

UNITED NATIONS ECONOMIC COMMISSION FOR EUROPE
UNITED NATIONS ECONOMIC COMMISSION FOR LATIN AMERICA AND THE CARIBBEAN
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Road Safety Performance Review

Georgia



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From Reforming to Performing

Funded by the
United Nations Development Account



UNITED NATIONS

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NOTES

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United Nations Economic Commission for Europe

The United Nations Economic Commission for Europe (UNECE) is one of the five United Nations regional commissions administered by the Economic and Social Council (ECOSOC). It was established in 1947 with the mandate to help rebuild post-war Europe, develop economic activity and strengthen economic relations among European countries, and between Europe and the rest of the world. During the Cold War, UNECE served as a unique forum for economic dialogue and cooperation between East and West. Despite the complexity of this period, significant achievements were made, with consensus reached on numerous harmonization and standardization agreements.

In the post-Cold War era, UNECE acquired not only many new member States, but also new functions. Since the early 1990s the organization has focused on analyses of the transition process, using its harmonization experience to facilitate the integration of Central and Eastern European countries into global markets.

Today UNECE is the forum where the countries of the whole of Europe, Central Asia and North America – 56 countries in all – come together to forge the tools of their economic cooperation. That cooperation encompasses economics, statistics, environment, transport, trade, sustainable energy, timber and habitat. The Commission offers a regional framework for the elaboration and harmonization of conventions, norms and standards. In particular, UNECE's experts provide technical assistance to the countries of South-East Europe and the Commonwealth of Independent States. This assistance takes the form of advisory services, training seminars and workshops where countries can share their experiences and best practices.

Transport in UNECE

The UNECE Sustainable Transport Division acts as the secretariat of the Inland Transport Committee and the ECOSOC Committee of Experts on the Transport of Dangerous Goods and on the Globally Harmonized System of Classification and Labelling of Chemicals.

The Inland Transport Committee and its 20 working parties, as well as the ECOSOC Committee and its sub-committees, are intergovernmental decision-making bodies that work to improve the daily lives of people and businesses around the world in measurable ways and with concrete action to enhance traffic safety, environmental performance, energy efficiency and the competitiveness of the transport sector.

The Inland Transport Committee is a unique intergovernmental forum that was set up in 1947 to support the reconstruction of transport connections in post-war Europe. Over the years, it has specialized in facilitating the harmonized and sustainable development of inland modes of transport. The main and most well-known results of its ongoing work are reflected in the following outcomes:

- Fifty-eight United Nations conventions and many more technical regulations, which are updated on a regular basis and provide an international legal framework for the sustainable development of national and international road, rail, inland water and intermodal transport, including the transport of dangerous goods, as well as the construction and inspection of road motor vehicles.
- The Trans-European North-South Motorway, Trans-European Railway and the Euro-Asia Transport Links projects, which facilitate multi-country coordination of transport infrastructure investment programmes.
- The TIR system, which is a global customs transit facilitation solution.
- The tool called For Future Inland Transport Systems (ForFITS), which can assist national and local governments in monitoring carbon dioxide (CO₂) emissions coming from inland transport modes and in selecting and designing climate change mitigation policies, based on their impact and adapted to local conditions.
- Transport statistics – methods and data – that are internationally agreed on.
- Studies and reports that help transport policy development by addressing timely issues, based on cutting-edge research and analysis.
- Special attention to Intelligent Transport Services, sustainable urban mobility and city logistics, as well as to increasing the resilience of transport networks and services in response to climate change adaptation and security challenges.

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List of acronyms

ADB	Asian Development Bank
AGR	European Agreement on Main International Traffic Arteries
ADR	European Agreement on the International Carriage of Dangerous Goods by Road
BLS	Basic Life Support
CAD	Common Accident Data
CRRC-Georgia	Caucasus Research Resource Centre of Georgia
CNG	Compressed Natural Gas
EASST	Eastern Alliance for Safe and Sustainable Transport
EBRD	European Bank for Reconstruction and Development
EIB	European Investment Bank
EU	European Union
GASR	Georgian Alliance for Safe Roads
GDP	Gross Domestic Product
GFEI	Global Fuel Economy Initiative
GHG	Greenhouse Gas
ITS	Intelligent Transport System
INDC	Intended Nationally Determined Contributions
LEPL	Legal Entity of Public Law
LTA	Land Transport Agency
LPG	Liquefied Petroleum Gas
MDF	Municipal Development Fund of Georgia
MESD	Ministry of Economy and Sustainable Development of Georgia
MIA	Ministry of Internal Affairs of Georgia
MRDI	Ministry of Regional Development and Infrastructure of Georgia
MLHSA	Ministry of Labour, Health and Social Affairs of Georgia
NGO	Non-Governmental Organization
NMT	Non-Motorized Transport
PHTLS	Pre-Hospital Trauma Life Support
RWIS	Road Weather Information Station
TRACECA	Transport Corridor Europe-Caucasus-Asia
TEPHINET	Training Programmes in Epidemiology and Public Health Interventions Network
UNECE	United Nations Economic Commission for Europe
USAID	United States Agency for International Development
WB	World Bank
WHO	World Health Organization

Executive Summary

The project “Strengthening the national road safety management capacities of selected developing countries and countries with economies in transition” aims to assist four countries: Albania, Dominican Republic, Georgia and Viet Nam to address priority road safety needs by improving their national road safety management systems. The first step in building national road safety capacities was to assess the road safety situation and road safety management system through the Road Safety Performance Review in Georgia. Based on the available documents, information and statistics in the country, national consultants in cooperation with government stakeholders, academia, NGO and private sector representatives, local and international experts and UNECE staff prepared the review. The review identified the most critical aspects for the development of the national road safety system of Georgia and offered recommendations for its improvement. The project team used a multipronged approach to assess the current road safety situation in Georgia. It included analyses of the following topics: the legal and institutional framework for road safety, the current road safety situation and trends, limitations in capacities, financial and human resources, gaps in the national legal and regulatory framework, compliance of Georgian legislation with international road safety instruments, and coordination among road safety stakeholders. The review also highlights good practices in road safety and emphasizes the importance of accession to and implementation of key United Nations road safety related legal instruments, as an effective means for improving road safety management at the national level.

The discussion of Georgia’s Road Safety Performance Review was conducted at national and international capacity building workshops. The workshops were attended by the members of the National Road Safety Inter-Agency Commission, the National Road Safety Working Group, as well as representatives of international financial institutions, academia, NGOs and the private sector.

In Georgia, the number of road accidents and fatalities remains unacceptably high, more than twice as high as the EU average. Such figures bring huge economic costs, with the average annual loss to the country caused by road traffic accidents estimated at over 3% of GDP. With a rate of almost two fatal accidents per day, traffic accidents are firmly placed in the top five causes of death in Georgia, and they are the leading cause of death of children and young adults aged from 5 to 29 years. So far, Georgia’s transportation system does not provide its citizens, visitors and businesses with safe, efficient, reliable and cost-effective mobility options.

In Georgia, the road infrastructure has traditionally maximized economic efficiency at the expense of safety. Now the paradigm is changing to optimize the movement of people and goods with road safety in mind. Road infrastructure that emphasizes traffic calming and that cares for the needs of vulnerable road users is particularly important in Georgia where approximately 25% of the deaths and injuries involve pedestrians. Georgia has to adopt unified national road design standards and road infrastructure safety management regulations. The Review has identified several key areas that can make a positive impact to ensure safer roads: separation of different road users, elimination of interaction between high-speed traffic and vulnerable road users, auditing/inspecting existing road infrastructure regularly and promoting more sustainable modes of transport, including public transport, walking and cycling.

One in three road deaths in Georgia is due to speeding. The Review focuses particularly on the speed limits set for urban roads, with a high concentration of vulnerable road users. The existing general speed limit of 60 km/h is unsafe in urban areas and should be reduced to 50 km/h. Effective speed management requires that local authorities should have the legal authority to reduce limits, so they can manage local speeds according to the specificities of individual roads. Enforcement of existing speed limits is also a critical issue. Therefore, the country needs to develop the capacity of the patrol police to increase the application of new technologies in enforcement. As well as speed, other key behavioural risk factors can be mitigated by effective legislation including drink driving and non-use of helmets, seat belts and child restraints. Georgia should introduce comprehensive laws concerning the use of seat belts for rear-seat occupants and child restraint systems.

Based on the Safe System approach, Georgia could advance road safety management by further increasing coordination between key stakeholders and strengthening human capacity at the national and local levels. Another priority is to improve road safety data collection, analysis and dissemination. Capacity building must

be a priority; a train-the-trainers model could be developed in order to speed up the sharing of knowledge for road safety stakeholders in all sectors. The efficient implementation of United Nations regulations for safer vehicles and protective equipment would also enhance road safety.

To effectively monitor the implementation of the road safety action plan, the Review recommends the development of an integrated data management system and safety performance indicators. The National Road Safety Working Group has a coordinating role. Hence, it is recommended to review the composition of the working group and to invite additional representatives from regional and local government bodies, private sector and NGOs.

Global road safety strategic framework developments were taken into account in the preparation of the Review. While keeping the United Nations Decade of Action for Road Safety 2011-2020 and Sustainable Development Goals 3 and 11 in mind, Georgia has to tailor future road safety strategies and good practice manuals to the local context.

Given the rapid motorization and growing economic activity in Georgia, there is a critical need to address the road safety situation in a holistic way. It is clear, as motorized traffic increases, exposure to risk will also increase and government policy to prioritize road safety is warranted. Only by implementing targeted actions will the number of fatalities and injuries be reduced, along with the related human, social, and economic costs and the burden on the health sector. In Georgia, the political will to improve road safety is a strong basis for further improvements and it is hoped that implementation of the recommendations provided in the Review will help in improving the road safety management system in Georgia. The findings of the Review should be used to design an effective road safety strategy, actions and interventions in the future. The results could also be used to improve road safety behaviour, strengthen the local knowledge and research and development capacity, promote road safety ownership and accountability, and raise public awareness of the benefits of improving road safety in Georgia.

1 Country snapshot (trends)

1.1 Topography, climate and geography

Georgia is a country in the Caucasus region of Eurasia, covering a territory of 69,700 km² (figure 1.1). It is bounded to the west by the Black Sea, to the north by the Russian Federation, to the south by Turkey and Armenia, and to the southeast by Azerbaijan. Georgia is located in the mountainous South Caucasus region of Eurasia, straddling Western Asia and Eastern Europe between the Black Sea and the Caspian Sea. Its northern border with the Russian Federation roughly runs along the crest of the Greater Caucasus mountain range, a commonly recognised boundary between Europe and Asia. Georgia is divided into 9 regions, 1 city (capital) and 2 autonomous republics. These are then subdivided into 60 districts. The capital and largest city is Tbilisi. Georgia's climate is affected by subtropical influences from the west and continental influences from the east. The Greater Caucasus mountain range moderates the local climate by serving as a barrier against cold air from the north. Warm, moist air from the Black Sea moves easily into the coastal lowlands from the west. Climatic zones are determined by the distance from the Black Sea and by altitude. Along the Black Sea coast, from Abkhazia to the Turkish border, and in the region known as the Kolkhida Lowlands inland from the coast, the dominant subtropical climate features high humidity and heavy precipitation (1,000 to 2,000 mm) of rain per year. The Black Sea port of Batumi receives 2,500 mm of rainfall per year. The midwinter average temperature is 5°C and the midsummer average is 22°C.

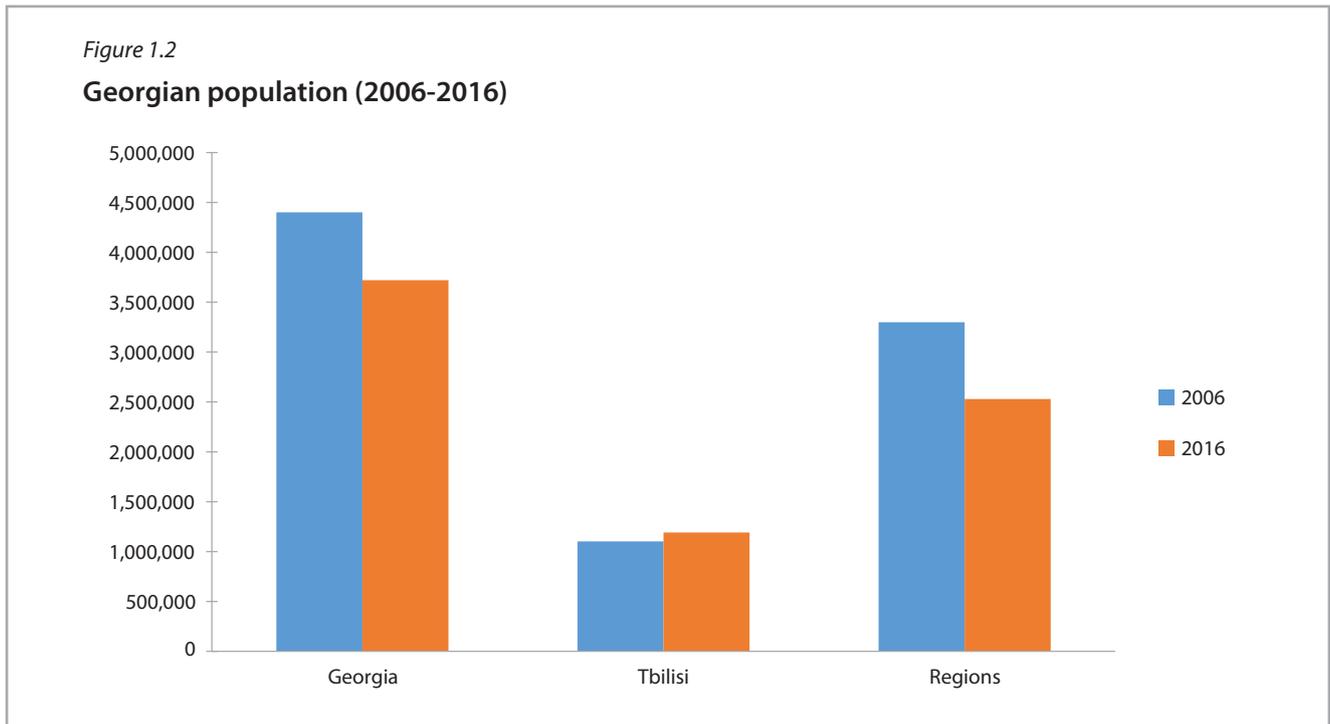
Figure 1.1

Map of Georgia



1.2 Population and demographic information

According to official data, as of January 2016, the Georgian population was almost 3,720,400 people, a 15.5% reduction compared to 2006 (4,401,300 people). During the period 1990-2005, Georgia lost almost 20% of its population (largely due to emigration and the civil unrest of the 1990s). The situation was extremely serious in the mountainous regions of Georgia. Moreover, the economic downturn had a very important impact on urban distribution, with a significant decrease in population in villages. As a result, the rural/urban split changed significantly in Georgia. Nowadays, the urban population is 57.4% and 30% of the entire population lives in Tbilisi.¹



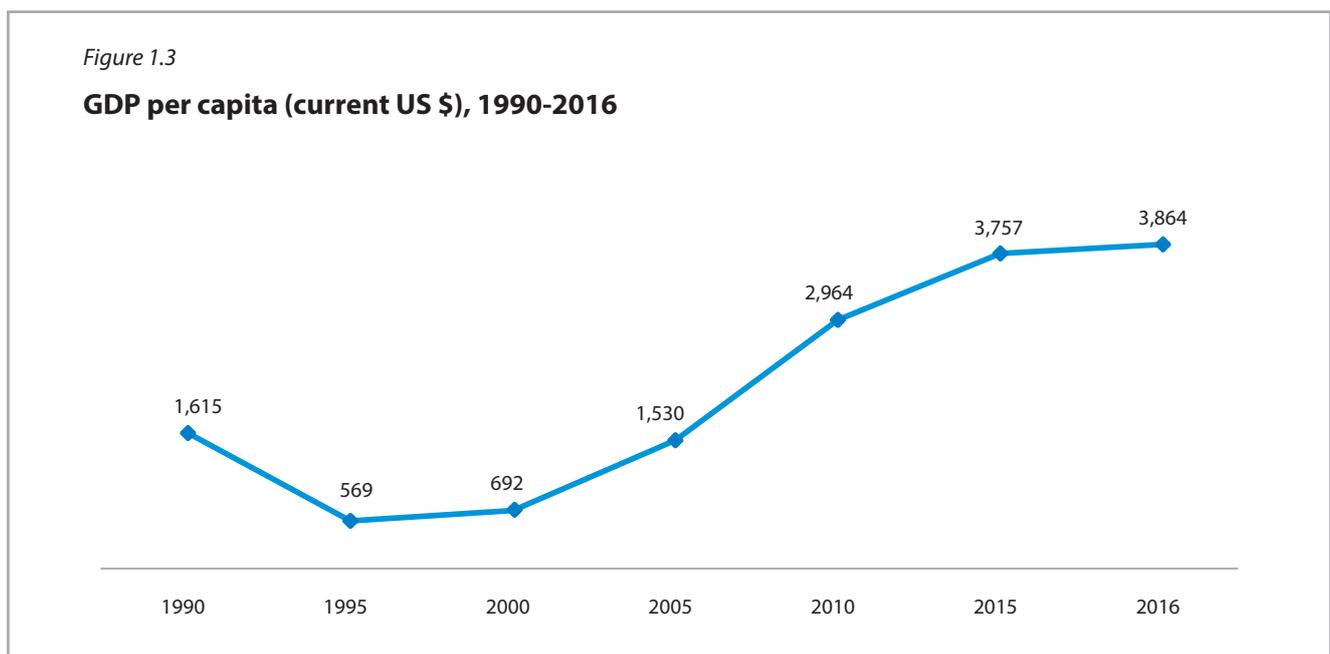
Source: National Statistics Office of Georgia, 2017.

The density of the Georgian population varies greatly according to the region. The lowland zone, which covers transport routes, more fertile ground, and the Black Sea zone are relatively densely populated compared to the mountainous region. The total number of cities exceeds 100, but only four have more than 100,000 inhabitants: Tbilisi, Batumi, Kutaisi and Rustavi.

¹ National Statistics Office of Georgia.

1.3 Economy

Georgia is located on the crossroads of Europe and Asia and is becoming a regional transport hub and an important node for regional trade flows. The economy of Georgia can be characterized as an emerging free market. Its GDP fell sharply following the collapse of the Soviet Union but recovered in the mid-2000s. GDP per capita was last recorded at \$3,864.6 in 2016.² In 2007, the World Bank named Georgia the world's number one economic reformer and has consistently ranked the country at the top of its ease of doing business index. Georgia's economy is supported by a relatively free and transparent business environment. According to Transparency International's 2015 report,³ Georgia is the least corrupt nation in the Black Sea region, outperforming nearby European Union States. Since 2014, Georgia has been part of the European Union's Free Trade Area, with the EU continuing to be the country's largest trading partner, accounting for over a quarter of Georgia's total trade turnover.⁴



Source: National Statistics Office of Georgia, 2017.

Since the beginning of 2014, Georgia has been hit by large and potentially long-lasting external shocks. Lower oil and commodity prices, a decrease in remittances and capital inflows, and reduced exports have slowed growth. Those factors made the economy more vulnerable in 2015. However, tourism has remained resilient, and the number of tourists visiting Georgia has increased significantly since 2014.⁵

In September 2014, the Association Agreement between the EU and Georgia came into force. The timeframe for implementation of the EU Acquis varies between two to six years. Chapter VI of the EU-Georgia Association Agreement sets as a goal for the Government of Georgia to expand and strengthen transport cooperation between the EU and Georgia. Georgia is set for the development of a sustainable national transport policy covering all modes of transport, particularly with a view to ensuring environmentally friendly, efficient, safe and secure transport systems. The Agreement envisions the development of sector strategies in line with the national transport policy (including legal requirements for the upgrading of transport fleets to meet international standards for road, rail, aviation, maritime transport, and intermodality, and timetables and milestones for implementation, administrative responsibilities as well as financing plans).⁶

² National Statistics Office of Georgia.

³ <http://www.transparency.ge/en/post/corruption-perception-index-cpi/georgia-ranks-48th-among-168-countries-2015-corruption-perception-index>.

⁴ European Commission, Georgia, retrieved 7 May 2016.

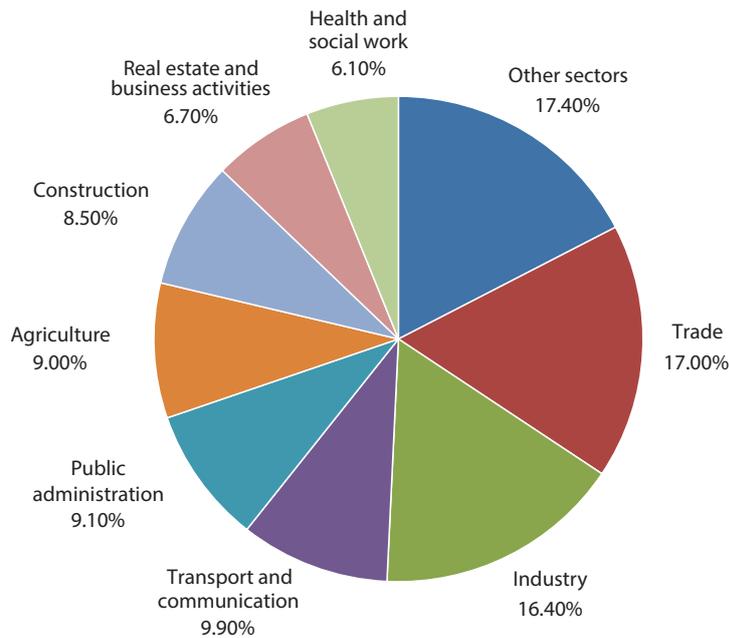
⁵ World Bank Overview 2016.

⁶ EU-Georgia Association Agreement, July 2016, Article 293.

Today, Georgia is an important transit corridor for oil and gas. Baku-Tbilisi-Ceyhan, which is the first and shortest oil transit route between the Caspian and Mediterranean seas, can provide 1.2 million barrels of oil, and has been operational since 2006. According to the data for 2016, the largest shares of GDP by activity are in industry (16.4%) and trade (17%), followed by transport and communications (9.9%), public administration (9.1%), agriculture, forestry and fishing (9%), construction (8.5%) and health and social work (6.1%) (figure 1.4).⁷

Figure 1.4

Structure of GDP in 2016



Source: National Statistics Office of Georgia, 2017.

Georgia’s East-West highway the E60 (Senaki-Tbilisi-Red Bridge) is part of the historic Silk Road, the country’s only east-west artery which connects Europe and Asia. The other main transit corridor is the E70 (Senaki-Poti-Batumi-Sarpi/Turkish border). The E60 dominates road transport, carrying over 60% of total foreign trade on Georgia’s roads (6.4 million tons in 2015).⁸ Georgia has around 2,100 km of railway tracks. The railways only connect the main urban centres but have a very important freight turnover – 28% of the total Georgian turnover in 2016.⁹ Georgia has four active seaports: Poti, Batumi, Kulevi oil terminal, and Supsa oil terminal. Georgia has three international airports: Tbilisi, Batumi and Kutaisi and three domestic airports: Mestia, Ambrolauri and Natakhtari. Tbilisi International Airport is the busiest, with strong passenger growth (2.25 million in 2016).

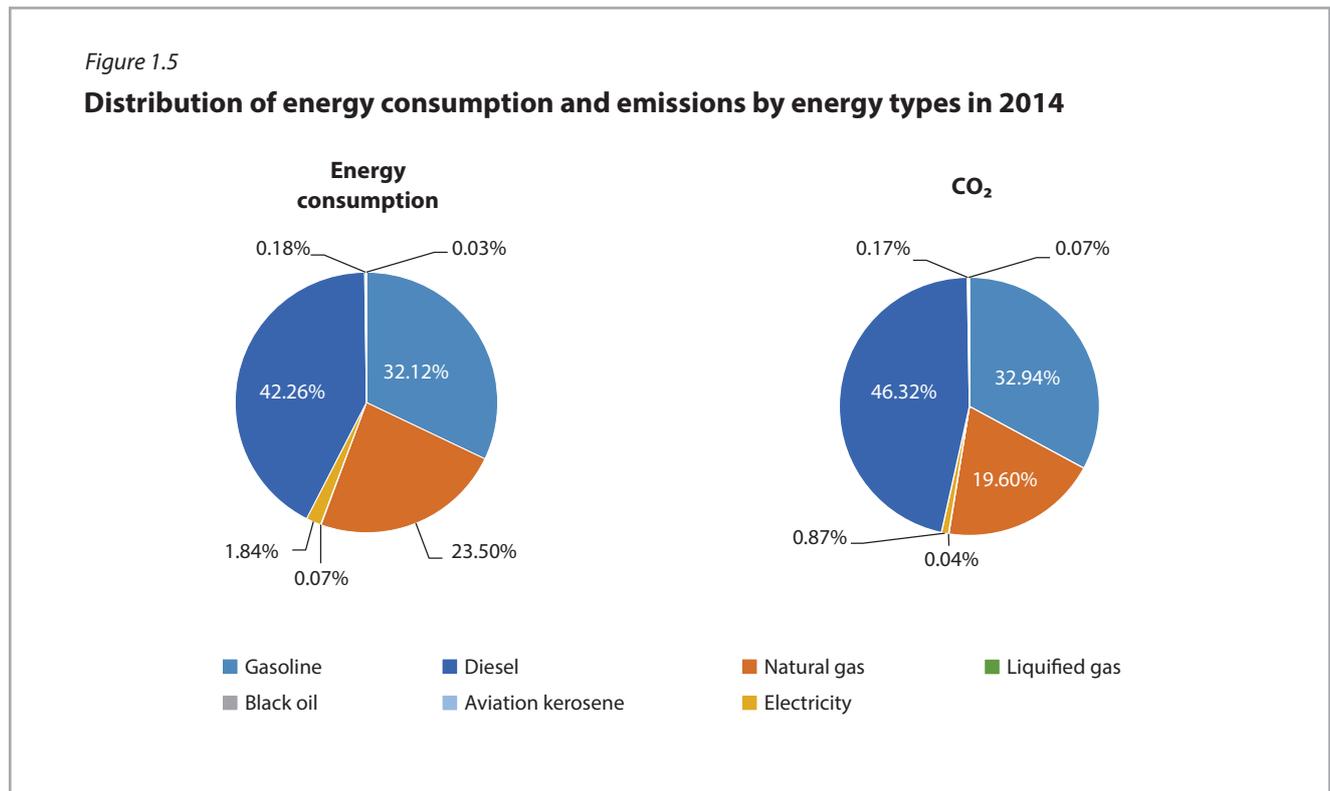
⁷ Gross Domestic Product in Georgia 2016, National Statistics Office of Georgia.

⁸ <https://geowb.maps.arcgis.com/apps/MapSeries/index.html?appid=d06cefc151f44939a0ff2dfd048a44e0>.

⁹ Georgian Development Programme 2015-2017 (http://gov.ge/files/381_43285_728272_1215-1.pdf).

1.4. Energy consumed in transport

According to the National Statistics Office of Georgia (GeoStat), in 2014 the transport sector consumed 55.56 PJ energy equivalent – one-third of the country’s total final energy consumption. The vast majority (52.14 PJ) was internal consumption, while the rest was consumed by international aviation. In 2014, diesel fuel (42.3%) led Georgia’s fuel consumption in the transport sector, followed by petrol (32.1%) and natural gas (23.5%). In the same year, Georgian Railways and Tbilisi Metro, including a cable transport with a very modest share, consumed 0.96 PJ of electricity (1.84%) in the transportation sector (figure 1.5).



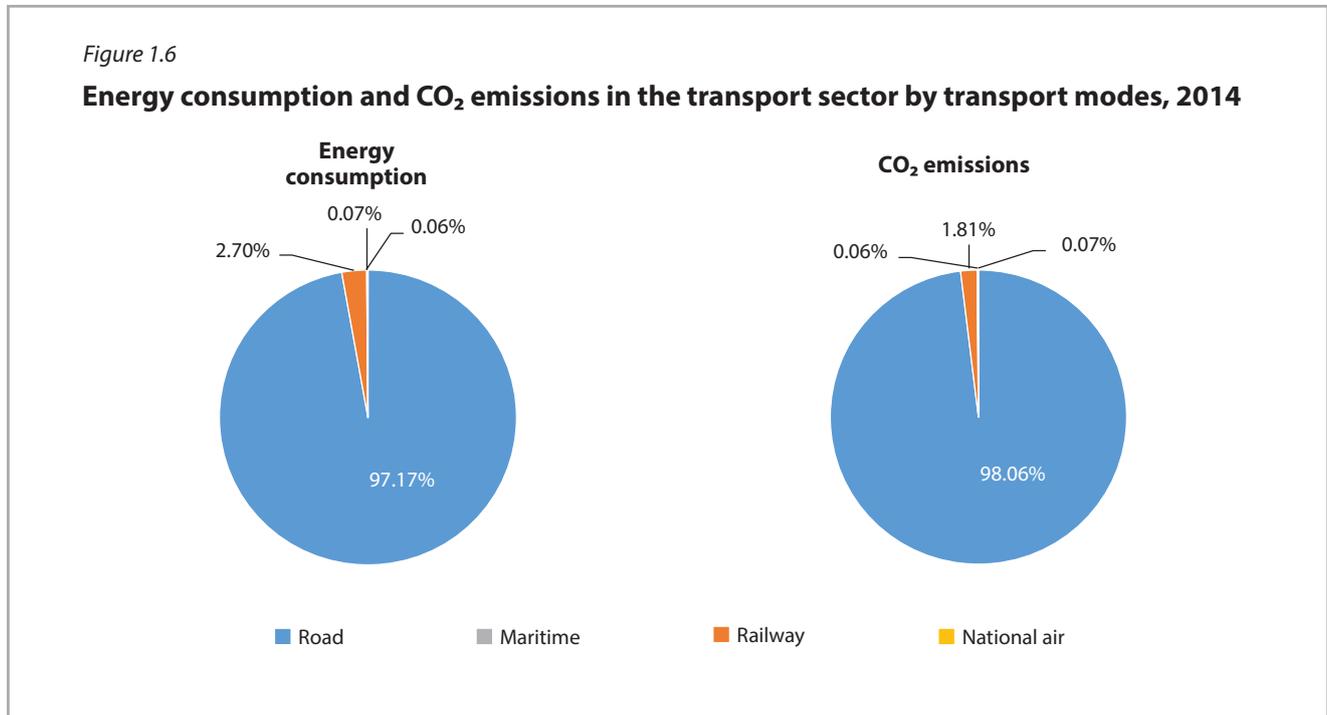
Source: National Statistics Office of Georgia (https://pdf.usaid.gov/pdf_docs/PA00MB65.pdf).

Due to fossil fuel consumption the transport sector emitted 487.8 Gg CO₂-equivalent greenhouse gas (GHG) (37.1% of Georgia’s total GHG emissions) in 2014 and 99.1% (458 Gg) of these emissions were carbon dioxide. Including indirect emissions from electricity consumption (emission factor 0.115 tons of CO₂ per MWh), the sector’s total CO₂ emissions were 488.1 Gg, with diesel and petrol fuels as the main emitters.¹⁰

In recent years, GHG emissions from the transport sector have increased significantly. CO₂ emissions from fossil fuel consumption are more than two times higher than the corresponding figure for 2000; 98.2% higher than in 2006; and 35.5% higher than in 2010.

¹⁰ Low Emission Development Strategy – Transport Sector, 2016.

Figure 1.6 provides information regarding the share of different transport modes in the sector’s total energy consumption and carbon dioxide emissions. As the cumulative shares of national air and maritime transport do not exceed 0.13% (either for energy consumption or for the CO₂ emission figures), most of the emission reduction measures are directed towards road transport and railways.



Source: National Statistics Office of Georgia (https://pdf.usaid.gov/pdf_docs/PA00MB65.pdf).

Passenger transport accounts for 60.8% of total energy consumption in road transport; 26.5% is consumed by heavy goods vehicle transport; and the rest by other means of road transport, such as agricultural vehicles, special purpose vehicles (fire brigade vehicles, mobile cranes etc.), military transport and others. Private passenger cars account for 69% of the total passenger share, while the share of rail transport is just 5% (half of which is for Tbilisi Metro). Private cars account for 89% of total energy consumption.

Georgia relies entirely on imported energy to meet its transportation needs; the import bill for petroleum-based fuels accounts for a significant share of the overall import bill. This has a substantial impact on the balance of trade, contributing to a large current account deficit, and resulting in foreign currency shortages for other imports that Georgia requires for national development. According to import figures, in 2015 imports of petrol and diesel amounted to 1,036.1 thousand tons, an increase of 132.6 thousand tons (12.8%) from 2014 (903.5 thousand tons).¹¹

Georgia has an ageing motor vehicle fleet, with a Global Fuel Economy Initiative (GFEI)-calculated average fuel economy of 189g CO₂/km in 2012. This is one of the worst fuel economies in Europe and well above the global average of 167g CO₂/km (7.2 litres of gasoline equivalent (lge)/100 km) as of 2011 according to the latest GFEI global analysis. In addition to the high greenhouse gas emissions of these vehicles, the fuel quality in Georgia is poor, with high levels of sulphur (150 mg/kg and 200 mg/kg for gasoline and diesel respectively), benzene and aromatic hydrocarbons, thus adding to overall pollutant emissions. These issues are compounded by year-on-year increases in fuel consumption in Georgia: combined gasoline and diesel consumption more than tripled, from 230,000 tons in 2000 to 830,000 tons in 2011.¹²

¹¹ <http://www.ipress.ge/new/21704-2015-tsels-benzinisa-da-dizelis-satsvavis-importi-128it-gaizarda>.

