

NATIONAL PLAN OF ACTION for Road Traffic Safety

2010-2013



Abridged version

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1. Background and strategies

Vision Zero

The Government has decided that the efforts to improve road traffic safety in Norway should be based on a vision of zero fatalities and severe injuries in road traffic – Vision Zero. During the parliamentary debate on Report no. 16 (2008-2009) to the Storting, National Transport Plan (NTP) 2010-2019, an intermediate goal of reducing the number of fatalities by one-third before 2020 was established. This means that the number of fatalities should be reduced from an expected level of 1150 in 2010 to a maximum of 775 in 2020 (see Figure 2). Accordingly, the number of fatalities and severe injuries should be reduced from approximately 1150 at the start of the planning period to approximately 950 in 2014.

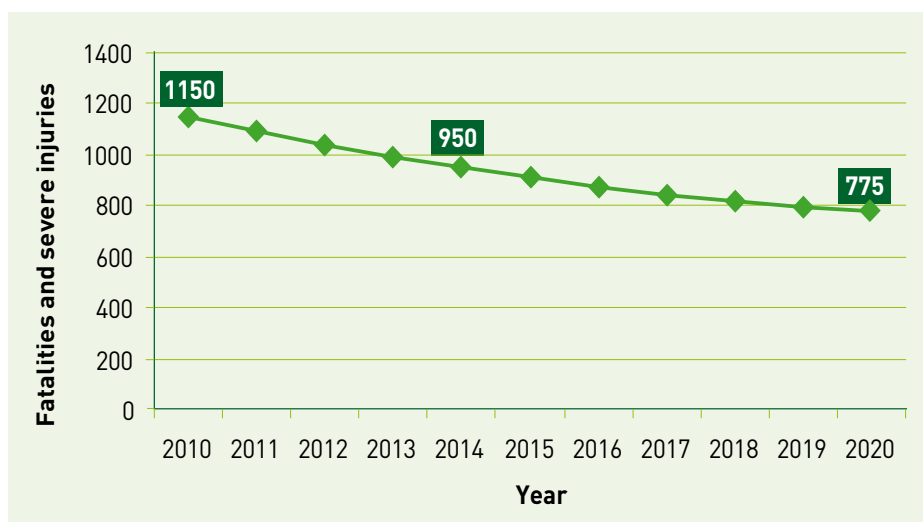


Figure 1: Reductions in the number of fatalities and severe injuries that will be required to reach the goals stipulated in Report no. 16 (2008-2009) to the Storting - NTP

Purpose of the plan

The purpose of the National Plan of Action for Road Traffic Safety 2010-2013 is to outline the challenges faced by current Norwegian efforts to improve road traffic safety, and to describe the measures that will be taken during the planning period to ensure that we maintain a steady course towards fulfilment of the Government's goals. Funding to implement the measures described by the plan will be allocated to the annual budgets of the directorates and the Norwegian Council for Road Safety.



Main actors

The main actors behind the plan are the Norwegian Public Roads Administration, the police, the Directorate of Health, the Directorate of Education and Training and the Norwegian Council for Road Safety.

Strategic guidelines

The level of ambition and the priorities in the plan of action concur with the NPRA plan of action for 2010-2013, the police force's strategic plan for road traffic policing 2008-2011, 'Accidents in Norway – National Strategy for Prevention of Accidents Leading to Injury' (inter-departmental plan), the strategic plan of the Council for Road Safety 2010-2013 and the county authorities' programme of action for the county road network 2010-2013.

Areas for improvement of road traffic safety

The efforts to improve road traffic safety and the plan of action comprise measures in four separate areas:

- Road user measures
- Road improvement
- Measures targeting vehicles
- Prevention of injury

Goals for the improvement of road traffic safety

Various indicators have been developed, with associated indicator targets defining the goals to be reached by the end of the period for the three first areas. In addition, separate goals have been established for the targeted reductions in the number of fatalities and severe injuries among three groups of road users who are especially vulnerable to accidents: young people (16-24 years), the elderly (65 years or older) and motorcyclists.

Indicators and indicator targets

An indicator is a situation or an area of activity that requires follow-up. An *indicator target* is a quantified measurement formulated as a goal. In order to reach the goal, a number of measures must be taken to affect the situation in question. Knowledge of the *number and pattern of the accidents* has constituted a major precondition for the selection of indicators and indicator targets.

Reservations

Care has been taken to set realistic targets in light of the guidelines for the efforts to improve road traffic safety in the period 2010-2013. This means that we can expect the indicator targets to be achieved and the number of fatalities and severe injuries to be reduced to approximately 950 in 2014 if the measures are implemented in the manner foreseen. It should be noted, however, that the correlation between implemented measures, changes to the prevailing situation and the number of fatalities and severe injuries is in many cases poorly documented. The assessments of the steps required to reach the goals are therefore based on a combination of estimates and professional discretionary judgment.

