

PHUKET Framework for Action to Protect Vulnerable Road Users, with focus on vulnerable road users

Background

Globally, road traffic injuries claim more than 1.2 million lives each year and have a huge impact on health and development. They are the leading cause of death among young people aged between 15 and 29 years. Road traffic injuries kill approximately 316 000 people each year in the WHO South-East Asia Region (SEAR), equivalent to 25% of global road traffic deaths. In addition to deaths, nearly 50 million people incur non-fatal injuries each year as a result of road traffic crashes, while there are additional indirect health consequences that are associated with this growing epidemic.

Road traffic injuries have financial implications at all levels; from individual health-care cost, loss of employment and productivity, effects on family and relatives, to the cost of public damage and high impact on the national health and economic system. Low-and middle-income countries are estimated to lose up to 5% of GDP as a result of road traffic crashes. Road traffic injuries hamper the most important asset of every society, its human resource, in the long run, and also expand the social inequity. Investment in road safety can yield high returns in many forms, to the whole society, including prevention of premature mortality and disability, prevention of productivity loss, promoting human asset and quality of life, and reduction of health care cost and public damage.

Recognizing the highly negative burden of road traffic crashes, the United Nations General Assembly, through resolution 64/255 in 2010, declared the period 2011–2020 the UN Decade of Action for Road Safety. The resolution introduces the concept of comprehensive actions in promoting road safety through “Five Pillars”: (i) road safety management, (ii) safer roads and mobility, (iii) safer vehicles, (iv) safer road users, and (v) post-crash response. The Global Plan for the Decade of Action on Road Safety 2011-2020 guided Member States to strengthen these five road safety pillars through 34 actions. In addition, UN Member States, in September 2015, also included two targets on road safety in the Sustainable Development Goals. These are 1) Target SDG 3.6: *By 2020, halve the number of global deaths and injuries from road traffic accidents*, and 2) Target SDG 11.2: *by 2030,*

provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons.

Particularly for SEAR, over half of road traffic mortality is accounted by Vulnerable Road Users (VRUs). These VRUs include motorcyclists, bicyclists and pedestrians. SEAR has witnessed a sharp increase in motorcycle-related deaths in recent years, along with an increase in the number of motorcycles in the Region. VRUs, especially motorcyclists, therefore should be prioritized in road safety programmes. Bicyclist and pedestrian safety should be adequately addressed as well. In many locations, bicyclist and pedestrian safety does not attract the attention it merits.

Evidence shows that major risk factors for motorcycles and other vulnerable road users include non-use of helmet, speed, alcohol use, mixed traffic conditions, lack of protection from the vehicles, and lack of safe infrastructure (poor road surface, roadside hazards, and lack of dedicated facilities for pedestrians). The Global Status Report on Road Safety 2015 showed that good practices in each pillar have led to significant reductions in deaths and injuries among VRUs in many countries clearly showing that road traffic injuries among VRUs are preventable.

Despite proven interventions, the agreed target, and commitment to promote road safety, Member States in SEAR continue to face common challenges in protecting VRUs. These include the lack of functional multisectoral coordinating platforms and engagement of stakeholders, particularly beyond health, comprehensive and updated road safety strategies and regulations, capacity of national authorities, as well as availability and accuracy of road safety information.

General Objective

To intensify multisectoral efforts to promote road safety in the WHO South-East Asia Region, with focus on vulnerable road users, in particular motorcycle and bicycle riders and pedestrians, in order to achieve the road safety targets set out in the UN Decade of Action and Sustainable Development Agenda.

Specific Objectives

- To promote effective and cost-effective actions, as well as develop innovative strategies to strengthen the five road safety pillars in order to protect VRUs in SEAR Member States.

- To strengthen national and regional capacity, in particular the key stakeholders in public and private domains to protect vulnerable road users.
- To improve the existing legislative and policy environment, especially across health, transport and security (home affairs) to facilitate achievement of the above objectives.

