

RSA

Our Journey Towards Vision Zero

Ireland's Government Road Safety Strategy 2021-2030



An Roinn Iompair
Department of Transport

**VISION
ZERO**





Rialtas na hÉireann
Government of Ireland



An Roinn Iompair
Department of Transport



Bonneagar Iompair Éireann
Transport Infrastructure Ireland



Údarás Náisiúnta Iompair
National Transport Authority



Cumann Lucht Bainistíochta Contae agus Cathrach
County and City Management Association



LGMA
An Ghníomhaireacht Bainistíochta Rialtais Áitiúil
Local Government Management Agency



An Roinn Sláinte
Department of Health



NOCA National Office of
Clinical Audit



An tSeirbhís Chúirteanna
Courts Service



Table of Contents

Abbreviations	2
Foreword by Eamon Ryan, TD, Minister for Transport	4
Foreword by Hildegarde Naughton, TD, Minister of State in the Department of Transport	6
Foreword by Liz O'Donnell, Chairperson	8
1. Executive summary	10
2. Why we need to act	23
3. How we developed the strategy	32
4. What our evaluation tells us	36
5. Strategic approach, framework and targets	41
6. Priority intervention areas for action	47
7. Delivering our strategy	66
8. In summary: our invitation to you	71
References, Footnotes and Appendices	73
■ Reference list	74
■ Footnote list	77
■ Appendix 1: List of key safety performance indicators	78
■ Appendix 2: Legislation requirements for the 2021–2030 Government Road Safety Strategy	79
■ Appendix 3: List of stakeholders who participated in the Road Safety Management Capacity Review	87

Abbreviations

ADAS	advanced driver-assistance system
ADI	approved driving instructor
AGS	An Garda Síochána
CAM	connected and automated mobility
CVORI	commercial vehicle operator risk indicator
CVRT	commercial vehicle roadworthiness testing
DFWS	driving for work standard
DoE	Department of Education
DoT	Department of Transport
EC	European Commission
ERSO	European Road Safety Observatory
ETSC	European Transport Safety Council
EU	European Union
Euro NCAP	European New Car Assessment Programme
EU GSR	European Union General Safety Regulation
HPT	hazard perception test
HSA	Health and Safety Authority
ISA	intelligent speed assistance
KSI	killed and seriously injured
OECD	Organisation for Economic Co-operation and Development
MBRS	Medical Bureau of Road Safety
NDLS	National Driver Licence Service
NTA	National Transport Authority
NIFTI	National Investment Framework for Transport in Ireland
PIN	performance index
RSA	Road Safety Authority
RSMCR	road safety management capacity review
SPI	safety performance indicator
TII	Transport Infrastructure Ireland
UK	United Kingdom
UN	United Nations
WHO	World Health Organization

Forewords



Eamon Ryan TD, Minister for Transport

Ireland has made huge progress over the past two decades when it comes to road safety.

Improvements to our road infrastructure, enforcement, vehicle safety enhancements and safer road user behaviour have all led to reductions in road trauma.

The last road safety strategy focused on ‘closing the gap’, addressing how Ireland could match the road safety record of better-performing countries such as Norway, Sweden and the UK. While we have seen that gap closed, and Ireland was ranked as the second safest European Union member state in 2019, we cannot relax our commitment to road safety. The fact that 147 lives were lost on our roads and 1,111 people were seriously injured in 2020 simply does not allow us this luxury.

We are also facing many challenges as a nation. The unprecedented impact of the COVID-19 pandemic will continue to be felt for years to come. The threat of climate change to our way of life in Ireland also cannot be understated. We have a difficult road ahead, but by adopting strategic, coordinated approaches to tackling these issues we will be in the best position to improve outcomes for road safety and the country as a whole.

The new government Road Safety Strategy will span the decade 2021–2030. It has a new ambition at its core, guiding Ireland towards ‘Vision Zero’. Vision Zero, which will be delivered by the Safe System approach, is a long-term goal aimed at eradicating road traffic deaths and serious injuries by 2050. It is international best practice and has been adopted by the European Commission in its Road Safety Strategy.

Notwithstanding the significant road safety progress that Ireland has achieved in recent years, concerns around the safety of active travel remain common and many people continue to be deterred from walking or cycling on our roads, or to school. My vision is for an Ireland where road users feel safe and empowered to walk or cycle on Irish roads, improving their health and playing a critical role in achieving Ireland’s Climate Action objectives. Embedding the Safe System approach is a core focus of this 2021–2030 strategy, which will ensure that a safe environment is provided for active travel and that road safety is a shared responsibility across all elements of the traffic management system, not just the individual road user.

Some of the key interventions that this strategy will deliver include significant investment in the provision of safe, segregated infrastructure to protect those walking and cycling on our roads, and initiatives to promote modal shift from motor vehicle travel to support environmental, safety and health objectives. It also includes the review of policy and legislation to prioritise the safety of walking and cycling in Ireland, and identifying ways to reduce motor vehicle traffic on our roads. Programmes such as Safe Routes to School will also be at the forefront of our efforts. Ensuring that children can safely get to and from school will make a real difference to congestion on our streets, the health of our children as well as helping to achieve our emissions reductions targets.

We need to be ambitious over the lifetime of this strategy. That is why we have set a target of cutting the number of deaths and serious injuries by half by 2030. It must be ambitious if we are to protect all our road users including pedestrians, cyclists, motorcyclists, horse riders, drivers, passengers, whether young or old. However, this strategy

will prioritise the safety of those who are most vulnerable, ensuring their right to travel the roads safely is protected.

The strategy must be ambitious for new, more sustainable modes of transport. Road safety policy does not exist in a vacuum; it must reflect wider societal change and social needs. Concerns about climate change and the need to change our behaviour are being reflected in increased growth in active travel across Ireland. More people are cycling, walking and using public transport, which is to be welcomed and must be supported in our strategic thinking around road safety.

The Safe System approach emphasises the need to focus on all elements of the road traffic system to successfully improve road safety. We have seen over the past 18 months how we can each do our part to protect everyone. By working together, we will make our roads a safer place for all.

Over the years, there has been unwavering support for road safety from business organisations, voluntary organisations, the media and the public. Now we must continue to work together so that we can save more lives and prevent injuries, and so that we can remain a leader and best-practice example for other countries.

Together we will create change, and safer roads, for society.

“My vision is for an Ireland where road users feel safe and empowered to walk or cycle on Irish roads.”



Hildegarde Naughton TD, Minister of State in the Department of Transport

At the heart of this Road Safety Strategy is change.

How we use our roads has changed – there are new modes of transport such as eScooters and eBikes in use today which didn't exist just a few short years ago, as well as increased numbers of people walking and cycling.

To take account of these changes in the way we travel, the way we understand and think about road safety needs to change. We need to provide safer infrastructure, safer vehicle design and ensure our road safety legislation is fit for purpose.

But we must also adjust our attitudes and behaviours to take account of the fact that no one form of transport takes primacy over another. Each road user - whether a pedestrian, cyclist, someone on an eScooter, a motorist or motorcyclist - is entitled to use our roads and not have their safety or life put at risk due to others' dangerous behaviour. New and more positive behaviours will result in a better road safety culture, will lead to significant reductions in those killed or seriously injured and lay the foundations of a safer future for our younger road users.

Schoolchildren are the road users of today and the future, which is why road safety education is an important part of this strategy. How we educate and train our children and young people is paramount, embedding good road safety habits from the outset.

That education starts with a commitment to getting children to and from school safely, for example through the Safe Routes to School programme. This programme aims to create suitable infrastructure to make walking, cycling and scooting a practical and safe choice for families. We want to enable school

communities to create solutions for healthier and more sustainable travel to and from school and to encourage schoolchildren to be active and to be safe.

Developing high-quality walking and cycling facilities and infrastructure will encourage more people to switch to active travel and will contribute to tackling climate change. In promoting active modes of transport we will benefit from improved levels of fitness and public health while reducing carbon emissions, congestion and vehicle usage.

The devastation that a road death or serious injury places on victims, their families, friends and communities is permanent. The collective strength that victim advocacy groups in Ireland bring to road safety is immeasurable, and I want to acknowledge how they have been and continue to be agents of change, working to protect all road users and to prevent other families from suffering the grief they have experienced.

This Road Safety Strategy sets out the steps we need to take to achieve safer roads and provides the metrics that will measure our progress. However, the core of the strategy is not about words or numbers on a page, but about saving lives and preventing injuries. It is about people. This strategy is for all those who use our roads, and who have the right to do so safely.



“Schoolchildren are the road users of today and the future, which is why road safety education is an important part of this strategy.”



Liz O'Donnell Chairperson

Ireland has made significant progress over the lifetime of previous road safety strategies. Since the launch of the first ever Road Safety Strategy in 1998, road deaths have declined by almost 70%.

None of that progress could have been possible without our key stakeholders working together in a coordinated, strategic way.

This, Ireland's fifth Road Safety Strategy, will adopt a transformational and partnership-based approach to road safety in Ireland to achieve a 50% reduction in deaths and serious injuries by 2030. Road safety is a whole-of-government issue and needs a whole-of-government response. We have seen how governments over the years have enacted measures that have made our roads safer, from the mandatory wearing of seat belts, the lowering of drink-driving limits, the introduction of penalties for dangerous behaviours, safer infrastructure and targeted enforcement. These measures have saved lives.

The 2020 Programme for Government commits to achieving 'Vision Zero' – i.e. no deaths or serious injuries on the roads – which we will achieve by 2050. This commitment must be matched by action, enabling funding, accountability and good governance. Critically, we need even greater partnership and collaboration to achieve the ambitious target of Vision Zero.

Vision Zero in road safety is not just a catchphrase. It is a serious commitment to end all deaths and serious injuries on our roads. Vision Zero will be delivered through embedding the Safe System

approach into our national road safety policy and practice. The Safe System approach recognises that while road safety education and training can reduce the number of road collisions, human error cannot be eliminated. It aims to reduce the likelihood of a collision occurring and, if one does occur, to ensure that the road users involved will not be killed or seriously injured.

The seven areas of intervention of our Safe System approach are:

1. Safe roads and roadsides
2. Safe speeds
3. Safe vehicles
4. Safe road use
5. Post-crash response
6. Safe and healthy modes of travel
7. Safe work-related road use.

These intervention areas will drive the scope of our work, and all action plans will include actions under each of these headings. By implementing these seven priority intervention areas of the Safe System approach, we are delivering international best practice.

The public has a central role to play in achieving our goals. We carried out a public consultation process in the development of this strategy, and we received in excess of 2,000 submissions. The public has helped to shape how we will be addressing road safety over the next decade, and we need every road user to continue to play their part in achieving Vision Zero.

Where there are road safety challenges, there are, of course, opportunities. We continue to

see advances in vehicle safety standards and automation, advances which will protect drivers, passengers and other road users. We must ensure that manufacturers keep safety as the priority in the design and build of all new vehicles.

As a European leader in road safety, Ireland also has an opportunity to use our experience to enhance road safety internationally. By introducing new evidence-based regulations and legislation, both domestically and at EU level, we have the opportunity to influence policy and to tackle road deaths globally. We must also deepen our collaboration and cooperation with other countries to learn from international experience and best practice, incorporating the latest innovations and research to further improve our work and achieve our ambitious targets.

To prevent fatalities or serious injuries on our roads, we must continue to tackle road safety strategically and collectively. It will be challenging, but it is achievable with investment and support from the highest levels of leadership, to local community level.

Reducing road deaths and serious injuries by 50% over the next decade is achievable. Vision Zero by 2050 is achievable. We can do it. Given our road safety journey to date, no target is too ambitious for us. The starting point is recognising that road deaths or serious injuries should not be the price to pay for our mobility.

**“Vision Zero
in road safety
is not just a
catchphrase.
It is a serious
commitment to
end all death and
serious injury on
our roads.”**

1.

Executive Summary

This, Ireland's fifth government Road Safety Strategy, has been developed during unprecedented times. As we consider our road safety priorities for the next decade, we recognise the benefits of aligning these with other core government priorities, including health, decarbonisation, climate action and sustainability, and economic recovery.

Adopting a strategic, coordinated and multi-sectoral approach to road safety across government and key stakeholders will be critical to achieving a safer, better Ireland for all.

Road safety progress

Behind every road death and serious injury statistic on our roads are people, families and communities.

The human costs of road traffic collisions are devastating, a cost made even more unbearable in the knowledge that the majority of these deaths and injuries are preventable. The financial costs of road traffic collisions in Ireland are also significant, conservatively estimated at €1.29 billion in 2019 across the economy.

Ireland's road safety performance has improved significantly since we adopted our first Road Safety Strategy in 1998. Our last strategy (2013–2020) saw Ireland achieve our lowest number of annual road deaths since records began (137 in 2018), and the second lowest rate of road deaths in the European Union (EU) in 2019 (28 per million population).¹ That same year, we were awarded the European Transport Safety Council (ETSC) Road Safety Performance Index (PIN) Award in recognition of our progress in reducing road user fatalities over the past decade.

Despite this good progress however, a number of challenges remain. Serious injury figures increased during the 2013–2020 strategy, and while we achieved a 9% reduction in fatalities during this period, our target to reduce deaths to 124 fatalities per year by 2020 was not met.²

In particular, there has been a lack of progress in reducing cyclist and pedestrian deaths. The prevalence

of a number of dangerous road user behaviours (e.g., speeding) has persisted despite our interventions, and uncertainties remain as to the lasting impacts of the COVID-19 pandemic on our travel patterns.

In order to meet vital national climate action objectives, we must promote modal shift (i.e. changing our modes of transport) towards public and active travel, and decarbonisation of Ireland's motor vehicles, while improving and ensuring safety for vulnerable road users, particularly cyclists and pedestrians.

We know that adopting a strategic approach to road safety works, and with our 2021–2030 strategy, we want to achieve greater reductions than ever before. To do so, we need to adopt a transformational approach to road safety policy, practice and governance in Ireland, as a whole-of-government response to these challenges. This means continuing our best-practice interventions but also expanding and strengthening our activities beyond traditional road safety approaches (e.g., a greater focus on safe infrastructure and post-crash response). It also means innovating in our approach to road safety governance in Ireland and in how we deliver and monitor the impact of our activities.

We will work across government, harnessing alignment with other key policies (e.g., climate action) to maximise beneficial outcomes for road safety. Our approach will encompass greater partnership-working with communities and organisations, both in the public and private sector.

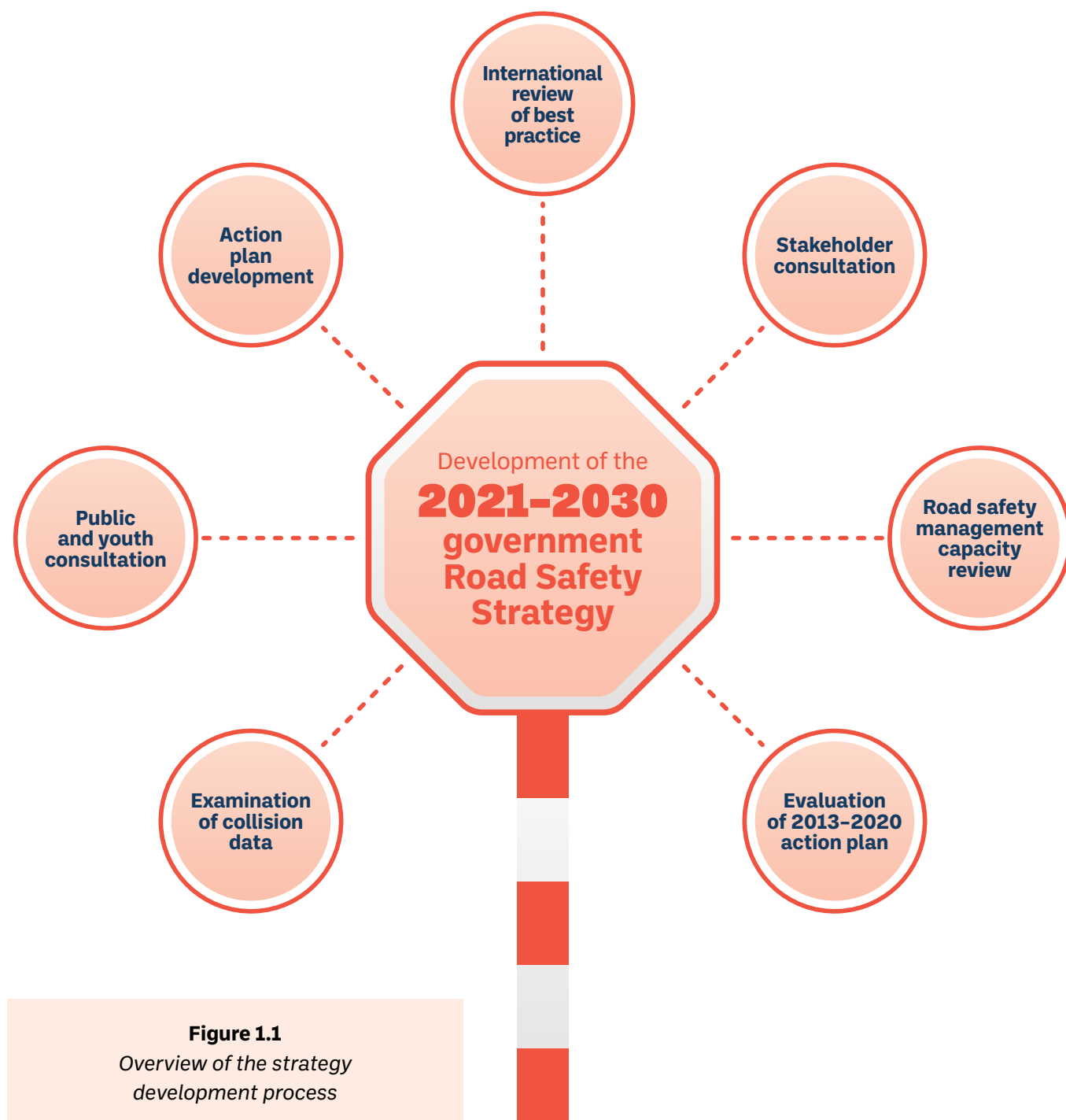
Our last strategy (2013-2020) saw Ireland achieve our lowest number of annual road deaths since records began; 137 in 2018



Strategy development

To produce a transformational 2021–2030 government Road Safety Strategy, the Road Safety Authority (RSA) engaged in an extensive development process in partnership with key stakeholders (see Figure 1.1).

This involved a series of best-practice approaches, including conducting a road safety management capacity review (RSMCR) and an in-depth stakeholder consultation process.



Strategic approach

The findings of the strategy development process provided consistent support for framing the 2021–2030 strategy in line with the holistic Safe System approach to road safety management.

The Safe System approach has been recognised as international best practice and instrumental to achieving ambitious reductions in road deaths and serious injuries.

The Safe System approach is based on four principles (International Transport Forum [ITF], 2016):

People make mistakes when using the roads, which can lead to collisions.

The human body has a **limited ability** to tolerate collision impacts.

There is a **shared responsibility** amongst those who design, build, manage and use the roads and vehicles to prevent or reduce collision impacts, and those who provide post-crash response to mitigate injury.

All parts of the traffic system need to be strengthened to multiply their effects and to ensure that road users are protected if one part in the system fails.

For the 2021–2030 strategy, seven Safe System priority intervention areas have been identified, and our aim for each of these is provided below:

- **Safe roads and roadsides**
To improve the protective quality of our roads and infrastructure.
- **Safe speeds**
To reduce speeds to safe, appropriate levels for the roads being used, and the road users using them.
- **Safe vehicles**
To enhance the safety features and roadworthiness of vehicles on our roads.
- **Safe road use**
To improve road user standards and behaviours in line with traffic legislation, supported by enforcement.
- **Post-crash response**
To improve the treatment and rehabilitation of collision casualties.
- **Safe and healthy modes of travel**
To promote and protect road users engaging in public or active transport.
- **Safe work-related road use**
To improve safety management of work-related journeys.

