



**EUROPEAN CONFERENCE OF MINISTERS OF TRANSPORT
COUNCIL OF MINISTERS**

Council of Ministers

ROAD TRANSPORT

ECMT KEY RECOMMENDATIONS ON ROAD SAFETY

This reference document was submitted for information under item 4 "Road Transport" of the draft agenda of the Bucharest session of the Council of Ministers.

This document collates all the Resolutions and Recommendations previously adopted by Ministers on this topic, thus constituting the "ECMT acquis" in the field of road safety.

From this set of Recommendations, it was decided to undertake the second stage of the survey, which is to review how each Member country has implemented them.

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Key Recommendations on Road Safety

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RESOLUTION No. 37 ON DRIVER TRAINING

[CM(78)17]

The Council of Ministers of Transport, meeting in Brussels on 31st May and 1st June 1978,

HAVING REGARD to the report by the Committee of Deputies on driver training;

REFERRING to the reports by OECD Road Research Groups S8, S10 and S13 on the following topics:

- young driver accidents (March 1975);
- driver instruction (March 1976);
- prevention of accidents involving users of two-wheeled vehicles (August 1977);

HAVING REGARD to the agreement drawn up by the United Nations Economic Commission for Europe on minimum requirements for the issue and validity of driving permits (1st April 1975);

CONSIDERING:

- that theoretical and practical driver instruction should always be an essential element of road safety policy;
- that analysis of road accidents in Member countries shows that young beginner drivers (those aged under 25 who have had their driving licence for less than three years) account for a disproportionate share of such accidents as compared with other drivers (from twice to four times the average rate depending on the country concerned) and that, in the Member countries, this group usually accounts for 85 per cent of all beginner drivers;
- that this high accident rate is due to inexperience combined with youthful inclination to take risks;
- that closer analysis brings to light the kinds of accidents that young beginner drivers are typically involved in, such as running off the road or collisions when overtaking;

ALSO CONSIDERING:

- that the instruction now given to learner drivers is directed more particularly to preparation for the driving test rather than to theoretical and practical tuition for safe driving in the true sense, and that the present contents of the driving test itself do not suitably provide for road safety;
- that the issue of a driving licence nowadays is wrongly regarded as certifying that a driver has completed his training for safe driving whereas in fact he then goes through a high-risk period during which he gradually gains the experience needed to drive safely when faced with the various kinds of traffic hazards;
- that it would also be useful to look into the conditions on which a driver who has been convicted of a serious traffic offence can be re-authorised to take charge of a vehicle;

IS OF THE OPINION:

- that driver instruction and driving tests should be designed to minimise the length of the high-risk period immediately after acquisition of a driving licence;
- that driver instruction should be comprehensive and, to ensure that it is effective, should encompass risk training and how to avoid putting various categories of road-users at risk;

RECOMMENDS the Member countries of the ECMT

1. *With regard to the instruction of future drivers*

- a) to declare that safety should be the primary purpose of the instruction given to learner drivers; that in addition to teaching them how to drive and giving them a formal knowledge of the highway code, such instruction should above all be designed to make them think and behave in such a way that they will be able to drive as safely as possible;
- b) in consequence, to review the contents of driver instruction, this often being too closely designed simply with an eye to passing the driving test;
- c) to include in the theoretical and practical instruction given to learner drivers, the main risks encountered by the various categories of road users, and what they should do, first, to avoid such risks and, secondly, how to overcome them if they arise;
- d) to provide practical instruction ensuring that, when the time comes, the driver is capable of driving on busy roads, at night and in poor visibility conditions;
- e) to treat driver instruction and the driving test as a “single entity” designed effectively to cater for the road safety considerations listed above;
- f) to improve existing methods of driver instruction and, to this end, to promote teaching of basic skills in handling a motor vehicle together with risk training on special circuits off the public highway to encourage wider use of audio visual aids;
- g) alongside traditional teaching in successive lessons, to experiment and develop new methods of instruction, notably those involving continuous courses with up-to-date teaching procedures and equipment.

2. *With regard to road safety education in schools*

- to promote road safety education in schools as recommended by the Second ECMT/Council of Europe Joint Conference in 1971;
- in this connection, to begin to make children traffic-minded, even at nursery school age; to teach them road behaviour gradually as pedestrians and as drivers of two-wheeled vehicles; in secondary education establishments, to provide initial motor traffic training with special reference to the use of power-driven two-wheeled vehicles.

3. *With regard to driver training after the acquisition of a licence*

- to provide beginner drivers with further training designed to eradicate the worst mistakes in driving behaviour;
- gradually to extend this facility to all drivers so that they may take useful refresher courses periodically;
- to consider whether drivers who have had their licence withdrawn for a serious traffic offence might in particular be compelled to undergo a further training course so that their ability to drive safely may be ascertained before they recover their licence; to consider how further special instruction could be provided to cover the most common types of serious traffic offence, notably driving under the influence of drink or drugs.

4. *With regard to driving school instructors and driving test examiners*

- to provide careful training in road safety for driving school instructors and examiners;
- to provide refresher courses or seminars for existing instructors and examiners;
- to consider gradual co-ordination of their occupational training at European level;

More generally, further **RECOMMENDS** the Member countries:

- gradually to introduce a comprehensive and coherent system of driver instruction from nursery school to driving licence and even beyond, the main purpose of which would be to ensure that road user behaviour will be closely and lastingly in conformity with road safety requirements under present-day traffic conditions;

INSTRUCTS the Committee of Deputies to keep under review the application of the measures recommended in this Resolution.

RESOLUTION No. 38 CONCERNING SEAT BELTS

[CM(78)18]

The Council of Ministers of Transport, meeting in Brussels on 31st May and 1st June 1978,

HAVING REGARD to the report of the Committee of Deputies on the effects of the compulsory wearing of seat belts;

REFERRING to Resolution No. 28 of 14th June 1973 on the problem of seat belts;

CONSIDERING:

- that in practically all the ECMT countries the effectiveness of seat belts is no longer open to question;
- that 14 Member countries have taken measures for compulsory wearing of seat belts in accordance with Resolution No. 28;
- that these decisions have significantly contributed to the decrease in road deaths and injuries recorded in most Member countries in recent years;
- that compulsory wearing of seat belts is one of the most cost-effective measures that can be taken for road safety;
- that in no ECMT Member country does the Constitution seem to preclude provision for compulsory wearing of seat belts;
- that three-point inertia reel belts (the type which is judged most convenient at the present time) are now very commonly used in many Member countries;
- that various studies conducted in several Member countries have shown that when car occupants wear their seat belts correctly, the risk of their being killed if involved in an accident is reduced by at least half and the severity of their injuries is also very distinctly reduced;
- that foregoing studies have also shown that the risk of death or injury rises appreciably when the impact takes place at high speeds;
- that there can be no doubt that when impacts take place at very high speeds, even the wearing of seat belts fails to provide effective protection for car occupants and, in consequence, that:
 - very high speeds must be avoided;
 - compulsory wearing of seat belts and general speed limits work complementarily for the improvement of road safety;
- that objections to the wearing of seat belts on medical grounds are exceptional;

- that measures for compulsory wearing of seat belts have won widespread compliance only when there was also adequate enforcement by the police and limited, but quick, penalties for offenders;
- that less binding measures limited to the recommendation that seat belts should be worn do not usually achieve more than 20-30 per cent compliance despite intensive information and publicity campaigns; that this rate generally drops fairly steeply when the campaigns are over; that some incentive devices (e.g. “bleeps” and warning lights inside vehicles) can be useful but should be regarded only as adjuncts to compulsion; that standard fitting of emergency devices for immediate release when belt fastenings are damaged in the course of an accident could make motorists feel safer and so dispel remaining reluctance on this point;
- that in some countries, the question whether car occupants were or were not wearing seat belts is taken into account by insurance companies and the courts when awarding damages for car accidents;

