FY 2019

Situation of Road Traffic Accidents and Current State of Traffic Safety Measures

FY 2020

Plans Regarding the Traffic Safety Measures

(White Paper on Traffic Safety in Japan 2020)

(Outline)

July, 2020

Cabinet Office

This White Paper on Traffic Safety reports on the Situation of Road Traffic Accidents and the Current State of Traffic Safety Measures in FY 2019, and FY 2020 Plans Regarding the Traffic Safety Measures that should be implemented pursuant to the provisions of Article 13 of the Traffic Safety Policies Basic Act (Act No. 110 of 1970).

About the White Paper on Traffic Safety

This White Paper on Traffic Safety is an annual report to be submitted to the National Diet pursuant to the Traffic Safety Policies Basic Act. This year's White Paper is the 50th edition.

<Traffic Safety Policies Basic Act>

Article 13: The Government must submit an annual report on the status of traffic accidents, plans for traffic safety measures and outlines of traffic safety measures conducted by the Government, to the National Diet.

White Paper on Traffic Safety

Special Feature

FY 2019 Situation of Road Traffic Accidents and Current State of Traffic Safety Measures

FY 2020 Plans Regarding the Traffic Safety Measures

Topics

Special Feature: Traffic Safety Emergency Measures for Preschool Children etc. and Elderly Drivers (outline)

The number of traffic accident fatalities in 2019 was 3,215 people, which is one fifth of the worst number, in 1970 (16,765 people). On the other hand, accidents from elderly drivers and accidents with child victims happens one after another. Based on presidential direction during "Ministerial meeting on traffic safety measures based on latest accident status" held on the 21st May, 2019, "Traffic safety emergency measures for preschool children etc. and elderly drivers (hereinafter called "emergency measures") was compiled in June and promoted.

<Basic principle of emergency measures>

1. **As emergency measures, to protect children from traffic accidents, ensuring safety of children's group walking routes mainly for preschool children is urgently proceeded.**
2. **Next, "measures to support safety driving by the elderly" has been taken such as promotion of safety drive support cars and announcement and awareness creation of various support to voluntary returnees of driving licenses, but they should be more accelerated.**
3. **Moreover, "measures to support daily lives with movement of the elderly" such as improvement of usage environment of public transportation for the elderly after returning of driving licenses, the usage of new mobility with the latest automatic driving, should be undertaken boldly.**

This special feature analyzes the status and characteristics of traffic accidents by children including preschool children and elderly drivers and compiled major progress on "emergency measures."

Source: Prime Minister's Office Homepage

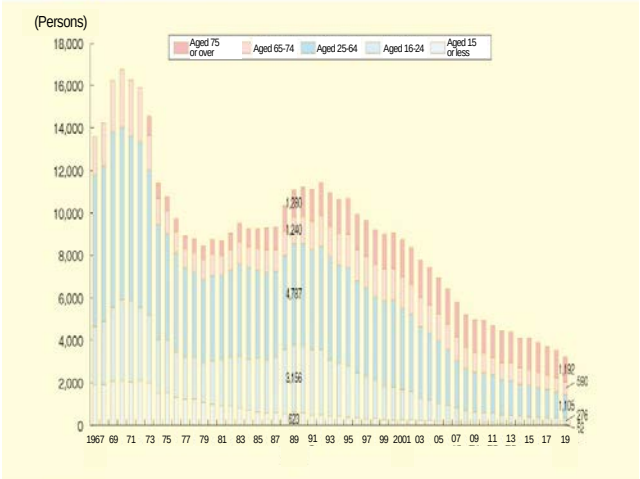
Chapter 1 The Situation of Traffic Accidents of Children and Elderly Drivers

1. The trend toward declining birthrate and aging population and traffic accidents

- **While the number of traffic accident fatalities have drastically reduced, fatalities aged 75 or over has reduced only a few**

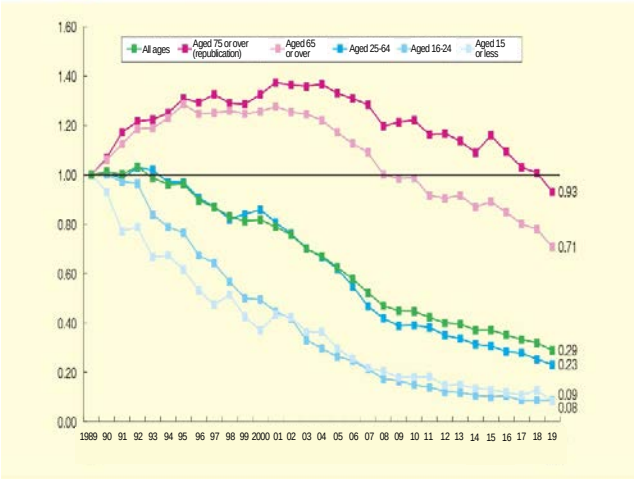
If compared fatalities from traffic accidents in with the one in 1989 and 2019 by age group, the number of traffic accident fatalities has drastically reduced, about one twelfth (623 people to 52 people) age 15 or less, about one eleventh (3,156 people to 276 people) for age 16-24 and about one fourth (4,787 people to 1,105 people) for age 25-64. On the other hand, the number of traffic accident fatalities of the elderly aged 65 or over has reduced about 30% (2,520 people to 1,782 people) and that of the elderly aged 75 or over has reduced only a few (1,280 people to 1,192 people).

Special Feature/ Chart 2 Changes in the number of traffic accident fatalities by age group



Note 1. Source: National Police Agency
2. Data for 1971 and all preceding years do not cover Okinawa Prefecture.
3. Before 1972, graph is for the aged 65 or over.

Special Feature/ Chart 3 Changes in the number of traffic accident fatalities by age group (Index)



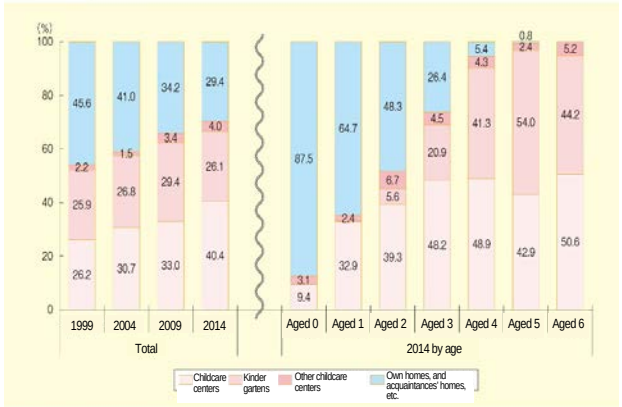
Note 1. Source: National Police Agency
2. Index for 1989 is 1.00.

2. Situation of traffic accidents involving children

- **Families that go to work by entrusting their children to childcare centers, etc. are rising recently**

In the present era of falling birthrates and a diminishing child population, no major change has been observed in recent years in the number of childcare centers and other facilities, and that of children using them, while the number of families that go to work by entrusting their children to the care of childcare centers, etc. is on the rise.

Special Feature/ Chart 7 Changes in the component ratios of preschool education and childcare in Japan

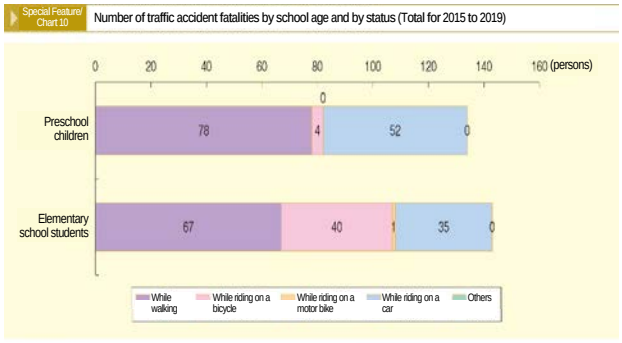


Source: "Nationwide Survey on Families and Children" conducted by the Ministry of Health, Labour and Welfare.
Note 1. "Other childcare centers" includes certified center for early childhood education and care, on-site childcare centers, non-certified childcare facilities and the like.
2. "Own homes, and acquaintances' homes, etc." refers to situations in which childcare is provided under the care of parents, babysitters, relatives, acquaintances and so on.

- **Traffic accident fatalities among preschool children and elementary school students "While walking" predominant**

The numbers of traffic accident fatalities classified by status for the past five years suggest that both preschool children and elementary school students are "While walking," accounting for about 60% and 50%, respectively.

Special Feature/ Chart 10 Number of traffic accident fatalities by school age and by status (Total for 2015 to 2019)



Note Source: National Police Agency

- **Recently, the number of fatal traffic accident among preschool children and elementary school students is significantly declining**

The number of traffic accident fatalities among children aged 12 or less has been decreasing in recent years; that of traffic accident fatalities among children aged 5 or less fell from 44 in 2008 to 24 in 2019; likewise, that of traffic accident fatalities among children aged 6 to 12 fell from 52 to 21.

