals

37. The Commission may wish to consider:

(a) Recognizing the importance of General Assembly resolution 64/255 and its implementation;

(b) Recommending that governments set ambitious yet feasible national road traffic casualty reduction targets and mobilizing the necessary human and financial resources to achieve them (as per General Assembly resolution 64/255);

(c) Calling upon the international donor community to provide additional funding in support of road safety action programmes at ECE;

(d) Supporting ECE in its search for additional resources for the work on road safety; and

(e) Taking note of the launching of the Decade of Action for Road Safety and of the ECE initiatives to scale up road safety activities.

IV. Inland water transport

38. Inland water transport (IWT) is, on many European transport corridors, a competitive alternative to road and rail transport, offering a sustainable and environment-friendly mode of transport in terms of energy consumption, noise and gas emissions. IWT is also often the most economical inland transport mode due to low infrastructure and external costs – a characteristic of crucial importance. However, IWT is often still underused and suffers from infrastructure, institutional, legal and technical barriers, which call for proactive policies by governments and international bodies.

39. ECE works for smooth and efficient IWT across the region, as well as for further expansion of its networks to take advantage of this safe and sustainable mode of transport. ECE provides a unique platform and policy forum for its 56 member States, where technical and legal issues of IWT are addressed with emphasis on the pan-European dimension of inland waterways and ports, intermodal linkages, cross-sectoral issues and establishment of common rules, regulations and benchmarks.

40. In March 2011, ECE will publish its second White Paper on Efficient and Sustainable Inland Water Transport in Europe that updates the analysis made in the first ECE White Paper on IWT issued in 1996. Based on policy studies, ministerial declarations and input from European river navigation commissions, the European Union (EU) and other international bodies, the White Paper outlines key elements of a pan-European strategy for efficient and sustainable IWT.

41. In 2007, 5.8 per cent of total goods transport in the 27 EU countries was performed on inland water vessels. Road and rail transport carried 76 per cent and 18 per cent respectively. In the Russian Federation, IWT accounted for around 2 per cent. The IWT importance varies significantly both between and within countries, revealing the strong influence of national and regional transport policies and economic and geographical factors. In terms of modal split, we witness today a slight decline in comparison with mid-1990s in most of the countries confirming the continuing increase of the share of road transport at the expense of inland navigation.

42. Fifteen years after the codification of the European network of inland waterways and ports of international importance in the 1996 European Agreement on Main Inland Waterways of International Importance (AGN), the White Paper describes the current capacity of the network, identifying the major missing links and highlighting the completed
and planned major infrastructure projects. The ongoing major investment projects prove the feasibility of building high capacity canals connecting parts of the existing network and the public and private attitudes with respect to investment into IWT infrastructure appear to be increasingly positive.

43. The White Paper reveals a significant degree of harmonization between the existing inland navigation regimes, achieved through constant coordination and cooperation among the institutions involved. It also shows the emergence of truly pan-European legally binding rules on standards and parameters for the construction and operation of inland waterways and ports of international importance, on the transport of dangerous goods and on unified rules on the contracts for the carriage of goods by inland waterways. However, there is still a need for further development of the IWT regulatory framework and for synergy between the inland navigation institutions both at policy and expert level.

44. The White Paper also provides a comprehensive list of IWT advantages (superior safety, high versatility, good reliability, low costs, high energy-efficiency, good carbon footprint, low noise levels, low infrastructure costs, supply chains and logistics, etc.), emphasizing that IWT is still facing a number of traditional and new challenges. Common pan-European policy and actions are of particular importance in key areas of IWT development, including infrastructure development, modernization of the fleet, use of river information services, market requirements, labour market challenges, climate change and enhancing the institutional and regulatory regimes. The White Paper therefore proposes policy recommendations in seven priority areas to make IWT in the European and Central Asian part of the ECE region more efficient and sustainable:

(a) Policy Recommendation No. 1: Make full use of pan-European mechanisms to coordinate the development of the E waterway network (promote the AGN Agreement, strengthen monitoring mechanisms and set up expert groups to further coordinate the development of the E waterway network);

(b) Policy Recommendation No. 2: Coordinate and support measures to modernize the inland water fleet at the pan-European level (strengthen the work on pan-European norms on technical requirements to inland vessels; promote Europe-wide studies on the inland fleet, its modernization and efficiency and continue work on technical prescriptions for river-sea vessels);

(c) Policy Recommendation No. 3: Promote the use of River Information Service (RIS) and other information communication technologies (ICT) (support a pan-European dialogue on the implementation and further development of RIS; support current efforts within the EU to set up an international hull data base, and encourage other uses of ICT to facilitate IWT operations);

(d) Policy Recommendation No. 4: Respond effectively to new market requirements (raise awareness of IWT advantages in comparison with and/or in conjunction with other modes of land transport; improve cooperation between IWT, rail and road operators; raise awareness of the relevant international agreements on intermodal transport operations; support initiatives aimed at improving the role of IWT in secure intermodal transport chains; and address the issue of inland waterway infrastructure pricing);

(e) Policy Recommendation No. 5: Address the labour market challenge at the pan-European level (support the ongoing work of the EU and River Commissions on addressing labour market challenges and strengthen the image of IWT, continue work on harmonizing requirements for issuing certificates for boatmasters and crew members and on manning requirements for inland vessels; monitor and support the process of opening up national inland waterways of some ECE countries);
(f) Policy Recommendation No. 6: Tackle environmental challenges and the carbon footprint (ensure active participation of ECE member countries in the United Nations Development Account project on the development and implementation of a monitoring and assessment tool for CO2 emissions in inland transport to facilitate climate change mitigation; maintain a register of pertinent studies and events; support national and regional activities aimed at adapting IWT to the impact of climate change; and manage waste and reduce pollution of inland vessels);

(g) Policy Recommendation No. 7: Reinforce the institutional and regulatory framework at pan-European level (identify areas for further coordination, cooperation, transparency and harmonization of rules and regulations for IWT at the pan-European level; promote transparent and standard pan-European rules for inland water navigation, support the establishment of a pan-European legal framework for private law aspects of inland navigation; and monitor and support reforms to improve institutional arrangements in inland navigation).

45. These policy recommendations stipulated in the White Paper reaffirm the continued relevance of ECE’s work to further improve the international legal and regulatory framework for inland navigation. They highlight the crucial role of ECE in providing a forum for experts and policy makers to tackle the challenge of developing an efficient and sustainable transport system at the pan-European level. The policy recommendations also identify the areas where the ECE role could be further strengthened for the overall benefit of the IWT development.

Proposals

46. The Commission may wish to:

(a) Endorse the conclusions contained in the White Paper and invite its member States to implement its policy recommendations;

(b) Ask the secretariat to play a key role in the implementation of the White Paper in close cooperation with the main stakeholders and to assume new specific tasks in support of the IWT development, subject to the availability of extra-budgetary funding; and

(c) Express its support for the work of the Inland Transport Committee and its specialized working groups on inland water transport and invite other United Nations regional commissions to use the ECE achievements and experience in promoting inland water transport for the benefit of sustainable economic development of the countries with important inland waterways.
Annex

Road accidents in the UNECE region
Fatalities per 100 000 inhabitants, 1999-2009