

Motorcycle Safety Helmet Wearing Action Plan

KINGDOM OF CAMBODIA



Foreword

This Helmet Wearing Action Plan aims to focus stakeholders efforts into a coordinated framework to increase motorcyclist wearing and reduce head injury and death associated with motorcyclist crashes.

The Ministry of Public Works and Transport (MPWT), the Ministry of Interior (MoI), the National Road Safety Committee (NRSC) and the Global Road Safety Partnership (GRSP) have managed the development of the Action Plan with the inputs of many organisations whose contributions are vital to its success.

The Action Plan acknowledges the progress made over recent years in increasing the level of helmet wearing and builds on those actions and notes however that increased levels of effort are required from concerned stakeholders in the future.

“Wearing a helmet is the single most effective way of reducing head injuries and fatalities resulting from motorcycle and bicycle crashes. Motorcyclists who do not wear helmets are at a much higher risk of sustaining head injuries and from dying from these injuries...”

Helmets: A Road Safety Manual for Decision-Makers and Practitioner, page 14

Many jurisdictions around the world have learnt through painful experience that increasing levels of helmet wearing is achievable resulting in consequential reductions in road trauma. Everyday in Cambodia, hundreds of people are killed or injured in road crashes, mostly involving motorcycles with many drivers and passengers not wearing helmets. We know that these injuries and resulting economic loss is preventable. This Action Plan provides the framework within which effective action can be delivered.

The MPWT, MoI, NRSC and GRSP would like to extend their appreciation to all those involved with the development of this Action Plan.

Excellency Sun Chantol,
Minister, Ministry of Public Works and Transport

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Cambodia Motorcycle Safety Helmet Wearing Action Plan

1. Introduction

Road safety is a growing problem around the world and experience shows that it needs to be tackled in a comprehensive and systematic manner in order to achieve success. Consequently, in 2004, the Kingdom of Cambodia developed a Cambodia Road Safety Action Plan modelled on successful national and local plans in operation in many other countries.

The Cambodia Road Safety Action Plan, based on the system approach, has identified a set of effective measures, plans, projects and activities which are intended to have an immediate and long-term impact on the reduction of accidents and casualties within the country. It is managed and coordinated by the National Road Safety Committee.

Under the framework of the Cambodia Road Safety Action Plan a series of more detailed action plans targeting priority areas within the road safety sector will be developed. This Motorcyclist Safety Helmet Wearing Action Plan addresses a critical issue namely motorcycle safety and in particular is focused on actions designed to increase the safety of motorcyclists in Cambodia by increasing the wearing of high quality protective helmets as a major injury reduction initiative.

2. Global Road Trauma

Road traffic deaths and injuries (RTIs) impose a huge economic burden on developing economies, amounting to 1-2% of GNP in most countries. These costs, some USD \$64.5 billion - \$100 billion, are comparable with the total bilateral overseas aid contributed by the industrialised countries, which amounted to USD \$106.5 billion in 2005 (Commission for Global Road Safety 2006).

Road traffic deaths and injuries must be recognized as both a rapidly growing worldwide epidemic, with a current global disease burden comparable to malaria and tuberculosis, and as an urgent new sustainable development priority. Table 1 below identifies the major causes of death and highlights the significance of road traffic injuries. Road injuries, currently ranked the 10th leading cause of mortality, are projected to rise to the third leading cause of mortality by 2030 unless action to address the problem is taken.