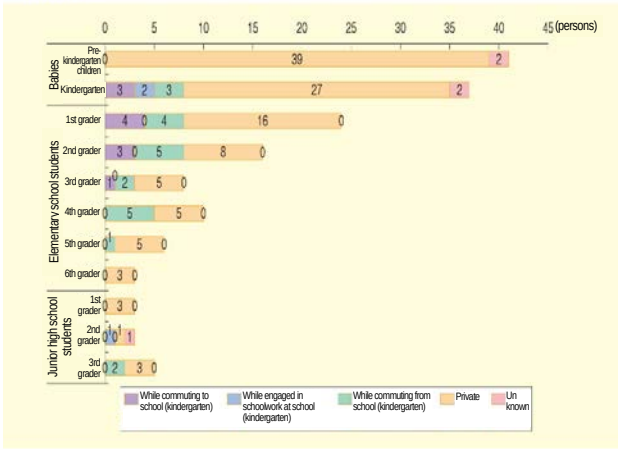
Special Feature/ Chart 8 Changes in the number of traffic accident fatalities by age

Note Source: National Police Agency

- **By purpose of passage, preschool children and elementary school students mostly killed by traffic accident while walking for "Private" reasons and "While commuting to school," respectively**

An analysis of the number of traffic accident fatalities by status caused "While walking," which is larger than that of fatalities occurring in any other status, shows that preschool children mostly were killed while walking for "Private" reasons, such as shopping and amusement (66 persons, 84.6%) but far less "While commuting to kindergartens" (8 persons, 10.3%), while lower-grade elementary school students noticeably were killed "While commuting to school."

Special Feature/ Chart 16 Number of traffic accident fatalities while walking by school age, classified by purpose of passage (Total for 2015 to 2019)

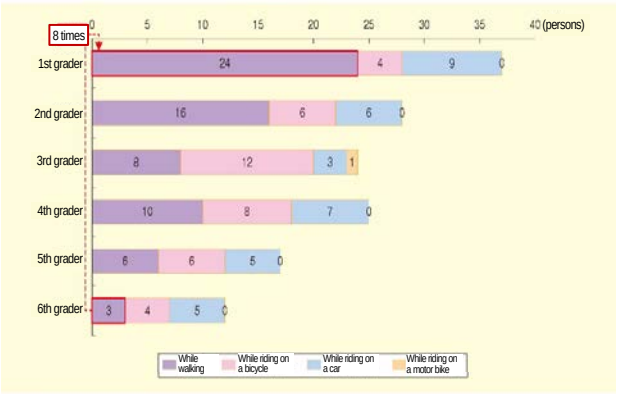


Note Source: National Police Agency

- **Numbers of fatalities of first-grade elementary students incurred "While walking" eight times higher than sixth-grade students**

For the past five years, first-grade elementary students are found to be killed by traffic accident "While walking" eight times higher than six-grade students.

Special Feature/ Chart 23 Number of traffic accident fatalities by school age, incurred by elementary school students (Total for 2015 to 2019)

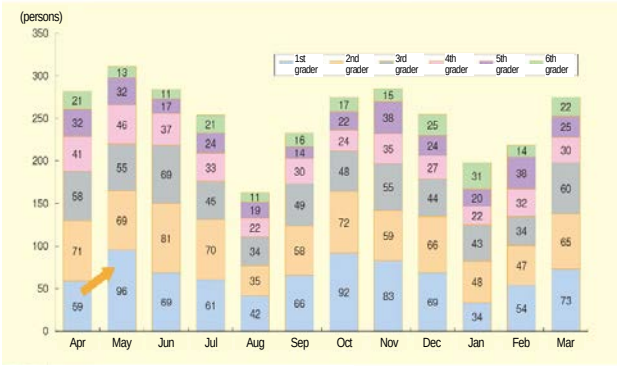


Note Source: National Police Agency

- **The peak of first-grade elementary students is May, not soon after admission April.**

Classified by the month of occurrence, first-grade elementary students "While walking," soon upon admission, see their first peak in the number of traffic accident fatalities and injuries in May rather than soon after admission April. While traffic accident fatalities and injuries tend to increase in all age groups towards the end of a year, elementary school students tend to increase in March to June, October and November.

Special Feature/ Chart 27 Number of traffic accident fatalities and serious injuries by month among elementary school students while walking (Total for 2015 to 2019)



Note Source: National Police Agency

Special Feature/ Chart 28 (Reference) Number of traffic accident fatalities and serious injuries incurred by month in all age groups (Total for 2015 to 2019)

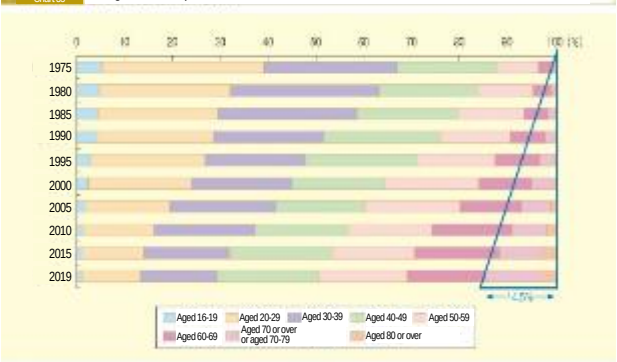
Note Source: National Police Agency

3. Situation of traffic accidents among elderly drivers

- **Aging licensed drivers: Number of driver's license holders aged 70 or over, 11.95 million peoples**

The number of driver's license holders aged 70 or over continues to grow from year to year, reaching 11.95 million in 2019, a nearly 90-fold increased from 130,000 in 1975 and about a 15-fold increase from 800,000 in 1986, accounting for 14.5% of the entire population of driver's license holders.

Special Feature/ Chart 35 Changes in the component ratios of the driver's license holders

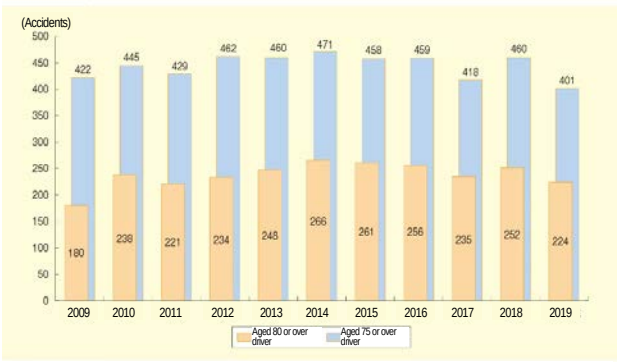


Note Source: National Police Agency
* From 2005 onward, licensed drivers aged 70 or over have been broken down into those aged 70 to 79 and aged 80 or over.

- **Numbers of fatal accidents among elderly drivers moves essentially sideways**

The number of fatal accidents among elderly drivers aged 75 or over and aged 80 or over decreased from 422 and 180 in 2009, respectively, to 401 and 224 in 2019, down by 59 and 28 compared to the previous year.

Special Feature/ Chart 37 Changes in the numbers of fatal accidents among elderly drivers aged 75 or over and aged 80 or over

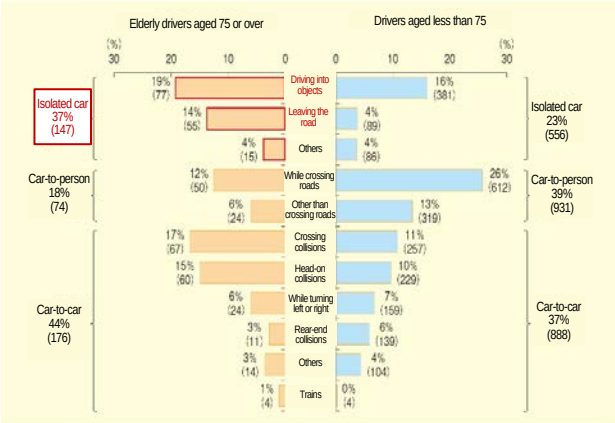


Note 1. Source: National Police Agency
2. Fatal accidents involving primary parties riding on a moped bike or any motorcycle with an engine larger than 50cc have been registered.

- **Elderly drivers often have accidents with the vehicle alone**

Comparisons of the fatal accidents by type indicate that elderly drivers aged 75 or over often have accidents with the vehicle alone (hitting objects or leaving the road) than those aged 75 or less.

