

# **11th Traffic Safety Basic Plan**

**[Summary]**

# Summary of the 11th Traffic Safety Basic Plan (approved March 29, 2021)

- The Basic Plan establishes the general outline of comprehensive and long-term measures for traffic safety on the basis of the Basic Act on Traffic Safety Measures (Act No. 110 of 1970)
- The Basic Plans related to the safety of road traffic, railway traffic, railway crossing traffic, maritime traffic, and air traffic.
- The term period of the Basic Plan: FY 2021 – FY 2025 (5 years)

## Basic Principles of the Plan

- As there is a strong demand for the realization of a society that supports child-rearing as well as appropriate measures for the aging of the population, traffic safety initiatives that meet the needs of the times are required.
- On the principle of respect for human life, and taking into account the huge social and economic losses that traffic accidents cause, our ultimate aim is to achieve a society with no traffic accidents. [**Achieving a Society with No Traffic Accidents**]
- It is necessary to further ensure the safety of vulnerable people such as the elderly, people with disabilities, and children in all forms of transportation. A society free from traffic accidents is also a society in which vulnerable people can become socially independent. Conduct all measures based on a Traffic Safety Concept of “Prioritizing People”. [**Traffic Safety Concept of Prioritizing People**]
- We will build a society where people can move safely even as they grow older, enjoy moving with peace of mind, and lead rich lives, and a “Cohesive Society” where people can live safely and with peace of mind regardless of age or disability. [**Building a Society that Enables Safe Movement even as the Population Ages**]

## Matters that require special attention over the next five years (plan period)

### (1) Responding to labor shortages

With the progress of automation and labor saving measures, it is necessary to take measures such as ensuring the quality of personnel and providing thorough safety education so that safety is not compromised.

### (2) Responding to the introduction of advanced technology

The introduction of advanced technology is expected to prevent human error and contribute to solving labor shortages, but it is important to foster social acceptance of such on the premise of ensuring safety.

### (3) Transportation and increasing demands for safety

In the midst of increasing demands for safety in various areas, we will work to ensure safe transportation.

### (4) Monitoring the impact of COVID-19

Closely monitor the impact on people’s lifestyles and traffic behavior, as well as the resulting impact on the incidence of traffic accidents and accident prevention policies, taking necessary measures as needed.

## Matters of Cross-Sector Importance

### (1) Active implementation of advanced technology

Mobilize all kinds of expertise to promote the widespread use of advanced technologies and information that contribute to ensuring traffic safety. Going forward, we will make active use of ICT to promote behavioral change among the elderly and other groups.

### (2) Enhancement of rescue and emergency activities and victim assistance

We will work to enhance prompt rescue and emergency activities and treatment for the injured. Efforts will also be made to enhance support for traffic accident victims.

### (3) Promoting participatory and collaborative traffic safety activities

Create a system that allows citizens to participate in traffic safety measures implemented by the national government from the planning stage, and promote participatory and collaborative traffic safety activities.

### (4) Enhancing and strengthening independent safety control by top management

Enhance and strengthen transportation safety management evaluations, in which the government verifies the establishment and improvement of business operators’ safety management systems.

### (5) Promoting EBPM

We will strive to develop and improve the underlying data, collect data from various perspectives, verify the effects of each measure, and then work toward more effective measures.

### (6) Sharing of expertise

It is also important for Japan and other countries to share their expertise and put it to use.

# Chapter 1 Road traffic safety (Objectives, perspectives of measures, key areas of measures)

## [Objectives]

- (1) Aiming to realize “the world’s safest road traffic,” the number of fatalities within 24 hours is to be reduced to 2,000 people\* or less. (\*Number of fatalities within 30 days: 2,400 people)
- (2) The number of injuries is to be reduced to 22,000 people or less.

