

Road Safety Management
Capacity Reviews
and Safe System Projects

Highlights

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Photos: Jonathan Davidar, the World Bank



Overview of the Guidelines

The *Road Safety Management Capacity Reviews* and *Safe System Projects Guidelines* have been designed to assist country road safety professionals, World Bank and regional development bank staff, international consultants, community groups, private sector organizations, and all other country partners conduct capacity reviews and prepare follow-up road safety projects in a variety of low and middle-income countries and investment settings.

The purpose of the Guidelines is to:

- specify a management and investment framework to overcome institutional capacity barriers and support the successful implementation of road safety interventions;
- provide practical procedures designed for application at a country level to accelerate knowledge transfer and sustainably scale up investment to improve road safety results; and
- ensure that institutional strengthening initiatives are properly sequenced and adjusted to the absorptive and learning capacity of the country concerned.

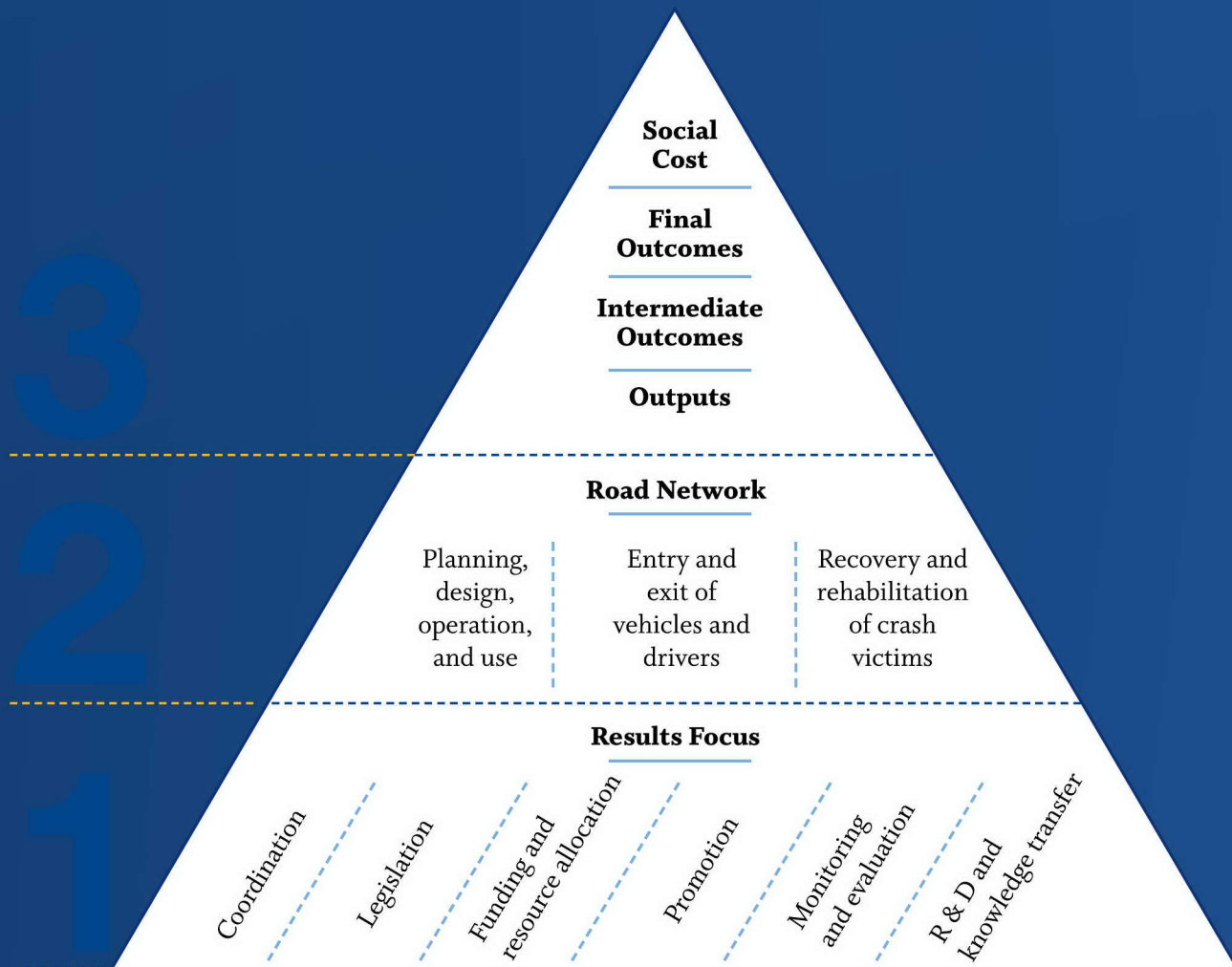
The Guidelines emphasize managing for results and the associated strengthening of country road safety management systems, with special attention paid to the role of the lead road safety agency in ensuring institutional effectiveness and efficiency in program delivery. They highlight the importance of addressing all elements of the road safety management system, taking a staged approach to country road safety investment, and targeting the highest concentrations of deaths and injuries across the road network.