Special Feature/ Chart 39 Type comparisons of fatal accidents (2019)

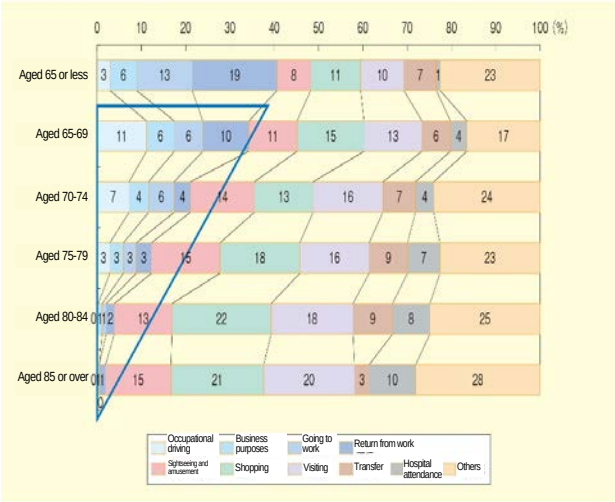


Note 1. Source: National Police Agency
2. Fatal accidents involving primary parties riding on a moped bike or any motorcycle with an engine larger than 50cc have been registered.

- **By purpose of passage: Shopping and visiting common, while businesses command certain shares**

On viewing the percentage ratios of the numbers of fatal accidents by age group and by purpose of passage, focusing on elderly drivers aged 65 or over driving passenger cars being primary parties to the accidents, those accidents occurring while outing for purposes, such as sightseeing and amusement, shopping, visiting, transfer, hospital attendance, are dominant. On the other hand, accidents occurring during occupational driving, business purposes, going to work / return from work and other job-related life events, command certain shares of the total fatalities.

Special Feature/ Chart 41 Percentage ratios of the numbers of fatal accidents by purpose of passage of first party (Total for 2015 to 2019) [Passenger car]



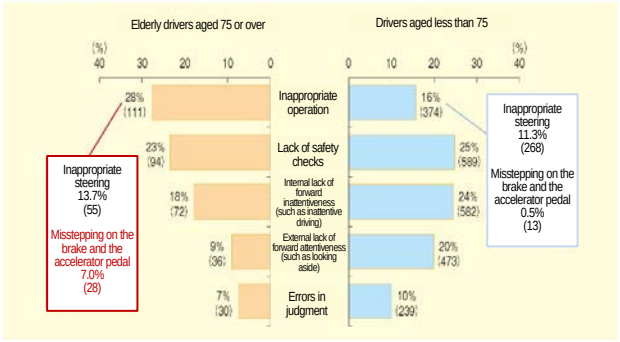
Note Source: National Police Agency

- **Accidents incurred by inappropriate steering dominant among elderly drivers**

Comparisons of the fatal accidents by human factors for elderly drivers aged 75 or over and drivers aged 75 or less indicate that inappropriate operation by elderly drivers aged 75 or over command the largest share of 28%, with inappropriate steering accounting for 13.7% of inappropriate operation.

For drivers aged 75 or less, traffic accidents caused by stepping on the wrong pedal account for 0.5% of all traffic accidents, and for 7% of accidents caused by drivers aged 75 or over.

Special Feature/ Chart 40 Human factor comparisons of fatal accidents (2019)

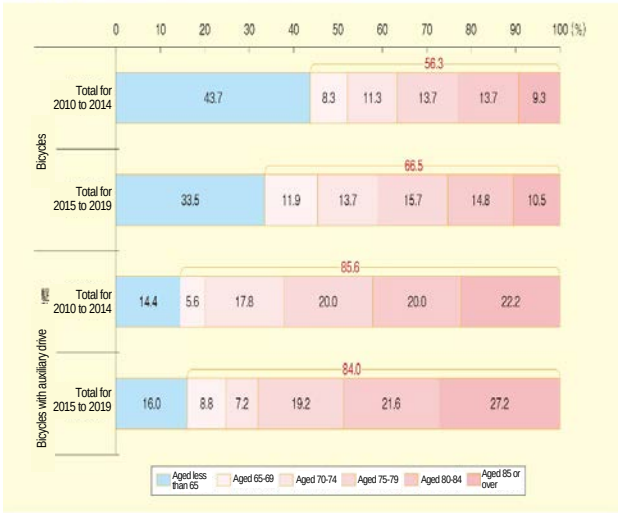


Note 1. Source: National Police Agency
2. Fatal accidents involving primary parties riding on a moped bike or any motorcycle with an engine larger than 50cc have been registered.

- **Of the fatal accidents that bicycles with auxiliary drive is associated, drivers aged 65 or over account for more than 80%**

The percentages of fatal traffic accident involving bicycles and bicycles with auxiliary drive by age group reveals that elderly drivers aged 65 or over riding on bicycles without an auxiliary drive is on the rise, and dead 65 aged or over account for more than 80%.

Special Feature/ Chart 43 Percentage ratios of numbers of fatal accidents involving bicycles (first parties) by age group



Note 1. Source: National Police Agency
2. "Bicycles" excluding bicycles having an auxiliary drive.

Chapter 2 Traffic Safety Emergency Measures for Preschool Children, etc. and Elderly Drivers

1. Efforts directed at assuring traffic safety for children and elderly drivers

- **Traffic safety measures for children**

The Fundamental Traffic Safety Program is focused on the traffic safety for children and elderly people since its initial phase (FY 1971 to FY 1975).

A chain of traffic accidents involving elementary school students and preschooler children commuting to and from school that occurred in 2012 prompted three governmental agencies - the Ministry of Education, Culture, Sports, Science and Technology, the Ministry of Land, Infrastructure and Transport and the National Police Agency - to collaborate to implement various measures aimed at assuring traffic safety along school-commuting routes.

As a generalized approach to traffic safety for children, the Ministry of Education, Culture, Sports, Science and Technology and the National Police Agency have promoted an effective way of traffic safety education for elementary school and junior high school students on the basis of the "Plan Relating to Promotion of School Safety" (decided by the Cabinet on April 27, 2012) and "Guidelines for Traffic Safety Education" (Public Notice of National Public Safety Commission No. 15 of 1998) in an effort to promote awareness and ability to pass safety on roads such as school-commuting routes.

- **Traffic safety measures for elderly drivers**

The Fundamental Traffic Safety Program had pursued the goal of assuring traffic safety for elderly drivers since the fourth phase (FY 1986 to FY 1990).

In the wake of the successive occurrence of fatal accidents involving elderly drivers in the autumn of 2016, on the Prime Minister's instructions at the relevant ministerial meetings, the Working Team on Measures to Prevent Traffic Accidents by Elderly Drivers, composed of Directors-General, compiled "Preventing Traffic Accidents by Elderly Drivers," called in June of the following year for a voluntary return of driver's license, establishment of a social system to support the lives of elderly people, by securing their means of transport and diffusing and promoting safe driving support cars ("Measures to Prevent Traffic Accidents by Elderly Drivers (decided by the Traffic Safety Measures Headquarters on July 7, 2017) in an integrated governmental effort to prevent traffic accidents involving elderly drivers.

2. Progress of implementation of traffic safety emergency measures for preschool children etc. and elderly drivers

Following the successive occurrence of traffic accidents claiming children's lives and those for which elderly drives were to blame, "Traffic safety emergency measures for preschool children, etc. and elderly drivers" was compiled in June 2019 on the basis of the Prime Minister's instructions and has since been pursued in a collaboration of relevant governmental agencies.

○ **Ministerial Meeting Held**

May 21, 2019

Held First Ministerial Meeting on Traffic Safety Measures Reflecting the Current Status Quo of Traffic Accidents

【Prime Minister's Instructions】

The meeting came up with instructions from the Prime Minister to take prompt action to:

- Push ahead further with measures designed to support greater safety in driving by elderly people;
- Promote and drive enhancement to the measures aimed at supporting the day-to-day lives of elderly people on the go, with evolving novel technologies taken into consideration; and
- Ensuring safety of children's group walking routes mainly for preschool children.

June 18

Second Ministerial Meeting Held

○ Decides on "Traffic Safety Emergency Measures for Preschool Children etc. and Elderly Drivers"

1 Ensuring safety of children's group walking routes mainly for preschool children
- Implementation of urgent inspections of children's group walking routes mainly for preschool children
- Further improvement of the safe environments for road traffic to keep children's traffic safe
- Betterment, etc. of community-based watch activities, as by way of newly marked Kids' Zones

2 Further promotion of measures to support safety driving by the elderly
- Promotion and diffusion of safety drive support cars
- Aid, etc. to elderly people who feel uncertain about their driving

3 Betterment of measures to support daily lives with movement of the elderly
- Flexible utilization of public transportation systems
- Betterment of local transport services across institutional boundaries
- Practical implementation, etc. of new means of transportation utilizing new technologies, such as automated driving

December 19

Third Ministerial Meeting Held

○ The status of the principal progress of implementation of the "Traffic Safety Emergency Measures for Preschool Children etc. and Elderly Drivers" was reported to the Prime Minister.