## [Perspectives of measures]

- |   |   |  |
|---|---|--|
| (1) Securing the traffic safety of the elderly and children | (2) Securing the safety of pedestrians and bicycle users and improving their awareness of compliance with the law | (3) Securing the safety on community roads                             |
| (4) Promoting the use of advanced technologies              | (5) Promoting detailed measures based on actual traffic conditions  | (6) Promoting traffic safety measures in which the community is united |

## [Key area of measures]

- |  |   |   |  |
|--|---|---|--|
| (1) Improving the road traffic environment | (2) Comprehensively implementing traffic safety awareness initiatives | (3) Securing safe driving   | (4) Ensuring vehicle safety            |
| (5) Maintaining road traffic order         | (6) Enhancing rescue and emergency services systems                   | (7) Promoting victim support, including the appropriate compensation system | (8) Enhancing R&D and study activities |

## Specific measures

### 1 Improving the road traffic environment

- Development of safe and secure, prioritizing humans, pedestrian space in residential roads
  - Promote the development of “Zone 30” that impose speed restrictions of 30 kilometers per hour in a given area
  - Implement areal measures by controlling vehicle speed and reducing through traffic
  - Using big data to eliminate potential danger spots
  - Related organizations work together to promote measures to ensure traffic safety on routes where children, particularly preschoolers, move in groups on a daily basis, and on school routes
  - Develop pedestrian space to contribute to the safety of the elderly and people with disabilities
- Further promoting the use of expressways to differentiate their functions from those of community roads
  - Create people-first road traffic by promoting the use of high-standard trunk roads and other roads with low accident rates and eliminating through traffic on community roads
- Promoting the traffic safety measures on highways
  - Install wire ropes, promote of measures against wrong-way driving, introduce roundabouts in appropriate locations
- Securing and improving transportation for the elderly, etc.
  - Promote improvement of public transportation services based on regional public transportation plans, implement automated driving services in local communities, and build MaaS models that contribute to solving regional issues.

- Development of a comprehensive bicycle environment
  - Taking the Bicycle Utilization Promotion Plan as a basis, create a safe and comfortable environment for bicycle use by appropriately separating pedestrians, bicycles, and automobiles according to traffic conditions.
- Utilizing (ITS) intelligent transport systems
  - Promote the development of infrastructure such as optical beacons and ETC2.0, and aggregate and distribute a wide range of road traffic information such as real-time vehicle travel history (probe) information.
- Developing a disaster-resistant road traffic environment
  - Promote the provision of traffic information in the event of a disaster by generating and providing operational performance information from probe information held by the police, road administrators, and private businesses.
- Development of a road traffic environment that contributes to traffic safety
  - Wide-ranging preventive and systematic traffic regulation, intensive snow removal work, and provision of information to road users as measures against winter snow and frozen roads.

### 2 Comprehensively implementing traffic safety awareness initiatives

- Promoting step-by-step and systematic traffic safety education
  - Establish opportunities for young people and adults without driver’s licenses to learn about traffic safety.
  - Raise awareness of traffic safety among the elderly and ensure the safety of the elderly as a community
- Promoting public awareness activities relating to traffic safety
  - Ensuring the safety of crossing pedestrians
  - Recommend helmet use for cyclists of all ages.
  - Promote traffic safety measures for relevant businesses that use bicycles for delivery purposes
- Promoting independent traffic safety activities by private organizations, etc.
  - Involve people of all ages in transportation volunteer activities, etc.

### 3 Securing safe driving

- Enhancing driver education, etc.
  - Efforts will be made to identify drivers suspected of having dementia through opportunities such as cognitive function tests and safe driving consultations, and administrative penalties such as revocation of driver’s licenses will be taken for those who pose a problem to safe driving by ensuring that emergency aptitude tests are conducted
  - Smooth implementation of the revised Road Traffic Act, including the introduction of a system of licenses with limited conditions
- Promoting safety measures based on the Safety Plan for Commercial Vehicles, etc.
  - All relevant parties will work together to promote comprehensive measures based on the Comprehensive Safety Plan for Commercial Vehicles, which aims to reduce the number of fatalities, serious injuries, personal injuries, and drunk driving incidents involving commercial vehicles.

