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APPLYING THE VISION ZERO APPROACH TO CHILD ROAD SAFETY: EVIDENCE FROM THE AUTONOMOUS PROVINCE OF VOJVODINA

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Abstract: Child road safety is a major public health concern requiring a systematic approach to preventing traffic accident fatalities and serious injuries. This paper examines the application of the Vision Zero approach to child road safety in the Autonomous Province of Vojvodina, Serbia. The study combines a review of relevant literature and strategic documents with a quantitative analysis of traffic accident data for 2019–2024. Descriptive statistical methods were used to analyse child casualties by severity, road user category, gender, and temporal and spatial characteristics. A total of 2.223 child casualties were recorded during the study period, including 18 fatalities, 260 serious injuries, and 1.945 minor injuries.
The findings highlight the need for a comprehensive, evidence-based approach that addresses children's specific vulnerabilities. Implementing Vision Zero requires strong political commitment, effective inter-institutional coordination, safer infrastructure, traffic law enforcement, and continuous road safety education. Vision Zero provides a strategic framework for developing coordinated measures and local programmes to improve child road safety in the Autonomous Province of Vojvodina.

Keywords: traffic safety, Vision Zero, child road safety, vulnerable road user

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1. INTRODUCTION

Child road safety represents one of the key public health and urban challenges facing contemporary society. As the most vulnerable road users, children are particularly exposed to risk, especially when travelling as pedestrians and cyclists, as well as in areas with high traffic volumes, such as school zones and densely populated urban areas (UNICEF, 2022). In 2020, 390 children lost their lives on European Union (EU) roads, while the total number of child fatalities over the preceding decade exceeded 6.000, demonstrating that this remains a persistent and serious public health issue (ETSC, 2022). Between 2020 and 2024, 65 children were killed and 870 sustained serious bodily injuries on roads in the Republic of Serbia (RTSA 2025). Although progress has been observed in most European countries over the past decade, child road traffic casualties remain a significant concern.

Analyses indicate that children most frequently sustain road traffic injuries or fatalities as passengers in passenger cars, pedestrians, and cyclists, that is, in situations involving direct exposure to motor traffic. Data from several European countries confirm that these categories account for a substantial proportion of child road traffic casualties, highlighting the need to improve transport infrastructure and protective measures in urban areas. Similar trends have been observed in the Republic of Serbia, where road traffic crashes represent a significant cause of child fatalities and injuries. According to data from the Road Traffic Safety Agency, all children who were killed in road traffic crashes in Serbia in 2024 (16 in total) were passengers in passenger cars. This finding further highlights the importance of implementing passive safety measures and ensuring that adult road users fulfil their responsibilities for child passenger safety (RTSA 2025).

In the Autonomous Province of Vojvodina, child road safety is a particularly important regional issue. Between 2019 and 2024, a total of 2.223 children were injured or killed in traffic accidents, of whom 18 were killed, 260 sustained serious bodily injuries, and 1.945 sustained minor injuries. School zones, pedestrian crossings, and routes used for everyday travel represent critical locations associated with increased risk. In addition to their immediate consequences for life and health, traffic accidents also generate long-term social and economic impacts on families and society as a whole.

Within the European context, substantial differences in child road safety performance can be observed, indicating the decisive influence of infrastructure quality, legislation, and the consistent implementation of road safety policies. Countries that systematically adopt and implement contemporary approaches, such as Vision Zero, tend to record lower child fatality rates. This highlights the importance of comprehensive and sustained road safety policies and confirms that child road safety is a key indicator of the overall effectiveness of the road safety system (Malmström & Tunmarker, 2023; ETSC, 2020, 2022).

The Vision Zero concept represents a contemporary approach founded on the ethical principle that no loss of human life in road traffic is acceptable. Although it is not exclusively focused on children, this concept recognises children as one of the most vulnerable groups of road users and promotes the development of targeted measures to protect them (Government Offices of Sweden, 2016; Rothman et al., 2017). Its implementation requires an integrated approach encompassing improvements to road infrastructure, speed management, the development of a road safety culture, and systematic road safety education (Pedroso, 2018; Belin, 2022; Blackburn et al., 2024).

