



# Technical Assistance Consultant's Report

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## Islamic Republic of Pakistan: Enabling Economic Corridors through Sustainable Transport Sector Development

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For Ministry of Communications

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Asian Development Bank



GOVERNMENT OF PAKISTAN  
MINISTRY OF COMMUNICATIONS

# National Road Safety Action Plan, 2020-2024



# National Road Safety Action Plan, 2020-2024

The action plan set out in this document is the first of two national plans that are intended to support the implementation of Pakistan's *National Road Safety Strategy 2018-2030* which was launched in Islamabad on 15<sup>th</sup> November 2018.

The *National Road Safety Action Plan, 2020-2024*:

- summarises the key issues for each focus area
- sets out priority actions within each focus areas
- sets performance targets for each focus area.

The Action Plan was developed in consultation with national and provincial agencies responsible for roads, transport, traffic enforcement and post-crash response. It was endorsed by the 4<sup>th</sup> meeting of the National Steering Committee for Road Safety Actions in Pakistan held on 26<sup>th</sup> February 2020.

National delivery of the actions set out in this Action Plan will ensure that road safety efforts are strategically focused to initiatives which are proven to deliver fatality reductions in low- and middle-income countries. Its implementation will save lives, reduce morbidity, and significantly improve road safety for all road users throughout Pakistan.

# Abbreviations

ABS	Anti-lock Braking System
ADB:	Asian Development Bank
AVPU:	Alert, Voice, Pain, and Unresponsive
ASHICE:	Age, Sex, (immediate medical) History, Injuries/illness, Condition, Events
CAD:	Computer Aided Despatch
CDP:	Continuing Professional Development
DfID:	Department for International Development, UK Government
EDB:	Engineering Development Board
EMS:	Emergency Medical Services
ETO:	Excise and Taxation Office
GOP:	Government of Pakistan
HSIP:	Highway Safety Improvement Program
MOC:	Ministry of Communications
M/oNHSR&C:	Ministry of National Health Services Regulation and Coordination
NHA:	National Highway Authority
NH&MP:	National Highway and Motorway Police
NHN:	National Highway Network
NRSAP:	National Road Safety Action Plan 2020-2024
NRSC:	National Road Safety Council
NRSS:	National Road Safety Secretariat
NTRC:	National Transport Research Centre
PRF:	Patient Report Form
PSQCA:	Pakistan Standards and Quality Control Authority
RAP:	Road Assessment Program
UN:	United Nations
WHO:	World Health Organisation

# Foreword

The Government of Pakistan's road safety vision, as set out in the *National Road Safety Strategy, 2018-2030* is:

*“To create a safe and sustainable road network across Pakistan as part of the Government's commitment to bring a better quality of life to the people of the country.”*

The *National Road Safety Strategy, 2018-2030* sets out targets for 2030 which will enable Pakistan to save at least 6,000 lives than would otherwise be lost due to road traffic crashes and to deliver the international targets and initiatives to which it is a signatory.

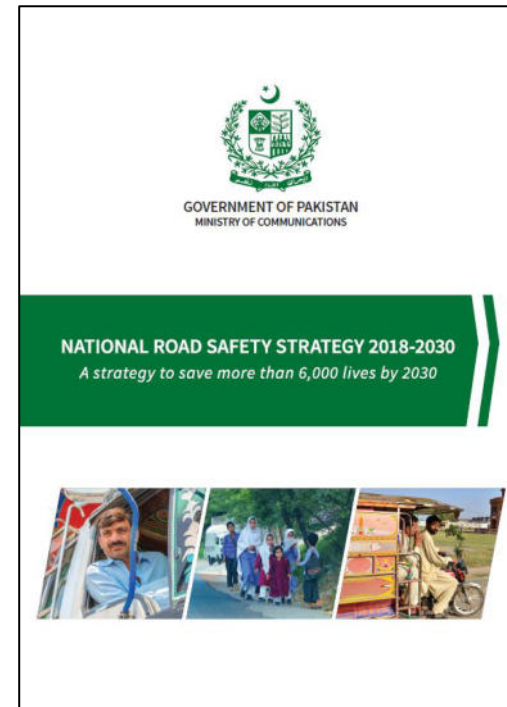
This Action Plan provides the link between the *National Road Safety Strategy, 2018-2030* vision and targets. It sets out priority initiatives in each road safety pillar area that aim to improve the safety of all road users and particularly vulnerable road users – pedestrians, motorcyclists, occupants of 3-wheeled vehicles, bicyclists, and also schoolchildren and the elderly who are at higher risk when traveling on the road network.

The National Strategy and this Action Plan require agencies at all levels of government to fundamentally change the way they approach road safety and adopt a 'results-based management approach' across all elements of the road transport system. It also requires key industry stakeholders and civil society to work collaboratively with the Government of Pakistan to improve the safety of roads, vehicles and all the people who use Pakistan's roads.

The National Road Safety Council and its Secretariat, which provide leadership for road safety in Pakistan, will coordinate and monitor the delivery of this Action Plan.

Everybody has a role to play in improving road safety in Pakistan.