IS OF THE OPINION THAT the target of every country’s policy in this field should be that, within a reasonable time span, all motor vehicle occupants - except for public transport vehicles and relatively limited special cases - should be protected by seat belts;

RECOMMENDS the Member countries of the ECMT:

1. to continue to introduce regulations for the fitting of seat belts in new vehicles, preferably three-point belts where three-point anchorage is technically feasible and, in particular, gradually to extend these provisions:
 - to the back seats of private cars¹,
 - to light weight commercial vehicles,
 - at a later stage, to other categories of commercial vehicles;
2. to encourage the fitting of three-points inertia reel belts, these being more convenient and, consequently, more easily accepted;
3. to proceed at national level on the principle of compulsory wearing of belts¹ as this secures much wider compliance than mere recommendations to this effect even if they are supported by intensive information and publicity campaigns;
4. to consider that compulsory wearing of seat belts must apply to car occupants both inside and outside built-up areas;
5. to ensure that wearing of belts is effectively enforced by the police and, if possible, provide for limited but quick penalties for offenders;
6. to continue their information and publicity campaigns for the wearing of seat belts even if this has been made compulsory; to renew these campaigns, notably when compliance falls significantly; in the course of road safety education at school and in driving schools, to draw attention of future car users to the importance of wearing seat belts;

¹. The Italian delegation has entered a reservation on this point

7. to make the wearing of seat belts compulsory, for anyone whose age, body measurements, and physical condition enable him to do so; to make provision to the effect that children who cannot be fastened with seat belts shall be carried in rear seats unless they can be provided with special front-seat safety devices to suit their case;
8. to encourage the fitting, in new vehicles, of “bleeps” or warning lights to remind car occupants when they fail to fasten their belts, and - when advances in technical design make this possible - the fitting of approved emergency devices for quick release when the standard belt coupling is damaged in the course of an accident;
9. to secure the adoption as soon as possible at national level of the decisions taken on uniformity of technical standards by the international organisations concerned, more especially those relating to belt coupling; to continue the studies and research for improving the effectiveness and reliability of existing belts and of any device whereby belts can be better adapted to their users’ body measurements, whilst also working gradually for international uniformity of belt specifications;

INSTRUCTS the Committee of Deputies to keep the application of the measures recommended in this resolution under review and to study their effects.

**RESOLUTION No. 40 ON MEASURES REQUIRED FOR THE IMPROVEMENT
OF ROAD TRAFFIC AT NIGHT**

[CM(79)8]

The Council of Ministers of Transport, meeting in Belgrade on 30th and 31st May 1979,

HAVING noted with keen interest the current results of OECD studies on the improvement of road safety at night;

NOTING that this work already justifies the recommendation of methods which can be expected to help towards the desired improvements;

CONSIDERING that the number of road accidents at night is particularly high having regard to the volume of traffic: that the number of persons killed in road accidents at night accounts for about half the total road deaths in most countries of Northern and Central Europe and that the corresponding percentages for countries along the Mediterranean seaboard ranges from one-sixth to one-third;

CONSIDERING that night-time injuries and fatalities per vehicle-km can be twice as much, or even more, than the corresponding figures in day time;

CONSIDERING in particular, that:

- the unprotected road users (pedestrians, two-wheelers) are over-represented in night-time road accidents in most countries;
- the number of single vehicle accidents, especially on rural roads, is relatively high at night;
- certain kinds of accidents, such as those involving alcohol, are more frequently encountered by night than by day;

BEARING IN MIND that the occurrence and severity of night traffic accidents are affected by numerous factors which can be classified as:

external factors which are characterized by:

- the absence of natural (day) light which reduces the possibilities for visual observation by road users;
- meteorological influences (such as fog, rain, snow, ice) which differ at night;

traffic-related factors such as:

- traffic flow (rush hours may occur both at day and night depending on climate, geographical latitude and season; on the other hand, late night traffic is usually light);
- composition of traffic (vehicle distribution of road users, etc.) which changes from day to night and differs in rural and urban areas;
- vehicle occupancy which is often higher at night;

behavioural factors such as:

- alcohol;
- speed (average speeds tend to be higher and excessive speeding is more frequent at night);
- fatigue;
- trip purpose (destination and determinants are usually different from those during the day and trips at night are frequently on longer, less familiar routes);

CONSIDERING that driver instruction under-emphasizes problems relating to driving at night;

CONSIDERING that accidents at night can be reduced by appropriate measures;

RECOMMENDS the adoption of the following measures by Member countries:

1. Measures aimed at reducing the impact of external factors

- when constructing new roads and improving existing ones:
 - “road guidance” devices, such as road markings and delineation (with materials that are visible at night even in the rain) and retro-reflective or lighted traffic signs should be installed;
 - careful attention should be given to other aspects of the road network at night such as the choice of road surfacing materials, provision of public lighting, particularly in urban areas, at pedestrian crossings, heavily trafficked urban roads, rural intersections and other hazardous (high-risk) locations;
- special tracks or paths for bicycles and mopeds should be provided whenever possible, and should be included in the design of transport infrastructures at the planning stage;
- pedestrians and users of two-wheeled vehicles should be encouraged to make themselves plainly visible, notably by wearing light-coloured clothing or, better still, reflective devices;
- in accordance with the Vienna Convention on Road Traffic, pedestrians should be instructed to use the side of the road facing on-coming traffic and if this is already prescribed, compliance should be enforced;
- the fitting of devices (retro-reflective tyres, etc.) for improving the visibility of bicycles and mopeds from the side and also from the front and rear should be encouraged;
- proper levelling of low-beam headlights should be prescribed and monitored at regular intervals, and all vehicle lights should be required to be kept clean;
- current studies on the possible merits of using low-beam headlights in built-up areas should be expedited.

2. Measures aimed at reducing the impact of behavioural factors

- consideration should be given to the possibility of re-enforced control of drink and driving, for instance, by broader roadside testing programmes;

- care should be taken to ensure proper compliance with speed limits at night, for instance, by monitoring wherever excessive speeding usually occurs;
- as part of the existing arrangements for instruction of road users, whether pedestrians or drivers, references to accidents at night should be included in the instruction given:
 - at school,
 - in the course of driver training, by carefully explaining the hazards specific to driving at night and by giving driving lessons at night,
 - by information campaigns on suitably selected topics, notably how important it is that drivers should have their sight tested from time to time, bearing in mind that certain types of defective eyesight can be linked up with certain lighting conditions.

RESOLUTION No. 45 ON MEASURES TO IMPROVE EMERGENCY ASSISTANCE IN ROAD TRAFFIC

[CM(83)20]

The Council of Ministers, meeting in Paris on 24th November 1983,

HAVING REGARD to the Report on Emergency Assistance in road traffic [CM(83)17];

CONVINCED that qualitative and quantitative improvements in emergency assistance in road traffic would help to increase the chances of survival of casualties and make the effects of their injuries less severe;

NOTING:

- that the majority of Member countries have established in recent years an extensive and efficient emergency assistance system which however needs to be continuously improved in the light of new knowledge and technical advances;
- that more thorough training of all road users would increase the effectiveness of emergency assistance;
- however, that training received in a short period is quickly forgotten, and that therefore refresher courses should be given at regular intervals;
- that professional drivers in both the private and public sectors, police officers and members of the fire service should receive more comprehensive training in emergency assistance owing to the nature of their work;
- that it is not really possible to assist casualties without having the necessary equipment for this purpose;
- that the numbers of paramedical personnel assigned to first-aid duties is deemed insufficient by a number of countries and that the training of such personnel often differs according to the region or local authority;
- that emergency assistance in rural regions is often less well organised and efficient than in conurbations;
- that the production of standard documentation within countries would promote the co-ordination of emergency assistance measures and would make it possible to detect any shortcomings;

RECOMMENDS the Governments of ECMT Member countries:

1. to support and promote the implementation of measures to improve emergency assistance in road traffic;
2. to encourage the acquisition of knowledge of prompt assistance or first-aid among all road users and to ensure that this knowledge is regularly kept up to date;

3. to encourage professional drivers, police officers and members of the fire service to take more advanced courses in emergency assistance and, where necessary, to give them the opportunity of following such courses;
4. to encourage all motor vehicles, with the exception of two-wheelers, to be equipped with a first-aid kit with a specified minimum content that should be duly supplemented in the case of the drivers referred to under point 3 above;
5. where necessary, to increase the numbers of paramedical personnel and standardise relevant occupational training;
6. where necessary, to improve the effectiveness of emergency assistance, primarily by improving the organisation of the system in rural areas and reserving a single telephone number for all types of emergency call;
7. to adopt standard documentation on the provision of emergency assistance throughout the country.