School zones are of particular importance, as they provide opportunities to implement measures such as appropriate speed limits, physical separation of traffic flows where feasible, and improvements to traffic signs, road markings, and visibility. In addition to infrastructure-related interventions, educational programmes aimed at developing safe road use habits among

children play a significant role. The involvement of parents and local communities in creating a safe traffic environment is equally important (LADOT, 2016; Pedroso, 2018).

Child road safety is influenced by numerous factors, including exposure to traffic, the level of experience, cognitive and perceptual abilities, and road user attitudes and behaviour. These factors highlight the need for a comprehensive approach incorporating education, engineering measures, legislation, and enforcement.

Contemporary approaches to improving child road safety are based on a combination of measures designed both to adapt the traffic environment to children's needs and to equip children with the knowledge and skills required to navigate traffic safely through systematic education. In this context, concepts such as "Safe Routes to School" and Vision Zero provide complementary frameworks for coordinated action involving a range of stakeholders (PADOT, 2016; Pedroso, 2018; Safe Routes to School National Partnership, 2019).

In view of the established national objectives, which envisage the elimination of child fatalities in traffic accidents, particular importance should be attached to assessing the current situation and the potential for implementing the Vision Zero concept in the Autonomous Province of Vojvodina. Strengthening institutional cooperation, implementing evidence-based measures, and continuously monitoring road safety performance can help establish the conditions necessary for safer participation of children in road traffic and progress towards the ultimate goal of zero fatalities.

The subject of this research is the analysis of the potential for applying the Vision Zero concept to improve child road safety, with particular emphasis on the Autonomous Province of Vojvodina. The research encompasses an assessment of the current road safety situation, the identification of key risk factors, and an evaluation of the effectiveness of existing road safety measures.

The aim of this paper is to identify opportunities for improving child road safety through the application of the Vision Zero concept, based on an analysis of available data and relevant theoretical and practical approaches. Particular emphasis is placed on defining effective measures and recommendations that could contribute to reducing the number of children killed or injured in traffic accidents and advancing towards the ultimate goal of zero fatalities.

2. METHODOLOGY

To analyse traffic accident casualties among children aged 0-14 and assess the potential for applying the Vision Zero concept, both qualitative and quantitative research methods were employed.

Data were collected using the following techniques:

- A review of relevant scientific and professional literature, with particular emphasis on studies addressing child road safety and the implementation of the Vision Zero concept;
- Secondary data analysis, based on extracts from the traffic accident database containing information on accidents and their consequences in the Autonomous Province of Vojvodina.

For the purposes of this research, a database was compiled containing all recorded traffic accidents and their consequences in the Republic of Serbia and the Autonomous Province of Vojvodina over the period 2019-2024. Particular attention was given to data on child casualties, classified by road user type, including pedestrians, passengers, and cyclists. The data were systematised and structured to meet the requirements of the research, and the analysis was performed using Microsoft Excel. The analytical procedures included descriptive statistical analysis and an examination of temporal distributions on an annual, monthly, and daily basis.

The aim was to identify patterns in child traffic accident casualties and determine critical periods and conditions associated with an increased risk of traffic accidents.

This methodological framework enables a comprehensive assessment of the problem of child traffic accident casualties and provides a basis for defining effective road safety measures in accordance with the principles of the Vision Zero concept.

3. THEORETICAL FOUNDATIONS AND PREREQUISITES FOR THE IMPLEMENTATION OF THE VISION ZERO CONCEPT, WITH PARTICULAR EMPHASIS ON IMPROVING CHILD ROAD SAFETY

The successful implementation of the Vision Zero concept requires a comprehensive transformation of the road safety system, moving beyond the traditional approach based primarily on individual responsibility towards the design and operation of a safe road transport system. This approach requires the integration of political commitment, institutional capacity, stakeholder engagement, and clearly defined road safety policies.

One of the key prerequisites is establishing a sense of urgency regarding road safety as a public issue. According to analyses conducted by the Organisation for Economic Co-operation and Development (OECD) and the International Transport Forum (ITF), recognising the scale and consequences of traffic accidents represents an initial step towards initiating systemic change. This can be achieved by setting ambitious targets, conducting detailed analyses of traffic accidents, and comparing road safety performance with that of other countries, thereby reinforcing the need for effective action (OECD/ITF, 2020).