¹² https://www.globalfueleconomy.org/transport/gfei/autotool/case_studies/europe/Georgia/cs_ge_0.asp.

2 Review of legal and administrative framework for road safety

2.1 National legal framework for road safety

The development of national legislation has been a continuous process in Georgia since the country proclaimed independence in 1991. In recent years, the Government of Georgia has carried out several effective measures to promote a Transport and Logistics Development Policy. Consequently, work was conducted in the road transport sector to create the legislative and normative base and further develop the institutional set-up.

The Constitution of Georgia,¹³ as a supreme law, outlines the following provisions that are directly linked to transport regulation: “Everyone has the inviolable right to life and this right shall be protected by law”; “Everyone legally within the territory of Georgia shall, throughout the territory of the country, have the right to liberty of movement”; and “Everyone shall have the right to live in a healthy environment”.

In the territory of Georgia, transport management and regulation are defined by the “Law of Georgia on Management and Regulation of the Field of Transport”;¹⁴ which states that state transport policy is prepared and implemented by the Ministry of Economy and Sustainable Development (MESD).

Road transport, as well as the rights and responsibilities of all participants in transport activities, are regulated by the “Georgian Law on Road Transport”.¹⁵

Traffic organization and traffic safety are defined by the “Georgian Law on Traffic”.¹⁶ It covers the main focuses of the state traffic safety policy, the duties and obligations of the Government, traffic rules and conditions (according to the Vienna Convention on Road Traffic, 1968), traffic signs and traffic markings (according to the Vienna Convention on Road Signs and Signals, 1968), rights and obligations of traffic participants and general requirements for driving permit issuance and vehicle registration. The law applies to all Georgian citizens and foreign citizens who use Georgian roads and all international vehicles in the territory of the country. Violations of traffic rules, as defined by the traffic law, incur civil, criminal and administrative proceedings, as stipulated in Georgian legislation.

The rules for the use, management and protection of roads by the road administration, design, construction and management organizations, and road users as well as road use fees are defined by the “Georgian Law on Roads”.

Apart from laws, transport in Georgia is regulated by the technical regulations of the Georgian Government. The technical regulations are developed in compliance with international agreements, most notably the EU Association Agreement and United Nations transport-related legal instruments.

Passenger transport is mainly addressed by two technical regulations. The first applies to bus stations, buildings and infrastructure and environmental and property protection. The regulation addresses passengers and bus stations in international, and national passenger transport excluding local passenger transport (Technical Regulation No. 442 “Rules and Conditions for the Functioning of Bus Stations” of 31 December 2013). The second describes the service conditions for passengers using public transport, and passenger transit rights and the obligations and responsibilities of all parties (Technical Regulation No. 4 “Rule for the Carriage of Passengers and Luggage by Road Transport” of 3 January 2014).

Cargo transport is covered by Technical Regulation No. 32 “Rule for Cargo Transport by Road” of 3 January 2014. The regulation defines the requirements related to the conditions, safety and property maintenance for cargo transport by road, as well as the stakeholders’ rights, obligations and responsibilities. International cargo transport procedures, including dangerous goods transport, which is regulated according to the United Nations European Agreement Concerning the International Carriage of Dangerous Goods by Road (ADR), should be carried out in accordance with this technical regulation.

¹³ http://www.parliament.ge/files/68_1944_951190_CONSTIT_27_12.06.pdf.

¹⁴ http://www.gcaa.ge/files/files/law_6/managment%20and%20regulation%20of%20transport.pdf.

¹⁵ <https://matsne.gov.ge/ka/document/view/28510>.

¹⁶ <https://matsne.gov.ge/ka/document/view/2169396>.

Drivers' working hours are regulated by Technical Regulation No. 426 "Rule for the Operation of Control Equipment (Tachograph) Measuring Vehicle Movement Parameters" of December 2013 and guided by the European Agreement concerning the Work of Crews of Vehicles engaged in International Road Transport (AETR). The Regulation fully covers international transport, which is implemented by any road transport vehicle registered in Georgia or any other AETR contracting country. The Regulation defines the monitoring system (tachograph), as well as its installation, checking, technical servicing and appropriate organizational-technical maintenance. Also, for drivers involved in international cargo and passenger transport, working hours and rest periods are defined by Technical Regulation No. 407 "Working and Rest Regimes of Crews of Vehicles Engaged in International Road Transport" of 31 December 2013.

The conditions and procedures for modifying road motor vehicles registered in Georgia are defined by Technical Regulation No. 36 "Rule for Changing the Mechanical Transport Means" of 3 January 2014.

Periodical technical inspections of road motor vehicles in Georgia are regulated according to Technical Regulation No. 37 "Periodicity of Testing of Different Types of Road Transport Vehicles" of 3 January 2014. The regulation defines the periodicity of mandatory technical inspections of road vehicles according to their category and function, which became mandatory for passenger cars on 31 December of 2017.

Service types and technical service lists with deadlines, conditions, procedures and requirements for service companies registered in Georgia are contained in Technical Regulation No. 12 "Road Transport Service Rule" of 3 January 2014. The regulation provides conditions and norms for the road worthiness of road motor vehicles.

The technical requirements for vehicles, subject to a road worthiness test in order to determine the suitability of the vehicle, are defined by Technical Regulation No. 30 "Technical Requirements of Vehicles, for the purposes of which Roadworthiness Tests are held and Methods of Conduct" of 3 January 2014. The regulation covers all road vehicles in use and registered on Georgian territory.

Georgia is a Contracting Party to the United Nations Agreement concerning the Adoption of Uniform Conditions for Periodical Technical Inspections of Wheeled Vehicles and the Reciprocal Recognition of Such Inspections (1997) since 2016. However, currently its requirements are not fully implemented or regulated in Georgian legislation. The same holds true for the United Nations Agreement concerning the Adoption of Uniform Technical Prescriptions for Wheeled Vehicles, Equipment and Parts which can be Fitted and/or be used on Wheeled Vehicles and the Conditions for Reciprocal Recognition of Approvals Granted on the basis of these Prescriptions (1958), which was ratified by the Georgian Government in 2015.

Non-standard and oversized cargo transport is regulated by Technical Regulation No. 459 "Rules and Recommendations on Routing and Safety of Non-standard and Oversized Loads Transit by Road Vehicles", which was issued by the Ministry of Internal Affairs and the Ministry of Economy and Sustainable Development on 3 August 2006.

Georgia has signed an Association Agreement with the EU, which identifies a number of areas in the road sector where regulatory changes are required to either meet international standards or adjust Georgian regulations to those adopted in EU Member States (see Annex 2). The key areas concern the operation of motor vehicles, vehicle testing, driver licensing and cleaner vehicles and fuels.¹⁷

¹⁷ Technical Assistance Consultant's Report Project Number: 47210-001/TA 8682-GEO March 2016 GEORGIA: Support for Transportation Policy (Financed by the Technical Assistance Special Fund).

2.2 Transposition of international regulations and agreements

After leaving the Soviet Union, Georgia was obliged to formally join all relevant United Nations treaties as a sovereign State. Georgia is a party to the following United Nations legal instruments (Conventions and Agreements).

2016

Agreement concerning the Adoption of Uniform Conditions for Periodical Technical Inspections of Wheeled Vehicles and the Reciprocal Recognition of Such Inspections, of 13 November 1997.

2016

European Agreement concerning the International Carriage of Dangerous Goods by Road (ADR), of 30 September 1957.

2015

Agreement concerning the Adoption of Uniform Technical Prescriptions for Wheeled Vehicles, Equipment and Parts which can be fitted and /or be used on Wheeled Vehicles and the Conditions for Reciprocal Recognition of Approvals Granted on the Basis of these Prescriptions, of 20 March 1958.

2011

European Agreement concerning the Work of Crews of Vehicles engaged in International Road Transport (AETR), of 1 July 1970 (Consolidated text dated 20 September 2010).

2001

Convention on Road Signs and Signals, of 8 November 1968.

2001

European Agreement supplementing the Convention on Road Signs and Signals (1968), of 1 May 1971.

2001

Protocol on Road Markings, Additional to the European Agreement supplementing the Convention on Road Signs and Signals, of 1 March 1973.

1999

Convention on the Contract for the International Carriage of Goods by Road (CMR), of 19 May 1956.

1999

Protocol to the Convention on the Contract for the International Carriage of Goods by Road (CMR), of 5 July 1978.

1999

Customs Convention on Containers, of 2 December 1972.

1999

International Convention on the Harmonization of Frontier Controls of Goods, 21 October 1982.

1998

Agreement on the International Carriage of Perishable Foodstuffs and on the Special Equipment to be Used for such Carriage (ATP), of 1 September 1970.

1998

European Agreement on Important International Combined Transport Lines and Related Installations (AGTC), of 1 February 1991.

1995

European Agreement on Main International Traffic Arteries (AGR), of 15 November 1975.

1994

Customs Convention on the International Transport of Goods under Cover of TIR Carnets (TIR Convention), of 14 November 1975.

1993

Convention on Road Traffic, of 19 September 1949.

1993

Convention on Road Traffic, of 8 November 1968.

2.3 Institutional setup for road safety

In July 2016, the Georgian Government approved the new National Road Safety Strategy and the Ministry of Economy and Sustainable Development was defined as the lead government agency for its implementation. The purpose of the strategy is to: “Free roads and traffic from fatalities and serious injuries”.

According to the decree of the Minister of Economy and Sustainable Development (October 2016), the National Road Safety Inter-Agency Commission and the National Road Safety Working Group were created. The aim of the Commission and Working Group is to reach the goals set by Georgia’s National Road Safety Strategy.

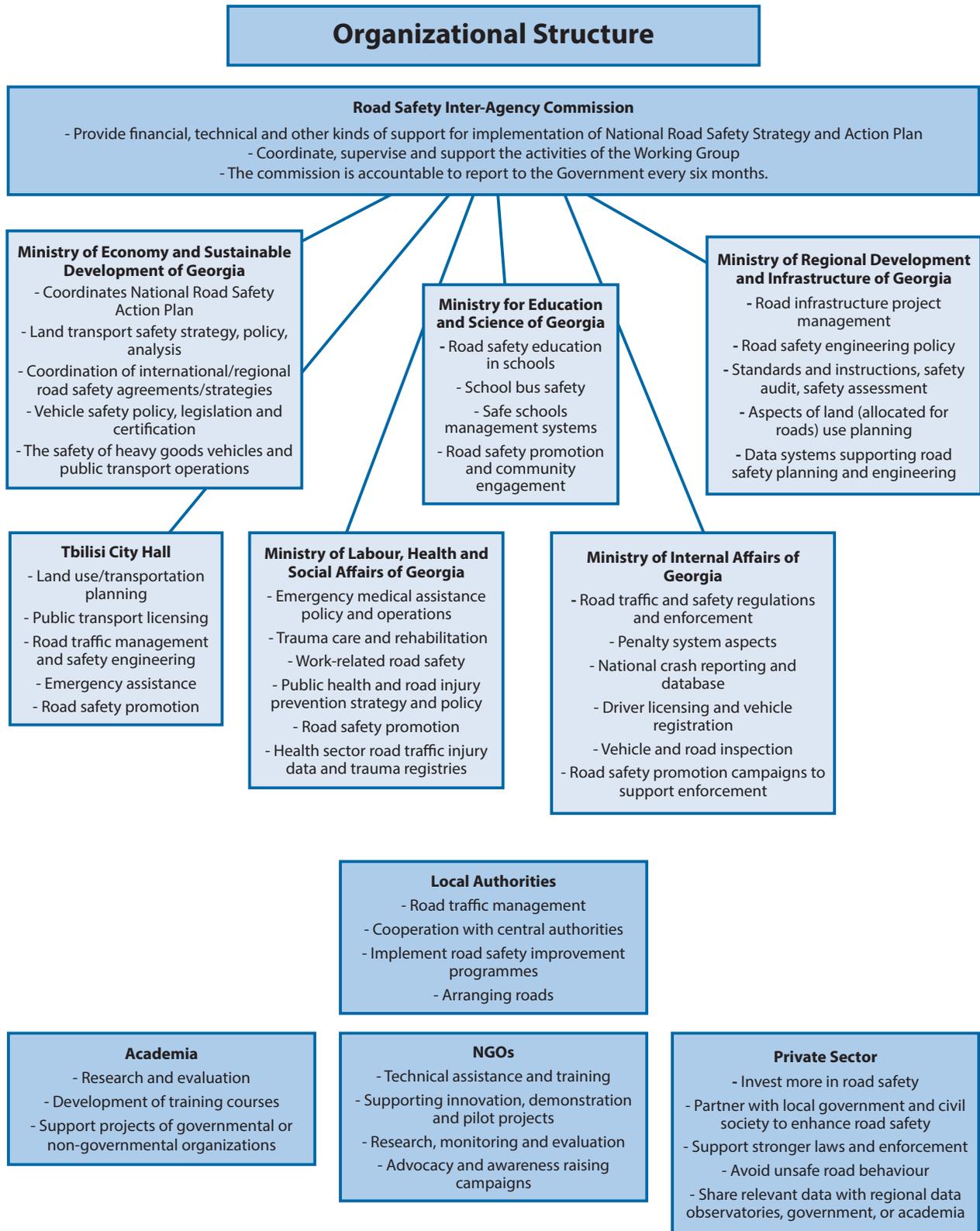
The members of the Road Safety Inter-Agency Commission and the National Road Safety Working Group are representatives of various Georgian agencies (Ministry of Economy and Sustainable Development, Ministry of Internal Affairs, Ministry of Regional Development and Infrastructure, Ministry of Labour, Health and Social Affairs, Ministry of Education and Science, Tbilisi City Hall, Roads Department and the legal entity of public law (LEPL) the Land Transport Agency). The members are high ranking representatives from the Government, mainly heads and deputy heads of departments and divisions. Representatives of other government agencies, non-governmental, international organizations and the private sector can be invited to working group meetings.

In accordance with its statute, the main tasks of the Commission are to coordinate road safety improvements and to obtain financial, technical and other kinds of support from the Government, state and private or civil sectors, as well as from international organizations for the implementation of the National Road Safety Strategy and Action Plan. It has to coordinate, supervise and support the activities of the Working Group. The commission is required to report to the Government every six months.

In July 2017, the State Audit Office started to audit the efficiency of preventive measures in road safety. The State Auditors are examining the effectiveness of road safety interventions by different stakeholders, including the collection of road accident statistics, analysis of road risks, and effectiveness of the measures taken in this field.

Figure 2.1

Institutional setup for road safety



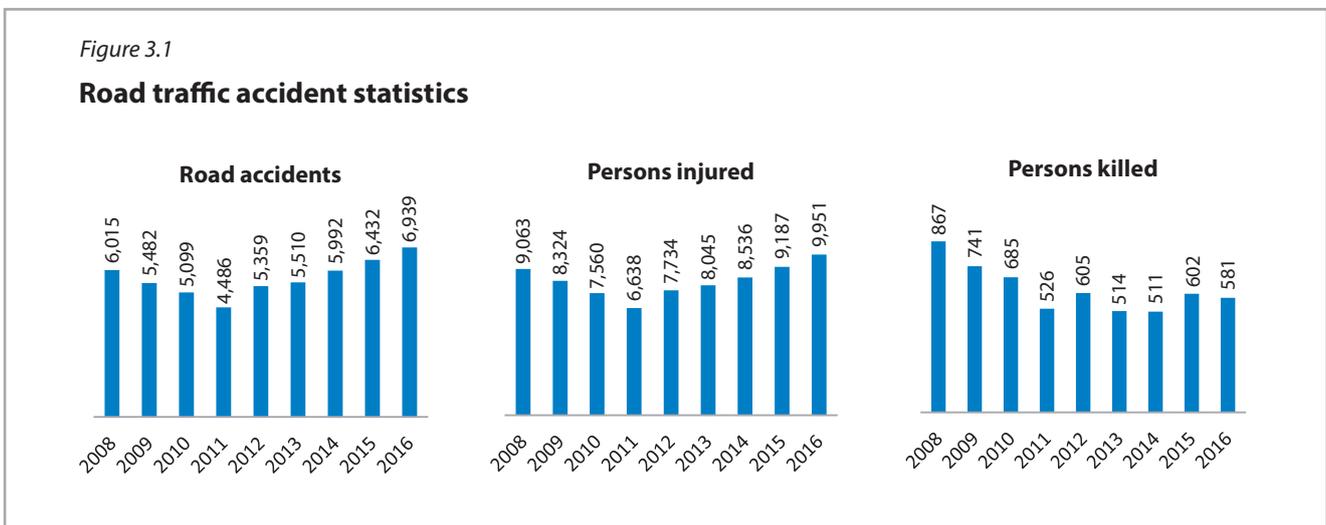
Source: National Road Safety Strategy, 2016.

3. Road safety trends in the last decade

3.1 Road safety data collection and statistics

Statistical data on road accidents is collected by the Ministry of Internal Affairs, which publishes the information on its website (www.police.ge) every 6 months. Additional information can be obtained upon request, which is made available within 10 working days.

In Georgia, there is no a legal definition of road deaths and injuries. Therefore, any person dying on the spot as a result of a road traffic accident is included in the official road-fatality statistics. The data on fatalities in road traffic accidents do not reflect cases when the death of an injured person occurs 30 days following the traffic accident. This is not consistent with road fatality statistics collected by UNECE, Eurostat and the International Transport Forum. There is a need to integrate police and hospital data, to introduce the “30-day” definition of road traffic fatality and use global positioning systems (GPS) to determine the accident location with more accuracy.



Source: Ministry of Internal Affairs of Georgia, 2017.

At present, the patrol police and criminal police collect data on road traffic accidents that are reported and enter the data into a police data base. Submission of reports and accident records relies largely on handwritten forms with data being entered into simple spreadsheets for analysis rather than on special software.

The number of road traffic accidents has grown every year since 2011. Road traffic accident-related injuries and fatalities from 2013 to 2016 went by 23% and 13%, respectively (see figure 3.1).

According to official statistics for 2016, there were approximately 15.6 fatalities per 100,000 inhabitants (see figure 3.2).¹⁸ Partly attributable to the smaller size of the population (according to the 2015 national census), this indicator demonstrates a worse state of road safety compared to previous years (on average 11 killed /100,000 inhabitants in 2013 and 2014). In comparison to the EU average of 6 people killed per 100,000, Georgia’s road fatalities are more than 2.5 times higher. It is also notable that injuries have gone up by close to 50% since the 2011 launch of the Decade of Action for Road Safety whose goal is to stabilize and reduce the level of road traffic deaths around the world.

¹⁸ Ministry of Internal Affairs of Georgia.

Figure 3.2

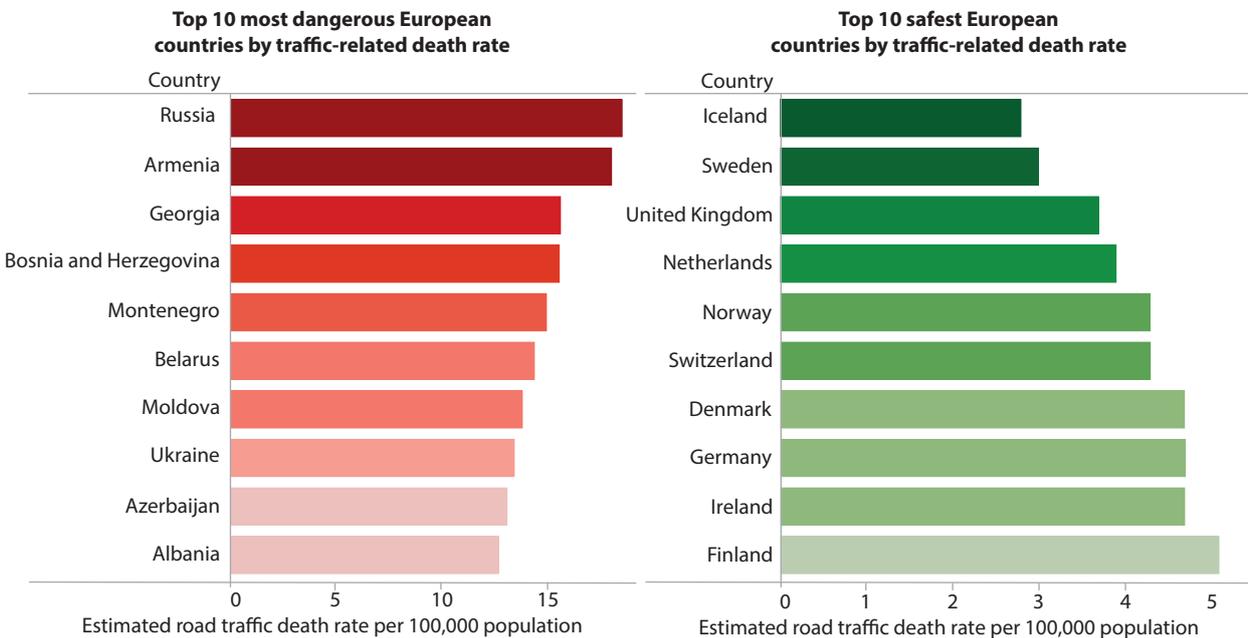
Fatalities per 100,000 inhabitants



Source: www.geostat.ge, 2017.

Figure 3.3

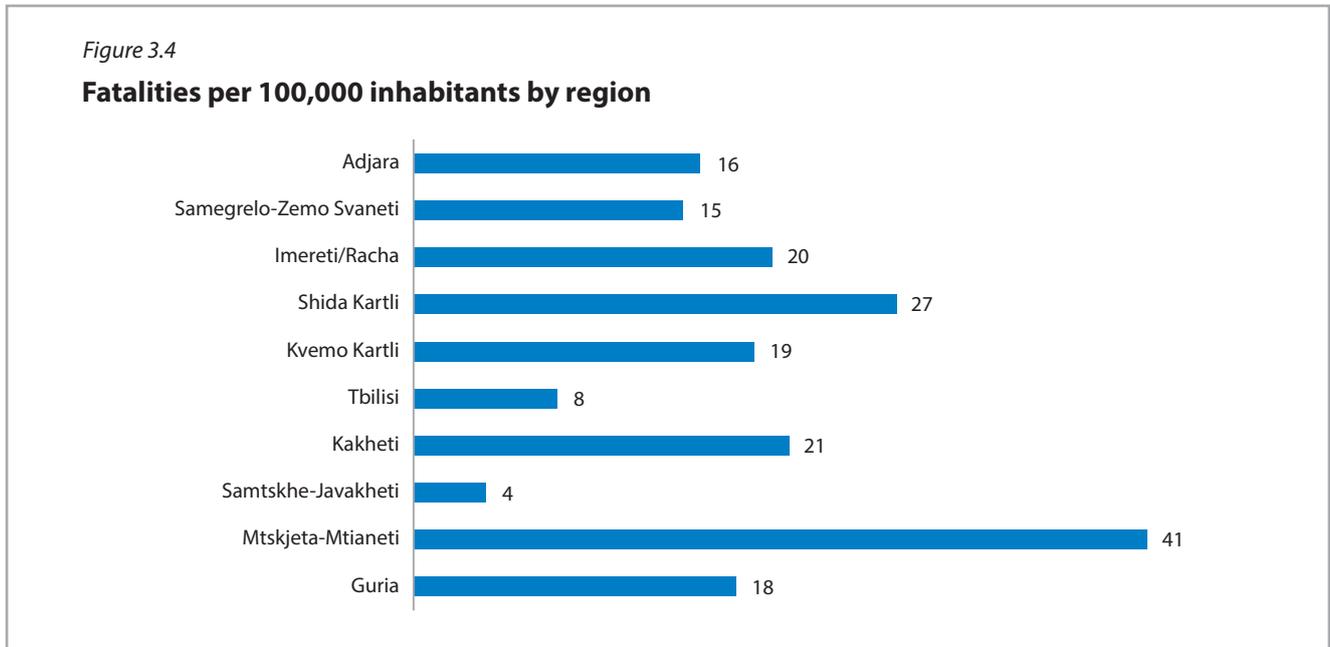
Top 10 most dangerous and safest European countries by traffic-related deaths



Source: WHO, World Bank, 2015 (<https://www.rferl.org/a/infographic-traffic-deaths-europe/26692462.html>).

3.1.1 Roads in the regions are more fatal

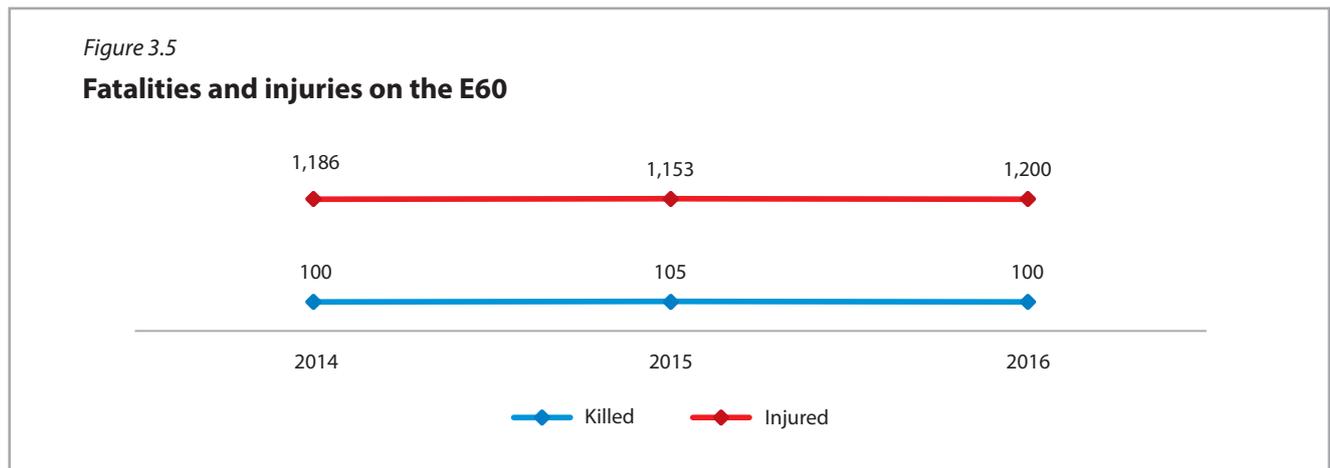
According to the statistics, while more injuries happen in the capital, Georgian regions are ahead on the ratio of persons killed. Figure 3.4 shows data for 2015.



Source: Statistical Data Report 2015, Ministry of Internal Affairs.

3.1.2 Road safety on the E60 motorway

The E60 is Georgia's most important motorway and accounts for 9.4% of total road accidents, 12.6% of injured and 17.2% of fatalities (see figure 3.5).¹⁹



Source: 2015 Statistical Data Report about E60 Tbilisi-Poti Motorway, Partnership for Road Safety.

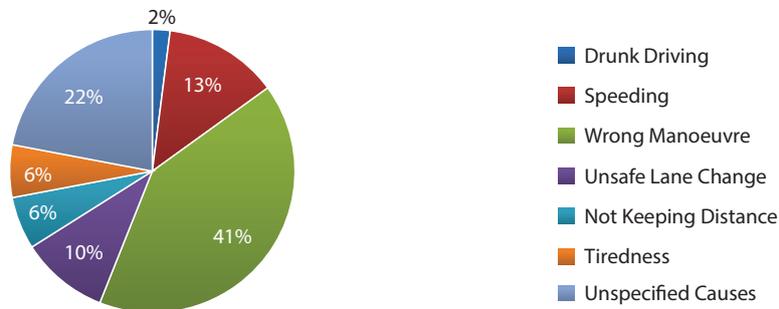
The statistical data for the E60 between Tbilisi and Poti were analysed in 2016, with the following causes of road accidents identified (figure 3.6).²⁰

¹⁹ Statistical Data Report 2015, Ministry of Internal Affairs.

²⁰ Statistical Data Report 2015 about the E60 Tbilisi-Poti Motorway, Partnership for Road Safety.

Figure 3.6

Causes of road accidents in 2015 on the E-60 between Tbilisi and Poti



Source: 2015 Statistical Data Report about the E60 Tbilisi-Poti Motorway, Partnership for Road Safety.

The cause of 22% of the total accidents on the E60 between Tbilisi and Poti in 2015 is unknown. The lack of relevant information is one of the key challenges in identifying and implementing efficient road safety measures.

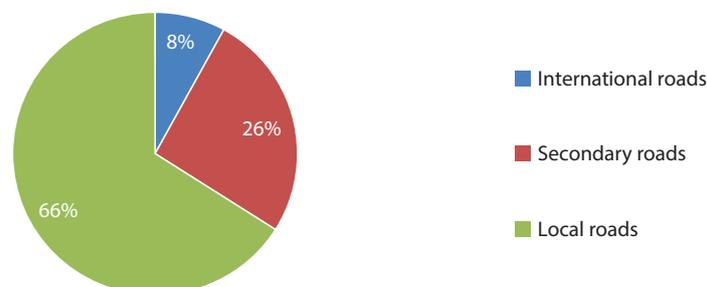
3.2 Road infrastructure

3.2.1 Basic information

Georgia has international, secondary and local roads.²¹ Although international roads represent only a small portion of the total road network, they account for a large share of road traffic. In total, 40% of secondary and 50% of local roads are in poor condition. Many small towns and villages lack safe road infrastructure and access to well-designed, modern roads. The Roads Department of the Ministry of Regional Development and Infrastructure is responsible for maintenance and management of the international and secondary roads (see figure 3.7). The main motorway in Georgia is the E60. It connects the western and eastern points (Batumi-Poti-Tbilisi-Red Bridge) of the country and is part of the wider Europe-Asia transport corridor. According to the data for 2015 from the Roads Department, the average annual daily traffic (AADT) was around 11,600 vehicles/day on this motorway. In 2016, the AADT was 12,600 vehicles/day, an increase of 9%.

Figure 3.7

International, secondary and local roads of Georgia



Source: Roads Department, 2017.

²¹ Ministry of Regional Development and Infrastructure, Roads Department.

3.2.2 Policy measures

As a result of economic and administrative reforms undertaken by the Government in the last decade (liberal taxation policy, safety measures ensured by the patrol police, improvement of conditions of the road infrastructure, and infrastructure development), Georgia has become an attractive connection route for international freight transport on the Europe-Asia inland corridor. The transformation of the E60 into a four-lane, high-speed motorway will increase the competitiveness of the country's transit network compared to other alternative transit routes.

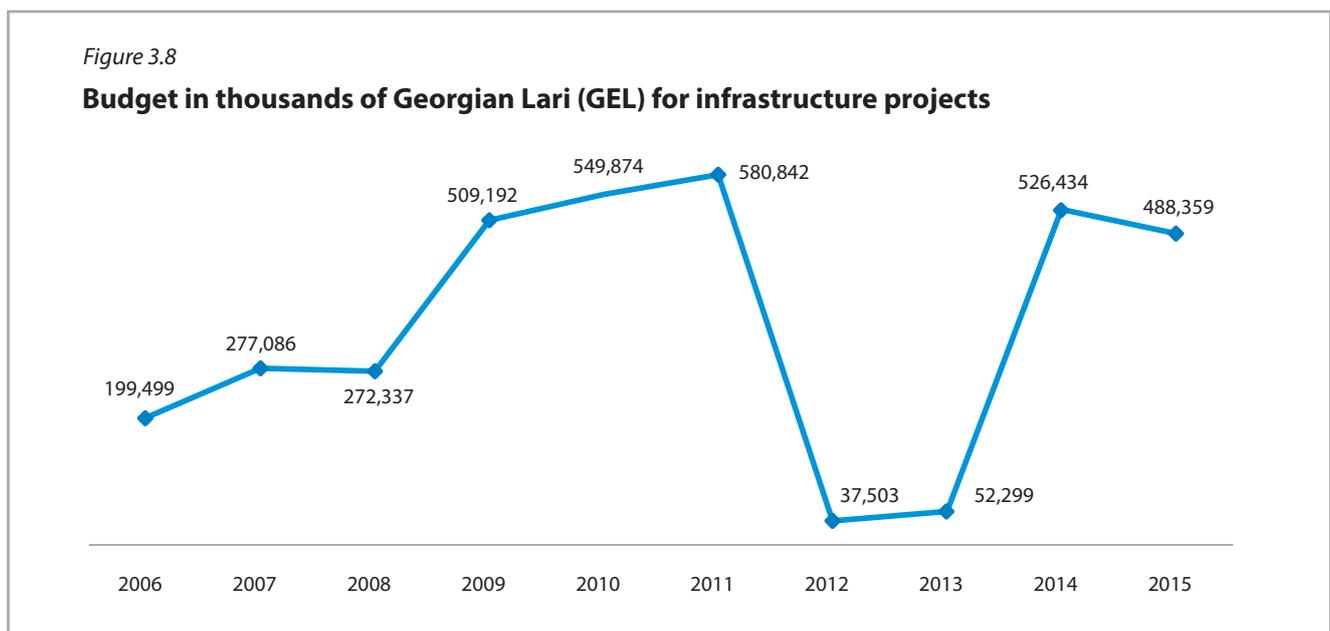
The Government has declared as a priority to increase transit freight volumes, which can be made possible by the modernization of the E60 and E70 into four-lane motorways. This is linked to the growth of trade and economic relations throughout the region, stimulating demand for transit transport from the Black Sea ports to neighbouring countries as well as to the Middle East and China.

