A DECADE OF ACTION FOR ROAD SAFETY
A BRIEF PLANNING DOCUMENT

1. Purpose of this document

This Plan is intended as a guiding document that will facilitate coordinated and concerted action towards the achievement of the goal and objectives of the Decade of Action for road safety. It provides a context that explains the background and reasons behind the adoption of a Decade of Action by the United Nations General Assembly. This document serves as a tool to support the development of national and local plans of action, while simultaneously providing a framework to allow coordinated activities at the global level. It is directed at a broad audience that includes representatives of national and local governments, civil society and private companies willing to align their activities over the next decade within the global framework.

2. Background

2.1 Magnitude of the problem, increasing trends

Each year nearly 1.3 million people die as a result of a road traffic collision—more than 3000 deaths each day—and more than half of these people are not travelling in a car. Twenty to fifty million more people sustain non-fatal injuries from a collision, and these injuries are an important cause of disability worldwide. Ninety percent of road traffic deaths occur in low- and middle-income countries, which claim less than half the world's registered vehicle fleet. Road traffic injuries are among the three leading causes of death for people between 5 and 44 years of age, killing more people each year than malaria. Unless immediate and effective action is taken, road traffic injuries are predicted to become the fifth leading cause of death in the world, resulting in an estimated 2.4 million deaths each year. This is, in part, a result of rapid increases in motorization without sufficient improvement in road safety strategies and land use planning. The economic
consequences of motor vehicle crashes have been estimated between 1% and 3% of the respective GNP of the world countries, reaching a total over $500 billion. Reducing road casualties and fatalities will unlock growth and free resources for more productive use.

Aside from road traffic injuries, increases in motorization have had a number of other negative consequences on human health and on the global environment. Many parts of the world are already suffering from the effects of climate change, and evidence suggests that road transport – which is still heavily oil dependent – accounts for 14% of global greenhouse gas emissions. These emissions affect human health directly through air pollution and subsequent respiratory effects. Health is also adversely affected through the reduction in physical activity as a result of the reliance on motorized transportation.

Around the world, decision-makers are considering how to reduce greenhouse gas emissions and their impacts on the changing global climate. Thus, activities taken as part of a Decade of Action for Road Safety will also have an impact on steps taken towards improving systems of sustainable transport as one way of mitigating the effects of climate change. For example, decreasing the use of motor vehicles by promoting the use of safe, cleaner forms of public transportation and active movement would lead to reduced greenhouse gas emissions and have co-benefits on health, including the reduction of road traffic injuries.

2.2 Initiatives that work

Road traffic injuries can be prevented. Experience suggests that an adequately funded lead agency and a national plan or strategy with measurable targets are crucial components of a sustainable response to road safety. Effective interventions include incorporating road safety features into land-use and transport planning; designing safer roads and requiring independent road safety audits for new construction projects; improving the safety features of vehicles; the promotion of public transport; effective speed management; setting and enforcing laws requiring use of seat-belts, helmets and child restraints; setting and enforcing blood alcohol concentration limits for drivers; and
improving post-crash care for victims of road crashes. Public awareness campaigns also play an important role in supporting the enforcement of legislative measures, by increasing awareness of risks and of the penalties associated with breaking the law.

### 2.3 Gaining momentum

There is growing awareness that the current road safety situation constitutes a crisis with devastating health, social and economic impacts that threaten the health and development gains achieved in the last half century. Road safety is not a new issue but over the last decade activity at the international level has gained new momentum. A number of documents have been developed that describe the magnitude of the road traffic injury situation, its social, health and economic impacts, specific risk factors, and effective interventions. These have served to provide momentum for the adoption of a number of resolutions that call on Member States and the international community to include road safety as a global policy issue, making specific recommendations for action. The resolutions have called for international collaboration to be strengthened. The UN Road Safety Collaboration was established in answer to this call. Chaired by WHO, with the United Nations regional commissions as rotating vice chairs, the Collaboration has brought together international organizations, governments, nongovernmental organizations and private sector entities to coordinate on road safety issues since 2004.

Even so, current initiatives and levels of investment are inadequate to halt or reverse the predicted rise in road traffic deaths. The UN Secretary-General's 2009 report on the global road safety crisis echoes the conclusions of the Commission for Global Road Safety, noting that despite evidence of growing awareness of and commitment to road safety issues, political will and funding levels are far from commensurate with the scale of the problem. The Secretary-General concludes that the crisis requires ambitious vision, increased investment, and better collaboration, and he highlights the first global ministerial conference as a major opportunity for crystallizing action plans and catalyzing the next action steps.
2. Why a Decade of Action?