## 4 Ensuring vehicle safety

- Improving vehicle safety regulations, etc.
  - Promote appropriate expansion and strengthening of the Safety Regulations for Road Vehicles, which set safety requirements for vehicle structure and equipment, the basis of vehicle safety measures
  - Promote efforts to foster understanding of advanced technologies in order to prevent accidents caused by overconfidence or misunderstanding of advanced technologies on the part of drivers
  - As safety measures for elderly drivers who drive themselves, promote vehicle safety measures for elderly drivers, such as improving the performance and promoting the widespread use of Safety Support Cars
- Promotion of safety measures and utilization of automated vehicles
  - Safety regulations for limited automated driving systems were established in March 2020. The establishment of regulations for more advanced automated driving systems will be promoted continuously
  - Promote initiatives such as field tests and the formulation of technical requirements in order to achieve driverless automated driving mobility service vehicles that contribute to the mobility of the elderly and other people in rural areas
- Providing automobile assessment information, etc.
  - Promote the widespread use of safer automobiles by providing information on automobile safety to automobile users, and through their choices, encourage the simultaneous research and development of safer automobiles by automobile manufacturers
- Ensuring the safety of bicycles
  - Promote the purchase of liability insurance, etc., in order to secure the resources for payment in the event of accidents in which a bicycle is the injuring party, and to provide adequate relief to victims

## 5 Maintaining road traffic order

- Strengthening traffic supervision and enforcement, etc.
  - Promote traffic supervision and enforcement with an emphasis on highly malicious and dangerous violations that directly lead to traffic accidents, such as unlicensed driving, drunk driving, obstructive driving, speeding, and intersection-related violations, as well as on highly troublesome violations that are frequently reported by the public
  - Further enhance the “PDCA cycle” by analyzing the actual circumstances of traffic accidents with regard to traffic supervision and enforcement, and reflecting the results of this in reviews of enforcement plans
  - Give proactive guidance and warnings to cyclists who do not turn on their lights, ride with two people on the bicycle, ignore traffic signals, or fail to stop when required, and make arrests for malicious and dangerous traffic violations
- Further promoting appropriate and detailed investigation of traffic accidents, etc.
  - Ensuring thorough investigations to establish a case for Dangerous Driving Causing Death or Injury
  - Promoting scientific investigation of traffic accidents, etc.

## 6 Enhancing rescue and emergency service systems

- Developing the rescue and emergency service systems
  - Develop and expand the rescue system to cope with the increasingly complex and diverse types and nature of traffic accidents
  - Enhance deployment of rescue vehicles and rescue equipment necessary for traffic rescue activities
- Developing an emergency medical system
  - Promote the development of primary, secondary, and tertiary emergency medical facilities
  - In order to improve the lifesaving rate for patients injured in traffic accidents, etc., and to alleviate the aftereffects of such accidents, we will deploy air ambulances that can transport patients while providing lifesaving medical care with a doctor on board, developing the system

## 7 Promoting victim support, including the appropriate compensation system

- Enhancing the automobile damages compensation system, etc.
  - Continue proper operation of the government’s automobile damage compensation insurance program in terms of providing relief to victims of hit-and-run accidents and accidents involving uninsured vehicles that are not covered by compulsory automobile liability insurance
- Assistance for claims for damages, etc.
- Enhancing and strengthening support for traffic accident victims, etc.
  - Promote the development of an environment for caregivers of persons with disabilities caused by automobile accidents who are recuperating at home, in case it becomes difficult to care for them for various reasons
  - Promote measures such as support for the activities of self-help groups to enhance support for victims of traffic accidents
  - With regard to the non-prosecution of cases, provide sufficient explanation of the nature of the disposition and the reasons behind it, in accordance with the wishes of the traffic accident victims
  - Steadily promote efforts by the Public Transportation Accident Victim Support Office established by the Ministry of Land, Infrastructure, Transport and Tourism to support victims of public transportation accidents

## 8 Enhancing R&D and study activities

- Research and study on suitable systems for the practical application of safe automated driving
  - Taking technological development and other trends into account, conduct studies on suitable traffic rules for cases not premised on the existence of a conventional “driver,” and on how to ensure safety in situations that cannot be covered by automated driving systems
- Enhancing comprehensive study to investigate the causes of traffic accidents
  - Promote the development and use of a new traffic accident database through medical-engineering collaboration with emergency medical facilities, etc.
  - Promote the application of micro data, such as that from event data recorders (EDRs), drive recorders, and data storage systems for automated driving (DSSADs), to traffic accident analysis

## Chapter 2 Railway Traffic Safety

Objectives /Perspectives of measures /Key areas of measures

### [Objectives]

- (1) The number of passenger fatalities is to be reduced to zero.
- (2) The overall number of fatality accidents during operations is to be reduced.

