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## Economic Commission for Europe

### Inland Transport Committee

#### Eighty-sixth session

Geneva, 20-23 February 2024

Item 6 of the provisional agenda

**Governance issues and other matters arising  
from the United Nations Economic Commission for Europe,  
the Economic and Social Council  
and other United Nations bodies and Conferences**

### **Draft Economic Commission for Europe Road Safety Action Plan 2023 – 2030**

Revision

**Note by the secretariat**

#### *Summary*

The Committee may wish to recall that it requested at its eighty-fourth session the secretariat to develop a revised United Nations Economic Commission for Europe (ECE) Road Safety Action Plan for the Decade of Action for Road Safety 2021-2030, for consideration and possible adoption by the Committee at its eighty-fifth session. This decision followed the completion of the first ECE Road Safety Action Plan in 2020, following the end of the first Decade of Action for Road Safety.

At its eighty-fifth session, the Committee invited its relevant Working Parties to submit in the course of 2023 their first inputs to the secretariat in the corresponding areas of the action plan that are relevant to their work and contributions (ECE/TRANS/328, para. 26).

The Committee **may wish to consider and endorse** the revised “ECE Road Safety Action Plan, 2023-2030”, as contained in ECE/TRANS/2023/7/Rev.1, which contains first inputs received by WP.15 (Transport of Dangerous Goods), SC.1 (Road Transport) and WP.29 (Vehicle Regulations), and **reiterate its invitation** to relevant Working Parties that have not done so to submit in the course of 2024 their inputs to the secretariat in the corresponding areas of the action plan that are relevant to their work and contributions.

## I. Background

1. The United Nations General Assembly declared with its Resolution 74/299 a Decade of Action for Road Safety 2021-2030, with a target to reduce the amount of road traffic death and injured persons by at least 50 per cent during that period and mandated WHO and the United Nations Regional Commissions in collaboration with the United Nations Road Safety Collaboration to prepare a plan of action. In October 2021, the Global Plan for the Decade of Action for Road Safety 2021-2030 (“the Global Plan”) was launched.
2. As stated by the Global Plan, United Nations road safety legal instruments provide a strong foundation for countries to build domestic legal frameworks and systems that contribute to road safety and facilitate international road traffic. They include the following core legal instruments: 1968 Convention on Road Traffic; 1949 Convention on Road Traffic; 1968 Convention on Road Signs and Signals; 1958 Agreement concerning the Adoption of Harmonized Technical United Nations Regulations for Wheeled Vehicles, Equipment and Parts which can be Fitted and/or be Used on Wheeled Vehicles and the Conditions for Reciprocal Recognition of Approvals Granted on the Basis of these United Nations Regulations; 1997 Agreement concerning the Adoption of Uniform Conditions for Periodical Technical Inspections of Wheeled Vehicles and the Reciprocal Recognition of Such Inspections; 1998 Agreement concerning the Establishing of Global Technical Regulations for Wheeled Vehicles, Equipment and Parts which can be fitted and/or be used on Wheeled Vehicles; 1957 Agreement concerning the International Carriage of Dangerous Goods by Road (ADR).
3. Also included in the Global Plan is the ECE Inland Transport Committee (ITC) Recommendations for Enhancing National Road Safety Systems (ITC Recommendations) adopted at its eighty-second session in 2020 (ECE/TRANS/2020/9). These recommendations give a comprehensive picture of national road safety systems that includes all key elements at the national level with international support. They interconnect the five pillars of the global plan for the Decade of Action 2011-2020 (management, safe user, safe vehicle, safe road and effective post-crash response) and further elaborate with key action areas (legislation, enforcement, education, technology). Possible actions, ideal responsible authority, national coordination, international support and application of relevant United Nations road safety related legal instruments for each pillar are specified in the ITC Recommendations.
4. Road Safety is of global concern with 1.35 million persons killed and some 20 to 50 million injured a year as estimated by World Health Organization (WHO) in 2018<sup>1</sup>. Road traffic injury is now the leading cause of death for children and young adults aged 5–29 years. In low- and middle-income countries 93 per cent of the road fatalities<sup>2</sup> occurred while only some 50 per cent of the global vehicle fleet<sup>3</sup> are based in these countries.
5. At its seventy-fourth session in 2012, ITC adopted the ECE Action Plan for the United Nations Decade of Action for Road Safety (2011–2020) (ECE/TRANS/2012/4 and Corrs.1 and 2). The plan was directly aligned with the United Nations Global Plan for the Decade of Action for Road Safety (2011–2020) and aimed to achieve the overall road safety goals of ECE by addressing priority areas of work as well as implementing continuously for each goal in its geographical area and beyond. It included actions, initiatives and measures for several ITC Working Parties.
6. At its eighty-fourth session in 2022, ITC requested the secretariat to develop a revised ECE Road Safety Action Plan for the Decade of Action for Road Safety 2021-2030 for consideration and possible adoption by ITC at its eighty-fifth session.
7. At its eighty-fifth session, the Committee invited its relevant Working Parties to submit in the course of 2023 their inputs to the secretariat in the corresponding areas of the action plan that are relevant to their work and contributions (ECE/TRANS/328, para. 26).