The Commission for Global Road Safety issued a call for a Decade of Action for Road Safety in its 2009 Report. Endorsements for the proposal have come from a wide range of public figures as well as the UN Road Safety Collaboration. The UN Secretary-General, in his 2009 report to the General Assembly encouraged Member States to support efforts to establish a decade of action. A decade would provide an opportunity for long-term and coordinated activities in support of regional, national and local road safety.

Key partners in global road safety agree that the time is right for accelerated investment in road safety in low- and middle-income countries, together with the development of sustainable road safety strategies and programmes, which rethink the relationship between roads and people, encourage the use of public transport, and also change approaches to measurement of national progress in transport policy. Major risk factors are understood, as are effective counter measures to address them. Collaborative structures are in place to bring together key international players, funders, civil society, and there is a funding mechanism to support accelerated investment and activity. Sufficient resources and political will are the key elements still lacking.

A decade would provide a timeframe for action to encourage political and resource commitments both globally and nationally. Donors could use the decade as a stimulus to integrating road safety into their assistance programmes. Low- and middle-income countries can use it to accelerate the adoption of cost effective road safety programmes while high-income countries can use it to make progress in improving their road safety performance as well as to share their experiences and knowledge with others.

In March 2010 the UN General Assembly resolution proclaimed a Decade of Action for Road Safety 2011–2020 (A/64/255)\(^1\) with a goal of stabilizing and then reducing the forecasted level of road traffic fatalities around the world by increasing activities conducted at national, regional and global levels. The resolution calls upon Member

States to implement road safety activities, particularly in the areas of road safety management, road infrastructure, vehicle safety, road user behaviour, road safety education and post-crash care. While supporting the regular monitoring of progress towards the achievement of global targets relating to the Decade, it notes that national targets relating to each area of activity should be set by individual Member States. The resolution requests that the World Health Organization and the United Nations regional commissions, in cooperation with other partners in the United Nations Road Safety Collaboration and other stakeholders, prepare a Plan of Action of the Decade as a guiding document to support the implementation of its objectives.

3. **A framework for a Decade of Action**

Underlying the Plan for the Decade of Action are the following guiding principles:

- **The Safe System approach**: this approach aims to develop a road transport system that is better able to accommodate human error and take into consideration the vulnerability of the human body. It requires recognition that road safety is a shared responsibility of designers of the road transport system as well as users of that system. The goal of the approach is to prevent fatal and severe injuries by identifying and addressing the major sources of error and the design flaws that contribute to them. Road users, vehicles and the road network/environment are addressed in an integrated manner, through a wide range of interventions, with greater attention to speed management and vehicle and road design than in traditional approaches to road safety.

- **Ownership at a national and local level**: activities towards achieving the goal of the Decade should be implemented at the most appropriate level, encouraging multisectoral involvement.

- **An inclusive approach**: Nongovernmental organizations, civil society, and the private sector should be included in the development and implementation of national and international activities towards meeting the Decade's goals.
3.1 Goal and specific objectives

The overall goal of the Decade will be to halt or reverse the increasing trend in road traffic fatalities around the world [discrepancies with other documents which say 50% reduction] by increasing activities at the national level. This will be attained through:

- setting an ambitious yet feasible target for reduction of road fatalities by 2020 [Who, for whom, WHO cannot set targets but can encourage countries to set their own];
- strengthening the global architecture and the national management infrastructure for road safety;
- encouraging increased funding to road safety and putting in place a global funding mechanism [this concept requires further discussion];
- increasing technical capacity within countries relating to road safety;
- providing technical support to countries using successful experiences from others;
- developing and implementing sustainable road safety strategies and programmes;
- improving the quality of data collection at the national, regional and global levels;
- monitoring progress and performance on a number of predefined indicators at the national, regional and global levels including both the public and private sectors.

3.2 Activities and indicators

Activities over the Decade should take place at national, regional and global levels, but the focus will primarily be on national level actions. Within the legal constructs of national governments, countries are encouraged to implement activities according to five pillars below.