Jawad Rafique Malik,  
Secretary Communications  
Government of Pakistan





# Implementation Plan



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### Issues

- Road safety in Pakistan has suffered because of past lack of strong leadership and management at central and provincial level.
- It is projected that over the next decade there will be significant growth in population, vehicle registrations, driver licenses, passenger, and freight travel.
- Unless the government implements strong measures, fatalities are estimated to increase by at least 33% by 2030. Serious injuries will increase commensurately.
- Current law mandates third party insurance for all vehicles. However currently the compliance rate is extremely low so that inadequate resources are available to cover the medical care and costs for crash victims.
- The National Road Safety Council and National Road Safety Secretariat have been approved and can significantly enhance road safety actions and outcomes.



### Key Focus Areas:

- A. Improving road safety leadership, management, and legislation
- B. Consistent crash and injury data
- C. Access to reliable crash and injury data
- D. Road safety funding
- E. Implementing the National Road Safety Action Plan
- F. Insurance



### Targets by the end of 2024:

- The National Road Safety Council and National Road Safety Secretariat are fully operational and resourced by on-going, adequate Government funding.
- National model road safety legislation has been developed and adopted by federal and provincial governments.
- The *National Road Safety Action Plan 2020-2024* has been implemented at national and provincial levels across Pakistan.
- Nationally standardised road crash and EMS casualty data are collected, analysed, and disseminated.
- A national Road Safety Observatory provides access to reliable crash and casualty data.
- Annual Road Safety Fatality Reports are submitted to the Minister for Communications and to Parliament.

Road Safety Management Actions		Level of activity				
		National	Provincial	Local Gov & District	Responsibility (Key Agency)	Timeline
Focus A: Improving road safety leadership, management, and legislation						
Strategy 1: Lead and manage nationally coordinated road safety action based on the <i>Safe System</i> approach						
1.1	Fully establish the National Road Safety Council (NRSC) and its National Road Safety Secretariat (NRSS) as the national road safety lead agency within legislation.	X			MoC	2021
1.2	Secure a sustainable GOP revenue base for the NRSS.	X	X		MoC (NRSS)	2020-2021
1.3	Lead the development of model national law which includes strengthened provisions for mandatory vehicle injury cover and submit to Cabinet.	X			MoC	2020-2021
1.4	Implement the key recommendations of the MoC <i>Guidelines on Road Safety Crash Database / Observatory</i> to improve the collection and analysis of reliable road traffic crash and injury data and dissemination of information and reports.	X	X		MoC, NTRC	2021-2024
1.5	Lead the agreement of nationally harmonised policies and protocols for the collection and reporting of road traffic crashes and injuries to enable authorized agencies to access reliable, standardised data for planning, monitoring, and research.	X	X		MoC, NRTC	2020-2020
1.6	Build the knowledge and skills of managers in national and provincial road safety stakeholder agencies to implement the road safety management system, focusing on interventions which reduce fatalities and performance monitoring.	X	X	X	MoC, NRSS	2020-2024
1.7	Support provincial governments, as requested, to establish a road safety lead agency.		X		NRSS	2020-2024
1.8	Ensure that expenditure for road safety campaigns is aligned with <i>Safe System</i> objectives.	X	X		MoC	2020-2024
1.9	Implement at least one annual national best practice campaign targeting seatbelts and one targeting correct motorcycle helmet use.	X			MoC	2020-2024
1.10	Monitor delivery of the NRSAP 2020-2024 and report on outcomes annually to the Federal Minister for Communications.	X			NRSC, NRSS	2020-2024





### Issues:

- The standard of roads varies widely in Pakistan. UN Target
- In urban areas, road design and operation remain car focused and safety standards for vulnerable road users (VRU) which comprise pedestrians, motorcyclists, occupants of 3-wheeled vehicles and bicyclists, is very poor.
- There is limited use of road signs and road markings across the network.
- A low proportion of the provincial highway network is fitted with median barriers to separate opposing flows and side barrier protection.
- There are many uncontrolled accesses to the high-speed arterial road network.
- There are many high-speed intersections but use of proven safety treatments such as roundabouts or traffic signals is limited.



### Key Focus Areas:

- A. Improving road engineering design standards
- B. Road planning, design, construction, improvement, and maintenance to ensure the safety of all road users, including VRUs
- C. Road safety audit and inspection
- D. Reducing hazardous locations
- E. Improving the safety level of the road network, including lower speed limits
- F. Improving safety at road worksites
- G. Improving urban road safety with a focus on vulnerable road users



### Targets by the end of 2024:

- All designs for National Highway Network (NHN) new construction or rehabilitation, have a higher safety rating than the existing road and have a minimum 3-star rating standard for all road users.
- 20% of sections of N-5 passing through linear settlements should have a minimum 4-star standard for pedestrians and motorcyclists.
- Road safety audits and inspections are implemented in the design, construction and pre-opening phases of all NHN projects and provincial road projects funded by external agencies.
- A data-based GIS mapping program is in use to identify and priorities hazardous locations on the National Highway Network and annual budget is allocated to treat high crash cluster locations ('black spots / 'black lengths') and/or mass action treatments.
- Data and information from the Pakistan Road Assessment Program (Pakistan RAP) provide the evidence base for prioritising road safety treatments on the NHN.

