

“Cowardice asks the question – Is it safe? Expedience asks the question – Is it politic? Vanity asks the question – Is it popular? But conscience asks the question – Is it right? And there comes a time when one must take the position that is neither safe, nor politic, nor popular, but one must take it because it is right.”

– Martin Luther King,
Nobel Peace Prize Laureate, 1964

“All multilateral development banks (MDB’s) are committed to taking a leading role to address what is becoming one of the most significant public health development priorities of the early 21st century.”

– Jamal Saghir,
Director of Energy, Transport, and Water,
The World Bank

Chapter VIII. The Task Ahead: Operationalizing an Effective Response in ECA

1. Framework for action: World Bank future engagement on road safety

Drawing from lessons worldwide, the following key considerations have been offered to guide World Bank efforts on road safety, working in partnership with governments, international agencies, private sector entities, and civil society organizations (Saghir 2009):

- The scale of the public health crisis from road traffic fatalities in low- and middle- income countries (LMICs) is unacceptable.
- Commitment is needed to implementing road safety measures that are: (a) *sustainable*, which requires proper sequencing and a long-term commitment that is systematic and at scale; (b) *integrated*, which requires multisectoral and multidisciplinary engagement to focus on the varied, related dimensions of the phenomenon: urbanization, increasing wealth, demographic maturation, poor behaviors, insufficient (sometimes corrupted) resources, human frailty, and perhaps a host of other variables; and (c) *inclusive*, which takes into account country development objectives and recognizes that the poor and those thrust into poverty by road crashes have rights that deserve protection.

- Safe, clean, and affordable transport for development needs to be prioritized.
- Knowledge transfer and the scale-up of road safety engagement and investments need to be accelerated.

2. Options to support ECA countries in improving road safety

The World Bank, working with other international partners, could support ECA governments in the selection, design, and implementation of safe system programs to reduce road crash fatalities during 2010–16. It should also be clear, as noted, that some ECA countries, as members of the EU, have the opportunity to deal with the RTI challenge through that membership. And, since the opportunity it affords may be different from that of non-EU ECA countries, the support that could be provided by the World Bank should follow a tailored approach.

On the basis of priorities set by ECA governments and taking into account the individual circumstances of each country, the World Bank could structure an assistance program that takes into account evidence-based, cost-effective approaches and international best practices, evi-

dence from modeling exercises based on assumptions and extrapolation of the impact of different interventions for improving road safety, and available economic evidence on the basis of which to advocate for greater investment in certain road safety initiatives. Following the recently-issued guidelines for implementing the recommendations of the World Report (Bliss and Breen 2009), programs could concentrate on the following areas:

A. Capacity review. A safety management capacity review is a vital first step in the process of a country taking the necessary actions to tailor the World Report recommendations to its unique circumstances, and in determining its readiness to commit to the steps needed to improve its road safety outcomes. It also serves to identify related institutional responsibilities and accountabilities and provides a platform to reach an official consensus on country capacity weaknesses and how best to overcome them.

B. Role of lead agency. The World Report highlights the fundamental role of the lead agency in ensuring the effective and efficient functioning of the road safety management system. Responsible and accountable road safety leadership at country, state, provincial and city levels is vital to success. In the absence of such leadership with a sustained focus on results, improvements, for example, in program coordination, decentralization and promotion will often be elusive and unsustainable. Likewise, action plans prepared without a designated agency mandated to lead their implementation and a realistic and sustainable funding base are likely to remain paper plans and make no positive impact on results.

C. Staged investment. Countries wishing to improve their road safety performance must be well organized to manage the achievement of improved results in a systematic way. Institutional management functions must take the highest priority as they are the foundation on which road safety management systems are built: they produce the interventions that achieve the desired results. In practice, the process of institutional strengthening must be staged. During the formative stages emphasis must be put on improving the focus on results and related inter-agency coordination. As these institutional management functions become more effective the remaining management functions are in turn strengthened.

D. Learning by doing. Sustained long-term investment is the key to improving country road safety results. This requires staged investments that address revealed capacity weaknesses by first building core capacity to achieve targeted safety outcomes, then scaling up investment to accelerate this capacity strengthening and the achievement of improved results across the national road network. Building upon the findings of the country capacity review, investments must be grounded in a learning by doing process, with sufficient targeted investment to overcome the barriers presented by weak institutional capacity.