<table>
<thead>
<tr>
<th>National activities</th>
</tr>
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<tbody>
<tr>
<td>Pillar 1</td>
</tr>
<tr>
<td>Road safety</td>
</tr>
<tr>
<td>management</td>
</tr>
<tr>
<td>Pillar 2</td>
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<tr>
<td>Safer road</td>
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<tr>
<td>design</td>
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<tr>
<td>Pillar 3</td>
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<td>design</td>
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<td>Pillar 4</td>
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<tr>
<td>Safer road</td>
</tr>
<tr>
<td>users</td>
</tr>
<tr>
<td>Pillar 5</td>
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<tr>
<td>Post crash</td>
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<tr>
<td>care</td>
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3.2.1 National level activities

At a national level countries are encouraged to implement the following five pillars, based on the recommendations of the World report on road traffic injury prevention and proposed by the Global Road Safety Commission.

Countries should consider these five areas within the framework of their own national road safety strategy, capacity and data collection systems. For some countries an incremental approach to including all five pillars will be required.

**Pillar 1: Road safety management**

*Encourage* the creation of multi-sectoral partnerships and designation of lead agencies with the capacity to develop national road safety strategies, plans and targets, *underpinned* by the data collection and evidential research to assess countermeasure design and, monitor implementation and effectiveness.

**Activity 1:** Establish a lead agency (and associated coordination mechanisms) on road safety involving partners from a range of sectors through:
- implementing the good practice guideline on road safety management;
- designating a lead agency and establishing related secretariat;
- *encourage the establishment* of coordination groups; and
- developing core work programmes.

**Activity 2:** Develop a national strategy (at a cabinet or ministerial level) coordinated by the lead agency through:
- confirming long-term investment priorities;
- specifying agency responsibilities and accountabilities for development and implementation of core work programmes;
- identifying implementation projects;
- building partnership coalitions;
- promoting road safety management initiatives such as the new ISO traffic safety management standard ISO 39001; and
- establishing and maintaining the data collection systems necessary to provide baseline data and monitor progress in reducing RTIs and fatalities and other important indicators such as cost, etc.

**Activity 3:** Set realistic and long-term targets for national strategy activities based on the analysis of national traffic crash data through:
- evaluating performance of safety investments;
- identifying areas for performance improvements;
- estimating potential performance gains; and
- Implementing recommendations suggested by the OECD document on attaining ambitious targets.
Activity 4: Work to ensure that funding is sufficient for activities to be implemented through:

- building business cases for sustained funding based on the costs and benefits of proven investment performance;
- recommending core annual and medium-term budgetary targets;
- encourage the establishment of procedures for the efficient and effective allocation of resources across safety programs;
- utilizing 10% of infrastructure investments for road safety [for further discussion]; and
- identifying and implementing innovative funding mechanisms;

Activity 5: Establish and support data systems for on-going monitoring and evaluation to include a number of process and outcome measures, including:

- Establish and support national and local systems to measure and monitor road traffic deaths, injuries and crashes
- Establish and support national and local systems to measure and monitor intermediate outcomes, such as average speed, helmet-wearing rates, seat-belt wearing rates, etc.
- Establish and support national and local systems to measure and monitor outputs of road safety interventions
- Establish and support national and local systems to measure and monitor the economic impact of road traffic injuries
- Establish and support national and local systems to measure and monitor exposure to road traffic injuries

Pillar 2: Safer road design

Using road infrastructure assessment rating and improved design to raise the inherent safety and protective quality of road networks for the benefit of all road users, especially the most vulnerable.

Activity 1: Review opportunities for improved safety in the planning, design, construction, operation and maintenance of road infrastructure projects through:

- identifying the risk factors of the road network, in terms of densities of deaths and injuries incurred by all road users;
- conducting safety rating surveys of the risk factors of the road network and specifying high benefit-cost programs to improve safety ratings for all road users;
- auditing the safety of new road network projects and facilitating action on outcomes recommended as a result of such audits;
- conducting road safety impact assessments of new road network projects; and
- promoting research and development and related knowledge transfer activities into infrastructure safety improvements for low and middle-income country road environments (e.g. safer facilities for pedestrians, cyclists, motorcyclists, public transport users and street vendors; safe resting places with proper facilities for long-distance drivers; low cost barrier technologies for high speed road environments; etc)
Activity 2: **Encourage nations to** implement infrastructure safety improvements through:
- systematic investment programs to improve network safety ratings;
- demonstration projects to evaluate safety improvement innovations, especially for vulnerable road users;
- consistent and well documented application of safety audit and safety impact assessment findings in the planning, design, construction, operation and maintenance of road infrastructure projects; and
- regular ongoing conduct of network safety rating surveys.