Safe Roads and Roadsides Actions		Level of activity				
		National	Provincial	Local Gov & District	Responsibility	Timeline
Focus A: Improving road engineering design standards						
Strategy 2.1: Improve existing road engineering standards to bring them in line with international road safety engineering						
2.1.1	Disseminate <i>Guidelines for Road Safety Engineering Parts 1&amp;2</i> for use within all national, provincial, and local government roads agencies responsible for roads construction and/or operation.	X	X	X	MoC, NHA, Provincial and District/Local Govt. Agencies	2020
2.1.2	Provide training to highway engineers and managers of roads/highways programs to support use of <i>Guidelines for Road Safety Engineering</i> .	X	X	X	NHA, HRTC and Provincial Highway Departments	2020-2024
2.1.3	Develop the Highway Research Training Centre (HRTC) as the national provider of road safety engineering and road safety project management training.	X			NHA	2022-2024
2.1.4	Introduce a category of <i>Road Safety Engineering</i> in the registration of consultants and contractors to develop a group of firms specialized in road safety engineering works.	X	X		NHA and Provincial Highway Departments	2024
Focus B: Road Planning, design, construction, improvement and maintenance to ensure the safety of all road users, including vulnerable road users						
Strategy 2.2 Ensure the safety needs of all road users are addressed in road planning, construction, improvement, and maintenance						
2.2.1	Ensure major consulting firms provide training to contractors to support implementation of standards set in the <i>Guidelines for Road Safety Engineering</i> .	X	X		NHA, HRTC, Provincial Agencies	2024

Safe Roads and Roadsides Actions		Level of activity				
		National	Provincial	Local Gov & District	Responsibility	Timeline
Focus C: Road Safety Audit and Inspection on national highways						
Strategy 2.3: Enhance use of road safety engineering programs and processes to ensure the safety of all road users						
2.3.1	Provide specialist training to support the expansion of Pakistan RAP.	X			NHA	2020-2024
2.3.2	Disseminate the <i>National Road Safety Audit Policy, Procedures and Guidelines</i> defining procedures, roles, and responsibilities, monitor their implementation on all new National Highway Network projects and support their adoption as a technical guideline in all provinces.	X	X		NHA	2020-2024
2.3.3	Provide on-going Road Safety Audit training.	X	X	X	NHA and Provincial Agencies	2020-2024
2.3.4	Ensure road safety audits based on the <i>Safe System</i> principles are conducted during the design of new roads and intersections to identify and address safety deficiencies for all road users ('proactive approach').	X	X		NHA and Provincial Highway Departments	2020-2024
2.3.5	Develop a pathway for international Road Safety Audit accreditation for road safety engineers.	X	X		NHA, HRTC, Provincial Agencies	2023-2024

Safe Roads and Roadsides Actions		Level of activity				
		National	Provincial	Local Gov & District	Responsibility	Timeline
Focus D. Eliminate hazardous locations						
Strategy 2.4: Develop capacity to identify hazardous road sections and locations						
2.4.1	Provide ongoing training for highway engineers in the complementary use of road safety engineering tools including road safety inspections and blackspot identification, to identify high-risk sections and crash cluster locations ('reactive approach').	X	X	X	NHA, Provincial District/Local agencies	2020-2024
2.4.2	Develop a framework and system to define and rank high crash cluster locations ('black spot map') on national highways and motorways.	X	X	X	NHA, Provincial District/Local agencies	2021-2022
Focus: E. Improving the safety level of the road network, including lower speed limits						
Strategy 2.5: Treat high risk road sections identified to improve safety for all road users						
2.5.1	Expand Pakistan RAP assessment of the NHN.	X			NHA	2020-2024
2.5.2	Implement at least one pilot <i>Safe System</i> infrastructure mass action and/or route-based project on the NHN and evaluate to identify what works in Pakistan.	X	X		NHA, Provinces, HTRC	2020-2021
2.5.3	Establish a National Highway Safety Improvement Program (HSIP) which uses Pakistan RAP to rank and prioritise potential treatments on risk reduction effectiveness and value for money.	X			NHA	2024
2.5.4	Implement an annual works plan to improve highway safety standards and/or safety star ratings.	X	X		NHA, Provincial agencies	2022-2024
2.5.6	Evaluate at least one new infrastructure treatment program on the NHN for crash reduction effectiveness and disseminate data widely.	X			NHA	2024

Safe Roads and Roadsides Actions		Level of activity				
		National	Provincial	Local Gov & District	Responsibility	Timeline
Focus F: Improving safety at road work zones						
Strategy 2.6 Improve safety at road work zones						
2.6.1	Develop model <i>Guidelines for Traffic Management at Roadwork Zones</i> to harmonise safety standards for road workers and all road users and conduct training.	X	X	X	NHA, HRTC, NRSS	2021-2022
2.6.2	Review work zone safety requirements in standard contract road works documents and revise as required to improve safety standards and ensure enforceable sanctions (penalties) for non-compliance.	X	X		NHA, Provincial District/Local highway agencies	2023-2024
2.6.3	Implement internal procedures to monitor compliance with new standards and contract requirements.	X	X	X	NHA, Provincial District/Local highway agencies	2023-2024
2.6.4	Establish a model process for removing non-compliant contractors from register of prequalified consultant engineering firms.	X			NHA	2024
Focus G: Improving the safety of vulnerable road users (VRU) focusing on pedestrians, motorcyclists, 3-wheeled vehicle occupants and bicycle riders.						
Strategy 2.7 Improve existing road engineering standards to improve VRU safety						
2.7.1	Design standardized and user-friendly treatments to improve the safety of VRUs in urban areas, including footpaths, speed calming treatments, at-grade road crossing treatments including timed pedestrian signals, road crossing facilities, lines and signs, separated motorcycle lanes and service roads.	X	X	X	NHA, Provincial District/Local highway agencies	2020-2024