Fully embracing and embedding a Safe System approach across all components and partners of the traffic system will allow us to transform our policy and practice beyond traditional road safety interventions and achieve greater reductions in fatalities and serious injuries than before. This will also include aligning with key international road safety policies, such as the Stockholm Declaration (Road Safety Sweden, 2020).

Strategic framework & targets

Driving the adoption of our Safe System approach and underpinning our 2021–2030 strategy is Ireland’s long-term goal of achieving Vision Zero (i.e. zero road deaths or serious injuries) by 2050.

Vision Zero was formally adopted in Ireland’s Programme for Government in 2020 and underpins the EU Road Safety Policy Framework (2021–2030).

To ensure this long-term goal is achieved, and to reflect the transformational approach to road safety policy, practice and governance being implemented in the 2021–2030 strategy, **Ireland has set a target to reduce road deaths and serious injuries by 50% by 2030**, in line with the EU.³

An average of the 2017-2019 figures for fatalities and serious injuries are being used as target baselines.

By 2030



we will reduce deaths on Ireland’s roads by 50% from 144 to **72 or lower**



we will reduce serious injuries on Ireland’s roads by 50% from 1,259 to **630 or lower**

To meet these 2030 targets, we need to assess our road safety performance on a regular basis, alongside ongoing benchmarking, and act quickly where the data indicate we need further improvements. To achieve this, we have developed 15 key safety performance indicators (SPIs) in line with EU best practice to measure and track the factors known to influence death and serious injury, such as the non-wearing of seat belts and speed (see Appendix 1).

To ensure that the road safety interventions and activities undertaken for the 2021–2030 strategy continue to be effective and incorporate the latest innovations and developments in the field, the 2021–2030 strategy will feature **three phases of action plans**.

■ Phase 1 2021-2024


■ Phase 2 2025-2027


■ Phase 3 2028-2030

The Phase 1 action plan (2021–2024) has been developed and is available on the RSA website. The lead agency responsible for the implementation of each action is listed in this plan.

To further monitor our performance during this phase, we are also setting interim targets for 2024. Based on the programme of interventions outlined in the Phase 1 action plan, and current and historic trends, the following targets have been set.

By 2024

 **we will reduce deaths** on Ireland's roads by 15% from 144 to **122 or lower**

 **we will reduce serious injuries** on Ireland's roads by 10% from 1,259 to **1,133 or lower**

An action plan and further interim targets for Phase 2 and Phase 3 will be developed in the last six months of the preceding phase, following an evaluation of recent progress, emerging trends and relevant benchmarks.

Each action plan will include a series of high-impact actions that will directly reduce road deaths and serious injuries, and support actions to supplement and enhance the effectiveness of the high-impact actions and road safety more broadly.

A summary of our strategic framework is presented in Figure 1.2.

VISION ZERO

**By 2050
no-one will be
killed or seriously
injured on
Ireland's roads.**

2021-2030 Strategy

SAFE SYSTEM APPROACH

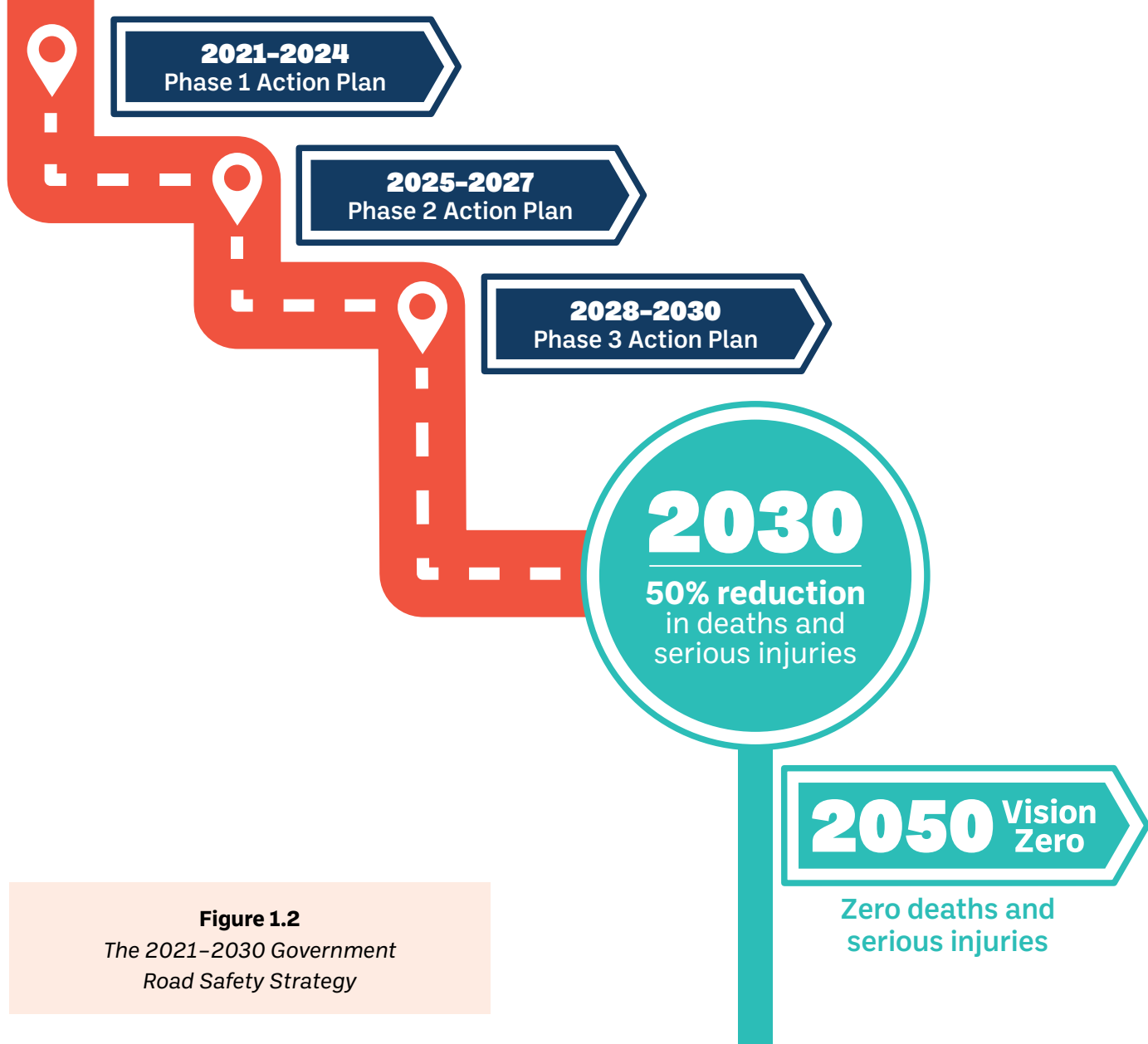
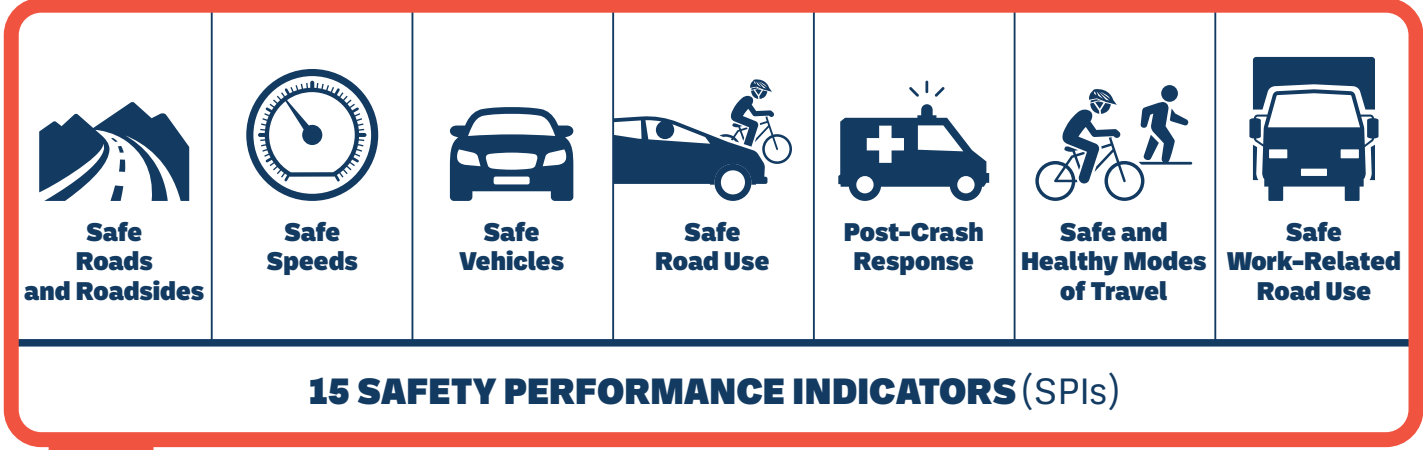


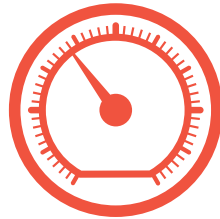
Figure 1.2
The 2021-2030 Government Road Safety Strategy

A summary of the 50 high-impact actions for the Phase 1 2021-2024 action plan is provided under each of the seven Safe System priority intervention areas below.



Safe Roads and Roadsides

- Develop and implement a safety rating indicator for national road infrastructure.
- Deliver an average of 60 road safety improvement schemes and fund an average of four minor realignment schemes on national roads per year.
- Increase the length of divided roads on the national primary network.
- Implement a minimum of 150 low-cost safety schemes and a minimum of four larger safety schemes across the regional and local road network per year.
- During 2021–2025, construct 1,000 km of segregated walking and cycling facilities to provide safe cycling and walking arrangements for users of all ages.



Safe Speeds

- Establish a working group to examine and review the framework for the setting of speed limits, including introducing 30km/h limits as the default in urban areas.
- Establish a task force to share data and information on speeding, make recommendations and implement safety measures.
- Expand speed management measures on the road network, e.g., average-speed cameras.
- Review the operation of the mobile safety camera network to maximise its effectiveness.
- Deliver public education on inappropriate and excessive speeding in conjunction with An Garda Síochána (AGS) enforcement activity, with an emphasis on protecting vulnerable road users.



Safe Vehicles

- Prioritise lifesaving technologies associated with the General Safety Regulation (GSR).
- Develop a national strategy for introducing connected and automated mobility (CAM).
- Trial the retrofitting of advanced driver-assistance systems (ADAS) with select road user groups.
- Develop a communications programme to inform and influence the public and stakeholders on the purchase of new and used vehicles.
- Work with Insurance Ireland to publish research on the road safety impact of black box technology and to promote its uptake.



Safe Road Use

- Continue enforcement of key lifesaver offences, such as speeding, distracted driving, non-wearing of seat belts and intoxicated driving.
- Continue to deprive criminals use of the road network through high-visibility policing and intelligence-led enforcement operations.
- Agree a cross-organisational legislative programme to introduce the legislation required for the strategy actions.
- Identify the necessary resources and path to consolidate road traffic legislation.
- Develop a mechanism to capture annual data on contributory factors (e.g., intoxicants) in serious injury collisions.
- Implement public education/awareness campaigns in conjunction with AGS that target the main causal factors for collisions, deaths and serious injuries and that target high-risk groups.
- Develop and implement a communications strategy to raise awareness of the new government Road Safety Strategy, Safe System and Vision Zero.
- Establish a working group to make recommendations for the implementation of an alcohol interlock programme for drink-driving offenders, supported by a drink-drive rehabilitation course.
- Review and update impairment testing by AGS in line with best practice.
- Publish monthly figures for enforcement activity focusing on speeding, non-wearing of seat belts and mobile phone use, and figures for the number of breath and drug tests administered as well as the results.
- Maintain a dedicated roads policing capacity and report annually on the number of Gardaí assigned to roads policing units on a regional basis.
- Eliminate the incidence of unaccompanied learner permit drivers, and reduce the number of learner car drivers who hold a third or subsequent learner permit.
- Examine the possibility of introducing a hazard perception test (HPT) and integrating it into the driver theory test.
- Explore the potential of an online portal for road users to upload footage of road traffic offences to assist prosecutions.
- Review the penalties for serious road traffic offences (e.g., impaired driving).
- Legislate for increased sanctions for polydrug and drug and alcohol use while driving.
- Streamline and automate enforcement of penalty points from roadside capture.
- Establish on a pilot basis three programme enabler expert groups (funding, data and legislation) in Phase 1 of the Road Safety Strategy to support intervention delivery and to accelerate progress at an operational level.



Post-Crash Response

- Establish and implement a trauma triage and bypass protocol in the trauma system.
- Ensure the appropriate specialist trauma care team is in place in the trauma-receiving hospital.
- Ensure definitive trauma care and rehabilitation pathways are in place once the road traffic collision patient has been stabilised.
- Provide emotional and psychological care and support to victims, families and emergency response teams.
- Examine the role of the family liaison officer in respect of support and provision of information to victims and families.



Safe and Healthy Modes of Travel

- Develop a National Cycle Network plan for interurban rural cycling and walking, and an implementation plan for delivery in Phases 2 & 3.
- Continue to implement an active travel infrastructure scheme for local authorities.
- Encourage modal shift to support environmental, safety and health objectives.
- Promote and support an expanded Cycle Right training programme.
- Conduct a review of road traffic policy and legislation to prioritise the safety of walking and cycling.
- Conduct a case study of countries that have adopted mechanisms to reduce traffic and make recommendations for Ireland.



Safe Work-Related Road Use

- Develop a protocol, underpinned by legislation, to allow the sharing of information and data between the Health and Safety Authority (HSA), AGS and the RSA to identify non-compliance.
- Develop enhanced enforcement powers, including fixed charges, for AGS and RSA transport officers to deal with commercial vehicles.
- Promote road safety across all sectors of the community and encourage sign-up to the European Road Safety Charter.
- Develop, oversee and deliver a voluntary driving for work standard and training programme in collaboration with industry and employers.
- Develop a joint national intervention strategy on work-related road safety.
- Conduct a feasibility study and make recommendations on the introduction of an earned recognition scheme for commercial vehicle operators.

Delivery, governance and critical success factors

In order to achieve our ambitious targets of 50% reductions in deaths and serious injuries by 2030, we must also innovate and transform our approach to partnership-working and how we manage the delivery and governance of this new strategy.

Shared responsibility across all parts of the traffic management system is one of the core underlying principles of the Safe System approach. While lead agencies have responsibility for completion of their individual actions, the responsibility for implementing the Safe System approach across road safety policy and practice will be shared across key stakeholders and across government.

This strategy will also align with government policy in other key areas including climate action, sustainability, active travel and trauma care. It recognises the interdependencies between agencies and actions and adopts a whole-of-government approach to road safety.

There are a number of critical success factors, dependent on stakeholders and government, that will enable our 2030 targets to be achieved. These include:

- political commitment which will be instrumental to the success of this strategy;
- timely development and implementation of evidence-based policy and legislation;
- timely, efficient data sharing and use of benchmarking across key stakeholders;
- innovation in how we design our interventions, and our approach to partnership-working;
- provision of essential funding for benefits realisation;
- provision of safe, segregated infrastructure to facilitate modal shift towards active travel;
- behaviour change due to enforcement interventions, education and training;
- dedicated partnership-working with good governance and accountability;
- public and media support of our interventions and activities.

If these critical success factors are not achieved, they are likely to present significant barriers to progress in relation to the strategy and to our overall road safety performance. For example, there are dependencies on the development of primary and secondary legislation (see Appendix 2) to underpin and facilitate a selection of Phase 1 high-impact and support actions.

The commitment to providing the required resources to deliver the strategy actions, in accordance with the statement of resources submitted by the key

agencies, will also be critical to achieving the 50% reduction in fatalities and serious injuries. Efficient data sharing between strategic partners will also be of crucial importance.

As part of our transformational approach to road safety, and to ensure we meet these requirements and ultimately our 2030 targets, we have designed a robust, cross-government governance structure (see Figure 1.3), overseen by a ministerial committee on road safety.

Governance structure

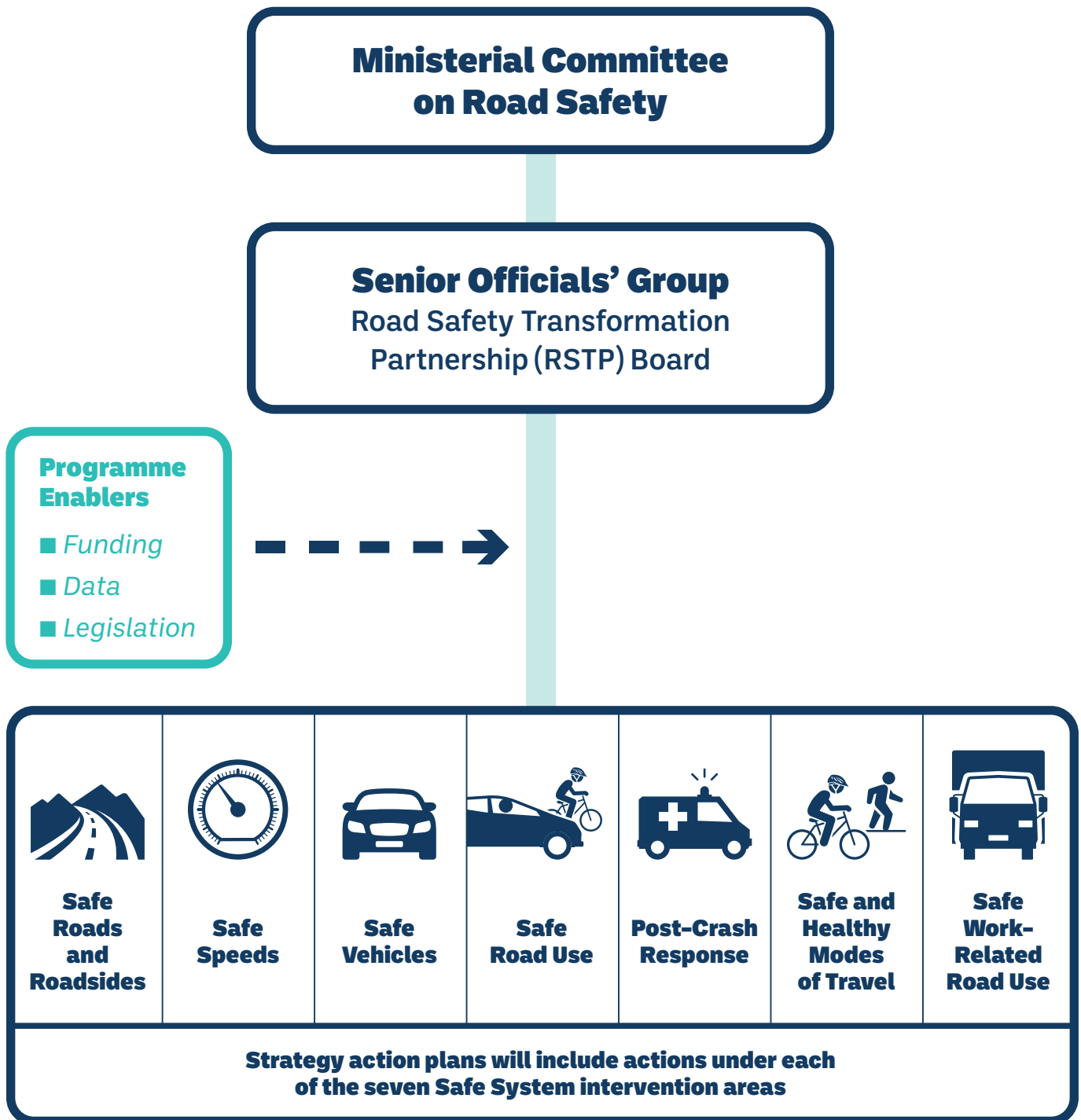


Figure 1.3. Governance structure for the 2021–2030 government Road Safety Strategy



A senior officials' group (SOG) will be established to report to the ministerial committee on road safety, consisting of the Assistant Commissioner from AGS, Chief Executives and Assistant Secretaries from the key delivery agencies. This group will review, make recommendations and provide quarterly updates on action plan progress to the committee, as provided by the lead agencies responsible for implementing the actions. The SOG will also discuss and advise the committee in relation to key road safety trends and developments across the strategy period.

