National Plan of Action for Road Traffic Safety 2014–2017 Short version
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Introduction

The National Plan of Action for Road Traffic Safety 2014–2017 has been compiled by the Norwegian Public Roads Administration (NPRA), the police, the Norwegian Directorate of Health, the Norwegian Directorate of Education and Training, the Norwegian Council for Road Safety, the county administrations and seven large city municipalities. In addition, 19 other non-governmental organisations have made contributions to the plan.

The Plan of Action is based on the National Transport Plan (NTP) 2014–2023. The level of ambition and priorities in the Plan are in accordance with the NPRA’s Action Programme 2014–2017 (2023), the Strategy plan for police traffic services 2012–2015, the Norwegian Council for Road Safety’s Strategy Plan 2014–2017, the county administrations’ plans for assigning priority to the traffic safety work and the seven large city municipalities’ traffic safety plans.

This is the fourth time a four-year plan for traffic safety work in Norway has been presented. The county administrations and the seven large city municipalities emerge as important participants to a larger extent than before.

The objective of the plan is to demonstrate the challenges we are facing, and describe measures that will be implemented during the Plan period to keep a steady course towards the interim targets of the NTP of no more than 500 fatalities and severe injuries in 2024. This implies reducing the average for the period 2008–2011 by 50%.

This short version contains a summary of the structure, factual basis, indicator targets and follow-up measures of the Plan of Action. The follow-up measures have a blue background colour and are numbered consecutively. For a detailed review of the traffic safety work in the county administrations, large city municipalities and the special interest organisations, please see the main document, which can be downloaded from the following web page: http://www.vegvesen.no/Fag/Fokusomrader/Trafikksikkerhet.
1. Vision, targets and follow-up

The Plan of Action is based on four levels: Vision Zero, interim targets, indicator targets and measures.

1.1. Vision Zero

Vision Zero is a vision of a transport system in which no one is killed or severely injured. Vision Zero is the basis for all traffic safety work in Norway. It is a vision, not a goal; something to strive for. It presupposes long-term, systematic and determined work by all participants that influence road traffic safety.

1.2 Interim targets

The number of fatalities and severe injuries should be no more than 500 in 2024\(^1\). The target is taken from the NTP 2014–2023, and it illustrates the Parliament’s ambition of how quickly we should approach Vision Zero (see Figure 1.1). If we are to head in the right direction, the number of fatalities and severe injuries cannot exceed 680 in 2018. The expected annual 1.4% traffic growth poses an additional challenge. If the prognoses come true, we will reach a vision zero situation in 2018, with 195 more fatalities and severe injuries than we should have according to the target curve.

![Figure 1.1](image.png)

**Figure 1.1** Development in the number of fatalities and severe injuries – recorded situation and targets for the development up until 2024

1.3 Indicator targets

The Plan of Action includes indicator targets for road user behaviour, the stock of vehicles and the road network. These are variables that indirectly describe the development of traffic safety. Most of the targets apply to 2018, and if the targets are met, we can expect to be on schedule with the 2024 interim targets. Current status and indicator targets are listed on the next page.

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\(^1\) The interim target refers to accidents involving injuries that have been reported to the police. Three degrees of injuries are used for traffic accidents: fatality, severe injury and minor injury.
### Indicator targets that can be achieved by road user initiatives

<table>
<thead>
<tr>
<th>Use of seat belts and vehicle safety equipment for children</th>
<th>Status 2013</th>
<th>Target 2018</th>
</tr>
</thead>
<tbody>
<tr>
<td>Use of seat belts in light vehicles in urban areas (drivers and passengers)</td>
<td>94.4 %</td>
<td>96 %</td>
</tr>
<tr>
<td>Use of seat belts in light vehicles in rural areas (drivers and passengers)</td>
<td>95.6 %</td>
<td>98 %</td>
</tr>
<tr>
<td>Use of seat belts by heavy vehicle drivers</td>
<td>80.0 %</td>
<td>90 %</td>
</tr>
<tr>
<td>Children aged 1–3 secured in rear-facing car seats</td>
<td>41.0 %</td>
<td>60 %</td>
</tr>
<tr>
<td>Children aged 4–7 that have been properly secured in the car</td>
<td>40.0 % (2012)</td>
<td>60 %</td>
</tr>
</tbody>
</table>

**Use of safety equipment for pedestrians and cyclists**

| Use of bicycle helmets by children under the age of 12 | 75.4 % | 90 % |
| Use of bicycle helmets by youth and adults older than 12 years | 52.0 % | 60 % |
| Use of pedestrian safety reflectors at night by adult pedestrians on lit roads in cities and urban areas | 25.0 % | 40 % |
| Use of pedestrian safety reflectors at night by adult pedestrians on lit country roads | 48.0 % | 60 % |

**The extent of intoxicated driving**

The proportion of motor vehicle traffic involving intoxicated drivers will be monitored

**Speed limit compliance**

| Speed limit compliance – all vehicles | 54 % (2012) | 85 % by 2024 |

### Indicator targets for the vehicles

#### Light vehicles

| Percentage of vehicle kilometres by light vehicles that have been awarded four or five stars in EuroNCAP’s crash tests. | 71.2 % (2012) | 92 % |
| Percentage of light vehicles that pass the periodic roadworthiness test without remarks that require follow-up checks or that are subject to prohibition notice. | 51.4 % (2012) | Monitor the development |

#### Heavy vehicles

| Percentage of heavy vehicles with approved brakes. | 77.0 % (2012) | 90 % |
| Percentage of heavy vehicles without fault or deficiencies that are subject to a prohibition notice. | | Monitor the development |