Plan structure

The plan has been structured according to a model in which the correlation between the number of accidents, indicators, indicator targets and measures can be illustrated in the following manner:



Figure 2: Relationships between the number of accidents, indicators, indicator targets and measures

Four levels

Traffic safety work requires a focus on four levels:

- Level 1:** Vision Zero, the basis for all efforts to improve road traffic safety
- Level 2:** Intermediate goals for the maximum number of fatalities and severe injuries in road traffic (max. 950 in 2014 and max. 775 in 2020)
- Level 3:** Indicator targets, i.e. goals to be reached in order to achieve the intermediate goal
- Level 4:** Measures that must be taken in order to reach the indicator targets

2. Prevalence of accidents

Main features of the overall situation

The National Action Plan for Road Traffic Safety 21010-2103 contains a number of diagrams that illustrate various aspects of the overall situation. A brief summary of the main features and accident trends is provided below. Further details can be found in the plan of action.

International accident statistics

In 2009, Norway held fifth place among the OECD countries in terms of having the lowest number of road fatalities as a proportion of the population (Figure 3).

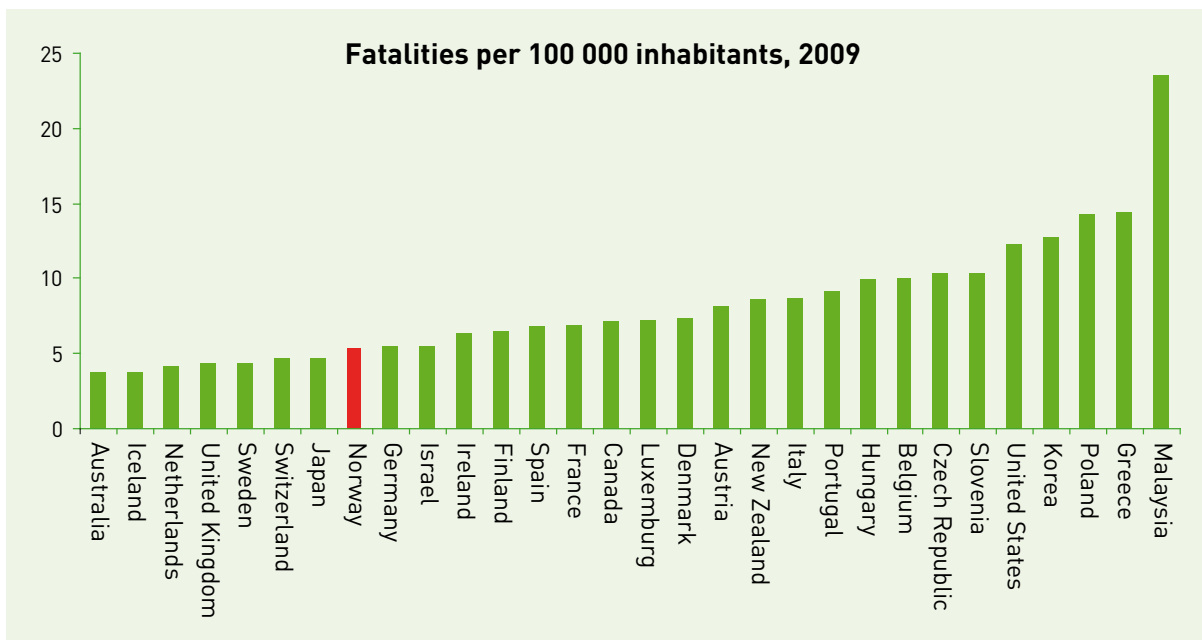


Figure 3: Number of fatalities per 100 000 inhabitants in Norway compared to the other OECD countries (Source: International Transport Forum - IRTAD Database)