INSTRUCTS the Committee of Deputies to pursue its efforts to improve emergency assistance, to make use of the knowledge obtained by other international organisations competent in this sphere and, if necessary, to encourage co-operation among Member countries in this connection.

**RESOLUTION No. 48 ON WAYS OF INFLUENCING HUMAN BEHAVIOUR
WITH A VIEW TO IMPROVING ROAD SAFETY**

[CM(86)16]

The Council of Ministers of Transport, meeting in Paris on 20th and 21st November 1986,

HAVING REGARD to the Report on Ways of Influencing Human Behaviour with a view to Improving Road Safety [document CM(86)15];

CONSIDERING that, despite the progress that has been recorded in recent years, Governments must sustain their efforts to make further progress towards improving road safety;

CONVINCED that road safety policies can not have any substantial lasting effects except as part of overall preventive strategies based on the simultaneous improvement of the behaviour of road users, the design and maintenance of vehicles and the quality of infrastructures and on the modernisation of emergency services for road casualties;

NOTING, however, that human factors are the source of the vast majority of road accidents and accordingly that particular priority in the future needs to be given to influencing the human factors causing road accidents;

INVITES MEMBER COUNTRIES:

1. To improve their systems for collecting and processing accident data, to conduct more detailed studies, surveys and research so as to have a reliable basis for assessing the extent to which human factors are involved in road accidents and, on this basis, to devise suitable preventive and dissuasive measures and penalties as means of influencing the behaviour of road users.
2. To ascertain more clearly in this way the importance of the main human causes of accidents such as excessive speed, drinking and driving, dangerous manoeuvres and non-compliance with traffic lights and road signs.
3. To implement, in their entirety, its previous Recommendations as regards speed limits, penalties for drinking and driving, the use of seat belts and the wearing of protective helmets, so as to establish a set of compulsory requirements that are clear, coherent and, if possible, harmonised at international level.
4. To maintain an adequate level of traffic supervision in order to secure proper compliance with road traffic regulations by making sure that there are always enough members of the traffic surveillance services on the roads, including during off-peak periods and on secondary roads.
5. To arrange, as far as possible, for the surveillance services to be equipped with automatic equipment for recording offences, particularly those of exceeding the speed limit or going through a red light, as well as reliable apparatus for ascertaining whether drivers have been drinking.

6. To ensure that the appropriate penalty is imposed as soon as possible once the offence has been established and that flexible procedures for penalising offenders are introduced so as to relieve the courts of the burden of having to deal with a vast number of minor offences.
7. To make wide use of the possibilities offered under national law to apply the more dissuasive types of penalty in cases directly involving the safety of others, such as the suspension or withdrawal of the driving licence, the temporary withholding of the vehicle registration document or the temporary immobilisation of the vehicle.
8. To give extensive publicity to operations designed to monitor and penalise dangerous behaviour and to serve as a deterrent.
9. To improve the systems of road safety education so as to provide ongoing road safety training from the earliest years and continuing after the driving licence is obtained.
10. To encourage meaningful instruction in schools on basic road safety rules and behaviour, including a minimum of practical training.
11. To improve the quality of instruction in driving schools and the standard of driving instructors and examiners.
12. To study the possibility of introducing graduated systems of driving instruction -- particularly for progression to the more powerful types of motorcycle -- and for making arrangements for administrative and training institute follow-up for the learner or novice driver.
13. To support schemes aimed at providing refresher courses and further training for drivers, particularly those who have been found guilty of a series of offences.
14. To mount information campaigns for road users on the major risks and main causes of accident and promote the wide circulation of information, particularly to local authorities, road safety organisations, educational establishments, the medical profession and insurance companies; further, to take steps to ensure that the entry into force of new regulations is systematically backed up by a widespread information campaign aimed at road users.
15. To encourage contributions of all kinds from private road safety organisations so as to increase the effectiveness of the action taken by the authorities and, where appropriate, to help them increase the number of safety measures undertaken within their own sphere of competence.

INSTRUCTS the Committee of Deputies to keep track of developments in this particularly important area concerning the role of human behaviour in road accidents and to report back, in due course, in the light of the experience acquired in the various Member countries.

**RESOLUTION No. 54 CONCERNING THE FITTING AND WEARING OF SEAT BELTS
ON THE REAR SEATS OF CARS AND SAFER TRANSPORT OF CHILDREN AND ADULTS**

[CM(88)29]

The Council of Ministers of Transport, meeting in Paris on 29 November 1988,

HAVING REGARD TO:

- Resolution No. 28 of 14 June 1973 concerning seat belts;
- Resolution No. 33 of 18 and 19 June 1975 concerning the problem of young children carried in front seats of motor vehicles;
- Resolution No. 38 of 31 May and 1 June 1978 concerning the wearing of seat belts;

CONSIDERING:

- that the effectiveness of seat belts can not be contested and has been established by many scientific studies;
- that the studies made show that the wearing of seat belts, compared with the situation of non-wearing, reduce, by at least 50 per cent the risk of being killed or injured in a car accident;
- that this significant reduction of the risk not only concerns the occupants of the front seats of passenger cars but also the occupants of rear seats;
- that passengers in rear seats who do not wear seat belts are not only running a risk of being injured themselves but also endanger persons in front who are using seat belts particularly, for example, if they are thrown forward;
- that restraining devices are not effective solely for adults since similar results can be obtained in the case of children if the devices used are adapted to their age, size and weight;

NOTING:

- that it has not as yet been made compulsory in all countries to fit seat belts in the rear seats of new cars;
- that despite the progress recently made in this connection, only a few countries have made it compulsory to use restraining devices for passengers in rear seats;
- that only a few Member or Associate countries of the ECMT have made it compulsory to use restraining devices for children irrespective of their age or the seat in which they are travelling; that restraining devices for children are not used sufficiently because the public too often considers, incorrectly, that it is only dangerous for children to travel in the front seats and that they are safe enough in rear seats;
- that despite the fact that restraining devices are acknowledged to have a high degree of effectiveness, there are still too many cases in which their use is not compulsory;

RECOMMENDS the Member countries of the ECMT:

1. to make it compulsory for the rear seats of passenger cars to be fitted with seat belts;
2. to introduce as soon as possible provisions stating clearly that all occupants of rear seats of passenger cars, adults and children, should be protected by an adequate restraining system;
3. to make it also compulsory, for children travelling in front seats, to be protected by restraining devices adapted to their size, weight and age;
4. to limit as far as possible the number of categories of persons exempt from wearing seat belts.