3. Progress of implementation of major measures

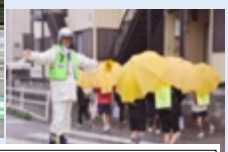
Measures Intended for Preschool Children etc.

< Urgent safety inspections of children's group walking routes mainly for preschool children>

- To protect children's lives from traffic accidents, relevant governmental agencies worked together to conduct urgent safety inspections of children's group walking routes from and to about 62,000 facilities, including childcare centers and preschools. Facilities reported a total of 98,000 locations that are potentially dangerous from a viewpoint of traffic safety. Based on this report, facility operators, road administrators and the police conducted "Cooperative Inspection" from this summer to fall targeting 52,000 locations where these facilities needed assistance, identifying 36,000 locations that require safety enhancements.

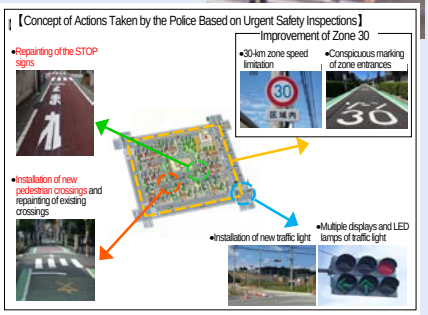
<Further improvement of Kids' Zones and School Zones>

- Kids' Zones were marked off to ensure safety around childcare centers, etc. (in a radius of 500 meters around the childcare centers, etc. in principle, by municipal authorities in consultation with the road administrators and prefectural police) and made known to the municipalities in November 2019.
- In June 2019, "Promotion of School Zone (Request)" was issued to prefectural Boards of Education, urging them to drive school zone to lead to greater traffic safety around the school premises.



<Improvement of traffic safety facilities, etc.>

- Starting with the development of Zone 30, which is viewed as a key element of traffic safety along community roads, establishing traffic lights, multiple displays, and LED lamps, installation of new pedestrian crossings, repainting pedestrian crossing and repainting of STOP signs have also been placed.
- To ensure traffic safety for elementary school students and preschool children, proactively develop sidewalks along routes to and from schools and add speed bumps, narrow spaces, colored shoulders and pedestrian barriers.



Measures Aimed at Supporting Safety Driving by Elderly People

<Introduction of a driving skill assessment program and a conditional licensing program by application>

- Amendments have been made to the provisions of the Road Traffic Act to improve and reinforce action aimed at supporting elderly drivers.
  - Elderly drivers aged 75 or over who have a certain record of traffic violations must take a driving skill assessment when they get their driver's licenses renewed. Those failing to attain a certain level of skill in the assessment are unable to get their licenses renewed.
  - Elderly drivers may be granted a conditional driver's license, such as one permitting them to drive only safety support cars by application.

< Formulation of a standard relevant to advanced emergency braking systems (AEBS), etc.>

- With an international standard relevant to AEBS on passenger cars, etc. taking effect, a domestic standard was formulated in January 2020.

AEBS (image)

< Promotion of "Safety Support Car">

- A safe driving support car ("Safety Support Car") subsidy system was established to support purchases by elderly people aged 65 or over of Safety Support Cars.

Pedal Misapplication Prevention Device (image)

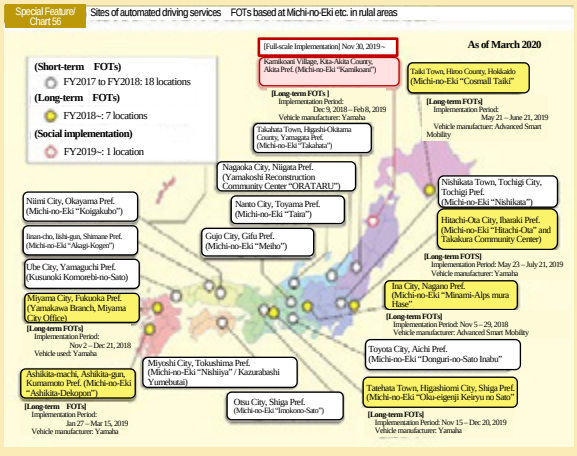
Measures Aimed at Supporting the Day-to-Day Lives of Elderly People on the Go

< Automated driving services based at Michi-no-Eki, etc.>

- Field operational tests (FOTs) were conducted (at seven locations as of March 2020) toward the provision of automated driving services based at Michi-no-Ekis which are increasingly providing essential life services in rural area.

<Promotion and diffusion of diversified mobility>

- The Diversified Mobility Promotion and Diffusion Conference, held since August 2019, compiled a summary of directions in achieving further diffusion in December same year.

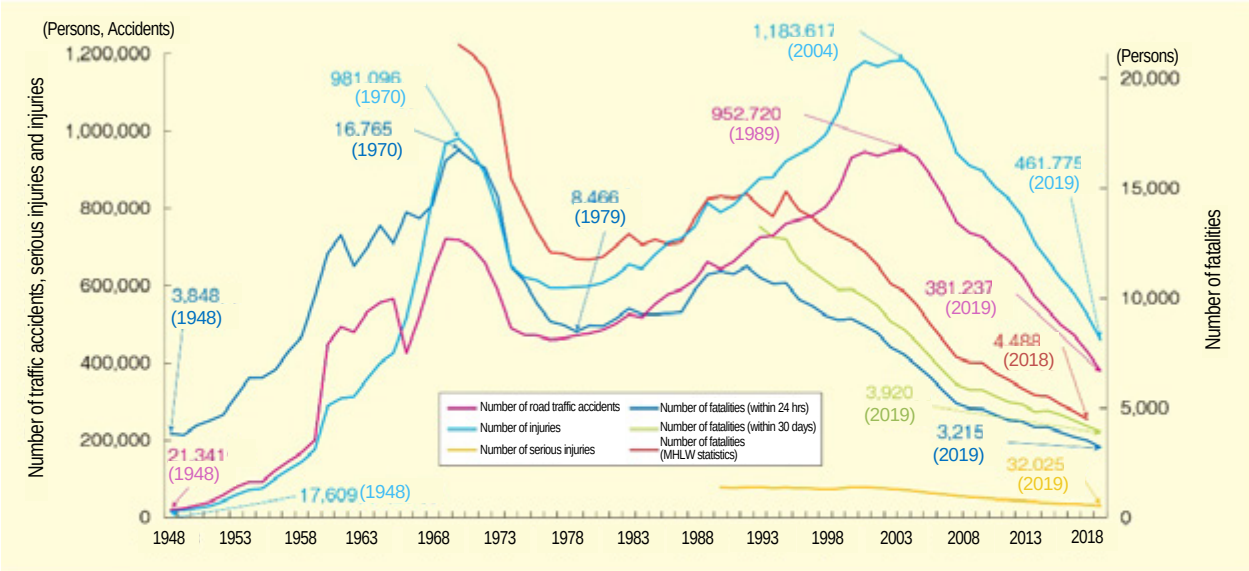


Title 1, Part 1, Chapter 1: Road Traffic Accident Trends

Long-Term Change of Road Traffic Accidents

The number of traffic accident fatalities is the lowest since 1948 when the current traffic accident statistics were adopted, decreased even further

Chart 1-1 Changes in the number of road traffic accidents, fatalities, injuries and serious injuries caused by road traffic accidents



Note
1. Source: National Police Agency
2. "Number of fatalities (within 24 hrs)" means the number of persons who died due to a traffic accident within 24 hours after its occurrence.
3. "Number of fatalities (within 30 days)" means the number of persons who died due to a traffic accident within 30 days after its occurrence (counting the day of the traffic accident as the first day).
4. "Number of fatalities (MHLW statistics)" is prepared by the National Police Agency based on "Vital Statistics" by the Ministry of Health, Labour and Welfare and is the number of fatalities whose cause of death is traffic accident among the fatalities in the year (which excludes anyone who died later than a year after the accidents or due to an after-effect). Data for 1994 and all preceding years indicate the number of automobile fatalities, and data for 1995 and all following years indicate the number of traffic fatalities except those not to be considered due to traffic accidents on roads.
5. Data on number of road traffic accidents for 1966 and all following years do not include property damage-only accidents.
6. Data on number of fatalities (within 24hrs), injuries and road traffic accidents for 1971 and all preceding years do not cover Okinawa Prefecture.