One way to operationalize this approach will be to support the design and implementation of demonstration projects which aim to anchor country capacity building efforts in systematic, measurable and accountable investment programs that simultaneously build management capacity while rapidly achieving safety improvements in targeted high-risk corridors and areas.

These demonstration projects could be located in distinct geographic areas where road safety issues vary in nature: (i) in a densely populated urban area within a major city, for example, Baku, Kiev, Moscow, St. Petersburg, and Tbilisi; and (ii) along a high-speed and highly trafficked highway, for example, Moscow-St. Petersburg, or any other with a high rate of road crashes. Particular attention could be devoted to exploring links and synergies with transport policy options to mitigate the effects of climate change through reduced greenhouse gas emissions, since such attention garners additional support for policies to reduce speeding and a modal shift toward safer, cleaner transport modes. In addition, this is an important area for synergy with other health policies and programs, and with other international agencies and donors.

The objective of the demonstration projects would be to: (i) field-test a road safety improvement strategy that implements a combination of preventive safety engineering measures and adoption of legal and regulatory measures to reduce urban speed limits to 50 km/h; and (ii) encourage local authorities to impose 30 km/h limits in highly populated areas and to strictly enforce key safety behaviors concerning speed, seatbelts, and alcohol, supported by high-

intensity public education campaigns and strengthened emergency medical care services. Combined with the development of lead agency capacity to operate a continuous, detailed monitoring and evaluation system, the demonstration project would generate benchmark performance measures. This would allow successful interventions to be extended to the rest of the country within a reasonable time frame, for example, five years. In some countries, this effort would also require a clearer distinction of what is

possible at local, regional, and national levels and the respective responsibilities and related policy options and interventions, particularly since the World Bank is starting to work at the subnational level.

3. Building blocks

A list of building blocks that could be used for structuring safe system programs supported by the World Bank is presented in Table 10.

Table 10: Building Blocks for the Implementation of an Effective Road Safety Program

Area of intervention	Investments and actions
1. <i>Institutional capacity building.</i>	<p>Technical assistance and related investments for the establishment, organization and strengthening of management and operational capacity of a lead agency for road safety, resourcing it adequately, and making it publicly accountable.</p> <p>Training programs for policymakers, executive managers, road engineers, health practitioners, traffic police officers, and other officials involved in management and design of road safety programs and implementation of road safety programs.</p>
2. <i>National road safety policies, strategies, plans, and organizational and coordination arrangements.</i>	Technical assistance for developing/updating the legislative framework, policies, strategies and plans with targets to halve RTI fatality rates by 2020.
3. <i>Road environment: support of interventions to create a safer road environment.</i>	Infrastructure investments to improve safety in demonstration road corridors and beyond, such as guardrails, signaling and marking, and reengineering of most critical crossroads in selected urban areas. Technical assistance for undertaking network safety rating surveys and road safety audits and inspections.
4. <i>Road safety enforcement: equipment and training traffic police to deter risky behavior.</i>	Acquisition of radar equipment, speed cameras, and breath analyzers combined with roadside checks to control and monitor speed, alcohol, and seatbelt use.
5. <i>Public information and education campaigns and programs on road safety.</i>	Technical assistance and funding for the development of public information, education and communication programs to support the enforcement of laws and regulations for speed-control, use of seatbelts, and deterring drinking and driving.
6. <i>Support for improvements of health promotion and prevention programs, emergency medical services, and rehabilitation services.</i>	As part of health system reforms and modernization efforts, technical assistance for strengthening public health programs, national and regional road safety strategies and organizational arrangements for first aid emergency responses; funding for procurement of ambulances, medical equipment and other inputs; training of medical personnel on basic and advanced life support systems; communication systems investments, including centralized dispatchers and global positioning systems (GPSs); and technical assistance and investments for developing/strengthening of trauma centers, safe blood transfusion services, and rehabilitation programs.
7. <i>Monitoring and evaluation.</i>	Investments for development of computerized information systems to support data collection, assessment and sharing of information for decision-making and program management across sectors.