**RESOLUTION No. 56 ON ADVERTISING THAT CONFLICTS
WITH ROAD SAFETY AIMS**

[CM(89)37]

The Council of Ministers of Transport, meeting in Paris on 22 November 1989,

HAVING REGARD to the report on advertising that conflicts with road safety aims;

NOTING:

- that a total of over 65 000 people are killed each year in road accidents in ECMT Member countries;
- that the analysis of factors contributing to road accidents clearly show the predominant role played by human behaviour;
- that such behaviour is bound up with the public image of the car and may be strongly influenced by advertising;

CONVINCED that it is necessary to continue to make even greater endeavours to change the behaviour of road users on a lasting basis;

CONSIDERING that any improvement in human behaviour first calls for better quality of advertising which does not prompt drivers to adopt behaviour that is aggressive, violent or to the detriment of other road users but which, on the contrary, attaches greater importance to forms of behaviour conducive to safety on the roads;

RECOMMENDS the governments of ECMT Member countries:

1. to draw the attention of manufacturers and importers of motor vehicles and equipment, producers of motor fuels and oils, advertising agencies and journalists to the dangers that may be associated with advertising which does not take account of road safety requirements;
2. to ask them to introduce or develop conventions or other agreements with a view to monitoring the content of advertising messages themselves so as to ensure that they comply with the rules of a code of practice laid down beforehand and compatible with road safety requirements and, more particularly, to urge them to regard as inappropriate any advertising whose content:
 - extols performance or power and treats driving as a sport;
 - shows scenes evoking motor racing, lightning acceleration and top speeds;
 - evokes needs incompatible with safety or suggests exaggerated personal values such as dominance, impetuosity, or power;

- instils in the driver a false sense of safety by suggesting that particular technical characteristics (of the vehicle or its accessories) will enable him to master every dangerous situation;
 - represents or evokes by means of imperceptible devices particular facts or situation that cannot exist in reality;
 - prompts the driver to break the law and infringe the basic rules governing careful driving.
3. To ask manufacturers and importers of motor vehicles and equipment, producers of motor fuels and oils and those responsible for the media to replace the detrimental content of advertising messages by:
- objective information which helps the safety-conscious purchaser to make a rational choice;
 - neutral texts and images associated with the concept of safety (for example, interpret the road-holding qualities of a vehicle as a safety factor);
 - information about the vehicle's reliability, fuel consumption and comfort, and about the need to protect the environment;
 - messages that help to develop a sense of responsibility, tolerance, and compliance with regulations;
 - messages that show the convivial aspects of driving and the pleasure of a good rapport with the environment;
 - information that convinces the purchaser that the image created by his choice is that of a well-informed person who is aware of his responsibilities and who is both helping to make the roads safer and protecting the environment.
4. In the light of the circumstances specific to each country, to promote advertising that is conducive to safety on the roads.
5. To consider the possibility of creating an international prize to be awarded for the car advertising campaign that shows the most concern about road safety.

INSTRUCTS the Committee of Deputies to monitor the implementation of the measures recommended in this Resolution.

RESOLUTION No. 92/3 ON DECENTRALISED ROAD SAFETY POLICIES

[CEMT/CM(92)4 REV]

The Council of Ministers of Transport of ECMT, meeting in Athens on 11 and 12 June 1992,

HAVING REGARD to the report on trends in road safety policies;

BEARING IN MIND all the Resolutions adopted by ECMT in connection with the orientation of road safety policies, more particularly Resolution No. 48 (1986) on ways of influencing human behaviour with a view to improving road safety and Resolution No. 55 (1989) on road safety;

BELIEVING that the number of road accident casualties in ECMT Member countries is unacceptable;

NOTING:

- that the policies pursued in most of the Member countries since the early 1970s have led to a downtrend in numbers of both road accidents and casualties;
- that these policies, which had previously focused primarily and individually on regulatory measures, road infrastructure and vehicle safety, had subsequently begun to integrate all these aspects;
- that the structures set up and the degree of central government involvement in shaping and conducting these policies differs from one country to another and that no single model can be recommended as valid for all;

CONSIDERING:

- that it is a prerequisite for an effective policy to mobilise all concerned, especially those closest to the public as road users, for the purpose of conducting a diversified and co-ordinated programme of action;
- that the policies currently adopted in many countries do satisfy this requirement by means geared to the relevant administrative structures and have shown their effectiveness in the light of the results achieved;

RECOMMENDS the Member countries to pursue and step up their efforts to prevent road accidents, and in particular:

- to set an attainable but ambitious objective in quantitative or qualitative terms on which the relevant measures can be focused;
- to take any legislative measures that may still be called for;
- to make the concern with road safety an issue of national importance and a part of general transport policy;

- to promote a range of measures to change user behaviour by means of education, training and information but also by means of an effective policy of enforcement and penalties, while at the same time continuing to improve both infrastructure and vehicles, due account being taken of any interaction between these diverse measures;
- to identify all the various partners from national down to local level, including elected representatives, administrations and the private sector, who may participate in these efforts to prevent road accidents;
- to enable these bodies to work together, each at its own level and with respect to its own responsibilities and areas of concern, in order to draw up and implement a diversified and co-ordinated action programme;
- to establish the structures whereby all concerned can be mobilised and experience may be exchanged;
- to develop instruments for monitoring and assessing these policies.

RESOLUTION No. 93/4 ON LORRIES AND ROAD TRAFFIC SAFETY

[CEMT/CM(93)4/FINAL]

The Council of Ministers of ECMT, meeting in Noordwijk, on 26th and 27th May 1993:

HAVING REGARD to the Report CEMT/CM(93)3 on "Lorries and Road Traffic Safety";

CONSIDERING that the improvement of road safety is a key factor in any Europe-wide transport policy;

ACKNOWLEDGING the growth of international goods transport and the major share accounted for by road haulage;

NOTING that only an integrated and diversified road safety policy incorporating all components -- driver, vehicle, infrastructure, training, regulations, monitoring, penalties, communication -- can ensure that traffic flows under optimum conditions of fluidity and safety;

RECOMMENDS THAT MEMBER COUNTRIES:

Statistics

1. Improve the compilation of statistics on the composition, volume and classification of lorry traffic with a view to establishing what concrete measures should be taken.
2. Harmonise accident statistics for the purpose of international comparison.

Driver training

3. Ensure that the drivers of the largest lorries are persons of a certain maturity. This requirement could be met through the fixing of a minimum age (21 years, for example), or through professional experience gained or the relevant professional training (apprenticeships).
4. Introduce, or continue to require, a thorough medical examination before granting a driving permit and also promote regular check-ups during the period of validity of the permit.
5. Harmonise the conditions of access to the profession with regard to prior training and the issuing of driving permits.
6. Develop suitable occupational training and ensure that the practice of further and continuing training becomes more common by involving haulage firms and hauliers' federations and unions.

Vehicle technical equipment

7. Promote greater use of safety devices such as speed limiters and those that improve the driver's field of vision and vehicle visibility.
8. Promote research in this sphere and with respect to in-vehicle communication between drivers and the traffic management authorities.

Infrastructure

9. Develop road infrastructure for use by lorries in the light of their requirements and specifications, as well as equipment and materials (guardrails, porous surfacings, etc.) which will reduce problems arising from the co-existence of car and lorry traffic.
10. Develop ancillary infrastructure (rest and parking areas) to improve the physical comfort of lorry drivers and thereby create safer conditions.
11. Consider, for safety reasons, the opportunity of using the freight transport capacities provided by the existing rail and inland waterways infrastructures in a more efficient way;

Regulations

12. Harmonise the criteria for restrictions on lorry traffic and limit exemptions.
13. Consider the harmonisation of all rules of behaviour, as well as driving and rest periods on the basis of common definitions of the terms "driving" and "rest"¹.

Monitoring and penalties

14. Provide the necessary material and human resources to ensure optimum effectiveness of monitoring and diversify checks on the road or on hauliers' premises, notably with regard to compliance with social regulations.
15. Extend liability to persons issuing instructions when infringements occur.
16. Develop mutual assistance in legal matters and increase co-operation among countries in order to recognise and enforce suspensions internationally.