### [Perspectives of measures]

- (1) Preventing serious train accidents
- (2) Prevention of accidents involving passengers, etc.

### [Key areas of measures]

- (1) Improvement of Railway Environment
- (2) Dissemination of knowledge about the safety of rail traffic
- (3) Ensuring the safe operation of railways etc.

### Specific measures

- Improve the safety of railway facilities, etc.
  - Strengthen measures against flooding at underground stations, etc., promote anti-seismic measures at major stations and elevated bridges, accelerate the installation of platform doors, and use new technologies and other measures to prevent falls by the visually impaired at stations without platform doors
- Dissemination of knowledge about the safety of rail traffic
  - Actively implement publicity activities such as the “Zero Platform Accidents” campaign, in which railway operators, cell phone companies, and others work together to raise awareness among railway users of the dangers of operating smartphones while walking on platforms and to alert drunken passengers to prevent accidents
- Conduct safety audits
  - Effective implementation of planned safety audits and special safety audits
- Initiatives for planned suspensions
  - When weather conditions are forecast to interfere with train operations, ensure safety by systematically suspending train operations in accordance with the characteristics of the line, after providing information to the public in advance
- Promoting Victim Support

## Chapter 3 Traffic Safety at Railway Crossings

Objectives /Perspectives of measures /Key areas of measures

### [Objectives]

The number of accidents at railway crossings is to be reduced by 10% compared to 2020 by 2025

### [Perspectives of measures]

Promoting effective measures that take into account the conditions of each railway crossing..

### [Key areas of measures]

- (1) Promoting replacement of railway crossings with grade-separated crossings, structural improvements, and improvement of grade separation facilities for pedestrians
- (2) Improving railway crossing maintenance facilities and implementing traffic regulations
- (3) Promoting streamlining of railway crossings

### Specific measures

- Promoting replacement of railway crossings with grade-separated crossings, structural improvements, and improvement of grade separation facilities for pedestrians
  - Promote the removal of level crossings with long closing times through the use of drastic traffic safety measures, such as continuous grade separation
- Improving railway crossing maintenance facilities and implementing traffic regulations
  - As safety measures for elderly pedestrians, install omni-directional alarm systems and emergency push buttons, and promote standardization of obstacle detection systems
- Promoting streamlining of railway crossings
  - Promote consolidation and elimination of Class 3 and 4 level crossings
- Other measures to ensure the safety and smoothness of traffic on railway crossings
  - Create and publish “Railway Crossing Safe Passage Charts” to visualize the process, including verification of effectiveness
  - Study measures to further improve the safety of railway crossings in view of changes in the social environment, such as the development of ICT technology and changes in lifestyles
  - In addition to measures to ensure safe and smooth traffic during normal times, in order to deal with issues during disasters, such as the disruption of emergency and life-saving activities and the transportation of emergency supplies due to the prolonged blockage of railway crossing roads, share information on blockage times among the relevant parties, and make efforts to establish management methods for resolving blockages and implementing detours during disasters

## Chapter 4 Maritime Traffic Safety

### Objectives /Perspectives of measures /Key areas of measures

#### [Objectives]

- (1) Continuously aim at reducing the number of vessels involved in ship accidents in Japan to approximately 50% (or approximately 1,200 vessels or less) of the annual average of the 9th Program period (2,256 vessels) by 2029, and aim at reducing the number to 1,500 or less by 2025.
- (2) Reduce the number of large-scale maritime accidents in the "congested waters" which may cause significant social impacts such as closure of traffic route to zero.
- (3) Achieve the rate of 95 percent or higher for the number of rescued people to the number of those who need to be rescued in maritime accidents

#### [Perspectives of measures]

- (1) Preventing accidents caused by human error
- (2) Preventing large-scale maritime accidents in the "congested waters"
- (3) Preventing accidents involving passenger ships
- (4) Enhancing the systems for life-saving and the measures for self-protection

#### [Key areas of measures]

- (1) Improving the maritime traffic environment
- (2) Disseminating knowledge on maritime traffic safety etc.