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<sup>1</sup> WHO; Global status report on road safety 2018

<sup>2</sup> Journal of Road Safety – Volume 31, Issue 3, 2020

<sup>3</sup> Based on OICA worldwide motorization

8. The current version of the ECE Road Safety Action Plan 2023 – 2030 includes input received from WP.15 related to transport of dangerous goods, SC.1 related to Road Infrastructure and AETR, and update from WP.29 on vehicle regulatory activities.

## II. Approach and Main Principles

9. The ECE Road Safety Action Plan 2023 – 2030 will stem from elements and principles contained in the Global Plan for the Decade of Action for Road Safety 2021- 2030 and strives to provide support to countries for the implementation of the Global Plan. It will contribute to achieving the global road safety target of a 50 per cent reduction in road death and injuries by supporting implementation of the ITC Recommendations<sup>4</sup> and the United Nations road safety legal instruments as a basis for an integrated safe system approach.

10. The ECE Road Safety Action Plan 2023 – 2030 is designed as a living document that will be updated by regular input provided by ITC Working Parties. Its implementation will be reported to ITC at its annual sessions.

11. ITC as the United Nations inter- and intra-regional centre for inland transport and custodian of United Nations conventions and agreements for inland transport, which include the United Nations conventions for enhancing road safety recommended by GA Resolution 74/299 and the Global Plan, will via its respective Working Parties enhance its international regulatory support by further developing existing conventions and/or new legal instruments, as appropriate.

12. These activities by respective Working Parties will cover a screening of existing legal instruments, identifying of loopholes or missing elements and establishing necessary amendments or new legal instruments for a better support in achieving the introduction of national road safety system.

13. The ITC Capacity Development Action Plan, ECE road safety tools, existing and new training materials, standards and competency criteria, and training courses developed under the auspices of the respective Working Parties will provide the basis for assisting countries in the implementation of the ITC Recommendations.

13. With the development of indicators for the different areas, ITC will provide a monitoring tool allowing countries to benchmark their progress in implementing the ITC Recommendations and the ITC Strategy until 2030 with its special priority for road safety as well as their impact on the national road safety situation. Conversely, this ECE Road Safety Action Plan 2023 – 2030 will provide an opportunity for 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.

14. The sections in the annex provide for a structured approach, ITC Working Parties are encouraged to follow. They contain suggestions aiming to initiate substantive discussion at the different groups.

15. The five different areas of actions identified ((a) road safety management (or the bridging pillar), (b) safe user, (c) safe vehicle, (d) safe roads and (e) effective post-crash response) will provide an input to the programme of work of the different working parties / groups of experts of ECE with the ultimate goal to achieve a comprehensive and efficient national road safety system building on the international regulatory framework, good practice and experience.