Communication and information

17. Promote exchanges of information between countries on traffic conditions and safety and emergency equipment and systems which lorry drivers may find when driving internationally.
18. Promote a climate of road safety within haulage firms with the participation of hauliers' organisations and federations.
19. Promote any preventive measures or information campaigns, which specifically address matters relating to lorries.

INSTRUCTS THE COMMITTEE OF DEPUTIES to follow up the implementation of this Resolution and report back in due course.

¹. Germany and the United Kingdom entered a reservation on this item, pointing out that it infringed the principle of subsidiarity as defined in the European Communities.

RESOLUTION No. 93/5 ON DRINK AS A FACTOR IN ROAD ACCIDENTS

[CEMT/CM(93)5/FINAL]

The Council of Ministers, meeting in Noordwijk on 26th and 27th May 1993:

HAVING REGARD to the Report on "Drink as a Factor in Road Accidents";

NOTING:

- that the majority of countries have stated that drink driving is one of their priorities for a road safety policy;
- that the consumption of alcohol, particularly among young people, is still high in most countries;
- that, in some countries, up to 40 per cent of fatal accidents are alcohol-related and although the statistical systems are improving, they still give, in general, under-estimated figures on drink/driving percentage breakdowns;
- that, in all countries, those involved in drink/driving accidents are predominantly males in the younger age groups;
- that the maximum permitted alcohol level varies from 0.2 g/l to 0.8 g/l for blood tests and from 0.1 mg/l to 0.45 mg/l for breathalyser tests;
- that, in 40 per cent of countries, blood tests are still the only form of legal evidence;
- that drink driving is mainly a structural and social problem;
- that, in spite of the detrimental effects of the consumption of some medicines and drugs (combined or not with alcohol) on driving ability, no systematic survey on these effects has been performed on a large scale;
- that, in certain Member countries, a warning symbol is systematically printed on the packaging of medicines likely to impair driving, particularly if these are taken in conjunction with alcohol, and that a Recommendation on this specific issue was unanimously agreed upon within the Economic Commission for Europe in 1988;

RECOGNISING that at national level Ministers who deal with social welfare, police affairs and health also have responsibility in campaigns against alcohol;

RECOMMENDS THAT MEMBER COUNTRIES

- continuously fully apply the previous Resolutions (Nos. 12, 21 and 41) accepted in ECMT. These account especially for:
 - the establishment of effective data-collecting systems;
 - the continuous making of provisions for a wider range of penalties applicable to persons who drive under the influence of drink;

- the imposing of rehabilitation programmes;
 - the carrying out of public campaigns to discourage drink-driving, in co-operation with social and medical welfare institutions;
- regularly evaluate the results of activities in this field;
- furthermore, Member countries should:
- adopt, if possible, a maximum blood-alcohol level of 0.5 g/l¹ and determine a similar maximum level for breathalyser test;
 - facilitate easier alcohol-level controls, if necessary by promoting the legislative changes to make the breath-test permissible evidence, and ensure that controls may be carried out or developed when there has been neither an accident, or a traffic offence, or any indication of such;
 - ensure that drivers are better informed about the additional dangers involved in the taking of certain drugs and medicines, especially when these are taken in combination with alcohol;
 - also encourage and develop further research in this field and ensure that new regulations and control methods are based on field experiments;
 - ensure co-ordinated and active accident-prevention measures are taken jointly by the ministries concerned with the use and the combined influence of alcohol, medicines and drugs;
 - encourage the use of systematic printing of a warning symbol on the packaging of medicines likely to impair driving, particularly if taken in conjunction with alcohol;

INSTRUCTS THE COMMITTEE OF DEPUTIES

- to follow up the implementation of this Resolution and report back in due course;
- to continue its work on driving under the influence of medicines and drugs and later, produce a report on this subject.

^{1.} The Delegations of Denmark, Germany, Ireland, Italy and the United Kingdom entered a reservation on this level.

**RESOLUTION No. 94/1 ON DRIVING IN WEATHER CONDITIONS
OF POOR VISIBILITY**

[CEMT/CM(94)4]

The Council of Ministers of the ECMT, meeting in Annecy on 26 and 27 May 1994,

NOTING that visibility distance is of the utmost importance for safe driving;

HAVING REGARD TO the report on driving in weather conditions offering poor visibility;

NOTING that the visibility distance is strongly influenced by bad weather conditions;

CONSIDERING that accidents which occur in bad weather, particularly in fog, often involve a large number of vehicles and that these accidents are even more severe when lorries are involved;

TAKING ACCOUNT OF the fact that accidents occurring in these circumstances are often attributable to inappropriate behaviour by drivers;

NOTING that technical facilities can offset the poor visibility to some extent;

CONSIDERING that harmonisation of driving rules in adverse weather would make it easier for drivers to get to know them and, accordingly, comply with them;

RECOMMENDS that the ECMT Member countries:

- take measures to ensure that drivers behave appropriately in adverse weather conditions; such measures might include, for example:
 - the introduction of speed limits which are set in relation to the visibility distance;
 - the prohibition of overtaking by certain categories of vehicle;
- ensure that the behaviour adopted in these particular circumstances is taught not only in the initial training but also in professional training or refresher courses for drivers;
- provide for visual means enabling drivers to estimate visibility distances, such as beacons, road-studs and road marking;
- provide warning signs, or if necessary equipment, for areas where reduced visibility is particularly frequent and serious owing to adverse weather conditions;
- ensure that indications given to road users by means of road signs and signals, especially regarding directions, are as efficient as possible;
- provide appropriate information for road users regarding traffic conditions and safety rules to be observed by developing real-time means of information, among other types, through variable-message signs and radio frequencies;

- encourage the general fitting of rear fog lights on vehicles, while at the same time ensuring that these cannot be confused with brake lights and laying down specific conditions for use, thus referring to the competent bodies, in particular ECE-UN;
- promote the fitting of in-vehicle equipment ensuring optimum and effective visibility conditions (demisting and defrosting of windows, high-performance windscreen wipers, etc.);
- step up information campaigns on safety rules which all road users must observe, especially with regard to the most vulnerable road users;
- continue research and develop international co-operation, especially as regards:
 - the problem of reduced visibility;
 - pervious surfacing;
 - aids to drivers by means of new technologies;
 - the transmission of driver information to vehicles;
 - fog detectors and warning systems;
- develop monitoring devices for the purpose of detecting offences in all circumstances;
- try to ensure that, when general measures are adopted, they are harmonised throughout Europe.

INSTRUCTS THE COMMITTEE OF DEPUTIES to ensure that the report and recommendations adopted are transmitted to all the government departments and organisations concerned and to monitor all further developments in this connection in the various Member countries of the Conference.

RECOMMENDATIONS/CONCLUSIONS ON SPEED MODERATION

[CEMT/CM(96)1/FINAL]

The Council of Ministers, meeting in Budapest on 29 and 30 May 1996,

CONSIDERING:

- the undeniable role played by excessive or inappropriate speed in both the number and severity of accidents;
- the positive impact on road safety reported when general speed limits are introduced or existing limits lowered; and conversely, the adverse impact on road safety of the raising of such limits, when effective supporting measures are not taken;

NOTING:

- the differences between regulations currently in force in European countries, notably with regard to general speed limits, leading to some doubt and confusion amongst international traffic road users with regard to the credibility of existing regulations, which is detrimental to road safety;

RECALLING THAT:

- driver behaviour is the main determinant of road safety;
- education, training, regulations, surveillance and penalties provide a variety of complementary means of influencing such behaviour by encouraging drivers to drive more safely, to comply more strictly with highway regulations and to show greater consideration for other road users;
- action taken to calm traffic flows and moderate vehicle speeds must be aimed at vehicles, at the infrastructure and at drivers;

RECALLING the various recommendations adopted in the past by the Council of Ministers of the ECMT,

RECOMMENDS THAT:

- general speed limits be introduced for all categories of vehicle in all networks and set at a level which is not only compatible with the requirements of safety and environmental protection but also perceived to be reasonable by road users¹;
- general speed limits' harmonisation be promoted² at national and European level on homogeneous networks, which have similar physical characteristics and traffic conditions and which have equivalent functions, in order to improve safety on the road. To this effect,

¹. The German Delegation entered a reservation under this point.

