
UNITED NATIONS CONFERENCE ON ROAD AND MOTOR TRANSPORT

Geneva

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Item 4 of the Provisional Agenda

WORKING PAPER I: DRAFT PROVISIONS FOR INSERTION
IN A CONVENTION ON ROAD AND MOTOR TRANSPORT
PREPARED BY THE SUB-COMMITTEE ON ROAD TRANSPORT
OF THE INLAND TRANSPORT COMMITTEE OF THE ECONOMIC
COMMISSION FOR EUROPE (Document E/CONF.8/3)

Proposals submitted by the Government of Israel

The Secretary-General has received the following
communication from the Government of Israel:

STATE OF ISRAEL

MINISTRY OF COMMUNICATIONS
Controller of Road Transport
July, 1949.

Comments on working paper I.

Article 7: Direction of Traffic

Sub-para 2.

The rule given in the sentence regarding roads with more than two lanes is not sufficiently clear. The driver of a fast vehicle may be tempted to cross from lane to lane, e.g. after having overtaken a slow moving vehicle.

Instead, it is suggested to adopt the principles of Section 71, Act V, Uniform Act Regulating Traffic on Highways, Public Road Administration, Government of USA.

- a) A vehicle shall be driven as nearly as practicable entirely within a single lane and shall not be moved from such lane until the driver has first ascertained that such movement can be made with safety.
- b) Upon a roadway which is divided into three lanes a vehicle shall not be driven in the center lane except when overtaking and passing another vehicle where the roadway is clearly visible and such center lane is clear of traffic within a safe distance, or in preparation for a left turn or where such center lane is at the time allocated exclusively to traffic moving in the direction the vehicle is proceeding and is signposted to give notice of such allocation.
- c) Official signs may be erected directing slow-moving traffic to use a designated lane or designating those lanes to be used by traffic moving in a particular direction regardless of the center of the roadway and drivers of vehicles shall obey the directions of every such sign.

Article 5: Speed

We think it useful to add a remark about general speed regulations which may be in force in one or the other of the Contracting States, e.g. In Israel there are regulations fixing different general speed limits for built-up and open areas, as well as for the various classes of vehicles. Built-up areas (where speed

/restrictions

restrictions are in force) are marked by a circular sign showing the silhouette of a small house on a white field, like II, A.1. and the end of the built up area by the sign II, A.15. In addition thereto, speed restriction zones will shortly be established on the highways, by road sign II, A.14.

Although some extract of Traffic Regulations will be handed to foreign drivers entering a country a general hint that attention should be paid to such regulations should be added to this article.

Article 10: Road Intersections and Level Crossings.

Sub-para 3. (See our remarks re annex 3)

Article 11: Stopping and Waiting

We are of the opinion that there are three distinctive actions that should come under this heading:

- a) "Stopping" (Other than by reason of traffic congestion or before signs and signals) means the time required for picking up or setting down passengers.
- b) "Waiting" means the time required for taking on and putting off passengers and for loading and/or unloading of merchandise, e.g. when a taxi-driver is waiting for a passenger who has left the vehicle for a limited period - (period of time generally not exceeding twenty to thirty minutes.)
- c) "Parking" - the term used for a vehicle left unattended or for a vehicle being stationary for more than twenty to thirty minutes.

In the event of these distinctions being accepted, definite regulations should be published accordingly. "No stopping" regulations would then cover all three conceptions, i.e. "waiting" and "parking", whereas the "no-waiting" rule would allow "stopping" but not "waiting" and "parking", and "no-parking" rules would forbid "parking" only.

"Stopping" should, in our opinion, be prohibited within 12 metres (minimum) from any corner, pedestrian crossing, stop line (or sign), traffic island, safety zone, before and after a bus stop or fire hydrant, at an intersection, at or near a bend of road or the crest of a hill, and at or near a bridge or tunnel (underpass).

/"Waiting"

"Waiting" and "Parking" restrictions are to be marked by the proper road signs. (See our remarks to II, A.18).

Article 13: Lights.