**Pillar 3: Safer vehicle design**

Encourage universal deployment of improved vehicle safety technologies for both passive and active safety through a combination of harmonization of relevant global standards, consumer information schemes and incentives to accelerate the uptake of new technologies.

Activity 1: **Encourage** Member States to **promulgate** motor vehicle safety regulations as developed by the UN’s World Forum for the Harmonization of Vehicle Regulations (WP 29).

Activity 2: **Encourage implementation of** new car assessment programmes in all regions of the world in order to increase the availability of consumer information about the safety performance of motor vehicles.

Activity 3: Encourage agreement to ensure that all new motor vehicles are equipped with seat-belts (as a minimum safety feature).

Activity 4: Encourage universal deployment of crash avoidance technologies with proven effectiveness such as Electronic Stability Control.

Activity 5: Encourage the use of fiscal and other incentives for motor vehicles that provide high levels of road user protection and discourage import and export of new or used cars that have reduced safety standards.

Activity 6: Adopt [discuss, NGOs think "sustaining investment into research" is too weak] safety technologies that will improve vehicle safety and reduce risks to vulnerable road users.

Activity 7: Encourage managers of governments and private sector fleets to purchase and maintain vehicles that offer advanced safety technologies and high levels of occupant protection.
### Pillar 4: Safer road users

Develop comprehensive traffic safety programmes to improve road user behaviour. Sustained or increased enforcement of road traffic laws and standards and rules combined with public awareness/education activities (in both the public and the private sectors, as well as among nongovernmental organizations) that will improve compliance with key road safety rules that reduce the impact of the key risk factors (speeding, drink–driving, non use of motorcycle helmets and seat-belts and child restraints, and unsafe commercial vehicle operations).

<table>
<thead>
<tr>
<th>Activity 1</th>
<th>Increase awareness of road safety risk factors and prevention measures and implement social marketing campaigns to help influence attitudes and opinions on the need for road traffic safety programmes.</th>
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<tr>
<td>Activity 2</td>
<td>Set and seek compliance with speed limits and evidence-based standards and rules to reduce speed-related crashes and injuries.</td>
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<td>Activity 3</td>
<td>Set and seek compliance with drink–driving laws and evidence-based standards and rules to reduce alcohol-related crashes and injuries.</td>
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<td>Activity 4</td>
<td>Set and seek compliance with laws and evidence-based standards and rules for motorcycle helmets to reduce head-injuries.</td>
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<td>Activity 5</td>
<td>Set and seek compliance with laws and evidence-based standards and rules for seat-belts and child restraints to reduce crash injuries.</td>
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<td>Activity 6</td>
<td>Set and seek compliance with laws and standards and rules for safe operation of commercial freight and transport vehicles, passenger road transport services and other public and private vehicle fleets to reduce crash injuries.</td>
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<tr>
<td>Activity 7</td>
<td>Design and implement social marketing campaigns to enhance effectiveness of sustained enforcement of road traffic laws and standards and rules.</td>
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**Activity 8:** Research, develop and promote comprehensive policies and practices to reduce work related road traffic injuries in the public, private and informal sectors, in support of internationally recognized standards for road safety management systems (e.g. ISO 39001) [discuss: should ISO be specifically mentioned?].

**Activity 9:** Promote establishment of Graduated Driver Licensing systems for novice drivers.

**Activity 10:** Promote a national road police peer-to-peer support through the International Road Policing Organization (RoadPOL) network [is this network functioning across the world?]
### Pillar 5: Post crash care

Increase responsiveness to **post crash** emergencies and improve the ability of health systems to provide appropriate and adequate emergency treatment and longer term rehabilitation for crash victims.

**Activity 1:** Develop prehospital care systems, including the extraction of a victim from a crash and implementation of a single nationwide telephone number for emergencies, through the implementation of existing **good practice** guidelines on prehospital trauma care.

**Activity 2:** Develop hospital trauma care systems and evaluate the quality of care through the implementation of **good practice** guidelines on trauma care systems and quality assurance.