## Safe Speeds– Setting Safe Speed Limits and Ensuring Compliance



### Issues:

- Speed limits on Pakistan roads are extremely high relative to the safety standards of roads and vehicle and large number of vulnerable road users (VRUs).
- Globally accepted research by the World Health Organisation (WHO) shows that a 5% reduction in average (mean) speed will achieve a 30% reduction in fatal road crashes.
- Legislation is required for delegation on speed limit setting.
- Speed limits above 50km/h are unsafe on roads in cities where VRU mix with larger vehicles. Setting and enforcing urban speed limits based on Safe System principles is essential to reduce fatalities. The key focus area is capital cities and cities with populations of  $\geq 5$  million people.
- There is significant observational and research evidence that LTV and HTV differential speed limits on urban roads result in unsafe overtaking. A review of this policy as it is applied to urban roads in capital cities and cities with  $\geq 5$  million people is required.
- On urban roads in cities, slow moving farm vehicles and tractor trolleys create a significant safety issue due to the large range in differential speed.



### Key Focus Areas:

- A. Setting appropriate speed limits
- B. Reviewing and, where required, using *Safe System* principles to set lower speed limits on high-risk and high-crash locations
- C. Reducing urban speed limits
- D. Enhancing compliance with speed limits



### Targets by the end of 2024:

- Speed limits on national and major provincial highways have been reviewed, and where necessary speed limits have been reduced.
- At least one capital city/city with population of  $\geq 5$  million people has endorsed the implementation of a 50km/h urban speed limit.



Safe Speeds Actions		Level of activity				
		National	Provincial	Local Gov & District	Responsibility	Timeline
Focus A: Setting appropriate speed limits						
Strategy 3.1: Ensure speed limits are based on the <i>Safe System</i> approach						
3.1.1	Ensure the model Road Safety Act delegates speed limit setting to the NHA and provincial road agencies	X			MoC	2020-2021
3.1.2	Ensure the model Road Safety Act provides for speed limit enforcement and associated technology tools.	X			MoC	2020-2021
3.1.4	Develop an <i>Urban Speed Limit Policy and Guidelines</i> based on the <i>Safe System</i> approach.	X	X	X	NRSS and Provincial roads and transport agencies.	2021-2024
Focus B: Reviewing and lowering speed limits on high-risk and high-crash locations						
Strategy 3.2: Ensure speed limits are based on <i>Safe System</i> approach						
3.2.1	Conduct speed limit reviews in high fatal crash zones and, where engineering treatments are not feasible in the short term, use the <i>Safe System</i> approach to lower speed limits as required.	X	X	X	All roads agencies.	2021-2024
Focus C: Reducing urban speed limits						
3.3.1	Implement a 50 km/h speed limit on urban roads in capital cities and other cities with a population of $\geq 5$ million.	X			NHA and Provincial highway agencies.	2024
3.3.2	Improve sign-posting of speed limits, including electronic signboards in urban areas.	X	X	X	NHA, Provincial and Local Govt. agencies	2024
3.3.3	Develop a <i>before and after</i> research survey using emergency services injury data to evaluate at least one 50km/h speed limit program.	X			NTRC	2021-2024

## Safe Vehicles – Improving the safety quality of vehicles and ensuring vehicle occupants and all road users are safe



### Issues:

- Vehicle safety is a key UN road safety pillar.
- In Pakistan the MVO, 1965 and MVR, 1969 set vehicle manufacturing standards with the result that locally manufactured vehicles have poor structural standards and lack vehicle safety technologies such as crumple zones, rear seat safety belts, ABS, electronic stability control, side impact protection, airbags, and child restraint fixtures.
- Overloading of heavy vehicles is common, increases crash risk and prematurely destroys road pavement.
- There are considerable differences in vehicle inspection and licensing requirements across the country.
- Slow moving vehicles create a significant safety issue on some routes due to the large range in differential speeds on these roads. These include farm vehicles and tractor trolleys and motor rickshaws and motorcycle rickshaws.