We consider it imperative to introduce more "anti-dazzling" regulations. (See Annex 3 - II, Operational Conditions, 2. Lighting). The new "anti-dazzling" rules in this country are given hereunder:

1. The driver of a motor vehicle shall not use his "big" (driving) lights within the boundaries of a municipal area, except in cases where the roads are not lit up, and if there is no danger of blinding others.
2. The driver of a motor vehicle shall dim his lights to avoid blinding the driver of an oncoming vehicle, and shall keep them dimmed until the oncoming vehicle has passed. He shall, as well, keep his lights dimmed when stopping his vehicle at an intersection or a level-crossing.

In addition we are considering the introduction of a regulation, requiring every vehicle to be equipped with an arrangement to lower head-light beams in order to avoid dazzling.

Annex 3. Part II. Priority of Passage.

A driver approaching an intersection will be able to realise more easily the position of others in relation to himself than his own position in relation to others.

We suggest, therefore, the wording as follows: "A driver approaching an intersection of roads, neither of which enjoys priority over the other, shall yield the right of way to the vehicle approaching the intersection from the right in countries where the direction of traffic is on the right, or the vehicle approaching from the left, in countries where the direction of traffic is on the left".

In our opinion, this is the right place for laying down the priority of emergency vehicles, e.g. that of fire-engines, ambulances, police cars, etc.

Part III. Provisions applicable to Cycle Traffic.

In sub-para 2, a rule should be inserted prohibiting the carrying of a second person on a bicycle not especially constructed for such use.

The wording of sub-para 3 may be interpreted in a way that it is the responsibility of drivers not to tow cyclists. Since, however, in most cases, the drivers are not even aware of the fact that cyclists are hanging on to their vehicles, we suggest the following alternation in the wording:

"Cyclists must not hang on to any motor vehicle".

CHAPTER II - Signs and Signals.

Article 4 - Colours.

Sub-para 2.

In our opinion the sign II A.15 shall always be used to mark the end of a **restricted** zone, i.e. not only in the case of speed restrictions (II, A.14), but also in the case of II, A.3, 4, 5, 6, 7, 8, 9, 10, 11, 12 and 13.

Article 17: Road Works

Being aware of the special hazards caused by repairs on the road to the vehicular traffic as well as to the workers engaged in the repair work, and taking into account, further, the fact that the shoulder or part of the carriageway may be unpassable during the repair work, and that this sign is to be used temporarily only - we suggest:

The sign I.15 be combined with a trestle about 1 m. long and 1 m. high, painted in white and red stripes. The sign will be fastened on to the trestle. It will be preceded by the general danger sign in accordance with the 1931 Convention (Sign I, 21a of the draft proposal) with a mark of exclamation.

Article 19: Pedestrian Crossing.

Article 21: Children.

We do not agree to the inclusion of this sign in the category of "Danger Signs". In our opinion, "Danger Signs" should include only signs warning the driver against the dangers to himself and his vehicle. In the case of "Pedestrian Crossing" and "Children" there is no practical danger to the vehicular traffic, but danger is caused to the pedestrians by the vehicular traffic. Signs warning drivers of the approach to a pedestrian crossing or a place frequented by children, should therefore have the meaning of calling

on the drivers to drive with special care. Besides, the "Pedestrian Crossing" and "Children" signs should serve simultaneously as indicative signs to mark the place of a crossing for pedestrians etc. In this respect, too, the 1931 convention sign (Table III, 2 - sign recommending caution) seems to us to be preferable, with the provision that the white triangle of this sign should be used for specifying its meaning, either by using the symbols of 1, 17 and 19 of the Draft Proposal, or by clear lettering.

For the sake of clarity, we should like to state, that the sign "Beware of Animals" does belong to the category of "danger signs" as unaccompanied animals do constitute a definite hazard to vehicular traffic.

Article 23:

As mentioned above (see remarks to article 17) we are definitely in favour of a general danger sign, which may be used with an explanatory sign-board or as a "preceding sign" in case of need.

Class II - Signs giving definite instructions.

Article 27: Traffic Prohibitions

(c) We agree to the need of a sign indicating the direction prohibited.

We would, however, prefer the use of sign II B.1 which should be taken to mean that any movement other than the one or the ones indicated on the sign, is prohibited. The question may arise whether this sign should be included in class II B or in II A.

(d) "Overtaking Prohibited"

The inclusion of this new sign is very much appreciated. We would however, like to suggest that along the stretch of the road this sign is referring to, a centre line should be marked on the road indicating the area to which traffic is confined.