4. Partnership arrangements with international agencies at the country, regional, and global levels

The World Bank could bring the best international approaches to road safety improvement to work alongside ECA peers. In particular, partnership arrangements in ECA could be established with the International Road Assessment Program (iRAP) to address engineering safety issues, and with RoadPOL to offer peer-to-peer services to traffic police in countries where the World Bank works. In the case of RoadPOL, a law enforcement advisory panel of international police leaders of the highest rank has been established as its governing body. The World Bank-developed RoadPOL model could be piloted as part of World Bank support in a selected major road corridor in ECA. A pilot could engage best practice road-policing support, with iRAP providing best practice safety engineering services. Similar capacity-building initiatives in the area of data development, working with the International Road Traffic Accident Database Group, could also be supported.

The World Bank could establish partnerships with and mobilize the technical cooperation of other specialized agencies, such as the World Health Organization (WHO), to contribute to capacity building to complement other initiatives to improve road safety. Developing institutional and technical capacity by working with concerned policymakers and practitioners from multiple sectors is essential in taking concerted action, and will achieve synergies with other initiatives. Ample evidence demonstrating the cost-effectiveness of interventions should be disseminated to help create a culture of safety among key road safety practitioners and policymakers. WHO, for example, could provide training to promote traffic injury prevention using curriculums already available in Russian (WHO's TEACH-VIP (WHO 2007b) and the *Road Traffic Injury Prevention: Training Manual* (WHO 2000)). Executive managers, road engineers, policymakers, health professionals, and police are among those who could be trained. Information systems are essential to monitoring the success of the program. WHO may be able to contribute to ensuring the sound development of health information systems for monitoring, using the WHO guidelines for injury surveillance (WHO 2001). Also, WHO could support the develop-

ment of increased capacity to improve emergency trauma services and train health personnel to improve pre-hospital and emergency trauma care (WHO 2004b, 2005, 2009b).

5. Implementing arrangements

Given the multisectoral nature of the road safety effort (Table 11), the proposed support by the World Bank in ECA would need to mobilize the involvement of different government agencies, private sector entities, and civil society organizations under the overall coordination of a lead agency. *Similarly, World Bank teams would need to include staff from different disciplines and sectors.*

6. Choice of Instruments

Taking into consideration the medium-long term time-frame required to improve road-safety, ECA governments could use an Adaptable Program Lending (APL) instrument. It provides a sequence of well-targeted investment projects supporting long-term development programs, such as the ongoing "Traffic Safety Increase 2006–2012." APLs typically involve a series of loans that build on lessons learned during previous loans in the series. Loans are phased on the basis of satisfactory progress in meeting agreed quantified milestones, benchmarks, or triggers. The APL instrument offers a framework for coordinated action by governments and possible co-financing with regional governments in federal countries and could support a country's agencies in adapting, according to the country's situation, the provisions of national policies and strategies for road safety improvement.

A second instrument ECA authorities could consider is a series of free-standing Specific Investment Loans (SILs) that would be designed and implemented in a sequential way, either focusing solely on road safety or through transport projects with road safety components, as is currently done in many ECA countries.

A third instrument, Fee-Based Services (FBS), is being used with several regional governments and institutions in Russia. Under this arrangement, the World Bank would help: (a) design and prepare the technical, administrative, and financial aspects of a program, including the mechanisms for facilitating participation of different agencies and local governments; (b) support