### Indicator targets for the road network

#### Head-on collisions

Percentage of motor vehicle traffic on national roads with speed limits of 70 km/h or higher on roads with median barriers.

| 45.0 % | 50 % |

#### Run-off-the-road accidents

Percentage of the national road network with a speed limit of 70 km/h or higher that meets the minimum requirements of the NTP 2014–2023 when it comes to preventing serious run-off-the-road accidents.

| 100 % i 2024 |

#### Adaptation for pedestrians and cyclists

In the Plan period 2014–2017, particular measures will be implemented for pedestrians and cyclists:
- On approx. 175 km of the national road network
- On approx. 250 km of the county road network
1.4 Measures

The Plan of Action provides a collective description of the measures we expect will be carried out during the period. These measures will help us meet one or several of the indicator targets. This applies to the continuation of ongoing traffic safety measures and the implementation of new ones. Some measures are described in more details when it comes to implementation and level of ambition (numbered follow-up measures).

The measures aim to contribute to reducing the number of fatalities and severe injuries by at least 195 by 2018. Table 1.1 suggests that the calculated effects of physical measures on roads and changes in road user behaviour will not be enough to achieve this target. Consequently, we have to rely on contributions from other areas, such as safer vehicles and improved treatment of injuries.

Table 1.1 Summary of contributions required to reduce the number of fatalities and severe injuries (2014-2017)

<table>
<thead>
<tr>
<th>Contribution</th>
<th>Reduction in the number of fatalities and severe injuries</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contributions from physical measures on the road</td>
<td>54</td>
</tr>
<tr>
<td>Contributions from assumed changes in road user behaviour</td>
<td>73</td>
</tr>
<tr>
<td>Necessary contributions as a result of safer vehicles, improved treatment of injuries, etc.</td>
<td>68</td>
</tr>
<tr>
<td>TOTAL = Change in the number of fatalities and severe injuries required to achieve the interim target</td>
<td>195</td>
</tr>
</tbody>
</table>

The Plan of Action is based on a number of assumptions. If the development deviates significantly from these, it might be more difficult to reach the targets. This applies in particular to the estimated development of:

- traffic volume (increased traffic growth)
- speed level (increase of speed)
- safety standard of the vehicles (lower safety in the vehicles due to import of cheaper cars from Asia)
- use of electronic devices during driving (increased distraction)

1.5 Follow-up

The Plan of Action will be followed up through annual reports to the Ministry of Transport and Communications. These reports will include information on interim and indicator target progress. Additionally, after 2 and 4 years respectively, we will compile a status review on the implementing of the follow-up measures.
2. Accident development and accident trends

2.1 Historical development

From 1950 to 1970, the number of road traffic fatalities increased in step with the traffic volume. Systematic traffic safety work gathered headway around 1970, and the trend has since continually been positive. 145 persons were killed in traffic in 2012; the lowest number since 1950. However, in 2013 the number of fatalities increased to 187.

![Figure 2.1 Road traffic fatalities in the period 1950–2012](image)

From 1970 to 2012, the number of fatalities was reduced by almost 75%. In the same period, motor vehicle traffic (vehicle kilometres) more than tripled. Had the risk of being killed per km driven been the same as in 1970, the number of road traffic fatalities today would be around 1800 each year.

2.2 Fatalities and severe injuries by type of accident

Our vision of zero fatalities and zero severe injuries implies that we have to pay particular attention to the most serious accidents. Figure 2.2 indicates that head-on collisions and run-off-the-road accidents are the most frequent among the serious accidents. The percentage of serious accidents involving pedestrians is also fairly high. These three types of accidents accounted for 85% of all fatalities and 75% of all severe injuries in the period 2009–2012.
2.3 Fatalities and severe injuries by road user group

Figure 2.3 illustrates the development of fatalities and severe injuries by road user group since 1990, stated in absolute numbers. Close to 65% were killed or severely injured in a car, which clearly suggests that we have to focus most of our attention on this group. The risk of being killed or severely injured per kilometre, however, is three times as high for cyclists, about four times as high for pedestrians, and about 15 times as high for heavy motorcycles riders than for car drivers and passengers.

2.4 Fatalities and severe injuries by age group

Figure 2.4 illustrates the distribution of fatalities and severe injuries by age and type of accident. The figure shows that run-off-the-road accidents represent the biggest challenge among young drivers; as do accidents involving pedestrians among older people. In the age group 18–21, around half of all fatalities and severe injuries are caused by run-off-the-road accidents, while the percentage for the 30–69 age group is less than 30. Around 30% of all fatalities and severe injuries in the age group 75+ are accidents involving pedestrians.
2.5 Fatalities and severe injuries by road category and age

Accident statistics for the period 2007–2012 indicate that the number of fatalities and severe injuries is distributed as follows: 37% on national roads, 45% on county roads, 14% on municipal roads and 4% on private roads that allow general road traffic. Figure 2.5 illustrates that the challenges are different for the various road categories. Head-on collisions pose the biggest challenge on the national road network, run-off-the-road accidents on the county road, and accidents involving pedestrians on the municipal road.

2.6 Cost of accidents

The Institute of Transport Economics has calculated the value of statistical life and the social costs of the accidents. The total cost is NOK 35.7 million per fatality, NOK 12.5 million per severe injury, NOK 725,000 per minor injury and NOK 35,400 for material damage.

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3 Converted from NOK 2009 currency to NOK 2014 currency.
3. Traffic safety work – national contributors

3.1 Measures targeting road users

3.1.1 Campaigns and information

Communication is an essential part of traffic safety work. There are clear indications that national traffic safety campaigns have made a significant contribution to the decrease in the number of fatalities and severe injuries.