The active involvement of stakeholders is another important prerequisite. Road safety policy encompasses a broad range of stakeholders, including national and local authorities, experts, educational institutions, civil society organisations, and the private sector. Building consensus through public awareness campaigns, consultations, and educational activities contributes to a better understanding of the Vision Zero concept and increases public and institutional readiness for its implementation. At the same time, raising public awareness can strengthen societal demand for improvements in road safety (WHO, 2023).

Political commitment is one of the most important factors influencing the successful implementation of Vision Zero. Its application involves substantial changes in legislation, infrastructure planning, and traffic management, all of which require sustained support from decision-makers (OECD/ITF, 2020). Stable institutional arrangements and adequate long-term funding are essential to ensure the continuity and sustainability of road safety measures and strategies.

The World Health Organization (WHO) emphasises that effective implementation requires the establishment of a lead agency responsible for coordinating road safety activities. Such an agency plays a key role in bringing together different stakeholders, developing strategies, and monitoring their implementation (WHO, 2023). In addition, the systematic collection and analysis of traffic accident data are essential for identifying high-risk locations and vulnerable road user groups, including children.

The development of national and regional road safety strategies with clearly defined objectives and performance indicators provides a foundation for coordinated action. These strategic documents enable progress to be monitored and interventions to be adjusted in response to the results achieved. At the same time, the appropriate allocation of financial and human resources is a fundamental prerequisite for implementing even the most carefully designed policies (Malmström & Tunmarker, 2023; Transport for NSW, 2026).

The practical implementation of Vision Zero also requires specific interventions, including infrastructure improvements, speed management, the adoption of advanced vehicle safety

technologies, enhanced traffic law enforcement, and continuous road safety education. Particular emphasis should be placed on protecting vulnerable road users, especially children, by adapting the traffic environment to their needs and promoting a strong road safety culture.

Institutional capacity and international cooperation also play an important role. The exchange of knowledge, experience, and good practices with other countries and organisations can support more effective implementation of the Vision Zero concept and contribute to the continuous improvement of national road safety policies.

Research conducted by May (2012) identifies additional dimensions that influence successful policy implementation, including clearly defined objectives, the selection of appropriate policy instruments, the recognition of implementation constraints, and effective decision-making mechanisms. Constraints such as insufficient resources, institutional weaknesses, and inadequate coordination can significantly impede implementation. Their timely identification and systematic management are therefore essential.

Overall, the implementation of the Vision Zero concept requires an integrated and coordinated approach that combines political commitment, institutional effectiveness, stakeholder engagement, and evidence-based interventions. Meeting these prerequisites can support the long-term objective of eliminating fatalities and serious injuries in road traffic, with particular emphasis on protecting children as one of the most vulnerable groups of road users.

4. VISION ZERO AND CHILD ROAD SAFETY: THE CASE OF THE AUTONOMOUS PROVINCE OF VOJVODINA

4.1. The road safety protection system in the Autonomous Province of Vojvodina

In the Republic of Serbia, the regulatory framework for road safety is established by the Law on Road Traffic Safety, the Road Safety Strategy, and its accompanying Action Plan. Although this framework provides a foundation for improving road safety, the systematic implementation of Vision Zero principles, particularly regarding child protection, remains insufficiently developed and lacks a fully coordinated approach.

The road safety protection system in the Autonomous Province of Vojvodina comprises diverse stakeholders operating at provincial and local levels. Its effectiveness depends on institutional coordination, cooperation, and a clear allocation of responsibilities.

Representative bodies define strategic priorities and provide the institutional and financial conditions necessary for implementing road safety measures. They also support the efficient allocation of resources and the integration of road safety into broader socioeconomic development.

Road safety coordination bodies harmonise the activities of stakeholders, strengthen inter-institutional cooperation, monitor road safety performance, and support the development of strategies and evidence-based recommendations. They also facilitate cooperation between institutional and non-institutional stakeholders.