Table 1: TWELVE LEADING CAUSES OF MORTALITY, 2002

RANK	CAUSE	PROPORTION OF TOTAL (%) DEATHS
1	Ischaemic heart disease	12.6
2	Cerebrovascular disease	9.7
3	Lower respiratory infections	6.9
4	HIV/AIDS	4.8
5	Chronic obstructive pulmonary disease	4.8

6	Perinatal conditions	4.3
7	Diarrhoeal diseases	3.3
8	Tuberculosis	2.7
9	Trachea, bronchus, lung cancers	2.2
10	Road traffic injuries	2.1
11	Diabetes mellitus	1.7
12	Malaria	1.6

Source: Mathers c, Loncar D. Updated projections of global mortality and burden on disease, 2002-2030: data sources, methods and results, WHO, October 2005

3. The Cambodia Context

Given its relative stability and growth in recent years, Cambodia has seen a rapid increase in the volume of road traffic (+20% per year on average). In the same time, weak traffic regulation, insufficient enforcement, and a lack of road safety education have led to an alarming rising number of road accidents. Every day, **almost 4 persons die and many others are injured** on the roads of Cambodia. Since the year 2000, the number of accidents and fatalities has tripled

Motorcycle riders are particularly vulnerable. Data from the Cambodia Road Traffic Accident and Victim Information System (RTAVIS) show that **70% of road traffic casualties in Cambodia are motorcycle riders and 38% of them suffer from head injuries**. Alarmingly, 40% of these casualties are youth between the ages of 15-24.

To deal with this growing crisis, since 2004, governmental and non-governmental stakeholders active in the road safety sector have focused efforts on awareness raising, school-based educational programmes and advocacy related to helmet wearing. As a result, the National Road Safety Committee (NSRC) was established in 2005 guided by comprehensive action plan, and the new Land Traffic Law was ratified by the National Assembly in December 2006, which includes, for the first time, regulations and penalties on helmet wearing.

However, the statistics remain grim and consequently, efforts need to be scaled up and systematized in this area to reverse the alarming rate of motorcycle, accidents, casualties and loss of life.

4. Motorcycle Safety Helmet Wearing Action Plan

GRSP, along with the World Bank (WB), Federation of Automobile (FIA) and World Health Organisation (WHO) are developing a series of good practice manuals addressing key road safety issues identified by the WHO reports. The manuals are designed to guide road safety practitioners to implement effective countermeasures. The first manual published, addresses wearing of motorcycle and bicycle helmets. This manual, which is now translated into Khmer will be used together with this Action Plan to implement the initiatives required to reduce injury, in particular the most debilitating head injuries, resulting from motorcycle accidents in Cambodia.

A workshop was undertaken in June 2007 in Sihanoukville, Cambodia with invited personnel representing all the major groups and government agencies with an interest in improved road safety. The workshop addressed the key issues identified in the situation report and has developed the Action Plan outlined below. The objective of the Action Plan is to provide a cohesive framework within which coordinated and effective action by concerned and responsible agencies can be delivered to increase the level of helmet use and reduce motorcyclists trauma. This Action Plan should be seen as a dynamic document and therefore constantly updated, refined and monitored, at least on a six to 12 month basis.

5. Agencies Contributing to the Action Plan Development

- **Ministry of Public Works and Transport**
 - Department of Land Transport
 - Department of Public Works
- **Ministry of Interior**
 - Department of Order
- **Cambodian National Traffic Police**
- **Ministry of Defense**
- **Ministry of Justice**
- **Ministry of Rural Development**
- **Ministry of Telecommunications**
- **Ministry of Health**
- **Ministry of Youth, Education and Sports**
 - Department of Pedagogical Research
 - Teacher Training Department
- **Non-Governmental Organizations**
 - Handicap International Belgium
 - Coalition for Road Safety
 - Cambodia Red Cross
 - International Federation of the Red Cross
 - Global Road Safety Partnership
 - CAID
 - DATe
- **Private Sector**
 - Honda
 - Caminco Insurance
 - Total Company LTD
 - OMC Company LTD
 - Caltex

Motorcycle Safety Helmet Wearing Action Plan

FOCUS AREA 1: Public Awareness

FOCUS AREA 2: School education and driver licensing

FOCUS AREA 3: Legislation and Enforcement

FOCUS AREA 4: Involving the community, provinces, private sectors and NGOs

FOCUS AREA 5: Research, evaluation and monitoring

FOCUS AREA 6: Trauma Management and Service

FOCUS AREA 7: Incentive initiatives, disincentives and obstacles

FOCUS AREA 8: Helmet Standard Development and import, Control of non-standard helmets