[Changes in the number of fatalities, accidents, and injuries in road traffic accidents]

- The worst traffic accident fatality record was registered in 1970 with 16,765 people.
- The number of traffic accident fatalities fell to 8,466 people in 1979 and started to increase again. Since 1992, however, the number started to decline again.
- The number of both traffic accidents and injuries registered the worst record of 952,720 and 1,183,617 people, respectively in 2004.
- The number of traffic accident fatalities in 2019 (3,215 people) was even lower to the previous year in which had the fell to their lowest level since 1948, when the current traffic accident statistics were adopted. Both the number of traffic accidents and the number of injuries has decreased for 15 years in a row.

Road Traffic Accident Conditions during 2019

● Overall Condition

○ Number of accidents:	381,237	(- 49,364, - 11.5 % over the previous year)
○ Number of casualties:	464,990	(- 64,388, - 12.2 % over the previous year)
○ Number of injuries:	461,755	(- 64,071, - 12.2 % over the previous year)
○ Number of fatalities (within 24 hours):	3,215	(- 317, - 9.0 % over the previous year)
(within 30 days):	3,920	(- 246, - 5.9% over the previous year)

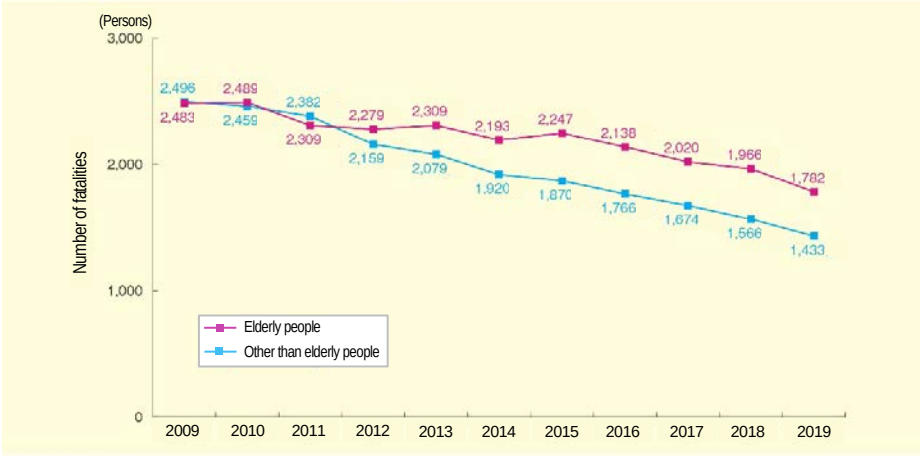
Targets in the 10th Fundamental Traffic Safety Program (covering 2016 to 2020)
- Reduce the number of fatalities within 24 hours to 2,500 people or less per year by 2020.
- Reduce the number of the casualties to 500,000 people or less per year by 2020.

* The Traffic Safety Policies Basic Act was established in 1970 and the Fundamental Traffic Safety Program was formulated every 5 years based on the Act since 1971.

Number of traffic accident fatalities of elderly people

Although the number of traffic accident fatalities of elderly people per a population of 100,000 people has continued to decrease, the number of elderly people among people killed in traffic accidents was 1,782 people, which is still high at 55.4%.

Chart 1-4 Changes in the number of traffic accident fatalities of elderly people and other than elderly people



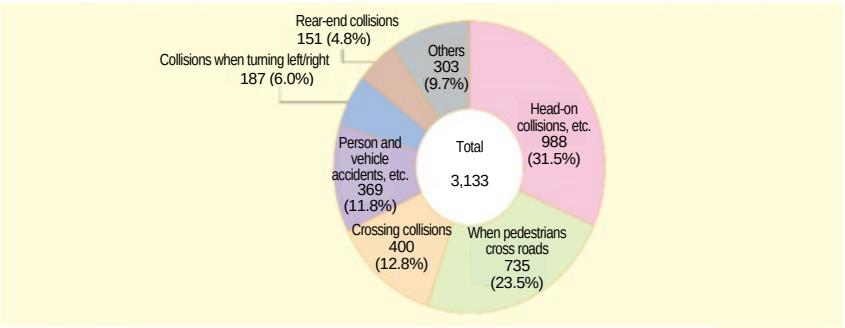
Note Source: National Police Agency

Occurrence of fatal traffic accident by type of accident

Looked by type of accident in 2019 the most common type of accidents was "Head-on collisions, etc."* (988, with the component ratio of 31.5%), followed by "When pedestrians cross roads" (735, with the component ratio of 23.5%), "Crossing collisions" (400, with the component ratio of 12.8%). These three types accounted for 67.8% of fatal accidents.

* Head-on collisions. etc.
Includes accidents of a similar cause such as leaving the road and hitting objects.

Chart 1-7 Occurrence of fatal traffic accident by type of accident (2019)

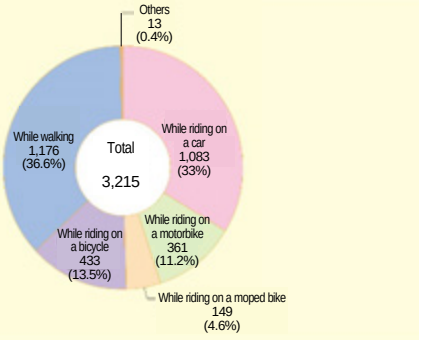


Note
1. Source: National Police Agency
2. "Person and vehicle accidents, etc." means accidents between vehicle and person excluding "When pedestrians cross roads."
3. "Head-on collisions, etc." means head-on collisions, leaving the road and hitting objects.
4. The figure in the bracket ( ) shows the component ratio.

Number of traffic accident fatalities by road user group

The number of traffic accident fatalities is the highest while walking (1,176 people with the component ratio of 36.6%) followed by while riding on a car (1,083 people with the component ratio of 33.7%) and the sum of both accounts for 70.3% of the total.

Chart 1-11 Number of traffic accident fatalities by road user group (2019)

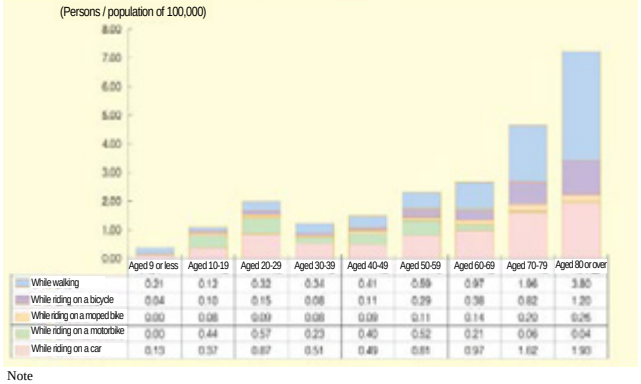


Note
1. Source: National Police Agency
2. The figure in the bracket ( ) shows the component ratio.

Number of traffic accident fatalities by age group and by road user group

The number of pedestrians killed while walking (per a population of 100,000) is numerous in elderly people, and, in particular, that of elderly people aged 80 or over (3.80 people) is about four times higher than that of all age groups (0.93 people).

Chart 1-18 Number of traffic accident fatalities in traffic accidents by road user group / age group per a population of 100,000 (2019)



Note
1. Source: National Police Agency
2. The population used for the calculation is based on statistical data "Population Estimate" (as of October 1st, 2018) by the Ministry of Internal Affairs and Communications.

Title 1, Part 1, Chapter 2: Overview of Current Road Traffic Safety Measures

Improvement of road traffic environment

◎ **Development in pedestrian-first walking spaces offering safety and security on community roads**

In order to secure the safe passage of pedestrians and bicycle users, low speed regulations such as the "Zone 30" (3,864 areas by the end of FY 2019) in which a maximum speed of 30 kilometers per hour and other safety measures including those implemented in cooperation with road administrators were taken were introduced in areas of community roads. In the Zone 30 (3,407 areas) which had been developed by the end of FY 2017, the occurrence status of traffic accidents between the year before the development and the year after development was compared and it was found that the number of traffic accidents and the number of accidents involving pedestrians and bicycles decreased (by 23.7% and by 19.3%, respectively), by which it was confirmed that these measures were effective in preventing traffic accidents and reducing through-traffic speed of vehicles within the Zone.

◎ **Use of Intelligent Transport System**

We are continually promoting the "Intelligent Transport Systems" (ITS) which is a new road transport system designed to build an integrated system consisting of people, road, and vehicle by using the latest technologies. For this reason, based on the "Declaration to be the World's Most Advanced Digital Nation and Basic Plan for the Advancement of Public and Private Sector Data Utilization" decided by the Cabinet in June, 2019, we did not only promote further R&D, field tests, review for the development, diffusion and standardization of infrastructures, etc., through joint cooperation by industry, government and academia, but also promoted international cooperation actively, including international information exchange, international standardization, at the ITS World Congress, etc.