Supporting the UN Decade of Action

The Guidelines present a pragmatic approach to building a core capacity to bring targeted safety outcomes under control, and preparing road safety investment strategies and implementation projects in low and middle-income countries. Overcoming capacity weaknesses and triggering road safety investments will be key to achieving the ambitious UN Decade of Action goal to save five million lives and avoid 50 million serious injuries by 2020.

Managing for Results

Road safety is produced, just like other goods and services. This production process can be viewed as a management system with three distinctive elements to be considered: (1) institutional management functions, which produce (2) interventions, which in turn produce (3) results. Discussions concerning road safety improvements often concern (2) alone. However, assessing all elements of the road safety management system and the linkages between them is critical for any country seeking to improve its current performance levels.





Institutional management functions

Seven institutional management functions provide the foundation on which road safety management systems are built: they produce the interventions to achieve the desired long and medium-term road safety results (expressed as a vision and related performance targets) which have been agreed across the road safety partnership at national, regional and local levels. The institutional management functions are delivered primarily by all the government entities producing interventions, but they are also delivered in government partnerships with civil society and business entities to achieve the desired focus on results.

Interventions

Interventions are shaped to achieve the desired focus on results. They address the safe planning, design and operation and use of the road network, the conditions under which vehicles and road users can safely use it, and the safe recovery and rehabilitation of crash victims; and they set specific standards and rules to achieve this safety and aim to secure compliance with them.

Results

The final element of the road safety management system concerns the measurement of the desired results and their expression as targets in terms of final outcomes, intermediate outcomes, and outputs. Targets define the desired safety performance endorsed by governments at all levels, stakeholders and the community. The level of safety is ultimately determined by the quality of the delivered interventions, which in turn are determined by the quality of the country's institutional management functions.

Taking a phased approach to road safety investment

A long-term investment strategy is required to continuously improve national road safety performance. It must be designed to overcome revealed country capacity weaknesses by first building a core capacity to bring targeted safety outcomes under control, then scaling up investment to accelerate this capacity strengthening and improved performance across the national road network, and finally consolidating it on a sustainable basis. This staged approach recognizes the longer-term implications of immediate actions and plans the necessary scaling up of investment required to achieve a sustainable path where safety outcomes are brought under control.

Capacity Reviews

The conduct of a capacity review is a vital stage in the process of a country taking the necessary actions to determine its state of readiness to commit the sustainable reforms and measures necessary to bring its road safety outcomes under control. The review should receive appropriate Ministerial and agency heads' endorsement and their agreement to fully engage in the process and provide the necessary support required to ensure its success. Expertise in particular aspects of the road safety management system is important, but the most critical requirement is high-level experience with the overall strategic management and direction of national road safety programs.