**Activity 3:** Provide early rehabilitation to injured patients to minimize both physical and psychological trauma.

**Activity 4:** Encourage the establishment of appropriate road user insurance schemes to finance rehabilitation services for crash victims through:
- Introduction of mandatory third-party liability; and
- International mutual recognition of insurance, e.g. green card system.

**Activity 5:** Encourage a thorough investigation into the crash and the application of an effective legal response to road deaths and injuries so that fair and timely settlements are provided to the injured and/or their families.

**Activity 6:** Provide encouragement and incentives for employers to hire and retain persons with disabilities.
### International activities

In order to guide nations in the attainment of realistic but achievable targets around the world, overarching international coordination is required. Formalized coordination will also provide a mechanism to facilitate the sharing of experiences by Member States towards achieving their national targets.

**Brief introduction of UNRSC and its role** [is it appropriate to add this here?]

<table>
<thead>
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<th>International road safety coordination and activities</th>
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<tr>
<td>A number of global activities will be coordinated by WHO, with assistance from the UN Road Safety Collaboration, in order to implement and evaluate the Decade of Action for road safety.</td>
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**Activity 1:** Encourage, where appropriate, an increase in funding for road safety through:
- support for the Global Road Safety Facility;
- new and innovative approaches to funding;
- encouraging countries to allocate 10% of their road infrastructure investments for road safety;
- outreach to new public and private sector donors.

**Activity 2:** Advocate for road safety at the highest levels through:
- UN/WHA road safety resolutions, where appropriate;
- countries signing up to regional or international road safety campaigns;
- including road safety in appropriate high profile meetings such as G8/20, WEF, Clinton Global Initiative, etc;
- promoting community activism for vulnerable road users and victims of road traffic crashes; and
- building shared approaches to promoting improved road safety management and funding decisions among and with international financial institutions.

**Activity 3:** Increase awareness of risk factors and the need for enhanced prevention of road traffic crashes through:
- the use of public awareness campaigns including global road safety weeks (2011, 2015, 2018); celebrating the annual World Day of Remembrance for victims of road traffic crashes; signing up to the Make Road Safe Campaign;
- collaboration with appropriate NGO and other civil society initiatives aligned with the Decade’s goals and objectives; and
- support for the private sector initiatives aligned with the Decade’s goals and objectives.

**Activity 4:** Provide guidance to countries on strengthening road safety management systems and implementing road safety good practices and trauma care through:
- countries implementing UNRSC or other internationally recognized good practice guidelines and/or trauma care guidelines;
- development of additional "good practice" guides developed by the UN Road Safety Collaboration (e.g. vulnerable road users; and
• providing technical support to countries for implementation of good practices.

Activity 5: Improve the quality of road safety data collected through:
• implementing good practice guidelines on data information systems;
• standardization of definitions and reporting practices;
• utilizing the Global Burden of Disease project to estimate road traffic injury health losses;
• promoting investment in the development of national crash analysis systems and related surveillance systems; maintained by health, labour and worker’s compensation agencies;
• investigation of crashes to identify their causes, circumstances and consequences;
• encouraging the development of road safety data management systems (e.g. by peer-to-peer support promoted by the International Road Traffic Accident Database Group [IRTAD] members);
• communicating lessons learned from both successes and failures.

3.3 Funding of activities

To successfully implement the action plan, its targets and ultimate goal of first stabilizing and then reducing road traffic fatalities around the world, a significant commitment in additional resources may be required, particularly by countries themselves but also from public and private sector stakeholders. In its 2006 Make Roads Safe report, the Global Road Safety Commission advocated a $300 million ten-year fund a global action plan, to catalyze a stronger focus on improving the safety outcomes of planned large-scale investments in road infrastructure over the coming decade and beyond. Although presently falling short of this figure, funds for some aspects of the plan are being made available by the Global Road Safety Facility of the World Bank, as well as from Regional Development Banks, and private sector donors. Initial estimates set the required funding for national activities to around $200 million per year, i.e. $2 billion for the whole decade.

The combined effort of the international community towards funding road safety is roughly estimated to be between $10 - $25 million dollars per year. Additional efforts from the traditional donor community are clearly not sufficient to reach the amounts commensurate with the scope of the problem. This funding gap must be bridged through expanded outreach to a broad range of stakeholders.
4. Monitoring and evaluation of the Decade

Progress towards achievement of the Decade goal will be monitored through:

- Monitoring of indicators [this whole issue requires a working group to discuss];
- Tracking milestones linked to the Decade; and
- Mid-decade and end of the Decade evaluation.