². The Delegations of Denmark, Greece, Norway and the United Kingdom entered a reservation under this point.

one should study the level of an harmonised general speed limit, which might take as a reference the following figures:

- 50 km/h in urban areas³,
- 120 km/h on motorways⁴;

these figures correspond to the average limits presently in force. They do not exclude general speed limits which may be set at a lower level when traffic management or circumstances -- geography, weather, technical provisions -- so require, or be kept when they are already in force;

RECOMMENDS THAT:

with regard to road networks

- road networks be classified in a way which takes account of the geometric design of highways carrying different types of traffic, i.e. through-traffic, local traffic, etc.,
- speed limits in urban areas where protected road users and vulnerable ones coexist, be adapted to a level that promote a safe interplay between them, -- provision be made in highway regulations and specific adaptation measures be introduced to develop areas with reduced speed, for instance, 30 km/h zones in residential or built-up areas,
- the possibility be provided for highway regulations to permit higher speed limits on roads used principally to carry through-traffic in urban areas,
- steps be taken to ensure that driver behaviour, notably the speed limits that drivers must obey, is consistent with the infrastructure by providing appropriate indications of changes in the environment or function of the highway, notably at the entrance to built-up areas.

with regard to driver information,

- action be taken to promote traffic management and to develop means of conveying information to drivers, notably through the use of telematics systems, in order to provide route guidance and to encourage drivers to match their behaviour to the prevailing traffic conditions,
- road authorities develop variable message signs that can be used to modify speed limits according to the prevailing traffic and weather conditions,

with regard to on-board equipment

- efforts be made to ensure that the on-board technologies developed for use in vehicles are ergonomically compatible with safety objectives,
- vehicle manufacturers fit speed governors to all new heavy goods vehicles and public transport vehicles they produce,

^{3.} The Norwegian Delegation entered a reservation under this point.

^{4.} The German Delegation entered a reservation under this point.

- studies be made of the timeliness and feasibility of developing similar devices for other types of vehicle,
- the voluntary use of speed governors be encouraged⁵,

with regard to driver training

- the initial training of drivers should, through the use of appropriate psychological techniques and teaching methods, inculcate a sense of responsibility that will encourage them to comply more strictly with highway regulations and show greater consideration for other road users, notably with regard to driving speeds,
- the requisite training be given to driving school instructors and driving test examiners who will be called upon to train drivers, in the first instance, and to test the skills and behaviour of drivers in the second,
- progressive access to driving for young people be introduced through measures which will allow such drivers to acquire experience or which will monitor their performance⁶,
- efforts be made to promote driver improvement programmes through the provision of appropriate courses of further training that include in-depth examination and discussion of driver behaviour, with regard to communication
- the use of road safety campaigns be stepped up, especially those targeted at speeding and driver behaviour,
- action be taken, notably with regard to car manufacturers, to avoid forms of advertising which extol vehicle performance as far as speed is concerned, or which convey a message incompatible with road safety objectives,

with regard to enforcement and penalties

- a sufficient number of checks, notably of vehicle speed, be carried out on the roads to serve as a deterrent to drivers and to persuade them that they may be under surveillance at any time,
- to increase the effectiveness of such checks
 - by developing equipment that is both of simple design and easy to operate in order to facilitate the performance of checks and to ensure that the results of such checks are indisputable,
 - by making it impossible for a driver who has committed an offence to avoid prosecution,
 - by prohibiting the use of devices designed to detect the deployment of speed measuring systems,

^{5.} The Greek Delegation entered a reservation under this point.

^{6.} The Danish Delegation entered a reservation under this point.

- to enhance the deterrent effect of penalties, for instance,
 - by matching the severity of the punishment to the seriousness of the offence, notably the amount by which the speed limit is exceeded,
 - by reducing the delay between the time an offence is committed and the application of the penalty,
 - by developing alternative penalties, such as, for instance, training in hospitals,
- promote the use of refresher courses, tailored to the type of behaviour penalised, for repeated offenders,
- develop judicial co-operation between States when it comes to taking legal action on.

INSTRUCTS the Committee of Deputies to monitor the implementation of these recommendations and in particular to study the possibilities for harmonised general speed limits, in order to improve road safety and to report in due time with more concrete proposals on this matter.

RESOLUTION No. 97/5 ON CYCLISTS

[CEMT/CM(97)11]

The Council of Ministers of Transport, meeting in Berlin on 21 and 22 April 1997,

CONSIDERING the report on cyclists' safety [document CEMT/CM(97)12];

NOTING:

- that, although there is already a high level of bicycle use in some European countries, cycling is now increasing in many ECMT countries,
- that many countries are defining policies to promote the use of the bicycle, mainly because this means of locomotion is unobtrusive and environment-friendly and is an alternative to other transport modes, particularly in urban areas,
- that cyclists are far more at risk of injury in road accidents than other categories of road user, particularly owing to their vulnerability;

CONVINCED that any policy to promote the use of the bicycle must necessarily be accompanied by a consistent and effective safety policy;

DETERMINED to take the necessary measures to increase the safety of those using bicycles and encourage courteous behaviour among all road users;

BELIEVING that these measures must simultaneously cover:

- regulatory aspects,
- traffic management,
- infrastructure and the necessary coherence between infrastructure, traffic rules and signs and signals,
- technical aspects of vehicles,
- training and behaviour of cyclists and other road users;

RECOMMENDS that further knowledge be obtained of cyclists' needs and the risks to which they are exposed so that the necessary safety measures can be defined, and in particular:

as regards *traffic management*:

- that the same importance be attached to cyclists as other transport modes when travel and traffic plans are being drawn up;

as regards *road infrastructure*:

- that, wherever necessary, continuous unbroken cycle lanes or tracks are provided to ensure cyclists' safety,

- that special attention be given to the construction or improvement of infrastructure for cyclists; for this purpose certain routes could be set aside for them with the use, for example, of appropriate surfacing, markings and signs; effective protection should be ensured, particularly at intersections, by providing specific equipment (staggered lights, advanced stop line, etc.);

as regards the *technical aspects of vehicles and safety systems*:

- that quality standards applicable to bicycles be adopted so that only reliable vehicles and systems can be used or marketed; these standards can, for instance, apply to the frame, lighting and brake systems, children's seats or retroreflectors,
- that the necessary steps be taken so that cyclists are required to use at night and whenever atmospheric conditions require it, a reliable and effective lighting system and to equip their cycles with reflex reflectors,
- that cyclists be encouraged to wear a helmet that complies with safety standards;

as regards *behaviour*:

- that consideration be given to the advisability of introducing a minimum age for the use of a bicycle on a road,
- that children be given training enabling them to understand that cycling can be dangerous, particularly by ensuring that they have a minimum knowledge of the rules,
- that strategies to improve the observance of traffic rules be developed, and that such strategies include training, communication, user education, enforcement and penalties, with the use of methods, locations and media suitable for the particular audience,
- that all the partners concerned, such as parents, schools, the police, road user associations and insurance companies, be involved in the implementation of these strategies,
- that cyclists be encouraged to be visible in traffic, for instance, by the use of light-coloured or retroreflecting clothing,
- that awareness of the specific problems encountered by cyclists be stressed in the training of other road users, particularly when they are being prepared for a driving test;

APPROVES the proposals for Amendments to the United Nations Conventions on Road Traffic and Road Signs and Signals, in accordance with the guidelines set out in Annex 2 of the report CEMT/CM(97)12 and decides to forward them to the competent bodies of the UN/ECE for further action:

INSTRUCTS the Committee of Deputies to circulate the report and the recommendations which have just been adopted among those responsible for their implementation, to forward to the competent bodies of the UN/ECE the draft Amendments to the Conventions on Road Traffic and Road Signs and Signals for further action and to ensure that this Resolution is applied.