Executive authorities implement road safety policies through traffic management, infrastructure development and maintenance, and targeted safety interventions. Their responsibilities include adapting transport planning and management to the needs of vulnerable road users, particularly children, pedestrians, and cyclists.

Educational institutions promote road safety education and safe behaviour from an early age while contributing to the training of qualified professionals involved in road safety management and the implementation of safety measures.

The business sector contributes through infrastructure development, technological innovation, financial support, and the implementation of intelligent transport systems. Transport

operators and infrastructure companies have a particularly important role, while businesses can also promote safe behaviour through employee education.

Judicial authorities ensure the consistent application of legislation and the appropriate sanctioning of unsafe road user behaviour, thereby supporting enforcement, prevention, and public confidence in the institutional framework.

Healthcare institutions contribute to injury prevention, emergency medical response, treatment, and rehabilitation. They also support public awareness initiatives and cooperation with other stakeholders to improve safety interventions and post-accident care.

Non-governmental organisations contribute through advocacy, research, public awareness campaigns, and initiatives aimed at influencing public opinion and encouraging behavioural change and wider community engagement.

Other societal stakeholders, including families, the media, and private-sector organisations, also support the road safety system. Families play a fundamental role in shaping children's road safety knowledge and behaviour, while the media promote responsible road use through accurate reporting and targeted awareness campaigns. Private-sector organisations can support the implementation of road safety measures and encourage a culture of safe road use.

The coordinated action of all these stakeholders is essential for establishing a comprehensive road safety protection system aligned with Vision Zero. In the context of child road safety, this requires sustained institutional commitment, effective cooperation, evidence-based interventions, and the systematic prioritisation of children's safety in transport planning and management, with the ultimate aim of preventing traffic accident fatalities and serious injuries.

4.2. Analysis of child traffic accident casualties in the Autonomous Province of Vojvodina

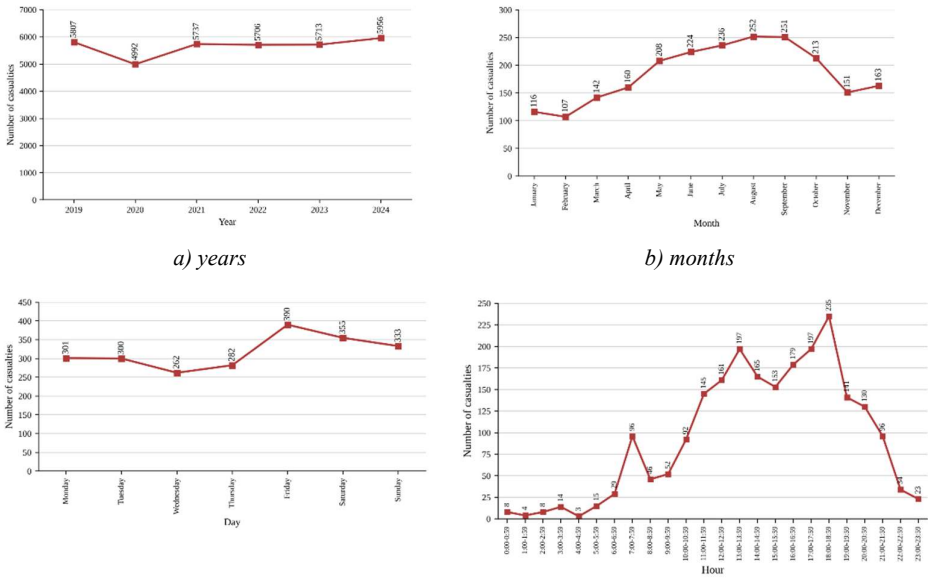
During the analysed period (2019–2024), a total of 2.223 children were killed or injured in traffic accidents in the Autonomous Province of Vojvodina, corresponding to an average of approximately 370 child casualties per year. Of the total number of child casualties, 18 children were killed (0,8%), 260 sustained serious injuries (11,7%), and 1.945 sustained minor injuries (87,5%).