### Key Focus Areas:

- A. Improving vehicle and equipment safety standards
- B. Vehicle inspection and maintenance
- C. Public passenger vehicle safety
- D. Vehicle overloading
- E. Slow moving vehicles



### Targets by the end of 2024:

- Pakistan is a full member of the World Forum for Harmonization of Vehicle Regulations (WP.29) and implementation has commenced.
- Penalties for vehicles standards and vehicle licensing offences have been reviewed and revised to reflect road safety risk.
- A national heavy vehicle inspection and licensing minimum standard is implemented throughout Pakistan
- The UN motorcycle helmet technical standard (equivalent) is implemented and enforced for all helmets manufactured and/or sold in Pakistan

Safe Vehicles Actions		Level of activity				
		National	Provincial	Local Gov & District	Responsibility	Timeline
Focus A: Improving vehicle and equipment safety standards						
Strategy 4.1: Improve the standard of vehicles and safety equipment manufactured or imported in Pakistan in line with international safety standards						
4.1.1	Ensure the model national Road Safety Act includes provision for adopting global regulations such as the WP.29 and ADR.	X			MoC	2020-2020
4.1.2	Adopt the UN Regulation ECE/TRANS/WP.29 and identify the commencement date which mandates compliance with first the 10 sections of WP.29 regulations for all vehicles manufactured in or imported into Pakistan.	X			Engineering Development Board Ministry of Industry and Commerce (EDB)	2020-2020
4.1.3	Adopt ADR regulations on the transportation of all types dangerous goods and identify the commencement date	X			Ministry of Communication	2024
4.1.4	Adopt the UN Regulation No 22 technical standard for motorcycle helmet safety or its equivalent and identify a commencement date.	X			Ministry of Science & Technology (PSQCA)	2024
4.1.5	Motor vehicle registration authorities to ensure that all vehicles have 3 <sup>rd</sup> party insurance cover issued by approved insurance providers through verification of insurance policy details.	X	X		Motor Vehicle Licensing Authorities & Excise and Taxation (ETO)	2024

Safe Vehicles Actions		Level of activity				
		National	Provincial	Local Gov & District	Responsibility	Timeline
Focus B. Vehicle inspection and maintenance						
Strategy 4.2 Ensure that vehicles operating on the road are mechanically sound and comply with vehicle safety requirements						
4.2.1	Finalize <i>National Guidelines for Vehicle Licensing</i> which address requirements for light and heavy vehicle registration, periodic technical inspections, insurance, and safety.	X			MoC	2020
4.2.2	Implement the recommendations of the <i>National Guidelines for Vehicle Licensing</i> , prioritising those relating to heavy vehicles and public service vehicles.	X	X		Regional & District ETOs & Transport Authorities	2020-2024
4.2.4	Implement improved standards for periodic technical inspections based on ECE/TRANS/WP.29/2009/13 to improve the safety of formal industry manufacturing of heavy vehicles and public service vehicles.	X	X		District/Regional Transport Authorities	2020-2024
Focus C: Public Passenger Vehicle Safety						
Strategy 4.3: Improve the safety public passenger vehicles						
4.3.1	Develop a 'last mile connectivity' policy which limits access for motorcycle rickshaws and qingqis on highways and multi-lane urban arterial roads.	X	X		NRSS and Provincial Transport Departments	2022-2020

Safe Vehicles Actions		Level of activity				
		National	Provincial	Local Gov & District	Responsibility	Timeline
Focus D. Vehicle overloading						
Strategy 4.4 Improve the level of compliance of heavy vehicle configuration of axles, axle loadings and dimensions on all roads						
4.4.1	Fully implement legislated axle load limit on the national highway network.	X			MoC	2020-2024
4.4.2	Progressively implement mandatory weigh stations at all ports and dry ports across the country.	X	X		NHA and Provincial Govts.	2020-2024
4.4.3	Enforce legislated vehicle dimension standards on the national and provincial highway network.	X	X		NH&MP & Provincial authorities	2020-2024
Focus E: Slow moving vehicles						
Strategy 4.5: Ensure slow moving vehicles do not create safety hazards for other road users						
4.5.1	Develop limited access policies and programs which regulates travel by farm vehicles, auto rickshaws and qingqis on the road network.	X	X		NRTC & Provincial authorities	2020-2021
4.5.2	Address the licensing of trailer units within the model Road Safety Act.	X			MoC	2020

## Safe Road Users – Ensuring drivers are trained, informed, aware and responsible and that all road users comply with road rules



### Key issues:

- Pakistan is a signatory to the UN Global Road Safety Performance Targets for 2030.
- Current legislation (NHSO 2000 and MVO 1965) is outdated and does not meet best practice standards or support Police enforcement.
- Global research confirms that significant and sustainable trauma reductions can be achieved through setting and enforcing lower speed limits, increased seatbelt use and helmet wearing.
- Police enforcement should target seat belt use, correct helmet wearing and speeding to reduce trauma and achieve interim targets.
- Driver licensing systems vary and there are significant inadequacies. All drivers must be effectively assessed and certified as having adequate knowledge of road rules and key risk factors and the required level of technical competence to safely operate on the road network.
- Regulation of commercial passenger and freight transport vehicle drivers must be implemented and strictly enforced.
- Awareness of high-risk behaviours is low amongst all road users.



### Key Focus Areas:

- A. Legislation
- B. Enforcement of road rules
- C. Driver licensing standards
- D. Commercial vehicle driver safety
- E. Increasing awareness of high-risk behaviours



### Targets by the end of 2024:

- All Learner License applicant complete a Theory Test which meets the standard set out in the Guidelines.
- Heavy Vehicle Driver License applicants complete a Theory Test and on-road Practical Test which meet the standards set out in the Guidelines.
- Driver Licensing Authorities implement commercial driver licensing assessment that include a practical driving test on a public road.
- Observed rate of driver and front seat passenger (FSP) seatbelt wearing is close to 100% respectively on motorways under NH&MP authority.
- Observed rate of driver and FSP seatbelt wearing is at least 70% and 40% respectively on national highways and in all capital cities and in cities with a population of  $\geq 1$  million.
- Observed rate of correct helmet wearing on national and provincial highways and on **all roads** in capital cities and in cities with a population of  $\geq 1$  million is at least 60% for motorcycle riders and at least 40% for motorcycle passengers.