### Specific measures

- Ensure provision of Aids to Navigation, etc.
  - Enhance and upgrade navigation marks, etc. to ensure maritime traffic safety even in times of disaster
- Ensure the safety of congested waters, etc.
  - In order to prevent accidents caused by dragging anchor in rough seas, develop and promote widespread use of a system to determine the risk of dredging anchor for each ship based on weather, sea conditions, and the status of the ship, and strengthen the sea area monitoring system
- Enhancing Safety Measures for Small Ships
  - Prevention of small ship accidents caused by human error
  - Enhancement of the rate of wearing life jacket
- Enhancing the systems to obtain maritime accident information as early as possible
  - Conduct guidance, awareness-raising, and publicity activities regarding the use of the emergency call number 118 and NET118 for people with hearing or speech disabilities, etc
- Enhancing rescue and emergency service systems

## Chapter 5 Air Traffic Safety

### Objectives /Perspectives of measures /Key areas of measures

#### [Objectives]

- (1) The fatal accident rate and total loss accident rate are to be reduced to zero for scheduled flights operated by domestic air carriers.
- (2) Twenty-one performance indexes related to the air traffic accident rate, serious incident rate, etc., are to be reduced by approximately 17% over five years.

#### [Perspectives of measures]

- (1) Deepening and sophisticating aviation safety measures
- (2) Promoting response to increased demand for air services and maintenance and improvement of safety
- (3) New developments in safety administration due to new technologies and industry growth

#### [Key areas of measures]

- (1) Further promoting the state safety programme
- (2) Ensuring safe operation of aircraft
- (3) Improving the air traffic environment etc.

### Specific measures

- Further Promotion of State Safety Programme
  - Reflect safety-related standards, etc., in a timely and appropriate manner, taking into account safety information obtained, trends in international standards, and the status of technological development.
- Establish crew qualification standards and operational standards, etc., for ensuring safe operations
  - Appropriate operation and necessary review of various systems, such as skill certification that contributes to skill improvements for training and securing pilots, etc.
  - Improve pilots' daily health management (including appropriate education on alcohol consumption ), etc., and conduct regular audits and guidance on airlines' health management systems
- Performing proper inspections of aircraft
- Respond to increasing aviation demand and enhance services
  - Drastic restructuring of domestic airspace to improve air traffic control processing capacity while maintaining safe and efficient operations
- Safety Measures for Unmanned Aircraft
  - Promote the study and development of systems related to airframe certification, pilot licensing, and flight management rules, with the aim of realizing unmanned, unaided flights over populated areas
  - In order to realize the social implementation of the "flying car," closely monitor the trends in other countries and promote safety assurance in terms of aircraft safety standards, pilot skill certifications, flight safety standards, etc., while striving for international harmonization



# <About the 11th Traffic Safety Basic Plan>

[Reference Materials 1]

## Basic Act on Traffic Safety Measures (1970 (Cabinet Act))

Purpose: To promote comprehensive and systematic traffic safety measures, thereby contributing to the promotion of public welfare  
(Covers all of road, rail, rail crossing, maritime, and air traffic)

## National Council for Traffic Safety Measures (Article 14 of the Basic Act)

Chair: Prime Minister  
Members: Minister of State for Special Missions (Traffic Safety Measures) and 12 other ministers  
**Approve the Traffic Safety Basic Plan**

## Council of Experts

Ask for opinions on the next basic plan at a meeting of academics from various fields

## Members of the National Council for Traffic Safety Measures

Chair: Prime Minister  
Member: Chief Cabinet Secretary  
Chair of the National Public Safety Commission  
Minister of State for Special Missions (Traffic Safety Measures)  
Minister of State for Special Missions (Finance)  
Minister of State for Special Missions (Okinawa and Northern Territories Affairs)  
Minister of Internal Affairs and Communications  
Minister of Justice  
Minister of Education, Culture, Sports, Science and Technology  
Minister of Health, Labour and Welfare  
Minister of Agriculture, Forestry and Fisheries  
Minister of Economy, Trade and Industry  
Minister of Land, Infrastructure, Transport and Tourism  
Minister of Defense

## The Traffic Safety Basic Plan (Article 22 of the Basic Act)

- (1) outline of the comprehensive and long-term policies relating to traffic safety
- (2) Matters necessary for promoting policies relating to traffic safety in a comprehensive and planned manner

## 11th Traffic Safety Basic Plan (approved March 29, 2021) \* Plan period: FY 2021 – FY 2025

<Objectives for road traffic>

- Aiming to realize “the world’s safest road traffic,” the number of fatalities within 24 hours is to be reduced to 2,000 people or less.
- The number of serious injuries is to be reduced to 22,000 people or less.