Dissemination and reinforcement of traffic safety

◎ **Promotion of stepwise and systematic traffic safety education**

We conducted stepwise and systematic traffic safety education to people of all ages from infants to adults in accordance with their mental and physical development and life stages based on the Traffic Safety Education Guidelines (Public Notice of National Public Safety Commission No. 15 of 1998). In particular, we not only enhanced the elderly's traffic safety awareness but also strengthened education for other generations to protect and consider the elderly through understanding their characteristics in this rapidly aging society. In addition, considering the fact that elementary, junior high and high school students are members of the traffic society and a significant number of them frequently use bicycles, we made efforts to enhance education on the basic road traffic rules for bicycle users, traffic safety awareness and traffic manners.

Ensuring safe driving

◎ **Promotion of measures for elderly drivers**

It is mandatory for elderly drivers aged 70 or over upon the date of expiration of their licenses to undergo elderly driver practice within six months of the date upon which their new license expires. A total of 3,182,020 elderly people attended the courses in 2019.

In addition, it is mandatory for those who are aged 75 or over upon the expiration of the period of validity of their driver's license to undergo cognitive assessment within six months of the date upon which their new license expires. We set the duration of three hours for the course for people who were judged as the people who may have dementia or cognitive assessment impairment in cognitive assessment, including individual guidance using images of their driving conditions recorded by the drive recorder, and the duration of two hours for other people. A total of 2,005,768 people took the cognitive assessment in 2019.

Considering the fact that the reduction of waiting times before cognitive assessment or elderly driver training courses now being conducted by driving schools under contract has been of concern in some districts, efforts have been directed at ensuring appropriate, smooth and flexible implementation of these tests and courses, as by transferring responsibility for their implementation from driving schools to the local police, and reinforcing consultation services.

Ensuring vehicle safety measures

◎ **Promotion of the development and diffusion of advanced safety vehicles (ASV) including automated driving technologies that contribute to safety**

In order to promote the development, practical application and diffusion of advanced safety vehicles (ASV), we examined strategies to fully diffuse the ASV technologies that have been put into practical application under a joint cooperation of industry, government and academia with respect to advanced safety technologies required for realizing automated driving, as well as technical requirements, etc. of Emergency Driving Stop System, such as evacuation of a vehicle to road shoulder, etc., in the 6th ASV Promotion Project started from FY 2016. The guideline for evolving emergency driving stop system for taking refuge on road shoulder was defined on August 2, 2019, and the guidelines for Intelligent Speed Assistance (ISA) was formulated on December 17.

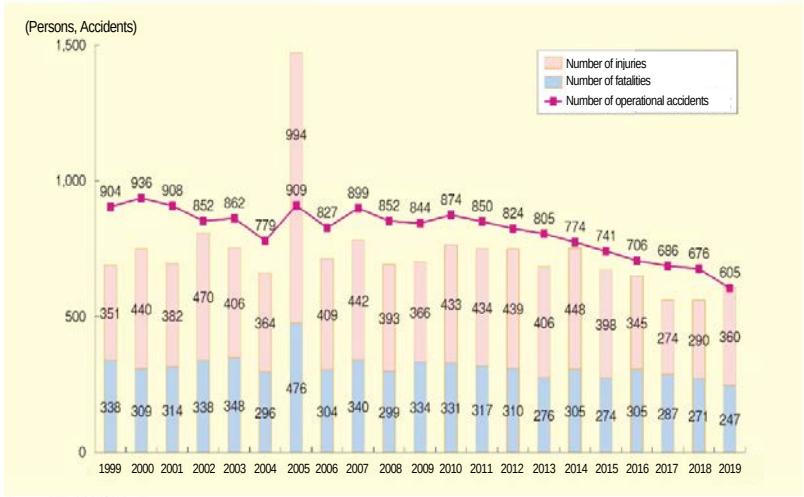
Title 1, Part 2, Chapter 1: Railway Traffic Accident Trends

The number of operational railway accidents* has been in a long-term decline. There were 904 accidents in 1999 and the number fell to 844 in 2009, 605 in 2019, a decrease of 10.5% compared to the previous year.

The number of fatalities in operational railway accidents was 247 people, a decrease of 8.9% compared to the previous year and the number of fatalities of passengers was none.

* Operational railway accidents
Operational railway accidents include train collision accidents, train derailment accidents, train fire accidents, railway crossing accidents, road impediment accidents, railway accidents causing injury or death and railway accidents causing property damage. Incidentally, operational accidents regarding streetcars are treated as operational railway accidents.

Chart 1-44 Changes in the number of operational accidents and the number of casualties

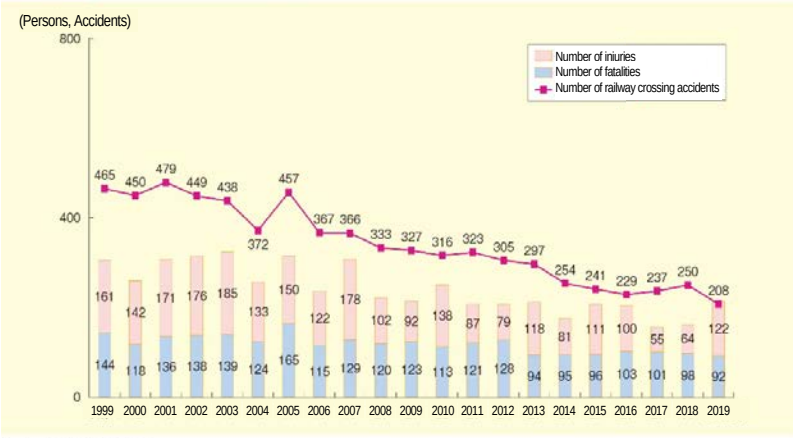


Note
1. Source: National Police Agency
2. The number of fatalities was registered within 24 hours after accidents

Railway crossing accidents* have been in a decreasing trend in the long run due to the development of safety facilities at railway crossings, etc. There were 208 accidents in 2019, a decrease of 16.8% compared to the previous year, while the number of fatalities due to railway crossing accidents was 92 people, a decrease of 6.1% compared to the previous year.

* Railway crossing accidents
Railway crossing accidents include train collision accidents, train derailment accidents and train fire accidents that occur at a railway crossing and the accidents in which a train or rolling stock collide or come into contact with a person or automobile passing through a railway crossing.

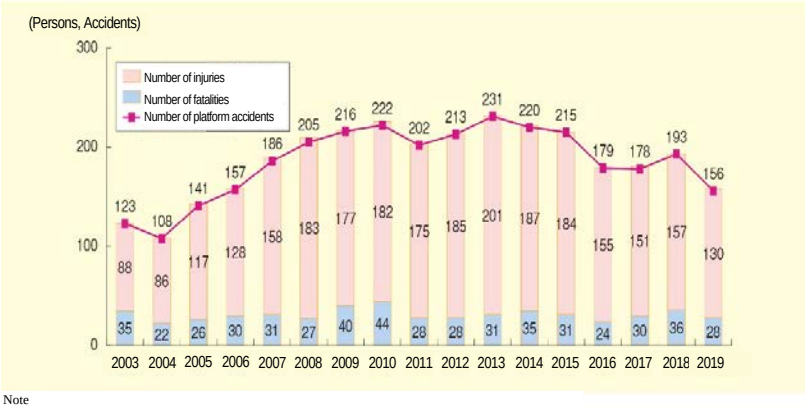
Chart 1-45 Changes in the number of railway crossing accidents and the number of casualties



Note
1. Source: National Police Agency
2. The number of fatalities was registered within 24 hours after accidents

The number of railway accidents causing injury or death in 2019 was 346, a decrease of 10.4% compared to the previous year, while the number of fatalities was 153 people, a decrease of 11.6% compared to the previous year. The number of railway accidents causing injury or death in 2019 by falling from the platform, or by being brought into contact with a train (platform accidents) was 156, an decrease by 37 (19.2%) compared to the previous year, while the number of fatalities in platform accidents was 28 people, a decrease by eight people (22.2%) compared to the previous year.

Chart 1-47 Changes in the number of platform accidents and the number of casualties



Note
1. Source: National Police Agency
2. The number of fatalities was registered within 24 hours after accidents

Title 1, Part 2, Chapter 2: Overview of Current Railway Traffic Safety Measures

Improvement of railway environment

◎ **Strengthening countermeasures against torrential rain at railway facilities**

Torrential rain countermeasures have been promoted to deal with the torrential rain damage occurring in recent years with increased frequency and ferocity. These measures include preventing railway bridges over rivers from being washed away and defending against landslides from slopes near railway lines.

◎ **Promotion of measures to improve safety at station platforms**

We are promoting measures to prevent people from falling from a station platform in terms of both hardware and software in an integrated manner based on the interim report of "Review meeting for improvement of safety at station platforms" (December, 2016). Specifically, we plan to accelerate the development of studded paving blocks with an inner line and the platform doors as a hardware measure and to promote enhancement of guidance by station staff and alerting by passengers as a software measure.