The NPRA will pursue the current campaign strategy of running a few larger national campaigns for a number of years. The number of inspections combined with ongoing safety campaigns will be increased. The Norwegian Council for Road Safety will give priority to campaigns and information-oriented activities that involve securing children in the car and using bicycle helmets and pedestrian safety reflectors.

1. The NPRA and the police will develop and implement a new speeding campaign targeting youth and young adults.
2. The NPRA will develop and implement a new seat belt campaign.
3. The NPRA will enter into collaboration with NHO Transport, the Norwegian Haulier’s Association, the Norwegian Transport Workers’ Union and the Union of Norwegian Transport Employees with a view to increasing seat belt use among heavy vehicle drivers.
4. The Norwegian Council for Road Safety will conduct courses on the topic of securing children in a car – in every county, at least every other year.
5. The Norwegian Council for Road Safety will continue the campaign «Rear-facing is the safest» and conduct annual countings.
6. The Norwegian Council for Road Safety will arrange for local activities and markings on the national safety reflector day.
7. The Norwegian Council for Road Safety will conduct annual countings of pedestrian safety reflectors, and follow up with media initiatives.
8. The Norwegian Council for Road Safety will make www.refleksressurs.no known among designers and students and promote integration of safety reflectors in clothes.
9. The Norwegian Council for Road Safety will develop and launch a new bicycle helmet campaign.
10. The NPRA will continue the interactive campaign «Share the Road».
11. The NPRA will initiate a survey that will address distractions as a contributory cause of accidents and assess preventive measures.
3.1.2 Road User Training

Educating children and young adults about traffic is an important preventive measure. The objective is to contribute to increased understanding of risk factors and safe traffic behaviour. Parents, kindergartens and schools share responsibility for the training. The Norwegian Council for Road Safety, in collaboration with the Norwegian Directorate of Education and Training, is responsible for traffic training in Norway. In the Plan period, we will implement initiatives and launch follow-up measures that target kindergartens, primary and secondary schools, upper secondary schools and teacher education.

12 The Norwegian Council for Road Safety will, in collaboration with the Norwegian Directorate of Education and Training, compile traffic safety support material for the traffic education in kindergartens.

13 The Norwegian Council for Road Safety will, in collaboration with the Norwegian Directorate of Education and Training, work to increase the proportion of primary and secondary schools that have traffic education in their local plans to 95%.

14 The Norwegian Council for Road Safety will expand the scheme of traffic safety ambassadors to include schools in all counties.

15 The Norwegian Council for Road Safety will further develop digital material for bicycle training, bicycle tests and bicycle days and distribute the information to the schools.

16 The Norwegian Council for Road Safety will, in collaboration with the Norwegian Directorate of Education and Training, compile information material about children and cycling. The information will be distributed to all primary and secondary schools in Norway.

17 The Norwegian Directorate of Education and Training will, in collaboration with the Norwegian Council for Road Safety, make arrangements so that at least 25% of all secondary schools in Norway can offer Traffic as an elective course by the end of the Plan period.

18 The Norwegian Council for Road Safety and the Norwegian Directorate of Education and Training will compile support material for the elective course Traffic. They will revise the instructions in accordance with the changes to the Regulations concerning driver training (in force as of January 2014) and in the light of experiences and practice.

19 The Norwegian Council for Road Safety will further develop Real Life Auto-program and work towards increasing the number of users by 20% compared to 2013.

20 The Norwegian Council for Road Safety will, on an annual basis, contact teacher educational facilities, both preschool teacher education and primary and secondary school teacher education, to offer courses, guidance and support.

3.1.3 Development of driver training and the practical driving test

Driver training is of considerable importance to knowledge, attitudes, behaviour and accidents. The driver training that was introduced in 2005 has been subject to an extensive evaluation. Based on this evaluation, the NPRA will further develop and revise the regulations, curriculums and the practical driving test. In the Plan period, we will also launch initiatives to increase the hours of private practice driving. Targeted supervision of approved educational universities will be given priority, in addition to skill development for education providers and driving examiners.

21 The NPRA will make additional efforts to communicate the value of extensive private practice driving and close collaboration between driving schools, parents and pupils. The aim is to increase the extent of private practice driving from an average of about 100 hours today, to 140 hours by the end of the Plan period.

22 The NPRA will develop an app with guidelines for training, and with the option or recording the time and extent of practice driving.

23 The NPRA will evaluate higher education requirements for traffic teachers who do not have a bachelor degree in traffic training. These requirements will be viewed in relation to authorisation to teach the compulsory parts of the driver training.

24 The NPRA will implement post-qualifying education for examiners and schemes for quality assurance of driving test execution.
3.1.4 **Youth measures**

Little experience combined with immaturity cause great challenges for youth in traffic, and particular measures targeting this group are required.

The measures for the Plan period will, to a greater extent than before, target youth who run a high risk of being involved in accidents. This applies e.g. to youth who lose their driving licence during the probationary period, and youth who are involved in car racing culture. Efforts will be made to promote knowledge and proper attitudes in traffic. Insurance industry will be an important collaborator when it comes to further developing and expanding established schemes that offer the youth financial benefits if they engage in safe behaviour or undergo special training.

25 The NPRA will, in collaboration with the police and the Norwegian Council for Road Safety, introduce compulsory courses combined with relevant new vehicle technology for those who for various reasons lose their driver licence during the probationary period.

26 The police will give priority to controlling risk-seeking youth whose driver licence has been revoked.

27 The Norwegian Council for Road Safety will conduct a method development project based on youth to youth communication.

28 The NPRA and the Norwegian Council for Road Safety will contact the insurance companies with a view to establishing new accident-reducing schemes for youth.