Safe Road User Actions		Level of activity				
		National	Provincial	Local Gov & District	Responsibility	Timeline
Focus A: Legislation						
Strategy 5.1 Ensure that legislation promotes and prioritises road safety						
5.1.1	Review and revise legislation for key risk factors and behaviours to meet global good practice standards.	X			MoC	2020-2024
5.1.2	Conduct a risk-based review of road traffic sanctions and revise as required to enhance their deterrence effect.	X	X		NRSS	2024
5.1.3	Implement information programs to inform Traffic Police, drivers, and passengers on changes to legislation and penalties.	X	X		MOC, NH&MP Provincial Police	2024
Focus B: Enforcement						
Strategy 5.2: Enhance strategic enforcement which targets high risk behaviours						
5.2.1	Implement traffic police training programs to enhance knowledge of key crash risks and capacity to implement intelligence-based enforcement.		X	X	MoC	2020-2024
5.2.2	Provide training for traffic police on crash recording (e.g. run-off road into object, off road on-curve).		X	X	MOC	2020-2024
5.2.3	Increase targeted enforcement of seatbelts for drivers and front seat passengers, speeding and correct helmet wearing on the NHN.	X			NH&MP	2020-2024
5.2.4	Increase targeted enforcement of seatbelts for drivers and front seat passengers, correct helmet wearing for riders and passengers and speeding on provincial highways and urban road networks.		X	X	Provincial Police and City Transport Departments	2020-2024
5.2.5	Enhance use of electronic information and enforcement systems (variable message signs, speed, and red-light cameras) on motorways, highways, urban arterial road and at intersections.	X	X	X	All agencies	2021-2024

5.2.7	Implement baseline and annual travel speed monitoring on representative sections of roads to monitor o speed limit compliance.	X			NHA, Provincial and City roads Departments	2020-2024
5.2.8	Enforce banning of passengers (including driver assistant) traveling on the exterior of public passenger vehicle on all provincial highways and urban roads.		X	X	NH&MP & Provincial Police	2020-2024
<b>Focus C. Driver Licensing Standards</b>						
<b>Strategy 5.3 Improve the quality of driver licensing and training for drivers to enhance safety</b>						
5.3.1	Implement recommendations of the <i>National Guidelines for Driver Licensing</i> prioritising recommendations for heavy vehicle and commercial drivers.	X	X		MOC, NH&MP and provincial DLAs	2020-2024
5.3.2	Develop model legislation to address driver licensing for auto rickshaw and qingqi drivers.	X			MOC	2020-2021
5.3.3	Develop uniform learner permit requirements which include a electronic theory test with specific pass/fail requirements prior to the issue of a learner permit.	X	X		MOC, NH&MP and provincial DLAs	2024
5.3.4	Develop and implement standardised set of driver theory test questions for each license category: car drivers, motorcycle riders, commercial drivers, and heavy vehicle drivers consistent with international standards.	X	X		MOC, NH&MP and provincial DLAs	2021-2024
5.3.5	Develop and implement a national practical driving test standard for heavy vehicle drivers that includes a practical driving test on a public road, consistent with international standards.	X	X		MOC, NH&MP and provincial DLAs	2021-2024

Safe Road User Actions		Level of activity				
		National	Provincial	Local Gov & District	Responsibility	Timeline
<b>Pillar 4: Safe Road Users</b>						
<b>Focus D: Commercial vehicle safety</b>						
<b>Strategy 5.4 Ensure that commercial vehicles operate safely on the road network</b>						
5.4.1	Disseminate findings of the review of national enforcement regulations, standards, and practices, including use of technology-based systems and assessment against international good practice standards	X	X	X	NH&MP	2020
5.4.2	Pilot the Implementation of Certificate of Professional Competence (CPC) training courses for HTV drivers of Intercity Buses and Fuel Tankers	X			NH&MP	2020-2024
<b>Focus E: Increasing awareness of high-risk behaviours</b>						
<b>Strategy 5.5: Implement best practice education programs and campaigns to increase awareness of risk factors and safe behaviours</b>						
5.5.1	Implement media campaigns to support targeted Police enforcement of seatbelts, correct helmet use, speeding and unlicensed driving.	X	X	X	MoC, provincial and city agencies and NGOs	2020
5.5.2	Display seatbelt and helmet safety messages on electronic message boards and digital billboards.	X	X	X	NHA, provincial and city agencies and NGOs	2020-2024
5.5.4	Develop school education programs focusing on seatbelt and helmet use, 1122 emergency ambulance numbers.	X			National Road Safety Council	2020

## Post-crash care – Providing high quality and timely professional emergency medical and rescue services to crash victims



### Key Issues

- Currently the health system, particularly for emergency pre-hospital care, is fragmented across Pakistan.
- Improved national post-crash response standards are required to reduce current high fatality and morbidity levels.
- There is no national legislation to ensure all Pakistanis can access efficient and high-quality pre-hospital emergency medical services (EMS).