FOCUS AREA 9: Management and Coordination

FOCUS AREA 1: Public Awareness

Issues/problems	Actions	Indicators	Target	Cost (USD)	Responsible Agency	Time Frame
Lack of awareness and knowledge on helmet wearing and safety issues	<u>Immediate: 1 to 6 months</u>					
	1. Create billboards for awareness raising along main roads, public places, rural road & bus stations	Billboards	300 posters	\$360,000	MPWT, MoI, MoEYS, M. Information	July-Dec, 08
	2. Produce educated materials for community and traffic police, schools, government offices	Number of copy	500,000 copies	\$80,000	HIB, M. Information.	July- Dec, 08
	3. Talk show by comedian on TV about helmet wearing	Number of show	24 shows	\$24,000	NRSC, MOI, NGO	July-Dec, 08
	4. Involvement of high level leaders in modeling good behavior on the road	Number of workshop	24 workshops	\$12,000	MOI, M. Info.	June-Oct, 08
	5. Awareness raising through media (TV, Radio, newsletter)	Number of spots	72 spots	\$20,000	MOI	June- Nov, 08
	6- Awareness raising by traffic police on road safety issue	Number of training	48 trainings	\$96,000	MoI	June- Nov 08
Police staff and key community members are not aware of helmet wearing issue	<u>Medium Term: 6 - 12 months</u>					
	1. Expand awareness raising to key people in targeted community	Number of workshop	24 provinces	\$38,400	NRSC, MoI, NGO	Jan-June, 08
	2- Awareness raising to traffic police on road safety and helmet issue	Number of training	48 trainings	\$96,000	MoI	2008

FOCUS AREA 2: School Education and Driver Licensing

Issues/problems	Actions	Indicators	Target	Cost (USD)	Responsible Agency	Time Frame
Little helmet wearing habits among the public	<u>Immediate: 1 to 6 months</u>					
	1. Educate teachers on road safety (helmet wearing) for three days	48 times	Primary and secondary levels	\$72,000	MoEYS	Jun-Dec 08
	2. Educate students at high risk areas (Primary and secondary levels)	24 times	Primary and secondary levels	\$36,000	MoEYS	Oct-Dec, 08
	3. Educate key students at school (ie. role models)	24 times	Primary & secondary levels	\$9,600	MoEYS	June 2008
	4. Integrate helmet lessons into driving school curriculum	helmet lessons	Driving schools	2000	MPWT	Nov-Dec 08
	<u>Medium Term: 6- 12 months</u>					
	1. Monitor implementation	2 times	24 provinces	\$10,000	MoEYS	April 2009
Road Safety curriculum in school is not available	<u>Long term: 1 - 2 years</u>					
	1. Training curriculum of the school from lower level to upper level.	Number of books	2,000,000	\$15,000	MoEYS, MOI	2008-09
	2. Produce training materials	Number of sets	6,000	\$10,000	MoEYS	2008-09
	3. Establish the youth volunteer at school and at community	Number of groups	50	\$10,000	MoEYS	2008-09

FOCUS AREA 3: Legislation and Enforcement

Issues/problems	Actions	Indicators	Target	Cost (USD)	Responsible Agency	Time Frame
Knowledge on traffic law enforcement is limited	<u>Immediate: (1 to 6 months)</u>					
	1. Printing material posters leaflets indicating implementation of law	Posters/Leaflets	500,000 leaflets	\$50,000	MoI, HIB, Min of Info	July-Dec 08
	2. Roll out law enforcement through traffic police and stake holders	Number of training	24 trainings	\$28,000	MoI	July-Dec 07
	3. Set up enforcement strategy for the national and local level	National strategy	24 trainings	\$20,000	MoI	Jul-Aug 08
	4. Training traffic police on implementation procedure of the new law, and encourage them to perform their duties to regain respect from people	Number of workshop	24 workshops	\$36,000	MoI	Aug-Oct. 07
Extension training on traffic law and proper enforcement	<u>Medium Term (6- 12 months)</u>					
	1. Refresher training on road traffic law to traffic police.	Number of workshop	48 times	\$48,000	MoI, HIB	Mar 09
	2. Review activities done and future plan	Number of meeting	2 meetings	\$3,000	MoI	Jun 09
	<u>Long term (1 - 2 years)</u>					
	1. Equip traffic police with tools to enforce the law.	Number of devices	2,000 units	\$140,000	MOI	2008