29 The NPRA will, in collaboration with the police and the Norwegian Council for Road Safety, initiate a collective assessment of the efforts targeting accidents involving youth for the purpose of learning more about which efforts are the most effective.

3.1.5 **Measures targeting older road users**

Older people are a particularly accident-prone road user group, both as drivers and as pedestrians.

The measures targeting older people can be divided into three major priority areas: refresher courses for older drivers (65+), requirements and processes concerning the driving entitlement and safety of older pedestrians. We need to establish close collaboration between public authorities and non-governmental organisations when it comes to both design and execution.

30 The NPRA will implement measures to increase Driver 65+ course participation.

31 The NPRA will consider whether the Driver 65+ course should be compulsory for all drivers above the age of 75. If Driver 65+ is made compulsory, the NPRA will prepare a course curriculum.

32 The Norwegian Directorate of Health will review the regulations for driving licences with a view to improving the reporting procedures from physicians, psychologists and opticians to the county governor (health requirements for driving licence).

33 The NPRA will, in collaboration with relevant participants, develop traffic safety courses that can be held at service centres for the elderly, activity centres, etc. The course will first and foremost focus on older people as pedestrians.

34 The NPRA will, in collaboration with relevant participants, implement a process following the Swedish OLA method on the topic of older road users.

3.1.6 **Road user measures targeting MC riders**

MC riders have a considerably higher risk than e.g. car drivers, because they, among other things, represent an unprotected road user group that is easily injured during accidents.

In the Plan period, specific efforts will be made to bridge the experience gap between experienced and inexperienced MC riders. Attention will also be paid to extreme behaviour and sub-groups of MC riders with particular high risk of accident: 16-17-year olds riding light MCs and riders of Supersport motorcycles.
35. The NPRA will make arrangements for an annual motorcycle traffic safety day in each region, preferably anchored in the counties’ MC forums.

36. The NPRA will assess the possibility and consequences of raising the age limit for acquiring driver licence for light motorcycles (A1) from 16 to 18 years.

37. The NPRA will initiate the establishing of traffic safety teams comprising motorcycle experts; teams that can be used to raise awareness and create a culture among riders of light motorcycles and mopeds.

### 3.1.7 Road user measures targeting immigrants

A study from the Institute of Transport Economics indicates that certain groups of immigrants that hold Norwegian driving licences have a higher risk of accidents than holders of Norwegian driving licences who were born in Norway. This applies in particular to immigrants from non-western countries. However, there are large individual differences, and efforts targeting specific groups can only be used to a very limited extent. The measures in the Plan period are therefore of a very general nature, and they deal for the most part with communicating Norwegian traffic culture and providing information about traffic safety.

38. The NPRA will contribute to making sure that the introductory programme contains necessary information about the Norwegian driving licence system, traffic rules, how to secure children in cars, law enforcement and traffic culture.

39. The NPRA will, in collaboration with the Ministry of Education and Research and the Ministry of Children, Equality and Social Inclusion, integrate traffic safety and traffic culture in the course «Norwegian and Social Science».

40. The NPRA will prepare traffic safety information material in various languages. The material will be distributed through relevant channels, driving schools and websites.

41. The Norwegian Council for Road Safety will distribute copies of the «Children in cars» brochure in various languages to all health stations across the country, and the Council will work to make the brochure more known and used within the immigrant communities.

42. The Norwegian Council for Road Safety will conduct a pilot project on the topic of securing children in cars. The project will target immigrants and will be carried out in one district in Oslo.

### 3.1.8 Measures targeting professional drivers

Requirements for professional driver training for heavy vehicle drivers were introduced throughout the EEA in 2008 through the Professional Driver Directive. The implementation of the directive will continue up to and including 2016, and an evaluation of the post-qualifying education will be evaluated in the Plan period. Follow-up measures are based, among other things, on the experience so far: the need for improved coordination of ordinary driver training and professional driver training. Competence requirements for other groups of professionals will also be evaluated.

43. The NPRA will review a module-based curriculum that comprises both ordinary driver training and professional driver training.

44. The NPRA will, in collaboration with the taxi industry, review requirements for professional skills development applicable to all taxi drivers.

45. The NPRA will assess whether to implement vocational training requirements for professional drivers of goods transports and other light vehicles (courier service drivers, etc.).

46. The NPRA will review a model for post-qualifying education for drivers of emergency vehicles.

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6 Nordbakke, Susanne and Assum, Terje. Innvandreres ulykkesrisiko og forhold til trafikksikkerhet. TØI Report no. 988/2008
3.1.9 The need to assess changes to the rules concerning road user behaviour

In the Plan period, the NPRA will assess whether changes to the rules could lead to increased traffic safety. The traffic rules (give way regulations for motorists, as well as changes in the rules concerning pedestrians and cyclists), rules concerning the use of safety equipment in cars and electronic equipment will be further looked into.

47 The NPRA will, in collaboration with the county administrations, survey the need to designate county roads and municipal roads as priority routes, and initiate implementation with a view to uniform practice throughout the country.

48 The NPRA will review the consequences of prohibiting bicycles from sidewalks.

49 The Norwegian Directorate of Health and the NPRA will assess whether to strengthen the requirements for issuing medical certificates that exempt motorists and passengers from using a seat belt.
3.2 Control measures

3.2.1 Enforcement and control

The police and the NPRA carry out inspections of the use of protective equipment such as seat belt, securing children, etc. (road users), and of driving time and rest period (heavy vehicle drivers). Only the police are authorised to monitor speed, aggressive behaviour and alcohol and drug abuse. The traffic safety measures conducted by the police and the NPRA shall target the road user groups, factors, time intervals and road sections with the highest risk of serious accidents. In the Plan period, particular attention will be assigned to speed and alcohol and drug abuse controls.