In terms of hardware, 783 stations have installed platform doors by the end of March, FY 2019, so the attainment of the goal set by the Traffic Policy Basic Plan (about 800 stations by FY 2020) is now in sight. In terms of software, the number of measures to conduct training with the participation of visually impaired people has increased, and railway operators are cooperating to implement the "greeting support movement" strength campaign.

Dissemination of knowledge about the safety of railway traffic

In addition to conducting campaigns to prevent accidents at railway crossings using posters and others, dissemination of knowledge and awareness-raising on the manner to safely cross railway crossings and on the prevention of railway accidents were conducted for schools, residents along the railway tracks and road transport operators among others.

Furthermore, the railway operators in the Tokyo metropolitan area have come together positively work on PR activities for the "zero platform accidents" campaign to raise awareness about preventing accidents involving intoxicated passengers, and have tried to spread correct knowledge about railroad safety.

Ensuring the safe operation of railways

◎ **Improvement and use of meteorological information**

Earthquake Early Warning is provided to railway operators so that they can use it to prevent the damage of rolling stock falling over by reducing the speed of or halting trains when an earthquake strikes. Further, on the basis of problems with the planned service shutdowns carried out by railway operators to brace for Typhoon Jebi (1821) and Typhoon Trami (1824) in 2018, the contents of information to be transmitted to users, the timing and method of such transmission, the preparation of timelines and so on were summarized in July 2019. This summary was updated in October 2019 to encompass how the transmission of information to users upon resumption of railway services should be and the need to restrict demand for transport from the users and so on by reflecting problems with the planned service shutdown caused by a typhoon hitting the Boso Peninsula in September 2019.

◎ **Appropriate response in cases of large-scale accident occurrence**

In order to cope with emergency situations such as a large accident or a disaster, procedures were taken to check and validate the emergency contact system at night and on a holiday, which enables the establishment of contact with relevant persons in the government and railway operators in a quick and appropriate manner.

In addition, railway operators were instructed to provide information appropriately to railway users and establish systems to quickly restore services in case of accidents including transportation failure with a view to reducing social impact in major cities and trunk railway lines. Regarding the protection of railways against tsunami, response guidelines for keeping railway passengers safe in times of tsunami based on the key concept of evacuation from the largest possible tsunami ever, such as one that could be caused by Nankai Tough megaquakes (that is, the prompt evacuation is the most effective and most important response, for example), have been worked out, along with specific examples of such evacuation, to encourage the railway operators drive their respective approaches.

Measures for traffic safety in railway crossings

◎ **Current status of measures for prevention of accidents at railway crossings**

In FY 2019, we designated additional 129 railway crossings to be improved based on the Act on Promotion of Railway Crossings. With the existing 1,000 locations designated in FY 2018, the total number of designated railway crossing reached 1,129 locations. Regarding the designated railway crossings, we held meetings to improve regional railway crossings sequentially and road administrators and railway operators agreed to promote further measures for railway crossings in accordance with regional conditions.

In addition, the number of railway crossings which were improved in FY 2018 including those designated in the past and those voluntarily improved by road administrators and railway operators was 11 (grade separation), 238 (structural reform) and 39 (improvement in railway crossing security facilities). Moreover, elimination and integration of railway crossings were performed in conjunction with grade separation project, etc.

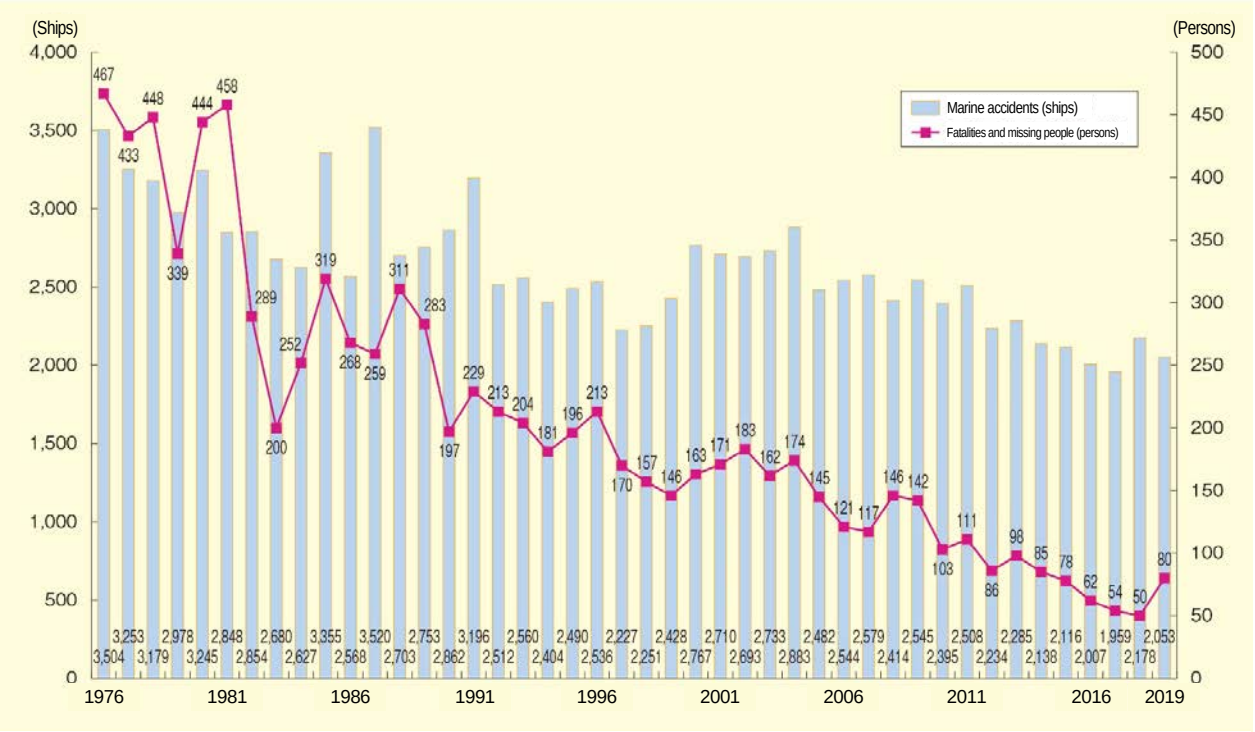
Title 2, Chapter 1: Maritime Accident Trends

Current status of maritime accidents

If we look at the changes in the number of ship accidents that were subject to the Fundamental Traffic Safety Program in the seas around Japan, there were 3,232 ship accidents as an average during the 2nd Fundamental Traffic Safety Program (FY 1976 to FY 1980). However, the number of ship accidents was 2,053 in 2019, a decrease of about 40%.

The number of fatalities and missing people in maritime accidents was 426 people as an average during the 2nd Fundamental Traffic Safety Program. However, there were 80 people in 2019, a decrease of over 80%.

Chart 2-1 Changes in the number of ships in maritime accidents and fatalities and missing people caused by them



Note
1. Source: Japan Coast Guard
2. Fatalities and missing people include crew on board who lost their lives while going adrift because of illness and others.

Maritime accidents and rescues during 2019

(1) The number of ships which encountered maritime accidents in 2019 was 2,053, and within 1,414 ships, except 639 ships which could make port on their own, 1,196 ships were rescued, and the rescue rate (percentage of rescued ships over the number of ships which encountered maritime accidents except ships which could make port on their own) was 85%. The Japan Coast Guard rescued a total of 507 ships which encountered maritime accidents by sending out a total of 2,086 patrol vessels and crafts, a total of 369 aircrafts and a total of 242 members of special rescue team.

(2) Most of fatalities and missing people in maritime accidents and most of fatalities and missing people due to falling into the sea occurred in fishing boats, which accounted for 61% and 67% over the total number, respectively.

(3) The number of accidents of small ships was 1,547, a decrease by 46 ships compared to the previous year. The number of fatalities and missing people because of these accidents was 50 people, an increase by 16 people compared to the previous year.

(4) The number of ships such as pleasure boats* which encountered maritime accidents was 1,038 and of 876 ships, except 162 ships which could make port on their own, 755 ships were rescued, and the rescue rate was 86%.

* Pleasure boats
A collective term for yachts and motorboats to be used for sports or recreation.

Title 2, Chapter 2: Overview of Current Maritime Traffic Safety Measures

Improvement of maritime traffic environment

◎ **Improvement of traffic safety facilities**

In order to prevent destruction and/or extinction of aids to navigation caused by natural disasters, such as earthquakes and typhoons, and ensure maritime traffic safety in disaster-stricken-areas even in times of disasters, we promoted disaster preparedness measures, including anti-seismic reinforcement of aids to navigation, prevention of inundation with seawater, maintenance of backup power supplies, etc. on the basis of the Priority Plan for Infrastructure Development.