The RSA will lead on the coordination of the strategy on behalf of government, including strategy planning, identification of required funding and necessary resources for timely delivery of interventions, monitoring, benchmarking and reporting of benefits realisation. Key responsibilities of the RSA will also include hosting an annual results conference where road safety progress will be presented to key stakeholders, monitoring and reporting on our strategy SPIs, and evaluating and designing the action plans for each phase.

The RSA, with agreement of the cross-government SOG, will initially establish three expert groups, called programme enablers, on data, funding and legislation. The role of these groups is to provide specialist knowledge, guidance, benchmarks and expertise to accelerate progress at an operational level. They will also identify ways to overcome barriers to progress to support strategy implementation on behalf of the SOG.

Road safety successes in Ireland have been achieved to date due to the commitment and dedication of our stakeholders, the Irish public and government. We invite you to join us now as we work together to achieve Ireland's safest decade on the roads yet, and embark on our journey towards Vision Zero.

2.

**Why we
need to act**

The costs of road traffic collisions

Behind every death and every serious injury statistic on our roads are people, families and communities. It is impossible to describe the grief experienced in the aftermath of a fatal collision.

The sudden loss of a loved one on our roads is a deeply traumatic experience, the effects of which are felt over a lifetime. The pain and suffering of those seriously injured must also be acknowledged. In too many cases, these injuries have devastating lifelong consequences, which are life-altering for both the person injured and for those who care for them.

In 2020, despite the reductions in travel due to the COVID-19 pandemic, 147 people died and 1,111 people were seriously injured in collisions on Ireland's roads.⁴ While these figures represent an improvement compared to certain previous years during the 2013–2020 strategy (e.g., in 2017, 155 people were killed), this is an unacceptably high human cost.

This cost is made even more unbearable in the knowledge that these deaths and injuries, many caused by drink- or drug-driving, driving at excessive speed, fatigue, distraction or the non-wearing of seat belts or helmets, were preventable.

The broader societal costs of road traffic collisions are also significant. In 2019, the cost of a fatal collision was estimated at €3.12 million, and the cost of a serious injury collision was estimated at €447,384.⁵ The total cost of road traffic collisions in Ireland in 2019 was conservatively estimated at €1.29 billion across the economy. Putting this in context, the cost

of maintaining the entire national, regional and local road network in Ireland, in addition to the construction of new road schemes, in 2021, is €1.3 billion.

Patients with serious injuries often require specialised care and rehabilitation in both acute and post-acute settings, furthering the demand on a health system already operating at capacity. In addition, the perceived risks of road traffic collisions can prevent engagement in more sustainable modes of transport (for example, cycling) and the benefits associated with these, including health benefits and reduced emissions, congestion and noise pollution. Modal shift towards public and active travel, and decarbonisation of Ireland's motor vehicles, are essential for Ireland to meet our national climate action objectives.

The World Health Organization (WHO, 2021) has identified road traffic collisions as a global leading cause of death and disability. Ireland is not alone in experiencing these high costs. Due to national and international research efforts however, the evidence base in relation to the science behind road safety has never been stronger. We now know that the vast majority of road traffic collisions can be prevented and that we can reduce the severity of collisions, should they occur. It is possible, and necessary, to eliminate these unacceptable costs from society.



The total cost of road traffic collisions in Ireland in 2019 was conservatively estimated at €1.29 billion across the economy.

Ireland's road safety performance

Ireland first adopted a strategic approach to road safety management in 1998. Since then, significant progress has been made in improving road user outcomes in Ireland, particularly in terms of reducing fatalities (see Figure 2.1).

In examining the statistics for road traffic collision fatalities and serious injuries during the lifetime of the 2013–2020 strategy, however, it is clear that there is still scope for substantial improvements to be made going forward.

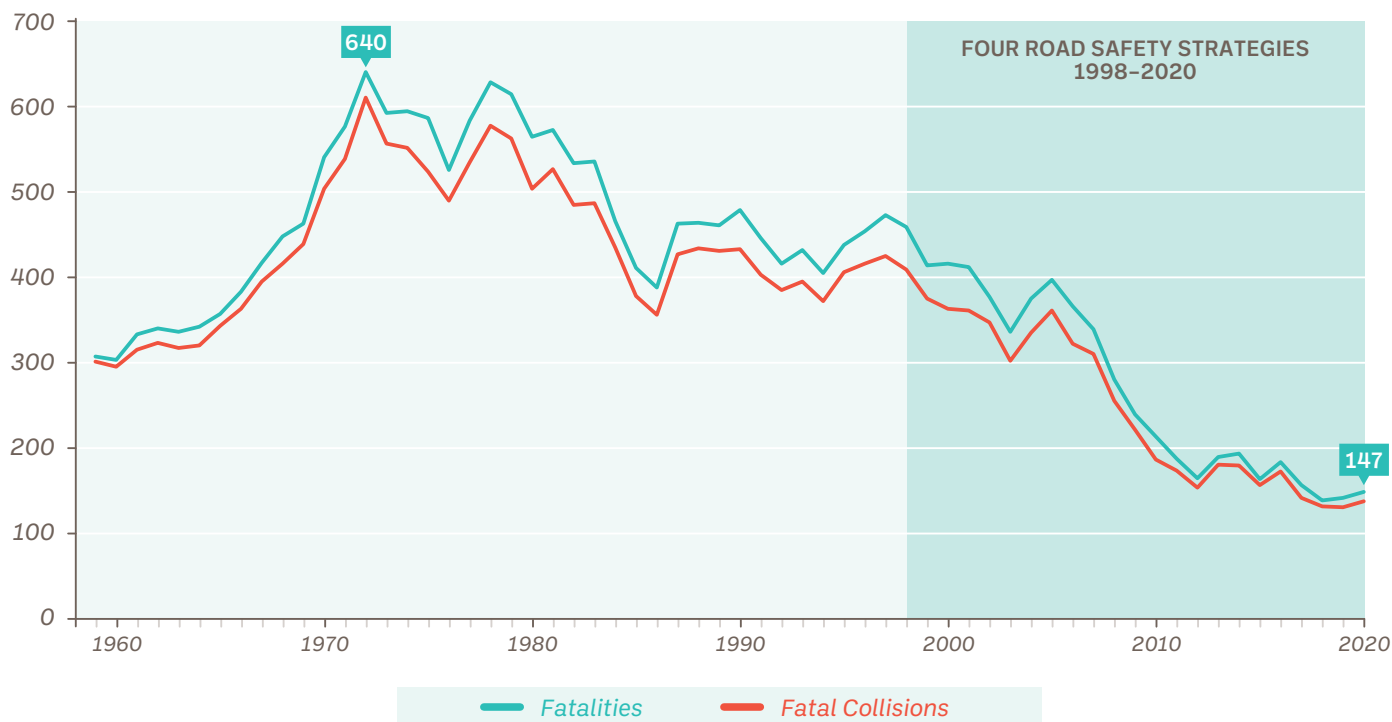


Figure 2.1 Road user fatalities in 1959-2020



Road user fatalities

As shown in Figure 2.1, Ireland has experienced a long-term trend in fatality reduction since the 1970s. While the target under the 2013–2020 strategy to reduce deaths from 162 in 2012 to 124 (25 per million population) or fewer in 2020 has not been met, overall deaths reduced by 9% during this period (see Figure 2.2).⁶

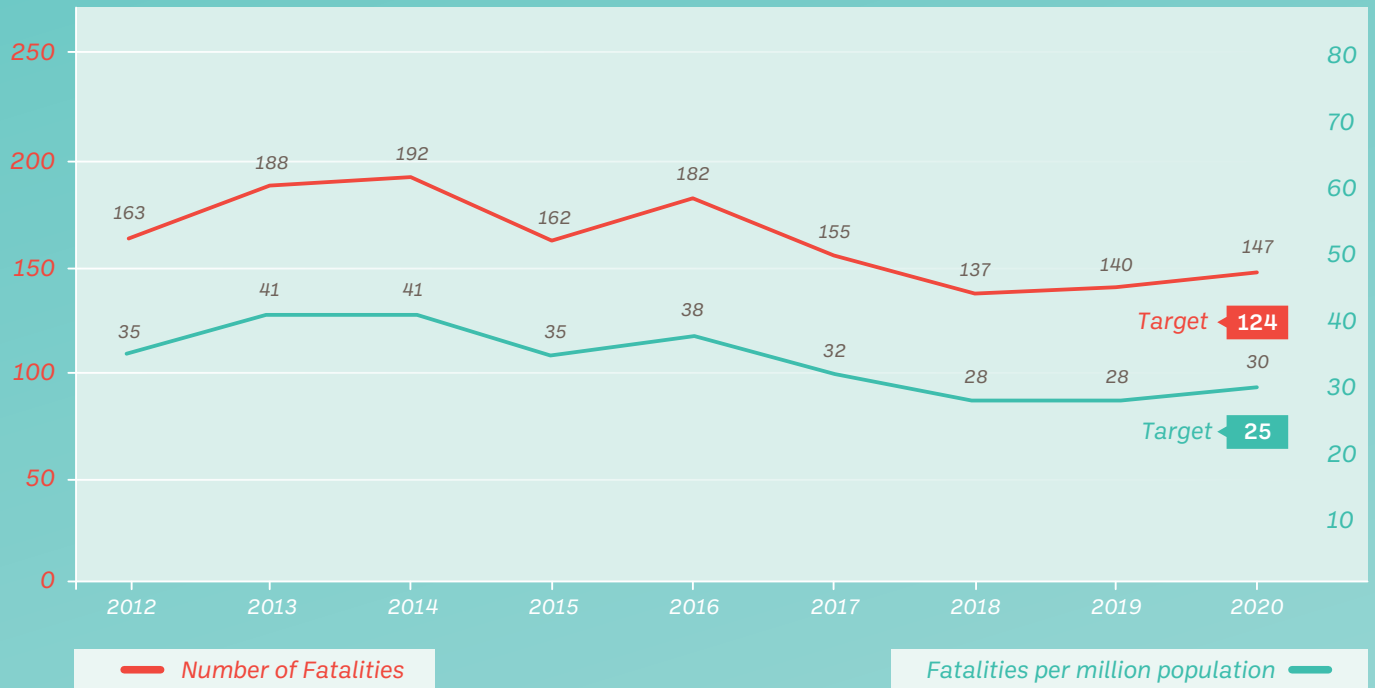
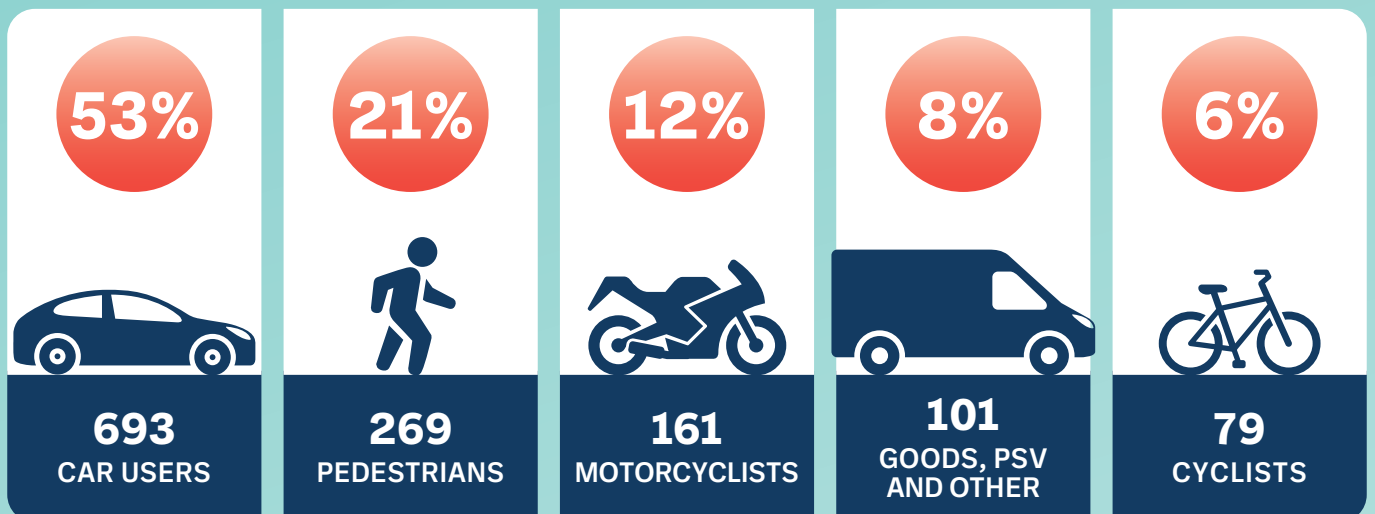


Figure 2.2 Road user fatalities, 2012-2020

Between 2013 and 2020,
there were **1,303 fatalities**

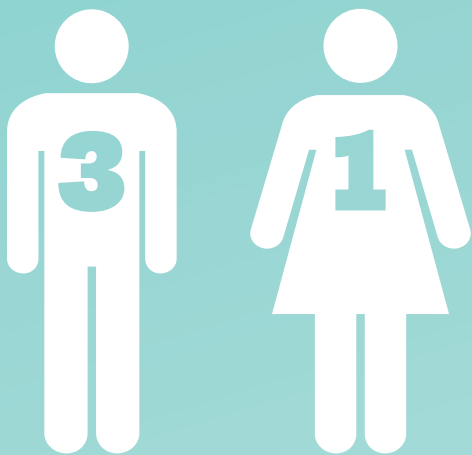


Ireland’s progress in reducing fatalities over the past decade has been internationally acknowledged, and we were awarded the prestigious ETSC Road Safety Performance Index (PIN) Award in 2019 in recognition of this. Between 2012 and 2019, we moved from the fifth lowest to second lowest country for road fatalities per million population within the EU-28. Further reducing our fatality rates to align with, and improve upon, the best-performing countries, such as Norway and Sweden however, represents a significant national challenge.

Notably, while there has been good progress in reducing car user deaths during the 2013–2020 period, less of a change has been observed in cyclist, pedestrian, motorcyclist and other road user deaths, trends which have also been documented internationally (ETSC, 2020a). Actions addressing such trends will be a core focus of the 2021–2030 strategy and a fundamental road safety priority going forward.

This reinforces the importance of adopting a transformational approach to road safety policy, practice and governance in Ireland during the 2021–2030 strategy, in order to achieve the ambitious target reductions set out in Section 5.

Between 2013 and 2020,
3 male fatalities for every female fatality



Age Groups

0–14 yrs	4%
15–24 yrs	18%
25–34 yrs	19%
35–44 yrs	14%
45–54 yrs	12%
55–64 yrs	11%
65+ yrs	23%

Of the road user fatalities between 2013 and 2020...



27% killed on **Urban Roads** (≤ 60 km/h)



73% killed on **Rural Roads** (≥ 80 km/h)



Serious injuries

Reducing serious injuries has proved a significant challenge internationally (ETSC, 2020c). The 2013–2020 strategy had a target to reduce the number of serious injuries from 472 in 2011 to 330 (61 per million population) or fewer by 2020.⁷

As can be seen in Figure 2.3 below, this target was not achieved. In fact, since 2014, there has been a steady increase in the number of people seriously injured in road traffic collisions in Ireland each year, with the exception of 2020.⁸

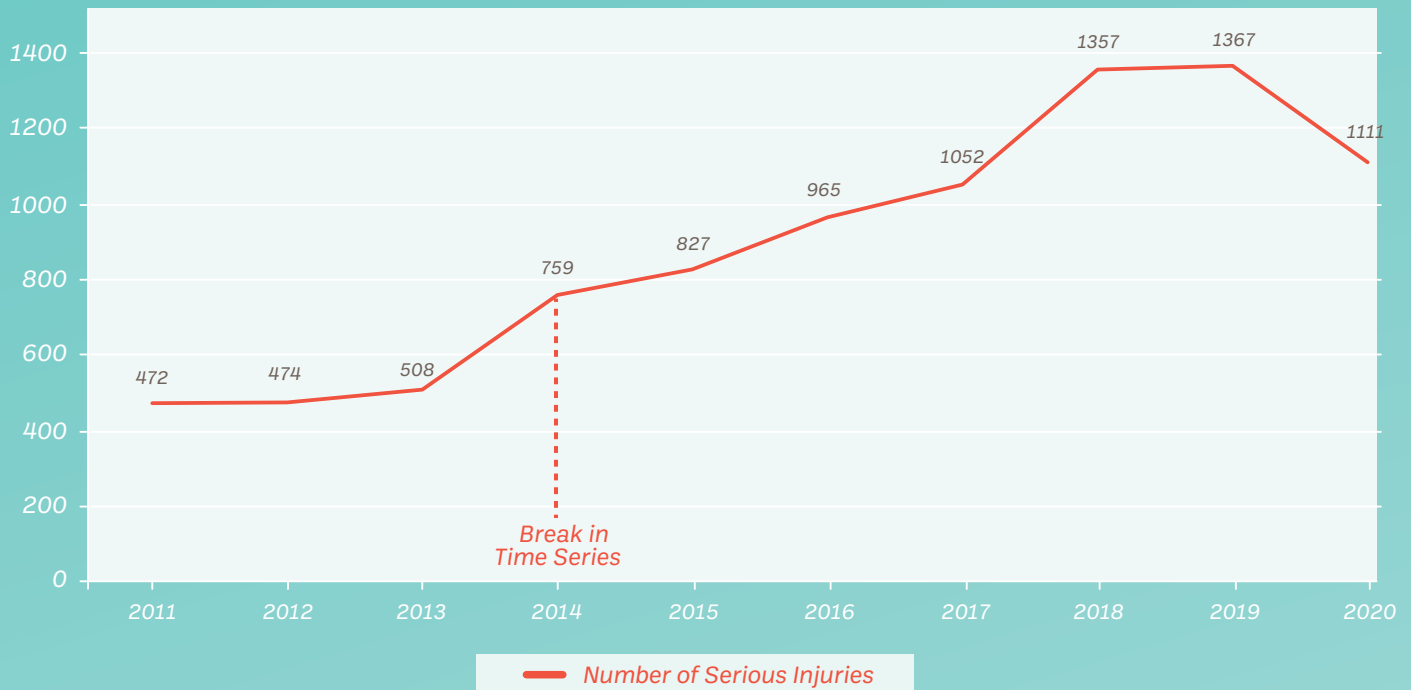


Figure 2.3 Serious injuries, 2011–2020

However, serious injury figures from 2014 onwards are not comparable with earlier years due to a change in the way the RSA receives collision data from AGS (see RSA, 2016, Appendix: Methodological Note). It is likely that this change has provided more accurate figures on the incidence of serious injuries sustained in collisions in Ireland.