Table 11: Multisectoral Collaboration for Road Safety

Action Areas	Scope	Main Actors
<i>Partnerships</i>	Promotion, engagement, coordination, and harmonization of efforts across many sectors of society to ensure long term sustainability of the effort.	Governmental agencies addressing transport, health, education; law enforcement, and civil society organizations; private companies, religious entities, and mass media.
<i>Policies, legislation, enforcement</i>	Enactment of laws and regulations. Costing of strategies and programs, adoption of sustainable funding mechanisms, and assignment of institutional responsibilities and accountability. Establishment of enforcement mechanisms.	Governmental agencies, parliaments, civil society organizations, car insurance companies, interior ministries, and police.
<i>Design, building and maintenance of roads</i>	Assessment and implementation of policies, plans, and new investment projects.	Transport ministries, finance, economic development, private firms, and enterprises.
<i>Safe vehicles</i>	Improvements in vehicle design to meet safety and environmental standards.	Automakers, regulatory agencies, insurance companies, and consumer organizations.
<i>Public information, education and communication</i>	Creation of a road safety culture to support implementation of road safety strategies. Inclusion of road safety themes in core curriculum of health education programs, targeting children and adolescents.	Transport, education and health ministries, mass media, and insurance companies.
<i>Injury prevention, medical care, rehabilitation</i>	Implementation of health system interventions along a continuum of service provision: public health, primary health care, post-impact medical care, including blood transfusion services, and rehabilitation.	Health ministries and health insurance agencies.
<i>Data collection, monitoring, and use for decision-making and management</i>	Collection and assessment of detailed and accurate data and information on road traffic injuries and fatalities for policymaking and program management across sectors.	Government agencies and systems (e.g., epidemiological surveillance systems), data depositories at policy departments, and insurance companies.

Source: Bekefi (2006) and Peden and others (2004).

national agencies in managing the implementation of program components, including technical assistance and administrative tasks (for example, procurement, financial management, and auditing); and (c) support supervision of the implementation of the program at the regional and municipal levels, including program monitoring and impact evaluation.

A fourth instrument, also currently used in several Russian regions, is subnational lending as part of a newly established World Bank/International Finance Corporation (IFC) program. Under this instrument, funding without federal government guarantees could be made available to regional governments to finance the implementation of “pilot road safety corridors.”

7. “Window of opportunity” for advancing the road safety agenda under ECA economic recovery programs

As seen in ongoing U.S.-supported efforts under the Recovery and Reinvestment Act, signed by President Obama in February 2009 (U.S. Department of Transportation Federal Highway Administration 2009), programs that are being funded by governments in different countries to reactivate economic growth and employment offer a “window of opportunity” to scale-up and improve road safety in ECA. In the United States, for example, investment directed to roads and highways

incorporates safety features and is coupled with encouraging local governments to implement existing strategic highway safety plans. The goal is to support the development and promotion of programs and technologies to reduce the number of road traffic injuries (RTIs) on U.S. roadways, the site of 37,261 deaths in 2008.

Looking at economic *stimulus packages* around the world, at the 2009 International Transport Forum held in Germany, it was concluded that, while many of these have significant transport components, projects with short lead times are required in order to create jobs rapidly and to resolve chronic maintenance backlogs in many countries (ITE, 2009). Maintenance and upgrading of infrastructure is particularly suited to this.

8. What could be achieved in a road safety decade? The case for action

The Commission for Global Road Safety's "Make Roads Safe" report (launched in Rome in May 2009) proposed the following goals for a Decade of Action worldwide (Ward 2009) that should be adopted to guide ECA country efforts:

- Demonstrate measurable success in stabilizing and then reversing the growth in RTIs by pursuing the goal of achieving a 50 percent reduction in the forecast level of fatalities by 2020;
- Encourage countries to implement the recommendations of the *World Report on Road Traffic Injury Prevention* and set interim targets that will contribute to the overall fatality reduction goal;
- Raise professional capacity in RTI prevention in low- and middle-income countries;
- Ensure that road safety management and reducing injury levels become self-sustaining over the long term; and

- Provide a common framework for action shared by countries, bilateral and multilateral donors, NGOs, and civil society.

9. Safety on the roads: Multilateral Development Banks joining forces to save lives

To help achieve the Decade of Action goals, on November 11, 2009 seven multilateral development banks (MDBs) issued a joint statement ahead of the Global Ministerial Conference on Road Safety being held in Moscow on November 19-20, 2009, outlining a broad package of measures that each would implement to reduce an anticipated and alarming rise in the number of road fatalities and casualties in developing countries (World Bank, 2009c).

The MDBs—the African Development Bank, Asian Development Bank, European Bank for Reconstruction and Development, European Investment Bank, Inter-American Development Bank, Islamic Development Bank, and the World Bank—committed to launching joint initiatives as part of growing programs of work they will undertake as international development partners.

The measures to be carried out fall into four broad categories:

- Strengthening road safety management capacity;
- Implementing safety approaches in the planning, design, construction, operation, and maintenance of road infrastructure projects;
- Improving safety performance measures; and
- Mobilizing more and new resources for road safety.