50 The police will consider whether to try out automatic speed control equipment using a combination of stop points and automatic registration of the violation.

51 The NPRA will evaluate the effect of Automatic section speed control (ASSC) in order to demonstrate effects on accidents.

52 The police will conduct annual control weeks; focusing on driving under the influence of alcohol.

53 The police will acquire quick tests to identify drivers who are under the influence of drugs and medicines hazardous to traffic, as soon as there are tests on the market that provide a sufficiently reliable test result.

3.2.2 Vehicle inspections

Roadside inspections of heavy vehicles, inspections of brakes and load securement are expected to contribute to reducing the number of fatalities and severe injuries. Brakes inspection is therefore a priority area in the Plan period. Roadside inspections of light vehicles will be used to strengthen and reinforce campaigns, such as e.g. use of seat belt (see 3.1.1).

54 The NPRA will inspect brakes during at least 10% of all heavy vehicle roadside inspections and also check that the EBS/ABS system (warning lamps) between the tractor unit and the trailer is working properly.

55 The police will further develop automatic number plate recognition (ANPR) to more efficiently identify vehicles where the owner/driver is suspected of serious violations of the road traffic legislation.

56 The NPRA and the police will determine whether the current regulations allow the introduction of the new and requested inspection technology. Changes to the statutory authority will be suggested, if needed.

57 In their efforts to uncover deficient brakes, the NPRA will start using thermography as an ordinary part of the inspection activities.

3.2.3 Supervision

The NPRA supervises a number of businesses within the road user and vehicle area, such as driving schools and car repair shops. The NPRA will give priority to inspecting the businesses that are most prone to discrepancies. Businesses that do not adhere to the regulations will be followed up and could lose their authorisation. The efforts to increase the expertise of inspectors and supervisory personnel will continue.

58 The NPRA will review the rules concerning supervision with a view to introducing an improved and more appropriate legal basis for the supervision, including assessing more efficient reactions and sanctions.
3.2.4 Penalties and sanctions

The use of penalties and various types of sanctions could be important to the traffic safety work. In the Plan period, the police and the NPRA will take a closer look at how section 34 of the Road Traffic Act is being applied. Section 34 addresses revocation of the right to drive a motor vehicle due to health or poor conduct.

59 The NPRA will, in collaboration with the police, assess how section 34 of the Road Traffic Act is being applied in Møre og Romsdal County. This evaluation will be the basis for whether to assess a template for the collaboration between the NPRA, the police and the County Governor.

60 The NPRA will assess the effect of changes to the criterion for revoking driving entitlements due to speeding violations.

61 The police and the NPRA will promote a clearer legal basis for detaining motor vehicles driven by people who are not residents of the Nordic countries for the purpose of covering fines, fees and legal costs presented the drivers for violations of the road traffic legislation.
3.3 \hspace{1em} \textbf{Motor vehicle measures}

3.3.1 \hspace{1em} \textbf{Regulations and technical requirements}

The vehicles’ safety features are essential to traffic safety. The NPRA will make sure that the EU’s safety requirements for new vehicles are being implemented and followed up in Norway, e.g. the requirement of ABS brakes on motorcycles and automatic emergency braking systems on heavy vehicles. The NPRA will also work actively to introduce other requirements that will lead to increased vehicle safety.

- The NPRA will assess the need for revision of the regulations concerning load securement, and whether it is necessary to draw up requirements for load securement in passenger cars.
- The NPRA will clarify the responsibility for load securement, load securement equipment and fastening devices in connection with transport of various types of containers.
- The NPRA will develop and use a mobile application to assist load securement.
- The NPRA will assess more stringent requirements for snow tyres on heavy vehicles, so that they have to meet the requirements of «snow tyres» in ECE Regulations 117.

3.3.2 \hspace{1em} \textbf{Measures for snowmobiles and ATVs}

Acquisition and use of both snowmobiles and ATVs have increased over the last few years, bringing about additional traffic safety challenges. These vehicles are often used on roads other than public roads, and we therefore have little accident statistics and information. In the Plan period, the NPRA will, among other things, focus on training and following up the snowmobile safety guidelines.

- The NPRA will further develop and revise the curriculum for driving category S (snowmobile).
- The NPRA will survey and improve exposed intersection points at which snowmobile tracks cross public roads, cf. the snowmobile safety guidelines.
- The NPRA will assess whether to draw up separate requirements for training and driving licence / certificate of competence for ATVs.
- The NPRA will prepare a thematic analysis of fatalities involving ATVs.

3.3.3 \hspace{1em} \textbf{Intelligent transport systems (ITS) in vehicles}

The development within ITS is substantial and the potential for increased traffic safety by actively employing the new ITS solutions is the vehicles is significant. The NPRA will make arrangements for gradual implementation and use of vehicle technology that encourages appropriate road user behaviour and rules compliance. In the Plan period, we will promote increased use of Alcolocks and intelligent speed adaptation (ISA).