Accident trends

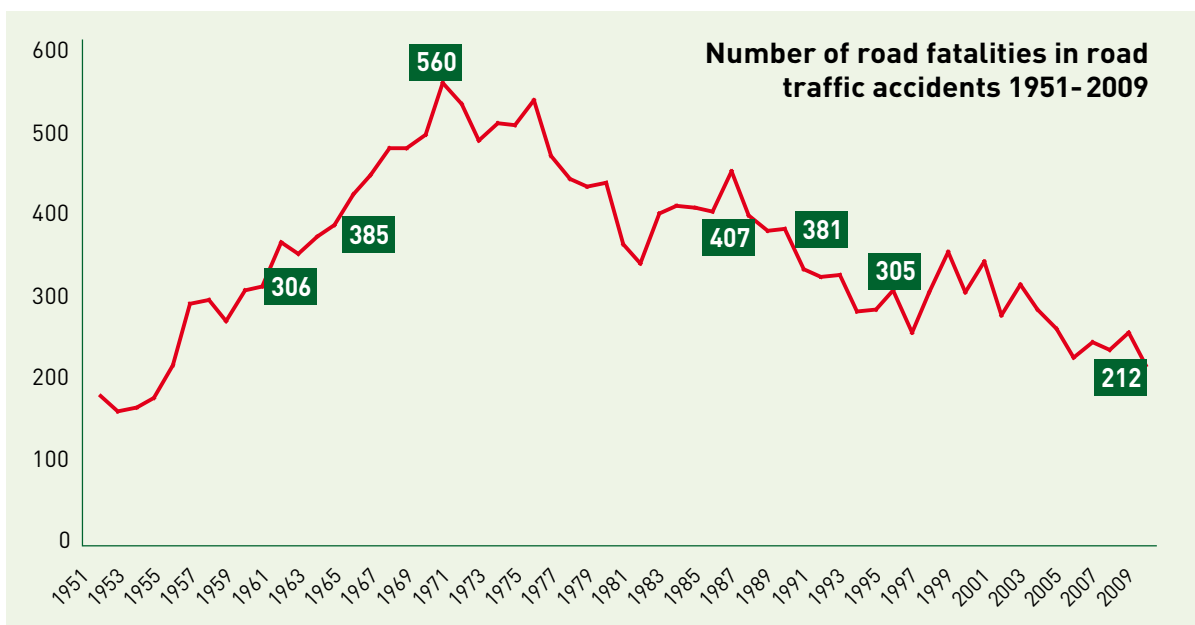


Figure 4: Road traffic fatalities in the period 1951-2009 (Source: Statistics Norway)

Until 1970 the number of traffic accidents resulting in injury rose in proportion to the increase in the traffic volume. Since then, there has been a positive development. In 1970 a total of 560 road traffic fatalities were registered, compared to only 212 in 2009. In other words, during the period from 1970 to 2009 the number of fatalities has been reduced by half, while the traffic volume has tripled.

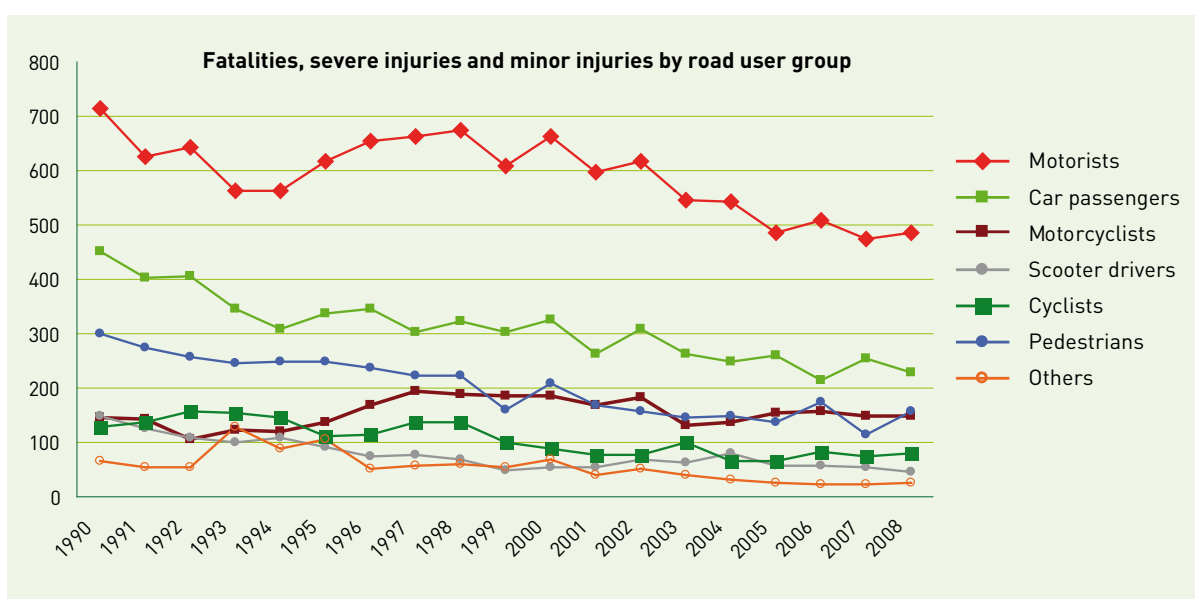


Figure 5: Distribution of fatalities and severe injuries by road user group during the period 1990-2008 (Source: Directorate of Public Roads)

Figure 5 shows that during recent years, the reduction in fatalities and severe injuries has been most prominent among motorists and their passengers. However, as they are still the road users who are most affected, we will continue to focus on these groups.