3.2.3 Investments

During the period 2000-2014, several international financial institutions provided considerable investment for motorway construction and for implementation of other road projects, totalling over \$1.5 billion. In response to a request by the Georgian Government in 2006, the World Bank supported a series of motorway upgrade projects, with two overall objectives: 1) to contribute to the gradual reduction of road transport costs and improve access, ease of transit and road safety along the central part of the east-west corridor; and 2) to strengthen the capacity of the Roads Department and relevant government entities to plan and manage the road network and to improve road safety.

The Third East-West Highway Programme significantly scales up WB support to Georgia in the roads sector. It builds upon the \$19 million First East-West Highway Improvement Project that started in 2006, the \$35 million Second East-West Highway Improvement Project, and \$20 million in additional financing in 2008. These efforts are part of a larger roads programme that also includes investment of \$90 million in secondary and local roads. Major investments in infrastructure development and road rehabilitation are crucial to create a favourable environment for regional socio-economic development through improved road access. To better integrate Georgia's economy into global markets, it is vital to increase transit and domestic traffic along the corridor.²²

The following figures show annual investment volumes dedicated to infrastructure projects (see figures 3.8 and 3.9).



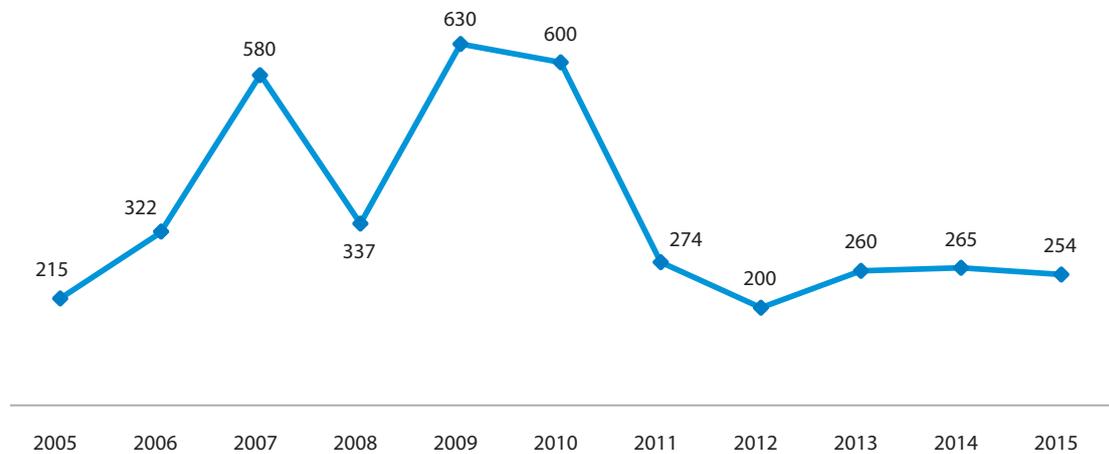
Source: Roads Department, 2016.

Note: 1\$ = 2.3 GEL.

²² <https://geowb.maps.arcgis.com/apps/MapSeries/index.html?appid=d06cefc151f44939a0ff2dfd048a44e0>.

Figure 3.9

Information on number of road construction works



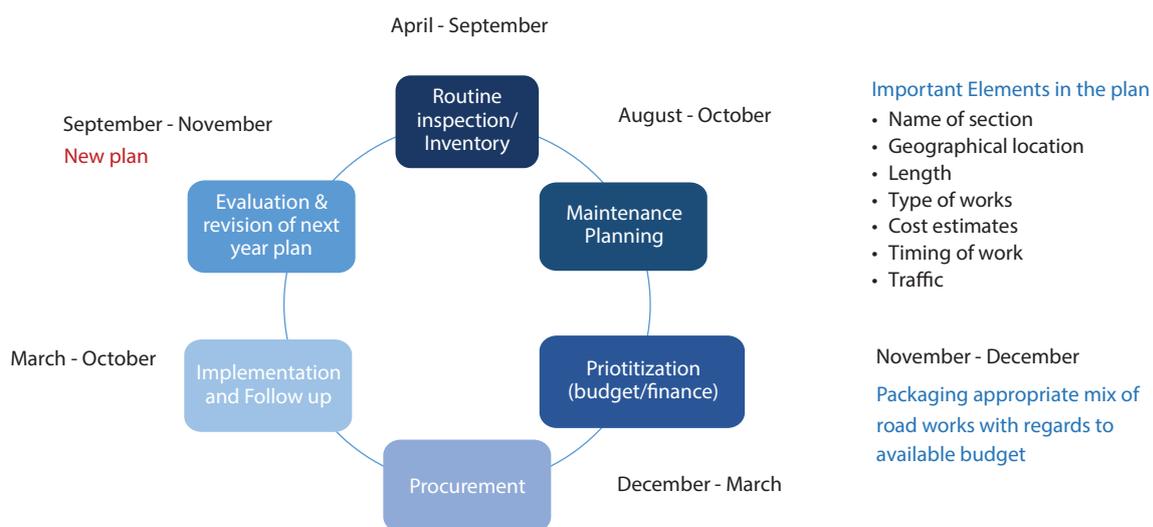
Source: Roads Department, 2016.

It is worth noting that 220 km of roads were rehabilitated in 2009-2010 by the Georgia Road Rehabilitation Project of the Millennium Challenge Corporation.²³ In total, 90% of the expenditure was funded by international actors, such as the World Bank, Japan International Cooperation Agency, ADB and EIB.

Road development is primarily planned in short project cycles (see figure 3.10) covering specific road sections (e.g. the upgrade of the E60).

Figure 3.10

Road development project cycle

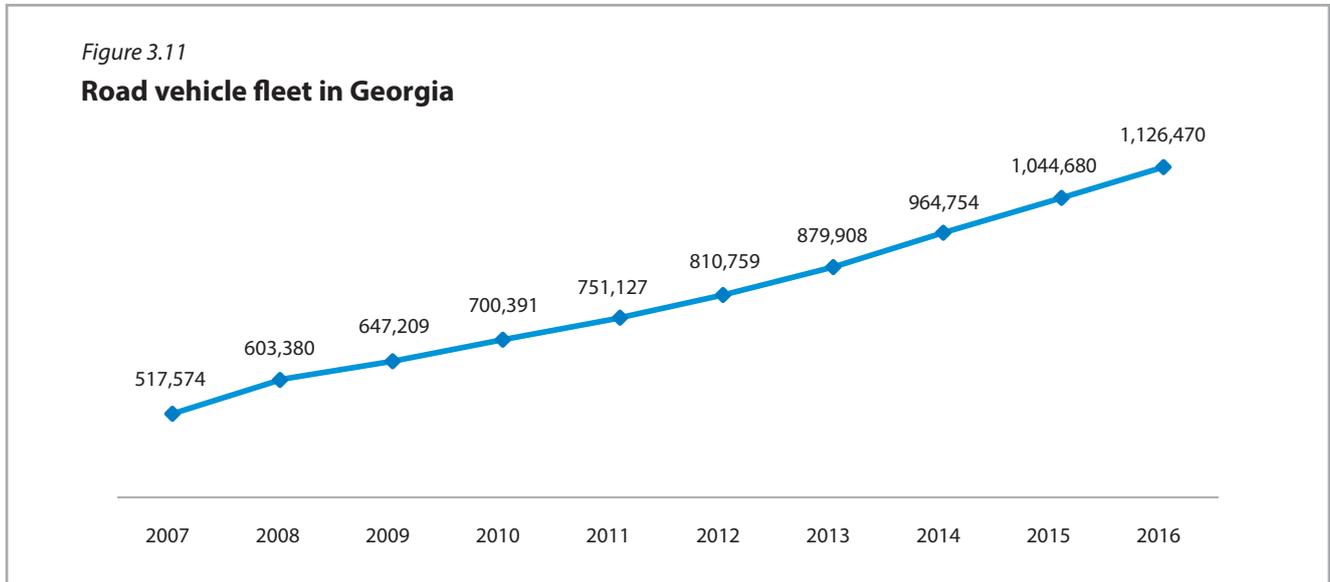


Source: Roads Department, 2016.

²³ Ministry of Regional Development and Infrastructure, Roads Department.

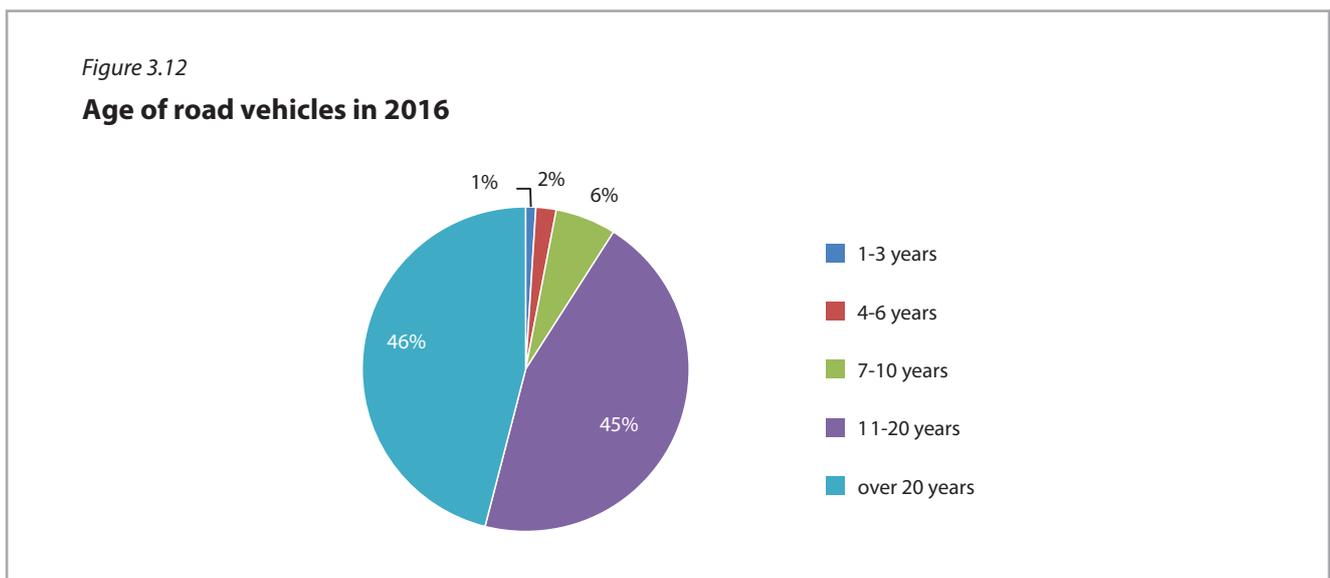
3.3 Vehicle fleet

In 2015, the fleet included more than a million road vehicles (1,043,593) (see figure 3.11),²⁴ with an annual growth rate of 8.23%. The number of registered motor vehicles in Georgia increased by 230% during the period 2004-2014.



Source: Ministry of Internal Affairs, 2015, GeoStat, 2017.

A significant part of the fleet (91%) was manufactured before 2006, and vehicles under the age of three years account for only 2% of the fleet (see figure 3.12.). Around 40% of the vehicles are concentrated in the capital. More than 90% of the fleet exceeds 10 years of age and a significant proportion (45%) is older than 20 years. Part of the problem is the high tax on newer vehicles, while older vehicles (7–12 years) are taxed less. Taxes on hybrid cars were halved at the beginning of 2017 which explains why the fleet of hybrid cars has increased four times.



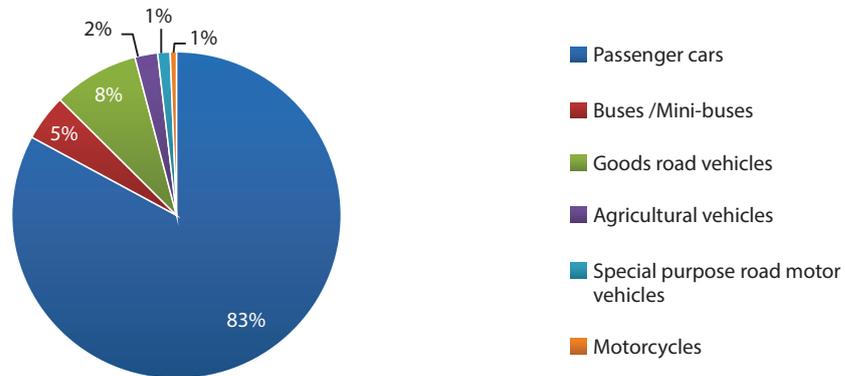
Source: Ministry of Internal Affairs, 2017.

²⁴ Ministry of Internal Affairs of Georgia, Car fleet in 2015.

More than 80% of the road vehicles are passenger cars. The share of buses and mini-buses in the fleet is 4.5%, whereas the share of heavy goods vehicles is 8.3%, according to the 2016 census (see figure 3.13).

Figure 3.13

Vehicle types in 2016



Source: Ministry of Internal Affairs, 2017.

According to official statistics (2016), 75% of road vehicles use gasoline, 18% diesel and 7% of road vehicles are hybrid and electric cars (with no reliable, official statistics for LPG and CNG vehicles) (see figure 3.14).²⁵

Figure 3.14

Road vehicle categories in 2016



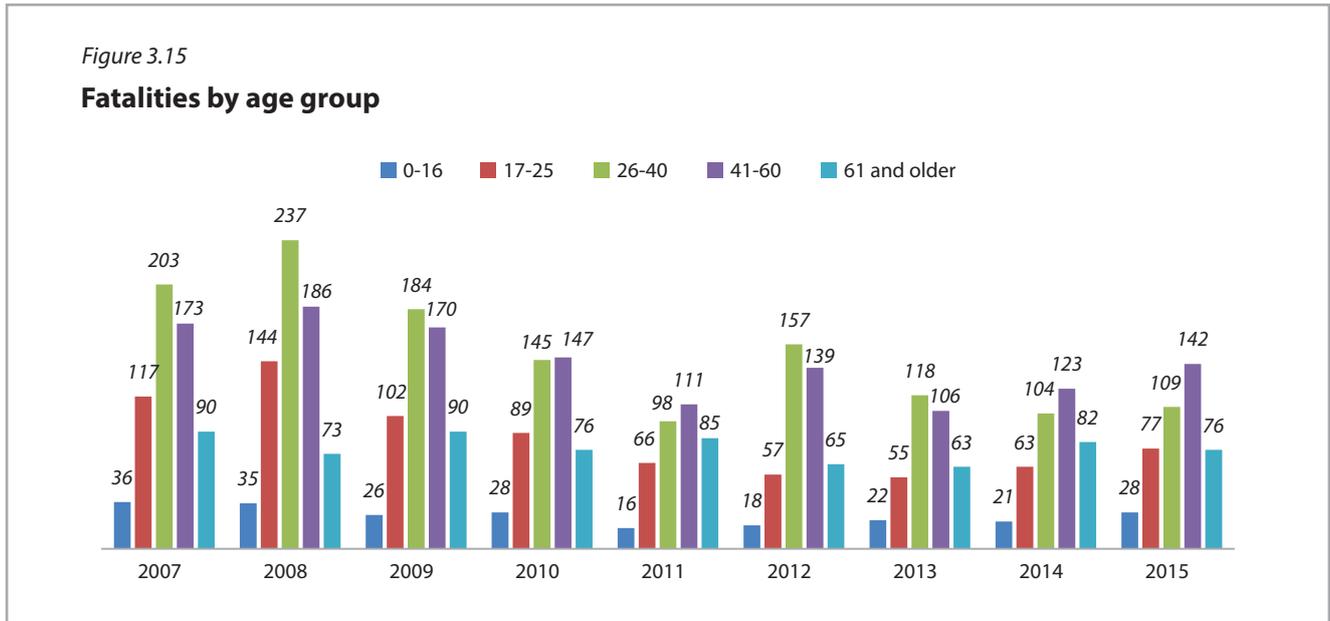
Source: Ministry of Internal Affairs, 2017.

²⁵ Ministry of Internal Affairs of Georgia.

3.4 Road safety indicators

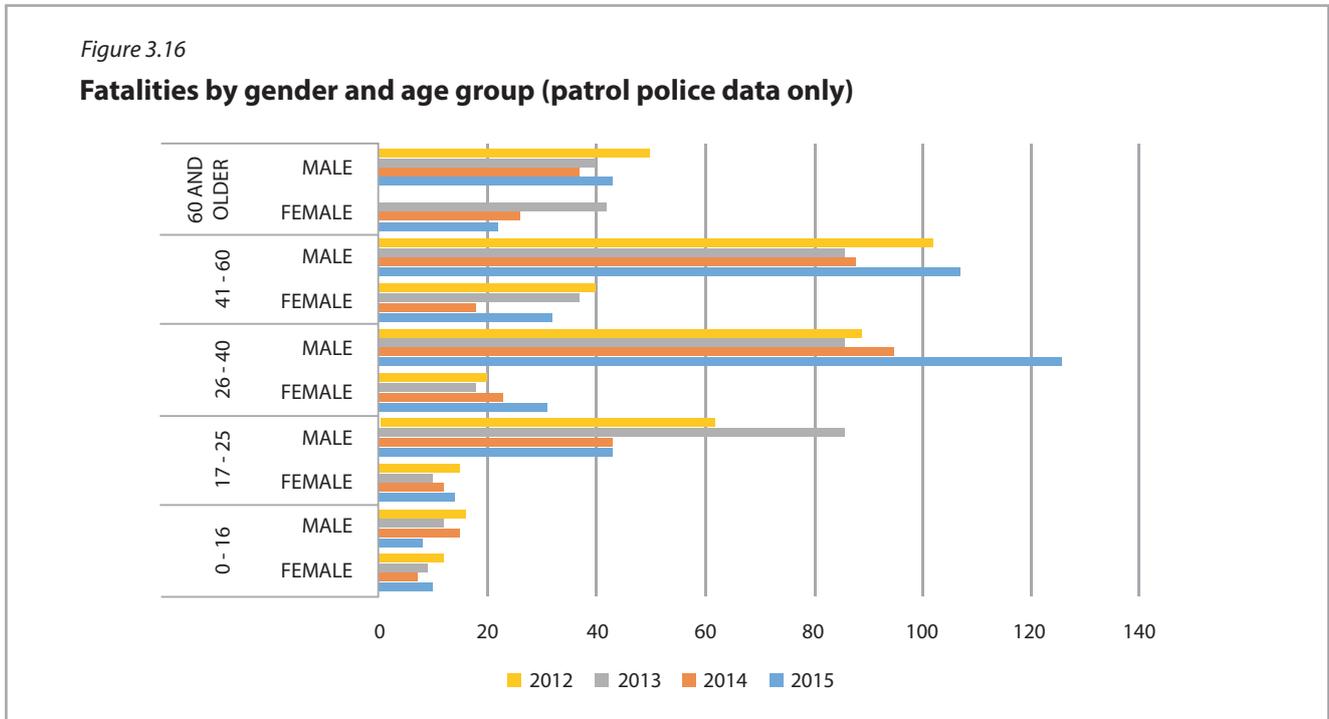
3.4.1 Fatalities, injuries and accident rate by age and gender

In the last three years, there has been an increasing number of fatalities in all age groups. According to the statistics fatalities in the age group 17-25 rose, and in the age group 26-40 remain stable. Fatalities in the age group 41-60 have grown substantially, surpassing any other group in 2014 and 2015 (see figure 3.15).



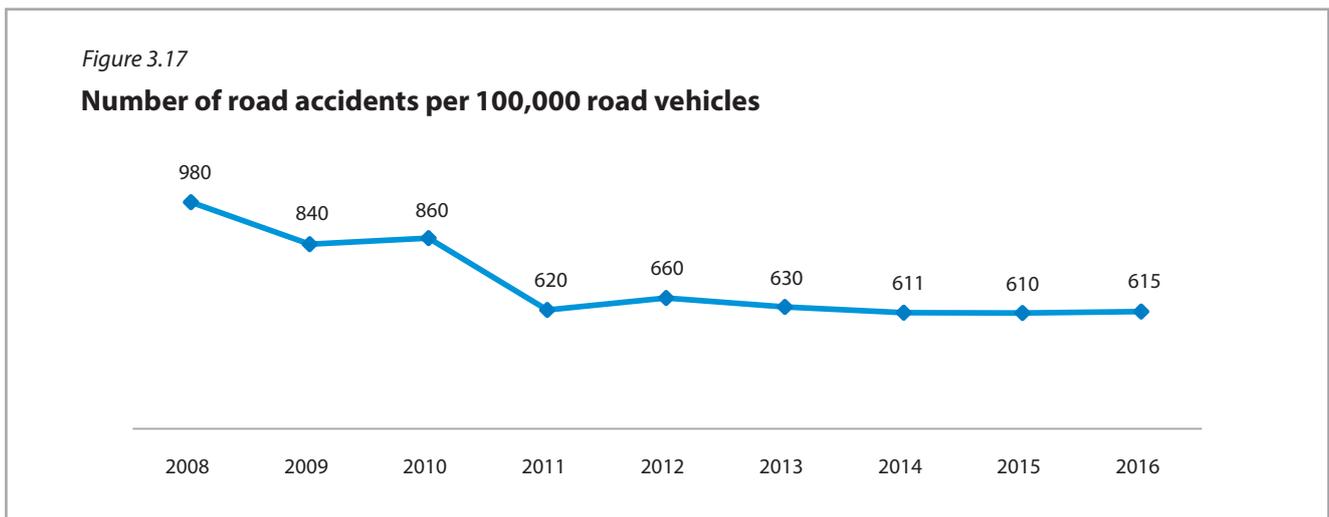
Source: Aggregated data from criminal and traffic police, 2016.

Figure 3.15 includes information from both the criminal and patrol police. Unfortunately, there are no data available about fatalities by gender and age from the criminal police as they do not collect it.



Source: Patrol police, 2016.

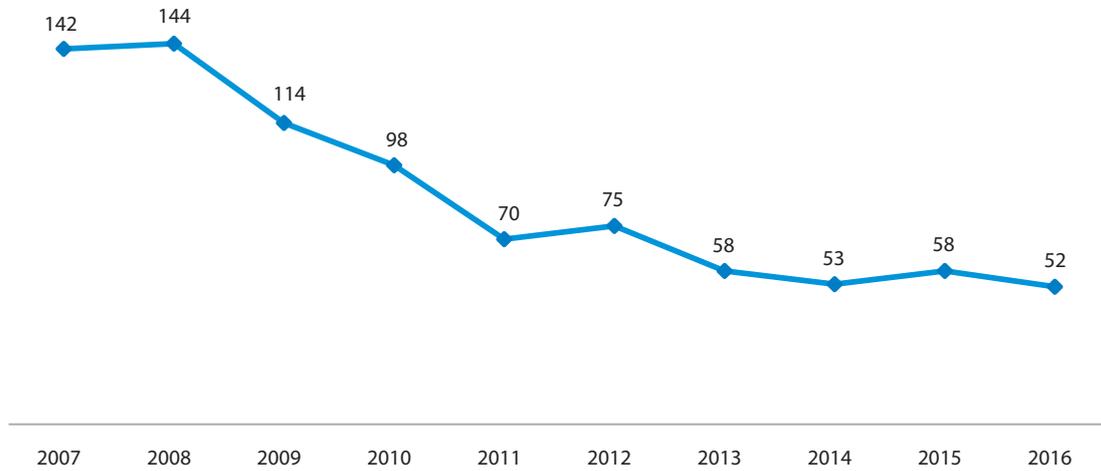
In 2015, fatalities (both men and women) were registered in almost all age groups. Male fatalities outnumbered those of women in all age groups but especially in the age groups 26-40 and 41-60 (see figure 3.16).



Source: Patrol police data, 2017.

Figure 3.18

Number of fatalities per 100,000 road vehicles



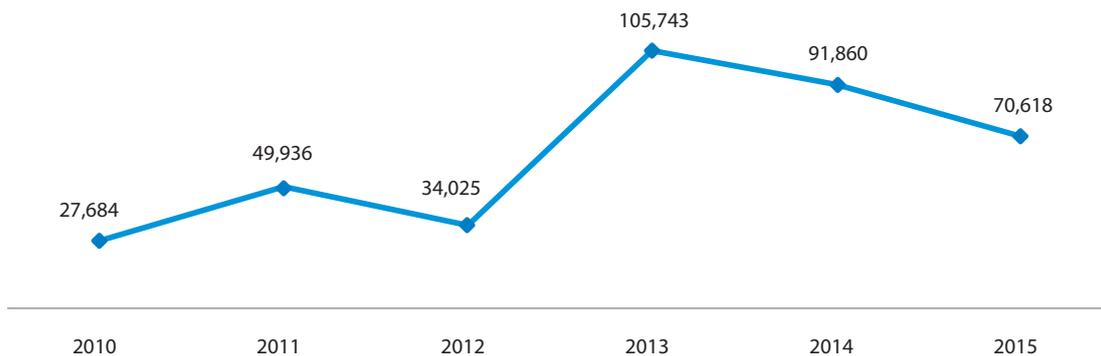
Source: Patrol police data, 2017.

3.4.2 Seat belt use

In 2010, the use of seat belts in front seats became compulsory in Georgia, which resulted in an increase of the seat belt use rate from 2% (before legislative amendments) to 95%.²⁶ This change was seen in both urban and rural areas. Due to improved enforcement, the number of fines issued for not wearing seat belts sharply increased in 2013 and remained high compared to previous years (see figure 3.19).

Figure 3.19

Number of fines issued for not wearing seat belts



Source: Ministry of Internal Affairs, 2016. Note: The fine for not wearing a seat belt is 40 GEL.

However, the most recent survey on seat belt use conducted by the World Bank in October 2016, revealed that 73% of drivers, 50% of front seat passengers and 33% of children wear seat belts. Seat belt use rates in rear seats were close to 0%. On motorways, suburban and rural roads, seat belt use was 70% among drivers and 67% among front seat passengers. There are no data on use of helmets and child restraints.²⁷

²⁶ Research conducted by the Partnership for Road Safety in 2010.

²⁷ Research presented at a Road Safety Workshop held in Tbilisi, by World Bank expert Mr. Soames Job, 30 November 2016.

The legislation needs to be further improved because according to current laws, rear seat passengers are not obliged to wear seat belts, and police in certain regions of the country do not strictly enforce the law requiring seat belts for front seat passengers. In Georgia, all children younger than 12 years, who are shorter than 150 cm, must be transported in an appropriate child restraint system (CRS), approved in accordance with United Nations Regulations No. 44 or 129.

3.4.3 Driving under the influence (DUI) – fines, accidents, killed

The table below shows the number of traffic accidents due to drink driving and the figures for the resulting persons killed and injured.

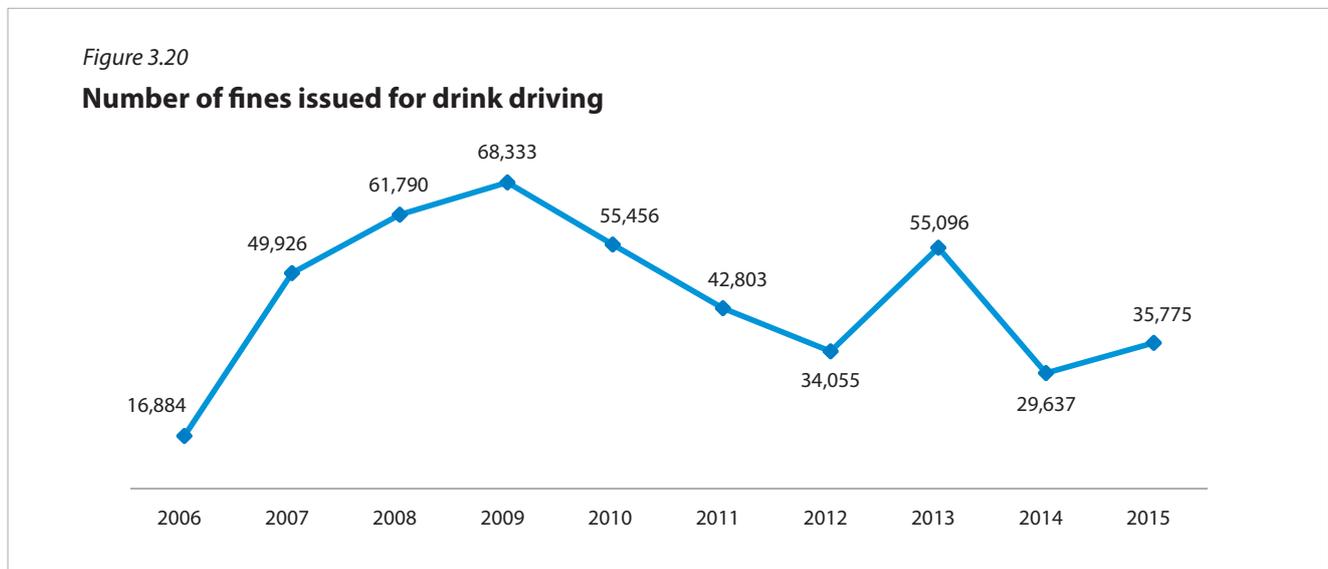
Table 3.1

Accidents, fatalities and injuries caused by drink driving

DUI / year	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Road accidents	329	225	311	378	358	264	278	256	228	262	229
Fatalities	34	62	59	45	51	39	30	22	27	16	50
Injured	474	418	460	652	627	435	439	298	327	394	353

Source: Ministry of Internal Affairs, 2016.

Table 3.1 shows that no substantial progress has been achieved in reducing the consequences of drink driving, despite the more stringent fines adopted in 2014. According to the legislative amendment, a drink driving offense could result in the suspension of the driver’s permit for 1 year.

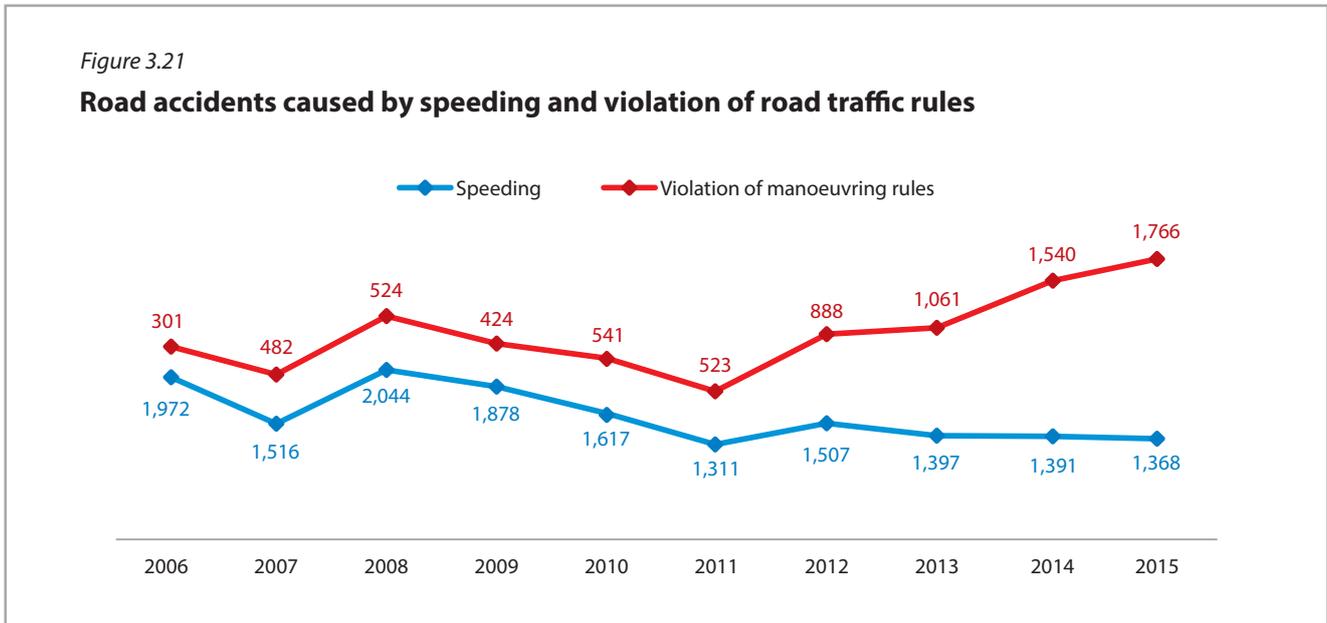


Source: Ministry of Internal Affairs, 2016.

The statistics (see figure 3.20) show a decrease of fines issued in 2014, which can be attributed to stricter regulation and enforcement causing a positive change in drivers’ behaviour.

3.4.4 Speeding

In Georgia, the main causes of road traffic accidents are speeding, violation of manoeuvring rules, overtaking and tailgating and crossing the centre line. According to MIA statistics, 17% of fatalities in road traffic accidents were caused by speeding in 2015.



Source: Ministry of Internal Affairs, 2016.