4.2.1. Temporal distribution of child traffic accident casualties

The monthly distribution of child traffic accident casualties throughout the year reveals several distinct patterns. First, a gradual increase is observed from January to April, with the number of child casualties rising from 116 to 160. This is followed by a more pronounced increase between April and August, when the number rises from 160 to 252. Subsequently, a substantial decline occurs between September and November, with the number of casualties decreasing from 251 in September to 151 in November. A slight increase is then observed between November and December, when the number rises from 151 to 163 (Figure 1b).

The total number of casualties among children by day of the week can be divided into two periods: Monday to Thursday, with around 300 casualties over the course of the week, and Friday to Sunday, showing a declining trend from 390 (Friday) to 333 child casualties (Sunday) (Figure 1c).

The hourly distribution of child traffic accident casualties shows a marked increase following the period from 00:00 to 05:59. The first peak periods occur between 07:00 and 07:59 and between 10:00 and 10:59, when the number of child casualties reaches 96 and 92, respectively. The number then increases towards a further peak between 13:00 and 13:59, reaching 197 casualties. The highest number is recorded between 18:00 and 18:59, with 235 child casualties. Following this peak, the number of child casualties declines towards the end of the day (Figure 1d).



a) years *b) months*

c) days *d) hours*

Fig 1. Temporal distribution of traffic accident casualties aged 14 and under in the Autonomous Province of Vojvodina, 2019–2024.

4.2.2. Distribution of child traffic accident casualties by road user category and gender

In terms of road user category, children are most frequently injured or killed as passengers (1.320, or 60,2%), followed by pedestrians (502, or 22,9%) and cyclists (370, or 16,9%) (Figure 2).

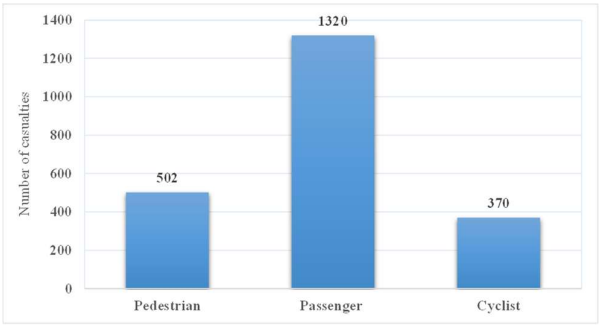


Fig. 2. Distribution of traffic accident casualties aged 14 and under by road user category, Autonomous Province of Vojvodina, 2019–2024.

In terms of gender, boys account for a larger proportion of child traffic accident casualties (1.222, or 54,9%), while 1.001 girls were killed or injured (45,1%) (Figure 3).

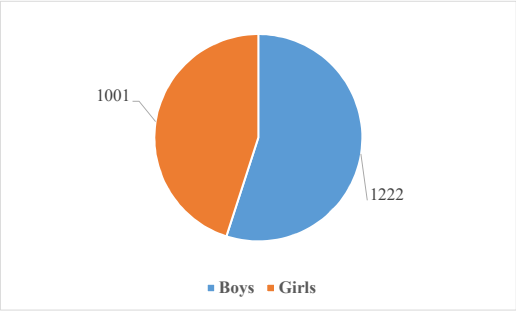


Fig. 3. Distribution of traffic accident casualties aged 14 and under by gender, Autonomous Province of Vojvodina, 2019–2024.

4.2.3. Distribution of child traffic accident casualties by specific location

For 1.668 child traffic accident casualties, no specific location was recorded. Among the recorded specific locations, the following can be identified (Figure 4):

- Pedestrian crossing: 230 (10,3%);
- Road bend: 98 (4,4%);
- School zone: 73 (3,3%);
- Sidewalk: 51 (2,3%);
- Cycle path: 29 (1,3%).

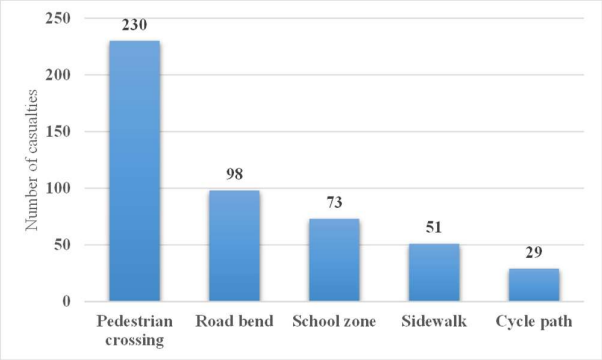


Fig. 4. Distribution of traffic accident casualties aged 14 and under by specific location, Autonomous Province of Vojvodina, 2019–2024.