Risk of death

The death risk for motorcyclists is ten times higher than for car drivers and passengers, approximately six times higher than for cyclists, and more than eight times higher than for pedestrians. At the same time, the death risk per kilometre in a car is more than ten times higher than in planes and trains, and approximately four times higher than for bus passengers.

Types of accidents

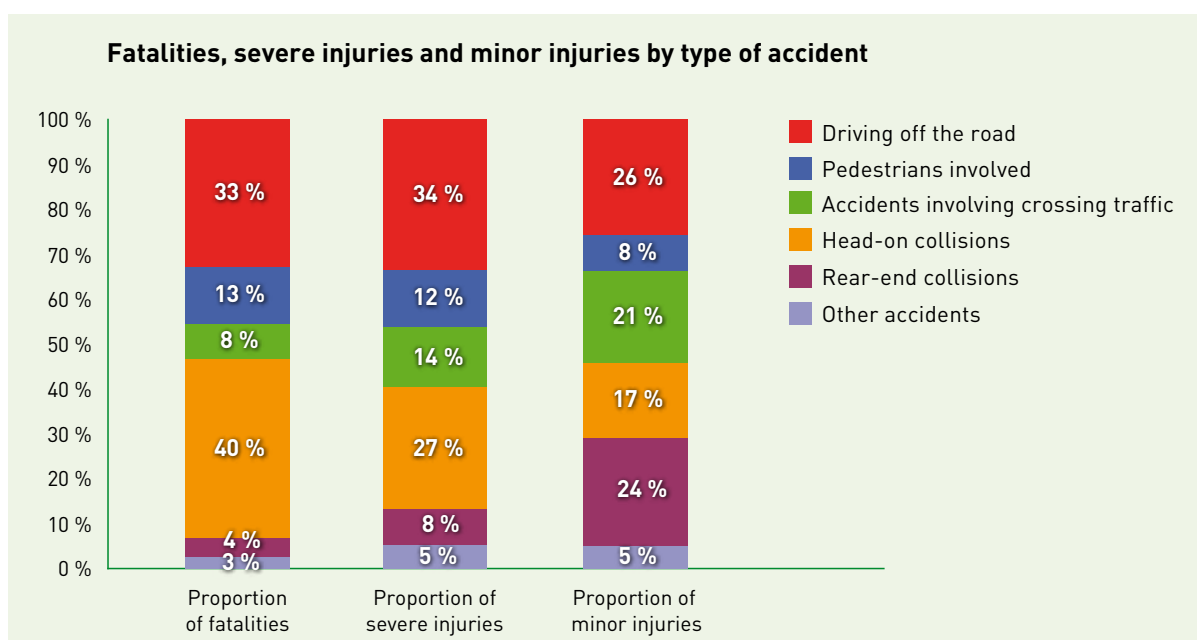


Figure 6: Fatalities, severe injury and minor injury by type of accident. Average 2005-2008
(Source: Directorate of Public Roads)

Head-on collisions and driving off the road dominate the accidents resulting in fatalities and severe injuries (Figure 6). A total of 73 per cent of the fatalities occurred in head-on collisions or driving off the road, with head-on collisions alone accounting for 40 per cent. If accidents including pedestrians are included, the proportion increases to 86 per cent.