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<sup>4</sup> These recommendations give a comprehensive picture of national road safety systems that includes all five key elements at the national level with international support. They interconnect the five key parts of the global plan for the Decade of Action 2021–2030 and further elaborate with key action areas (legislation, enforcement, education, technology). Possible actions, ideal responsible authority, national coordination, international support and application of relevant UN road safety related legal instruments for each key elements are specified in the Recommendations  
See Global Plan Decade of Action for Road Safety 2021-2030;  
[https://cdn.who.int/media/docs/default-source/documents/health-topics/road-traffic-injuries/global-plan-for-road-safety.pdf?sfvrsn=65cf34c8\\_27&download=true](https://cdn.who.int/media/docs/default-source/documents/health-topics/road-traffic-injuries/global-plan-for-road-safety.pdf?sfvrsn=65cf34c8_27&download=true)

## Annex

### Areas of Action

#### A. Road Safety Management

**Existing instruments:**

- (a) United Nations conventions/agreements: Nil
- (b) Resolutions: Nil
- (c) Recommendations:  
ITC Recommendations for Enhancing National Road Safety Systems
- (d) United Nations road safety tools:  
Road Safety Performance Review  
Road Safety System Assessments (ECE/TRANS/2020/10)  
SafeFITS

**Screening result**

Working parties provide input here:

Input by WP.15:

Although ADR is not an overall road safety management agreement, it is an exemplary agreement for improving road safety, as it includes already main elements of the 5 pillars as well as of the 4 areas of actions for legislation, enforcement, education, and technology. The provisions of ADR have proven successful in ensuring safety and security and are aligned with regulations of other transport modes.

The implementation of the provisions annexed to the ADR agreement requires a coherent legal, administrative and technical coordination to enforce them at national level. It includes the designation and notification of a competent authority for the transport of dangerous goods, the establishment and update of procedures to approve and inspect vehicles and tanks carrying dangerous goods, to train competent persons involved in the handling and transport of dangerous goods (driver, safety adviser, enforcement officer, trainer, etc.), to identify and mark with appropriate signs and signals road infrastructure sensible to transport of dangerous goods (e.g. tunnels) and to provide, in the case of an accident, rescue and emergency teams involved in the post-crash response with prompt and detailed information on the dangerous goods carried by the vehicles using new innovative technologies (e.g. telematics<sup>5</sup>) that can also include programs and advanced applications and technologies of information and communication (Intelligent Transport Systems technology) that can trace and track dangerous goods. This includes emergency vehicle notification and default detection.

- (a) Loopholes

Working parties provide input here:

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- (b) Missing elements

Suggestions by the secretariat:

Road safety Key Performance Indicators (KPIs) Necessary amendments

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<sup>5</sup> <https://unece.org/guidelines-telematics-application-standards-construction-and-approval-vehicles-calculation-risks>

Working parties provide input here:

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- (c) New legal instruments

Suggestions by the secretariat:

New convention on Road Safety Management (RSM)

Working parties provide input here:

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**Capacity development**

Working parties provide input here:

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- (a) Training materials

Working parties provide input here:

Input by WP.15:

ADR Online training module.....

Competent authorities for the transport of dangerous goods .....

- (b) Competency criteria

Working parties provide input here:

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- (c) Training courses

Working parties provide input here:

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**Monitoring**

Suggestions by the secretariat:

WHO Road Safety Reports

National road safety statistics

Working parties provide input here:

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- (a) Indicators

Suggestions by the secretariat:

Road crash fatalities (killed per 100,000 population)

Road crash injuries (serious injuries (MAS3) per 100,000 population)

Working parties provide input here:

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## B. Safe User

### Existing instruments:

- (a) United Nations conventions:
  - 1968 Convention on Road Traffic
  - 1968 Convention on Road Signs and Signals
  - 1957 Agreement concerning the International Carriage of Dangerous Goods by Road
  - 1970 Agreement concerning the Work of Crews of Vehicles engaged in International Road Transport (AETR)
- (b) Resolutions
  - Consolidated Resolution on Road Traffic
  - Consolidated Resolution on Road Signs and Signals
  - Resolution on the deployment of highly and fully automated vehicles in road traffic
- (c) Recommendations

### Screening result

Working parties provide input here:

Input by WP.15:

Capacity-building activities and training are key components of road safety. ADR contains detailed provisions for the training of personnel involved in the transport operations of dangerous goods, according to their duties and obligations. This includes, for instance, drivers, vehicle crew and safety advisers. ADR training provisions intend to enable them to act safely in their functions and to take appropriate measures to protect themselves, and to avoid or prevent damage or risk to people or environment in the event of an incident.