Dissemination of knowledge regarding maritime transport safety

◎ **Raising awareness of the prevention of maritime accidents**

To prevent maritime accidents, it is important for each of us to raise our awareness of maritime accident prevention.

In parallel, efforts have been made to diffuse and promote the concept of maritime accident prevention and encourage the acquisition of, and enhancing the knowledge of maritime accident prevention in conjunction with the ministries and agencies and associations concerned. These efforts included encouraging the whole nation, as well as maritime personnel concerned, to ensure thorough adherence to the practice of self-rescue measures, such as acting in compliance with relevant laws and regulations and wearing life-jackets at all times, by taking advantage of all possible opportunities, such as maritime accident prevention training sessions and on-board guidance.

In particular, during the period from July 16 to 31, 2019, we conducted the “Campaign for Zero Sea Accident” across Japan with participation of the government and people as one focused on “Prevention of marine accidents for small boats”, “thorough watch-keeping and promotion of inter-ship communication”, and “securing own life-saving measures such as wearing a life-jacket at all times.” We also conducted local-level activities in consideration of regional characteristics including weather conditions, such as fogs, occurrence trend of maritime accidents, as well as characteristics of various ships.

Ensuring safe operation of boats and ships

◎ **Thoroughness in measures to prevent reoccurrence of accidents**

In the event that a passenger ship is involved in an accident, appropriate measures to prevent its reoccurrence are formulated according to the causes of the accidents, and the countermeasures are thoroughly implemented through audits and guidance by the Director for Safety Management and Seafarers Labour Inspection.

Since crew members were found under the influence of alcohol in the quay contact accident of a cruise ship that took place towards at the end of 2018, a new package was compiled to combat drinking, including the implementation of a testing program using alcohol detectors and introduction of drinking education using guidance relating to the period of abstinence compiled together with agencies concerned, and was published in August 2019. A request was then made to the association of cruise operators to put anti-drinking measures into action as soon as possible. In April 2020, Mariners Act Enforcement Regulations took effect, enforcing a mandatory intoxication check on those crew members who have a duty to stay on watch on a voyage and prohibiting those to stay watch intoxicated.

Enhancing safety measures for small boats

◎ **Promotion of safety measures for pleasure boats**

The Japan Coast Guard, in view of the importance of raising safety awareness of marine leisure enthusiasts, did not only promote and diffuse the concept of maritime accident prevention by taking every opportunity including marine accident prevention seminars, provision of guidance and counseling by visiting ships, etc., in cooperation with related organization, but also developed safety activities closely tied to local communities in cooperation with private organizations such as small ship safety associations, maritime safety instructors, volunteers such as local lifesavers.

In the meantime, the Ministry of Land, Infrastructure, Transport and Tourism, in coordination with the Japan Craft Inspection Organization which carries out inspection of small boats, made known the need to undergo ship inspection at appropriate intervals to people concerned through leaflets, etc.

The police ensured maritime traffic safety, not only by patrolling sea areas focused on harbors, other ship congestion areas, bathing beaches with many swimmers, water areas where water sports are actively practiced, etc., using police boats and helicopters but also by providing safety guidance to people related to marine leisure sports in cooperation with related organizations and groups.

Title 3, Chapter 1: Aircraft Accident Trends

Aircraft accidents in recent years

The number of accidents of private aircrafts in Japan was 13 in 2019, in which 1 people was killed and 12 injured.

In recent years, only a few aircraft accidents of large airplane have occurred per year, most of which are caused by air turbulence, and most of the aircraft accidents are that of small airplane.

Table 3-1 Numbers of Aircraft Accidents and Casualties

Year \ Type	Number of accidents								Number of casualties	
	Large airplane	Small airplane	Ultralight aircraft	Helicopter	Gyro plane	Glider	Airship	Total	Fatality	Injury
2015	3	9	3	3	1	8	0	27	10	42
2016	3	4	1	2	0	4	0	14	8	14
2017	3	8	3	5	1	2	0	22	22	6
2018	5	3	4	3	0	1	0	16	11	5
2019	5	1	2	2	0	3	0	13	1	12

Note
1. Source: Ministry of Land, Infrastructure, Transport and Tourism
2. Data as of the end of December each year
3. Includes accidents involving Japanese aircraft that occurred outside of Japan.
4. Includes accidents involving foreign aircraft that occurred in Japan
5. Accidents/casualties regarding such as natural deaths or deaths caused by violence are not included.
6. The number includes those who died within 30 days after the accident and missing persons.
7. A large airplane is an airplane with a maximum takeoff weight of over 5.7 tons, and a small airplane with that equal to or less than 5.7 tons.

Incidents related to air traffic safety during 2019

Safety issues involving air carriers

There were 16 cases of accidents and serious incidents* which air carriers are obliged to report to Government in FY 2019.

Furthermore, aircraft accident involving passenger fatalities of specified domestic air carriers (domestic air carriers using aircraft with seats over 100 or the maximum takeoff weight exceeding 50,000 kg for air transport services) has not occurred since the crash of Japan Airlines Flight 123 at the mountain Osutaka in 1985.

* Serious incident: An incident which did not result in an accident, but could have resulted in an accident.

Title 3, Chapter 2: Overview of Current Air Traffic Safety Measures

Further promotion of aviation safety program

◎ **Strengthening SMS (Safety Management System) in service providers**

Guidance was provided to improve the quality of SMS, which is a mechanism for risk management related to safety by promoting safety performance indicators and safety performance targets directly linked to the measures to improve safety for service providers such as Japanese air carrier. Specifically, for service providers such as new entrants of the air carriers or new airport operators based on the Private Sector Resources Utilization Act who have limited experience with SMS measures, guidance, supervision and advice etc. were provided by maintaining close coordination so that the setting of safety performance indicators and safety performance targets can be implemented properly.

Ensuring safe operation of aircraft

◎ **Strengthening measures to prevent flight crew members from performing duties under the influence of alcohol**

In response to a series of inappropriate events relating to drinking alcohol that occurred on domestic air carriers from 2018 to 2019, the air carriers were instructed to ensure thorough compliance with the relevant laws and regulations, and from November 2018, the panel of experts to examine the alcohol standards regarding employees who perform safety-sensitive functions in aviation, which led to the formulation of stringent alcohol standards in April 2019; obligating domestic air carriers to conduct tests using alcohol detection equipment on pilots, flight attendants, aircrafts dispatchers and aircraft maintenance personnel, banning them from duty when alcohol is detected, and enforcing periodic alcohol education on airline employees, including their managers.

Further, in the light of several instances of alcohol having been detected in pilots during pre-flight alcohol tests even after the formulation of the standard above, amendments have been made to add a standard relating to an intolerable amount of drinking that could interfere with normal work performance, in addition to the existing standard concerning the mandatory periods of abstinence.

Ensuring aircraft safety

◎ **Improvement of technical standards of maintenance and inspection of aircraft**

To further improve the safety of aircrafts and its components, we have been developing technical standards for the safety of aircraft and its components, in light of latest technologies and international standard formulation.

Development of air traffic environment

◎ **Promotion of measures against runway incursion**

To prevent erroneous entries to runways due to human error, we are promoting various measures, including formulation of rules which oblige pilots to repeat controller’s instructions, and by encouraging the sharing of safety information regarding events when runways have been erroneously entered, to avert communication discrepancies between air traffic controllers and pilots. We are also promoting the development of Runway Status Light system (RWSL) designed to visually display and convey the runway occupancy state to the air traffic controller and the pilot, etc.

Topics

Road Transport
Amendment to the road sign installation standard
Promotion of community-based watch activities
Traffic safety measures for pedestrians
Efforts by volunteers for traffic safety
Holding of the Traffic Safety Forum
Promotion of subscription to bicycle liability insurance policies, etc.
Advanced technologies
MaaS (Mobility as a Service)
Measures against the use of mobile phone, etc. while driving (Including measures against “texting and looking at smartphone” while driving)
Measures against “Reckless Driving”
Holding of “Symposium for supporting children who lost their families in traffic accidents”
Railway Transport
Activities for the “zero platform accidents”
Maritime Transport
Promotion of measures to prevent accidents in collaboration with lifesavers
Prevention of accidents caused by anchor dragging, etc. during periods of rough weather
Safety measures for small ships - Formulation of a system of Japan-U.S. maritime safety cooperation -
Air Transport
The state of permission and approval regarding Civil Aeronautics Act on Unmanned Aerial Vehicles and future environmental developments