Article 28 (d):

This sign seems to us a duplicate of sign II, A.12.

Article 29 (d):

It seems to us that this sign is purely theoretical. A driver, generally, knows the total laden weight of his vehicle, but in exceptional cases only will he know his maximum axle load.

(7) "End of speed limit"

Our remarks to article 4 of Annex 4 sub-para 2.

Article 30: Stopping at intersections.

We are rather doubtful about the proposed sign II, A.16. Our main objections is, that the shape of this sign is not distinctive enough. In our opinion there are two possibilities:

1. To use the sign "Priority - Road Ahead" - 1,22 - with a modification, e.g. with a yellow background to the space within the triangle with the word "stop" written thereon. This arrangement will have the advantage of indicating to the driver, by the very shape of the sign, that he is approaching an intersection where he has to give the right of way to the traffic on the road he is approaching. He will automatically slow down, and, when reaching the sign, stop. Actually, there is only a slight difference between slowing down, being prepared to stop, and the actual act of stopping. The disadvantage of the above proposal is that a "definite instruction" is being given on a sign belonging to the "Danger Sign" class.
2. Our alternative proposal is to give the "stop" sign a shape distinctive from all other signs. In this case the octagonal shape of the "stop" sign used in the U.S. (see Manual on Uniform Traffic Control Devices for Streets and Highways" - Public Roads Administration - Washington, D.C. - August 1948, Section 28, P.18) is, in our opinion, the most appropriate one. Whether this sign should have a yellow background, as in the U.S. - or a white one with a red border - is a different question.

Article 32: Restricted Waiting

With reference to our remarks to Article 11 of the general Provisions we suggest the following procedure:

1. "No stopping" areas should be marked by curb-markings of a solid yellow colour covering the face and top of the curb.
2. "No waiting" areas should be indicated by the sign LL, A.18 as proposed in the draft proposals.
3. "No parking" areas should be indicated by a sign similar to II, A.3, the letter "P" (or another one according to the language, with the letter "P" in addition) crossed out by a red bar.

Regulations should be added making it perfectly clear as to which area the signs refer, for instance:

If two signs are erected between two intersections, the restrictions apply to the area between the two signs, or - using arrows fixed to the pole of the sign, indicating the direction to which the restriction applies: Generally, we are of the opinion that the signs are to be erected in a right angle to the direction of traffic and not parallel thereto.

II. B Mandatory Signs.

Article 33: General

Regarding a) "Direction to be followed" (II, B.1) see our remarks to Article 27.

Article 36: "Hospitals"

With reference to our remarks to articles 19 and 21 "Pedestrian Crossings" and "Children", we suggest to use sign 2 - Table III of the 1951 Convention, and to insert within the white triangle a symbol or word indicating what the special attention of the driver is being called to: "Pedestrian Crossing", "Children", "Hospital", "Place of Worship" etc.

Article 37: Auxiliary Service Posts

a) First Aid Station (III A.4 - 5)

In Israel, a red "Shield of David", the symbol of the Israeli First Aid Association (equivalent to the Red Cross) will be used.

Regarding the First Aid Station Signs proper illumination (not only reflectorization) should be obligatory.

Article 38: Priority Roads

While agreeing in principle to the proposed sign, we should like to raise some questions related thereto.

- a. We do not think it desirable to use this sign along major highways outside built-up areas. The sign should, in our opinion, be used within built-up areas only.
- b. Assuming the above to be the very purpose of the suggested sign, we further assume that the major roads will also be "main" roads bearing a heavy burden of traffic. Going one step further, it

may be appropriate to prohibit certain manoeuvres on these main roads, e.g. turning round in one circle or turning with reversing.

- c. The above leads us to the suggestion that on these roads, turning round - with or without reversing, should be prohibited, save in the case of dual carriageways, each of which having a minimum width of 7.50 m. and a median strip of a minimum width of 10 m. in other words, if there is enough space for turning vehicles to wait for the accomplishment of the turn without interfering with the traffic in either direction.
- d. In case of agreement, the sign III, A.3, would not only indicate the priority but also the prohibition of such turning manoeuvres, as outlined above.

III. C. Advance, Direction, Location and Identification Signs.

Article 40: Advance Direction Signs

It is suggested to indicate on these signs the route identification numbers or letters, if any, at the foot of the original route and beside the arrow heads of the branching off directions.