Road types

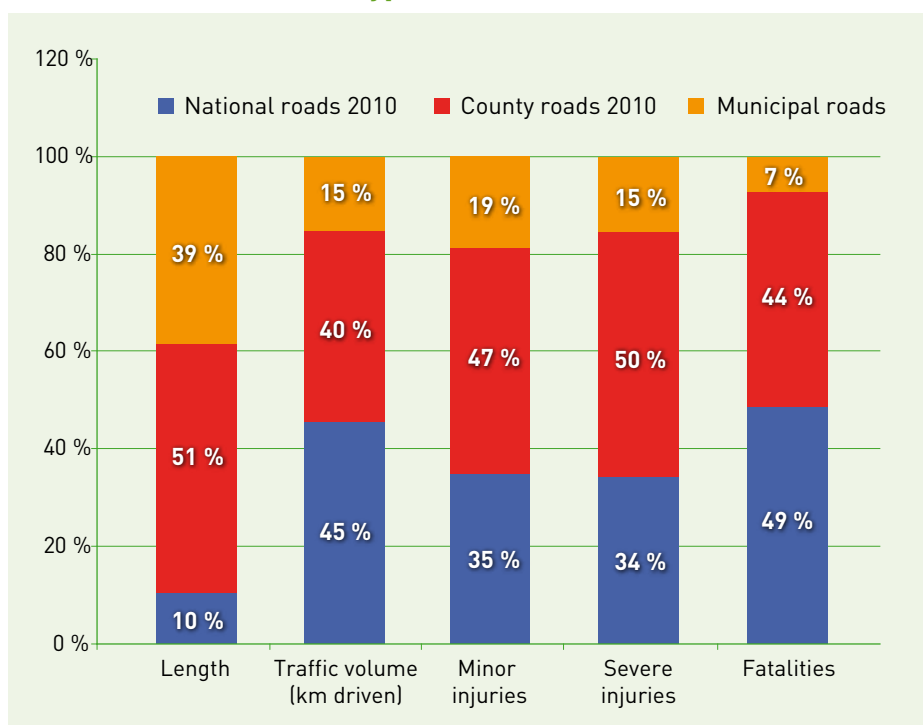


Figure 7: Severity of injury by road category. Average 2005–2008 based on the road classification from 1 January 2010. (Source: Directorate of Public Roads)

Approximately 46 per cent of the fatalities and severe injuries occurred on the county road network, and approximately 35 per cent on the national road network (average 2005-2008).

Figure 7 shows that 49 per cent of all fatalities occurred on the current national road network, despite the fact that these roads account for only ten per cent of total public road kilometres. Only seven per cent occurred on municipal roads, which account for 39 per cent of the total length of the public road network.

Head-on collisions on national roads

Head-on collisions constitute the greatest challenge on the national roads, while driving off the road most often occurs on the county road network, and accidents involving pedestrians tend to occur most often on municipal roads. A total of 55 per cent of all fatalities and severe injuries resulting from head-on collisions occur on the national road network.

Driving off the road on county roads

Close to 60 per cent of all fatalities and severe injuries resulting from driving off the road occur on the county road network, while 40 per cent of all fatalities and severe injuries among pedestrians occur on the municipal roads.

Degree of injury	Cost (NOK per occurrence)
1 fatality	33 072 000
1 severe injury	9 734 000
1 minor injury	998 400

Table 1: Cost of accidents for various degrees of injury in NOK (prices as of 2009) (Source: NPRA)

Age groups

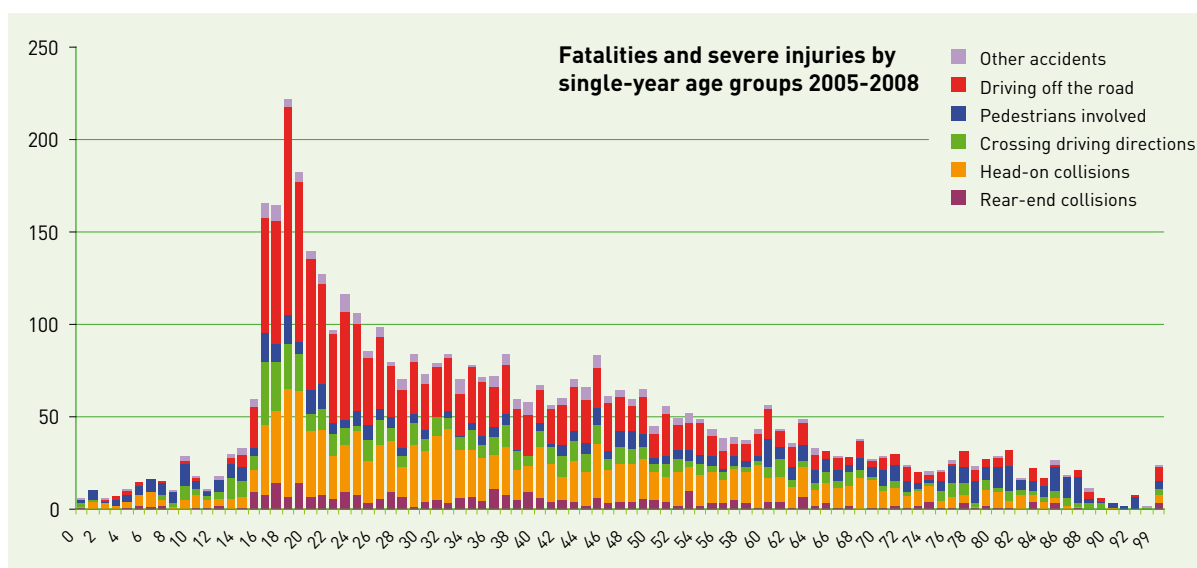


Figure 8: Distribution of fatalities and severe injuries by single-year age groups per 100 000 inhabitants. Average 2005–2008 (Source: Directorate of Public Roads)

Each year, approximately 70 fatalities or severe injuries per 100 000 inhabitants occur in the age group 16-19 years. The corresponding figure for the age group 40-70 years is approximately 20. An eighteen-year-old driver with a recently-acquired driving licence has a risk of driving off the road which is approximately forty times higher than an experienced driver. If we focus on the number of fatalities per 100 000 inhabitants, we can see, however, that the risk is approximately the same among the elderly as among the youngest motorists (Figure 8).