The accurate categorisation and reporting of serious injury figures also remains an international challenge, and work continues throughout Europe to enhance these data (European Road Safety Observatory [ERSO], 2018a). Improving how we collect and categorise serious injury data (e.g., the use of a medical definition and the interrogation of hospital data) and how we tackle this concerning increasing trend will be a key priority in Ireland going forward.

An overview of the serious injuries that occurred in 2019 is provided opposite.



1,367

serious injuries
in 2019

10 serious injuries
for every fatality

Age Groups

0-14 yrs	7%
15-24 yrs	18%
25-34 yrs	18%
35-44 yrs	16%
45-54 yrs	14%
55-64 yrs	11%
65+ yrs	14%

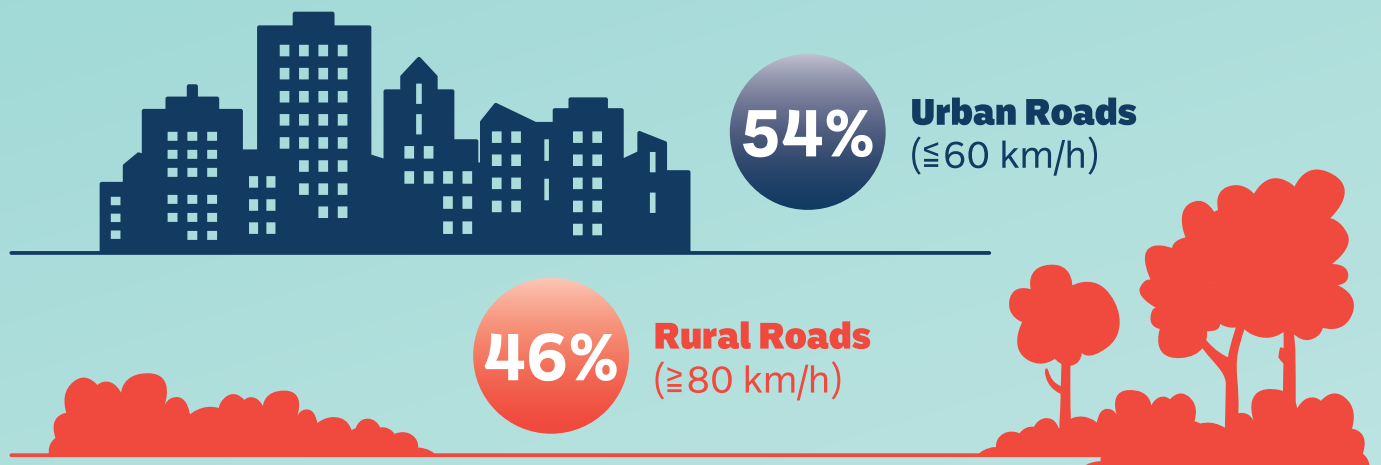
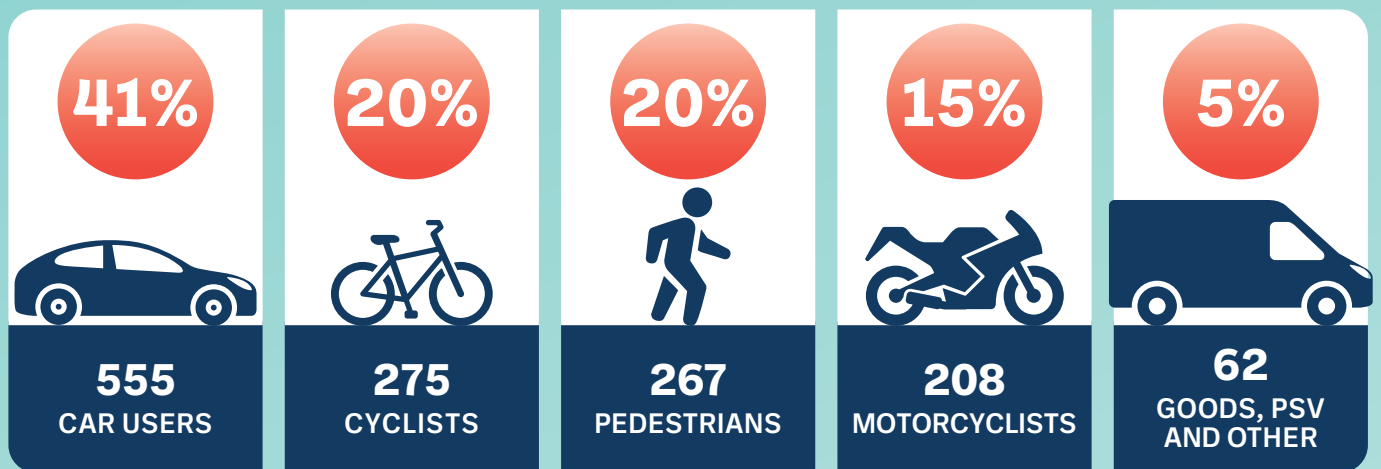
Gender

66% MALE 34% FEMALE



RATIO OF 2:1

Serious injuries by road user in 2019



Figures may not add to 100% due to rounding of percentages.

Dangerous behaviours

We know that many road traffic collisions in Ireland are caused by a group of dangerous behaviours, including drink- or drug-driving, driving at excessive speed and driving while experiencing fatigue or distraction (e.g., due to mobile phone use).

We also know that if a road traffic collision occurs, the level of injury sustained can be worse due to the non-wearing of seat belts or helmets. These dangerous behaviours have been recognised internationally as key contributory factors to road traffic collisions and injury severity (WHO, 2018).

Contributory factors in road user fatalities

Speeding



25%

drivers killed (2013–2017)
were exceeding
a safe speed⁹

Drink-driving



36%

drivers killed (2013–2017)
had a positive toxicology
for alcohol¹⁰

Seat belts



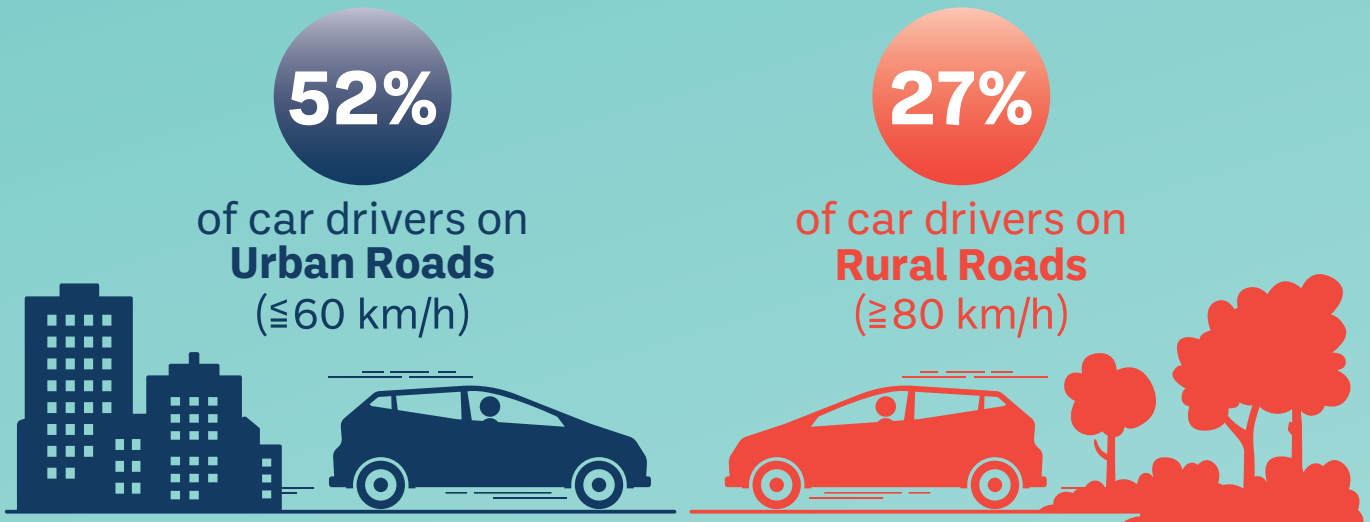
of car users killed in 2013–2020 were not wearing a seat belt

These behaviours reflect intentional choices made by road users. As such, these can be reduced and eliminated through changing public and individual attitudes, decision-making and actions. As road users we all have a personal responsibility to make safe choices when we get behind the wheel, take a walk, or get on our bicycle, and share the roads safely. Evidence-based enforcement, particularly where this is highly visible, unpredictable and widespread, is a vital tool in deterring these dangerous behaviours.

A key focus of the 2013-2020 strategy was to address and reduce these dangerous behaviours through implementing a range of education, awareness and enforcement activities. Although much progress has been made, some concerning trends and high levels of engagement (e.g., in relation to speeding) have persisted in recent years.

Observational and survey research

Observed speeding in 2018¹¹



In order to tackle and eliminate these behaviours during the course of the 2021-2030 strategy, we must adopt a transformational approach to road safety. This means continuing our best-practice interventions but also expanding and strengthening our activities beyond traditional road safety approaches (e.g., a greater focus on safe infrastructure and post-crash response). It also means innovating in our approach to road safety governance in Ireland and in how we deliver and monitor the impact of our activities.

Using a mobile phone when driving in 2018¹²

14% of motorists report using a mobile phone to talk, text or check apps at least sometimes

Driver Fatigue¹³

Fatigue is a contributory factor
10-20%
of road traffic collisions



3.

**How we developed
the strategy**

To produce the 2021–2030 government Road Safety Strategy, the RSA engaged in an extensive development process in partnership with key stakeholders.

This development process involved adopting a series of best-practice approaches such as conducting an RSMCR and in-depth public and stakeholder consultation processes as outlined in Figure 3.1. Reports on the evaluation of the 2013–2020 Road Safety Strategy, including the online public consultation process, are available on the RSA website.



Stakeholder consultation

Stakeholders have played an integral role throughout all aspects of the strategy development process. Their commitment and dedication to developing this strategy, and to improving road safety in Ireland, has been invaluable and is reflected in the transformational, innovative approach developed for 2021–2030.

In conjunction with this extensive stakeholder consultation, the following strategy development components were completed.



International review of best practice

An international review of best practice in road safety strategies and management was conducted, which involved comparing and drawing from the strategic approaches of high-performing countries such as Norway and Sweden.

Road safety management capacity review

To evaluate and learn from Ireland's previous Road Safety Strategy (2013–2020), and to identify priorities for 2021–2030, an RSMCR was completed. This is an internationally recognised, best-practice approach to road safety strategy review and formulation, originally developed by the World Bank (Breen et al., 2018). The process involved extensive engagement with key stakeholders in Ireland, including the analysis of written consultation submissions, bilateral meetings and participation in a series of workshops. A list of the stakeholders who participated in the RSMCR process is included in Appendix 3.

Evaluation of the 2013–2020 action plan

An in-depth evaluation of the 2013–2020 strategy action plan was undertaken, examining the progress made and the road safety impacts of the strategy actions. This process identified effective actions for the 2021–2030 strategy in addition to highlighting any challenges or barriers experienced across less successful actions.

Examination of collision data

An examination of road traffic collision data during the 2013–2020 period was conducted, to further evaluate the 2013–2020 strategy performance and identify collision, fatality and injury trends and priorities for the 2021–2030 strategy.

Online public consultation

Incorporating the views and recommendations of organisations in Ireland and members of the Irish public was a key priority when developing the 2021–2030 strategy. An open invitation for submissions was made via an online public consultation, available during October–November 2020. An unprecedented 2,237 responses were received, including 2,012 responses from members of the public – a clear testament to public interest in road safety in Ireland. Local authorities, road safety advocacy groups and other representative bodies also submitted responses.

Youth consultation

A youth consultation was also completed, to acknowledge the importance and value of including the voices of young people in relation to road safety planning, as demonstrated during the recent Third Global Ministerial Conference on Road Safety in 2020 (WHO, 2020a) and subsequent Stockholm Declaration (Road Safety Sweden, 2020). Students in a selection of secondary schools (primarily in Transition Year) were invited to participate in a focus group or to submit their views, via a written submission from their teacher, to the RSA.

Action plan development

Following on from the completion of these development activities, and in light of the findings of the various evaluation-related processes, key stakeholders were invited to engage in action plan development. Once their agencies' actions for the strategy had been proposed, the stakeholders participated in an iterative review process, which included attending bilateral meetings and participating in workshops, and then finalised their actions.

The detailed submissions and high levels of participation from the public and stakeholders indicated that there is widespread support for ambitious road safety targets and activities to further improve road safety outcomes in Ireland.



4.

**What our evaluation
tells us**

As described in Section 3, a comprehensive body of work was undertaken to evaluate the 2013–2020 Road Safety Strategy, such as the completion of an RSMCR and the evaluation of the 2013–2020 strategy action plan.

A series of common themes and recommendations emerged across the evaluation components, and these are summarised below. Reports on the evaluation findings are available on the RSA website.



Our approach

In light of our 9% reduction in fatality figures across 2013–2020, adopting a transformational approach to road safety policy, practice and governance was identified as necessary to achieve significant fatality and serious injury reductions in Ireland by 2030. Implementing a holistic Safe System approach to road safety management and aligning our 2030 fatality and serious injury targets with those of the EU and UN was identified as the optimal, best-practice approach. Similarly, committing to monitoring our progress in relation to achieving these targets with the use of SPIs was determined as international best practice.

Governance

The need for an innovative governance structure and dedicated partnership-working amongst our key stakeholders was also identified as critical to ensuring the success of the Safe System approach and our road safety interventions. Similarly, the provision of dedicated funding and resources necessary to complete the 2021–2030 strategy actions (e.g., to complete the series of infrastructure development actions) was recognised as playing a critical role in achieving our strategy targets.

Data and monitoring

The importance of continual road safety monitoring and evaluation was emphasised throughout the evaluation process, as was the importance of ensuring the timely collection and sharing of data to inform Ireland's road safety evidence base. The successful implementation of road safety interventions during 2021–2030 will be dependent on access to the relevant data (e.g., collision and enforcement data) to inform their design, evaluate their performance and, if needed, provide the evidence to revise and enhance these.

Ensuring timely data sharing and access across all the key stakeholders for regular intervention evaluations will be a challenging process, particularly in light of current and future data protection requirements. In addition, it was recognised that new ways of measuring more complex road safety variables (e.g., work-related fatalities and injuries, driver fatigue and distraction) must be developed.

Enforcement

Highly visible, evidence-based enforcement (including automated enforcement, such as safety cameras) was identified by a range of stakeholders and international research evidence as an important and effective way of increasing public compliance with lifesaving traffic legislation and deterring dangerous road user behaviours.

Increased levels of targeted enforcement, where those violating traffic laws receive swift and appropriate sanctions, will greatly influence our ability to reach our 2030 targets and ultimate Vision Zero goal. In line with this, the importance of consolidating existing road safety legislation, and the timely development of new road traffic legislation as required, was emphasised.

Engineering

The key role of engineering interventions in effectively reducing road user fatalities and serious injuries was confirmed by the number of 2013–2020 engineering-related strategy actions which were evaluated as being highly effective. Further investment in widespread development and implementation of forgiving (i.e. minimising the impact of a collision) and self-explaining (i.e. easy to understand and use) infrastructure was highlighted as critical to improving safety, as was the provision of segregated infrastructure for cyclists and pedestrians, and road and footpath maintenance.

Sustainability

Increasing national sustainable travel (alongside the infrastructure needed to safely support this), was also recognised to result in road safety and broader health improvements by 2030. This is of particular relevance as more sustainable and active modes of travel (e.g., walking and cycling) are promoted to align with essential climate action goals, as new modes of transport emerge or become more popular (e.g., e-scooters) and as our travel patterns continue to shift and change due to the COVID-19 pandemic. Providing safe infrastructure (e.g., segregating cyclists from motor vehicles in traffic) will be key to ensuring safety prevails alongside such changes during 2021–2030.

Speed

The significant safety benefits of increasing compliance with appropriate speed limits across our road network and more widespread implementation of 30 km/h zones in urban areas were acknowledged during the evaluation process. Notably, while excellent levels of compliance have been recorded in zones where speed cameras or vans are present, overall, speeding has persisted on Irish roads during the 2013–2020 strategy (RSA, 2018). We need to change attitudes towards speeding and move away from a culture of speed compliance only where speed cameras or vans are present, to an overarching culture of voluntary compliance and conforming to speed limits.

Dangerous behaviours

The need to continue targeting dangerous driver behaviours more broadly, such as drink- or drug-driving, fatigued and distracted driving and, in particular, dangerous driving in areas with higher volumes of cyclists and pedestrians was also clear from the evidence examined, including in the

Increased levels of targeted enforcement will greatly influence our ability to reach our 2030 targets and ultimate Vision Zero goal.





context of driving for work. Many of these dangerous behaviours have been documented as challenging to address both nationally and internationally over the past decade. Significant innovation will be needed to design interventions to successfully prevent these behaviours, and also eliminate re-offending amongst traffic offenders.

Education

In line with this, the fundamental value of road safety education, training and awareness was highlighted by key stakeholders during the evaluation process. Increasing awareness and understanding as to the risks of certain dangerous behaviours (e.g., speeding) and why our interventions are important are essential to change attitudes, to motivate positive behavioural change and to create a better road safety culture in Ireland. The need to focus on safely sharing the road, improving work-related road use and enhancing the driver licensing process were amongst the key steps identified to continue improving road safety.

Technology

Similarly, the benefits of embracing new lifesaving technologies (such as intelligent speed assistance [ISA]) for safer driving and safer vehicles for personal, work and public travel were established. However, balancing the continual development of in-vehicle (e.g., infotainment systems) and other technologies

(e.g., increasingly advanced communication devices) with their potential for road user distraction remains a complex issue, while increasing uptake and national support for lifesaving technologies such as ISA still represents a challenge. In line with this, it was recognised that planning for the deployment of CAM (i.e. self-driving vehicles) in Ireland is a complex but essential undertaking as this field rapidly changes and evolves.

The promotion of electric vehicles and the provision of the necessary charging facilities for their use was also recognised as important in terms of tackling climate change and enhancing safety on the roads. These newer vehicles typically have more modern safety technologies installed.

Post-crash response

Improving Ireland's post-crash response, including the treatment of collision casualties and rehabilitation services, and the provision of support to their families and loved ones, was identified as key to improving road user outcomes. In particular, the need for national commitment to fund and implement the proposed Trauma System for Ireland (Trauma Steering Group, 2018) was highlighted as essential to enhancing post-crash response and casualty outcomes in Ireland, as was the importance of keeping family members and loved ones informed and supported during the post-collision investigation process.

Serious injuries

It was also recognised that progress during the 2013–2020 strategy was limited in relation to improving the measurement and categorisation of serious injuries in road traffic collision data. Prioritising the adoption of a medical definition of serious injuries and incorporating other serious injury data sources (e.g., hospital data) will be a challenging but crucial undertaking during 2021–2030. In turn, this will enhance the evidence used to inform our targeted serious injury interventions and post-crash response, which will then be implemented to achieve our 50% reduction by 2030.



Alignment with other policy objectives

Last, it was acknowledged that ensuring our road safety policies align with other key governmental and international objectives will further enhance commitment to the 2021–2030 strategy and the achievement of our targets. Reducing vehicle speeds, for example, will result in substantial safety benefits in addition to decreasing emissions and noise pollution and to improving traffic flow on our roads – all of which may also encourage greater levels of active travel.