5. DISCUSSION

The launch of a child-focused Vision Zero programme may be initiated by the competent institutions or local government authorities in response to a recognised need to improve the protection of the most vulnerable road users (Bajwa, 2025). Regardless of how the initiative originates, a key prerequisite is the appointment of a programme coordinator, who takes the lead in organising activities and establishing a multidisciplinary working group.

The programme coordinator, who should have expertise in road safety, urban planning, or public health, is responsible, together with the working group, for analysing the existing situation

and defining measures to improve child road safety. The working group should include representatives from relevant sectors, including transport, the police, education, and healthcare. The involvement of communication and education specialists is also desirable to ensure a comprehensive approach.

The development of a Vision Zero programme involves several key steps. The first is to understand the fundamental principles of the Vision Zero concept and the Safe System Approach, which is based on the premise that the road transport system must be designed so that human errors do not result in fatalities or serious injuries. In the context of children, this requires adapting the road environment to their developmental characteristics and limited ability to assess risks.

The second step involves analysing the existing situation and defining programme objectives. This includes evaluating current initiatives, infrastructure solutions, and measures relating to school zones, pedestrian routes, and child safety. It is particularly important to identify potential partners and assess the level of interest among the local community, educational institutions, and parents in participating in the programme.

The third step involves securing institutional support by submitting the proposed programme to the competent local government authorities. The proposal should include an assessment of the current situation, clearly defined objectives, proposed measures, required resources, and an implementation timeline. The aim is to secure political and financial support and establish a foundation for the programme's further development and implementation.

Depending on the complexity and scope of the planned activities, local government authorities may also engage external experts to conduct detailed analyses and develop action plans. Overall, the effective organisation of a Vision Zero programme requires coordinated action among institutions, a clear allocation of responsibilities, and continuous monitoring of results, with the ultimate goal of improving child road safety.

6. CONCLUSION

Vision Zero represents a transformative framework for improving child road safety. It emphasises that children's developmental, cognitive, and physical vulnerabilities are systemic characteristics that require adaptation of the road environment rather than reliance solely on individual corrective measures. Its ethical premise, based on the principle that no loss of life or serious injury is acceptable, establishes a clear moral standard that is particularly important for protecting the most vulnerable road users.

The empirical analysis of child traffic accident casualties in the Autonomous Province of Vojvodina during the period 2019–2024 confirms the systemic nature of this problem. A total of 2,223 child casualties were recorded, with pronounced seasonal and daily patterns associated with children's travel behaviour, a high proportion of pedestrians and cyclists (39.8%), and a spatial concentration of casualties at pedestrian crossings and in school zones. These findings are not random occurrences but reflect predictable outcomes of a road environment that is insufficiently adapted to children's developmental characteristics.

The successful implementation of the Vision Zero concept requires strong political commitment, effective inter-institutional coordination within the road safety system of the Autonomous Province of Vojvodina, continuous collection and analysis of traffic accident data, evidence-based infrastructure interventions, and long-term campaigns aimed at fostering a culture of safe behaviour. In this way, Vision Zero provides both an ethical and a practical framework for improving child road safety at all levels of society.

Establishing the Vision Zero concept at the level of the Autonomous Province of Vojvodina is particularly important, as it provides a strong institutional and strategic framework for

mobilising and engaging local communities in the road safety system. The concept offers clear guidance and a foundation for developing local programmes and measures tailored to the specific characteristics of each community, with the aim of improving child road safety. Its implementation promotes cooperation among local government authorities, educational institutions, road safety professionals, and the wider community, enabling a comprehensive and coordinated approach to addressing child traffic accident casualties. In this way, Vision Zero represents not merely a strategic document but also a practical mechanism for initiating concrete actions and fostering long-term improvements in road safety culture at the local level.

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