### Key Focus Areas:

- A. Establishing a harmonized EMS Legislative Framework
- B. Standardising and Improving Quality of Care
- C. Reducing Response time for 1<sup>st</sup> Professional Assistance



### Targets by the end of 2024:

- A National Legislative Framework is established for the provision of state funded and administered pre-Hospital EMS services across all provinces and territories in Pakistan.
- 1122 is fully established as the single official emergency access number for emergency Ambulance, Fire and Rescue Services in North Pakistan.
- The Pakistan Pre-Hospital Emergency Care Council reporting directly to the M/oNHSR&C is established in law.
- All medical services establish and appoint a Clinical Lead position as part of the of the I medical management team.
- In Provinces and Territories which implement the Rescue 1122 operational delivery model, services which meet international standards operate in at least 75% of districts.
- A fully Integrated and Networked Computer Aided Dispatch (CAD) software package is specified, identified, trialled, and evaluated to inform the national roll out of a CAD system by 2030.

Post-Crash Care Actions		Level of activity				
		National	Provincial	Local Gov & District	Responsibility	Timeline
Focus A. Establishing an EMS Legislative Framework						
Strategy 6.1: Develop and implement model EMS legislation for Pakistan						
6.1.1	Produce and disseminate <i>National Guidelines for Post-crash Response</i> and support provinces to implement recommendations.	X	X		MOC, M/o NHR&C, EMS Agencies, & Provincial Health Depts.	2020-2024
6.1.2	Mandate inclusion of 1122 as the single contact number for emergency ambulances in all public information materials in provinces and territories serviced by government managed EMS.	X	X		MoC, M/oNHR&C, & Provincial Health Depts.	2020-2020
6.1.3	Encourage major commercial transport and logistics employers to ensure all drivers within their workforce successfully complete the 1st Aid Training Program.	X	X		MoC	2021
6.1.4	Develop a nationally agreed uniform definition for road crash 'serious injury'	X	X		M/o NHR&C, EMS Agencies, & Provincial Health Depts.	2020-2021

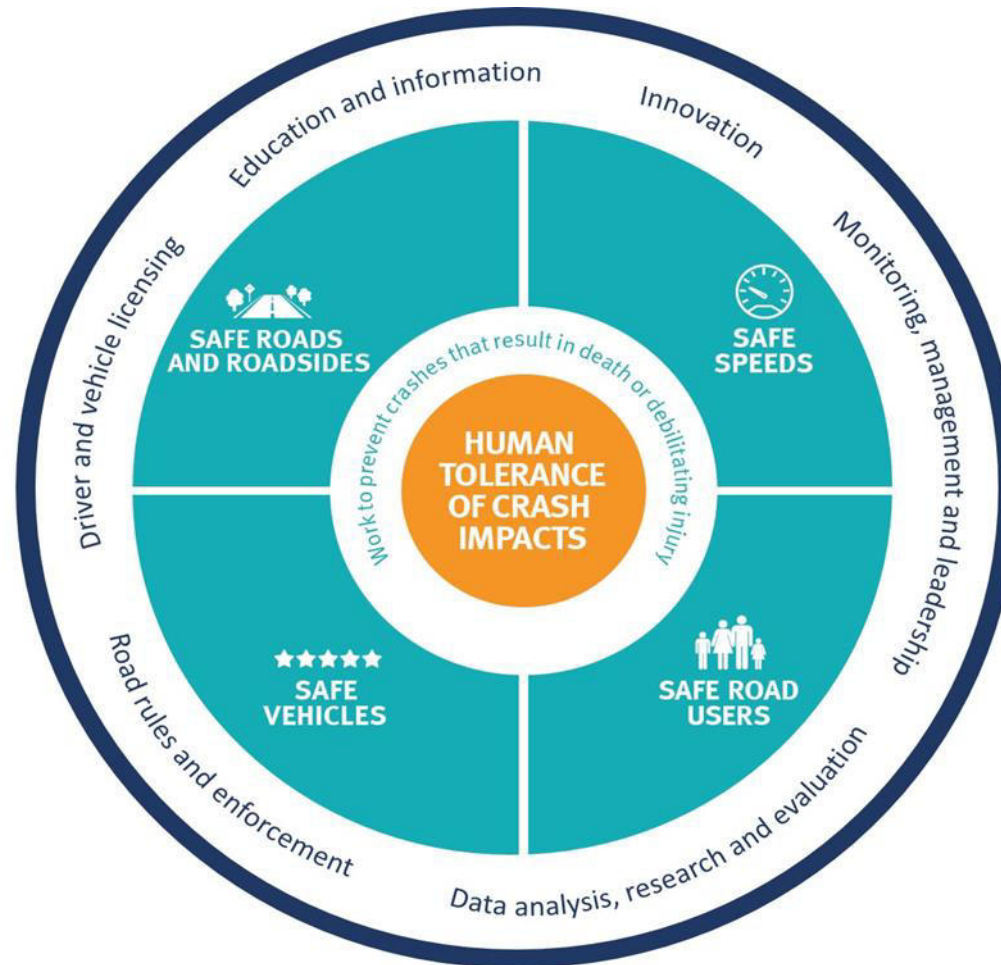
Post-Crash Care Actions		Level of activity				
		National	Provincial	Local Govt & District	Responsibility	Timeline
Focus B: Enhancing Operating Standards						
Strategy 6.2: Standardizing and improving quality of care						
6.2.1	Include provision for the establishment of a National Pre-hospital Emergency Care Council (PHECC) peak body in the national model Road Safety Act.	X			MoC, M/oNHSR&C	2020
6.2.2	Progressively roll-out the Rescue 1122 emergency model in all districts throughout Pakistan		X	X	EMS & Provincial Health Depts.	2020-2021
6.2.3	Implement pilot projects to appoint a Clinic Lead responsible for clinical leadership in at least one EMS agency and at least one major government trauma hospital in each province and evaluate effectiveness.	X	X	X	EMS Providers & Provincial Health Depts.	2024
6.2.4	All EMS agencies and emergency trauma hospitals to conduct a minimum of two Clinical Audits to inform training strategies.	X	X	X	EMS Providers & Provincial Health Depts.	2020-2020
6.2.5	Ensure international accreditation of EMS Training Program content and provision to ensure a minimum requirement of certificated EMT training for all ambulance staff who crew government managed emergency ambulances in all provinces.	X	X		EMS Providers	2020-2024
6.2.6	Introduce continuing professional development (CPD) training for all EMS staff.	X	X	X	EMS Providers & training agencies	2024
6.2.7	Conduct an annual road traffic crash joint training exercise between emergency services (police, fire, and ambulance), and assess capacity, interoperability, and operational effectiveness.		X		Emergency Services & Disaster Management Committee	2021
6.2.8	Standardize the definition of a reduced level of consciousness by the utilization of the acronym A.V.P.U. [Alert, Voice, Pain, and Unresponsive] across all pre-hospital and facility-based care.	X	X		Pre-hospital Emergency Care Council	2021