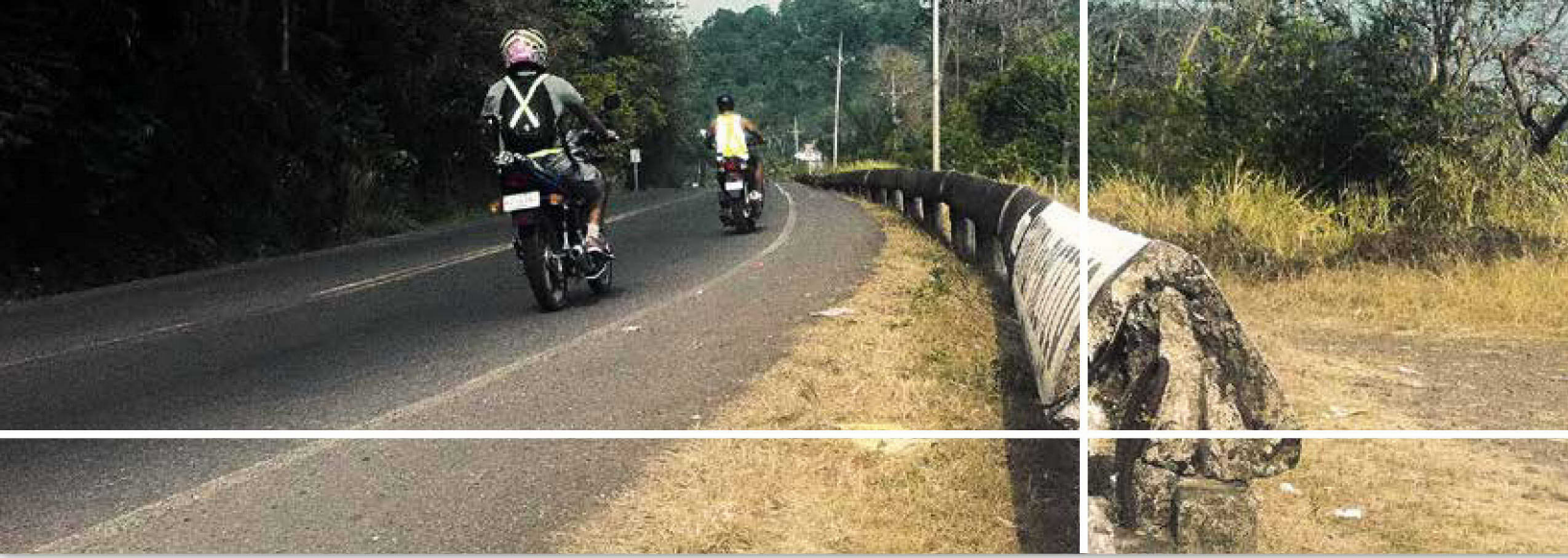
The generic objectives of a country capacity review are to:

- Set out an integrated multisectoral framework for dialogue with country partners and stakeholders on potential road safety investments;
- Assess government ownership of safety results and identify related institutional responsibilities and accountabilities;
- Reach official consensus on road safety management capacity weaknesses and institutional strengthening and investment priorities to overcome them; and
- Identify *Safe System* implementation projects to launch the investment strategy.

Capacity Review Steps

A country capacity review is conducted through nine distinctive steps:

1. Set review objectives
2. Prepare for review
3. Appraise results focus at system level
4. Appraise results focus at interventions level
5. Appraise results focus at institutional management functions level
6. Assess lead agency role and identify capacity strengthening priorities
7. Specify investment strategy and identify *Safe System* implementation projects
8. Confirm review findings at high-level workshop
9. Finalize review report



Road safety management capacity weaknesses

There is a growing global, regional and country demand for improved road safety. However, improving road safety on a sustainable basis in low and middle-income countries requires proper account to be taken of current road safety management capacity.

Country capacity weaknesses present a formidable barrier to success and the central issue is how to accelerate the necessary process of shifting from weak to strong institutional management capacity to govern the production of improved road safety results. The Guidelines have been designed to assist this process and they are particularly relevant to helping overcome the acute institutional capacity weaknesses evident in low and middle-income countries. They are also relevant to high-income countries seeking higher levels of performance and can be used to guide the improvements in safety management capacity required to achieve it.