(References)

10th Traffic Safety Basic Plan (approved March 1, 2016)

\* Plan period: FY 2016 – FY 2020

<Objectives for road traffic>

- Reduce the number of deaths occurring within 24 hours after a traffic accident to 2,500 or less by 2020, and achieve the safest road traffic in the world.
- Reduce the annual number of casualties to 500,000 or fewer by 2020.

## (Reference) Previous Traffic Safety Basic Plan

plan	Date Plan Produced	Plan Period
1st	March 30, 1971	FY 1971 – FY 1975
2nd	March 30, 1976	FY 1976 – FY 1980
3rd	March 31, 1981	FY 1981 – FY 1985
4th	March 28, 1986	FY 1986 – FY 1990
5th	March 12, 1991	FY 1991 – FY 1995
6th	March 12, 1996	FY 1996 – FY 2000
7th	March 16, 2001	FY 2001 – FY 2005
8th	March 14, 2006	FY 2006 – FY 2010
9th	March 31, 2011	FY 2011 – FY 2015
10th	March 11, 2016	FY 2016 – FY 2020

## Purpose (Article 1)

**promoting traffic safety measures in a comprehensive and planned manner and contributing to the enhancement of public welfare.**

### Traffic Safety Measures Council, etc. (Articles 14 to 21)

- (1) The National Council for Traffic Safety Measures is established in the Cabinet Office  
(Chair: Prime Minister)
- (2) A Prefectural Council for Traffic Safety Measures is established in a prefectural government  
(Chair: Prefectural Governors)
- (3) A municipality may establish a Municipal Council for Traffic Safety Measures

### Traffic Safety Plans (Articles 22 to 28)

- (1) The National Council for Traffic Safety Measures formulates a Traffic Safety Plan provides for the following matters
  - 1) Outline of the comprehensive and long-term policies relating to traffic safety
  - 2) In addition to 1), matters necessary for promoting policies relating to traffic safety in a comprehensive and planned manner.
- (2) The Prime Minister may make recommendations necessary for implementing a Traffic Safety Basic Plan to the heads of designated government organizations
- (3) The head of a designated government organization formulates a Traffic Safety Operational Plan
- (4) A Prefectural Council for Traffic Safety Measures formulates a Prefectural Traffic Safety Plan and Prefectural Traffic Safety Implementation Plan
- (5) A Municipal Council for Traffic Safety Measures formulates a Municipal Traffic Safety Plan(best-effort obligations)

### Report to the Diet (Article 13)

The government submit a report on the status of traffic accidents, plans pertaining to the policies relating to traffic safety, and the outline of the measures taken in relation to traffic safety to the Diet every year.

### Responsibilities and consideration of related parties (Articles 3 to 12)

- Responsibilities of the States, Local Governments, Entities, Installing Roads, Manufacturers of Vehicles, Users of a Vehicles, Vehicle Drivers, Pedestrians, and Residents
- The national and local governments give due consideration so that their policies as a whole would contribute to traffic safety

### Basic States policies (Articles 29 to 37)

- (1) Development of Traffic Environment
  - (2) Dissemination, etc. of Knowledge on Traffic Safety
  - (3) Securing of Safe Driving or Navigation of Vehicles, etc.
  - (4) Securing of the Safety of Vehicles, etc.
  - (5) Maintenance of Traffic Order
  - (6) Development, etc. of a Rescue System in an Emergency
  - (7) Measures to Ensure Appropriate Compensation for Damage
  - (8) Promotion, etc. of Science and Technology
  - (9) Consideration in Taking Measures Relating to Traffic Safety
- \* Local governments are to take measures equivalent to those national government's policies (Article 38)