ADR contracting parties need to establish their national administrative structures to implement ADR provisions for the examinations of dangerous goods safety advisers and vehicle drivers to obtain an ADR training certificate. They need also to ensure the competent authorities' officers (e.g. for enforcement, inspection, approval, testing) are appropriately trained and have defined procedures for the certificates that they may deliver, in accordance with ADR.

- (a) Loopholes:

Suggestions by the secretariat:

1970 AETR

Geographical limitation

European Union centric (Root and interoperability certificate issuing by European Commission only (language amended by SC.1))

Working parties provide input here:

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- (b) Missing elements:

Suggestions by the secretariat:

1968 Convention Road Traffic

Physical and mental fitness of drivers

Driver training and examination

Quality Assurance (QA) system for driver examination incl. requirements for examiners

1970 AETR

QA system for driving and resting time inspections (at roadside and companies) incl. requirements for inspectors (no objection by SC.1)

Working parties provide input here:

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(c) Necessary amendments:

Suggestions by the secretariat:

1970 AETR

Amendment as a global agreement or further development as a global recommendation for commercial drivers of road freight and passenger transport (language amended by SC.1)

Working parties provide input here:

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(d) New legal instruments

Suggestions by the secretariat:

On safe use of automated vehicles in road traffic

Working parties provide input here:

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**Capacity development**

Working parties provide input here:

Input by WP.15:

Governmental experts interested in their country's accession to the ADR may take the online training course on ADR, available on the ECE e-learning platform.

(a) Training materials

Working parties provide input here:

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(b) Competency criteria

Working parties provide input here:

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(c) Training courses

Working parties provide input here:

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**Monitoring**

Working parties provide input here:

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(a) Indicators:

Suggestions by the secretariat:

1970 AETR

Percentage of controlled working days per year (to be clarified by secretariat to SC.1)

Number of serious infringements per 1,000 controlled working days (to be clarified by secretariat to SC.1)

Working parties provide input here:

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**C. Safe Vehicles**

**Existing instruments:**

(a) United Nations conventions/agreements

- 1968 Convention on Road Traffic – provisions regarding vehicle admission to traffic via system of registration
- 1958 Agreement concerning the Adoption of Harmonized Technical United Nations Regulations for Wheeled Vehicles, Equipment and Parts which can be Fitted and/or be Used on Wheeled Vehicles and the Conditions for Reciprocal Recognition of Approvals Granted on the Basis of these United Nations Regulations (Revision 3)
- 1997 Agreement concerning the Adoption of Uniform Conditions for Periodical Technical Inspections of Wheeled Vehicles and the Reciprocal Recognition of Such Inspections
- 1998 Agreement concerning the Establishing of Global Technical Regulations for Wheeled Vehicles, Equipment and Parts which can be fitted and / or be used on Wheeled Vehicles
- 1957 Agreement concerning the International Carriage of Dangerous Goods by Road

(b) Resolutions

- R.E.3 Consolidated Resolutions on the Construction of Vehicles
- R.E.5. Consolidated Resolution on the Common Specification of Light Source Categories
- R.E.6. Consolidated Resolution on Test-equipment, Skills and Training of Inspectors, Supervision and
- R.E.1. Consolidated Resolution on Road Traffic
- Mutual Resolution No. 1 of the 1958 and the 1998 Agreements concerning the Description and Performance of Test Tools and Devices necessary for the Assessment of Compliance of Wheeled Vehicles, Equipment and Parts according to the Technical



Prescriptions specified in United Nations Regulations and United Nations Global Technical Regulations

- Mutual Resolution No. 2 of the 1958 and the 1998 Agreements Containing Vehicle Propulsion System Definition
- Special Resolution No. 1 of the 1998 Agreement concerning the Common Definitions of Vehicle Categories, Masses and Dimensions

(c) Recommendations

- Global New Car Assessment Programme

**Screening result**

Working parties provide input here:

Input by WP.15:

The provisions of ADR aim to ensure that the cargo is transported safely. Tank-vehicles and vehicles for the carriage of explosives should meet specific construction requirements (e.g. in relation to braking systems, electrical installations, stability) in line with UN Regulation No. 105. Furthermore, ADR vehicles in use undergo an annual inspection to certify that they are roadworthy and that they conform to the ADR prescriptions.