RECOMMENDATION ON VULNERABLE ROAD USERS: PEDESTRIANS

[CEMT/CM(98)19/FINAL]

Although the number of pedestrian road accident victims has dropped over the past twenty years, and in many cases more sharply than for other categories of users, pedestrians still account for a substantial proportion of road accident victims in a large number of ECMT Member countries. In particular, there has been no significant improvement with regard to the people most at risk—children, and especially the youngest children, and the elderly.

The inventory drawn up in Chapter 1 of the study shows, *inter alia*, that the vast majority of accidents involving pedestrians (accounting for nine-tenths of the victims) occur in built-up areas. In contrast, the risk that a pedestrian will be killed if involved in an accident is three to four times higher outside built-up areas. Accidents at night or in poor weather are especially disturbing because their frequency is on the rise and, in addition, little research has been done on them.

The actual speed in urban areas, where car traffic and pedestrians coexist, is of vital importance when it comes to road safety for pedestrians. Firstly the speed has a great impact on the car users possibility to observe pedestrians and to stop when a critical situation occur. Secondly, the speed is the determining factor concerning severity when a pedestrian is hit by a car.

Human behaviour plays a critical role in accidents involving pedestrians—the behaviour of drivers of motor vehicles, who need to allow for the potential mistakes of pedestrians, and that of pedestrians themselves, who need to learn how to get along with other road users who are better protected and move more swiftly.

In addition, recent years have seen a change in the attitude of potential road users: today's leisure-time society, encouraged by shorter working hours, has prompted individuals to care more about their health and, for this reason, to do more walking. It has also heightened people's desire for mobility and caused the authorities to take this factor more into account when shaping land-use policies and deciding where to build infrastructure.

In view of this situation, it is imperative that work should continue at every level, both nationally and internationally, to improve pedestrian safety, because pedestrians are the most vulnerable road users of all. The need for this mobilisation is magnified by the fact that most European countries are grappling with problems caused by their ageing populations, and that the risks visible today are bound to increase in the future if nothing is done about them now.

The Council of Ministers of the ECMT, meeting in Copenhagen on 26 and 27 May 1998,

HAVING REGARD to the report on pedestrian safety, reproduced in document CEMT/CM(98)17;

TAKING ACCOUNT of the work in this area carried out by other international organisations, and in particular by the OECD, which in 1996 published the results of a study on the safety of vulnerable road users by its Programme of Co-operation in the field of Road Transport Research;

AWARE:

- that pedestrian safety is a serious problem that requires a comprehensive and coherent approach and a radical change in behaviour to ensure real conviviality between the various road users;
- that such safety requires assurance of a right to mobility that takes handicaps in traffic into account and touches upon a little discussed aspect of transport—health;
- of the importance of incorporating pedestrian safety into all decisions concerning locomotion-related policies at national and local levels;

REFERS to previous Resolutions adopted by the ECMT in this area, primarily:

- Resolution No. 34, of December 1975, on pedestrian safety;
- Resolution No. 40, of May 1979, on measures required for the improvement of road traffic at night;
- Resolution No. 50, of May 1987, on road safety of children; and
- Resolution No. 91/3, of May 1991, on the improvement of road safety for the elderly;
- Recommendation CEMT/CM(96)11/Final, of May 1996, on speed moderation with regard to speed limits in urban areas,

NOTES certain provisions of these Resolutions that are still relevant, including recommendations that the Member countries should:

- “give pedestrian safety an important role in their national road safety policies; ensure, to this end, that measures concerning pedestrian safety are given due weight in their legislation, regulations and national programmes of action, and that adequate resources are made available to carry out such action”;
- always encourage “the installation of facilities that would make urban roads appreciably safer for pedestrians”;
- “when constructing new roads and improving existing ones, [give] careful attention ... to other aspects of the road network at night, such as the choice of road surfacing materials, provision of public lighting, particularly in urban areas, at pedestrian crossings, heavily trafficked urban roads, rural intersections and other hazardous (high-risk) locations”;
- “[encourage] pedestrians ... to make themselves plainly visible, notably by wearing light-coloured clothing or, better still, reflective devices”;

- “in accordance with the Vienna Convention on Road Traffic, [instruct pedestrians] to use the side of the road facing on-coming traffic and if this is already prescribed, [enforce] compliance ...”;
- include “as part of the [instruction given to pedestrian] road users”, especially at school, “references to accidents at night”;
- “pay special attention, outside residential areas, to the design and location of crossing facilities used by children, especially near the schools and in places where children move a lot in the traffic”;
- “inform all road users of the difficulties experienced by the elderly in traffic and to remind them of their obligations towards such persons”;
- “encourage information campaigns aimed at drawing the attention of the elderly to traffic problems and risks by means of straightforward, factual and unambiguous messages”;
- “give special consideration to the elderly when designing or improving road infrastructure...”;
- “with regard to road networks, [strive for that] speed limits in urban areas where protected road users and vulnerable ones coexist, be adapted to a level that promote a safe interplay between them,”...

NOTES that the formulation of principles of pedestrian safety is not only an objective of transport policy, but also a societal problem insofar as road users are all pedestrians at one point or another, and overcoming their insecurity entails a comprehensive approach with regard both to infrastructure and to vehicles and users;

RECOMMENDS that the Member countries:

• *as a general measure:*

- collect data needed to assess the safety of pedestrians in road traffic more effectively and more regularly, in order to refine knowledge of the problem;

• *regarding the organisation of traffic:*

- take pedestrians into account, giving them the same importance as other means of transport when travel and traffic plans are being drawn up, similarly to what was recommended in the 1997 Resolution on cyclists [CEMT/CM(97)11];

• *regarding infrastructure :*

- endeavour above all to create a safe environment for pedestrians whenever infrastructure is created or improved, that this concern underlie any land-use planning and, in particular, that urban speed limits be lowered in areas in which some better protected road users and other more vulnerable ones coexist, so that a safer mix of traffic is achieved; the Recommendations on speed moderation adopted in 1996 in Budapest are particularly relevant in this regard;
- ensure effective co-ordination of the units in charge of traffic design and management, incorporating pedestrian safety into all planning and ensuring consistency from the outset in infrastructure, road signs and traffic rules;

- enlist the participation of residents of the neighbourhoods involved, so that they may contribute via their suggestions, from the town planning stage, to the improvement of pedestrian safety;
- ensure that any footbridges and subways be properly maintained and accessible to all users, including those with reduced mobility, and assess cost effectiveness before considering any new infrastructure;
- pay special attention to pedestrian safety in the most highly exposed areas, and particularly in the vicinity of schools and on the way to schools, and in places where there are likely to be large numbers of pedestrians;

- ***regarding motor vehicles:***

- make all necessary improvements when vehicles, light or heavy, are being designed, so that the impact on pedestrians is minimised in the event of an accident; in particular, ban dangerous accessories on vehicles if vehicle use does not require them;
- systematically ensure optimal traffic visibility in all vehicles involved, for both drivers and pedestrians;
- encourage organisations that set and enforce industrial standards to apply them so as to enhance pedestrian safety;

- ***regarding users:***

- continuously raise the public's awareness of safety and the need for conviviality among road users and particularly pedestrians, who are most vulnerable;
- pay special attention in this regard to training and educational aspects, beginning when children are very young;
- raise awareness among those responsible for transport at businesses and workplaces of the importance of ensuring the safety of their transport with an impact on vulnerable road users, especially pedestrians;
- encourage people to walk as much as possible, given that it is economical, environmentally beneficial and healthy;

INSTRUCTS the Committee of Deputies:

- to forward the report to the relevant units of the United Nations' Economic Commission for Europe (UN/ECE), inasmuch as the report contains proposed amendments to the Convention of 1968 on Road Traffic, concerning behaviour at pedestrian crossings and work on vehicle design;
- to keep developments concerning pedestrian safety under review and report back to the Council in due course.