Principles

- All road users, in particular VRUs (motorcyclists, bicyclists and pedestrians), and users of all modes of transport, have the right to use road facilities and to be protected.
- Road safety is a shared responsibility of agencies, communities, and individual road users. Government has the leading role to develop, implement, monitor and evaluate road safety/strategies/policies/plans and legislations to address risk factors, set up standards, promote public awareness, as well as establish and strengthen institutional capacity and coordination mechanisms.
- Road safety programmes should prioritize actions on selective vulnerable population groups, geographical ‘high risk’ areas, significant risk factors¹, and cost-effective interventions. Particularly for SEAR, VRUs should be primary targets for road safety programmes. This effort will also enhance health equity.
- Road safety information, preferably disaggregated by demographic status, could enhance the effectiveness of the road safety programmes. Targets and indicators in the monitoring frameworks, including SDG, will help measure progress of road safety programmes. Knowledge- and experience-sharing mechanisms, including support from international agencies, can help accelerate the efforts to protect VRUs.
- Road safety programmes should be based on ‘safe system approach’, through multisectoral collaboration to strengthen the five road safety pillars, and address major risk factors, through evidence-based interventions.
- Road space should be designed and allocated according to the number of users, so as to ensure availability of commensurate and adequate space for movement of vulnerable road users, thus minimizing injuries and deaths.

¹ Including, but not limited to, speed, drink-driving, non-use of helmet, seatbelt, child restraint, fatigue, drug abuse, use of mobile phone

Conceptual framework

This PHUKET Framework for Action is the tool to strategize and accelerate efforts to promote road safety through strengthening the five road safety pillars with selective integrated and measurable time-bound actions for national and regional priorities, with major policy decisions.

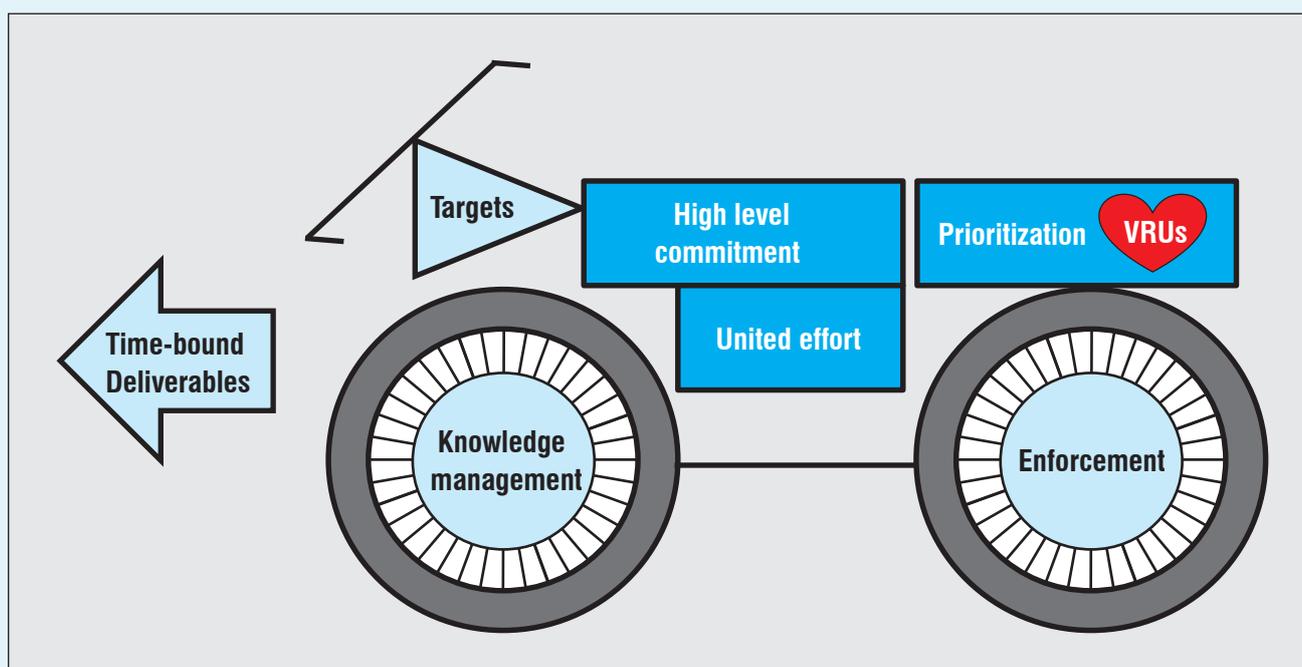
This PHUKET Framework for Action does not introduce any new actions or tools but rather helps Member States to focus their programme to effective approaches, based on existing international meeting outcomes and initiatives², as well as available tools and standards³ on road safety. The time frame for the PHUKET Framework is five years (2018-2022) with two milestones for these time-bound actions; two years (2019) for short-term actions, and five years (2022) for long-term actions.