Capacity weaknesses are not just confined to countries. Global and regional institutional capacity to address road safety priorities is also weak and requires strengthening. Knowledge and skills within the international and regional development banks are lacking and there has been limited investment in building road safety management capacity by the UN Regional Economic Commissions and other UN and development agencies.

Bringing road safety outcomes under control

Assessing and strengthening country road safety management capacity is critical to governing the production of improved road safety results that can be sustained in the long term. In pursuing this goal, account to be taken of the management capacity in the country concerned to ensure that institutional strengthening initiatives are properly sequenced and adjusted to its absorptive and learning capacity.

Role of the Lead Agency

A crucial step in the capacity review process concerns the identification or assessment of a Lead Agency in government to guide the national road safety effort, with the power to make decisions, manage resources and coordinate the efforts of all participating sectors of government.

The Lead Agency plays a dominant role in most of the institutional management functions, and takes responsibility within government for the development of the national road safety strategy and its results focus – the overarching institutional management function. It usually also takes responsibility for horizontal inter-governmental coordination arrangements; vertical coordination of national, regional and local activity; coordination of the necessary delivery partnerships between government stakeholders, the professional, non-governmental and business sectors and Parliamentary groups and committees; ensuring a comprehensive legislative framework; securing sustainable sources of annual funding and creating a rational framework for resource allocation; high-level promotion of road safety strategy across government and society; periodic monitoring and evaluation of road safety performance; and the direction of research and development and knowledge transfer.

During the road safety management capacity review, an assessment of the lead agency role is undertaken and recommendations for strengthening revealed weaknesses are prepared. In particular, the reviewer assesses if the lead agency's role has been defined in legislation and/or policy documents and annual performance agreements to achieve the desired focus on results. To the extent that answers to these questions are in the affirmative it can be concluded that the country concerned is taking the issue seriously and building a sound platform for sustainable action. However, it cannot be assumed that the absence of a formal lead agency means that the lead agency functions are not being addressed. Informally elements of them may be being delivered and whether this is the case or not must be closely explored. Country safety management capacity to effectively deliver the lead agency role must be closely assessed and the following checklist addresses this phase of appraisal.

Example of a capacity review checklist: Lead agency role

| | Yes | Partial | No |
|-----------------------|-----|---------|----|
| ... contribute to the | ✓ | | |
| ... contribute to the | | | ✓ |
| ... contribute to the | ✓ | | |
| ... contribute to the | | | |
| ... contribute to the | ✓ | | |
| ... contribute to the | | | |
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| ... contribute to the | | | |
| ... contribute to the | ✓ | | |

Safe System Projects

In a *Safe System* approach, road safety problems are typically treated by considering the interaction of all elements of the road safety management system, rather than by implementing individual countermeasures in relative isolation. This means that the full range of solutions such as but not limited to infrastructure, traffic and speed management, vehicle standards, equipment, and road user behavior need to be addressed.

The focus of the Guidelines is on the identification and preparation of *Safe System* projects that implement the establishment phase of a country's long-term road safety investment strategy and build the institutional capacity and evidence base to roll out a large program of initiatives in the investment strategy's growth phase.

The *Safe System* approach recognizes that humans as road users are fallible and will make mistakes. There are also limits to the kinetic energy exchange which humans can tolerate (e.g. during the rapid deceleration associated with a crash) before serious injury or death occurs. A key part of the *Safe System* approach requires that the road system be designed to take account of these errors and vulnerabilities so that road users are able to avoid serious injury or death resulting from a road crash.

A *Safe System* approach has the following characteristics:

- It recognizes that prevention efforts notwithstanding, road users will remain fallible and crashes will occur;
- It stresses that those involved in the design of the road transport system need to accept and share responsibility for the safety of the system, and those that use the system need to accept responsibility for complying with the rules and constraints of the system;
- It aligns safety management decisions with broader transport and planning decisions that meet wider economic, human and environmental goals;
- It shapes interventions to meet the long term goal, rather than relying on “traditional” interventions to set the limits of any long term targets.