6.2.9	Standardize the procedure for Pre-alert and Handover of casualties by the utilization of the acronym A.S.H.I.C.E.: [Age, Sex, (immediate medical) History, Injuries/illness, Condition, Events].	X	X		Pre-hospital Emergency Care Council	2021
6.2.10	Introduce hospital inspection programs to verify that trauma services comply with WHO mandated standards and are appropriately classified as Level 1, 2, or 3.		X	X	M/oNHSR&C, Provincial Health Depts.	2024
<b>Focus C: Reducing Response time for 1<sup>st</sup> professional assistance</b>						
<b>Strategy 6.3: Improve 1<sup>st</sup> response</b>						
6.3.1	Actively engage with Community groups i.e. mosques, primary schools, major employers [transport and logistics, and manufacturing] to publicise 1122 as the emergency contact number throughout North Pakistan.		X	X	Mo/NHSR&C, & Provincial Health Depts & NGOs	2020-2024
6.3.2	Encourage major commercial transport and logistic employers to ensure all drivers within their workforce successfully complete the 1st Aid Training Program.	X	X		NRSS & Provincial Health Depts	2020-2024
<b>Focus C: Reducing Response time for 1<sup>st</sup> professional assistance</b>						
<b>Strategy 6.4: Standardise and harmonize systems to ensure interoperability</b>						
6.4.1	Develop a TOR for a Computer Aided Despatch (CAD) system that meets international best practice standards and can be nationally integrated with all government funded agency despatch systems.		X		Provincial EMS agencies and Health Departments	2020
6.4.2	Pilot and evaluate the CAD system in at least one province in North Pakistan.		X	X	Provincial EMS	2021-2024
6.4.3	Improve field communications and pre-alert systems between mobile units and hospitals.	X	X		EMS agencies and emergency hospitals	2020-2024
6.4.4	Develop and adopt nationally consistent definitions for road crash 'fatality' and 'serious injury' classification and agreed timelines for their implementation.	X	X		M/oNHSR&C Provincial Health Depts, EMS agencies	2020

Post-Crash Actions		Level of activity				
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Focus C: Reducing Response time for 1 <sup>st</sup> professional assistance						
Strategy 6.4: Standardise and harmonize systems to ensure interoperability						
6.4.5	Review Despatch Data collection forms and revise as required to standardised data fields to enable data analysis and reporting of achievements against KPI targets.	X	X		EMS agencies	2020-2024
6.4.6	Review and standardize EMS Ambulance Patient Report Form (PRF) in all provinces to ensure all required data fields are recorded and reported against Response, Clinical Care and Quality standards.	X	X		EMS agencies M/oNHSR&C	2020-2024
6.4.7	Collect, analyse and disseminate morbidity data relating to road traffic crashes and use data to advocate for road safety programs.		X	X	EMS agencies	2020-2024
6.4.8	Improve the interoperability and co-ordination of data systems used in government funded and managed emergency services	X	X	X	EMS agencies	2020-2024

# Global *Safe System* approach



Adapted from WHO

# UN 2030 Road Safety Targets



- PILLAR 1: Road safety management
- PILLAR 2: Safer roads and mobility
- PILLAR 3: Safe vehicles
- PILLAR 4: Safe road users
- PILLAR 5: Post-crash response