The Framework consists of six sets of recommended actions. The 'Prioritization' component will narrow down and streamline efforts and resources of road safety programmes to focus on priority areas, in particular VRUs and high-risk settings, and to strengthen the core infrastructure for road safety programmes, including strategy and leading agency. 'High-level commitment' has selected a few core actions, requiring high level endorsement, leadership and support. The 'united effort' component lays down key to-do's to promote multisectoral collaboration. 'Knowledge management' element lists a few actions to strengthen information systems, while 'enforcement' aims to promote implementation and capacity development. Lastly, 'Targets' focuses on how countries can use target-indicator-standard to strengthen systems. All components function on the Safe System approach and the five road safety pillars, and are driven by the UN Decade of Action and SDGs.

2 Including UN Decade of Action (UNDoA) on Road Safety 2011-2020, Global Plan for DoA 2011-2020, Brasilia Declaration, 2015, UNGA A/Res/70/260, 2016, WHA 69.7, 2016, and Save LIVES, 2017

3 Including UN Legal Instruments on road safety, Global Status Report by WHO, UN Global Road safety week, UN Vehicle Safety Regulation, World Bank's Global Road Safety Facility (GRSF), UN World Forum for the Harmonization of Vehicle Regulation (WP29) for international motor vehicle safety standards: 7 areas, New Car Assessment Program (NCAP) by 2020, Minimum Safety Rating (for infrastructure), Model Road Safety Legislation, Best practices in road safety legislation (from Global Status Report 2015)

Safe System Approach & Five Road Safety Pillars & UN Decade of Action & SDGs



Recommended Actions

P- Prioritization

- Declare road safety as a national agenda, with the focus on protection of VRUs, especially motorcyclists and pedestrians.
- Establish or strengthen, as appropriate the leading agencies on road safety, to act as coordinating focal points of the multisectoral coordinating mechanism and to promote engagement of all stakeholders beyond the health sector.
- Review, develop and strengthen the multisectoral plan of action on road safety, with costing, focusing on national priorities, including VRUs, professional drivers, new roads and new vehicles, capacity building for enforcement of laws and high- risk geographical settings.
- Review and strengthen road safety aspects of public transport policy.
- Review and strengthen the safety standard for new vehicles, with focus on motorcycles and public transport vehicles.
- Review the law and regulation on selective risk factors, relevant to the country context in order to protect VRUs, taking into account the Model Road Safety Legislation, as appropriate.
- Review post-crash response capacity, particularly in relation to VRUs and in high-risk geographical settings, including institutional capacity, access to care and referral system.

H- High level commitment

- Identify and allocate budget and human resources for road safety programmes and road safety-related agencies, as appropriate, with focus on VRUs and motorcyclist.
- Support the process to formulate, legislate, adopt and implement new policy initiatives, standards and regulations for new road construction, new vehicle safety and urban planning, as well as regulations on major risk factors, with focus on VRUs, taking into account available international standards , as appropriate.
- Develop an action plan to strengthen post-crash response, in particular in addressing access to care barriers and health workforce with focus on high-risk settings, as appropriate.