3.4.5 Accident costs

The high number of casualties are already imposing severe strains on the scarce resources of police, medical and other agencies that have to cope with the consequences of traffic accidents. Twenty per cent of beds in emergency wards of Georgian hospitals are taken up by road accident victims, consuming medical and other resources that are already in short supply.²⁸ The situation is expected to be exacerbated when Georgia enters into the explosive phase of motorization with the rapid growth of its vehicle fleet as consumer spending power increases.

The social cost of road accidents in Georgia has grown from 2% of GDP in 2006 to 5.2% in 2015, according to the approximate full-cost assessment of road accidents for Georgia made by the World Bank. Following the International Road Assessment Program (IRAP) formula, each person killed costs 70 times GDP per capita and each serious injury costs 17 times GDP per capita. With 602 persons killed in 2015 and around 15 times that number of serious injuries, the costs of persons killed and serious injuries in Georgia equalled GEL 738.4 million (5.2% of GDP).²⁹

3.4.6 Total annual spending on road safety

According to the official information from the Roads Department, there is no special budget line dedicated to road safety measures or separated tracking of budgetary expenditures on road safety at the national level. In the future, separation of budget lines for road safety activities would provide a reliable source of information on the expenditures allocated exclusively for improving road safety for infrastructure projects.

²⁸ <http://ncdc.ge/Category/Article/6690>.

²⁹ World Bank, Mr. Soames Job, 30 November 2016, Tbilisi.

3.5 Recommendation to improve availability and reliability of road safety data

It is noteworthy that the collection, processing and analysis of road safety data are insufficient.

There should be better coordination with healthcare facilities to provide the patrol police with information about the injured person's condition. The data on fatalities in road traffic accidents do not reflect cases when the death of an injured person occurs up to 30 days following the traffic accident which is consistent with road fatality statistics collected by UNECE, Eurostat and the International Transport Forum. All stakeholders recognize that not all accidents are reported and thus are not captured by national statistics. No research to date has attempted to establish the ratio of unreported accidents.

- The Government should improve road safety data collection, and integrate the data retrieved from government and private sector into a single database. Georgia should introduce the international definition of road traffic fatalities when the death of an injured person occurs 30 days following the traffic accident. Road safety indicators should be published regularly (at least quarterly).
- There is also substantial room for improvement in the quality of road safety data in terms of the depth of information, timing and accuracy of collection and the level of analysis. Elements of data collection, such as causes of the traffic accident, ought to be more detailed and better defined for those in charge of collecting the primary data. As much as 20% of the causes of road accidents are not specified, which makes it difficult to determine ways to address the problems. Georgia does not collect the Common Accident Data Set (CADaS), which displays what information should be collected in case of a road accident. There is a need for more investment in adequate training and equipment to improve data collection, analyses and sharing.³⁰
- The Ministry of Internal Affairs does not have an electronic database of road accidents that could be shared with other stakeholders working on road-safety related issues. Due to the lack of such a centralized database related to road accidents, there are discrepancies between statistical reports provided by various agencies, which limits the possibility for developing effective, targeted road safety policy interventions.

3.5.1 Case study (data collection management)

In 2016, the Non-Communicable Disease Department of the National Centre for Disease Control and Public Health, with the financial support of the South Caucasus Field Epidemiology and Laboratory Training Programme and the Training Programmes in Epidemiology and Public Health Interventions Network (TEPHINET), conducted a pilot project "Improvement of the Epidemiological Surveillance System of Pedestrian Injuries for the Prevention of Traffic Accidents". The goal of the project was an improvement of the epidemiological surveillance system for the trauma of traffic accidents to reduce injuries and mortality among pedestrians.

The objectives of the project were to study: road traffic injuries and fatalities, causes and frequency rate; road traffic injuries sustained and an effective surveillance system for the purpose of establishing institutional capacity building; and provide a research-based strategy and action plan in order to improve pedestrians' road safety.

The study analysed 374 medical records of patients who were pedestrians injured during road traffic accidents in 2014 and hospitalized in Tbilisi, Batumi and Rustavi. The study looked at 343 patient records from 11 hospitals in Tbilisi, 26 medical records from 3 hospitals in Batumi and 5 records from 1 hospital in Rustavi. The analysis of the medical records revealed that most of the pedestrians injured as a result of road traffic accidents were male (56%) and mostly children or youth from 0 to 25 years old (59%). Almost all the injured individuals (80%) were transported to hospital by ambulance. As medical records showed, the average time from the accident to admission to hospital was 40 minutes and the median time was 30 minutes. Most of the pedestrians (52%) were injured while crossing the street at non-designated areas.

³⁰ <https://www.unece.org/fileadmin/DAM/trans/doc/2011/wp6/ECE-TRANS-WP6-2011-pres08e.pdf>.

A large percentage of the pedestrian injuries came from the risky behaviour of pedestrians (32%) and of drivers (incorrect manoeuvre (30%), and speeding (25%)). Most accidents occurred as a result of pedestrians crossing the street at locations not designated for pedestrian crossing.

Analysis of data from the medical records showed that there is an important correlation between the age of the pedestrian injured in a road traffic accident, the risky behaviour exhibited by the pedestrian and the location of the accident. Furthermore, there was a statistically significant correlation between speeding and the severity of the injury and fatal outcome. It is important to mention that medical records do not differentiate by the severity of injuries in accordance with the Maximum Abbreviated Injury Score (MAIS) recommended by the European Commission in 2013.

3.5.2 Analysis of police databases

According to the data provided by the Analytical Department of the Ministry of Internal Affairs, in Tbilisi alone there were 1,469 cases of road accidents involving pedestrians, 1,410 cases of injuries and 59 cases of persons killed in 2016. The number of pedestrians killed in traffic accidents in Tbilisi rose by 27% compared to the previous year.

It should be noted that the police data are not comprehensive. In some cases, the police do not have the complete information about accidents only involving material damage or about injured individuals who were hospitalized. This happens because there is no standard definition of fatal traffic accident (a case of death within a 30-day interval after an accident) and the fact that if there is no lawsuit as a result of the road traffic accident, there is no obligation for the medical facility to notify the police. Furthermore, the Analytical Department of the Ministry of Internal Affairs provides only aggregate data and case-based data are not provided; therefore, there is no possibility to obtain information about the characteristics of each case and in particular, about the alleged cause of the accident, location, etc. Existing data do not allow effective road safety policy decisions to be made, so data collection and sharing among stakeholders are immediate priorities in Georgia. This would enable agencies to analyse databases and develop effective road safety measures.

Data collection by the police need to be improved with a concrete set of statistics that should be gathered after road accidents, and legislation should be amended to include mandatory reporting by medical facilities to the police on road traffic casualties. It is also necessary to develop better police questionnaires for on-site data collection and reporting and the use of GPS in order to determine road accident location.

3.5.3 Analysis of data from hospital service providers in the National Centre for Disease Control (NCDC) database

Comparative analysis of data recorded in the NCDC database from hospital service providers and the results of data from the new trauma record form revealed discrepancies. Specifically, most of the medical records do not indicate an external cause of the injury according to International Classification of Diseases ICD-10 categories; as a result, there is no information about the external cause of injury, its location and other circumstances.

Therefore, codes for the external cause of injury used by hospital service providers are not always correct and do not always reflect the reality. Furthermore, some of the hospitals have an internal form for external causes of trauma to be annexed to the medical record; however, in practice, these forms remain blank in most cases. In addition, in most hospital service providers, the responsibility for collecting information about the external cause of the injury and the location of the injury is with the admitting doctor and this information is often not even recorded in the medical record.

3.5.4 Analysis of information from the National Statistical Service (GeoStat)

Statistical data published by GeoStat are based on information provided by the Ministry of Internal Affairs. Therefore, the data provided in these two sources are identical. GeoStat does not use the standard definition of a fatal road traffic accident (a death during the 30-day period after the accident) since the MIA does not have complete information about the hospitalizations that occurred as a result of the accident.

In the case of GeoStat, it can also be seen that the medical records do not use the ICD-10 codes in accordance with the instructions and information available which consequently does not allow the opportunity to identify a causal relationship. Incorrect coding used in medical records changes the structure of causes of death statistics. In most cases, medical records contain information about the type of injury, but not the cause of injury. Due to incomplete coding, injuries cannot be classified in accordance with the international categories.

Conclusions from the pilot project:

- The results of the pilot project showed that the information collected by the responsible agencies is incomplete and contains numerous discrepancies. The police do not have comprehensive information on injuries from non-fatal cases and for all hospitalizations, while the statistical data collected by medical facilities are incomplete and do not contain information about the cause of injury and the location;
- Analysis of medical records of pedestrians hospitalized after road traffic accidents and phone interviews with those patients show that most of the accidents occur as a result of risky behaviour of a driver or a pedestrian;
- The most vulnerable group among pedestrians is children of 5-9 years old. As children grow older, they become more independent and spend more time away from home. They make more journeys on foot and spend more time playing in the street. Children at this age have a limited understanding of the risk, lack rapid reactions and are not able to make the right decision in critical situations. Greater independence brings with it a hugely increased risk of being killed or seriously injured in a road accident;
- Georgia is not the only country where pedestrians have a limited understanding of road safety. However, Georgian society exhibits one of the lowest levels of awareness of safety measures and the highest levels of risky behaviour.

4 Road safety assessment

4.1 Road safety management

4.1.1 Background

The problems in road safety are not new for Georgia. They proved to be most serious at the end of the 1980s, when the majority of drivers obtained their driving permits illegally. During the Soviet period, one of the most important problems was the complete lack of reliable road safety statistics and the official cover-up of the real number of persons killed and injured. Even though the Government held road safety weeks in schools annually and there were some educational programmes, the prevailing political problems encouraged ignorance of the problem of road safety. The unpopularity of traffic police among road users led to declining respect towards traffic rules in general, further weakening enforcement. During the first years of independence, the number of people killed due to traffic accidents reached alarming numbers – 1,067 in 1990 and 1,145 in 1991 as a result of rising numbers of inexperienced drivers, poor road infrastructure and chaos in state institutions. The unstable political and economic situation directly affected transport and road safety, and road traffic was not controlled at all. Moreover, civil unrest and a complete ignorance of traffic rules by road users further exacerbated the situation.

4.1.2 Strategic framework

The most important reforms in the road safety field started in 2004. One of the first steps was reforming the road traffic police, particularly eradicating corruption and establishing an efficient institution for the enforcement of road traffic rules. The patrol police was restructured as an autonomous unit inside the MIA, and beyond the control of the local police administration and local government.³¹ As a result, in 2003, the general population's trust in the traffic police was about 10%, while by 2011, after the reform, it had leapt to 80%.

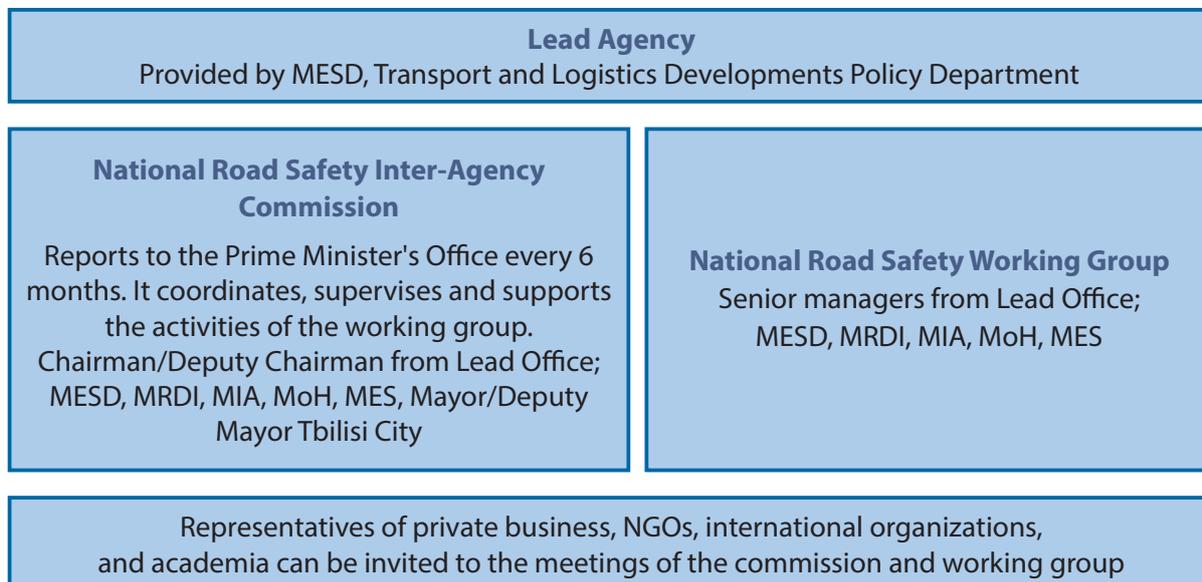
The first Road Safety Strategy was approved in 2008, followed by the National Road Safety Action Plan (2010-2013), which specified a range of measures. The road safety management capacity review carried out during 2013, with the assistance of senior management of Georgian governmental agencies and other stakeholders, concluded that the Plan had been partially implemented. Many actions did not strongly or directly relate to the task of reducing the number of persons killed in road accidents. Towards the end of the Action Plan and lost in the governmental reorganization at the time, coordinated road safety action collapsed leaving isolated, fragmented contributions. Agencies reported that the absence of a funded, functioning lead agency, supported by efficient coordination arrangements, was severely impeding progress towards improving road safety in Georgia.

In 2015, road safety became a priority and the MIA launched a new traffic safety programme that aimed to make the legislation stricter, to establish a driving permit point system, contactless patrolling, a better speed management system and enforcement of overtaking violations.

³¹ <http://pubdocs.worldbank.org/en/401861434469787185/Road-Safety-Enforcement-Moldova-report.pdf>.

Figure 4.1

National Road Safety Inter-Agency Commission and National Road Safety Working Group



Source: Ministry of Economy and Sustainable Development, 2017.

On 29 December 2016, the new Road Safety Action Plan for 2017 was approved by the Government. The 2017 Action Plan is more concrete than the previous 2010-2013 plan and includes a list of activities in different areas, such as roads, vehicles, enforcement, education and first aid. It should be noted that this programme tries to address road safety in a more comprehensive way for the first time. The action plan includes 8 actions and 27 activities. It is worth noting that the specific activities, stakeholders and timeframes in the 2017 Action Plan make it more effective and enable the Commission to some extent to monitor the implementation of the Action Plan.

The first three activities require elaboration of information regarding road traffic accidents and the creation of an integrated database. Officially, the statistic shows that in 20% of cases the reasons for the road traffic accident is unknown. There are no data for seat belt use; the information available to the Ministry of Health about injuries does not correspond with MIA statistics and other road safety indicators are lacking. In terms of action plans, a driving permit demerit point system has already been adopted by the Georgian Parliament, and the Joint Operations Centre of the Ministry of Internal Affairs is responsible for video surveillance/monitoring throughout the country.³²

The Action Plan envisages activities to improve road user behaviour through increased awareness of road safety risk factors and social marketing campaigns to help influence the attitudes of road users. Different government agencies have expressed their readiness to take concrete measures according to the Action Plan in order to improve road safety. Most actions are directly related to preventing road traffic accidents and injuries and reducing the number of killed.

On the local level, the Georgian transport sector is marked by persistent challenges related to traffic safety, an ageing vehicle fleet, poor public transport services and parking management, minor improvements (public transport, road safety and road infrastructure), and structural weaknesses (limited budget support and access to financing, lack of long-term strategic planning, poor coordination between central Government and local municipalities and lack of technical expertise).

³² <https://matsne.gov.ge/ka/document/view/3651894>, <https://matsne.gov.ge/ka/document/view/3406087>.

4.1.3 Regional and national road safety projects implemented with the support of international donor organizations

The safe road engineering, legislation improvement and road safety education projects carried out in Georgia during the past two decades were implemented with key assistance from the World Bank, USAID, ADB, and the European Commission. Improvement of road safety is an essential component of the development and regional integration of the TRACECA countries. The countries have agreed to work together to develop solutions at both regional and national levels, resulting in a Regional Road Safety Action Plan and National Road Safety Action Plans that aim to promote the safety and security of all roads users. The Regional Road Safety Action Plan for TRACECA has been developed in the context of the global Decade of Action for Road Safety 2011–2020 and two EU policy frameworks aimed at improving road safety and a resource-efficient road transport system, and by extension towards EU neighbouring countries and beyond.

Georgia was part of the TRACECA Road Safety I and II projects in which representatives and stakeholders from Government, NGOs and academia took part. The EU-funded TRACECA Road Safety II project covered 9 countries in the TRACECA region, which identified the road safety needs in each country and developed a general regional road safety action plan for the beneficiary countries, to use as a model for developing national action plans.

Over the last 11 years, the World Bank-funded transport projects have led to improvements mostly in the international and secondary roads network. The World Bank has strengthened the technical, financial and operational management capacity of the Roads Department and supported road safety programmes. In 2008, with World Bank support, the Georgian Government developed a new road safety policy that resulted in the first National Traffic Safety Strategy and the Action Plan 2009-2013, treatment of high-risk road sections, and improved enforcement of traffic laws. The Road Safety Action Plan 2016-2020 was also prepared by WB consultants. The Georgian Government has modified it and endorsed it as the Road Safety Action Plan for 2017.

The USAID and the embassies of the United States of America and Estonia have assisted in implementing different kinds of road safety campaigns in Georgia, focusing on pedestrians, drivers, visibility issues, and adult and school children's education. In 2016-2017, the foundation "Partnership for Road Safety" implemented two regional road safety awareness-raising projects with the Roads Department.

4.1.4 Road safety funding

The Budgetary Code of Georgia regulates budgetary relations and responsibilities between the governmental agencies, the Autonomous Republics of Georgia and local self-governing bodies. According to the Code, from the fines paid for the violation of road traffic rules, 40% goes to the central Government while 60% goes to local governments. This division provides a good means for attracting resources for implementing road safety programmes at the local level.

However, local governments fail to use the funds raised by the Budgetary Code of Georgia to implement projects specifically targeted at improving road safety. It is estimated that millions of Lari could be raised by stricter enforcement of traffic laws. In the long term, poor enforcement not only leads to significantly more dangerous roads in Georgia, but also to lost funding for projects that could improve road safety on a local level.

In Georgia, funding for road safety initiatives and activities is insufficient. While road safety is articulated as a priority issue, in practice, the safety aspects of road and transport projects are often forgotten when roads are being reconstructed and designed and when budget proposals are being compiled. In Georgia, where the road safety management capacity is still weak, new funding schemes should be established to implement road safety action plans. Separate road safety budget lines are uncommon but should be introduced. Different types of user fees could provide a regular and dedicated funding source for road safety, such as charges for services like road-worthiness testing, driver training and testing, driving permits and heavy goods vehicle operator certificates. Some countries levy a fee on vehicle insurance premiums to fund road safety programmes. This could be an additional source of funding, as the number of motor vehicles has been growing.

4.1.5 Promotion (awareness raising and campaigns)

In order to prevent road accidents, inform road users and raise public awareness, the MIA Public Relations Department has intensively carried out social responsibility campaigns on road safety since 2013.

In 2015, the MIA elaborated and presented a draft Law on Road Safety. The Ministry launched an information campaign, “For Your Sake, For Your Own Safety” in order to raise public awareness. After adopting the law, the campaign moved to a phase where the public was actively informed about legislative amendments. In addition, trained patrol police officers conducted lessons in kindergartens, public and private schools throughout the country, in order to encourage future generations to be law-abiding and socially responsible citizens. The project, titled the “10 Lessons of Safety”, was co-financed by the European Union.

The Ministry of Regional Development and Infrastructure, Ministry of Internal Affairs and Tbilisi City Hall are active stakeholders that conduct social media campaigns to increase awareness of road safety. In 2015, the MRDI, in collaboration with the Foundation Partnership for Road Safety implemented a road safety education and awareness raising project targeting local communities living in the Kakheti region of Georgia. The project was implemented in close cooperation with the Ministry of Education and Science and the MIA, local government, business and local media.

The Roads Department has implemented a Kakheti Regional Roads Improvement project with World Bank financial support. The project aimed to protect local communities living in the vicinity of these road improvements through raising awareness of road safety issues. In 2016, the Roads Department, with the United Kingdom organization Eastern Alliance for Safe and Sustainable Transport’s partner in Georgia, Partnership for Road Safety, launched a campaign to reduce road traffic accidents and fatalities on the E60, the country’s main east-west route.³³

Several local NGOs actively participate in the process of awareness raising in the road safety field: Partnership for Road Safety, Georgian Alliance for Safe Roads, Iare Pekhit, Eco Transport Hub, and the Georgian Transport and Road Association. The main aim of these organizations is to raise awareness of safety risk factors for various road users, to inform decision-makers and advocacy groups of road safety issues and to address legislative shortcomings.

One of the Partnership for Road Safety’s most successful projects was the three-year project “Increasing Seat Belt Use in Georgia and Youth Road Safety Education”, which was started in 2007 and was funded by USAID, British Petroleum, the FIA Foundation and Toyota Caucasus. In 2010, by building effective coalitions between public and private actors, the project contributed to establishing legislation that makes the use of seat belts mandatory in the front seats of all road vehicles in Georgia. In June 2011, 98% of drivers and 97% of front seat passengers were recorded as using seat belts on motorways. In the capital city Tbilisi, the figure rose to 95% compared to just 1% previously. This measure made an important contribution to the decline of fatalities in Georgia from 867 in 2008 to 526 in 2011.³⁴

Established in 2009, the Georgian Alliance for Safe Roads (GASR) aims to change the attitude and behaviour of drivers, pedestrians and other road users. The GASR seeks to improve road safety by implementing public awareness campaigns and international and local projects, conducting public opinion surveys on road safety issues, exploring and analysing road safety legislation, advocating on road safety issues, improving road infrastructure, working on environmental topics related to road safety, and initiating the required legal improvements.

Iare Pekhit is a non-governmental organization that focuses on the protection of pedestrians’ rights. Iare Pekhit encourages walking in the cities of Georgia, seeks to protect the rights of pedestrians, and works to persuade state authorities at the national and municipal levels to implement better policies and practices in support of pedestrians. The main activities of the organization are raising awareness, stakeholder collaboration, street action, urban public art and lobbying.

³³ <http://newsportal.ge/gavxadot-chveni-gza-usaftrxo-daxurvis-gonisdzieba-fotshi/>.

³⁴ <https://www.easst.co.uk/case-study-from-georgia-increasing-seat-belt-use>.

It is recommended that more funding should be given to road safety institutions and NGOs to promote and increase awareness of road safety risk factors. Therefore, implementation of joint road safety publicity campaigns to increase road safety awareness and influence the behaviour of groups of people who are statistically most at risk of being affected by road accidents is welcome.

4.1.6 Research and development and knowledge transfer

Academic research and development projects on road safety are almost non-existent, and most of the research is conducted by NGOs and international consultants. In most cases, when Parliament committees work on amendments to legislation, MPs and committee members ask NGOs for their research results, or they cooperate with the civil sector to prepare legal analyses and develop recommendations.

The Technical University of Georgia, Faculty of Transportation and Mechanical Engineering is the only academic institution that trains qualified specialists in the transport and mechanical engineering sectors. The road safety component within the department is relatively unpopular amongst students who prefer to choose other subjects for research. The dissertations prepared within the PhD or Master's Degree programmes do not have a significant influence as they are usually not disseminated widely by the authors or included in policymaking processes.

The Government should be drawing on the expertise of PhD and Master's theses in implementing road safety projects. The Government should support the establishment of a road safety research centre and collaborate with regional and international institutions to bring best practices to Georgia, as well as building up local capacities so that Georgia can, in turn, become a knowledge hub for transport in the Caucasus.

4.1.7 Proposed measures and conclusions

In 2016, Georgia defined the responsibilities and accountabilities of the National Road Safety Inter-Agency Commission and the National Road Safety Working Group, inter-agency bodies, and lower instance bodies that can contribute with expertise in the Working Group to develop the Action Plan – with specific measures, timelines, competent authorities (national and local) and financing sources – and then oversee the implementation of the measures from the Action Plan.

To obtain the best possible results from the implementation of the Road Safety Action Plan, the Commission and the Working Group need to set time-bound road safety targets and develop a monitoring system. Without them all other functions in institutional management for road safety at the national level – legislation, funding and resource allocation, promotion, research and knowledge transfer – will lack coordination and cohesion. It also has to identify areas for performance improvements in the shorter and longer term and estimate the potential financial and social benefits of these interventions.

- Therefore, it is suggested to establish country road safety targets and mechanisms to ensure stakeholder accountability for the results. Moreover, the representative of the Ministry of Finance of Georgia has to be included in the National Road Safety Inter-Agency Commission and the National Road Safety Working Group.³⁵ Concrete and measurable targets in the Road Safety Action Plan should be set for all stakeholders. Targets will help stakeholders to identify effective road safety measures. Furthermore, it is necessary to conduct the systematic and ongoing monitoring of road safety outputs and outcomes (social, economic, health etc.) and the evaluation of implemented measures and interventions.
- Implementation of the Road Safety Action Plan is a challenge for all stakeholders. Georgia should improve its road safety management capacities and strengthen national expertise by enhancing road safety research and development and evidence-based decision making.

³⁵ Road Safety Action Plan.

In 2017, the Road Safety Action Plan was supported nationally through the general budget. International development agencies have also pledged to assist with small projects but the level and scope of road safety funding in Georgia continues to be insufficient.

- Given the important benefits from road safety investments, targeted road safety funding needs to be scaled-up, and new schemes for supporting road safety activities should be developed and included in the road safety strategy and action plan. Road safety funding should be allocated in a dedicated budget line and procedures should be established to ensure sustained funding for road safety programmes.
- The effective implementation of the 2018 Road Safety Action Plan, its evaluation and development of future action plans require resources and personnel (full-time staff) with experience in road safety and transport issues. Whilst the MESD Transport and Logistics Policy Development Department has a leading role to play in the implementation of the Road Safety Action Plan, it needs additional manpower to manage its work. Indeed, to carry out the prescribed functions the department requires more dedicated human capacity for road safety on a full-time basis. The same applies to the Roads Department of the Ministry of Regional Development and Infrastructure.

The following recommended actions should be taken into account:

- Local municipalities need to enhance capacities for road safety and to ensure stable financing sources for the development of safe road infrastructure, and safety remedial measures from revenues from parking, traffic fines and other local activities;
- The responsibilities in the existing road safety management system are not clearly delegated between central and local government institutions, resulting in a lack of coordination in addressing road safety and transport-related issues. One of the key priorities of the Inter-Agency Commission and National Road Safety Working Group should be to strengthen the legal framework for road safety at various government levels, improve coordination between central and local government institutions and enhance the capacity of local institutions. Local municipalities have to adopt local road safety action plans and define a unified approach to the development of traffic management and road safety systems. One mechanism which could be used to encourage coordinated road safety activity would be to establish mandatory reporting for local authorities on road safety activities and support this process with specific funding mechanisms;
- In order to enhance local knowledge and promote cooperation between different road safety stakeholders, a road safety training centre could also be beneficial to facilitate training for officials to foster new skills and promote interdisciplinary decision-making. Training should be conducted by local and international experts and/or university professors.

4.2 Safer roads and network

Well-designed roads help people use roads safely and minimize the risk of traffic accidents. When an accident does happen, a protective and forgiving road infrastructure can mean the difference between life and death. Infrastructure that caters to the needs of vulnerable road users such as cyclists, motorcyclists, pedestrians, children and persons with disabilities is particularly important in Georgia, as around 25% of persons killed and injured are pedestrians. Currently, there is a lack of a data-driven approach in Georgia towards road planning and eradication of high-risk road sections.

According to the Georgian Law on Roads (article 3, para. 2), roads are divided into international, secondary and local roads (see table 4.1).

Table 4.1

Road types and length

Road types	Length (km)
International roads	1,603
Secondary roads	5,298
Local roads	13,426

Source: Roads Department, 2016.

According to Government Regulation No. 407 (18 June 2014), the Roads Department is in charge of international and secondary roads. The Roads Department is responsible for the national road development policy and strategy, management and financing of the development of Georgian roads, monitoring of the construction, modernization and development of road infrastructure and road traffic management. Currently, the objectives of the Roads Department are focused on: improvement of the overall road infrastructure, improvement of road safety, the increase of transit competitiveness of the E60 and E70, reduction of travel times for passenger cars and the deployment of intelligent transport systems (ITS).

Currently, there are no official nationwide and uniform road design standards, and various standards from other countries are used on the international and local network for designing roads. On many roads design is outdated in terms of road safety engineering principles. This is a huge burden for road management in terms of making the correct engineering decisions and ensuring assets are being maintained for their original function.

There is a strong need to develop national road design standards (both for roads and streets) and to incorporate safety practices during the planning and design stages. More emphasis needs to be placed on examining how to make the road network operate safely in the particular operating environment and traffic conditions.

In local and secondary road rehabilitation schemes, opportunities should be taken to minimize direct road access, keep traffic speeds relatively low when such roads pass through urban settlements and to establish a road hierarchy. Furthermore, better road accident data collection and implementation of comprehensive analysis tools, alongside a nationally adopted definition of a high-risk road section would allow scarce resources to be focused on the most cost-effective interventions.

Since 2011, the Roads Department has been implementing road safety audit procedures. In 2015-2016, the Roads Department completed 16 road safety audits on new projects on the E60 and some sections of secondary roads. As countries in which road safety audits/inspections are established practice tend to experience a reduction in road accidents, such periodical inspections should be mandatory for all types of roads, as many hazardous road locations are largely attributable to poor road design.

In the last decade, the decision of the Georgian Government to improve road infrastructure has led to a significant increase in the number of motorway construction projects. The Roads Department is in charge of monitoring construction companies that are working on motorways and their compliance with safety equipment and markings (cones, barrels and signs) in work zones. There are no exact numbers for road work zone injuries and fatalities, but the safety of road users and workers is a significant concern.

Even though work zones are marked and signposted as areas where motorists must slow down and drive with extra caution, many Georgian drivers speed up to pass through the construction area as quickly as possible, particularly on secondary and local roads. Given the volume of road rehabilitation projects being undertaken on different categories of roads, guidelines for the uniform preparation, warning and signalling of roadworks on all road categories have to be adopted and efficiently implemented.

There is a constant need for the engagement of qualified staff, both in the Roads Department and in local authorities. The current situation was clearly depicted in a statement by a representative of the Roads Department: "It is important to strengthen the institutional management and human resources of the Roads Department, which is mentioned in the new Road Safety Strategy. Currently, without strengthening existing and engaging new staff, it will be very difficult to improve the situation and implement the planned activities of the Roads Department".

On 15 June 2015, the Czech Republic approved funds for implementation of a project entitled "Enhancing road safety in Georgian transport corridors through the development of meteorology". The project was a continuation of a TRACECA pilot project where a road weather information station (RWIS) was installed near the west portal of the Rikoti Pass.

The project aimed at mitigating the negative impacts of dangerous meteorological conditions on traffic at the pass. Its target was to increase the awareness of drivers about dangerous meteorological conditions. Early detection of dangerous meteorological conditions is very important for disaster prevention and preparedness, as well as disaster management and mitigation, but also in order to streamline winter road maintenance.

The previous project "Increasing safety of road transport corridors in Georgia through the development of road meteorology" envisaged the installation of road meteorological stations (3 sets) focusing on two road sections: (1) the road section near the Gori tunnel, in addition to the previous one installed near the west portal of the Rikoti pass and (2) the Mtskheta-Stefantsminda-Larsi transboundary artery between Georgia and Russia (at Gveleti and near the Jinali reservoir) and strengthening the capacity of the National Environmental Agency and the Department of Hydrometeorology to use RWIS data.

The Roads Department is implementing a road safety programme entitled "Safe Corridor, Safe City, Safe Village" to identify and treat high-risk road sections; launch a safety inspection of international road sections; implement small-scale road safety measures in different regions of Georgia; install street lights on the E60; and enhance road safety in school zones and on sections of the E60, as well as on access and rural roads. The programme will develop guidelines for the identification of high-risk road sections and the elaboration and establishment of a systematic approach for their improvement. The programme also envisages carrying out small-scale road safety measures (22 sections) in the regions of Imereti, Guria, Samegrelo-Zemo Svaneti and Kvemo Kartli.