From a national perspective, such policies include the 2020 Programme for Government (Department of the Taoiseach, 2020), the National Investment Framework for Transport in Ireland (NIFTI) (Department of Transport [DoT], 2021a), the Trauma System for Ireland (Trauma Steering Group, 2018), the 2021 Climate Action Plan (Department of the Environment, Climate and Communications, 2021), and the 2021 Healthy Ireland Strategic Action Plan (Healthy Ireland, 2021). Key international policies include the EU Road Safety Policy Framework 2021–2030 (European Commission [EC], 2020b), the WHO and UN Global Plan for the second decade of action for road safety (2021–2030; WHO, 2020b), the EU General Safety Regulation (EU GSR; EU, 2019), the 2020 Stockholm Declaration (Road Safety Sweden, 2020) and the 2020 Sustainable and Smart Mobility Strategy (EC, 2020a), amongst others.

While more detail on the 2013–2020 strategy evaluation findings is available on the RSA website, these high-level themes clearly indicate the core focus areas needed for the 2021–2030 strategy. They also strongly align with the priority intervention areas of the holistic Safe System approach, which are described in detail in the following sections (5 and 6).

5.

Strategic approach, framework and targets

The findings of the strategy evaluation and development processes provided consistent support for the framing of the 2021–2030 strategy in line with the Safe System approach to road safety management.

Strategic approach

The Safe System approach has been internationally recognised by key safety organisations such as the WHO (n.d.), the UN (2018), the EC (2020b) and the ITF (2016) as the optimal, best-practice approach to achieve ambitious reductions in road user fatalities and serious injuries.

The Safe System approach is a work in progress in many of the best-performing countries for road safety, such as Sweden and the UK, and including Ireland, where it was part of the 2013–2020 Road Safety Strategy. The focus of the 2013–2020 strategy was to ‘move towards’ the Safe System approach while the 2021–2030 strategy will formally embed the Safe System approach into national road safety policy and practice.

The Safe System approach is based on four principles (ITF, 2016):

People make mistakes when using the roads, which can lead to collisions.

The human body has a **limited ability** to tolerate collision impacts.

There is a **shared responsibility** amongst those who design, build, manage and use the roads and vehicles to prevent or reduce collision impacts, and those who provide post-crash response to mitigate injury.

All parts of the traffic system need to be strengthened to multiply their effects and to ensure that road users are protected if one part in the system fails.

The Safe System approach recognises that while death and serious injury can be prevented through strengthening the traffic system, we can never completely eliminate road traffic collisions because there will always be a degree of human error contributing to these. The contribution of behavioural factors (such as drink-driving) to road traffic collisions in Ireland has already been discussed in Section 2.

International research has demonstrated that a large proportion of road traffic collisions arise due to errors of perception or judgement by otherwise compliant road users (ITF, 2016). When collisions do occur, the human body is inherently vulnerable to death or injury. In light of this, we need to manage our infrastructure, vehicles and speeds to reduce collision impacts to survivable levels. We need to provide efficient emergency medical response and trauma care to reduce injury consequences, and we

need to continue to assist road users in complying with road safety legislation and sharing the roads safely. This is the essence of the proactive Safe System approach.

Fully embracing and embedding a Safe System approach across all components of the traffic system will allow us to transform our policy and practice beyond traditional road safety measures and achieve greater reductions in fatalities and serious injuries than before.

The core Safe System priority intervention areas are:

- safe roads and roadsides;
- safe speeds;
- safe vehicles;
- safe road use;
- post-crash response.

In light of the important role of sustainable active travel in tackling climate change, and the significant safety benefits to improving work-related road safety that emerged during the strategy development process, two additional priority areas are also included for the 2021–2030 strategy (Figure 5.1 below):

- safe and healthy modes of travel;
- safe work-related road use.

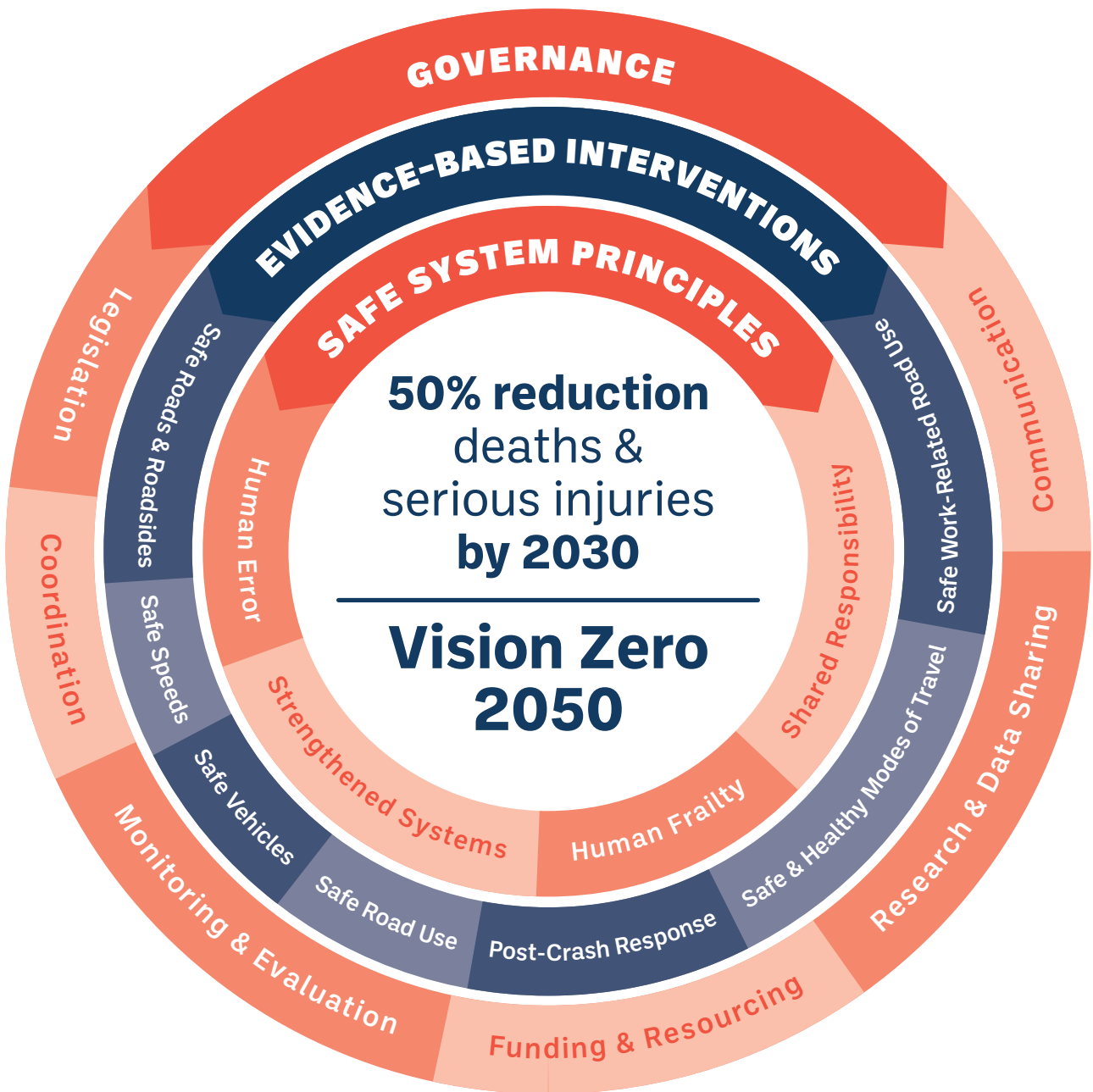


Figure 5.1 The expanded Safe System approach for the 2021–2030 strategy, adapted from South Australia’s Road Safety Strategy 2020 model

Framework

Driving our Safe System approach, and underpinning our 2021–2030 strategy, is Ireland’s long-term goal of achieving Vision Zero by 2050, and a series of interim targets to reduce deaths and serious injuries on Irish roads by 2030. Within our framework and approach are phased action plans.

Phased action plans

A key priority for the 2021–2030 strategy is ensuring that the interventions and activities undertaken continue to be effective and that they incorporate the latest innovations and developments in the road safety field. The next decade will see significant developments in the implementation of the EU GSR (EC, n.d.) and the advancement of CAM (EC, 2021a). Recent international events, such as Brexit and the COVID-19 pandemic have further demonstrated the importance of flexible planning that can be easily and effectively adapted if needed.

As such, the 2021–2030 strategy will feature **three phases**:

■ Phase 1 2021-2024

■ Phase 2 2025-2027

■ Phase 3 2028-2030

The Phase 1 action plan (2021–2024), featuring actions that address the seven Safe System priority intervention areas, has been developed and is available on the RSA website. The lead agency responsible for the implementation of each action is listed in this plan. The 50 high-impact actions from the Phase 1 action plan are listed in the following Section 6, under each of the seven Safe System areas.

Action plans for Phase 2 and Phase 3 will be developed in the last six months of the preceding phase, following an evaluation of progress against targets and SPIs during that phase, and national and international developments, in order to address emerging trends and new knowledge.

Each action plan will include a series of high-impact actions that will directly reduce road deaths and serious injuries, and support actions to supplement and enhance the effectiveness of the high-impact actions and road safety more broadly.

Targets

Vision Zero targets

At the core of the 2021–2030 strategy is our aim to achieve Vision Zero in Ireland by 2050. Vision Zero is an overarching, international, long-term goal aimed at the eventual elimination of deaths and serious injuries in road traffic collisions, with the focus of achieving not just fewer but zero deaths and serious injuries.

In best practice, Vision Zero is supported by time-limited targets and performance indicators to reduce deaths and serious injuries. These targets and indicators are then used to drive effective, multi-sectoral interventions provided through enhanced mechanisms of delivery.

Vision Zero was formally adopted in Ireland’s Programme for Government in June 2020 (Department of the Taoiseach, 2020) and is also the goal underpinning the EU Road Safety Policy Framework 2021–2030 ‘Next Steps towards Vision Zero’ (EC, 2020b). Aligning with these, Ireland’s Vision Zero goal is that by 2050 no one will be killed or seriously injured on Ireland’s roads.

In order to reach this long-term goal and track progress towards it, we need to set interim targets and monitor indicators for fatality and serious injury reductions in Ireland by 2030.

Strategy targets to 2030

With the aim of achieving Vision Zero by 2050 in Ireland, the 2021–2030 strategy has set the following targets, in line with the EU and UN targets to reduce fatalities and serious injuries by 50% by 2030.¹⁴

An average of the 2017–2019 figures for fatalities and serious injuries are being used as target baselines.

By 2030

- we will reduce deaths** on Ireland’s roads by 50% from 144 to **72 or lower**
- we will reduce serious injuries** on Ireland’s roads by 50% from 1,259 to **630 or lower**

Achievement of these ambitious 2030 and 2050 targets will require a transformational approach to road safety in Ireland that fully embeds the Safe System approach into national road safety policy and practice. This will include an enhanced approach to governance and partnership-working with focused action plans and progress measurement.

Safety performance indicators

To meet our 2030 targets, we need to use all available data to assess our road safety performance on a regular basis, and to act quickly where the data indicate we need further improvements. The 2013–2020 strategy included SPIs that influence the prevention of death and serious injury, including seat belt wearing and speed (e.g., the level of national compliance with speed limits).

Building on from this work, and in line with international best practice, we have developed SPIs for the 2021–2030 strategy that measure the underlying factors known to reduce road deaths and serious injuries. Notably, the EU has developed a set of key road safety SPIs for international monitoring and comparison purposes, acknowledging that these are necessary to achieve their 2030 fatality and serious injury targets (EC, 2020b). These EU SPIs are included in Ireland’s SPIs for the 2021–2030 strategy. However, our 15 SPIs (listed in Appendix 1) include additional indicators based on international best practice and directed towards the Safe System priority intervention areas that the 2021–2030 strategy will be focusing on.

Ireland’s SPIs will also be used in a more proactive way and will be reviewed with delivery partners as deemed necessary, with alternative or additional SPIs included. These road safety data will be collected, interrogated, shared and discussed with the key stakeholders as soon as they are available and will be actively used to design or update targeted road safety interventions on a regular basis.

The 15 SPIs for the 2021–2030 strategy include, for example, the percentage of vehicles travelling within the speed limit, the amount of additional cycle and pedestrian infrastructure developed, and the percentage of motor vehicle occupants wearing a seat belt. A separate document that describes these 15 SPIs in more detail will be available on the RSA website.

The indicators for post-crash response will be developed during the lifetime of the 2021–2030 strategy, in line with Ireland’s implementation of the Trauma System for Ireland (Trauma Steering Group, 2018).

Strategy targets for Phase 1

This 2021–2030 strategy will have the longest duration for a government Road Safety Strategy to date. To further support us in monitoring and evaluating our road safety progress towards our 50% reductions by 2030, we have also set interim targets for Phase 1 (2021–2024). Based on the programme of interventions outlined in the Phase 1 action plan, and current and historic trends, the following targets have been set.

By 2024

↓ we will reduce deaths on Ireland’s roads by 15% from 144 to **122 or lower**

↓ we will reduce serious injuries on Ireland’s roads by 10% from 1,259 to **1,133 or lower**

Subsequent interim targets will be set dependent on progress achieved and the tailored interventions being undertaken as part of the next action plan.

6.

Priority intervention areas for action

Achieving the ambitious targets we have set out for 2030 and 2050 will require adopting a transformational approach to road safety practice, policy and governance.



Building on the road safety progress achieved to date, Ireland is now commencing its long-term journey towards Vision Zero.

As outlined in Section 5, the Safe System approach has been internationally recognised as the optimal, best-practice approach to achieving significant reductions in road user fatalities and serious injuries.

While we have already been implementing interventions in line with aspects of the Safe System approach, we now need to expand and strengthen Ireland's activities beyond traditional road safety approaches, including enhancing our partnership-working. We must ensure that we address all elements of the road traffic system that affect road safety in our policy and practice, in our daily operational activities and in our communications, across all stakeholders and agencies.

The overall priority for the 2021–2030 strategy is to ensure a systematic, best-practice and evidence-based approach to road safety for the next ten years and beyond, and to ensure excellent, innovative delivery and governance across the key areas influencing road safety performance. The seven Safe System priority intervention areas we need to focus on in order to achieve this are outlined below, while our approach to delivery and governance is outlined in Section 7.

Progress in relation to each priority area will be measured across the relevant SPIs and action plan progress updates. Reporting on these SPIs will be shared formally among the relevant key stakeholders, and results will be used to benchmark progress and drive activity, including the development of the Phase 2 (2025–2027) and Phase 3 (2028–2030) action plans.



Safe roads and roadsides

Safe roads and roadsides involves the planning, design and operation of roads and roadsides and provides the framework for safe road and vehicle use.

The aim of this priority intervention area is to support correct road use through providing ‘self-explaining’ roads (i.e. roads that are easy to understand and use) and forgiving roadsides (i.e. roadsides that minimise the impact of collisions) so that if a collision occurs it does not lead to death or serious injury.



The importance of safe roads and roadsides

Research indicates that infrastructure has a significant impact on the prevention of collisions and the severity of injury sustained in a road traffic collision (ITF, 2016). For example, flexible crash barriers, a component of forgiving roadsides, can reduce deaths and serious injuries on treated roads by up to 90%, improving outcomes in head-on collisions and providing roadside protection against run-off road collisions (Johansson, 2009; Larsson, Candappa, & Corben, 2003).

Typically, more deaths from road traffic collisions occur on a small proportion of roads where traffic volumes and speed limits are higher and where there are a mix of speeds and motorised and non-motorised traffic. For example, in 2019 in Ireland, national roads accounted for just 5% of the network, carried 45% of daily traffic and accounted for 38% of fatal collisions. Targeting such roads with road safety engineering interventions – or ‘treatments’ as they are commonly referred to – would be particularly cost-effective.

Advancing the implementation of the Safe System approach in Ireland over the next decade will require systematic risk mapping of fatal and serious injury collisions across the road network and the use of a robust safety rating mechanism to identify priority, proactive and cost-effective interventions to protect all road user groups. A focus on road design for speed management, forgiving roadsides and ensuring the required funding for road maintenance and new investment programmes in line with Safe System principles will be key to achieving our target reductions in fatalities and serious injuries.

Safe roads and roadsides in the 2021–2030 strategy

The SPIs for safe roads and roadsides (e.g., ‘The percentage of high-risk rural and urban junctions treated to operate within Safe System limits’) will be monitored, evaluated and reported on across the 2021–2030 strategy.

Within the 2021–2024 action plan, actions in relation to safe roads and roadsides will focus on progressively embedding the Safe System approach into the national, regional and local road networks over the next decade. This will be achieved by assessing the safety quality of Ireland’s road network and implementing priority engineering treatments to reduce fatalities and serious injuries.

The high-impact actions under safe roads and roadsides from the 2021–2024 action plan are provided below.

The full 2021–2024 action plan is available on the RSA website.

- Develop and implement a safety rating indicator for national road infrastructure, which will help target investment on sections of national roads with the highest risk of fatal or serious injury.
- Deliver an average of 60 road safety improvement schemes and fund an average of four minor realignment schemes on national roads per year, to create forgiving roadsides, self-explaining roads and a safe environment for vulnerable road users.
- Increase the length of divided roads on the National Primary Network from 1,310km (2020) to 1,366 km (2024).
- Fund and implement a minimum of 150 low-cost safety schemes as identified by local authorities on the regional and local road network per year and progress the implementation of a minimum of four larger specific safety schemes per year.
- Over the period 2021 to 2025, 1,000 km of segregated walking and cycling facilities will be constructed or under construction on the national, local and regional road network, to provide safe cycling and walking arrangements for users of all ages.



Safe speeds

Safe speeds is a central element of the Safe System approach. It involves consideration of road and vehicle planning and design, the setting of injury-minimising speed limits, as well as public education and awareness, and the enforcement of these limits.

Successful Safe System approaches ensure that the set speed limits on parts of the network are not higher than the built-in protection provided by roads, roadsides and vehicles. Although collisions may still occur, they should not lead to death or serious injury.

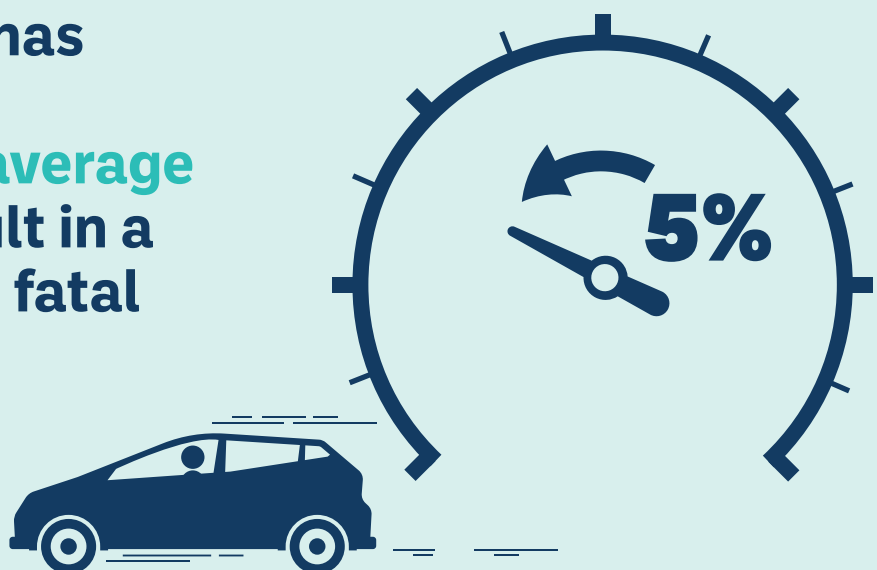
The importance of safe speeds

The human body is inherently vulnerable to collisions at high speeds, even when travelling in a motor vehicle. Cyclists, pedestrians and motorcyclists are even more vulnerable, and at even lower speeds. Excessive speed continues to be a leading contributory factor in fatal and serious injury collisions in Ireland and internationally. It has been estimated that 10–15% of all collisions and 30% of fatal collisions are the result of speeding or inappropriate speed (ERSO, 2020).