Urban vs. rural areas

Approximately 20 per cent of the fatalities and severe injuries occur in densely built-up areas, while 80 per cent occur outside such areas. In the early 1990s, the corresponding figures were 35-40 per cent in densely built-up areas and 60-65 per cent outside such areas.

Head on collisions and driving off the road dominate among the most serious accidents outside densely built-up areas, while accidents involving pedestrians and cyclists are predominant in densely built-up or urban areas.

3. Traffic safety measures

Background for the selection

The plan of action includes a total of 152 traffic safety measures that the Norwegian Public Roads Authority, the police, the Directorate of Health, the Directorate of Education and Training and the Council for Road Safety are obligated to implement during the period 2010-2013. The measures have been selected and formulated according to specific requirements, based on the key principles of Vision Zero. The plan states that to the largest extent possible the measures should seek to:

- be specific and concrete, and not merely declarations of intent
- be different and additional to previous efforts. Existing measures that deserve to be continued have been included.
- have the potential to provide an expected benefit in terms of traffic safety
- be formulated in a manner that facilitates follow-up



Photo: Knut Opetide



3.1 Road user measures

Background

The plan defines two types of road user measures. First, there is a need for measures targeting the types of accidents or groups of road users that have a high rate of fatalities and severe injuries. Second, there is a need for preventive measures, especially with regard to children and young people, based on the idea that proper attitudes are formed at a young age. Key instruments targeting road users are training, information and monitoring.

Responsible authorities

The chapter on road user measures describes 79 different measures. The NPRA is committed to following up 43 of these (alone or with others), while the police are responsible for 27, the Directorate of Education and Training for 3, the Directorate of Health for 1 and the Council for Road Safety for 30 of the road user measures.

Topics

The presentation of the road user measures has been structured in the following manner:

- The roles and responsibilities of road users
- Learning about traffic
- Training of drivers
- Special measures for young people
- Campaigns and information
- Monitoring and surveillance
- Penalties and sanctions
- ITS-based measures

- **Initiate a study pertaining to various traffic violations that entail the revocation of a driving licence, including the threshold values for violations of speed limits**
- **Implement the campaign “Remember your seatbelt”, with targeted monitoring and media messages addressing young drivers and passengers**
- **Concentrate the number of sobriety tests to times and places where the risk of accidents is highest**
- **Compile supporting material for traffic safety training for use in schools**

3.2 Road improvement

Background

Vision Zero implies that the road system should be designed in a manner that promotes appropriate behaviour and that to the largest extent possible will prevent human error from leading to serious consequences. This can be achieved through a major effort to improve the physical infrastructure in terms of investments, operation and maintenance. In addition, Vision Zero must remain a basic principle for all regional and transport planning.

Responsible authorities

The chapter Road improvement describes 46 different measures. The NPRA is committed to following up all of these; the police are also responsible for one of them.

Topics

The presentation of the road improvement measures has been structured in the following manner:

- Major road projects
- Minor investment projects on existing roads
- Operation and maintenance
- Speed limits
- Regional and transport planning
- Events on public roads
- ITS-based measures

- **Construct central dividers on 93 kilometres of two- and three-lane national roads**
- **Continue work on traffic safety inspections and the immediate improvement of roads where numerous accidents, or very serious accidents, occur**
- **Finalise work on new criteria for speed limits outside urban areas**

3.3 Measures targeting vehicles

Background

The safety standards of vehicles will be of considerable importance for reaching the goals for reductions in the number of fatalities and severe injuries. Monitoring activities will seek to ensure that an increasing proportion of all vehicles comply with statutory requirements. At the same time it will be important to promote the use of new vehicle technologies that have a documented positive effect on traffic safety.

Responsible authorities

Chapter 3 (*Measures targeting vehicles*) describes 25 measures. The NPRA is committed to following up 24 of these, and the police are responsible for two.

Topics

The presentation of the measures targeting vehicles is structured in the following manner:

- Vehicle inspections
- ITS-based measures
- Measures targeting snowmobiles and all-terrain vehicles (ATVs)

- **Promote a proposal for introducing alco-locks as a requirement in all agreements with transport providers carrying out assignments for the agency**
- **Study the possibilities for classifying ATVs as a separate vehicle category, with special requirements for training and driving licence/documentation of driving skills**
- **Implement inspections in which the selection of vehicles is undertaken on the basis of automatic recognition of number plates**

3.4 Prevention of injury

Background

Adequate medical emergency preparedness, in hospitals as well as outside them, will be an important contribution to Vision Zero when accidents occur. Optimal treatment could save 20-25 per cent of those who currently die from their injuries.