Vehicles used for the transport of dangerous goods must also carry specific safety equipment including fire extinguishers and protective equipment such as masks and gloves.

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 The vehicles and presence of such equipment may be subject to roadside inspection by enforcement officers.  
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(a) Loopholes

Working parties provide input here:

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(b) Missing elements

Suggestions by the secretariat:

1958 Agreement

New UN Regulation on intelligent speed adaptation systems

New UN Regulation on Safer Transport of Children in Buses and Coaches

1997 Agreement

Export / import inspections of used vehicles and exchange of data of vehicles transferred between countries/regions.

New Rule on provisions for testing Advanced Driver Assist Systems (ADAS) / Automated Driving System (ADS) at Periodic Technical Inspection (PTI)

New Rule on specific information needed for testing electronic controlled safety and environmental relevant vehicle systems

1998 Agreement:

New UN GTR on Crashworthiness

New UN GTR on Child Restraint Systems

New UN GTR on Safety-Helmets

Input by WP.29 (Nov. 2023):

Working parties provide input here:

Input by WP.29 (Nov. 2023):

1958 Agreement

New UN Regulation on Automated Driving Systems

New UN Regulation on Driver Control(led) Assistance Systems

1998 Agreement:

[New UN GTR on Crashworthiness

New UN GTR on Child Restraint Systems

New UN GTR on Safety-Helmets]

New UN GTR on Automated Driving Systems

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(c) Necessary amendments

Suggestions by the secretariat:

Corresponding elements in Agreements (Regulations), Conventions and Resolutions to be amended to provide consistency

Working parties provide input here:

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(d) New legal instruments

Suggestions by the secretariat:

On minimum requirements for safe and clean used and new vehicles for low- and middle-income countries

Working parties provide input here:

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**Capacity development**

Working parties provide input here:

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(a) Training materials

Working parties provide input here:

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(b) Competency criteria

Working parties provide input here:

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(c) Training courses

Suggestions by the secretariat:

e-course on 1958 Agreement

Working parties provide input here:

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**Monitoring**

Working parties provide input here:

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(a) Indicators:

Suggestions by the secretariat:

1997 Agreement on PTI

Number/percentage of vehicles inspected per category and year

Percentage of inspected vehicles with dangerous, major or minor defects at PTI and at Road Side Inspection (RSI) per year

1958 and 1998 Agreements

Number of low/middle income countries applying/transposing UN Regulation No. 22/UN GTR No. xx.

Number of low/middle income countries applying/transposing UN Regulation No. 145 (ISOFIX anchorages)

Number of low/middle income countries applying/transposing UN Regulation No. 44 and 129/UN GTR No. xx.

Working parties provide input here:

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**D. Safe Roads**

**Existing instruments:**

- (a) United Nations conventions/agreements
  - 1968 Convention on Road Signs and Signals
  - 1975 European Agreement on Main International Traffic Arteries
  - 2001 Agreement on International Roads in the Arab Mashreq
  - 2004 Intergovernmental Agreement on the Asian Highway Network
  - Intergovernmental Agreement on the Trans-Africa Highways Network
  - 1957 Agreement concerning the International Carriage of Dangerous Goods by Road
- (b) Resolutions
  - United Nations Consolidated Resolutions on Road Traffic
  - United Nations Consolidated Resolutions on Road Signs and Signals
- (c) Recommendations
  - International Road Assessment Programme, with standards for road assessment and standards for risk mapping
  - Technical recommendations from global organizations like World Road Association (PIARC)

- International Standard Organization (ISO) road construction and road maintenance standards

**Screening result**

Working parties provide input here:

Input by WP.15:

For the carriage of dangerous goods, ADR vehicles may be subject to specific traffic restrictions defined locally when special risks pertain to certain restricted locations. This includes special speed limitations, additional provisions, or restrictions for special structures like bridges, tunnels or areas with special local risks and restrictions for the transport of dangerous goods on specific days.