Ireland's current national speed management is not compatible with a Safe System approach and, as such, implementing this should result in substantial reductions in fatalities and serious injuries. The WHO (2017), for example has estimated that a 5% reduction in average speed could result in a 30% reduction in fatal collisions.

The widespread use of ISA, a system that encourages speed reductions by providing alerts on excessive speed to the driver, is also anticipated to reduce road user fatalities by 20% (ETSC, 2017). Similarly, implementing lower speed limits (e.g., 30 km/h limits in urban areas) will have significant safety benefits, particularly for cyclists and pedestrians, reducing the risk of death or serious injury in the event of a collision. Notably, in addition to reducing the likelihood of collisions and injury severity, safe speeds can also result in decreases in emissions and noise pollution and in improved traffic flow on our roads.

The WHO (2017) has estimated that a 5% reduction in average speed could result in a 30% reduction in fatal collisions.





Safe speeds in the 2021–2030 strategy

Progress on SPIs related to safe speeds (e.g., ‘The percentage of vehicles travelling within the speed limit by road and vehicle type’) will be monitored, evaluated and reported on throughout the 2021–2030 strategy.

Within the 2021–2024 action plan, actions in relation to safe speeds will include a review of speed limits in Ireland, to ensure that speed limits, road function, design and layout are all aligned with Safe System principles. Actions to increase speed compliance and evidence-based enforcement will be undertaken, as will the promotion of the latest technological interventions to reduce speed (e.g., average speed cameras).

The high-impact actions under safe speeds from the 2021–2024 action plan are provided below.

The full 2021–2024 action plan is available on the RSA website.

- Establish a working group to examine and review the framework for the setting of speed limits. As part of this review there will be a specific consideration of the introduction of a 30kph default speed limit in urban areas.
- Establish a task force to share data and information on speeding, make recommendations and urgently implement any further measures identified to reverse the trend of non-compliance.
- Expand speed management measures on National, Regional and Local roads using Periodic Speed Limits at schools, Vehicle Activated Signs and Average Speed Cameras in collaboration with An Garda Síochána at appropriate high-risk locations.
- Review the operation of the mobile safety camera system to maximise its effectiveness in detecting road traffic offences.
- Deliver public education on inappropriate and excessive speeding in conjunction with An Garda Síochána to improve speed compliance on all roads with a particular emphasis on regional roads and in urban areas for the protection of vulnerable road users.

Safe vehicles

The safe vehicles element of the Safe Systems approach addresses the safety of road users both inside and outside the vehicle through legislative standards, consumer information, public procurement and industry initiatives.

It includes measures to help avoid a collision (e.g., by providing in-vehicle, forward collision warnings) and to mitigate the severity of a collision before it occurs (e.g., through slowing the vehicle using advanced emergency braking). It also involves measures to reduce injury in the event of a collision (such as the use of protective fronts and sides on vehicles) and to reduce the consequences of injury (e.g., through ensuring rapid post-crash response using eCall, an automatic alerting system, described in further detail in relation to post-crash response). Of particular relevance here is the EU GSR (EC, n.d.) which introduces safety requirements for new vehicles coming into effect from 2022.



The importance of safe vehicles

Over the past 20 years, improvements in vehicle safety design, achieved through a combination of legislative standards and manufacturing initiatives have contributed to an estimated 50% reduction in the risk of death or serious injury for car occupants (ERSO, 2018b). Maintaining a roadworthy vehicle (e.g., with tyres that meet tread depth requirements) and harnessing available vehicle safety features are critical to reduce deaths and serious injuries.

Research shows, for example, that cars rated five stars under the Euro New Car Assessment Programme (NCAP) can have a 68% lower risk of fatalities and a 23% lower risk of fatal and serious injuries compared to cars rated with two stars (Kullgren, Lie, & Tingvall, 2010). In addition, there are now a range of vehicle safety features and technologies that can either detect and prevent potential collisions with pedestrians and cyclists, or reduce the severity of injury sustained by them

should a collision with a motor vehicle occur. The critical importance of enforcement in ensuring that the required vehicle standards are met must also be acknowledged.

Further demonstrating the importance of safe vehicles, the EU GSR (EC, n.d.) will introduce safety requirements for new vehicles, with the first phase of technologies coming into effect in 2022. It is estimated that the GSR will prevent 25,000 deaths and over 140,000 serious injuries across the EU by 2038 (EC, 2019). Similarly, it is anticipated that a well-managed, widespread deployment of CAM will result in significant collision, fatality and injury reductions (ETSC, 2016a). However, widespread CAM deployment and the safety gains associated with this may not occur in Ireland during 2021–2030. The uptake of electric vehicles (which, as newer vehicles, typically have modern safety technologies installed) may also result in safety, and climate, benefits.

Safe vehicles in the 2021–2030 strategy

SPIs related to safe vehicles have been developed (e.g., ‘The percentage of new passenger cars with a five-star Euro NCAP rating’) and will be monitored, evaluated and reported on over the course of the 2021–2030 strategy. Within the 2021–2024 action plan, a core focus of the actions under safe vehicles will be to promote new vehicle safety technologies. Policy, standards and legislation will be guided to ensure that safety is at the core of vehicle developments and associated decision-making. International developments and research studies on CAM will also be monitored and contributed to.

The high-impact actions under safe vehicles from the 2021–2024 action plan are provided below.

The full 2021–2024 action plan is available on the RSA website.

- Prioritise lifesaving technologies associated with the General Safety Regulation (GSR) including Intelligent Speed Assistance (ISA), direct vision for commercial vehicles, Event Data Recorder (EDR) by active participation and influencing at EU and UN level and promote early adoption at EU and national level.
- Develop and agree a national strategy for the introduction of Connected and Automated Mobility (CAM) and make recommendations.
- Trial the retrofit of an Advanced Driver Assist System (ADAS) with selected road user groups to establish the road safety benefits of a broader retrofit scheme.
- Develop a comprehensive communications programme to inform and influence the public and stakeholders on the purchase of new and used vehicles including:
 - Promotion of Euro NCAP 5-star rating as a key determinant when purchasing or leasing a vehicle,
 - Promote and educate on new technologies in vehicles such as: eCall, Automatic Anti-lock Braking System (ABS), Emergency Stopping, Lane Departure, and
 - Provision of an online facility to check NCT or CVRT vehicle test history.
- Work with Insurance Ireland to publish a study on the road safety impact of black box technology in the Irish market to promote potential wider uptake of this technology.





Safe road use

Safe road use incorporates a wide range of safety behaviours such as compliance with the posted speed limit, driving without impairment (due to alcohol, drugs, fatigue or distraction), helmet wearing, seat belt wearing and correct use of child restraints.

It involves setting road user standards (e.g., driver training and licensing requirements), developing traffic legislation and implementing targeted enforcement. It also includes public education and awareness campaigns and harnessing the benefits of safety technologies so that we share our roads safely, mitigating the risk of fatalities and serious injuries.

The aim of this priority intervention area is to assist road users so they have the knowledge, capability, motivation and technology to use the roads and vehicles safely, and so that if a collision does occur this does not lead to death or serious injury.

The importance of safe road use

Fundamental to the Safe System approach is the understanding that not all road traffic collisions can be eliminated because some result from unintended human errors. However, through strengthening other aspects of the road traffic system (e.g., improving our vehicles and infrastructure), we can reduce not only the incidence of these errors but also the severity of road traffic collisions should they occur.

Collisions resulting from intentional behaviours, such as drink-driving or driving at excessive speed, can be prevented by road users making safer choices however. Preventing such dangerous behaviours and collisions could result in substantial reductions in Irish fatality and serious injury figures. For example, Irish data (2013-2017) reports that 36% of driver fatalities with a toxicology result available had a positive toxicology for alcohol (RSA, 2020).

The importance of road safety education and training to develop long-term safe road user habits cannot be understated (ETSC, 2016b, 2019). Similarly, the education and enforcement model implemented by the RSA has demonstrated that awareness campaigns coupled with enforcement can positively impact road safety attitudes and behaviours in Ireland (Behaviour & Attitudes, 2017). In particular, the critical importance of enforcement to ensure safe road use must be acknowledged. Research has demonstrated that evidence-based, highly visible, unpredictable and widespread enforcement activities, followed by timely and proportionate sanctions, can achieve significant reductions in dangerous road user behaviours and road traffic collisions (Bates, Soole, & Watson, 2012).

Irish data (2013-2017) reports that 36% of driver fatalities with a toxicology result available had a positive toxicology for alcohol.



Safe road use in the 2021–2030 strategy

Over the course of the 2021–2030 strategy, SPIs related to safe road use (e.g., ‘The percentage of drivers and riders of motorised vehicles without alcohol; without other drugs which impair driving; and without fatigue’) will be monitored, evaluated and reported on.

Under the 2021–2024 action plan, there will be a focus on the implementation of evidence-based education and awareness campaigns to encourage the adoption of positive behaviours to safely share the roads. This will be combined with evidence-based enforcement of road safety legislation (including new enforcement technologies).

Driver standards, such as graduated driver licensing, will be reviewed and revised as needed in line with best practice. The implementation of alcohol interlock programmes for drink-driving offenders and ways of enhancing the roadside drug testing system and legislation will be explored, as will the provision of tailored road safety information to support drivers during communications with the RSA.

The high-impact actions under safe road use from the 2021–2024 action plan are provided below.

The full 2021–2024 action plan is available on the RSA website.

- Continued concentration on the enforcement of key lifesaver offences such as speeding, distracted driving, non-wearing of seat belts, intoxicated driving and poor driver behaviour including activities designed to protect vulnerable road users.
- Continue to deprive criminals use of the road network – through high visibility policing and intelligence-led enforcement operations.
- Agree cross organisational legislative programme supporting the introduction of the primary legislation required to underpin the actions in the Road Safety Strategy.
- Identify the necessary resources and path to consolidate road traffic legislation.
- Develop a mechanism to capture data on the contributory factors (e.g. speed, fatigue, intoxicants and mobile phone use) to serious injury road traffic collisions on an annual basis.
- Implement public education/awareness campaigns which target the main causal factors for deaths and serious injuries, and target high-risk groups. Integrate these campaigns with the enforcement plans of both An Garda Síochána and the RSA.
- Develop and implement a communications strategy and plan to raise awareness of the new Government Road Safety Strategy among stakeholders and the public. In particular to explain Safe System and enrol the public into the Vision Zero objective.
- Establish a working group to consider and make recommendations for the implementation of an alcohol interlock programme, supported by a drink drive rehabilitation course in Ireland, for high-risk drink drive offenders.
- Review and update Impairment Testing used by An Garda Síochána and implement a best practice Impairment Testing regime.
- Publish monthly the figures for enforcement activity focusing on the dangerous behaviours:
 - Speeding
 - Seat belts
 - Mobile phonesReport monthly on the number of:
 - Breath tests
 - Drug testsadministered at Mandatory Intoxicant Testing (MIT) checkpoints and the results.



- Maintain a dedicated Roads Policing capacity with focus on road safety within An Garda Síochána and report annually on the number of Gardaí assigned to Roads Policing Units on a regional basis.
- Eliminate the incidence of unaccompanied learner permit drivers. Reduce the number of learner car drivers who hold a third or subsequent learner permit from 24.6% to a maximum of 10% by 2024. This will involve a number of actions including:
 - Establishing a working group to review the learner driver process with a particular focus on the elimination of learner drivers driving unaccompanied and make recommendations,
 - Changing legislation to introduce additional measures to promote taking of the driving test by multiple learner permit holders and give consideration to introducing mandatory driver training for this.
- Examine the possibility of introducing a Hazard Perception Test (HPT) and integrate it into the Driver Theory Test.
- Explore the potential of an online portal for road users to upload footage of road traffic offences which could assist in prosecution.
- Review the penalties for serious road traffic offences including the following: impaired driving, speeding, mobile phone use, non-wearing of seat belts, carrying unrestrained children in a vehicle.
- Legislate for increased sanctions for polydrug and drug and alcohol use while driving.
- Streamline and automate enforcement of Penalty Points from roadside capture via courts to update the driver record.
- Establish on a pilot basis 3 Programme Enabler Expert Groups (Funding, Data, Legislation) in phase 1 of the RSS to ensure timely and effective delivery of interventions by providing specialist knowledge and guidance to accelerate progress at an operational level.

Post-crash response

Post-crash response concerns the rescue, treatment and rehabilitation of survivors of road traffic collisions and aims to reduce the severity and consequences of injuries in the event of a collision.

This involves the use of efficient emergency notification systems, the safe and timely transportation of qualified medical personnel and the correct diagnosis and stabilisation of the patient at the scene. It also includes the safe transport of the patient to the most appropriate facility for treatment, quality emergency room and trauma care, access to specialised rehabilitation services and supports for casualties' families.



The importance of post-crash response

The appropriate management of casualties following a traffic collision is a crucial determinant in their chances of survival. Effective post-crash response has the potential to reduce the consequences of major trauma and allow survivors to return to, as close as possible, their pre-collision life (ETSC, 2018).

The importance and benefits of providing efficient post-crash response has been highlighted by the estimated impacts of eCall (EC, 2021b). eCall is an in-vehicle alert system, required in all new car models since 2018, that automatically makes an emergency call (or can be triggered manually) if the vehicle is involved in a serious collision, providing essential crash location data. It has been estimated that eCall can reduce emergency service response

time by 40% in urban areas and 50% in rural areas, resulting in fatality reductions of at least 4% and serious injury reductions of 6%.

Ensuring efficient, effective triage and reception processes (i.e. where the patient is sent for treatment and the specialist staff and facilities ready to treat them), such that the right people get to the right place at the right time, has also been recognised in Ireland and internationally as crucial to increasing survival rates following major trauma (Trauma Steering Group, 2018; WHO, 2016). Ensuring access to the appropriate rehabilitation services (such as specialist physical therapy and psychological supports) is also an essential part of improving survivors' long-term physical and mental health.

Post-crash response in the 2021–2030 strategy

The SPIs for post-crash response will be developed during Phase 1 (2021–2024) of the 2021–2030 strategy in synergy with Ireland’s implementation of the Trauma System for Ireland (Trauma Steering Group, 2018). A core focus of Phase 1 will involve the development of more effective mechanisms to measure and report on serious injuries (e.g., through the integration of hospital data).

The Trauma System for Ireland seeks to improve national emergency medical response, trauma care and rehabilitation services and is a commitment of Ireland’s 2020 Programme for Government (Department of the Taoiseach, 2020). Based on the UK system, there is potential for the Trauma System for Ireland to deliver a similar 25% improvement in survival rates following major trauma (including road trauma) when fully implemented (estimated by 2027).

In line with this, a core focus of the actions within the 2021–2024 action plan under post-crash response will be to develop a best-practice emergency response in line with the Trauma System for Ireland for those critically injured in road traffic collisions. These actions will also seek to explore ways of better supporting casualties’ families during the post-collision investigation process.



The high-impact actions under post-crash response from the 2021–2024 action plan are provided below.

The full 2021–2024 action plan is available on the RSA website.

- Establish and implement a Trauma Triage and by-pass protocol to ensure road traffic collision trauma patients have a clear pathway to appropriate care in the trauma system.
- Ensure the appropriate specialist trauma care team is in place in the two Major Trauma Centres to receive road traffic collision trauma patients, to provide specialist care and treatment in line with specific profiles of injury, to ensure the best possible outcome.
- Ensure definitive trauma care and rehabilitation pathways are in place once the road traffic collision patient has been stabilised so that the appropriate care, rehabilitation and support is in place so they can lead as productive a life as possible post injury.
- Provide emotional and psychological care and support to victims, families and emergency response team affected by a road traffic collision to ensure that they receive the appropriate care and support to recover from their traumatic experience that helps to lessen the impact of the event.
- Examine the role of the family liaison officer in respect of support and provision of information in relation to fatal and serious Road Traffic Collision and make recommendations.

Safe and healthy modes of travel

Safe and healthy modes of travel acknowledges that there is a substantial difference in fatal and serious injury risks across different modes of travel.

It involves the promotion of the safer modes (e.g., public transport, such as bus and rail travel), and the promotion and provision of safe road environments for otherwise healthy, active modes. This includes walking and cycling, where the risks of death and serious injury in the event of a collision are higher than for protected in-vehicle road users.

The importance of safe and healthy modes of travel

The promotion and increased uptake of public transport can greatly contribute to fatality and serious injury reductions over the course of the 2021–2030 strategy. The substantial societal benefits of increased active travel (i.e. walking or cycling) must also be acknowledged in light of Ireland’s climate action objectives, including reduced emissions, traffic congestion and noise pollution, and increased physical activity and its related health benefits (ETSC, 2020a).

Safe and healthy modes of travel are of particular relevance now due to the need to promote more sustainable, active modes of transport to tackle climate change in Ireland. Similarly, the observed shift away from public transport that has been observed in the wake of the COVID-19 pandemic has highlighted

the need to promote safe and healthy modes of travel. A commitment to investment in public transport was made in the 2020 Programme for Government (Department of the Taoiseach, 2020), with pledges to improve the bus, light rail, commuter and intercity rail networks across the country.

In terms of active transport, €360 million has been allocated across government to support walking and cycling projects nationwide in 2021, including infrastructure improvements such as the Safe Routes to School programme (DoT, 2020). This level of commitment and investment, alongside embedding the Safe System approach across the national traffic system, has the potential to make substantial reductions in fatalities and serious injuries in 2021–2030.





Safe and healthy modes of travel in the 2021–2030 strategy

SPIs related to safe and healthy modes of travel have been developed (e.g., ‘The proportion of extra cycle and pedestrian infrastructure developed to make urban and interurban mobility healthy and sustainable’) and will be monitored, evaluated and reported on during 2021–2030.

Actions under safe and healthy modes of travel within the 2021–2024 action plan will include a core focus on provision of safe infrastructure (e.g., segregated walkways and cycle lanes) and speed management. Traffic reduction measures, such as the potential for pedestrianising and car-free streets will also be explored.

The high-impact actions under safe and healthy modes of travel from the 2021–2024 action plan are provided below. The full 2021–2024 action plan is available on the RSA website.

- Develop a National Cycle Network plan for interurban rural cycling and walking, providing connections to active travel networks and Greenways. Develop an implementation plan for delivery in Phases 2 & 3 of the Road Safety Strategy.
- Continue to implement an active travel infrastructure scheme where Local Authorities can apply for funding to develop improved active travel infrastructure.
- Encourage modal shift to support environmental, safety and health objectives by promoting the use of sustainable and active modes of travel.
- Promote and support an expanded Cycle Right training programme which includes online theory and practical skills for children and adults.
- Conduct a review of road traffic policy and legislation to prioritise the safety of walking and cycling.
- Conduct a case study of countries that have adopted mechanisms to reduce traffic (for example car free streets in urban areas) to enhance the safety of other road users and make recommendations for Ireland.

Safe work-related road use

Safe work-related road use involves the planned, systematic safety management of work journeys on the roads, aiming to reduce the risk of death and serious injuries.

Safe work-related road use includes journeys made using publicly or privately owned or leased motor vehicles (including motorcycles), as well as cycling or walking. It aims to ensure those driving for work have the training and resources to do so safely. It also involves the improvement of commercial vehicle enforcement measures and ensuring that employer road safety policies and vehicle safety standards are a key focus, including in procurement competitions.