**RESOLUTION No. 99/5 ON VULNERABLE USERS:
MOPED RIDERS AND MOTORCYCLISTS**

[CEMT/CM(99)17/FINAL]

The ECMT Council of Ministers of Transport, meeting in Warsaw on 19 and 20 May 1999:

HAVING REGARD TO the report on the safety of moped riders and motorcyclists [CEMT/CM(99)19];

AWARE of the vulnerability of moped riders and motorcyclists, particularly due to their lack of external protection and their reduced visibility for other road users;

AWARE also of a potential deterioration in the safety of two-wheeled motorised vehicle users due to the general increase of traffic, in particular in urban areas;

RECALLING the previous Resolutions adopted by ECMT on Road Safety Problems concerning two wheeled vehicles (Resolution No. 31 of 1974) and on the Safety of Users of two-wheeled motor vehicles (Resolution No. 42 of 1980);

NOTING:

- the diverse types of two-wheeled motorised vehicles,
- the wide range in types of use,
- the improvement in their technical capacities, concerning safety as well as performance;

TAKING INTO ACCOUNT work undertaken within other international organisations dealing with this subject, whether they represent users, manufacturers or institutions;

DETERMINED to take all the necessary measures to increase the safety of moped riders and motorcyclists, and to favour a convivial behaviour of all road users, as stated in Berlin, when adopting the draft Resolution on cyclists [CEMT/CM(97)11];

RECOMMENDS:

In a general framework with a view to getting a better picture of the problem on a statistical basis,

- to introduce a more homogeneous classification of the vehicles concerned,
- to then improve the collection of data relating to the number of vehicles and types of accidents concerned.

As far as vehicles are concerned,

- to set up classification criteria clear and concise enough to easily identify each vehicle available on the market as belonging to one of the two categories under consideration – moped or motorcycle,
- to prevent any possibility of alteration, in line with the decisions taken within the European Union, so that, at the end of the decade, the fleet of two-wheeled motorised vehicles, for all ECMT Member countries, will be in conformity with the established classification,
- to take better account, as far as construction of cars and heavy vehicles is concerned, of problems of collisions with two-wheeled motorised vehicles,
- to support research aimed at ensuring a safer use of these vehicles,

- to study whether it would be useful to create, as exists for other motor vehicles, a compulsory technical check of the vehicles concerned.

As far as infrastructure is concerned,

- to draw particular attention to mixed traffic involving moped riders and cyclists on cycle tracks and to moderate moped riders presence depending on the quality of the infrastructure and the speed of the mopeds concerned,
- to ensure, in general traffic, the stability of motorised two-wheeled vehicles,
 - by a good quality of the pavement and the road markings, and
 - by being particularly aware of dangers which might occur from vertical structures on the sides of the road when mopeds and motorcycles are slowing down or changing direction, and
- for motorcyclists, on fast roads,
 - on one hand, to forbid ruts and repair the carriageway with a view to avoid grooves, and
 - on the other hand, to set up separators which will less endanger motorcyclists and their passengers.

As far as training is concerned,

- to improve the quality of existing training in Member countries through an exchange of information on best practices,
- to make this driving training available for teenagers as early as possible, through a regulated instruction on moped driving,
- to extend to all Member countries the progressive access to motorcycle driving, depending on their power, with a view of a safer behaviour of their driver,
- to implement a practical examination, in addition to the theoretical one already existing, prior to any motorcycle licence;

As far as road users are concerned,

- to make them permanently aware of the difficulties two-wheeled vehicles have to be seen by other users,
- to encourage them to be safer and better seen through the use of appropriate clothing and the compulsory use of daytime running lights,
- to encourage them to be safer also through regular and correct maintenance of their vehicle,
- to ensure that motorised two-wheeled vehicles¹ drivers and passengers, properly wear a standardised helmet,
- to ensure also that other road users are not endangered by motorised two-wheeled vehicle users by making them respect traffic rules and in particular their place on the road;

INSTRUCTS the Committee of Deputies

- to diffuse these recommendations to all those able to implement them,
- to follow a development of the situation of those road users categories and report back to the Council in due time.

^{1.} In Belgium and in the Netherlands, for those over 25 km/h speed limit only.

RESOLUTION No. 99/4 ON COMMUNICATION IN ROAD SAFETY

[CEMT/CM(99)16/FINAL]

The ECMT Council of Ministers of Transport, meeting in Warsaw, on 19 and 20 May 1999:

NOTES the publication of the proceedings of the International Seminar on Communication in Road Safety, held in Poland in 1997;

CONSIDERS that the use of roads and citizens' desire to travel constitute not only a right to mobility, but above all a right to responsible and safe mobility;

CONSIDERS, therefore, that communication in road safety is an indispensable tool for ensuring this mobility, in particular under the best possible safety conditions;

AWARE of the fact that the vast majority of traffic accidents are caused by shortcomings in behaviour of road users;

OBSERVES that as road accidents increasingly become a fact of daily life, communication may get neglected;

REITERATES certain elements of previous ECMT reports and Resolutions that are particularly relevant in this context:

- Concerning ways of influencing human behaviour with a view to improving road safety [Resolution No. 48 - CM(86)16]
- to exchange experience at the international level on campaigns conducted and initiatives taken, in particular regarding the media used,
- to strengthen co-operation and the exchange of information on the evaluation of effectiveness,
- to set national objectives while at the same time promoting variants adapted to the regional and local levels,
- Concerning advertising that conflicts with road safety aims [Resolution No. 56 - CM(89)37]
- Any improvement in human behaviour first calls for better quality advertising which does not prompt drivers to adopt behaviour that is aggressive, violent or to the detriment of other road users but which, on the contrary, attaches greater importance to forms of behaviour conducive to safety on the roads;

CONSIDERS, accordingly, pursuant to Resolution No. 55 [CM(89)17], that it is advisable to strengthen international co-operation in this connection within the ECMT, not only by means of an ongoing exchange of information to enable Member countries to make the most of their respective experience but also, depending on the nature of the matters concerned, with a view to reaching joint decisions in the Council of Ministers;

NOTES that communication, although it makes it possible to improve road safety, is not the only way of influencing road users, and should not be used in isolation, but always in conjunction with the other means being implemented;

EMPHASISES that there should be a systematic attempt to raise public awareness of the problem of road accidents and that it is necessary to encourage the press, radio and television to make each individual more aware of the problem and conscious of his responsibility for safe behaviour;

ENCOURAGES all initiatives in this regard;

RECOMMENDS that:

- communication be adapted to the target group, and be based on marketing principles, in particular by using the principle of value added, i.e. ensuring that the communication achieves the expected result as fully as possible;
- the chances of success be increased significantly by:
 - setting operational objectives,
 - encouraging existing positive attitudes and models of behaviour,
 - aiming to ensure that the message intended for each target group personally reaches each individual in the group;
- communication be considered as a tool to be used on an ongoing basis, the lasting effects of which will only be felt in the long term;
- an evaluation of the results be carried out after each awareness-raising campaign and initiative in order continuously to improve the quality of such campaigns and initiatives and their impact;
- all road safety measures, whether legal, technical, psychological and above all educational, be reinforced by means of a systematic communication effort;
- the communication effort be also included systematically in medium and long-term road safety policies;
- exchanges of experience between ECMT Member countries be pursued with a view to promoting close contacts between the officials responsible for communication and to raising the awareness of the "road users" target group;

INSTRUCTS the Committee of Deputies to monitor the application of the measures recommended in this Resolution.