The chapter on *Prevention of injuries* describes two measures. The Directorate of Health is committed to following up both of these.

Topics

The presentation is structured in the following manner:

- Requirements for medical emergency preparedness
- Assistance by the public and next-of-kin at the accident site
- Handling of accidents by the health services

- **Review the regulations for the duty of physicians, psychologists and opticians to give notification of persons who fail to comply with the health requirements for a driving licence**

4. The county level

4.1 Accidents on the county road network

The county road network from 2010

On 1 January 2010, the county authorities took over ownership responsibility for a total of 17,120 kilometres of national roads. From that date, the county road network comprises a total of approximately 44,000 kilometres, or 51 per cent of the total public road network. The county authorities are thereby the largest road owners in Norway.

Half of the fatalities and severe injuries occur on county roads

Due to this reclassification of a large segment of the road network, the accident statistics have changed. Previously, the proportion of fatalities and severe injuries on county roads accounted for 18 per cent of the total, but with the current county road network this proportion is now 49 per cent (cf. Figure 6 in section 2).

Distribution by county

Figure 8 shows that with the new road classification only four counties have the majority of their fatalities on their national roads (Hedmark, Sogn og Fjordane, Oppland and Finnmark counties). In all other counties, with the exception of Oslo, the county authorities are currently facing the greatest challenges. In Vestfold County, the county road network now accounts for a total of 76 per cent of the fatalities and severe injuries.

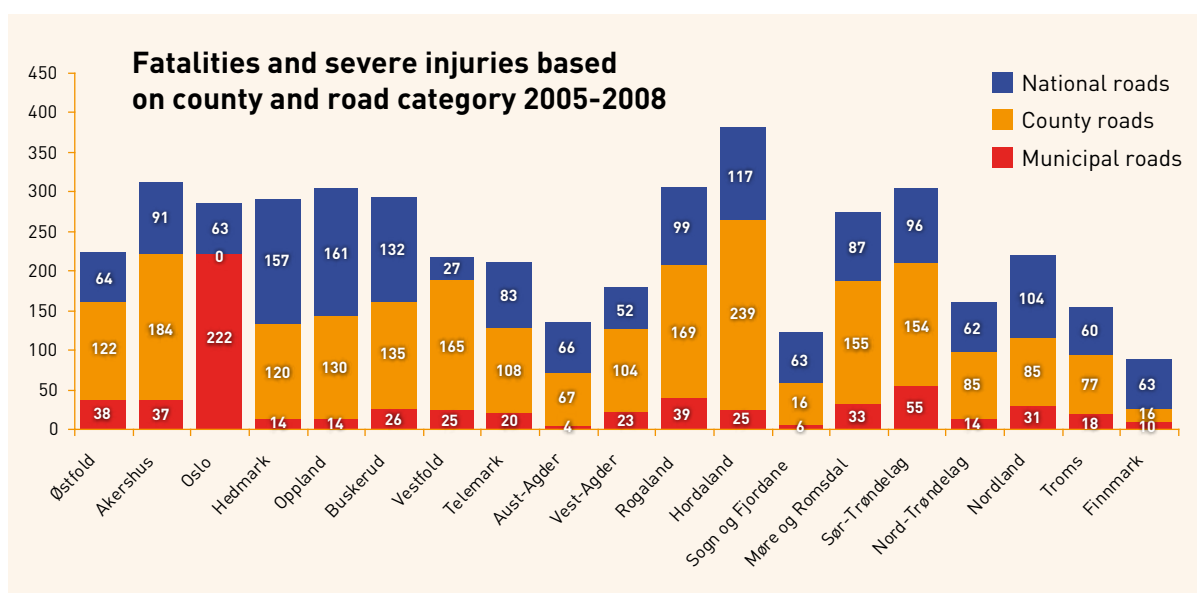


Figure 9: Total number of fatalities and severe injuries in the period 2005-2008, based on the road classification in effect from 1 January 2010 (Source: Directorate of Public Roads)

4.2 Roles and responsibilities of the county authorities

The Road Traffic Act, Section 40a

Pursuant to Section 40a of the Road Traffic Act, the county authorities are responsible for proposing and coordinating efforts to improve traffic safety in the county.

Responsibility

The county authorities address this responsibility in various ways, in practice as well as with regard to political and administrative organisation. The county councils decide where the formal political responsibility for traffic safety should be placed – in the county council, the county executive committee, a standing committee or a separate subcommittee (e.g. the county's traffic safety committee).

The county traffic safety committees

Most county authorities have a separate traffic safety committee consisting of politicians and other consultative members who cannot vote but who have the right to attend the meetings, to speak and to submit proposals. Generally, the NRPA acts as the committee's secretariat. Some counties have established inter-agency administrative groups or special working groups subject to a politically appointed standing committee.