The importance of safe work-related road use

Road traffic collisions are a leading cause of work-related deaths. In Ireland in 2018, 44% of fatal work-related accidents involved vehicles (HSA, 2019). In that same year, across the EU, 25% of road deaths involved a heavy and/or light goods vehicle (ETSC, 2020b). Collision data from Ireland across 2014–2020 indicate that 11% of road user fatalities were work-related, all demonstrating the significant reductions in fatality figures that could be achieved through embedding and enhancing safe work-related road use.¹⁵

Safe work-related road use is of particular relevance now due to the modal shift away from public transport that has been observed in the wake of the COVID-19 pandemic. Increased demand for online shopping throughout this crisis has also led to increased delivery service requirements, while the growth of the unregulated gig economy, for example in relation to food delivery services, has increased work-related road use.

Ten-year strategy for the Haulage Sector

Notably, the 2020 Programme for Government called for the development and publication of a ten-year Strategy for the Haulage Sector. The DoT published a consultation document in relation to this in April 2021, with the intention of publishing a final strategy by the end of 2021 (DoT, 2021b). The consultation document and responses received clearly demonstrated that road safety is a key issue for the road haulage sector, and that communications and education initiatives have an important role to play in promoting this.

The published haulage strategy will outline in further detail how related actions under the 2021–2024 action plan will be implemented. Continual consultation and collaboration with the haulage industry will be of key importance for safe work-related road use going forwards.



Improving road safety awareness among employers and employees and promoting the adoption of safer work-related road use practices (e.g., risk management and vehicle maintenance protocols), represents an important intervention area that will contribute positively to Ireland's road safety performance. Enforcement in relation to commercial

vehicle use also has a significant role to play in protecting those driving for work, and all other road users. In addition, the implementation of the EU GSR from 2022 onwards stands to make a significant contribution to improving outcomes in relation to safe work-related road use.

Safe work-related road use in the 2021–2030 strategy

In addition to monitoring, evaluating and reporting on progress on relevant SPIs for safe work-related road use (e.g., ‘The percentage of drivers not using a handheld mobile device’) over the course of the 2021–2030 strategy, the safe work-related road use actions in the 2021–2024 action plan will enhance data sharing amongst key stakeholders not only regarding fatal and serious injury collisions, but also in relation to compliance and adherence to statutory responsibilities for safe work-related road use. They will also promote the use of safe work-related road use policies across government and key stakeholder agencies, and the use of vehicle safety standards for public procurement for public and commercial transport.

The high-impact actions under safe work-related road use from the 2021–2024 action plan are provided below.

The full 2021–2024 action plan is available on the RSA website.

- Develop a protocol, underpinned by legislation, to allow the sharing of information and data, including personal data, between the HSA, An Garda Síochána and the RSA, to assist in the identification and investigation of non-compliance and non-adherence to statutory responsibilities in relation to vehicle maintenance, work-related vehicle safety and driving for work.
- Develop enhanced enforcement powers for An Garda Síochána and RSA Transport Officers to deal effectively with commercial vehicles including the adoption of fixed charges.
- Engage with academic, business, civil society, and the insurance industry to promote road safety across all sectors of the community, including encouraging these entities to sign up to the European Road Safety Charter.
- Develop, oversee, and deliver a voluntary Driving for Work Standard (DFWS) and training programme in collaboration with industry and employers.
- Develop a joint national intervention (education & enforcement) strategy on work related road safety.
- Conduct a feasibility study and make recommendations on the introduction of an earned recognition scheme for commercial vehicle operators, giving criteria based points for those operators in public procurement competitions.



7.

Delivering our strategy

None of the road safety successes Ireland has achieved to date would have been possible without the commitment of our stakeholders to saving lives and preventing injury on Irish roads. We are indebted to them, and to the great majority of the Irish public who use the roads safely.

The 2030 targets for a 50% reduction in fatalities and serious injuries, and the overarching Vision Zero goal of zero deaths or serious injuries by 2050, represent Ireland's most ambitious targets to date.

In order to achieve these reductions, in addition to adopting and embedding the Safe System approach as part of Ireland's transformational approach to road safety policy and practice, we must also innovate across our approach to partnership-working and how we manage the delivery and governance of this strategy.

Critical success factors

When considering our approach to governance and delivery, we must ensure that this is optimally designed to reach our goals and targets for our 2021–2030 strategy.

To this end, we must also ensure that we achieve a series of critical success factors that our strategy and action plans depend on. These include:

Political commitment which will be instrumental to the success of this strategy;

Timely development and implementation of evidence-based policy and legislation;

Timely, efficient data-sharing and use of benchmarking across key stakeholders;

Innovation in how we design our interventions and our approach to partnership-working;

Provision of essential funding for benefits realisation;

Provision of safe, segregated infrastructure to facilitate modal shift towards active travel;

Behaviour change due to enforcement interventions, education and training;

Dedicated partnership-working with good governance and accountability;

Public and media support of our interventions and activities.

If these critical success factors are not achieved, they are likely to present significant barriers to progress in relation to the strategy, and to our overall road safety performance. For example, there are dependencies on the development of primary and secondary legislation (see Appendix 2) to underpin and facilitate a selection of Phase 1 high-impact and support actions.

Notably, a core focus of the 2021-2030 strategy will be to ensure that existing road safety legislation is implemented and enforced, and that interventions build upon existing legislation where possible. Legislative priorities will be reviewed in Phase 1 to identify key dependencies, necessary refinements to existing legislation, and develop primary and secondary legislation as needed for Phase 1 and subsequent phases.

Notwithstanding the legislative priorities that have been identified for Phase 1, the ability to pass any

legislation is dependent on the overall legislative priorities of Government at any one time and the necessary timelines required for the passage of primary legislation through the Houses of the Oireachtas. In such eventualities, legislation will be carried forwards to Phase 2.

The RSA will establish an expert group (referred to as a ‘programme enabler’) on legislation to ensure that this is progressed. Programme enablers are explained further in relation to Figure 7.1 below.

In parallel, the successful implementation and delivery of the strategy interventions and actions are dependent on the establishment of an expert group on data. This group will enable collaboration between the key strategic partners, reducing duplication of work and leading to faster delivery of data insights to inform evidence-based road safety policy and practice.

Shared responsibility

Shared responsibility across all parts of the traffic management system is one of the core underlying principles of the Safe System approach and directly aligns with the ethos of this government's Road Safety Strategy.

While lead agencies have responsibility for completion of their individual actions, the responsibility for implementing the Safe System approach across road safety policy and practice will be shared across the key stakeholders and across government. This strategy will also align with government policy in other key areas including climate change, sustainability, active travel and trauma care. It recognises the interdependencies between agencies and actions and adopts a whole-of-government approach to road safety. On behalf of the government, the RSA will lead on the coordination of the strategy, such as the evaluation of progress for each phase and the development of the action plan for the next phase.

Critically, the RSA was also required to oversee the submission of a statement of resources by the participating agencies who committed to delivering actions under the Phase 1 action plan. These resources are required to successfully complete the actions and achieve the transformational outcomes of a 50% reduction in road deaths and serious injuries by 2030. Such funding is critical in achieving these outcomes.

Across the strategy time frame, the RSA will also communicate and promote the benefits of the Safe System approach across government, key stakeholders and the broader public, as well as the shared societal responsibility for the delivery and uptake of interventions to achieve the reductions needed. The RSA will conduct multidisciplinary research, share knowledge and facilitate training to ensure that the holistic Safe System approach is firmly embedded into policy and practice in Ireland. The RSA's ultimate task is to ensure that road safety plays an integral part in decision-making across the many sectors and agencies that impact the planning, design, operation and use of our road traffic system.



Governance model

As part of our transformational approach to road safety, and to ensure we meet these requirements and ultimately our 2030 targets, we have designed a robust, cross-government governance structure (see Figure 7.1 below), overseen by a ministerial committee on road safety.

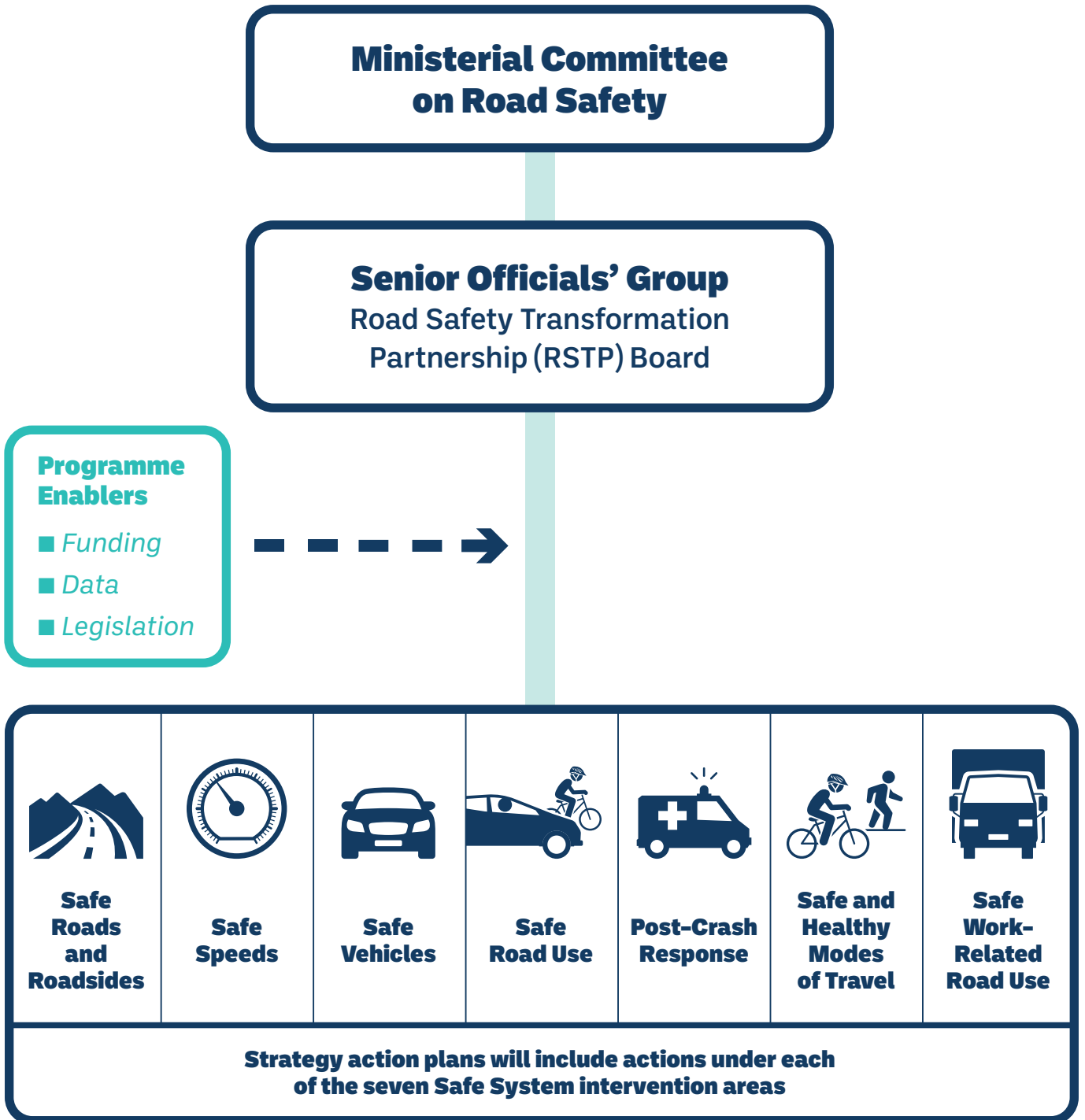


Figure 7.1 Governance structure for the 2021-2030 government Road Safety Strategy

Reporting to the ministerial committee on road safety will be a newly formed Senior Officials' Group (SOG), consisting of the Assistant Commissioner for AGS and the Chief Executives and Assistant Secretaries from all the key delivery organisations. The SOG will review, make recommendations and provide quarterly updates on action plan progress to the committee, as provided by the lead agencies responsible for implementing the actions. The SOG will also provide executive leadership of road safety transformation across Ireland and updates to the ministerial committee on road safety on emerging road safety trends and developments, during the Vision Zero journey. Where a need is identified, the SOG will establish working groups within the Safe System intervention areas to accelerate progress on specific actions under these areas.

The RSA will ensure effective governance and coordination of Ireland's transformational approach, including strategy planning, identification of required funding and necessary resources for timely delivery of interventions, monitoring, benchmarking and reporting

of benefits realisation. The RSA will regularly report to the SOG and liaise with delivery partners, wider key stakeholder groups and departmental representatives from relevant parts of government. Key responsibilities of the RSA will also include hosting an annual results conference where road safety progress will be presented to key stakeholders, monitoring and reporting on our strategy SPIs, and evaluating and designing the action plans for each phase.

The RSA, with agreement of the cross-government SOG, will establish three expert groups, called programme enablers, on data, funding and legislation. The role of these groups is to provide specialist knowledge, guidance, benchmarks and expertise to accelerate progress at an operational level. They will also identify ways to overcome barriers to progress to support strategy implementation on behalf of the SOG.

This governance structure has been strategically designed to ensure that we meet our ambitious targets by 2030.



8.

**In Summary:
our invitation to you**

Transforming road safety in Ireland

We are entering a new decade for road safety in Ireland. Our 2021–2030 strategy includes our most ambitious targets to date, and we know there will be challenges ahead.

By adopting a transformational approach to road safety policy, practice and governance, and by innovating in our approach to partnership-working across our key stakeholders and communities, we are uniquely placed to achieve the critical reductions in deaths and serious injuries required by 2030 and to progress towards our ultimate Vision Zero goal by 2050.

By working together, we can achieve our safest decade on the roads and support the safety of future generations. We invite you to join us now on our journey towards Vision Zero.



9.

**References,
Footnotes
and Appendices**

Reference list

Bates, L., Soole, D., & Watson, B. (2012). The effectiveness of traffic policing in reducing traffic crashes. In T. Prenzler (Ed.), *Policing and security in practice* (pp. 90–109). London: Palgrave Macmillan.
https://link.springer.com/chapter/10.1057/9781137007780_6

Behaviour & Attitudes. (2017). RSA alcohol and driving research 2017.
<https://www.rsa.ie/Documents/Road%20Safety/Drink%20Driving/RSA%20Alcohol%20and%20Driving%20Research%202017.pdf>

Breen, J., McMahon, K., Robertson, E., Salter, E., Stephenson, C., Thomas, P., & Goodsell, B. (2018). Road safety management capacity review, London: Department of Transport.
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/717062/road-safety-management-capacity-review.pdf

Department of the Environment, Climate and Communications. (2021). Climate action plan 2021.
<https://www.gov.ie/en/publication/6223e-climate-action-plan-2021/>

Department of the Taoiseach. (2020). Programme for government: Our shared future.
<https://www.gov.ie/en/publication/7e05d-programme-for-government-our-shared-future>

Department of Transport. (2020). Budget 2021 funding for the Departments of the Environment, Climate and Communications, and Transport reflects government ambition for a green, jobs-led recovery [press release].
<https://www.gov.ie/en/press-release/748e9-budget-2021-funding-for-the-departments-of-the-environment-climate-and-communications-and-transport-reflects-government-ambition-for-a-green-jobs-led-recovery>

Department of Transport. (2021a). Future land transport investment framework.
<https://www.gov.ie/en/consultation/737a6-national-investment-framework-for-transport-in-ireland-nifti>

Department of Transport. (2021b). Ten-year strategy for the haulage sector.
<https://www.gov.ie/en/publication/3d568-ten-year-strategy-for-the-haulage-sector>

European Commission. (2019). Road safety: Commission welcomes agreement on new EU rules to help save lives [press release], 26 March.
https://ec.europa.eu/commission/presscorner/detail/en/IP_19_1793

European Commission. (2020a). Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: Sustainable and smart mobility strategy – Putting European transport on track for the future.
<https://ec.europa.eu/transport/sites/transport/files/legislation/com20200789.pdf>

European Commission. (2020b). EU road safety policy framework 2021–2030: Next steps towards ‘Vision Zero’.
<https://op.europa.eu/en/publication-detail/-/publication/d7ee4b58-4bc5-11ea-8aa5-01aa75ed71a1>

European Commission. (2021a). Connected and automated mobility.
<https://ec.europa.eu/digital-single-market/en/connected-and-automated-mobility-europe>

European Commission. (2021b). Intelligent transport systems: The interoperable EU-wide eCall.
https://ec.europa.eu/transport/themes/its/road/action_plan/ecall_en

European Commission. (n.d.). Safety in the automotive sector.
https://ec.europa.eu/growth/sectors/automotive/safety_en

European Road Safety Observatory. (2018a). Serious injuries, 2018.
https://ec.europa.eu/transport/road_safety/sites/roadsafety/files/pdf/ersosynthesis2018-seriousinjuries.pdf

- European Road Safety Observatory. (2018b) Vehicle safety, 2018.
https://ec.europa.eu/transport/road_safety/sites/roadsafety/files/pdf/ersosynthesis2018-vehiclesafety.pdf
-
- European Road Safety Observatory. (2020). Road safety thematic report: Speeding.
https://ec.europa.eu/transport/road_safety/sites/roadsafety/files/pdf/2020-10-08-road_safety_thematic_report_speed.pdf
-
- European Transport Safety Council. (2016a). Prioritising the safety potential of automated driving in Europe.
https://etsc.eu/wp-content/uploads/2016_automated_driving_briefing_final.pdf
-
- European Transport Safety Council. (2016b). Reducing casualties involving young drivers and riders in Europe.
https://etsc.eu/wp-content/uploads/2017_01_26_young_drivers_report.pdf
-
- European Transport Safety Council. (2017). Intelligent speed assistance (ISA).
<https://etsc.eu/briefing-intelligent-speed-assistance-isa/>
-
- European Transport Safety Council. (2018). An overview of post-collision response and emergency care in the EU.
<https://etsc.eu/wp-content/uploads/2018-05-ETSC-Overview-of-post-collision-response-in-the-EU.pdf>
-
- European Transport Safety Council. (2019). The status of traffic safety and mobility education in Europe.
<https://etsc.eu/wp-content/uploads/ETSC-LEARN-Report-on-the-Status-of-Traffic-Safety-and-Mobility-Education-in-Europe.pdf>
-
- European Transport Safety Council. (2020a). How safe is walking and cycling in Europe?
https://etsc.eu/wp-content/uploads/PIN-Flash-38_FINAL.pdf
-
- European Transport Safety Council. (2020b). How to improve the safety of goods vehicles in the EU?
https://etsc.eu/wp-content/uploads/PIN-FLASH39_FINAL.pdf
-
- European Transport Safety Council. (2020c). Ranking EU progress on road safety: 14th road safety performance index report.
<https://etsc.eu/wp-content/uploads/14-PIN-annual-report-FINAL.pdf>
-
- European Union. (2019). Regulation (EU) 2019/2144 of the European Parliament and of the Council of 27 November 2019.
<https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32019R2144&from=EN>
-
- Health and Safety Authority. (2019). Summary of workplace injury, illness and fatality statistics, 2017–2018.
https://www.hsa.ie/eng/publications_and_forms/publications/corporate/hsa_stats_report_2019.pdf
-
- Healthy Ireland. (2021). Healthy Ireland strategic action plan 2021–2025.
<https://www.gov.ie/en/publication/441c8-healthy-ireland-strategic-action-plan-2021-2025>
-
- International Transport Forum. (2016). Zero road deaths and serious injuries: Leading a paradigm shift to a safe system. Paris: OECD Publishing.
<https://www.itf-oecd.org/sites/default/files/docs/zero-road-deaths.pdf>
-
- Johansson, R. (2009). Vision Zero - Implementing a policy for traffic safety. *Safety Science*, 47(6), 826–831.
[doi:10.1016/j.ssci.2008.10.023](https://doi.org/10.1016/j.ssci.2008.10.023)
-
- Kullgren, A., Lie, A., & Tingvall, C. (2010). Comparison between Euro NCAP test results and real-world crash data. *Traffic Injury Prevention*, 11(6), 587–593.
<https://pubmed.ncbi.nlm.nih.gov/21128188>
-