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- (a) Loopholes

Suggestions by the secretariat:

Geographical limitation in European Agreement on Main International Traffic Arteries, AGR

Working parties provide input here:

Input by SC.1

AGR – SC.1 has been discussing the above issue since its 115<sup>th</sup> session in October 2020. At its 118<sup>th</sup> session in October 2023, SC.1 decided to defer its decision on this matter until the next session

- (b) Missing elements

Suggestions by the secretariat:

- Road safety audits (roads and tunnels)
- Road safety inspections
- Minimum road maintenance requirements
- Minimum requirements for road signs/signals and marking related to automated vehicles

Working parties provide input here:

Input by SC.1

Road safety inspections (RSI) and audits (RSA) – this topic is a new item on SC.1’s agenda since its 117<sup>th</sup> session (October 2022) when Latvia facilitated discussion by emphasising the role of RSA and RSI as one of several tools to accomplish the goal of safe infrastructure and to prevent accidents.

Discussion will continue at SC.1’s 118<sup>th</sup> session (October 2023) with a presentation by Ukraine on good practices. Further, Trans-European North-South Motorway (TEM) member countries are contributing to the discussion through the initial step of providing information on the RSA and RSI practices within the TEM network.

The secretariat has previously raised the issue of the merits of including road safety impact assessments, road safety audits, the management of road network safety and safety inspections in Annex II of the AGR however a contracting party has yet to table an amendment proposal on this topic.

At its 118<sup>th</sup> session in October 2023, SC.1 established an informal group of experts on safe road infrastructure.

- (c) Necessary amendments

Working parties provide input here:

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- (d) New legal instruments

Working parties provide input here:

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**Capacity development**

Working parties provide input here:

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- .....
- (a) Training materials

Working parties provide input here:

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- .....
- (b) Competency criteria

Suggestions by the secretariat:

QA and certification requirements for road safety auditors, road safety inspectors (no objection by SC.1)

Working parties provide input here:

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- .....
- (c) Training courses

Working parties provide input here:

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**Monitoring**

Working parties provide input here:

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- .....
- (a) Indicators

Suggestions by the secretariat:

Number of audits of new road/tunnel projects per year (no objection by SC.1)

Number and length (km) of audited/inspected existing roads per category and year (no objection by SC.1)

Working parties provide input here:

## E. Effective Post-Crash Response

### Existing instruments:

- (a) United Nations conventions  
1958 Agreement on UN Regulations for vehicle type approval; UN Regulation No. 144 on automated emergency call systems
- (b) Resolutions  
United Nations Consolidated Resolutions on Road Traffic
- (c) Recommendations

### Screening result

#### Working parties provide input here:

Input by WP.15:

ADR provides provisions for harmonized hazard communication, appropriate placarding and labelling of the vehicle carrying dangerous goods, labelling of packages and standardized instructions in writing to ensure a rapid, effective, and appropriate emergency response in the case of accidents. Reports on serious accidents or emergencies that may occur during the loading, filling, carriage or unloading of dangerous goods are mandatory under ADR. Paragraph 1.8.5 therein stipulates that the loader, filler, carrier, or consignee, as appropriate, must submit a report to the competent authority of the country where the emergency took place.

Regular amendments to ADR also stem from reviews of the consequences of incidents and accidents. The reviews highlight the limitations in the existing regulations when real world experience is gained.

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- (a) Loopholes

Working parties provide input here:

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- (b) Missing elements

Working parties provide input here:

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- (c) Necessary amendments

Working parties provide input here:

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- (d) New legal instruments

Working parties provide input here:

### Capacity development

Working parties provide input here:

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(a) Training materials

Working parties provide input here:

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(b) Competency criteria

Working parties provide input here:

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(c) Training courses

Working parties provide input here:

**Monitoring**

Working parties provide input here:

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(a) Indicators

Working parties provide input here:

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