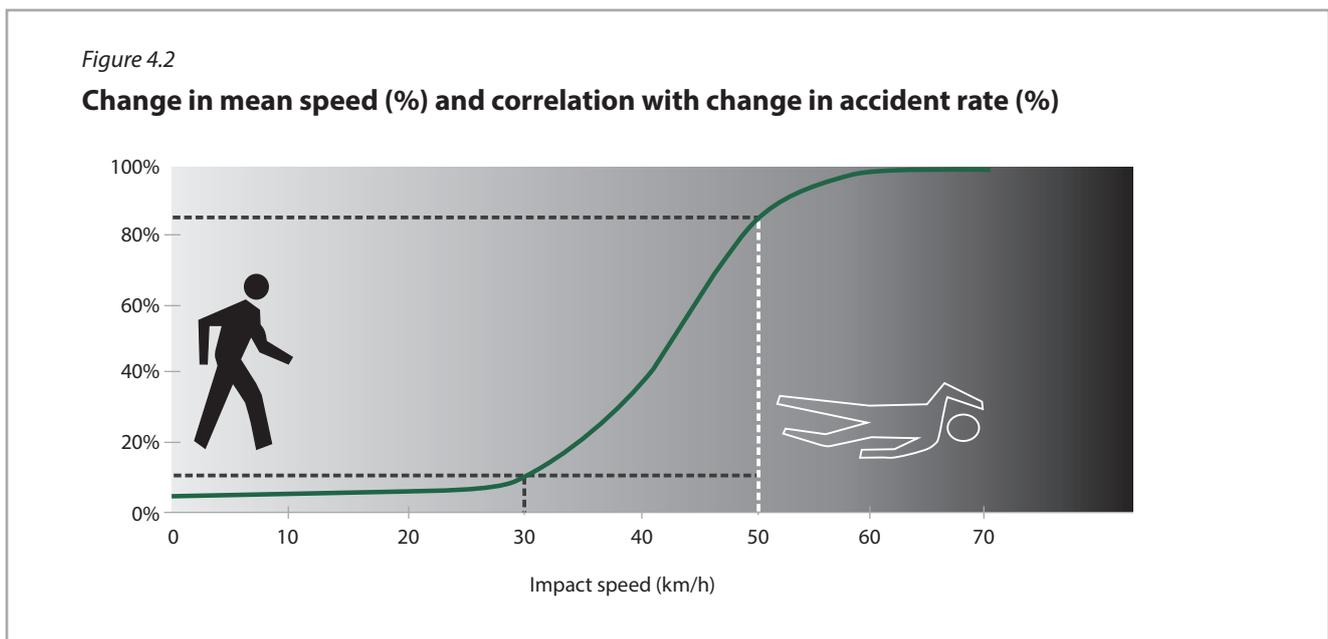
4.2.1 Traffic management on local roads and streets

In planning and organizing road traffic, local authorities are guided by the old Soviet standards of the 1960s. Local Government Code Article 16 of the Municipality Mandate establishes local competencies in respect of municipal transport facilities and the development of relevant engineering infrastructure, provision of street lighting, management of traffic on local roads, regulation of parking rules and provision of parking places. The same article establishes the rights for organizing passenger transport services, the development of proper infrastructure for children, disabled persons and the elderly in local facilities, including public gatherings, and public transport.

However, local authorities are limited in both material and human resources to modernize road infrastructure. The resources for local road improvements largely come from the Municipal Development Fund (MDF), whose funds are not sufficient for addressing all improvement needs. Therefore, there is a need to empower local municipalities with funding and adequately trained transport planning staff and expertise from the Government to improve and maintain local roads.

4.2.2 Speed management and vulnerable road users

The Safe System approach involves a holistic view of the road transport system and the interactions between roads and roadsides, travel speeds, vehicles and road users. Strategic principles emphasize that the basic design parameter for the road system should be the tolerances of the human body and that vehicle speed is the most important regulating factor for a safe system. Evidently, speed management is a critical issue on Georgian roads. Current road safety legislation prescribes a general speed limit in urban areas of 60 km/h, which is too high, taking into account that speed limits are widely ignored and the fact that current enforcement practices have a tolerance of an additional 15 km/h.



Source: World Health Organization.

There is no single authority that is responsible for traffic management and road safety in urban areas. While local municipalities are responsible for road signalling and, theoretically, traffic management, the Ministry of Internal Affairs (patrol police) is responsible for enforcement. Therefore, the application of engineering solutions that reduce speed through traffic mitigating measures and speed management, particularly in zones with high volumes of vulnerable road users, such as schools and residential zones, in built-up areas and in villages along major roads, is required.

More frequent use of roundabouts, median treatment to separate traffic and refuges for crossing pedestrians have already showed good results. Municipalities should give walking much higher priority. Many sidewalks are narrow, occupied by parked cars, making it difficult to move for all pedestrians, particularly those with disabilities. Georgian cities are currently unattractive for walking and cycling due to narrow and disconnected walkways bordered by wide streets with high traffic speeds. Widening and improving walkways, developing more public spaces, and reducing adjacent street speeds and traffic volumes could attract more pedestrians.

A survey was performed by the NGO Georgian Alliance for Safe Roads from June-July 2015 with the following findings: 54% of respondents when crossing the street contravene and ignore safety and traffic rules; 49% of men and 42% of women cross the street not using a pedestrian crossing or underground or elevated pass. The main reasons given for breaking safety and traffic rules are the poor infrastructure of underpasses (32%), high staircases, difficult access, poor lighting, poor sanitation conditions, lack of safety, long distances between regulated road crossings and undergrounds (21%), and absence of proper road crossing habits and knowledge of safety rules (13%).

Moreover, Tbilisi street planning has so far completely ignored bicycles as a transport mode. In spite of the topography, biking is a tangible and clean alternative to move about and even to commute for a short distance, but it has been largely disregarded. Today, no road space is allocated to bicycles; there are no cycle lanes, and the chaotic traffic and parking conditions prevent people from using bicycles, mainly for safety reasons. No Georgian city has a non-motorized transport (NMT) strategy or plan to increase the NMT modal share.

4.2.3 Parking management

One of the most important problems affecting the overall system is the absence of a functioning parking system. Currently, Georgian cities have few or no parking regulations in place. Parking planning as an integrated part of land use and urban planning is still in its initial phases. From a legislative standpoint, the Local Government Code does not define a unified and coordinated approach to the development of the institutional set up for parking management. Most municipalities do not have parking regulation plans or strategies. Under the pressure of growing urbanization, the issuing of construction permits does not adequately regulate the provision of parking places and pedestrian infrastructure, both at national and municipal levels.

A parking study would be beneficial to identify parking demand, especially in central locations in Georgian cities. A special programme should be prepared to encourage multi-place parking system planning and construction, especially for new construction projects by private sector contractors.

4.2.4 Case study – city of Gori local roads

The widest street in Gori is Stalin Street (21 m). It is one of the most crowded locations in the city with many public buildings and amenities. In addition to traffic by the local population, Stalin Street is also a prime destination for tourists. The zebra crossings on Stalin Street are almost invisible. The road signs that are left indicate only directions for road vehicles, not pedestrians. It is possible to move in the centre of town using underground passages. However, there are only two such passages along the entire length of Stalin Street, and pedestrians usually try to avoid using them after dark due to poor lighting. Another problem with the underground passages is that they are not designed for persons with disabilities. Also, the wide streets in the central part of the city do not feature safety infrastructure, i.e. pedestrian refuge islands, even though they could be easily accommodated within the existing road space.

Around 80% of zebra crossings in Gori need to be renovated, and additional traffic lights and safety islands need to be added for pedestrians to safely cross these wide thoroughfares. The Stalin Garden on Stalin Street is a large leisure space and divides the street in half. But it is a problem to cross the street due to excessive speeding by drivers. The speed limit is set at 50 km/h, which in practice allows drivers to drive at 65 km/h. To make matters worse, there is no speed control in the town and no speed cameras are installed in the urban area. As the Gori mayor mentioned in an interview, he requires permission from the Ministry of Internal Affairs to install new cameras. However, he cannot even buy new cameras, since existing laws do not grant him this authority.

The absence of a city parking system in local municipalities, and consequently the absence of parking management, creates huge problems for vulnerable road users. There is no specially allocated parking space in Gori and sections of the road and pavement are misused for parking, obstructing pedestrian movement. There are also other obstacles, such as broken and poorly maintained sidewalks and lack of water drainage. For this reason, the sidewalks in some parts of the street are practically impossible to use.

4.2.5 Proposed measures and conclusions

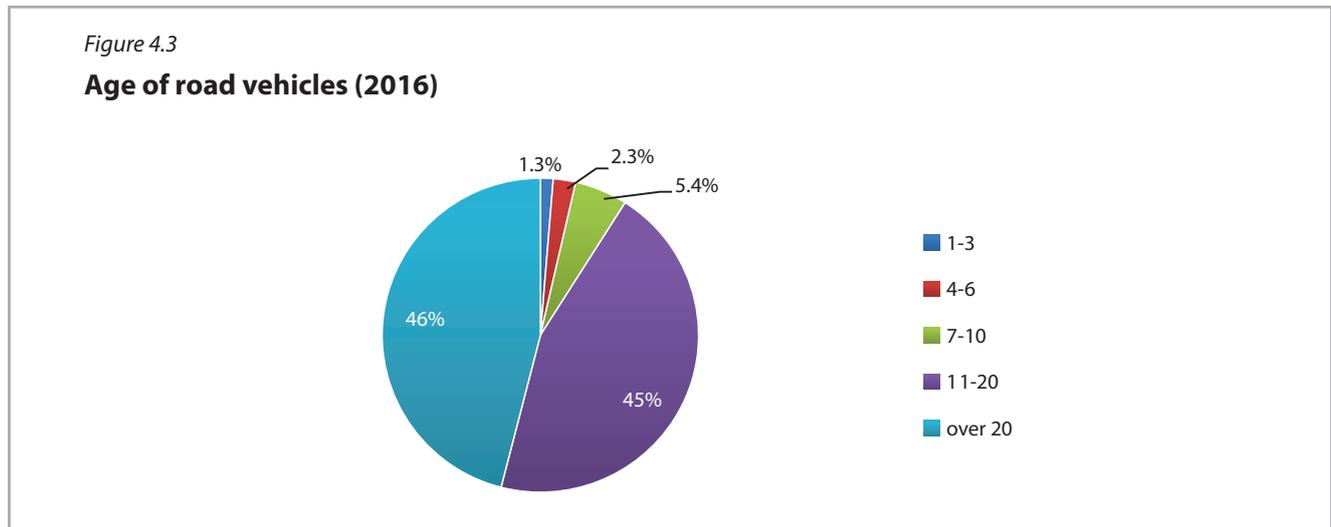
The following measures are proposed for safer Georgian roads:

- Implementation of the standards for road infrastructure development stipulated in the AGR (European Agreement on Main International Traffic Arteries) and other infrastructure agreements;
- Development of uniform road design guidelines for all roads, based on international best practice and taking into account modern road safety solutions. Use of national road design guidelines should be mandatory. At the same time, national work zone guidelines could significantly improve the safety of all road users;
- Municipalities need to develop a street design manual that reflects “complete street” principles. This manual would ensure that walking, cycling and public transport are given appropriate consideration in road design. Georgian cities need to redesign streets to include greener and pedestrian-friendly areas and take measures to promote and safeguard the rights of pedestrians and cyclists (traffic calming);
- Amend current road safety legislation to lower the general speed limit in urban areas to 50km/h and introduce 30 km/h speed limits in zones with high volumes of vulnerable road users;
- Implementation of the EU road infrastructure safety management directive. Development of local expertise through training and certification of road engineers to carry out road safety audits and road safety inspections, which must be compulsory for all types of roads in the country;
- Based on an adopted national definition of high-risk road section and systematic analysis of accident data (conducted by national and local authorities together with traffic police) high-risk road sections should be identified and remedial measures implemented;
- It is crucial to completely revamp parking and introduce an effective parking management system. Parking prices are very low, so parking spaces are used inefficiently. Parking policy reforms could provide many economic, social and environmental benefits.

4.3 Safer vehicles

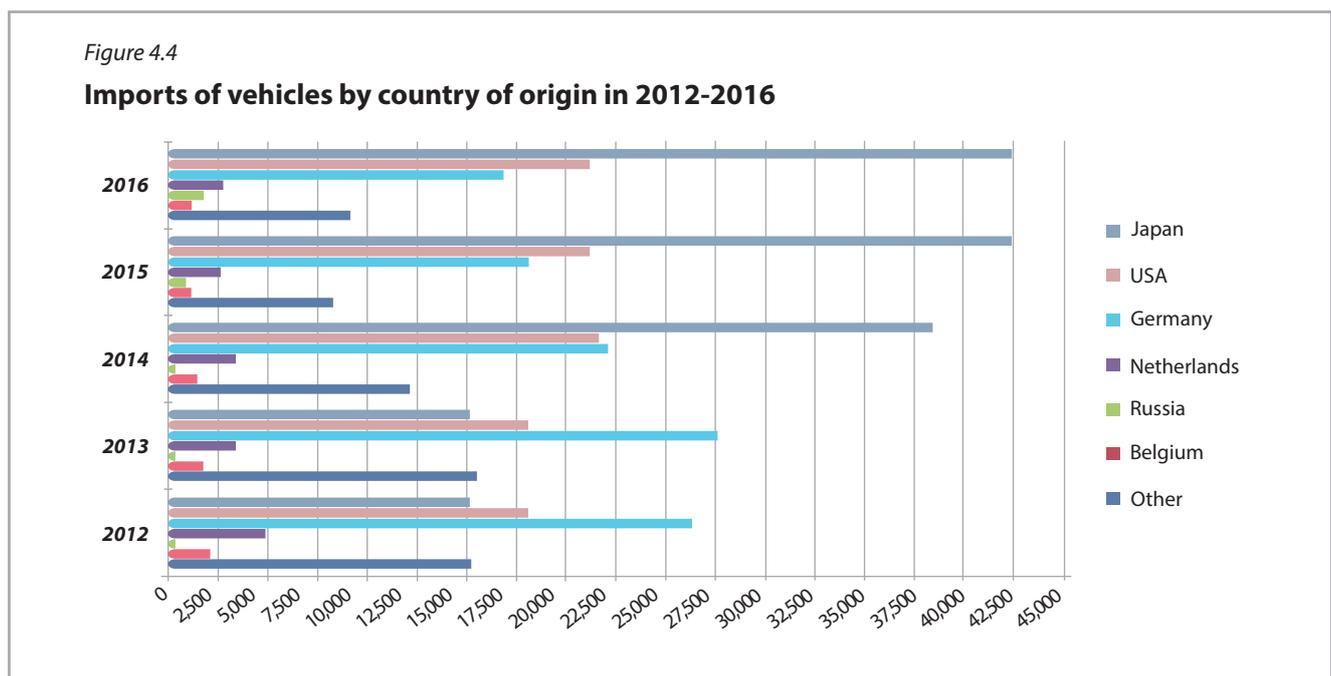
4.3.1 Vehicle fleet and vehicle imports

According to the information provided by the Information-Analytical Department of the Ministry of Internal Affairs, in 2016 more than 90% of cars were older than 11 years; 46% were more than 20 years old and 45% were 11-20 years old (see figure 4.3).



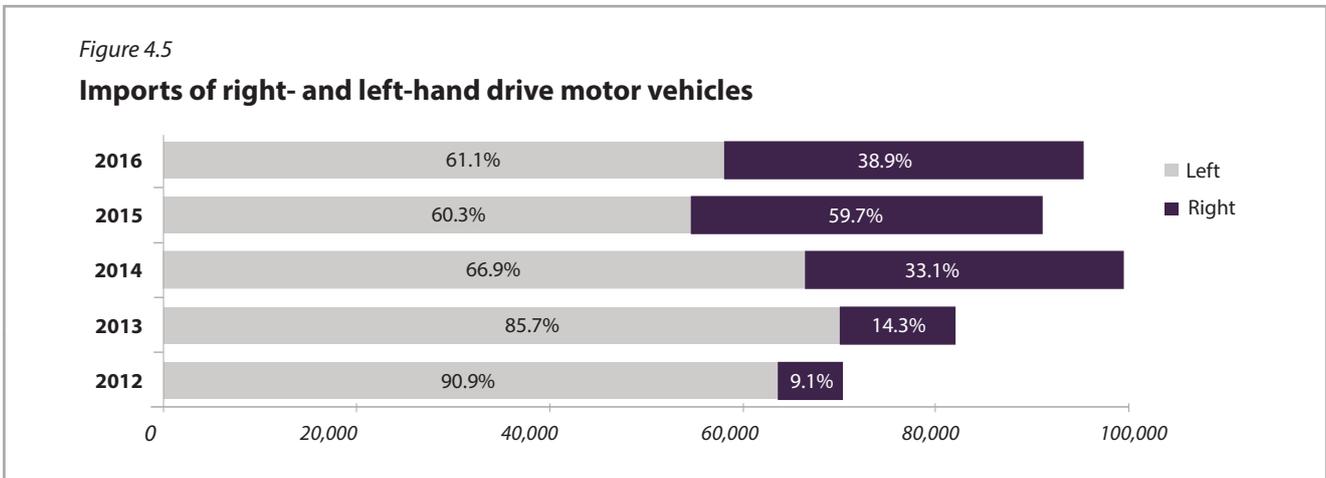
Source: Ministry of Internal Affairs, 2017.

The technical conditions of the vehicle fleet in Georgia are poor because of massive imports of old second-hand cars from Europe, Asia and the United States, which are often damaged and worn-out. Only 1.3% of the car fleet is 1-3 years old (see figure 4.3). In 2015, the Georgian Government ratified the United Nations Agreement Concerning the Adoption of Uniform Technical Prescriptions for Wheeled Vehicles, Equipment and Parts which can be Fitted and/or be used on Wheeled Vehicles and the Conditions for Reciprocal Recognition of Approvals Granted on the Basis of these Prescriptions of 1958 and MESD is the competent authority responsible for full implementation of the Agreement.



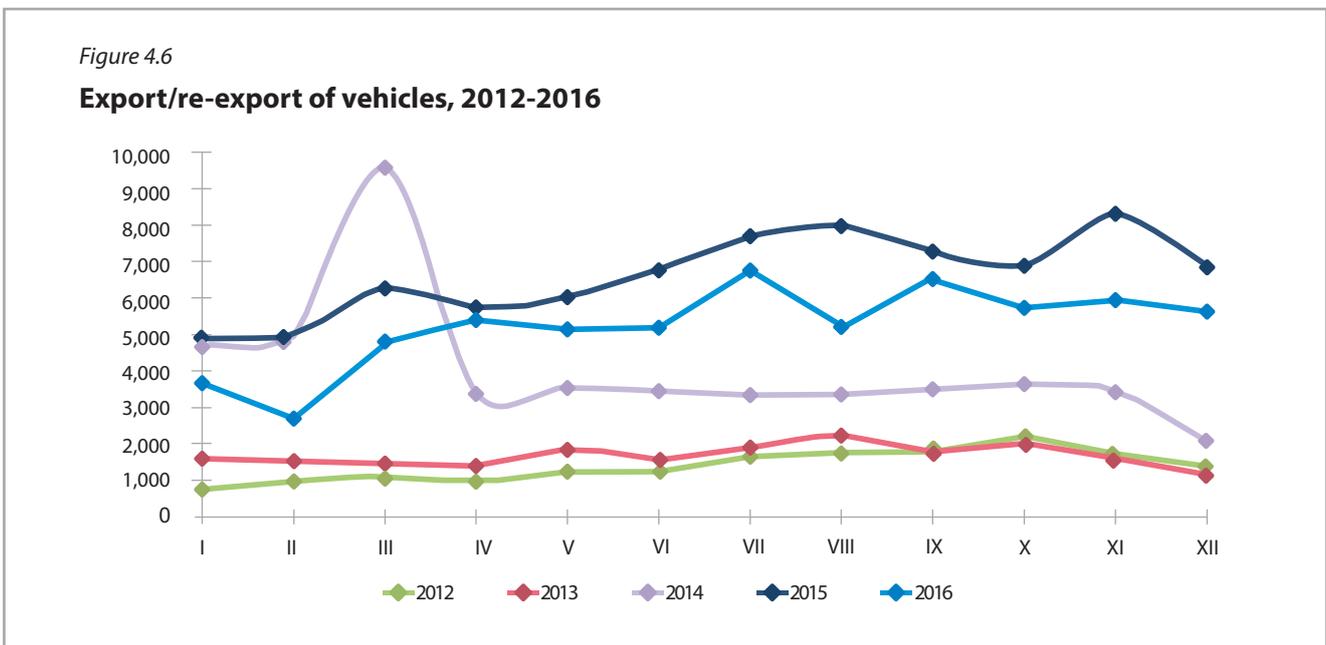
Source: Ministry of Internal Affairs, 2017.

The import of second-hand cars persists due to the low prices; most of them do not satisfy technical and emissions norms.



Source: Ministry of Internal Affairs, 2017.

Starting in early 2017 a new tax system for the import of vehicles from different countries into Georgia came into force (amendment to the Georgia Tax Code, 1 May 2016), which is expected to make the import of new cars (aged from 3-6 years) cheaper. The import excise price for hybrid vehicles has been reduced by 50%, while electric car imports are tax exempt. Import taxes for right-hand drive cars will increase threefold, effectively stopping the import of such vehicles. In 2015, the import volume of vehicles decreased by 8%, and the export-import balance was halved (-59%) (see figure 4.6).³⁶



Source: Ministry of Internal Affairs, 2017.

In 2015, the majority of Georgian car exports and re-exports went to Armenia (63%) and Azerbaijan (20%). This figure reflects an ongoing trend of Georgia serving as a transit country for used vehicles and re-exporting them to its two neighbours. However, due to new regulations that put in place more stringent environmental standards for second-hand vehicles (e.g. Azerbaijan only allows imports of EURO 4 or higher) volumes have dropped sharply. Exports to Azerbaijan decreased by 79%, and to Armenia by 49%.³⁷

³⁶ Ministry of Internal Affairs.

³⁷ Ministry of Internal Affairs.

Different approaches and procedures are being implemented related to electric car imports and taxes. In Georgia, the registration of imported electric cars is free from excise taxes and other additional payments. The administrative costs for importing this type of car are a symbolic GEL 200 (\$80). According to the Service Agency of the Ministry of Internal Affairs,³⁸ today more than 80 different kinds and models of electric cars are imported and registered. The popularization of electric cars has already begun and Tbilisi City Hall is supporting their deployment by installing a small network of charging stations.

Temporary registration of the vehicles takes place in the Service Agency of the Ministry of Internal Affairs. Newly imported vehicles have to be registered within 60 days.³⁹ If there is a request for registration of an individual vehicle, the owner of the vehicle must take the approval document from the vehicle testing office and it will be possible to register the car and get a number plate.

4.3.2 Technical inspections and roadside checks

Most of the road vehicles in Georgia are in poor technical condition, since vehicle inspection is mandatory only for public transport vehicles, buses, trucks (approximately 20% of the vehicle fleet). Periodical technical inspections in Georgia for light goods vehicles were cancelled from November 2004 until 2013, and the introduction of mandatory technical inspections has been postponed five times, with 31 December 2017 as the current deadline. After that date, any vehicle registered in Georgia will be subject to periodic roadworthiness tests. In the framework of the EU Association Agreement, Georgia has made a commitment to implement Directive 2009/40/EC of the European Parliament and of the Council of 6 May 2009 on roadworthiness tests for motor vehicles and their trailers by September 2018 (replaced by 2014/45EU). To achieve this objective, it is necessary to reintroduce mandatory periodic roadworthiness tests for all types of vehicles.⁴⁰

The legislation on motor vehicles is old and in many cases does not entirely correspond to the United Nations regulations under the 1958 Agreement on emissions, fuel efficiency and anti-theft capabilities. In addition, reducing pollution from the growing number of road motor vehicles has become a national issue, as 71% of air pollution is caused by car emissions.

According to Article 62, paragraph 5 of Georgia's Law on Traffic, roadworthiness tests must be passed by heavy goods vehicles with a gross weight over 3,500 kg, by passenger vehicles with more than 8 seats (excluding the driver's seat), and by vehicles carrying dangerous goods (provided for in Article 1, paragraph 20 of the Law on Motor Transport). All other types of vehicles operated on the territory of Georgia and registered according to the procedures prescribed by the applicable laws of Georgia are subject to mandatory roadworthiness tests from 31 December 2017.

The normative-legal basis prescribes requirements for vehicle roadworthiness testing centres, management systems, the material-technical base (including the surrounding area, industrial buildings, necessary equipment and machinery within the scope of accreditation, tools and measuring instruments) and qualification of the personnel. Testing centres' compliance with these requirements is verified by the LEPL "United National Body of Accreditation – Accreditation Centre", during periodic inspections. Accreditation of testing centres is carried out according to the ISO/IEC 17020 standard.

At present, 26 accredited testing centres are operating, of which 32 testing lines have accreditation for the performance of roadworthiness tests for M1 category and N1 category vehicles.

The technical parameters of the vehicles (vehicle identification, braking system, steering system, visibility, electrical, body and its elements, cabin, tyres, wheels, axles, suspension, exhaust, noise, additional equipment, packaging etc.) and the methods for testing these parameters have been partly defined in Technical Regulation No. 30 "Technical Requirements of Vehicles, for the purposes of which Roadworthiness Tests are held and Methods of Conduct" of 3 January 2014, created in line with the requirements of EU Directive 96/96/EC. However certain changes should be made for the purpose of transposition of relevant EU directives.

³⁸ Service Agency of the Ministry of Internal Affairs.

³⁹ Ministry of Internal Affairs.

⁴⁰ Association Agreement between Georgia and the EU.

In 2016, Georgia acceded to the 1997 United Nations Agreement concerning the Adoption of Uniform Conditions for Periodical Technical Inspections of Wheeled Vehicles and the Reciprocal Recognition of such Inspections, but its requirements are yet to be fully implemented by the MESD. In addition, EU Directive 2014/45/EU on periodic roadworthiness tests for motor vehicles and their trailers should be implemented in Georgia.

The 1997 Agreement is currently fully aligned with EU legislation and provides a ready-to-use set of requirements for periodic technical inspections covering areas such as equipment for testing, skills and training of inspectors as well as requirements for supervision of test centres. Within the Rules annexed to the Agreement a list of items to be checked, the method for inspection, a list of main defects and their assignment according to severity into three groups is provided. Implementation of the aforementioned legal instruments will be delayed until the introduction of mandatory roadworthiness testing for all motor vehicles.

For the implementation of periodical technical inspections for all types of vehicles, the Ministry of Economy and Sustainable Development announced a “Request for expressions of interest” on 8 November 2016, and selected SGS (Société Générale de Surveillance) as the service provider. SGS should provide consulting services in two stages:

- Supporting full implementation of the process to roll out mandatory periodic roadworthiness tests for all vehicles;
- Supporting the post-implementation process of mandatory periodic roadworthiness tests for all vehicles.

In October 2017, SGS presented a report on the implementation of a periodical technical inspection programme. The report defines the facilities and the equipment required for periodical technical inspection centres, as well as the technical qualifications of the staff. This information is important for existing, as well as for interested businesses. They will be able to work according to the report, to foresee the standing orders required by the Government and to satisfy the mandatory standards for technical inspection centres in real time.

The obligatory technical inspection of vehicles started on 1 January 2018 and will be implemented gradually. The Government has decided that the system will continue in 2018-2019, after which the 4 + 2 + 1 European system will be launched which will free new vehicles up to 4 years from a mandatory periodical technical inspection.

In order to start testing the entire vehicle fleet in Georgia, it is necessary, on the one hand, to mobilize the available testing centres in order to start large-scale testing (at present only tens of thousands of vehicles take the test), and on the other hand, to create favourable conditions for establishing new and/or additional testing centres in regions where needed.

It should be noted that the patrol police has not carried out roadside checks of vehicles to check compliance with periodic technical inspections with a special frequency, rather doing that randomly. During 2017, 38,500 vehicles were tested in Georgia, but in general 13% of the whole vehicle fleet should be tested, which is more than 140,000.

4.3.3 Right-hand drive cars

In recent years, the demand for right-hand drive cars has greatly increased in Georgia, dominated by imports from Japan due to attractive prices. Since 2014, a sharp increase in imports of right-hand drive cars has been observed, amounting to 33% of total car imports. However, the country's infrastructure is designed for left-hand drive cars, and right-hand cars increase road safety risks, in particular while overtaking, due to poor visibility, during embarking/disembarking of passengers, etc.

Since 2015, there has been an ongoing discussion on prohibiting the import of right-hand drive cars. The excise taxes on right-hand drive cars have been increased threefold since January 2017, which is expected to significantly reduce their attractiveness.⁴¹ Unfortunately, there is no statistical data on road accidents caused by right-hand drive cars.

Many owners choose to transfer the steering wheel, dashboard and pedals to the left side. This service is available and open to any person, without any government oversight or control. Unfortunately, such cars are not registered as modified and there is also no statistical data on accidents caused by these converted cars.

4.3.4 Catalytic converters

According to the Ministry of Environment and Natural Resources Protection, the main source of air pollution is car emissions, accounting for 71% of total emissions.⁴² The most critical atmospheric air pollution is recorded in the capital Tbilisi, home to almost one third of the country's population. A total of 40% of all registered vehicles in Georgia are on the city's streets.⁴³ Air pollution is a documented health hazard for various kinds of respiratory and other diseases (like cancer), which are on the rise in recent years.⁴⁴

Air pollution is greatly exacerbated by faulty or non-functional catalytic converters. Often the devices are simply removed from the vehicles and sold due to their high value. It is important to deal with this problem in order to reduce the risk to the population's health. This makes mandatory roadworthiness inspections even more important.

4.3.5 Used tyres

Due to the social conditions in the country, use of new tyres is not very popular in Georgia. Most drivers prefer to pay less and buy used ones. It is worth mentioning that there is no specialized landfill or processing facility for old tyres. According to 2015 data, 134,000 tyres were imported - 120,000 used and only 14,000 new. When these tyres were assessed according to UNECE standards, 30%- 40% of imported used tyres were in very poor condition.⁴⁵

4.3.6 Used car parts/unlicensed car service centres

Car servicing (repair and maintenance) and car spare parts are primarily provided by unlicensed servicing centres using second-hand parts. The number of licensed car servicing centres is miniscule as is the use of original car parts. Most car owners prefer to buy used car parts at unlicensed servicing centres because of the low prices.

⁴¹ <http://www.ghn.ge/com/news/view/166022>.

⁴² <http://netgazeti.ge/news/33150/>.

⁴³ <http://eugeorgia.info/ka/article/313/2016-wlidan--sawvavis-xarisxs-saxelmwifo-gaakontrols/>.

⁴⁴ http://www.geostat.ge/?action=page&p_id=196&lang=geo (მოსახლეობისავადობადავადებათაძირითადიკვლევებისმიხედვითპირველად დადგენილიდიანგნობით).

⁴⁵ <http://www.info9.ge/ekonomika/140340-nagvith-ivseba-qveyana-saqarthvelo-meoradi-saburavebis-nagavsayrelad-iqca.html?lang=ka-GE>.

4.3.7 Transport of dangerous goods

In Georgia, the following national laws and decrees regulate the transport of dangerous goods:

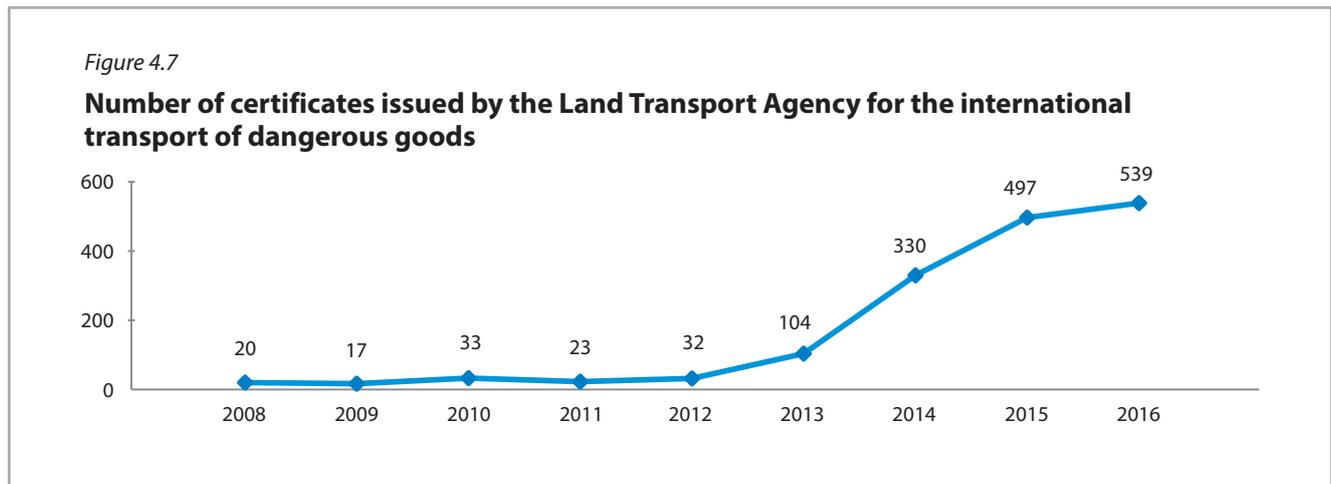
- Law on Road Traffic;
- Law on Road Transport;
- Technical Regulation No. 32 “Rule for Cargo Transport by Road”.

Before Georgia became a Contracting Party to the ADR agreement, the Government started to introduce ADR requirements into Georgian regulations to facilitate the international transport of dangerous goods. The Land Transport Agency provided Georgian carriers with an Access Certificate (which is the same as the ADR certificate) for international transport of dangerous goods.

Today, the following documents are required for international transport of dangerous goods:

- ADR certificate for drivers issued by the Georgian Technical University;
- ADR access certificate for international transport of dangerous goods;
- Roadworthiness testing document for the vehicle.

The types of dangerous goods transported include compressed natural gas (CNG), liquefied petroleum gas (LPG), compressed nitrogen, motor spirit/gasoline/petrol, gas oil/diesel fuel/light heating oil, kerosene, alcohols, sulphur, aluminium powder, batteries, nitro-glycerine, nitro-glycerine solution in alcohol, and others.⁴⁶ The Ministry of Internal Affairs is the competent authority for collecting and providing data on incidents or accidents involving the transport of dangerous goods.



Source: Land Transport Agency, 2017.