Organisation

The main actors in this organisational structure, who also act as consultative committee members, are the county authorities (communication, public health, education), the NRPA, the police, the traffic police, the County Governor (health and education) and the Council for Road Safety. A small number of counties have included additional actors such as the Norwegian Driving School Association and the Norwegian Hauliers' Association as consultative members in their traffic safety committees.

Authority

The traffic safety committees have varying areas of authority. They act as advisors to the standing committees on communication, but have the authority to make decisions in some specified areas.

Effects of the administrative reform

Following the administrative reform, some counties have initiated a review of the efforts to improve traffic safety, the organisation of these efforts and the relationship to the NPRA. Some county authorities have chosen to take a more active responsibility for improving road traffic safety in the county, and have taken over the function as secretariat for the county's traffic safety committee.

4.3 Traffic safety priorities in the counties' governing documents

Key position in efforts to improve traffic safety

Being major road owners, the county authorities have a key position with regard to efforts to improve traffic safety. During the debate on Report no. 12 (2006-2007) to the Storting, *Regional advantages – a regional future*, the Storting emphasised the importance of ensuring an optimal level of traffic safety in all counties, cf. Recommendation no. 166 (2006-2007) to the Storting. This issue was addressed and detailed in Proposition no. 68 (2008-2009) to the Odelsting.

Insufficient attention in the plan of action

In this plan of action for the improvement of road traffic safety, the priorities of the county authorities have not been given the attention that their level of responsibility would indicate. The next revision of the plan of action will include intensified contact with the county authorities. The plan will then to a far larger extent incorporate local plans and efforts.

County plans for traffic safety

Most counties have drawn up separate plans for road traffic safety. These plans are discussed and approved by the county council or the standing committee on transport and communications. In addition, annual plans are drawn up on the basis of the plans of action. The responsibility for this planning is most often delegated to the traffic safety committee or a corresponding commission. The counties' traffic safety plans tend to follow the same planning period as the National Transport Plan.

At the time of printing this plan of action, a number of county authorities had only just initiated or were still involved in the process of drawing up new plans of action for traffic safety. Only very few have enacted a plan of action for the period 2010-2013. Others have chosen to prolong the existing plan from the period 2006-2009 in order to assess the effects of the administrative reform.

5. Other contributors

Other contributors

The actors backing this plan of action will be responsible for the majority of the measures intended to improve traffic safety. Nevertheless, a number of other actors contribute, and in all likelihood have also contributed in the past, to the positive development that has been observed since 1970 with regard to the number of fatalities and severe injuries from road traffic accidents. Organised interest groups and the military are key contributors to national efforts to improve road traffic safety

Organised interest groups

In the context of this plan of action, several organised interest groups have provided an overview of measures that they plan to implement during the period 2010-2013 to contribute to road traffic safety.

These organisations are:

The association of importers of ATVs (AIF)
Norwegian Driving School Association (ATL)
The association of tyre importers (DIF)
The federation of outdoor-life associations (FRIFO)
The Royal Norwegian Automobile Club (KNA)
The national association of persons injured in traffic accidents (LTN)
The Motorists' Temperance Society (MA)
The association of importers of motorcycles (MCF)
Norwegian Automobile Association (NAF)
Norwegian Hauliers' Association (NLF)
The Norwegian Motorcycle Union (NMCU)
Norwegian Motorsport Association (NMF)
The Norwegian Association of Retirees (NPF)
Norwegian Taxi Owners' Association (NT)
The Road Traffic Information Council (OFV)
Norwegian Safety Forum (SF)
The association of importers of snowmobiles (SIF)
The National Association of Cyclists (SLF)
Federation of Norwegian Transport Companies (TL)

The military

The traffic safety efforts of the military are described in long-term plans and annual activity plans. The strategic plan of action for traffic safety 2009-2012 is the fourth in a series of long-term plans. The military have based a significant proportion of their efforts to improve traffic safety on the National Plan of Action for Road Traffic Safety 2006-2009, and have adopted Vision Zero as ►

a basis for their long-term planning. The military have signed agreements of cooperation with the NPRA, the Council for Road Safety and the Norwegian Driving School Association. These organisations have thereby been included in military steering group for traffic safety. Representatives from the military participate in the annual conferences on traffic safety that are arranged by the NPRA, the Council for Road Safety and other agencies.

A key element in the military plan of action is to improve the quality and scope of the training of their drivers. A separate competence centre has been established at the military school of transport, and a comprehensive plan for the training of drivers has been drawn up.

6. Follow-up

Annual reporting

This plan of action will be evaluated in annual reports on “Efforts to improve traffic safety in Norway”. These reports include reviews of the extent to which intermediate goals and indicator targets have been reached, and of whether the measures specified by the various actors have been implemented.