The following are some potential indicators that can be measured at a global level to monitor process and outcome.

**Indicators: Pillar 1:**

- Number of countries which have a clearly empowered agency leading road safety (2012GRSSR as baseline, re-evaluated in 2014).
- Number of countries with a national strategy (2009 GRSSR as baseline, re-evaluated in 2012 and 2014).
- Number of countries with time-based road safety targets (2009 GRSSR as baseline, re-evaluation in 2012 and 2014 plus UN regional commissions target setting project outcomes).
- Number of countries with data systems in place to monitor progress in achieving road safety targets.
- Number of countries that have dedicated funds or clearly defined central budgetary processes to implement their road safety strategy.
- Number of countries that have made progress towards achieving their defined targets, and number of countries that have defined intermediate targets.
- Number of countries that collect annual road traffic crash data consistent with internationally accepted definitions.

**Indicators: Pillar 2:**

- Number of countries implementing systematic investment programs to improve network safety ratings.
- Numbers of countries implementing demonstration or other more substantial projects to evaluate safety improvement innovations.
- Number of countries with systematic safety audit and safety impact assessment policies and practices in place.
- Number of countries with regular, ongoing conduct of network safety rating surveys.
- Global investment in research and development into infrastructure safety improvements for low and middle-income road environments and related knowledge transfer activities.

**Indicators: Pillar 3:**

- Number of countries who participate in the UN World Forum for Harmonization of Vehicle Regulations and apply relevant standards.
- Number of regional NCAP programmes.
- Enactment of laws that prohibit the use of vehicles without seat-belts (front and rear)
• Universal availability of vehicle safety systems, e.g. ESC.

**Indicators: Pillar 4:**

- Number of countries/regions hosting regular road safety weeks.
- Number of countries with speed limits appropriate to the type of road (urban, rural, highway).
- Number of countries with periodic national data on network speeds by road type.
- Number of countries with BAC ≤ 0.05 g/dl.
- Number of countries with lower BAC limits for young/novice and commercial drivers.
- Number of countries with periodic national data on the proportion of alcohol-related fatal crashes.
- Number of countries with a comprehensive helmet use law (including standards).
- Number of countries with periodic national data on helmet wearing rates.
- Number of countries with comprehensive seat-belt law.
- Number of countries with periodic national data on seat-belt wearing rates (front, rear)
- Number of countries with a child restraint law.
- Number of countries with periodic national data on child restraint wearing rates.
- Number of countries with comprehensive regulation of commercial vehicle safety (driving and rest hours, load security, speed governance).
- Number of employees covered by the new ISO 39001 standard
- % of work-related injuries due to road crashes

**Indicators: Pillar 5:**

- Number of countries who have implemented the guidelines.
- Number of countries who have implemented comprehensive road crash rehabilitation systems.
- Number of countries that have third-party insurance schemes.

**Indicators: International activities**

- Number of road traffic deaths (Global road safety surveys in 2012 and 2014)
- Regional databases (e.g. IRTAD, ECE, etc).
- Intermediate indicators (helmet wearing, seat-belt wearing, network speeds, fatigue, etc)
- Amount of funding available at a global level available for road safety
- Number of road safety professionals trained at a global level.
A number of global milestones will mark progress through the decade, these could include:

- Countries would like an annual day declared road safety day [discuss]
- Annual World Day of Remembrance for victims of road traffic crashes (2011 – 2020)
- Secretary-General report on Improving global road safety: 2011
- 2nd Global road safety status report: 2012 (TBC)
- Secretary-General report on Improving global road safety: 2013
- 3rd Global road safety status report: 2014 (TBC)
- 2nd Ministerial conference on road safety hosted by the Sultanate of Oman: 2015
- The 3rd UN road safety week: 2015
- Secretary-General report on Improving global road safety: 2015
- Secretary-General report on Improving global road safety: 2017
- The 4th UN road safety week: 2018
- Secretary-General report on Improving global road safety: 2019
- 3rd Ministerial conference on road safety: 2020

The Decade of Action will be formally evaluated at both the mid-term point and the end date by the UNRSC. Baseline data will be obtained through country surveys conducted for the 2nd Global road safety status report due for publication in 2012 and a third report in 2014. During the formal evaluation process, both outcome and process indicators will be assessed.