- The NPRA will arrange for continuous updating and quality assurance of the speed limit database for public roads in the national Road DataBase (NRDB).
- In the Plan period, the NPRA will assess requirements for signposting speed limits with a view to future systems for number plate recognition.
- The NPRA will assess whether to introduce Alcolock requirements in all vehicles used for practical driving test.
- The NPRA will promote statutory Alcolock requirements for all school transports.
- The NPRA, the Norwegian Directorate of Health and the police will promote the introduction of compulsory Alcolock for persons with alcohol issues.
- The NPRA will, in collaboration with the Norwegian Directorate of Health, the police and other relevant collaborators, continue the work of introducing an Alcolock scheme as an alternative to revocation of driving entitlements for persons convicted of driving under the influence of alcohol.
- The NPRA and the police will review and test Alcolock beam at important ferry landings and border crossing that have significant heavy vehicle traffic.
3.4 **Measures on roads**

3.4.1 **Tools for planning and assigning priority to road investments**

The EU Road Safety Regulations entered into force in the autumn of 2011. They apply to the TEN-T road network\(^6\) and demand that traffic safety consequence analyses, revisions, inspections and safety classification of the road network are carried out. These tools are fairly known to many in Norway, but the regulations make further demands on methods and scope. This work will be pursued in the Plan period.

In the plan period, the NPRA will follow up the EU Road Safety Regulations and evaluate the experiences pertaining to the regulations. The NPRA will carry out two rounds of safety classification of the national road network; the first time as a starting point for assigning priority to the work with the NTP 2018–2027, and the second time as part of the work with the Action Programme for 2018–2021.

3.4.2 **Investments on the national road network**

According to the NPRA's Action Programme for 2014–2017, the premise is a NOK 53,864 million grant to item 30 – National road investments. Additionally, the basis is «other financing» of about NOK 40 billion to Large projects (mainly new roads) and about NOK 2 billion to the programme areas. However, these numbers are uncertain.

In pursuance of the Action Programme, targeted investments will be used during the Plan period to prevent head-on collisions, serious run-off-the-road accidents and accidents involving pedestrians and cyclists. In addition are investments for improving tunnels, and grants earmarked for urban environment agreements, public transportation and universal design.

The NPRA will build 107 km of new four-lane road with median safety barriers, which will open for traffic in the period 2014–2017.

The NPRA will build median safety barriers on 141 km of two- and three-lane national roads in the Plan period 2014–2017.

The NPRA will continue the efforts to establishing fortified rumble strips on designated road sections.

The NPRA will develop and employ a recording scheme to identify measures to prevent serious run-off-the-road accidents.

The NPRA will adapt 175 km of national road for pedestrians and cyclists in the Plan period, of which 47 km in cities and urban areas.

The NPRA will prepare a plan for following up of measures and initiatives in the National Walking Strategy.

The NPRA will inspect all governmental bicycle routes by 2019. 80% should be inspected and improved, if required, by the end of 2017.

The NPRA will implement required measures on the national road tunnels that are subject to the EU Tunnel Safety Regulations. The Regulations will be complied with by the end of 2019, with the exception of specific sections where new tunnels are to be built; tunnels that will not open for traffic until after 2019.

The NPRA will update Manual 232, Adaptation for public transport on road, where safe design of public transport initiatives is attended to.

The NPRA will assess alternative solutions for bus stop design with a view to improving traffic safety along road sections outside cities/urban areas that have a low number of users.

The NPRA will upgrade 68 public transport junctions and 208 bus stops along the national roads to universal design during the period 2014–2017.

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\(^6\) The TEN-T road network in Norway comprises E6, E18, E39, E16, E14, E105, rv. 23 and sections of E10.
3.4.3 Operation and maintenance

Road network operation includes clearing the road of snow, gritting with salt and sand, clearing the view, road marking, realigning traffic signs, traffic control and traffic information. Maintenance includes initiatives to attend to the physical infrastructure and the road surfaces. Within the area of operation and maintenance, the NPRA will give priority to measures that attend to traffic safety. In the Plan period we will work on skills requirements and training of contractors and those responsible for winter operations, among other things.

90 The NPRA will, in collaboration with the Swedish Transport Administration (Trafikverket), compile skills requirements for those in charge of winter operations and road salting.

91 The NPRA will, in collaboration with the contractors’ trade organisations, conduct a training programme and introduce qualification requirements for everyone carrying out winter operation on national and county roads.

92 The NPRA will conduct courses in operation and maintenance for operations contract managers.

3.4.4 Warnings and securing of roadworks

Insufficient warnings and/or securing of roadwork areas can lead to dangerous situations and traffic accidents. The NPRA will improve the guidelines for roadworks warning and increase monitoring of ongoing roadworks. The course curriculum for road workers will be evaluated.

93 The NPRA will establish an analysis group that every six months will follow up traffic accidents in connection with roadworks. The group will have a particular focus on fatal accidents and accidents resulting in permanent injury.

94 The NPRA will draw up new instructions and revise the standard provisions for roadworks warning.

95 The NPRA will carry out at least 100 roadworks inspections per region each year.

3.4.5 Speed limits

It is important that the speed limit criteria attend to traffic safety, are perceived as logical and are simple to explain and enforce. Additionally, they should to the best extent possible attend to the environment and traffic flow. Criteria and principles for determining speed limits will be assessed in the Plan period.

96 The NPRA will review the criteria for determining the speed limit 60 km/h.

97 The NPRA will revise the current speed limit criteria for urban areas (speed limits up to and including 50 km/h).

98 The NPRA will report on the consequences of various overriding principles for determining speed limits.

3.4.6 Area and transport planning

The area and transport planning has been of great significance to accident development in urban areas. In several places, through traffic has been diverted outside established residential areas. Continued high focus on traffic safety in area and transport planning is necessary in order to maintain the positive trend of fewer fatalities and severe injuries.
3.4.7 Intelligent transport systems (ITS) on roads

Intelligent transport systems use information and communication technology (ICT) to influence behaviour and improve transport solutions and traffic management. Several ITS solutions that are being introduced contribute to improved traffic safety.