The Waste Management Code (Rule for Transport of Hazardous Waste) regulates the local transport of dangerous cargo (waste). Other types of domestic transport of dangerous goods are not regulated.

Transport of dangerous goods is regulated by Georgian Technical Regulation No. 32 “Rule for Cargo Transport by Road” of 3 January 2014, which is in complete compliance with the ADR (European Agreement concerning the International Carriage of Dangerous Goods by Road) rules and requirements, which define the standards for international road transport of dangerous goods. The technical regulation has to be updated in accordance with the latest edition of the ADR.

Dangerous goods are divided into 9 types, following international norms and standards, and further subdivided according to chemical features, types and danger. Dangerous goods are identified with four-figure identification numeric codes (United Nations numbers) during international transport, which define the goods that are being transported.

⁴⁶ Land Transport Agency, Ministry of Economy and Sustainable Development.

For the transport of dangerous goods, the driver is responsible for checking the markings on the packages, to follow the specific transport rules in case of emergencies, and provide appropriate technical conditions and instructions. The instructions indicate the name and class of the dangerous goods; list special equipment; the specific characteristics of the hazardous substance; instructions for dealing with emergency situations; counteractions that should be implemented to minimize loss or to take in the case of fire, damage of goods, spilling of substances and human exposure to the hazardous substances.

For dangerous goods totalling 3,000 litres and/or 2.5 tons, the type of goods, substance identification code and nature of the danger should be indicated on a plaque. Georgian Technical Regulation No. 32 also prescribes the rules for breaks (including over-night stops) for trucks carrying dangerous goods.

Moreover, the driver is responsible for fire-suppression activities, handling of equipment for loading and unloading the goods, and is responsible for following the agreed route and respecting all traffic rules and speed limits.

For dangerous goods transport it is forbidden to fill up the truck with petrol at a petrol station when carrying explosive and flammable substances, accelerate and brake sharply, overtake a vehicle that is moving at more than 30 km/h, move with the engine turned-off, smoke in the vehicle, place the truck at less than 200 m distance from a fire, or leave the truck without supervision. It is forbidden to carry other goods or people, who are not members of the vehicle crew.

A truck that is carrying dangerous goods should be equipped with orange plates at the front and back. In the case of some dangerous goods, instead of orange plates, the warning sign "danger" can be used; the size should comply with the maximum vehicle size and tyre diameter; the vehicle should be equipped with a grounding chain at least 200 m long, two warning yellow flash lights that automatically charge, special warning reflective clothes for each crew member, hand lanterns for each crew member, fire extinguishers that should have inspection marks, tools for repairs in the case of emergency, and in winter chains for protection against slipping in the snow.

The route should be agreed with the patrol police and emergency services in the following cases:

- Special dangerous goods transport;
- Dangerous goods transport that is done in difficult conditions;
- Dangerous goods transport that is done by more than three trucks.

The above-mentioned cases are regulated by national law but all the related issues will be settled after the Government approves the action plan for implementation of the ADR in Georgia. Under the ADR, Contracting Parties may apply to vehicles engaged in the international carriage of dangerous goods by road in their territories certain additional provisions not included in the ADR, provided that those provisions do not conflict with Article 2, paragraph 2 of the ADR.

To agree on the route for dangerous goods transport, the carrier is obliged to submit the following documents to the Patrol Police Department and the emergency management department no later than 10 days before the start of carriage:

- The dangerous goods transport route (four copies);
- The vehicle permission license for the dangerous goods concerned;
- The driver's training license (original and copy) for the transport of dangerous goods (the original is returned to the carrier);
- The original and copy of the license showing that the vehicle has passed the obligatory test (the original is returned to the carrier);
- For particularly dangerous goods transport, the instructions for dangerous goods transport by the consignor (consignee).

One copy of the agreed route is kept by the Patrol Police Department, the second by the Department of Emergency Management, the third by the carrier, and the fourth by the driver. The person responsible for loading and unloading of the dangerous goods is agreed by the consignor and consignee. The person responsible for instructing the supervisor is the consignor.

The supervisor is responsible for supervising and protecting the goods and also for instructing the security staff and the driver, external checks (checking packagings and markings), ensuring the observance of safety rules during moving and parking, and the private security of service staff and goods delivery.

The transport of especially dangerous goods is allowed only in agreement with the Ministry of Internal Affairs by providing the date of goods transport to the Emergency Management Department and using vehicles especially equipped by the Security Police Department of Ministry of Internal Affairs.

During transport of especially dangerous goods in urban places, parking is only allowed at specially designated locations, which must be at least 200 m away from buildings. During stopping and parking, the truck should apply the hand brake, and chocs should be used to prevent the truck from moving on a slope.

According to statistical data the number of licenses issued for international dangerous goods transport by the Land Transport Agency, has increased five times since 2013.

The department responsible for ADR is obliged to implement all its requirements in the country, in particular, to develop the administrative structures to oversee packaging and checks of vehicles as well as issuing certificates to drivers and operators. According to the ADR, diplomas for driving certificates are issued with the old format on orange paper, which was valid until 31 December 2012. Since the ADR came into force in Georgia it is obligatory to issue plastic cards in accordance with 8.2.2.8.5 of ADR. Its dimensions shall be in accordance with ISO 7810:2003 ID-1 and it shall be made of plastic. The colour shall be white with black lettering.

On 7 July 2017, the Government of Georgia issued a decree and approved the Action Plan for the implementation of the ADR. The Ministries and Agencies specified in the Action Plan should carry out the activities envisaged in the Action Plan.

4.3.8 Tachograph use

In domestic passenger and cargo transport, drivers' working hours and rest times, along with speeding, are the biggest issues. In order to decrease the number of road accidents in Georgia, implementing a tachograph system is very important. Unfortunately, it has not yet been realized for domestic transport. The situation is different for international transport, where drivers are obliged to comply with tachograph regulations since 2013. With Presidential Decree No. 187 of 7 April 2011, Georgia ratified the European Agreement on the Work of Crews of Vehicles Engaged in International Road Transport (AETR) done in Geneva on 1 July 1970. This agreement defines the conditions that should be fulfilled by truck drivers in international transport, including the daily maximum working hours and rest periods. Tachographs, as one of the main mechanisms for controlling vehicles and drivers, are a great tool for ensuring road safety.

The Land Transport Agency prepared and approved the documents required to support the process for the production of digital tachograph cards; requirements for service workshops, as well as requirements for storing, accounting and analysing the information provided by the digital tachograph. Legislative changes related to the checking of tachographs were also adopted.

In 2013, the Land Transport Agency announced an international tender for the issuance of digital tachograph cards according to the AETR in Georgia, selecting PWPW (Polska Wytwornia Paierow Wartosciowych S.A.). Since 2013, four types of plastic cards (control, driver, company and workshop) have been issued.

Figure 4.8

Georgian digital tachograph card



Source: Land Transport Agency, 2017.

Driver trainings are delivered by the Land Transport Agency. Since 2013, a total of 1,000 drivers, 3 workshop staff, 25 supervisors (employees of the Land Transport Agency) and more than 60 company managers have been trained.

In accordance with the provisions of AETR, article 11 of Technical Regulation No. 407 and article 12 of Technical Regulation No. 426, at least 3% of the working days of drivers of vehicles subject to AETR must be checked during each calendar year, of which at least 30% must be by roadside checks carried out by the Patrol Police Department.

In order to ensure efficient implementation, the Ministry of Internal Affairs should provide training and adequate equipment and control cards to the patrol police to check vehicles equipped with digital tachographs. For the analogue tachograph, the patrol police can carry out roadside checks after training without any additional equipment.

In Georgian legislation, article 127 of the Administrative Offences Code stipulates implementation of roadside checks by the patrol police, and in transport companies by the Land Transport Agency.

Infringements of the requirements stipulated in the AETR will carry fines during roadside checks amounting to up to 500 GEL, while fines during inspections of companies may be up to 5,000 GEL.

From 2014 till the present the Analysis and Monitoring Department of the Land Transport Agency has inspected 50,510 working days of 195 vehicles of 30 companies in international cargo transport.

At present, there is only one servicing centre in the country where it is possible to service digital tachographs, including their periodic calibration. The servicing centre has been in operation since 2016.

The implementation of AETR requirements for domestic transport before 2019 is stipulated by Regulations 561/2006/EC and 3821/85/EC and Directive 2006/22/EC as agreed in the Association Agreement between Georgia and the European Union. According to the Regulations all passenger and cargo transport companies will be obliged to install digital tachographs and use them properly.

4.3.9 Transport of school children

According to the terms of the contract signed with the provider of transport services for school children within the framework of the programme "Provision of Transport Services for Public School Students" the provider shall ensure transport services with technically sound vehicles. A vehicle (bus, minibus or car) should be selected based on the geographic characteristics of the territory and the number of children to be transported. All legislative norms should be followed in accordance with the "Law on Traffic". Children may only be transported while seated. Assigned staff of public schools, educational resource centres and employees of the Monitoring and Coordination Division are expected to visually check the vehicles and the validity period of their technical inspection certificate.

4.3.10 Seat belt use

According to Georgian legislation, passengers in the back seats of vehicles are not required to wear seat belts. In the case of infants and young children, according to the Law on Road Transport, Article 27, point 7, a child restraint seat is required up to the age of three and the child restraint seat should be appropriate for the child's height and weight. Furthermore, according to point 8 of the same article, an adult of 16 years and older, may have a child up to the age of three without a car seat on his/her lap on the back seat. According to the same article, children under the age of 12 should not be seated in front seats or driven by a bicycle or a scooter. It is prohibited to leave a child under the age of six in the car without adult supervision.

4.3.11 Proposed measures and conclusions

For implementing periodic technical inspections in Georgia, it is necessary to implement the provisions of the 1997 United Nations Agreement concerning the Adoption of Uniform Conditions for Periodical Technical Inspections of Wheeled Vehicles and the Reciprocal Recognition of such Inspections. To realize this, the following minimum steps should be taken:

- A unified centralized system for automatic control of the process of PTIs should be created. It must ensure full implementation of rules, standards, technical regulations and other normative acts in the field of PTIs and efficient state supervision over PTIs;
- It is necessary for the police to conduct roadside checks of vehicles which include checking the latest roadworthiness certificate, and carrying out a visual assessment of the technical condition of the vehicle and the securing of the vehicle's cargo. On the basis of such an inspection, police will decide whether the vehicle or its trailer should be subject to a more detailed inspection, which would be carried out at the closest testing centre or designated roadside inspection facility.

For the implementation of the European Agreement concerning the International Carriage of Dangerous Goods by Road (ADR), the following should be done:

- The national competent authority should update national legislation to be in line with the ADR. The provisions of existing regulations which may overlap with ADR should be assessed: regulations for security, waste, tunnels, postal services, transport of dangerous goods by other modes, road safety, traffic restrictions, etc;
- To facilitate the implementation of the ADR, it is recommended to align the legislation applicable to national transport of dangerous goods with the ADR as far as possible including the issuance of ADR certificates, regulation of tank vehicles, defining the competencies and authority for government bodies, providing the necessary infrastructure for equipment, signs and goods marking and organizing seminars about the main provisions of the ADR for specialists in the patrol police and other stakeholders;
- Training should be developed and administered for the managers of companies that transport dangerous goods. According to the ADR different types of training are required: training for drivers in accordance with 8.2.2, training for dangerous goods safety advisers in accordance with 1.8.3, and training of all persons involved in the carriage of dangerous goods. This training may be organized by the companies themselves or by external training bodies.

Mandatory use of tachographs for domestic goods and passenger transport should be introduced and the Government should define the department responsible for:

- Working on legal initiatives to introduce mandatory use of the digital tachograph in domestic transport;
- Creating an action plan, which outlines the project implementation terms, stakeholders, specific actions and competencies;
- It is extremely important to strengthen the role of the patrol police in roadside checks of vehicles engaged in international transport equipped with analogue and digital tachographs as well as domestic transport from 2019. Law enforcers should be equipped with electronic cards (after the training) for accessing and printing the data stored in the digital tachograph, download keys for data downloading, and computers with appropriate software and printers.

4.4 Safe road user behaviour

4.4.1 Driver training and education of road users

According to the current national curriculum, road safety education is taught in grades 4 (one semester) and 11 for 10 and 17 year old students. In grade 4 it is part of the subject of Civil Defence and Security. In grade 11 the subject “Road signs and road safety” is taught. During these classes, school children get information about safety/self-protection measures, they learn about traffic rules (traffic lights and other traffic regulation signs) and the responsibilities of road users.

According to the new national curriculum for 2018-2024, the subject “Civil Defence and Security” in grade 4 is no longer a separate subject and road safety is integrated in the social sciences subjects group: “Me and Society” (grades 3 and 4) and “Our Georgia” (grades 5 to 7). During four academic years (grades 3, 4, 5 and 6) all activities regarding road safety will be interactive and project-based. In addition, according to the new national curriculum at the lower secondary level, in grades 7 and 8, a road safety component will also be integrated into the civic education subject on “Citizenship”.

4.4.2 Driving permits

Demand for driving permits increases every year. Due to the fact that the public transport network is not properly developed, demand for passenger cars is increasing, which is reflected in the increased demand for driving permits. The minimum age for obtaining a permit for an A1 category vehicle is 17, 16 for B1, 18 for C1 and 21 for D1. Individuals of 18 years and younger who want to take a driving test have to present the following documents:

- Written permission from one of their parents or a guardian; and
- Certificate of completion of theoretical and practical driving courses from a driving school.

Currently, a driving permit is issued based on the results of theoretical and practical driving tests. There are a number of driving schools that can provide students with theoretical knowledge as well as practical skills. However, the practical test is not conducted in real traffic conditions, but only in a specially designed vehicle-free area. This is not enough practice for novice drivers and there is a great risk that novice drivers will not be able to react to real traffic conditions properly.

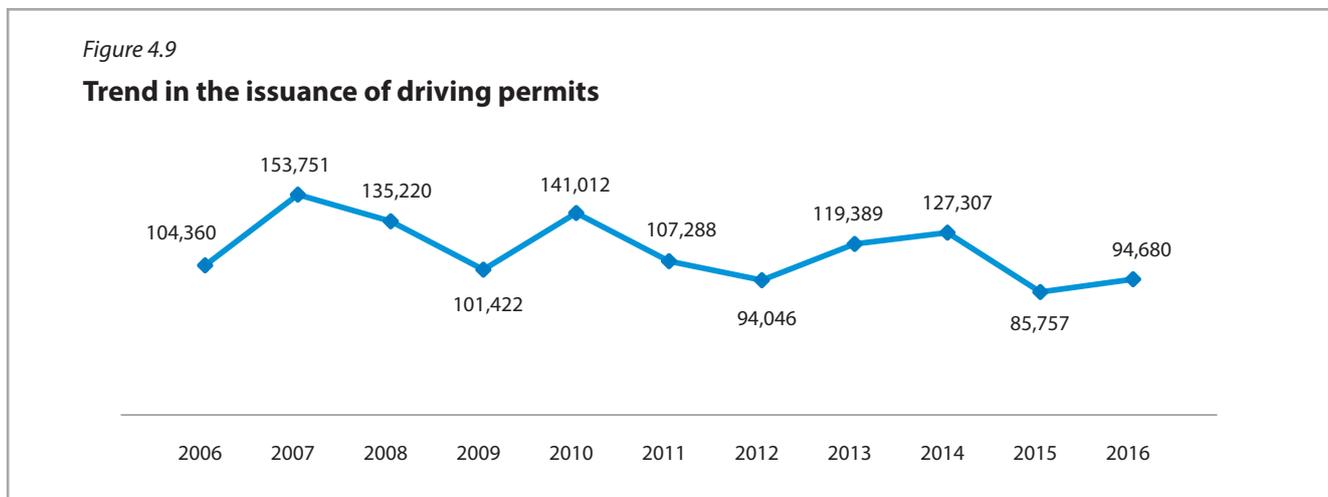
Georgia has committed to meeting the requirements of EU Directive 2006/126/EC of 20 December 2006 on driving licenses by 1 September 2018, which envisages the reform of the practical exam and conducting the exam in real traffic conditions.

It should be noted that 64% of men (up to 26 years of age) and 49% of women (21 to 30 years of age) have driving permits. One third of men get their permits before they reach the age of 20, while only 8% of women of the same age obtain a driving permit. Almost one third (30.5%) of driving permits are issued in Tbilisi, 16% in Imereti, 11% in Kvemo Kartli, 9.3% in Kakheti and 7.3% in Adjara.

In 2012, 49,361 driving permits were issued (34,987 to men and 14,374 to women).⁴⁷ Of all driving permits issued in 2012, 98.4% were category B permits, while the rest were issued for agricultural and special machinery. In 2016, according to MIA statistics, the total number of permits issued was 67,200, which demonstrates a growing trend. In fact, the total number of candidates on a monthly basis is 19,000 and 30% are granted driving permits. In general, the permit issuing process and requirements do not ensure appropriate preparedness of novice drivers.

⁴⁷ http://police.ge/files/pdf/statistika%20da%20kvlevebi_new/geo/sxvadasxva%20statistika/MARTVIS%20MOTSMOBEBI-2008-2012%20%28bolo%29.pdf.

By conducting the practical training in real traffic conditions, new/potential drivers would be more thoroughly prepared for the driving test.



Source: Ministry of Internal Affairs, 2017.

4.4.3 Driving permit point system

Legislative amendments in 2014 reduced the fines for certain types of violations, for example halving the fine for speeding. The low fines naturally led to an increase in the number of violations. Aggressive and reckless driving poses an additional challenge.

According to the Law on Traffic and other related legislation, in the case of drink driving, the violator can restore a suspended driving permit after passing the driving test or by the decision of the head of the Patrol Police Department after paying a 1000 GEL fine. However, the violator can restore his/her driving permit in the above-mentioned ways only three months after the violation has occurred.⁴⁸

The legislation does not envisage a driving permit demerit point system; therefore, drivers can commit an unlimited number of violations of traffic rules, pay a fine and keep their permit. This approach increases the risk of traffic accidents.

In December 2015, the Government of Georgia submitted a draft law to the Parliament of Georgia that includes, among other measures, the introduction of a driving permit demerit point system. According to the regulation, 100 points are granted to drivers at the beginning of every year. The violation of traffic rules results in the subtraction of points (e.g. 25 points for speeding, 15 points for using a mobile phone while driving etc.). When zero points are reached, the driver's permit is suspended for one year. The driver will be offered the opportunity to pass an exam (not earlier than 2 months after the suspension) in order to restore his driving privileges. It should be noted, that a person can take an exam only once a year. The legislation on the "demerit points system" entered into force on 1 July 2017.⁴⁹ In the first three months of the implementation of the new law a driving permit was confiscated from one person.

According to the MIA, at the present time, points will not be subtracted in the case of violations registered through CCTV surveillance. The MIA is in charge of administering the new system, taking demerit points and keeping records.

⁴⁸ <https://matsne.gov.ge/ka/document/view/28216>.

⁴⁹ <https://matsne.gov.ge/ka/document/view/3651894>.

4.4.4 Novice drivers

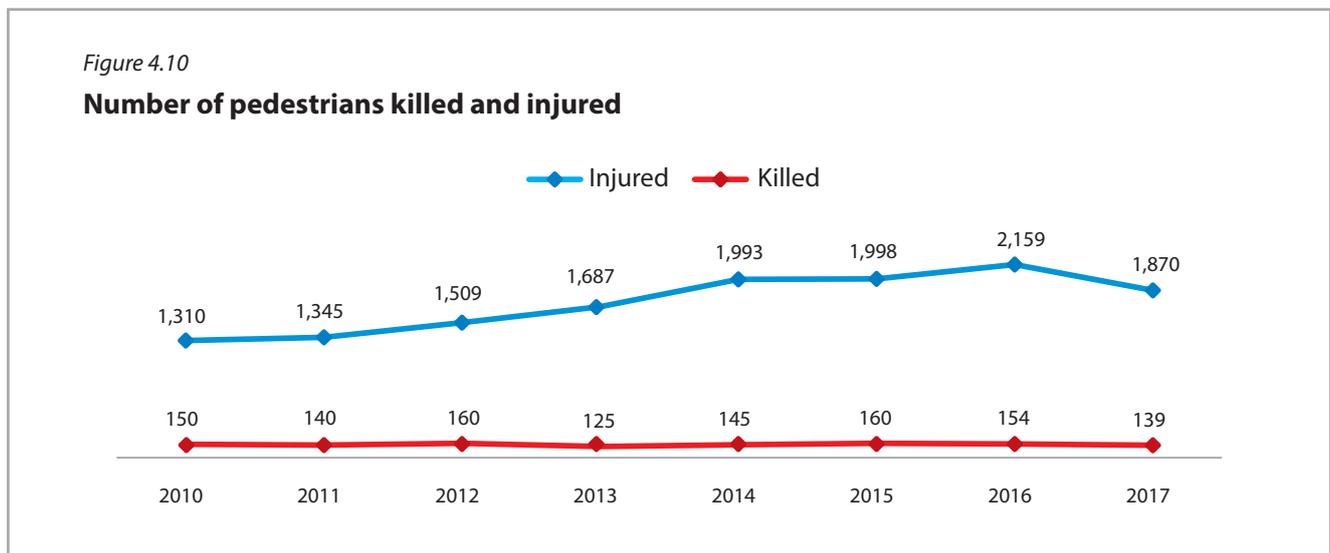
The traffic accident risk decreases in proportion to driving experience (results of a study of 57,061 cases by the MIA). Drivers with less than one year’s experience have a 35.6% risk of being involved in traffic accidents, whereas drivers with one to three years’ experience have less than 20%, drivers with 3-5 years less than 15.5%, and drivers with 5-10 years less than 10%. Existing legislation does not foresee any restrictions for novice drivers.

4.4.5 Professional drivers

Passenger and goods transport is carried out by private companies supervised by the Land Transport Agency. International transport is regulated by international agreements. One of the biggest problems for Georgia’s transport system for passengers or freight is the control of drivers’ work and rest times. Drivers do not obey their regimes of rest and work and their behaviour is not controlled. Drivers’ health is not monitored – either at the time they are employed or through routine check-ups while at work. A health certificate is issued based on a simple procedure, which does not include a detailed examination. According to the EU Association Agreement, a driver Certificate of Professional Competence (CPC) will be required from September 2018.

4.4.6 Vulnerable road users

Vulnerable users include children, pedestrians, motorcyclists, cyclists and the disabled. The 2017 statistical data from the Ministry of Internal Affairs indicate that traffic accidents resulted in 8% less pedestrian fatalities and 43% more injuries than in 2010 (see figure 4.10). This is often caused by inadequate infrastructure and sidewalks and improper parking practices. Due to the lack of adequate walkways, pedestrians have to walk in traffic lanes. The number of pedestrian crossings is insufficient and the distances between them are too large. Underpasses or overpasses are also not adapted for elderly or disabled individuals. As a result, pedestrians tend to cross the street where it suits them best, increasing the risk of an accident. There have been 226 accidents involving motorcycles in 2015, 8 motorcyclists have died and 257 have been injured during the accidents. There are no data about cyclist’s casualties.



Source: Ministry of Internal Affairs, 2017.

It should be noted that safe school zones are not enforced. Around many schools, safety is fully in the hands of drivers and speed bumps and speed cameras are not always installed. A road sign is not a sufficient measure on its own to provide safety around schools. In 2015 there was a 20% increase in child fatality rates compared to the previous year.

4.4.7 Enforcement

In 2016, the Ministry of Internal Affairs created a Joint Operations Centre. The Centre is equipped with the latest technology, which enables control of the integrated video surveillance system throughout Georgia, and rapid interconnection with police databases.

On 1 November 2017, a new enforcement system was started and to date five cities have already been equipped with smart cameras. During the first part of 2018 three thousand video cameras will be installed in seven towns throughout Georgia. The cameras are supported by different analytical software, with capabilities such as face recognition and automatic number plate recognition. They can identify traffic light violations, wrong manoeuvring and speeding. After a violation of traffic rules, the driver will be informed by mobile text message and if the fine is paid within 10 days, a 20% discount is offered. All of the smart cameras are connected to the integrated video surveillance system, which will enable the Centre to monitor traffic violations 24 hours a day in real-time.

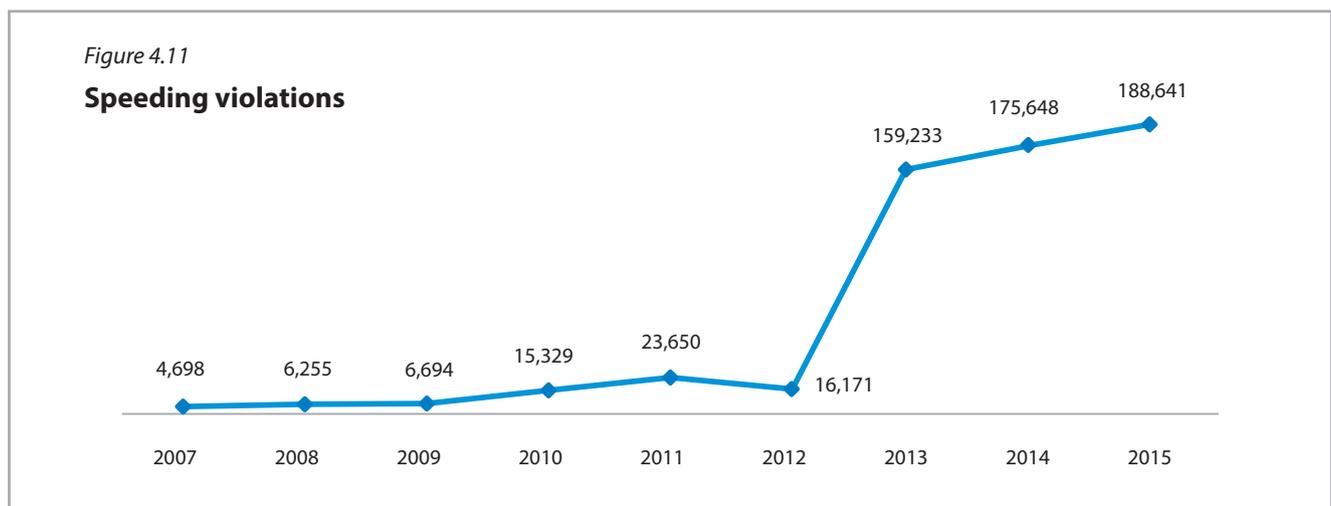
It should be noted, that not only the cameras will be supported by the analytical software, but also the patrol police and unmarked patrol vehicles, as well as specially designed drones. The process of transferring information from the cameras to the data centre will be provided by a secured wireless network. In addition, secured databases will be established.

The primary objective of the Centre is to prevent crime and administrative offenses by using video cameras and analytical software and to detect and prevent road accidents.

The Centre is able to provide analytical support for MIA activities by integrating the databases available within the Ministry’s system and the information obtained through video monitoring.⁵⁰

In 2013, the Government adopted an amendment to the Law on Traffic reducing the penalties for speeding from 100 GEL to 50 GEL, which has stimulated more violations. As a result, traffic accidents increased by 10%.

According to the newly adopted legislation, a driver who exceeds a speed limit by more than 15 km/h, but less than 40 km/h will receive a 50 GEL fine. A driver who exceeds a speed limit by more than 40 km/h will receive a 150 GEL fine.



Source: Ministry of Internal Affairs, 2016.

⁵⁰ <https://matsne.gov.ge/ka/document/view/3406087>.

Roads with video/radar monitoring are marked with special signs. Drivers are informed of video-monitored sections, or where speed cameras are located. As a result, the majority of drivers try not to violate any rules while driving through such locations. However, where such signs are not posted, drivers massively violate traffic rules (speeding, crossing the central line, etc.).

The effectiveness of the enforcement of traffic rules by the patrol police is a significant challenge. For example, in the congested streets, a police car might see and register a violation using video registration equipment, but in many cases they cannot act on the incident. The main reason is that the police have to stop the offender and complete the standard police procedures, which is complicated in intensive traffic and may cause additional traffic jams. This situation creates a sense of impunity among drivers and therefore encourages new violations.

4.4.8 Drink driving practices ⁵¹

Georgia has a deeply rooted tradition of producing wine, which is consumed around the country. There are no strong restrictions on alcohol sales or enforcement of existing rules. Drink driving issues have been addressed in advocacy and information campaigns in past years by both the Ministry of Internal Affairs and NGOs.⁵² However, these efforts do not always enjoy long-term consistency and/or broad partner support.

Data specifically related to road accidents and drink driving are rather limited. The Patrol Police Department collects data from areas of the country where 80 per cent of the accidents occur. Their figures (obtained in June 2017) showed that about 4-5% of accidents were related to drink driving in 2014-15. In 2015, there were 50 fatalities and 353 injuries associated with drink driving accidents in the areas controlled.

It is evident that road safety is high on the agenda of both the Georgian Government and public organizations. Some significant changes have been made in road safety legislation concerning drinking and driving, such as increased fines for first and repeat violations, longer terms for driving permit suspension and stricter terms for the reinstatement of driving permit privileges. None the less, at the time of preparation of this report, there were no targeted drink driving campaigns in Georgia. In addition, no information was found indicating any planned or ongoing research in the field of drink driving in Georgia.

In July 2017, stiffer penalties for drink driving came into effect, including driving permit suspensions and exam requirements to get driving permits reinstated. A new demerit system was also introduced, through which drivers lose points based on various violations, including drink driving.

The Patrol Police Department underwent a profound reform in 2005 to eliminate bad practices and corruption and is now widely respected and supported. Although the Patrol Police Department conducts about 18,000 driver checks per year, there are no special units or operations focused solely on drink driving, and the Patrol Police Department does not organize random sobriety check points. Still, each Patrol Police Department operational unit is equipped with a breathalyser, and Patrol Police Department officers can stop a suspected driver for a breath alcohol concentration test. Police can also monitor remote cameras and send officers to pursue potential violators. The legal blood alcohol concentration (BAC) level in Georgia is 0.3 g/l, with no limit gradations for new, experienced or professional drivers. If the BAC level is found to exceed the legal limit, the Patrol Police Department officer may suspend the driver's permit on the spot for one year. Current regulations allow penalized drivers to restore their permit ahead of the 1-year period on the basis of an application to the head of the local police (10% of penalized drivers use this avenue). This softens the perceived severity of the penalty.

Patrol Police Department officials noted (June 2017) that the numbers of drivers who had their permits suspended due to drink driving has fluctuated in the past few years. In 2014, the number was 29,078. This increased significantly in 2015 to 35,153. However, the number in 2016 fell back to 30,174.

⁵¹ The International Alliance for Responsible Drinking (IARD) prepared an assessment of the drink driving situation in Georgia. The full assessment is available in Annex 4.

⁵² See e.g., <https://www.georgianjournal.ge/society/23931-qdont-drink-and-driveq-social-campaign-by-interior-ministry.html>; <http://www.roadsafety.ge/en/site-map>.

In cases of road accidents with casualties, only the drivers must undergo breath/blood tests. Passengers and pedestrians are not subject to these procedures. If the driver is killed in an accident, his/her blood will be tested for alcohol, according to police.

There is no law regulating the responsibility of passengers of drunk drivers, nor the presence of open alcohol containers in the vehicle. Party hosts bear no responsibility if guests drive a car after drinking alcohol.

Driving school curricula are limited at present in covering drink driving, but they could provide an effective means of increased information on drink driving and its ramifications.

4.4.9 Proposed measures and conclusions

The following measures related to the educational system, legislative improvements, establishment of modern enforcement systems and combatting drink-driving are proposed:

- Provision of adequate road safety education to school children – Sessions should be interactive and encourage pupils and students to develop social competence. Basic infrastructure in schoolyards would offer an opportunity for practical lessons for students. The role of safety officers (mandaturis) could be increased as they represent a valuable human resource for schools. Additionally, the engagement of parents in school patrols to assist at pedestrian crossings and in school zones might give good results;
- Improved safety standards for school buses – Safety standards should be improved for school buses. There should be control systems introduced for both transport safety and driver's behaviour. In addition, school bus drivers need training in safe driving. School buses should be monitored by the controller who is responsible for children's safety during the trip;
- Driving in real traffic conditions to be introduced in driver's education and driving test – The practical driving test should be administered in real traffic conditions as part of the driving permit examination process, offering candidates an opportunity to demonstrate their skills in handling actual driving situations, involving driving in busy traffic and averting potentially dangerous situations;
- Novice drivers – Georgia should introduce a probationary permit system where a novice driver does not become a fully licensed driver until he/she completes a probationary period, which could include higher demerit points and restrictions like zero BAC;
- Pedestrians and cyclists – Town planners and road engineers need to invest in infrastructures such as pedestrian-only zones, traffic-calming measures, upgrading marked pedestrian crossings, pedestrian bridges and underpasses and cycle lanes. Providing safer conditions for pedestrians and cyclists should be an integral part of any road safety action plan. The measures should include: decreasing the speed limit in busy pedestrian areas to 30 km/h, developing road design features to curb traffic speed, making road signs and markings more understandable for motorists, creating more pedestrian-friendly environments, designating and improving pedestrian, cyclist and school routes, pursuing integrated land-use planning to efficiently reconcile busy urban areas and heavy-traffic networks, developing educational campaigns for children and fostering productive cooperation between local authorities and the patrol police;
- Introduce modern enforcement systems – According to newly adopted legislation, police have the right to carry out unmarked patrols. In particular, the police can install photo/video surveillance systems and non-stationary radars in police vehicles without special police markings. Drivers are informed about the unmarked patrol at the beginning and the end of a patrolled territory;⁵³
- Drink driving – Improve drink driving data collection (review and reach agreement on the specific data to be collected by the police on drink driving); start with a specific region or the four municipalities of a planned pilot data project and connect this effort with health workers. Consider an international workshop on data collection and analysis for health workers and traffic police;

⁵³ <https://matsne.gov.ge/ka/document/view/3651919>.