U- United effort

- Establish and strengthen the multisectoral coordinating mechanisms to implement road safety strategy/policy/plan, and promote engagement, ownership and accountability of relevant stakeholders, according to the national road safety strategy/policy/plan, with focus on VRUs.
- To establish a national monitoring mechanism on road safety, including targets and indicators, in order to track situations, progress and performance, and accountability of road safety programmes.
- Mainstream 'road safety in all policies' approach and address road safety through relevant policies, and programmes of relevant government agencies⁴, including socioeconomic development planning, transportation, road construction, urban planning, education, local government, and the health sector.
- Develop and disseminate cost-effective and innovative interventions and sustainable and affordable technologies for road safety.

K-Knowledge management

- Increase investment to strengthen the road safety information system, including road traffic mortalities and morbidities, with focus on VRUs data, taking into account international standards, as appropriate.
- Establish a regional knowledge management platform on road safety across all five pillars.
- Develop a pilot project for road traffic injuries case investigation, in particular for VRUs and in high-risk settings, translate the findings to improve road safety programmes, and consider scaling up the project into routine practice.

⁴ Might be in the format of code of conduct or intersectoral agreement, and tracing progress by policy audit process.

E-Enforcement

- Integration of law/regulation compliance into road safety monitoring framework.
- Develop an institutional and collaborative plan of action to promote road safety with resources, including implementation/enforcement plan with targets, with the focus on VRUs especially motorcyclists.
- Conduct safety assessment projects for road infrastructure, new vehicles and public vehicles, taking into account international standards, as appropriate.
- Train health workforce and related human resource in trauma care, in particular at primary care and frontline services, with the focus on high-risk settings, including capacity building of the first responders and strengthening the pre-hospital services.
- Conduct capacity building activities to train professional drivers especially public transport drivers.

T-Targets

- Review, develop, and/or revise national comprehensive road safety targets, covering process, outcome, and performance of stakeholders, with the focus on VRUs especially motorcyclists and pedestrians, taking into account global targets⁵, as appropriate.
- Establish national standards/ benchmark/ regulations, based on international standard, as appropriate, and implementation/enforcement plans :
- Safety of new road construction, focusing on infrastructure for VRUs, taking into account UN Minimum Road Safety Rating
- Safety of new vehicles, in particular motorcycles, taking into account the UN Vehicle safety standard
- Safety of public transport
- Promotion of road safety in urban planning
- Regulations on major risk factors with special attention to speed limit, taking into account Model Road Safety Legislation
- Set up expansion target for quality trauma care, covering access to care and referral system, and consider setting up a target on case fatality rate.

⁵ Including targets set out by UN Decade of Action on Road Safety, Sustainable Development Goals, and voluntary global performance targets on key risk factors and service delivery mechanisms.

Time-bound deliverables

By 2019

- Effective and resourced leading agencies on road safety, acting as focal points for functional multisectoral coordination mechanisms.
- Revised national road safety strategy/policy/plan, funded with agreed monitoring framework and comprehensive targets for national and sub-national level as appropriate.
- Operational plan/process to strengthen/revise/develop standard/benchmark/regulations on road infrastructure, new vehicles, public transport and regulations on major risk factors, with the focus on VRUs.
- Implementation plan, with targets, to enforce existing regulations on major risk factors, with the focus on VRUs.
- Strengthened and harmonized road safety information system, including road traffic mortality and morbidity.

By 2022

- Developed/legislated standards/benchmark/regulations on road infrastructure, vehicles, urban planning, regulations on major risk factors, with the focus on VRUs.
- New vehicles, especially motorcycles, and public transport to meet national standard.
- Improved compliance on regulations for major risk factors, with the focus on VRUs.
- Improved post-crash response system, by increased access to quality care provided by trained workforce.