Article 41: Place Signs

It is suggested that the backside of this sign bear the name of the next major place and the distance - seen in the direction of traffic.

Part III

Signals to be made by Traffic Police

Article 49: Signals

We are of the opinion that the signals given by the Police should correspond with those of traffic lights. Experience has proved the expediency of the "Amber" period between "Green" and "Red", as an immediate change from "Green" to "Red" may cause difficulties and even accidents.

If traffic police are engaged in point duty and directing traffic by giving free flow to one road and at the same time and by the same signal - signals B, C, - closing the traffic on the intersecting road, then an intermediate signal is necessary before changing the directions. According to a system used in some European countries, and now being adopted in our country, this intermediate signal should be given by the police officer raising one arm. This signal has the same purpose and meaning as the "amber" light.

/Article 50:

Article 50: Traffic Light Signals

We suggest some additions:

- a) "red": Vehicles have to be stopped at stop lines or before pedestrian crossings.
- b) "green": Vehicles wishing to turn left (in countries where the direction of traffic is to the right) or right (in countries where the direction of traffic is to the left), but prevented from doing so by oncoming traffic, shall wait and complete the turn within the "amber" period.

CHAPTER IV -Provisions applicable to motor vehicles and tractors in international traffic.

Article 17: Registration Number.

In our opinion, every motor vehicle should carry its registration number both at the front and rear.

In the case of a motor vehicle drawing one or more trailers, each trailer should carry its own registration number on a number plate permanently fixed to the rear of the trailer.

We further suggest that the registration number of the drawing vehicle should be shown on the rear of the last trailer. This suggestion is based on the fact that a trailer may be drawn by various motor vehicles. The trailer registration number, would, therefore, in the case of an accident or violation of the law not suffice for identification of the driver involved.

CHAPTER VII

Provisions applicable to cycles in international traffic.

Article 24: Annex 14.

Owing to the special vulnerability of cycles, we suggest the insertion of an additional rule demanding that cycles be equipped with a red light or a reflector on the rear mudguard, which should be painted white.

Annex 3.

Technical Conditions concerning the Equipment of Motor Vehicles
and Trailers.

Generally speaking, we have no comments to make to the draft proposals, which on the whole, conform to the standards internationally accepted. However, there are two items regarding which we should like to make some suggestions:

Lighting

1. In some countries, motor vehicles, when drawing a trailer, are obliged to carry on the top of the driver's cabin a yellow triangle which is to be lit at night. It is no doubt highly desirable that vehicles approaching other vehicles drawing a trailer be aware of this fact.
2. We are definitely in favour of the compulsory introduction of direction indicators. If stop lights are required in sub-para (1) instead of the hand-signal still common in some countries, then the hand signals for turning movements, which are often incomprehensible, should be substituted by mechanical devices.

This applies even more to countries where motor vehicles have both left or right hand steering drive. The experience in the continental countries speaks without any doubt in favour of mechanical direction indicators (which may have the form of flashes in amber).

To back our opinion, we should like to quote here the well-known so-called "Alness Report" (Report by the Select Committee of the House of Lords on the Prevention of Road Accidents) London, H.M. Stationery Office, 1939.

Section 63 of this Report reads as follows:

"The Committee are of the opinion that in an emergency it is often dangerous for a driver to remove his hand from the wheel in order to extend his arm by way of warning. The use of "stop" lights and direction indicators on motor vehicles should be made a legal and sufficient signal without the necessity of extending the driver's arm. The indicators referred to should be properly placed, and should be visible from behind".

The Committee on Road Safety with the Ministry of Transport of the United Kingdom accepted the above principle. We quote from para 255 of the Final Report of the Committee on Road Safety, London, H.M. Stationary Office 1947.

"..... It is not, of course, practicable to ascertain how many accidents have been prevented by the use of direction indicators and "stop" lights, or by other devices The extent to which direction indicators and "stop" lights have become standard fittings on motor cars, is however, convincing evidence of their usefulness ... and we recommend that the fitting of direction indicators and "stop" lights on motor vehicles should be made compulsory"

3. The driver should be able to ascertain from his seat whether his lamps are burning, and also to verify the position of his direction indicators.