- Initiate research and public surveys on drink driving that would explore the characteristics and motivations of violators, and the consequences of drinking and driving;
- Introduce gradations in BAC levels for different drivers (e.g. beginners, experienced drivers, professionals, etc.). Consider a zero BAC level for professional drivers;
- Diversify enforcement, engage various stakeholders in the education of pupils and young drivers and engage the mass media in discussions regarding better road safety coverage and the media role in covering issues related to risk factor prevention and education.

4.5 Post-crash care

The aim of post-crash care is to avoid preventable death and disability, limit the severity of the injury and the suffering caused by it, and ensure the accident survivor's best possible recovery and reintegration into society. How persons injured in road traffic accidents are dealt with, following an accident, determines their chances and the quality of survival.

The healthcare sector is one of the key actors for reducing mortality and injury resulting from road accidents. Effective medical aid after the accident is crucial for saving the life and preserving the quality of life of the injured. Reduction of the negative effects depends on multiple factors: efficient and timely notification of medical teams, qualification of medical personnel, appropriate diagnostics on the place of the accident, stabilization of patients, speedy transportation, timely hospitalization, quality of care in emergency departments, trauma care and finally, provision of rehabilitation medical services. When a road accident happens, it is essential to provide timely, adequate and highly qualified emergency medical care in a pre-hospital care setting and ensure that the patient is transported to the nearest hospital, which provides appropriate services if needed.

In the last few years, the Georgian healthcare sector has developed significantly and emergency medical care systems are gradually being introduced. Emergency medical care services in Georgia are administered by the LEPL Emergency Medical Care Centre in the regions and in Tbilisi. Call services for ambulances are managed by the 112 Service and the LEPL under the Ministry of Internal Affairs. The Department of Emergency Situation Coordination under the Ministry of Labour, Health and Social Affairs coordinates the work of 112 services.

Ambulance teams in Tbilisi are staffed with the following personnel: a head doctor, a junior doctor and a driver. In the regions, the staffing is the following: a doctor, a nurse and a driver. Doctors working with the ambulance have completed a specialized 2-month course in pre-hospital emergency medical assistance. This programme is accredited by the Ministry of Labour, Health and Social Affairs, and includes a mandatory module on the pre-hospital management of road accidents and traumas. Junior doctors have to complete training in basic emergency aid and basic life support. Currently, over 80% of doctors working in the ambulance services in the regions have completed this course. The Ministry is conducting training in emergency medical assistance for all medical personnel in the ambulance service (doctors, nurses, drivers, hospitalization managers, operators) in accordance with international standards and this programme includes a pre-hospital trauma support module, Pre-Hospital Trauma Life Support.

First aid training programmes for any potential witnesses to road accidents, in addition to medical personnel (e.g. taxi drivers, individuals working in local businesses and road patrols) play an important role in ensuring appropriate emergency assistance in the case of road accidents.

Equipping ambulances with modern and adequate medical equipment is also very important. In recent years, the ambulance fleet has been totally renewed (200 vehicles), but there is still a need for fully equipped, high-performance vehicles suitable for driving in high mountainous regions (40 vehicles). No medical helicopters are available for emergency medical services.

In the case of large-scale road accidents (high numbers of victims and severe injuries), the Department of Emergency Situation Coordination mobilizes specially equipped emergency assistance vehicles (so-called resuscitation vehicles) and teams (so-called disaster teams as part of the state programme for Emergency Medical Assistance and Medical Transportation). These teams ensure management of critical/urgent trauma cases at the place of the accident, stabilization of patients and their medical transportation if needed. Georgia also has defined indicators (in urban areas) to measure response time and transportation time to the medical facility after a road accident.

On some road sections, the risks of road accidents and fatality or serious traumas are so high that emergency medical teams are permanently located at the site. This practice has already been implemented on the E60. There are two emergency units already operating (in Ureki and in Boriti) to service high traffic intensity roads. Those units are equipped with trauma, shock and observation theatres and ensure stabilization of patients and their subsequent referral to an appropriate hospital.

In 2016, the Emergency Medical Centre was reorganized; the staffing and organizational structure were changed and new management was introduced. The Centre has regional offices in 65 regions and 23 villages, with 206 emergency assistance teams on duty around the clock (a doctor, a nurse and a driver). Two units of so-called resuscitation vehicles with full equipment and medical supplies (in Kareli and Tserovani) operate on the Khashuri-Gori-Tbilisi route. Furthermore, in 2016 a UNDP project procured one more resuscitation vehicle (Samegrelo), which now operates on the Rukhi-Zugdidi-Kutaisi route.

One of the most important components of the emergency medical care training courses is triage, classification of more than one injured patients according to their health status and provision of stabilization and transportation services accordingly. Over 1,200 individual staff and 400 teams had been trained by the end of 2016, and the trained teams have been allocated to high-priority locations, such as motorways and other locations close to roads with a high-risk of road accidents.

Retraining of all medical teams was completed by the end of July 2017. After that training will be continued in order to promote continuous professional education on a permanent basis.

In the case of road accidents, the most important factor is that the ambulance team arrives at the place of the accident as soon as possible. Therefore, the dispatch system has been upgraded to include software support, with integrated GPS systems, to enable more efficient and timely management of ambulance teams. This software makes it possible to prioritize calls and to record the reason for the call. This aids prioritization of calls as high, medium or low priority. Each call is categorized in accordance with the international triage criteria and colour coded accordingly (high priority as red, medium priority as yellow and low priority as green). The dispatch operator can easily identify priorities using these colours. All road accidents are colour-coded as red.

The Emergency Medical Care Centre has recently been equipped with vehicle fleet management software, which enables it to manage the servicing schedule for each vehicle; the servicing details are recorded in the history of each vehicle.

4.5.1 Post-crash trauma care

From April 2012 to 2015, on average 4,199 calls were recorded annually in response to road traffic accidents. In 14,248 cases the emergency service vehicles reached the site of the accident within 20 minutes or less from the moment the accident was reported. In 1,047 cases the required time was 20–40 minutes, and in 452 cases it was between 40 minutes to one hour. The functions of the ambulance teams in the event of accidents, emergencies or major catastrophes includes making sure that the site of the accident is safe; identifying the severity of traumas and the number of patients; requesting assistance based on the needs and if multiple patients are injured, ensuring triage. The objective of the triage is the rapid identification of injured individuals on the site of the accident, identifying priorities for triage and ensuring that all possible care is provided to as many injured individuals as possible to save lives.

4.5.2 Insurance

Insurance is more than monetary compensation; it is a highly effective mechanism for assessing, managing and reducing risk. In general, the role of the car insurance industry in road safety should be recognized as very important in reducing road traffic accidents by supporting road safety management and activities.

In Georgia, there is no mandatory vehicle insurance and only 50,000 vehicles are insured. Since the number of registered vehicles in the country is over a million, the share of vehicles covered by insurance is miniscule. The number of insured vehicles does not change significantly from year to year. Motor vehicle insurance is mostly used by those who take out a bank loan to purchase a vehicle, buy vehicles through leasing or for vehicles owned by companies or public agencies. The number of private individuals who buy insurance voluntarily is negligible.

As a rule, vehicle insurance includes owner's liability and in some cases Casco which covers the vehicle against various risks such as fire, natural disasters, theft of the motor vehicle or the equipment installed in it, a breakdown as a result of collision with another vehicle or object on the road etc. Starting from 2016, the number of individuals who only buy a third-party liability policy has increased. Currently, personal liability insurance products available on the market are totally voluntary and differ dramatically from the liability insurance which is planned to be introduced. Liability insurance for car owners has a major social function and it will cover all damages resulting from the car accident, independent of the driver's liabilities. Claims that occur as a result of unresolved cases, involving uninsured and stolen vehicles would also be covered, and this would ease the burden on claimants as well as the Government. There are only a few countries in the world where liability insurance for car owners is not mandatory. One of these countries is Georgia.

The Government plans to introduce mandatory liability motor vehicle insurance legislation in two stages. The first stage is covering only owners of vehicles not registered in Georgia and during the second stage vehicles registered in Georgia will be obliged to have third-party liability insurance as well.

4.5.3 Proposed measures and conclusions

In post-crash care, the following measures are proposed:

- Improve coordination among public bodies and more robust and consistent statistics on road traffic injuries, based on WHO standards for registration of such injuries;
- Adequate training of emergency personnel in filling in post-accident statistical forms;
- Increase the number of acting ambulances (about 35-40 state-owned vehicles) throughout the country;
- Establishment of a Paramedics Institution in the country;
- Strengthening of post-traumatic rehabilitation medical facilities;
- Develop and approve a form for external evaluation of trauma to be included in the medical records of patients;
- Introduce the international definition of person killed when death occurs within 30 days after a road accident and a definition of severe injuries according to the maximum abbreviated injury scale (MAIS);
- Amend the electronic system of the mortality registry;
- Conduct training courses for medical staff on the proper use of the 10th revision of the International Statistical Classification of Diseases and Related Health Problems (ICD-10) codes and how to complete mortality report cards;
- Establish a sustainable epidemiological surveillance system for road traffic injuries and deaths;
- Develop and implement a trauma registry according to the recommended indicators of the WHO.

The recommended measures regarding insurance are the following:

- Introduce legislation requiring mandatory third-party liability insurance for all drivers;
- Encourage the insurance sector to participate actively in road safety activities, fund road safety measures and make a stronger positive contribution to improving road safety; Insurance companies should support the development of research capacities and conduct additional research to identify higher risk drivers and isolate the factors that contribute to risky behaviour;
- Introduce enforcement of motor vehicle insurance regulations and compliance during the vehicle registration process.

4.6 Public transport (urban and inter-city)

4.6.1 Urban public transport

The main means of transport in Georgian cities are private cars, taxis and minibuses, which are not enough to support the needs for public transport. The taxi system is also unregulated and does not satisfy the safety and comfort demands of citizens. The system is becoming increasingly overwhelmed with passenger cars, which is congesting cities and creating more safety problems. During the turbulent 1990s, much like other aspects of life in the country, the transport sector suffered severe setbacks, including the virtual collapse of the public transport system.

The relative stability and growth in the past decade has increased demand for good quality, accessible and modern urban mobility solutions. The lack of efficient public transport is the reason why there are more car users on the roads. Air pollution, as well as increased exposure to traffic, is a result of these negative influencing factors. Unfortunately, revamping of the existing public transport system is progressing slowly, is incomplete and cannot meet the demand. Only two Georgian cities, Tbilisi and Batumi, have public transport authorities responsible for system operations, but even in these cases local authorities cannot provide full-scale transit accessibility, which results in the large scale unregulated or under-regulated participation of private sector actors in public transport provision.

Moreover, movement from point A to B in Georgian cities is often uncomfortable for road users (e.g. while the majority of city dwellers use public transport, this option is not always available, especially during peak evening hours). Because there is no efficient public transport available to support this growing mobility demand, more and more cars are sharing the roads with public transport and vulnerable road users. The lack of space for all vulnerable road users continues to generate not only anger and annoyance among citizens but also increases traffic accidents on the roads.

Georgia has expressed the goal in its Intended Nationally Determined Contributions submission to reduce greenhouse gas (GHG) emissions by 25% from 2013 business-as-usual, conditional on support, with the energy sector as a key contributor to this goal. Urban transport is the biggest source of GHG emissions in Georgian cities and will play a major role in meeting this goal.

To advance sustainable urban transport in Georgia three main barriers need to be addressed: a weak policy and regulatory framework, underinvestment in urban public transport infrastructure and weak planning and implementing capacity for sustainable transport systems.

4.6.2 Intercity passenger services

Georgia faces a very difficult situation in terms of intercity passenger transport. The continuous increase in traffic volumes for passenger transport leads to major challenges which have impacted mobility, road safety and environmental pollution. In 2004, the Georgian Government removed the limitations on private operators entering the market, resulting in an oversupply of intercity bus services. Unfortunately, there is no internal safety control of road vehicles (despite the periodic technical inspection certificate). Additionally, there is only superficial control of bus stations.

This deregulation-heavy reform approach has had serious negative repercussions on the safety of long-distance transport. Providers are neither using tachographs, according to the European Agreement concerning the Work of Crews of Vehicles engaged in International Road Transport (AETR), nor speed limitation devices as defined by United Nations Regulation No. 89 on speed limitation devices and Council Directive No 92/6/EEC of 10 February 1992 on the installation and use of speed limitation devices for certain categories of motor vehicles.

Buses are mainly operated by private operators (bus owners), who do not need any additional permits. In order to start up inter-city operations, only an agreement with two stations and a route map is required. Most of the operators pick up passengers outside the station, which causes loss of income for those companies and individuals working according to the law. A survey conducted by the Partnership for Road Safety, Caucasus Research Resource Centres (CRRG-Georgia) and “Safe Movement Possibilities for Passengers” revealed that the development of long-distance passenger transport was inhibited due to incomplete and contradictory laws, non-existence of a unified national policy, standards and mechanisms for coordination and monitoring; lack of human and financial resources; and unfavourable legislation to attract private investments.

According to Georgian legislation, permissions for transport of passengers are regulated at only two levels, municipal and international, but not at the intercity level. If the Land Transport Agency wants to carry out the monitoring of a particular passenger transport company's activity, it can proceed only after being granted permission by the courts of Georgia and only for specific cases. This institutional set-up makes it practically impossible to monitor the safety procedures and performance of such companies.

Conclusions:

- The first step to improving urban public transport policy is to develop legal and structural changes in order to ensure that transport- and safety-related issues are combined in a single policy package. Georgian cities should create transport policies that are integrated with land use, environment, education, health and other policies in order to maximize the benefits for their residents;
- Transport planning should be improved; parking in public spaces should be limited and better regulated; the regulations on private taxi services should be revised; and the development of non-motorized transport infrastructure should be promoted;
- It is necessary to establish or reorganize public transport based on the passengers' demand. This will involve carrying out a transport demand and supply study coupled with periodic origin/destination studies to update the city's transport model. Decision-makers should insist on developing a comprehensive, long-term urban public transport policy and action plans. This will prevent overlapping routes and service gaps, low frequencies and safety management standards;
- It is very important to improve the quality of urban public transport services. Bus and minibus services have improved during the last decade, but still many vehicles need to be replaced, bus routes need to be optimized, and prioritization measures are needed. Currently buses and minibuses are often stuck in traffic, which makes them inefficient and unattractive to use. Major routes should have rapid transit bus terminals and fast lanes to support frequent transit services.

The updating of inter-city public transport legislation along with more profound monitoring of the quality and safety of operators will ensure wider utilization of inter-city public transport services, reduce exposure to traffic and increase road safety.

5 Conclusions

Road safety is a very serious problem in Georgia. In 2016, there were 581 people killed and 9,951 injured, which also resulted in huge economic losses for the Georgian economy. The growing numbers of casualties are imposing severe strains on the scarce resources of police, medical and other agencies that have to cope with the consequences of traffic accidents. Moreover, the beds in emergency wards of Georgian hospitals are taken up with road accident victims consuming medical and other resources which are already in short supply. The situation is expected to get much worse in the near future as Georgia enters the explosive phase of motorization with very rapid growth in the number of vehicles.

It is obvious, that the challenges need to be tackled with a comprehensive approach at the national and local levels. Knowledge about road safety management has evolved over decades based on research and practice in many developed and developing countries. Experience from these countries has shown that if a country wants to improve its road safety performance it must: study and analyse the current road safety situation and the causes of road accidents in detail; define the short- and long-term priority directions; create a strategy and an action plan with a realistic timeline and robust measures; engage and improve vertical and horizontal coordination between Government, business and non-governmental stakeholders at all levels; and provide sufficient funding for road safety activities.

Georgia, therefore, needs to develop a national road safety policy to strengthen its ability to manage the road safety problems and to implement effective interventions across all sectors affecting road safety. This can best be done by adopting a safe system approach with effective coordination amongst key stakeholders to implement evidence-based policies and interventions.

The relative stability and growth in Georgia in the past decade has also increased demand for good quality, accessible and modern urban mobility solutions. The negative side effect is an even larger increase in the rate of motorization. The revamping of the existing public transport system is progressing slowly, is incomplete and cannot meet the demand of citizens. Only two Georgian cities have public transport authorities responsible for system operations, but even these local authorities cannot provide full-scale transit accessibility, which results in the largescale unregulated participation of private sector actors in urban public transport provision.

Also, direct municipal promotion of more sustainable means of transport, especially non-motorized transport, is notably absent. The lack of regulatory and efficient mechanisms for enforcement is one of the main challenges. The coordination and horizontal dialogue between local authorities on urban transport and road safety in urban areas can also be considered issues of concern.

In Georgia, there is political will to address road safety, but as a road safety management system is based on three inter-related elements (institutional management functions, interventions and results), Georgia has to strengthen the legal framework for road safety at various levels, delegate responsibility for improving and reporting on road safety to each national or local authority, and improve the road safety allocations within individual ministries so as to encourage development and implementation of road safety interventions.

5.1 Main recommendations

- To strengthen the capacity of national and local road safety stakeholders (Transport and Logistics Development Policy Department, Roads Department, etc.) institutionally and with human resources, to ensure effective implementation of the road safety action plan and coordination between all road safety stakeholders. Coordination bodies at the national level (the National Road Safety Inter-Agency Commission and the National Road Safety Working Group) should be provided with more resources, including full-time road safety staff.
- To strengthen the national legal framework for road safety and distribute the responsibility more clearly among government bodies at the national and local levels. This will result in the identification of the responsible body at the different levels, thereby increasing their accountability for road safety.

- Georgia needs to set concrete and measurable targets in its road safety strategy and action plan. Clear targets would help mobilize political will, improve stakeholder accountability, ensure better management of road safety programmes and better use of public resources.
- The Government should improve road safety data collection, and integrate the data retrieved from government and private sector into a single database. Georgia should introduce the international definition of road traffic fatalities when the death of an injured person occurs within 30 days following the traffic accident. Road safety indicators should be published regularly (at least quarterly).
- Police, health sector and insurance companies' records on road accidents should be cross checked and stored in a single database. Georgia needs to elaborate and establish a trauma registry according to WHO recommendations.
- In Georgia, the cost of lives, injuries and material damage are not considered as a component of the cost to society. Therefore, in addition to improving road safety data collection and sharing, road safety monitoring systems which show the economic impact of accidents and the effectiveness of road safety interventions should be established.
- Georgia needs to develop sustainable, domestic funding sources for road safety, such as revenues from traffic fines, vehicle registrations and contributions from third-party liability insurance schemes.
- Some of the road design standards are out-of-date in terms of road safety engineering principles and do not follow the best international practice. There is an urgent need to review road design standards and adopt one unified national standard both for streets and roads. Standards should take into account vulnerable road users (pedestrians, bicyclists, motorcyclists). There is an urgent need to implement widespread programmes to both identify and eliminate high-risk road sections, particularly on local roads.
- New safe speed thresholds have to be defined according to the type of road, and the country needs to focus on road functions and hierarchy in determining the best applicable speed limit. A general speed limit in urban areas of 50 km/h should be set. Local authorities should be empowered to lower the speed limit in residential areas and school zones to 30 km/h.
- In Georgia, driver training and testing have inadequacies which have implications for road safety. It is important that drivers receive thorough, high-quality training in real traffic conditions. Furthermore, the driving test has to include driving in real traffic conditions. It is especially important to set up a special monitoring system for novice drivers for the first two years of driving. Georgia should introduce a probationary permit system, where the novice driver does not become a fully licensed driver until he/she completes a probationary period.
- Commercial vehicles are major users of the Georgian motorways for both national and international trade. As such, there is a wide range of issues related to the safe operation of commercial vehicle fleets. It is important to introduce the United Nations regulations on driving hours and rest breaks in national transport and efficiently enforce AETR rules for drivers (both with digital and analogue tachographs), and improve maintenance of vehicles and driver training procedures.

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<http://roadsafetyngos.org/>

National Statistics Office of Georgia

<http://www.geostat.ge>

Annex 1 Recommendations and action plan

Actions	Level of Activity		Priority			Timeline
	National	Local	High	Med	Low	
Action 1: Improve management and coordination of road safety stakeholders from local to national level						
1.1 Strengthen the capacity of national and local road safety stakeholders (the Transport and Logistics Development Policy Department, Roads Department, etc.) and national coordination bodies	X		X			2018-2019
1.2 Improve the legal framework for road traffic safety and distribute responsibilities to all road safety stakeholders	X		X			2018-2019
1.3 Set up concrete and measurable targets for future road safety action plans	X	X	X			2018-2020
1.4 Strengthen local capacities and provide coordination and technical support for developing safe and accessible infrastructure at local level	X			X		2018-2020
Action 2: Improve road accident data collection and sharing						
2.1 Improve the capacity of government agencies to effectively collect and analyse accident data and provide all stakeholders with access to the national accident data online. Introduce international definition of road fatality ("30 days").	X		X			2018-2019
2.2 Encourage research and development, as well as knowledge transfer in road safety	X			X		2018-2020
2.3 Improve sharing of road accident data with stakeholders outside Government. Provide road safety accident data to the public on quarterly basis.	X		X			2018-2019
Action 3: Measure effects of road safety interventions and costs of road accidents						
3.1 Set up a national system to measure and monitor the economic impact of road traffic accidents	X			X		2018-2019
3.2 Set up a national system to measure and monitor the health and social impact of road traffic accidents and elaborate and implement a trauma registry according to WHO recommendations	X			X		2018-2020
3.3 Develop sustainable funding sources for road safety activities (fines, third-party insurance, vehicle registration and other sources)	X		X			2018-2019

Annex 1 Recommendations and action plan

Actions	Level of Activity		Priority			Timeline
	National	Local	High	Med	Low	
4.1 Create high-risk road section identification and improvement programme	X		X			2018-2019
4.2 Improve road design standards and adopt unified national standards (roads and streets). Standards should take into account vulnerable road users	X		X			2018-2019
4.3 Set up engineering and speed enforcement programmes for secondary and local roads	X		X			2018-2019
4.4 Introduce road safety training programme in low-cost safety engineering, road safety auditing/inspection and road assessment for local municipalities	X			X		2018-2020
4.5 Focus on speed management (lowering general speed limits) especially in urban areas and creation of school zones		X	X			2018-2020
Action 5: Improve driver's training and safety of commercial vehicles						
5.1 Introduce the United Nations regulations on driving hours and rest periods for national transport; start road checks, improve maintenance of vehicles and driver training procedures	X			X		2018-2019
5.2 Improve driver's training (both theoretical and practical), introduce practical driver testing in real traffic conditions and set up a special monitoring system for novice drivers	X		X			2018-2019

Annex 2 Implementation of EU Acquis Communautaire in the Road Sector

Action Required	EU Directive	Implementation Timeline		Responsible Agency
		International	National	
Speed limitation devices	Directive 92/6/EEC, 10 Feb 1992	2 years	4 years	MOESD: LTA
Vehicle weights and dimensions	Directive 96/53/EC, 25 July 1996	2 years	2 years	MOESD: LTA
Road worthiness testing	Directive 2009/40/EC, 6 May 2009	2 years for buses and trucks	4 years for other vehicles	MOESD: LTA
Driving permits	Directive 2006/126/EC, 20 December 2006	Not applicable	4 years	MIA
Inland transport of dangerous goods	Directive 2008/68/EC, 24 September 2008	3 years	5 years	MOESD: LTA
Harmonization of certain social legislation	Regulation (EC) No 561/2006, 15 March 2006	Current	5 years	MOESD: LTA
Recording equipment in road transport	Regulation 3821/85, 20 December 1985	Current	5 years	MOESD: LTA
Minimum conditions for social legislation	Directive 2006/22/EC, 15 March 2006	Current	5 years	MOESD: LTA
Occupation of road transport operator	Regulation (EC) No 1071/2009, 21 October 2009	1 year	4 years	MOESD: LTA
Working times of drivers	Directive 2002/15/EC, 11 March 2002	Not applicable	4 years	MOESD: LTA
Qualifications and periodic training of drivers	Directive 2003/59/EC, 15 July 2003	2 years	4 years	MOESD: LTA
Charging HGVs for use of infrastructure	Directive 1999/62/EC, 17 June 1999	Only applicable if Georgia decides to impose tolls or charges		Revenue Service
Promotion of clean and energy-efficient road transport vehicles	Directive 2009/33/EC, 23 April 2009	Not applicable	8 years	MOE

Annex 3 Road Safety National Action Plan 2018

No	Objectives	Activity	Expected Outcome	Responsible Agency	Partner Org.	Timeline	Projected Budget	Source of Funding	Remark
1	Assessment of the road safety situation in Georgia and development of an instrument for further analysis/evaluation	Complex study, analysis of the road safety situation in Georgia and elaboration of recommendations and/or measures to enhance road safety by participation of international and local experts	Recommendations are developed and/or various actions are planned for improvement of road safety in Georgia	MOESD, UNECE	MIA, MRDI, MLHSA, MES, TCH	I-II Q.	1,195,200	UNECE	The project and the budget cover four countries
2		Through analysis of road traffic fatalities in 2015-2016 and identification of additional measures for reducing traffic fatalities	Additional measures for reducing the number of road fatalities are identified and recommendations are developed	MOESD	MIA, PPD, MLHSA, NGOs	I-II Q.	34,320	State budget	Administrative expenses
3	Improving efficiency of road traffic control	Development of the registration process for road accidents and their consequences as well as improvement of the respective single database	Informative methodology for registration of traffic accidents and their consequences is introduced (or is in the process of introduction) and a centralized database is created (or is in the process of creation)	MIA, MLHSA, National Centre for Disease Control and Public Health	MOESD	I-IV Q.	598,500	State budget	Providing by tablet computers, administrative expenses
4		Installation of video analytical surveillance systems on the East-West Highway and in major cities in Georgia	Technical capabilities and efficiency of road traffic control are improved across Georgia	MIA	WB, RD, Local authorities, MRDI	I-IV Q.	500,000	State budget, Donor funding	
5	Initiating legislative changes with regard to traffic safety and/or gaining parliamentary support for the initiated projects (contactless patrolling, points system)	Full implementation of the European Agreement concerning the Work of Crews of Vehicles engaged in International Road Transport (AETR)	The risk of road accidents as a result of violation of the work and rest regimes of drivers engaged in international road transport is diminished	MIA, LTA	MOESD	I-IV Q.	30,000	Budget of Land Transport Agency	
6		Initiating legislative changes with regard to traffic safety and/or gaining parliamentary support for the initiated projects (contactless patrolling, points system)	Road safety is enhanced due to legislative changes	MIA			I-IV Q.	36,000	State budget

Annex 3 Road Safety National Action Plan 2018

No	Objectives	Activity	Expected Outcome	Responsible Agency	Partner Org.	Timeline	Projected Budget	Source of Funding	Remark
7		Delivering lectures on road safety issues in public schools and undertaking other social campaigns	Awareness on road safety issues is increased among the public/particular groups	MIA	MES, companies involved in campaigns and state agencies, TV "IMEDI"	I-IV Q.	117,800	State budget	Social campaign, administrative costs
8		Undertaking social campaigns on road safety issues, organizing meetings with certain groups (drivers, managers, students, etc.)	Awareness of road safety issues is increased among the public/particular groups	MOESD	WB, EBRD and other financial institutions	I-IV Q.		Donor organizations	Negotiations will be started with donors for financing of the activities from 2017
9	Improvement of traffic control efficiency	Strengthening road safety education in the national curriculum	Road safety education component is strengthened within social science courses	MES	NGOs or other organizations	I-IV Q.	63,000	State budget	Administrative costs
10		Providing information on road traffic safety to secondary school students at the beginning of the school year	Primary school students are informed about road safety issues	MES, LEPL Office of Resource Officers of Educational Institutions		III-IV Q.	7,650,000	State budget	Administrative costs
11		Undertaking active social campaigns and informing road users of risks and preventive measures related to road safety	Society/certain groups have a better understanding of road safety issues	National Centre for Disease Control and Public Health	MLHSA, MIA, IO	I-IV Q.	50,000	State budget, Donor organizations	Administrative costs
12		Carrying out different activities to increase public awareness of traffic participants	Society/particular groups have better understanding of road safety issues	TCH	NGO, PPD (MIA)	I-IV Q.	50,000	Budget of Tbilisi City Hall	

Annex 3 Road Safety National Action Plan 2018

No	Objectives	Activity	Expected Outcome	Responsible Agency	Partner Org.	Timeline	Projected Budget	Source of Funding	Remark
13	Enhancement of driver qualification	Harmonizing the procedures for issuing driving permits with international standards	Drivers are capable of driving in real traffic conditions while getting a permit	MIA; SA (MIA)	Local authorities; MRDI	I-IV Q.	9,000,000	Budget of LEPL Service Agency of the Ministry of Internal Affairs of Georgia	Project funding will be decided at the beginning of 2017
14		Establishment of a regional training centre for raising professional competence	A training centre of regional importance is established (or is in the process of being created) to improve the qualification of drivers	LTA		I-IV Q.	5,000,000	Budget of Land Transport Agency	To be finished in 2018 at the latest
15	Improvement of technical condition of vehicles	Introduction of periodic mandatory roadworthiness tests for all motor vehicles	Periodic mandatory roadworthiness tests are undertaken for all vehicles	MOESD, Accreditation Centre, LTA		I-IV Q.	2,000,000	Budget of Land Transport Agency	
16		Improvement of the existing vehicle inspection systems	Control of testing centres and vehicles is strengthened	Accreditation Centre		I-IV Q.	92,880	Budget of Accreditation Centre	Administrative costs
17	Enhancing safety of passenger transportation	Making and implementing legislative amendments for the improvement of domestic passenger transport	Safety of interurban passenger transport is improved	MOESD, LTA, PPD (MIA)		I-IV Q.	75,000	Budget of Land Transport Agency	Administrative costs

Annex 3 Road Safety National Action Plan 2018

No	Objectives	Activity	Expected Outcome	Responsible Agency	Partner Org.	Timeline	Projected Budget	Source of Funding	Remark
18		Development of guidelines for black spot identification and elaboration and establishment of a systematic approach for their neutralization	Effective systematic mechanism for eradicating problematic sections is developed	MRDI THC	MIA, IDO	I-II Q.		Donor organizations	Negotiations with donors
19		Safety inspection of the int-1 - int-13 international road sections	Safety problems are identified at the mentioned sections	RD	MIA	II-IV Q.	860,000	State budget	
20		Carrying out small-scale road safety measures (22 sections) in the regions of Imereti, Guria, Samegrelo-Zemo Svaneti and Kvemo Kartli	Improved and safer road infrastructure	RD	MIA	III-IV Q.	1,200,000	World Bank	
21		Carrying out iRAP assessment and/or inspection of roads of national significance in Guria region to determine the safety level and the existing risks in the system	Safety problems are identified in the mentioned sections	RD	MIA	II-IV Q.	490,000	World Bank	
22	Improvement of road safety - safe corridor, safe city, safe village	Installing street lights within the East-West Highway Improvement projects	Improved traffic safety by better visibility	RD	MIA	I-IV Q.	20,950,000	World Bank, Japan International Cooperation Agency, Asian Development Bank	
23		Works for improving road safety on E60 highway (existing 28-114 km Natakhtari-Agara section), access roads and rural roads	One-level connections are excluded, the population living nearby and existing facilities are linked to the main road	RD	MIA	III-IV Q.	5,700,000	World Bank	
24		Enhancing road safety around schools	Road safety within the vicinity of schools is improved according to schools' requirements	MES	MIA, local authorities	I-IV Q.	28,320	State budget	Administrative costs
25		Implementation of planned actions for elimination of problematic sections at currently identified locations	Safer road infrastructure	TCH	PPD (MIA)	I-IV Q.	68,699,000	Budget of TCH	

Annex 3 Road Safety National Action Plan 2018

No	Objectives	Activity	Expected Outcome	Responsible Agency	Partner Org.	Timeline	Projected Budget	Source of Funding	Remark
26	Improvement of medical services	Providing high-quality emergency services to the persons injured in road accidents and improving material and technical base (specialized vehicles and technical facilities)	Improved medical service and material-technical base	MLHSA, MEC (Regional)	UNICEF, MEC (Regional), PPD (MIA), MEC, IDOs	I-IV Q.	155,200	State budget	
27		Material and technical as well as software provision of Tbilisi City Hall Emergency Medical Centre, Improvement in staff qualifications	Provision of fast and effective service to road traffic accident victims	TCH	PPD (MIA), EMA-112 (MIA)	I-IV Q.	29,000,000	Budget of TCH	
Total budget							153,575,220		

Annex 4 A Situation Assessment of Drink Driving in Georgia⁵⁴

Introduction

The overall goal of this assessment is to describe and analyze the current drink-driving situation in Georgia. This report assesses the nature and magnitude of the problem through a review of the legislation, current practices, and institutional capacities for reducing and preventing drinking and driving. This review also identifies the most critical aspects of reducing drink driving and its consequences, and will assist in the design of an effective, strategic programme approach to prevent drink driving-related road accidents. The research problem for this assessment is how to most effectively address drinking and driving in Georgia.