FOCUS AREA 4: Involving the Communities, Provinces, Private Sectors and NGOs

Issues/problems	Actions	Indicators	Target	Cost (USD)	Responsible Agency	Time Frame
Lack of involvement from the community and other sectors	<u>Immediate:(1 to 6 months)</u>					
	1. Create mechanism at the commune level	Number of commune receive training	1,621 communes	324,200	NRSC, MoI	Jul-Dec 08
	2. Set up community action plan to increase helmet wearing in communities	community action plan	100 communes	30,000	NRSC, Provincial committee	Aug 07 - Feb 08
	<u>Medium term: (6- 12 months)</u>					
	1.Awareness raising and training among commune members	Number of training done	1,621 communes	\$324,000	Provincial Committee and NGOs	Oct 08- Mar 09
	2.Implementation of community action plan	% of helmet increase	10% helmet wearing rate	\$480,000	Provincial committee and NGOs	
	3. Disseminate information, create a pilot project with GRSI on community helmet wearing awareness and enforcement	% helmet increase in targeted locality	Phnom Penh	\$100,000	GRSI, HIB, NRSC	Jan 2008- Feb 2009
	<u>Long term (1 - 2 years)</u>					
	1.Monitoring and follow up all activities done above	Level of participation from the community	1,621 communes	\$324200 per commune	NRSC and HIB	2009

FOCUS AREA 5: Research, Evaluation and Monitoring

Issues/problems	Actions	Indicators	Target	Cost (USD)	Responsible Agency	Time Frame
Lack of specific research institution	<u>Immediate:(1 to 6 months)</u>					
	1. Analyze existing research output to see the behavior, practice of people toward helmets	Research team	6 provinces		NRSC	July 07
	2. Maintain RTAVIS database	Regular reports	24 monthly, 1 annual report	\$ 10,000	HIB, MoH, MoI, NRSC	2008
	<u>Medium Term (6- 12 months)</u>					
	1. Disseminate information and reports on helmet use findings and research	Number of workshop	24 provinces	\$480,000	M. of Information	2008
	2. Maintain RTAVIS database	Regular reports	24 monthly, 1 annual report	\$15,000	HIB, MoH, MoI, NRSC	2008
	<u>Long term: (1 - 2 years)</u>					
	1. Establish research department	Research department staffed and conducting research	1 centre	\$15,000	University	2009
	2. Capacity building for research center staff	Number of workshop	# workshops	\$10,000	University	2009
	3. Identify long-term helmet research subjects	Research topics	5	\$10,000	University	2009

FOCUS AREA 6: Trauma Management and Service

Issues/problems	Actions	Indicators	Target	Cost (USD)	Responsible Agency	Time Frame
Primary health care	<p><u>Immediate:(1 to 6 months)</u></p> <p>1. TOT on first aid to core teachers at the high school level</p>	24 trainings	Core teachers at high school	\$20,000	MOH	June 07 Dec. 07
Basic life support	<p><u>Medium Term (6- 12 months)</u></p> <p>1. Train health staff at the referral hospital and health center on basic help to the patients.</p> <p>2. Train police officers on First Aid and disseminate the contact of existing sources of services available.</p> <p>3. Coordinate in developing of national emergency response network, especially along the national roads</p>	<p>Number of training done</p> <p>24 trainings</p> <p>Line installation</p>	<p>Staff of MOH</p> <p>Traffic Polices</p> <p>MOH</p>	<p>\$20,000</p> <p>\$36,000</p> <p>\$5000</p>	MOH	<p>Jan-Jun 09</p> <p>Jan-Apr 09</p>
Safety Boxes	<p><u>Long term (1 - 2 years)</u></p> <p>1. Prepare safety box</p> <p>2. Improve the capacity of health center staffs for the response to head injury.</p>	20,000 safety box prepared boxes	<p>Staff of MOH Police</p> <p>MoH</p>	\$20,000	MoH	<p>Mar 09</p> <p>Jan 09</p>