- Larsson, M., Candappa, N., & Corben, B. (2003). Flexible barrier systems along high-speed roads: A lifesaving opportunity. Monash University Accident Research Centre.
https://www.monash.edu/_data/assets/pdf_file/0005/216806/Flexible-barrier-systems-along-high-speed-roads-a-lifesaving-opportunity.pdf
-
- Road Safety Authority. (2016). Road casualties and collisions in Ireland 2014: Tables.
https://rsa.ie/Documents/Fatal%20Collision%20Stats/Road_Collision_Factbooks_and_Tables/Road%20Collision%20Facts%202014%20-%20Tables.pdf
-
- Road Safety Authority. (2018). Free speed study: Survey report 2018.
https://www.rsa.ie/Documents/Road%20Safety/Speed/RRD_Res_20190204_FreeSpeedSurvey2018FINAL.pdf
-
- Road Safety Authority. (2020). Road deaths and alcohol, 2013–2017.
https://www.rsa.ie/Documents/Fatal%20Collision%20Stats/Contributory_Factors_in_Fatal_Collisions/Road%20Deaths%20and%20Alcohol%202013-2017.pdf
-
- Road Safety Sweden. (2020). Stockholm declaration. Third Global Ministerial Conference on Road Safety: Achieving global goals 2030. Stockholm, 19–20 February.
<https://www.roadsafetysweden.com/contentassets/b37f0951c837443eb9661668d5be439e/stockholm-declaration-english.pdf>
-
- Trauma Steering Group. (2018). A trauma system for Ireland.
<https://www.hse.ie/eng/about/who/acute-hospitals-division/trauma-services/further-information-and-documentation/report-of-the-trauma-steering-group.pdf>
-
- United Nations. (2018). Road safety strategy for the United Nations system and its personnel: A partnership for safer journeys.
<https://www.who.int/roadsafety/publications/UN-RoadSafetyStrategy-EN.pdf?ua=1>
-
- World Health Organization. (2016). Post-crash response: Supporting those affected by road traffic crashes. Geneva: World Health Organization.
https://www.who.int/violence_injury_prevention/publications/road_traffic/Post-crash_response_booklet.pdf
-
- World Health Organization. (2017). Managing speed. Geneva: World Health Organization.
<https://www.who.int/publications/i/item/managing-speed>
-
- World Health Organization. (2018). Global status report on road safety, 2018. Geneva: World Health Organization.
<https://www.who.int/publications/i/item/9789241565684>
-
- World Health Organization. (2020a). 3rd Global Ministerial Conference on Road Safety.
<https://www.who.int/news-room/events/detail/2020/02/19/default-calendar/3rd-global-ministerial-conference-on-road-safety>
-
- World Health Organization. (2020b). Decade of action for road safety, 2021–2030.
<https://www.who.int/teams/social-determinants-of-health/safety-and-mobility/decade-of-action-for-road-safety-2021-2030>
-
- World Health Organization. (2021). Road traffic injuries.
<https://www.who.int/news-room/fact-sheets/detail/road-traffic-injuries>
-
- World Health Organization. (n.d.). Global plan for the decade of action for road safety, 2011–2020. Geneva: World Health Organization.
https://www.who.int/roadsafety/decade_of_action/plan/plan_en.pdf
-

Footnote list

- ¹ Irish collision data statistics are correct as of 30/08/2021. Note that collision data from 2018–2020 are considered provisional and subject to change.
- ² A serious injury is defined as an injury for which the person is detained in hospital as an in-patient or any of the following injuries whether or not the person is detained in hospital: fractures, concussion, internal injuries, crushings, severe cuts and lacerations and severe general shock requiring medical treatment.
- ³ An average of the 2017–2019 figures for fatalities and serious injuries are being used as a baseline. The serious injury target is based on data from An Garda Síochána (AGS, the Irish police force) and may be revised during the 2021–2030 strategy using hospital data.
- ⁴ Irish collision data statistics are correct as of 30/08/2021. Note that collision data from 2018–2020 are considered provisional and subject to change.
- ⁵ Estimated based on cost-benefit analysis conducted by Indecon Economic Consultants.
- ⁶ At the time of publication of the 2013–2020 road safety strategy, there were 162 road user deaths recorded for 2012. These provisional data were later revised to 163 deaths. However, the published figure of 162 fatalities has been maintained as the baseline figure for the 2012–2030 strategy.
- ⁷ 2011 was the baseline year for serious injury data.
- ⁸ There was a reduction of approximately 30% in serious injury figures from 2019 to 2020, reflecting the decline in traffic volume of approximately 30% due to the COVID-19 pandemic, as documented by Transport Infrastructure Ireland (TII).
- ⁹ Statistic sourced from RSA analysis of coronial data (2013-2017). Percentage calculated out of the number of drivers with a record of their action(s) available. Exceeding a safe speed refers to driving above the speed limit, or driving at a speed that is too high for the road/conditions.
- ¹⁰ Statistic sourced from RSA analysis of coronial data (2013-2017). Percentage calculated out of the number of drivers with a toxicology result available. A positive toxicology for alcohol was recorded where the deceased had a Blood Alcohol Concentration (BAC) >20mg alcohol per 100ml blood (or equivalent in urine).
- ¹¹ Statistic sourced from the RSA Free Speed Survey Report 2018.
- ¹² Statistic sourced from the RSA Driver Attitudes and Behaviour Study 2018.
- ¹³ Statistic sourced from the European Road Safety Observatory Report on Fatigue 2018. https://ec.europa.eu/transport/road_safety/sites/default/files/pdf/ersosynthesis2018-fatigue.pdf
- ¹⁴ An average of the 2017–19 figures for fatalities and serious injuries are being used as a baseline. The serious injury target is based on data from AGS and may be revised during the 2021–2030 strategy using hospital data.
- ¹⁵ This figure includes road user fatalities who were travelling for work, travelling to or from work (i.e. commuting) or working on or near a road.

Appendix 1

List of key safety performance indicators

1.	% of motor vehicle traffic volume with median barriers on roads with speed limits above 80 km/h to prevent the number of deaths and serious injuries in head-on collisions.
2.	% of traffic volume travelled on roads with speed limits of 80 km/h or higher that have been assessed in accordance to forgiving roadsides guidance to prevent KSIs in run-off-the-road collisions.
3.	% of high-risk KSI rural and urban junctions treated to operate within Safe System limits.
4.	% of distance driven over roads with a safety rating above an agreed threshold (to be developed further in EU discussion).
5.	% of vehicles travelling within the speed limit by road and vehicle type – Road and vehicle types to be specified.
6.	% of traffic volume on urban, rural, motorways and the TEN-T network within speed limits which are ‘safe and credible’ .
7.	Proportion of extra cycle and pedestrian infrastructure developed to make urban and interurban mobility healthy and sustainable.
8.	% of new passenger cars equipped with overridable intelligent speed assistance .
9.	% of new passenger cars with a 5-star Euro NCAP rating .
10.	% of new passenger cars with autonomous emergency braking to prevent collisions with pedestrians and cyclists (pedestrian AEB).
11.	% of motor vehicle occupants using a seat belt as (a) drivers, (b) front seat passengers and (c) as rear seat passengers.
12.	% of correct use of child restraints by child occupants.
13.	% of drivers not using a handheld mobile device .
14.	% of riders of (a) powered two wheelers and (b) bicycles wearing a protective helmet .
15.	% of drivers and riders of motorised vehicles without alcohol; without other drugs which impair driving; and without fatigue .

Appendix 2

Legislation requirements for the 2021–2030 Government Road Safety Strategy

There is a dependency on the development of legislation to enable the delivery of certain actions in the 2021–2030 government Road Safety Strategy. This has been identified as a critical success factor.

One of the high-impact actions under the safe road use intervention area is the establishment of a legislative enabler expert group (Lead agency: Government, Department of Transport). This group will agree the cross-organisational legislative programme supporting the introduction of legislation required to underpin these actions. Initial focus will be on the actions to be delivered under Phase 1 of the government Road Safety Strategy.

The tables below set out:

- (i) three high-impact actions in Phase 1 of the strategy which will require primary legislation, and three which will require secondary legislation
- (ii) three support actions in Phase 1 of the strategy which will require primary legislation, and seven which will require secondary legislation
- (iii) 24 actions where legislation may be required in Phase 1 or future phases.

(i) High-impact Actions

Legislation Requirement	Pillar	Action No.	Action	Lead Department or Agency	Due Date	Support Department or Agency
Legislative Reform	Safe Road Use	19.	Identify the necessary resources and path to consolidate road traffic legislation.	Department of Transport	Q2 2022	RSA
Primary	Safe Road Use	28.	Examine the possibility of introducing a Hazard Perception Test (HPT) and integrate it into the Driver Theory Test.	Road Safety Authority	Q2 2024	DoT, Outsourced Delivery Partner
Primary	Safe Road Use	31.	Legislate for increased sanctions for polydrug and drug & alcohol use while driving.	Department of Transport	Q4 2024	MBRS
Primary	Safe Work-Related Road Use	45.	Develop a protocol, underpinned by legislation, to allow the sharing of information and data, including personal data, between the HSA, An Garda Síochána and the RSA, to assist in the identification and investigation of non-compliance and non-adherence to statutory responsibilities in relation to vehicle maintenance, work-related vehicle safety and driving for work.	Health and Safety Authority, Road Safety Authority, An Garda Síochána	Q4 2024	DoT

Legislation Requirement	Pillar	Action No.	Action	Lead Department or Agency	Due Date	Support Department or Agency
Secondary	Safe Road Use	27.	<p>Eliminate the incidence of unaccompanied learner permit drivers. Reduce the number of learner car drivers who hold a third or subsequent learner permit from 24.6% to a maximum of 10% by 2024. This will involve a number of actions including:</p> <ul style="list-style-type: none"> ■ Establishing a working group to review the learner driver process with a particular focus on the elimination of learner drivers driving unaccompanied and make recommendations, ■ Changing legislation to introduce additional measures to promote taking of the driving test by multiple learner permit holders and give consideration to introducing mandatory driver training for this. 	Road Safety Authority	Q4 2024	DoT, AGS
Secondary	Safe Road Use	32.	Streamline and automate enforcement of Penalty Points from roadside capture via courts to update driver record.	Road Safety Authority, Department of Transport	Q4 2024	AGS, Courts Service
Secondary	Safe Work-Related Road Use	46.	Develop enhanced enforcement powers for An Garda Síochána and RSA Transport Officers to deal effectively with commercial vehicles including the adoption of fixed charges.	Road Safety Authority	Q4 2022	DoT, AGS

(ii) Support Actions

Legislation Requirement	Pillar	Action No.	Action	Lead Department or Agency	Due Date	Support Department or Agency
Primary	Safe Road Use	134.	<p>Introduce the necessary legislation for the safe use of e-scooter on Irish roads to ensure the safe use of e-scooters.</p> <p>In anticipation of introduction of legislation of e-scooters, we will:</p> <ul style="list-style-type: none"> ■ Conduct research on best practice approaches adopted in other countries, ■ Work with EU colleagues on type approval and standards for implementation, and ■ Implement public education to support the safe use of these vehicles (micro mobility) on Irish roads, particularly for last-mile journeys. 	Department of Transport, Road Safety Authority	Q1 2022 and Ongoing	NTA
Primary	Safe Road Use	160.	<p>Review and make legislative proposals to update Section 114 of the Road Traffic Acts to prescribe maximum driving and minimum resting times for professional drivers not subject to the EU tachograph and drivers hours rules particularly as regards self-employed drivers and submit to the Department of Transport.</p>	Road Safety Authority	Q4 2023	AGS, DoT
Primary	Safe Road Use	167.	<p>Develop and implement legislation requiring verified vehicle owner identity to improve endorsement of road traffic offences.</p>	Department of Transport	Q4 2022	-

Legislation Requirement	Pillar	Action No.	Action	Lead Department or Agency	Due Date	Support Department or Agency
Secondary	Safe Roads and Roadsides	70.	Transpose and implement the EU Road Infrastructure Safety Management Directive 2008/96/EC as amended by Directive (EU) 2019/1936. Strengthen and extend supporting national infrastructure safety measures to the entire national road network.	Department of Transport	Q4 2021	-
Secondary	Safe Vehicles	90.	Transpose the provisions of Article 13 of Directive 2014/47/EU on the technical roadside inspection of the roadworthiness of commercial vehicles and national road traffic regulations and nominate competent authorities for roadside vehicles inspections for cargo securing practices.	Department of Transport	Q1 2023	HSA, RSA, AGS, TII
Secondary	Safe Road Use	123.	Evaluate and consider legislation for the introduction of school buses using hazard warning lights at stops in rural areas to prohibit the overtaking of school buses.	Bus Éireann, Department of Transport	Q4 2021	RSA, DoE, AGS
Secondary	Safe Road Use	142.	Make proposals for the development and implementation of a specialist ADI category in order to deliver initial training for drivers of Category 'BE' road vehicles towing trailers exceeding 750kg design gross weight (DVW) and a gross combination weight of car/jeep and trailer not exceeding 7,000 kg.	Road Safety Authority	Q3 2022	DoT, ADI Stakeholder Forum, ADI's, HSA
Secondary	Safe Road Use	144.	Implement the CAS recommendations as part of the 'Review of the EDT programme' including the development and introduction of an app (Electronic logbook).	Road Safety Authority	Q4 2023	NDLS

Legislation Requirement	Pillar	Action No.	Action	Lead Department or Agency	Due Date	Support Department or Agency
Secondary	Safe Road Use	166.	Prepare and adopt necessary legal provisions to facilitate the implementation and enforcement of relevant aspects of the EU Mobility Package and the EU and UK Trade and Cooperation Agreement.	Road Safety Authority	Q4 2021	DoT
Secondary	Safe Work-Related Road Use	184.	Provide An Garda Síochána access to the new 'EU - CPC Enforcement Network' system to verify if a HGV/PSV driver from another EU Member State holds a valid CPC card.	Road Safety Authority	Q3 2023	DoT, AGS

(iii) Actions which may require the development of legislation in phase 1 or future phases.

High-impact Actions

Pillar	Action No.	Action	Lead Department or Agency
Safe Road Use	23.	Establish a working group to consider and make recommendations for the implementation of an alcohol interlock programme, supported by a drink drive rehabilitation course in Ireland, for high-risk drink drive offenders.	Road Safety Authority
Safe Road Use	29.	Explore the potential of an online portal for road users to upload footage of road traffic offences which could assist in prosecution.	An Garda Síochána
Safe Road Use	30.	Review the penalties for serious road traffic offences including the following: impaired driving, speeding, mobile phone use, non-wearing of seat belts, carrying unrestrained children in a vehicle.	Road Safety Authority
Safe and Healthy Modes of Travel	43.	Conduct a review of road traffic policy and legislation to prioritise the safety of walking and cycling.	Department of Transport
Safe Work-Related Road Use	50.	Conduct a feasibility study and make recommendations on the introduction of an earned recognition scheme for commercial vehicle operators, giving criteria based points for those operators in public procurement competitions.	Road Safety Authority

Support Actions

Pillar	Action No.	Action	Lead Department or Agency
Safe Roads and Roadsides	57.	Conduct a pilot (with supporting infrastructure) to examine the feasibility of introducing a ‘cyclist turning left on red’ provision. Take into account best international practice around other cycling priority measures and make recommendations.	Department of Transport
Safe Roads and Roadsides	67.	Further develop camera-based enforcement by the Gardaí, including at junctions and for management of bus/cycle lanes, building on existing and recent legislation through establishing suitable cross-agency administrative arrangements; and, where any legislative issues are identified, to consider and develop agreed proposals to remedy them.	Department of Transport
Safe Speeds	74.	Conduct a literature review on international best practice on speed awareness courses, to produce recommendations and inform the implementation of a speed awareness course in Ireland to eliminate re-offending.	Road Safety Authority
Safe Vehicles	80.	Identify potential enhancements to the National Car Test (NCT) and Commercial Vehicle Roadworthiness Testing (CVRT) including: <ol style="list-style-type: none"> the use of onboard diagnostic technologies and incorporate into the mandatory testing regime of vehicles as new defect items. The introduction of an Electronic Roadworthiness Test of Vehicles (ePTI) such as Advanced Driver Assist System (ADAS) technologies and incorporate into the mandatory testing regime of vehicles. 	Road Safety Authority
Safe Vehicles	81.	Examine the feasibility of compulsory roadworthiness testing for agricultural vehicles and motorcycles and make recommendations.	Road Safety Authority
Safe Vehicles	82.	Conduct a feasibility study and prepare a report on increasing the frequency of testing of cars under 10 years old and buses and make recommendations.	Road Safety Authority
Safe Vehicles	86.	Research the potential and publish a report and recommendations on options to fast-track vehicle connectivity in the fleet consistent with EU requirements.	Road Safety Authority
Safe Road Use	112.	Conduct a review of the efficacy of a compulsory road safety education programme in schools and make recommendations.	Road Safety Authority
Safe Road Use	114.	Examine the potential for presumed liability for mechanically propelled vehicles (MPV) drivers in cases of collisions with vulnerable road user's and make recommendations.	Department of Transport

Pillar	Action No.	Action	Lead Department or Agency
Safe Road Use	117.	Conduct a feasibility study to assess the effectiveness of expanding conspicuity markings to light commercial vehicles and make recommendations.	Road Safety Authority
Safe Road Use	120.	Examine the possibility of introducing legislation to prevent intoxicated persons from acting as an accompanying driver for a Learner Permit holder.	Department of Transport
Safe Road Use	121.	Review current arrangements in relation to traffic wardens and other authorised officers' powers of enforcement, complementary to An Garda Síochána, to identify any further developments that may be appropriate, subject to legal advice.	Department of Transport
Safe Road Use	122.	Examine the feasibility of utilising bus mounted cameras to detect and enforce illegal parking in bus lanes and if appropriate make recommendations for implementation.	National Transport Authority
Safe Road Use	143.	Consider introducing a requirement that all new ADI applicants possess a Level 6 QQI qualification.	Road Safety Authority
Safe Road Use	145.	Research and complete a feasibility study on the introduction of a range of best practice Graduated Driver Licensing (GDL) measures and make recommendations.	Road Safety Authority
Safe Road Use	146.	Consider the introduction of a mandatory training programme and a driving test for new category W only learner permit applicants.	Road Safety Authority
Safe Road Use	158.	Complete a legal assessment and develop proposals for integrating new datasets associated with collision risk into the RSA Commercial Vehicle Operator Risk Indicator (CVORI) system.	Road Safety Authority
Safe Road use	164.	Consider the introduction of a digital driving licence and make recommendations to the Department.	Road Safety Authority
Safe Road Use	165.	Reduce the number of uninsured vehicles on Irish roads by: <ul style="list-style-type: none"> ■ Completion of the Motor Third Party Liability (MTPL) project. 	Department of Transport, An Garda Síochána

Appendix 3

List of stakeholders who participated in the Road Safety Management Capacity Review

An Garda Síochána

Automobile Association

Bus Éireann

Chief Fire Officers Association

Commission for Railway Regulation

County and City Managers Association

Cycling Ireland

Cyclist.ie

Department of Children, Equality, Disability, Integration and Youth

Department of Education

Department of Justice

Department of the Environment, Climate and Communications

Department of Transport

Health and Safety Authority

Health Service Executive

Iarnród Éireann

Insurance Ireland

Irish Road Haulage Association

Medical Bureau of Road Safety

National Programme Office for Traffic Medicine

National Transport Authority

Trinity College Dublin

Transport and Mobility Forum, Cork

Transport Infrastructure Ireland