99 The NPRA will develop a language-independent network service for dynamic data (DATEX II).
100 The NPRA will test traffic management systems on selected sections of the main road network.
101 The NPRA will introduce a new support system for traffic control centre operators, which will provide improved handling and damage control during incidents on the roads.
102 The NPRA will mount and introduce an increased number of free text boards to communicate information to the road users.

Photo: Steinar Svensbakken
3.5  Improved treatment of injuries and use of accident data

3.5.1  Notification, first aid and treatment

Most of the people who die as a result of a traffic accident die within the first hour. Short response time and high quality of the emergency response services are therefore vital to survival or to reducing permanent injuries. A new digital communication system for the emergency response services and other relevant emergency services is being implemented across the country. Work is also being done to improve the triple notification of police, fire and health in the case of accidents.

3.5.2  E-Call

Pan-European eCall is a mandated service initiated by the EU Commission. It presupposes that eCall units become a standard in all new vehicles from 2015 and that the equipment can be installed in old vehicles later if requested. At the same time, message communication and a recipient apparatus need to be organised. Norway is currently enquiring into who should receive the eCall calls. The Traffic Control Centre is currently the most likely alternative.

3.5.3  Ulykkesdata

Accident data is important for the understanding of accident causes and for implementing injury reducing measures. They are also important when it comes to assigning correct priority in the traffic safety work. In order to obtain the best possible collection of data, the collaboration between the national health services, the police and the NPRA must be strengthened. Efforts to achieve improved recording and use of accident data and analyses will be carried out in the Plan period.

103 The NPRA will prepare or initiate a minimum of 1–2 thematic analysis each year based on material from the Accident Analysis Group (UAG).
104 The NPRA will systematically review all measures suggested by the Accident Analysis Group (UAG) that recommend changes to the road standards, instructions and guidelines.
105 The Norwegian Directorate of Health will work to ensure that all health enterprises report on accidents involving personal injuries to the Norwegian Patient Register.
106 The NPRA and the Norwegian Directorate of Health will establish a national group in order to introduce guidelines for the classification of suspected suicides.

After the main document of the Plan of Action was printed, the date has been changed to 2017
3.6 Organisational measures

3.6.1 Road traffic safety management

Road traffic safety management involves mapping risks of accidents, conducting systematic activities that contribute to preventing accidents and learning from the accidents that happen. There are a number of different safety management systems, one of which is the international standard for road traffic safety management, ISO 39001, which was adopted in 2012.

The Norwegian Council for Road Safety and the NPRA will work to encourage the largest possible number of businesses to launch safety management systems for transport.

107 The Norwegian Council for Road Safety will assist the National Institute of Technology in the certification of businesses pursuant to NS-ISO 39001.
108 The NPRA will assess whether to implement NS-ISO 39001 in parts of their operation.

3.6.2 Traffic safety at business operations

For a number of employees, road traffic constitutes one of the largest risk factors during working hours. The Institute of Transport Economics has found that about 40% of fatal accidents in Norway involve drivers who drive during their working hours or who are headed to or from work.

In the Plan period, the NPRA, the Norwegian Council for Road Safety and the Norwegian Labour Inspection Authority will increase their commitment to promote safe road transport in companies and municipalities.

109 The Norwegian Council for Road Safety will survey to what extent employers follow up the requirements of the Working Environment Act concerning risk assessment and measures in relation to employee driving during working hours.
110 The Norwegian Labour Inspection Authority will continue to monitor the responsibility of employers to prevent work related traffic accidents.
111 In 2015, the Norwegian Labour Inspection Authority will launch a nationwide initiative targeting the transport industry.
112 The NPRA will carry out a pilot project at an external company in order to identifying the key factors that affect the traffic safety of the company’s transport activities.
113 The NPRA will expand «Safe Trailer» into a national project. This implies i.e. close collaboration between NHO Transport, the Norwegian Haulier’s Association, the Norwegian Transport Workers’ Union and the Union of Norwegian Transport Employees with a view to improving the traffic safety culture within the transport industries.
114 The NPRA will revise its transport policy, which lays down requirements for the execution of transports commissioned by the agency.
115 The Norwegian Council for Road Safety will convey knowledge about work related traffic accidents through a conference (2014) and professional seminars.
116 The Norwegian Council for Road Safety will, in collaboration with the county administrations, encourage a more cross-sectorial and system based traffic safety work in the municipalities. By the end of the Plan period, at least three municipalities in each county should be approved as «Road safe municipalities».
117 The Norwegian Council for Road Safety will, in collaboration with relevant participants, further develop tools for the municipal traffic safety work.

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3.6.3 Organisational processes to pursue the traffic safety work

The Plan of Action describes the traffic safety measures that are to be implemented in the Plan period. In addition, we will promote closer and more committing collaboration between the different traffic safety work participants. This applies both to public participants at the national level, the municipalities and the non-governmental organisations.

118 The NPRA will, in collaboration with the police, the Norwegian Council for Road Safety, the Norwegian Directorate of Health, The Norwegian Directorate of Education and Training and the county administrations, organise annual result conferences that will focus on the development in traffic safety. The first conference will be held in 2015.

119 Annual meetings of directors on the topic of traffic safety will be held for heads of the police, the Norwegian Council for Road Safety, the Norwegian Directorate of Health, the Norwegian Directorate of Education and Training and the NPRA.

120 The NPRA will, in collaboration with relevant participants, organise one national process using the Swedish OLA-method each year in the Plan period.

121 The NPRA will establish a bank of proposed initiatives for entries and assessments of non-located traffic safety measures (suggested changes to regulations, changes to the road standards, etc.).