The specific objectives are to:

- provide evidence of why a programme aimed at preventing drink driving-related road traffic accidents is necessary;
- develop an understanding about the nature of, and contributing factors to, drink-driving traffic accidents;
- understand the current mechanisms in place and the effectiveness of any previously implemented solutions, particularly in terms of legislation and their enforcement;
- identify baseline data that can be used to monitor progress once a drink-driving programme starts;
- map previous and current drink driving programmes, as well as relevant stakeholders, to ensure consistency and to avoid duplication in future programming.

This study is relevant because, according to international reports (World Bank (WB), World Health Organization (WHO), United Nations Economic Commission for Europe (UNECE)) as well as locally available data, Georgia has the highest mortality and motorization growth rates in the Caucasian region. Figures since 2011 indicate that road accident and injury rates have been steadily growing.

More specifically, road accidents in the past five years have increased by 54 per cent, from 4,486 in 2011 to 6,939 in 2016. The number of injuries in road accidents increased by 49 per cent during the same period. There are nearly 600 fatalities annually, or 15.6 fatalities per 100,000 population, based on 2016 national figures.⁵⁵ However, the most recent WHO revised figures estimated 11.8 fatalities per 100,000 population.⁵⁶

The local authorities cite speeding, incorrect automobile manoeuvring, impaired driving, and improper pedestrian behaviour as the key risk factors on Georgian roads. Not surprisingly, the number of motor vehicles in Georgia has increased nearly fourfold since 2004, from 319,461 to 1,193,969 in 2016.⁵⁷

Background and Context

Georgia (official local name: Sakartvelo) is a country in the Caucasus region of Eurasia on the eastern edge of the Black Sea, bordered mainly by Russia on the north and Turkey on the south, and Armenia and Azerbaijan on the south-east. The population is 3,720,400, with 1,136,630 living in the capital of Tbilisi.⁵⁸ Georgia has deeply rooted traditions of wine production and consumption. For older generations, there is a strong belief that some wine consumption is permissible for drivers. There are no strong restrictions on alcohol sales or enforcement of existing laws. Alcohol abuse prevention work is performed by health workers, but it is focused on excessive drinking and teenagers.

⁵⁴ Prepared by the International Alliance for Responsible Drinking (IARD), 2017, Washington D.C., United States of America.

⁵⁵ Ministry of Economy and Sustainable Development, Transport and Logistics Development Policy Department, 2017.

⁵⁶ World Health Organization, Global Status Report on Road Safety, 2015, http://www.who.int/violence_injury_prevention/road_safety_status/2015/country_profiles/Georgia.pdf?ua=1.

⁵⁷ Ministry of Economy and Sustainable Development, Transport and Logistics Development Policy Department.

⁵⁸ GeoStat, 2016.

Drink driving preventive work receives little or no attention, and many interviewed specialists believe that the fear of being caught and punished is the best preventative approach. NGOs try to draw attention to drinking and driving issues through advocacy and public events, however such public information activities are not consistent.

For a first-time drunk driving offender, the driving license can be suspended immediately by the police officer for 6 months. After 3 months of suspension, the driver may petition to have the license returned early in one of two ways. First, he/she can apply to the Legal Entity under Public Law (LEPL) Service agency of the MIA, and must pass traffic rules and driving tests for a cost of 55 Georgian Lari (GEL)⁵⁹ (or US\$ 23). Alternatively, the driver can apply to the Patrol Police Department of the MIA to replace the driving license suspension with a fine of GEL 1,000 (US\$ 418), and the Patrol Police Department Director can make a determination to reinstate the license.

If a driver refuses to take a breath test, his/her liability is the same as that of a first offender. In the case of a repeat drunk driver, his/her license is suspended for 12 months, and a fine of GEL 700 (US\$ 292) is assessed. The driving license return procedure is the same as with first-time offenders.

As a result of the changes, drivers are now more concerned than in the past of being caught by the police and losing their licenses. In addition, a new system of demerit points was approved by the Georgian Parliament in April 2017, which increased the penalties for drinking and driving.

In the past four years, both national authorities and international organizations have invested resources to develop and adopt a national road safety strategy and work plan, laying the groundwork for the continuity and sustainability of various interventions.

Most road safety experts cite drinking and driving as a key road safety risk factor in Georgia. Although the numbers of road accidents and injuries continue to grow, deaths from road accidents are generally decreasing (see figure 1 below).

Driving is permitted at age 18, although a 17-year-old may also obtain a license. It can be revoked after the third violation of most traffic rules, unless stricter regulations are in place. For example, if the driver is drunk, his/her license will be suspended immediately. The alcohol policy in Georgia allows the sale of alcoholic beverages 24 hours a day. There are penalties for selling alcohol to buyers under 18, but the rule is not strictly observed or enforced. Beverage training programmes for sellers and servers of alcohol do not exist.

Drunk drivers can be reported by the public to the police by dialling 112. Patrol Police Department officials accept such calls, and will then follow the purported violators. However, such calls are infrequent; instead of reporting to the police, people often discuss and/or place their videos of traffic rules violators on a popular Facebook page.

The designated driver system is a known practice, and, according to key informant responses, some individuals use the system. In Tbilisi, there is also a “sober driver” taxi service, in which a taxi driver will drive the impaired driver’s vehicle home while a second driver follows in a taxi.

No night time surveys have been organized by police in areas where individuals can purchase and consume alcohol, nor have surveys been conducted related to drinking and driving knowledge, attitudes, beliefs and behaviours. The police are aware of Alcolock programmes abroad, but there are no such programmes in Georgia.

⁵⁹ One Georgian Lari equalled 0.42 US\$ or 0.37 Euros at the time of this report.

The key legal documents that regulate traffic laws and violations in Georgia include:

- The Law of Georgia on Traffic Safety, adopted December 24, 2013;
- The General Administrative Code of Georgia;
- The Administrative Procedure Code of Georgia;
- The Criminal Code of Georgia.

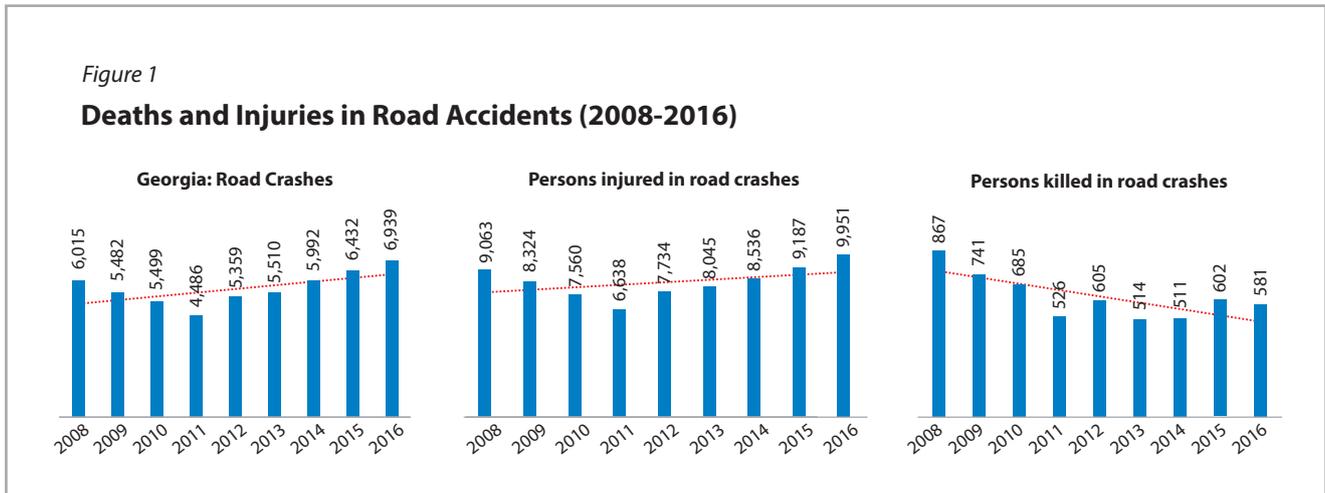
Baseline Data

Data about road accidents is routinely collected by a variety of government institutions (such as GeoStat, the MIA, and the National Centre for Disease Control and Public Health (NCDC)), although each collects different information according to their own protocols and procedures. What is lacking between the entities is a set of clear procedures or protocols on collecting, combining, exchanging and aggregating common information that would represent a set of complete and accurate statistics on road accidents and casualties, including those related to drinking and driving. This lack of collaboration and information sharing hinders the ability to accurately characterize trends and identify risk factors that could help better understand and address road safety, according to Tamara Chachava, an official from the NCDC.

For example, GeoStat collects mortality data on demographic characteristics (such as age, gender, and residence) and causes; however, according to the NCDC, these data are incomplete and simply coincide with police records. The NCDC Medical Statistics Department also collects information about types of injuries, although the specific causes are lacking. Data accuracy is also affected by significant limitations related to applying the International Classification of Disease (ICD) 10 code, “external causes of injuries and damage”. That is, data about the external causes of injuries and damage provided by medical facilities do not always accurately correlate with the ICD-10. Another factor affecting the accurate reporting of data is that while the Ministry of Internal Affairs receives police report injury data after an accident, the police (that do use a 30-day definition for official data) cannot use it for official road traffic fatality data, and is unable to follow up on the outcomes of trauma at the hospitals, as these cannot report on the causes of death. Conversely, hospitals lack data about the location and accident causes.

The Patrol Police Department and GeoStat are the main sources of road safety data, and access to general statistics is provided on their respective websites (www.police.ge and www.geostat.ge). Health workers seek information on road safety from these two sources. While the open access information is presented in both Georgian and limited English, information on road safety is not provided in the main content headings at GeoStat.

Figure 1 shows a steady increase in road accidents and injuries since 2011, although the number of deaths has fluctuated since then.



Source: GeoStat, 2017.

Table 1 shows figures related to drink driving accidents. Although too limited to reveal trends, the figures show the current extent of the problem. It should be noted that the data are only related to the areas under Patrol Police Department control, and do not include the more mountainous and remote areas under criminal police control. Also, the figures relate only to road accidents that involved injuries or fatalities, and most figures for 2016 were not available at the time of preparation of this report.

Table 1

Road Accidents Related to Drinking and Driving

Year	2014	2015	2016
Drink driving-related road accidents	262	229	-
Fatalities from drink driving-related road accidents	16	50	-
Injuries from drink driving-related road accidents	394	353	-
Drivers whose licenses were revoked for drink driving	29,078	35,153	30,174
Percentage of drink driving-related accidents from total road accidents in Georgia	5	4	-

Source: Patrol Police Department of the MIA, June 2017.

A Ministry of Economy and Sustainable Development, Transport and Logistics Development Policy Department representative said: “Unfortunately, we do not have deep and detailed data that would allow us to make specific graphs, define trends, and build our next steps on that. Together with the Ministry of Internal Affairs of Georgia, we plan to develop more detailed forms for road accident investigations. This year a pilot project will be implemented in four municipalities and it will allow us to develop new data collection and analysis approaches”.

The Patrol Police Department Coordination and Analysis Unit collects information, but only from so called “problematic” areas. Also, according to the law, the Patrol Police Department is responsible for only 45 per cent of the country (i.e., the major cities, and the highways of national and international significance) where some 80 per cent of road accidents occur. The remaining areas, as noted above, including mountain areas and small settlements, are the responsibility of the criminal police, who have their own sources of information and data collection. This makes understanding the limited information available even more challenging. There are no special methods of specifically collecting and collating all the drink driving-related road accident data, according to police.

Patrol Police Department statistics in table 1 above show that about four to five per cent of all recent road accidents in Georgia are related to drinking and driving. However, there is no targeted research on any data collected on accidents related to drink driving. Calculations have not been made on the costs of such accidents, and no information is available on the age groups, gender, times, or places involved in these data. Likewise, there has been no recent research specifically related to drinking and driving.

The Patrol Police Department (www.police.ge) provided the following list of the main causes of accidents in Georgia (no percentages or figures were provided):

1. Illegal manoeuvring and other traffic rule moving violations.
2. Speeding.
3. Pedestrian-related dangerous behaviour.
4. Drinking and driving (4-5 per cent of all accidents).
5. Poor condition of vehicles.
6. All other reasons.

According to a Transport Corridor Europe-Caucasus-Asia (TRACECA) report for Georgia,⁶⁰ the exchange of data between hospitals, insurance companies, and government ministries is a problem. Sources admit that there is no proper correlation of data, meaning available data are not complete or reliable. Information on subsequent deaths should be received by the investigation units of the Patrol Police Department and further processed by the Patrol Police Coordination and Analysis Unit responsible for data collection. On the other hand, according to medical experts, after road accidents, they do not always receive relevant follow-up inquiries from traffic authorities, and medical personnel also do not always forward relevant information on subsequent deaths onward to data collection officials.

According to World Bank data, road accident losses, injuries, and damage costs amount to five per cent of GDP in Georgia. Another source (TRACECA project report, 2016) derives a figure of US\$ 438 million annually, or 3.9 per cent of annual GDP.

It is important to note that no information concerning planned or ongoing research in the field of drink driving in Georgia was found via online sources, nor was awareness of such research suggested or confirmed by report respondents.

Research Strategies Utilized

This assessment was based on semi-structured interviews with key stakeholders, and additional analysis of secondary data. The data were collected from existing reports and through consultations with officials and experts from several agencies in Georgia.

Findings

Based on the information received from various sources, it is evident that road safety is high on the agenda of the Georgian government, and there is a strong desire to improve the road accident statistics at various levels. This includes the Parliament, different ministries, the Patrol Police Department, health workers, and non-governmental organizations (NGOs). Three active and well-known NGOs cooperate effectively with both governmental organizations and the media, which facilitates progress. The Georgian Red Cross should also be considered a useful partner for three reasons: its experience in the TRACECA project (which promotes regional transportation dialogue) in 2014-2016; its participation in a small grants projects competition of the Global Road Safety Partnership (GRSP, a host project of the International Federation of Red Cross/Red Crescent Societies); and its existing network of operational branches across the country.

⁶⁰ http://www.traceca-org.org/fileadmin/fm-dam/TAREP/70ta/TRACECA_Documents/TRACECA_Inception_Report_Eng_22082014_AR_Final_1__02.pdf, page 18.

Legislation and Policy

In July 2016, the Georgian Government approved the National Road Safety Strategy, the purpose of which is to: “Free roads and traffic from death and serious injuries.” The Ministry of Economy and Sustainable Development was defined as the lead government agency for its implementation. In October 2016, the Road Safety Inter-Agency Commission and the National Road Safety Working Group were created by the Minister of Economy and Sustainable Development. The aim of the Commission and the Working Group is to attain the goals set in Georgia’s National Road Safety Strategy.

Members of the Road Safety Inter-Agency Commission are high representatives from the Georgian Government, while the National Road Safety Working Group consists of heads and deputy heads of departments and divisions. Representatives of other government agencies, NGOs, international organizations, and the private sector can be invited to the meetings of the Inter-Agency Commission or the Working Group. The Commission is accountable to report to the Government of Georgia every 6 months.

In December 2016, the new Road Safety Action Plan for 2017 year was approved by the Government. The 2017 Action Plan includes a list of activities in different areas, such as roads, vehicles, enforcement, education and first aid. The action plan involves 8 specific purposes and 27 activities. It is worth noting that the specific activities, stakeholders, and timeframes in the 2017 Action Plan enable the Commission to better monitor the action plan implementation.

In early 2017 the Georgian Parliament adopted several legislative amendments to reduce road accidents, including amendments related to drinking and driving (as noted in the text above). In addition, in July 2017, a new demerit system came into force: every driver is assigned 100 points annually; these can be reduced based on various violations. A license can be revoked if all points are lost during the year. Other items in the draft text submitted to Parliament included:

- Increased patrols with unmarked police cars;
- Strengthened surveillance of impaired driving;
- New rules for driving tests for driving license applicants.

During the preparation of this review, the draft document with suggested amendments was adopted by the Georgian Parliament (April 2017), and came into force in July 2017.

The objectives relevant to drinking and driving from the eight objectives in the Road Safety Action Plan 2017 are:

- Assessment of the road safety situation in Georgia, and the development of an instrument for further analysis/evaluation;
- Improving efficiency of road-traffic control;
- Improvement of road safety education and increased public awareness;
- Enhancement of drivers’ qualifications (both candidates and professionals).

These objectives could be starting points to develop drink driving intervention plans, including data collection, interagency cooperation, enforcement, education, and public awareness, in the framework of a multi-stakeholder collaboration.

The government is funding most of the activities in the plan, although some activities call for donor support (e.g., social marketing campaigns; activities for key target groups; work with “black spots”). In addition, the Tbilisi municipal budget offers grants for road safety campaigns designed and conducted by NGOs. To date, the government bodies have not attracted businesses to the road safety plans, although they see it as a future opportunity.

Law Enforcement

The Georgia Patrol Police Department underwent a profound reform in 2005 to eliminate bad practices and corruption. The unit is now well known for its uncorrupt structure and personnel, and enjoys genuine respect and support from road users; this was expressed in talks with taxi drivers, hotel personnel, scholars, and journalists.

Patrol Police Department officers can detect impaired drivers as part of routine daily road checks; there are no special units or operations dedicated to this work. However, once a year the patrol police may conduct a mass traffic check. Nonetheless, officers who monitor remote video cameras in police centres can detect possible impaired drivers (from their poor vehicle manoeuvring). An officer on duty sends this information to an operational Patrol Police Department crew that pursues the violator. While patrol police do not organize random sobriety check points, or publicly announce patrol activities, they reinforce police units on holidays or during special events, as well as on Fridays after 10 p.m. Each Patrol Police Department operational unit is equipped with a breathalyzer (which is subject to certification every six months). Inoperable units are replaced immediately. The rules and procedures of patrolling for the officers do not envisage special patrol activities or road checks, unless a violation of traffic rules is observed by the police patrol crew.

Patrol Police Department officers can stop a suspected driver for a breath alcohol concentration test. The legal BAC level in Georgia currently is 0.3 g/l, with no limit gradations for new, experienced or professional drivers. If the BAC level is shown to exceed the legal limit, the patrol police officer may suspend the driving license on the spot for 6 months.

For this report, the Georgia Patrol Police Department noted (June 2017) that the numbers of drivers who had their licenses suspended due to drink driving has fluctuated in the past few years. In 2014, the number was 29,078. This increased significantly in 2015 to 35,153. However, the number in 2016 fell back to 30,174.

There is no law regulating the responsibility of passengers of drunk drivers, nor the presence of open alcohol containers in the vehicle. Party hosts bear no responsibility if guests drive a car after drinking alcohol.

In cases of road accidents with casualties, only the drivers must undergo breath/blood tests; passengers and pedestrians are not subject to these procedures. If the driver is killed in an accident, it is typical that his/her blood will be tested for alcohol. A person can be classified as killed in a road accident within 30 days of an accident, according to GeoStat⁶¹ (However, as described elsewhere in this report, there are no clear and consistently followed procedures for the registration or reporting of such cases, such as deaths that occur in hospitals or later at home).

According to the deputy head of the Patrol Police Department, Colonel Levan Matchavariani, impaired driving accounts for about five per cent of all road accidents in Georgia (see Table 1 above). The same figure appears in the WHO EU Global status report on road safety (Georgia profile).⁶² He said he considers speeding and young male drivers (18-28 years) driving in outdated cars as the most serious risks for road safety.

A special unit of the Patrol Police Department is accountable for information gathering and analysis, although there are no obligations or procedures to collect detailed information related to impaired driving. The information is posted on the website (www.police.ge) on a regular basis. Any valuable information for road users is also broadcast via television, radio, print, and/or online media.

Patrol Police Department officers disseminate information on traffic rules to children when invited to their schools, or on special occasions (such as the beginning of a school year). Elsewhere, "For You and Your Safety" was the latest information campaign launched by the police for road users in 2016. The Patrol Police Department also has good relations with mass media and NGOs and tries to respond to their requests for information.

⁶¹ http://www.who.int/violence_injury_prevention/road_safety_status/2015/en/, page 19.

⁶² Ibid.

Courts are normally open to the public and media, with rare exceptions. While the more public cases can be investigated within 7-10 days, most cases take 2-3 months to resolve. Judges have independent decision-making authority once police investigations are over. A judge also has the power to, for example, replace imprisonment with labour.

Public Health

Several departments deal with trauma statistics in the Georgian healthcare system: The National Centre for Disease Control and Public Health (NCDC), and the Emergencies and the Statistics departments of the Georgian Health Ministry. In every district, there are health units responsible for healthy lifestyle information dissemination.

Information from all Georgian hospitals and health institutions is gathered and analyzed by the NCDC for regular reports to the Ministry of Health. The departments that might deal with road safety statistics are Non-Communicable Disease and Medical Statistics and Data Analysis.

Currently there are no multidisciplinary protocols for such data collection between the MIA, NCDC and GeoStat. When needed, information on road deaths and trauma is provided on request by the Patrol Police Department. There are no other established procedures for sharing information related to road traffic deaths and injuries. According to report respondents, health workers said they believe that: "In order to improve the surveillance of morbidity/mortality related to road accidents, it is required to conduct trainings for clinicians and statisticians of all medical facilities to improve the quality of external-cause injury coding (E-coding). A reliable database and relevant indicators will help elaborate effective preventive activities." With this in mind, health workers submitted suggestions in January 2017 to the Ministry of Health that address improvements to the data related to road accident deaths and injuries.

Until recently, road trauma injury statistics and identifying the specific sources of trauma have not garnered much attention at the NCDC, but these issues are starting to appear on the agenda. There is a clear need for coordination and correlation of such information with relevant partners. Currently, it appears that information and issues related to road safety are not shared, not even between medical institutions such as ambulance services, narcological centres, forensic medicine institutions or morgues.

Recognizing this gap, experts at the NCDC are seeking an opportunity to learn more about other countries' practices in this field: for example, how to better fill in and arrange trauma registration papers, how to share and correlate data with other stakeholders, how to package and share data with road users, and how to conduct prevention activities. All in all, information from other countries, joint workshops, experience exchanges, and assistance with cross-ministry database development could help to establish a more efficient national system of such data collection.

The first steps towards cooperation have been made through participation in the national Road Safety Action Plan 2017; the NCDC has a role in Objective 1: "Assessment of the Road Safety Situation." A recently conducted survey was useful in identifying gaps and in preparing a proposal for the Ministry of Health; this proposal concerns refining the recording of patient disease histories (which may include a trauma source description) and clearer definitions on the causes of death (when applicable) during the 30-day time period after a road accident. This information will improve the registration process of road accident-related injuries and deaths and help make the statistics more accurate. This proposal was submitted to the Georgian Ministry of Health in January 2017.

In summary, the NCDC currently does not have its own information related to:

- Road accident victims, drinking and driving, or the location of the trauma source;
- Procedures or policies on collaboration with police regarding road accidents/drinking and driving;
- Regulations regarding alcohol breath and blood tests of those involved in road accidents;
- The cost of a hospital bed for a patient injured in a road accident;
- The cost of after-hospital treatment for victims of road accidents (e.g., people with disabilities);
- Drinking and driving prevention.

Among key partners on drink driving prevention, the NCDC named the Ministry of Interior, the Ministry of Education, the Ministry of Labour and Youth, and two NGOs: The Partnership for Road Safety and the Alliance for Safe Roads (noted below).

Non-Governmental Organizations

There are four NGOs well known for their active engagement in road safety:

- Partnership for Road Safety (founded in 2006; Gela Kvashilava, Chair);
- Georgia Alliance for Safe Roads (founded in 2011; Eka Laliashvili, Chair);
- Roads and Highways Transportation Association (David Meskhishvili, Director);
- Georgian Red Cross Society (Medea Marghania-Avaliani, General Secretary).

The first three are active in road safety advocacy, information dissemination through mass media, public activities, campaigns, and some surveys. A “Do not drink and drive” initiative was launched by the Georgia Alliance for Safe Roads in May 2011.⁶³ The campaign was supported by the brewing company Natakhtari in Georgia, as well as Toyota Caucasus LLC, the insurance company GPI Holding, and the United States Embassy. Another public campaign against drinking and driving was initiated by the MIA in 2013.⁶⁴

These NGOs, including the Georgian Red Cross Society, took part in the European Union’s TRACECA project in 2014–2016. The organizations are well known in the country, and they provide much publicity for road safety issues through events that garner a good deal of attention in the Georgian mass media. The Georgian Red Cross is less known to both the public and the authorities as an organization active in the field of road safety. However, it has some relevant experience, and the strong potential to extend its role. The Georgian Auto Federation can also play a role in the field of road safety.

Mass Media

Among the most influential media are television networks such as 1st Channel, Imedi, and Rustavi Ori. Radio and online media are also popular, and they welcome cooperation with road safety NGOs.

Driving Schools

In Georgia, there is little or no state or municipal control over driving schools. There are no strict requirements for registration and licensing, and no reliable statistics are kept. Likewise, there are no specific requirements for teachers or instructors, nor assessments of their performance. Although all driving candidates must pass the exams of the Ministry of Internal Affairs Special Service, which is responsible for issuing driving licenses, Patrol Police Department officials do not associate themselves with the driver preparation process.

Driving schools use a traditional approach of teaching the traffic rules and driving practices. Any drink driving education is limited to explanations of BAC levels and existing penalties for violators, and there are no special education programmes for repeat violators. The role of the Ministry of Education with these schools is not clear. According to report respondents, driving schools have no standardized plans or curricula, nor governmental accountability for their work.

⁶³ http://www.who.int/roadsafety/decade_of_action/launch/geo/en/; <http://www.roadsafety.ge/en/site-map>.

⁶⁴ <https://www.georgianjournal.ge/society/23931-qdont-drink-and-driveq-social-campaign-by-interior-ministry.html>.

Recommendations

While planning drink driving activities and interventions in Georgia, the following should be considered:

- Improve drink driving data collection (review and reach agreement on the specific data to be collected by the police on drink driving); start with a specific region or the four municipalities of a planned pilot data project (included in the current road safety plan), and connect this effort with health workers. Consider an international workshop on data collection and analysis for health workers, statisticians and road police;
- Conduct public surveys to reveal the attitudes of the public and experts toward drink driving issues and alcohol policies related to restricting the sale of alcohol;
- Initiate research on drinking and driving that would explore the character and motivations of violators, as well as relevant geographic considerations and the consequences of drinking and driving;
- Introduce gradations in BAC levels for different drivers (e.g., beginners, experienced, professionals, etc.). Consider a zero BAC level for professional drivers;
- Diversify enforcement: create more targeted and high visibility drink-driving interventions by the police (e.g., roadside checks that involve NGOs and volunteers);
- Engage various stakeholders in the education of young drivers, and introduce drinking and driving as a risk factor in driving school curricula. Consider driving school reforms at the state level, to work toward more standardized programmes and increased efficiency, responsibility and accountability;
- Ensure that interventions provide a foundation for continuing an ongoing drink driving prevention process (compared to sporadic road safety campaigns related to drink driving in the past);
- Engage local wine and spirits producers in relevant projects.

Engage the mass media in discussions regarding better road safety coverage and the media role in covering issues related to risk factor prevention and education.

Annex 5 List of Interviewees in Georgia

Organization	Department	Name, position
Ministry of Economy and Sustainable Development		Mr. George Cherkezishvili, Deputy Minister
		Mr. David Khutsishvili, Deputy Minister
	Transport Policy Department	Mr. Gogita Gvenetadze, Deputy Head
		Ms. Ketevan Salukvadze, Head
		Mr. Koba Metreveli, Chief Specialist of Land Transport Division
		Mr. Erekle Kezherashvili, Acting Deputy Head of department
	Land Transport Agency	Mr. Mikheil Khmaladze, Director
		Mr. Shalva Uriadmkopeli, Head of Safety department
		Ms. Elizbar Darchiashvili, Head of Qualification Centre
	The Unified National Body of Accreditation - Accreditation Centre	Mr. Paata Gogolidze, Director
		Mr. Giorgi Shiolashvili, Lead Assessor
	Ministry of Internal Affairs	
Mr. Archil Talakvadze, Deputy Minister		
Legal Department		Mr. Irakli Ivanidze, Deputy Head
Research and Development Department		Mr. Shalva Khabuliani, Head of Division
		Mr. Veleri Lomuashvili, Director
		Mr. Irakli Bochoidz, Chief specialist
Information-Analytical Department		Ms. Medea Kapanadze, Specialist
		Mr. Giorgi Arsoshvili, Director of Joint Operations Centre
Economic Analysis and Reforms Department		Mr. Beka Liluashvili, Head of Economic Reforms Division
		Ms. Irma Dzvelaia, Specialist
International Relations		Ms. Tamar Salukvadze, Deputy Head of Project Management Division
		Ms. Mariam Kobiashvili, Chief Specialist of Project Management Division
Patrol Police		Ms. Levan Matchavariani, Deputy Director
		Ms. Sophio Bujiashvili, Head of International Project Management Unit
		Ms. Marina Latsabidze, Inspector
		Mr. David Barbakadze, Head of Traffic Supervision Division
		Mr. Nestan Barvenashvili, Chief Specialist of the International Relations Division
		Mr. Nodar Saakashvili, Head of Patrol Police Faculty
Public Relations Department		Ms. Sofo Torchinava, Head
Ministry of Education and Science	National Curriculum	Ms. Mariam Chikobava, Head of Department

Ministry of Regional Development	Roads Department	Mr. Mamuka Patashuri, Head of Traffic Organization and Safety Division
	Infrastructure Policy and Development Partners Relations	Ms. Matsatso Tepnadze, Head of Infrastructure Policy Division
State Ministry for Euro-Atlantic Integration		Mr. Tengiz Buachidze, Chief Specialist of Analytical Division
Tbilisi City Hall		Mr. Irakli TURMANIDZE, Chief Specialist
		Mr. Mamuka Mumladze, Head
		Mr. Giorgi Kevkhishvili, Head
		Mr. Demur Kvirikashvili, Head
		Mr. Mzevar Gogilava, Chief Specialist
Ministry of Labour, Health and Social Affairs	National Centre for Disease Control and Public Health Emergency Situations	Ms. Eka Kapanadze, Head of Planning and Analysis Division
		Ms. Lela Sturua, Head
		Ms. Nana Mebonia, Deputy Head
		Ms. Ketevan Gambashidze, Head
		Ms. Maya Kereselidze, Head
		Ms. Tamara Chachava, Chief Specialist
United Nations Development Programme Georgia		Mr. Niels Scott, United Nations Resident Coordinator
European Investment Bank		Mr. Sebastien Husson de Sampigny, Resident Representative
Partnership for Road Safety		Mr. Gela Kvashilava, Chair/Founder
		Mr. Irakli Izoria, Director
Alliance for Safe Roads		Ms. Ekaterine Laliashvili, Chair of the Board
		Ms. Maya Kobalia, Executive Director
Roads and Highways Transportation Association		Mr. David Meskhishvili, Head
Georgia Automobile Federation		Mr. Shalva Ogbaidze, President
AUTOTEST GEORGIEN GmbH Testing Centre		Mr. Vazha Iordanishvili, Director
Georgian Red Cross Society		Mr. Teona Navdarashvili, Project Manager
International Federation of Red Cross and Red Crescent Societies		Ms. Ekaterine Kristesashvili, Head of Office
Research and Technological Institute, Georgia		Mr. Tamaz Shilakadze, Director General
New Caucasus (Online News)		Mr. Irakli Chikhladze, Editor-in-Chief
		Ms. Lika Jorjoliani, Correspondent
Interpressnews		Ms. Ana Marshania, Road Safety Journalist
Georgian Technical University		Mr. Otar Gelashvili, Dean of Transport Faculty, Professor
		Mr. Revaz Tedoradze, Transport Faculty, Professor
Georgian AutoSport Federation		Mr. Mevlud Meladze, Vice-President
VEZIRI Ltd		Mr. Irakli Inasaridze, Director of Commercial Division
TV Imedi		Ms. Shorena Tskhovrebashvili, Producer
TV Maestro		Ms. Mariam Mchedlishvili, Road Safety Journalist
		Mr. Beso Dvalidze, Road Safety Journalist
Radio "Fortuna"		Mr. Vakho Daraselia, Road Safety Journalist

Road Safety Performance Review

Georgia

Road safety is an important sustainable development goal, yet relatively underappreciated and greatly underfunded. Every year, more than 1.2 million people die and another 50 million are injured in road traffic accidents around the world. Approximately 90% of all road accidents occur in low- and middle-income countries.

Recognizing the need to support member States in urgently and effectively addressing road safety challenges, three of the United Nations regional commissions initiated the project Strengthening the National Road Safety Management Capacities of Selected Developing Countries and Countries with Economies in Transition. The project, which focused on assisting four countries to enhance their national road safety management capacities and to effectively address and improve national road safety, was implemented in Albania, Dominican Republic, Georgia and Viet Nam.

The Road Safety Performance Reviews were conducted to assess the current road safety situation, to help the beneficiary countries to identify the most critical road safety issues and to recommend actions to be taken. Based on the critical issues identified, capacity-building workshops for national road safety stakeholders were organized. The project raised public awareness on road safety issues and sensitized national experts and the non-government sector to the need to set ambitious road safety targets and take specific measures to improve road safety.

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