FOCUS AREA 7: Incentive Initiatives, Disincentives and Obstacles

Issues/problems	Actions	Indicators	Target	Cost (USD)	Responsible Agency	Time Frame
Need contribution from the government and private company	<u>Immediate: (1 to 6 months)</u>					
	1. Propose government to subsidize helmet supply to government officials and students	30% of helmet costs	Gov't officials and students	\$7,500	NRSC	2008
	2. Ask for reduction of tax on imported helmets	5,000 helmet request 3,000 for gov't 2,000 for students	10,000p	\$150,000	Ministry of Finance	June 08
	3. Set up proposal for helmet distribution					2008
	4. Seek intervention from government to encourage motorbike dealers to provide helmet to its buyers	Number of helmet provided	5,000 helmets	\$45,000	NRSC, Motorbike shops	Jul 08-May 09
	<u>Medium term (6- 12 months)</u>					
	1. Awareness raising and training through media	TV, radio, others	24 provinces	\$45,000	National and provincial RS committees	2008-2009
	2. Organize training/workshop	Number of training done				
	<u>Long term (1 - 2 years)</u>					
	1. Monitoring and follow up all activity	Level of participation from the community	24 provinces	\$15,000	NRSC Police commissions	2008-2009

FOCUS AREA 8: Helmet Standard Development and Import, Control of Non-Standard Helmets

Issues/problems	Actions	Indicators	Target	Cost (USD)	Responsible Agency	Time Frame
There is no defined standard for helmet	<p><u>Immediate:(1 to 6 months)</u></p> <p>1. Create working group to look into helmet standard and review report when available from GRSP</p>	Working group established	working group	\$8,000	National committee + NGOs + Community	Jun-Dec 08
	<p><u>Medium Term: (6- 12 months)</u></p> <p>1. Create standard for helmet (standard by law)</p>	Defined helmet standard	standard approved	10,000\$	working group	Jan-May 09
	<p>2. Disseminate information about law and the quality of the helmets (core trainer)</p>	Number of training conducted	24 provinces	\$50,000	working group	Jun-Sep 09
	<p><u>Long term (1 - 2 years)</u></p> <p>1. Check the quality of the helmet</p>	Specific	Provider company	\$10,000	working group	Aug 09
	<p>2. Law implementation</p>	Effectiveness	Provider company (local and import)	\$5,000	authorities	Aug 09

FOCUS AREA 9: Management and Coordination

Issues/problems	Actions	Indicators	Target	Cost	Responsible Agency	Time Frame
Lack of coordination between provincial and national level	<u>Immediate:(1 to 6 months)</u>					
	1.Organize meetings at the provincial level in order to share role, responsibility	Meeting	1 time	\$1000	National Road Safety Committee General Secretariat	June 08
	2. Appoint 1 fulltime staff working on Helmet Wearing promotion project at NRSC (part time funding from GRIS)	Assigned staff	1 year	3600	GRSI, NRSC	Jun 08-Jun 09
	<u>Medium: (6- 12 months)</u>					
	1.Start the activity plan in order to implement the road safety work	Meeting to create activity plan	3 times with the community	\$300	National Road Safety Committee General Secretariat	July 08- June 09
	<u>Long term (1 - 2 years)</u>					
	1.Meeting to follow up the activity and share experience of committee with the community, local and international NGOs	Community are aware of the information	8 times (one per trimester)	\$6,400	National Road Safety Committee General Secretariat	Jun 08 - June 09
	2.Submit the report to the National Road Safety Committee		24 time every month	\$720		Sept 08 - Jul 09