3.6.4 Selecting safe vehicles

Increased distribution of cars with new vehicle technology (e.g. electronic stability control / anti-skid) and improved collision safety has contributed significantly to traffic safety the last few years. Efforts will be made to increase the amount of information communicated to the public and to businesses about the importance of selecting safe vehicles. The NPRA will, through acquisitions, enforce stricter requirements to safety and the environment on suppliers and contractors.

122 The NPRA will invite the insurance industry to implement additional measures to turn acquisition and use towards the safest and most environmentally friendly vehicles.
4. Traffic safety work – county administrations

The full version of the National Plan of Action contains 19 county by county reviews, following a common template. The aim is to give a collective picture of the main features of the traffic safety work in the counties. There are also separate descriptions of the traffic safety work in the seven municipalities that are part of the Norwegian Association of Local and Regional Authorities (KS) Big City Network: Oslo, Bærum, Kristiansand, Stavanger, Bergen, Trondheim and Tromsø.

The county reviews are constructed in the following manner:

1) Targets and challenges
The national goal of no more than 500 fatalities and severe injuries by 2024 has been broken down by county and illustrated by curves. The aim is that all county curves should have the same percental reduction in fatalities and severe injuries, which presupposes efforts from various participants.

The challenges differ significantly from county to county, and it is important to take this into account when assigning priority. The Plan of Action describes particular features of the accident picture in each individual county.

2) National participants’ work to improve traffic safety in each county
Assigning priority to investments on the national road network is presented in the NPRA’s Action Programme 2014-2017 (2023). The county review refers to specific routes that are further discussed in the Action Programme. For many counties, prioritised investments on the national road network will be decisive to achieving the interim target.

3) Road traffic safety work by county administrations
The county resource priorities and priority areas are described here. The review corresponds to the county administrations’ own plans (the county administrations’ plan of action for the county road network, the county administrations’ traffic safety plans, etc.).

4) Road traffic safety work in the county’s municipalities
For each county is a summary of the number of municipalities that have their own traffic safety plans. Nearly all of Norway’s county administrations request such approved traffic safety plans prior to granting funds to various traffic safety measures. The large city municipalities’ traffic safety plans are discussed under this item.

5) Other county plans that will be of significance to the road traffic safety work
Successful and comprehensive local traffic safety work requires coordination across administrative sectors. The reviews provide an overview of plans that affect the traffic safety in the county, e.g. local area and transport plans, strategies for public health and city packages.
5. Traffic safety work – non-governmental organisations

The non-governmental organisations make significant contributions to traffic safety in Norway by informing and influencing members, influencing decision makers and collaborating with public government agencies. The NPRA has entered into separate agreements with NHO Transport, the Norwegian Haulier’s Association, the Norwegian Taxi Association, the Norwegian Motorcycle Union and the Norwegian Pensioners Association and will consider entering into similar agreements with other non-governmental organisations too.

In the Plan of Action for Road Traffic Safety 2014–2017, the traffic safety work of 19 organisations are presented.

- Norwegian Driving School Association (ATL)
- Finance Norway (FNO)
- Royal Norwegian Automobile Club (KNA)
- Norwegian Abstaining Motorists Association (MA)
- No to Head-on collisions (NtFk)
- NHO Transport
- Norwegian Automobile Federation (NAF)
- Norwegian Cycling Federation (NCF)
- Football Association of Norway (NFF)
- Norwegian Haulier’s Association (NLF)
- Norwegian Taxi Association (NT)
- Norwegian Motorcycle Union (NMCU)
- The Norwegian Transport Workers’ Union (NTF)
- Norwegian Pensioners Association (Pf)
- Norwegian Association of People with Injuries (LTN)
- Norwegian Safety Forum (Skafor)
- Norwegian Air Ambulance Foundations (SNLA)
- Norwegian Cyclists’ Association (SLF)
- The Union of Norwegian Transport Employees (YTF)
6. The basis for the traffic safety work in the period 2018–2023

6.1 Challenges for the traffic safety work after 2017

The traffic safety work after 2017 shall be based on the knowledge and experience we have acquired. At the same time, we know that the premises are changing, e.g. when it comes to exposure, technological and financial development and social/cultural relations. Therefore, we must continuously assess the potential of reducing the number of fatalities and severe injuries. What appear to be effective measures today may not be effective ones in the future. It is important to keep an eye on the development and be one step ahead.

Based on the population statistics and stipulations of the NTP 2014–2023, we have to anticipate increased challenges as a result of:

- Increasing proportion of pedestrians and cyclists in the cities and urban areas
- Increasing proportion of heavy vehicles
- Increasing proportion of older road users

6.2 Research and development

The NPRA has launched a research project (BEST) where the main objective is to acquire knowledge that can be used to assign priority to the most effective traffic safety measures in the future. The project will assess where and how we can expect to receive the largest possible benefits from the traffic safety efforts (potential assessments). Additionally, two thematic areas have been selected:

- How to reduce the extent of speed related accidents and injuries?
- How to meet the traffic safety challenges connected to the rising number of pedestrians, cyclists and people travelling by public transportation in the cities and urban areas?

6.3 Preliminary assessment of important commitments in 2018–2023

Most of the central areas of commitments in the Plan period will be pursued after 2017. In some areas, we see a clear need to increase the efforts. This applies to:

- Measures for increased compliance with speed limits
- Measures targeting high-risk groups
- Measures against driving under the influence of alcohol and drugs
- Measures to increase the use of driver support systems such as Alcolocks, automatic speed adaptation and behaviour recorder
- Traffic safety work in businesses (safety management)
- Measures to prevent run-off-the-road accidents
- Measures contributing to increased safety for pedestrians and cyclists