Safe System project components

1. Capacity strengthening priorities:

- Lead agency
- Crash database development
- Other institutional reforms

2. High-risk corridors and areas to be targeted with good practice interventions:

- Infrastructure safety improvements
- General deterrence-based traffic safety enforcement programs, supported by intensive publicity & awareness campaigns
- Improved post-crash response and emergency medical and rehabilitation services

3. Policy reforms:

- Driver licensing
- Vehicle safety standards

4. Project management arrangements:

- Lead agency role
- Coordination

5. Monitoring and evaluation system:

- Performance targets for high-risk corridors and areas
- Procedures
- Reporting arrangements

Specifying a road safety investment strategy

Successful implementation of the investment strategy hinges on designing projects that accelerate the transfer of road safety knowledge to participants, strengthen the capacity of participating partners and stakeholders, and rapidly produce results that provide benchmark measures to dimension a roll-out program.



Monitoring and Evaluation

In setting out a long-term investment strategy it is important to have a vision of where the country concerned aims to be in performance terms by the end of the planning horizon and a clear understanding of how this will be achieved. Such a vision will be shaped by the desire to bring safety results under control on a sustainable basis and within a realistic time frame.

It is important that performance targets are ambitious and it should be recognized that the project aims to determine what can be achieved with the systematic application of good practice measures.

Periodic monitoring and evaluation of road safety targets and programs is essential to assess performance and to allow adjustments to be made. Every effort must be made to get reliable baseline estimates of current performance in the targeted corridors and areas and this will require combining available police and health sector data.

Performance targets should take the form of final outcomes, intermediate outcomes, and outputs. Outcomes targets define the desired safety performance endorsed by governments at all levels, stakeholders and the community.

Good practice countries set quantitative outcome and intermediate outcome targets to achieve their desired results focus. They can also set related quantitative output targets in line with the targeted outcomes.



Road safety performance measures

| Category | Examples of possible measures |
|------------------------------|---|
| Risk exposure | Traffic volumes by vehicle and road user type |
| Final safety outcomes | Deaths and injuries recorded by Police Hospital data for road deaths and injuries recorded by Health authorities Other sources of death and injury registration |
| Intermediate safety outcomes | Average vehicle speeds by road type, summer and winter Front and back seat safety belt wearing rates, driver and passengers Motor cycle helmet wearing rates, driver and pillion Drug impairment levels Skid resistance of road surfaces Road infrastructure crash safety ratings (risk and protection scores) Vehicle compliance with testing standards Vehicle crash safety ratings Average emergency medical services response times Targeted audience groups' recall and assessed relevance of publicity and awareness campaign messages Community attitudes to road safety |
| Intervention outputs | Number of safety engineering treatments per section of road network Number of emergency medical services responses to road network crashes Hours of Police enforcement targeting high-risk behaviors Numbers of Police infringement notices issued Media frequency and reach of publicity and awareness campaigns supporting Police enforcement Hours of school-based education activities Volume of driver training, testing and licensing activities Volume of vehicles tested |



Mainstreaming Road Safety In The World Bank

The Global Road Safety Facility is in the process of finalizing a customized guidance note for World Bank transport, health, and urban/rural development staff based on the Capacity Reviews & Safe System Projects Guidelines as part of the World Bank's effort to mainstream road safety in its project portfolio.

This guidance note will serve as one part of the World Bank's effort to mainstream road safety in World Bank projects. An extensive road safety training and accreditation program, an active road safety community of practice with significant multi-sectoral participation, country-specific road safety briefing notes for country directors and staff, and joint transport and health sector board meetings and initiatives are some of the important activities taking place in 2013 that will allow the World Bank to meaningfully accelerate the mainstreaming of road safety in its investment operations.

The road safety guidance note for World Bank staff:

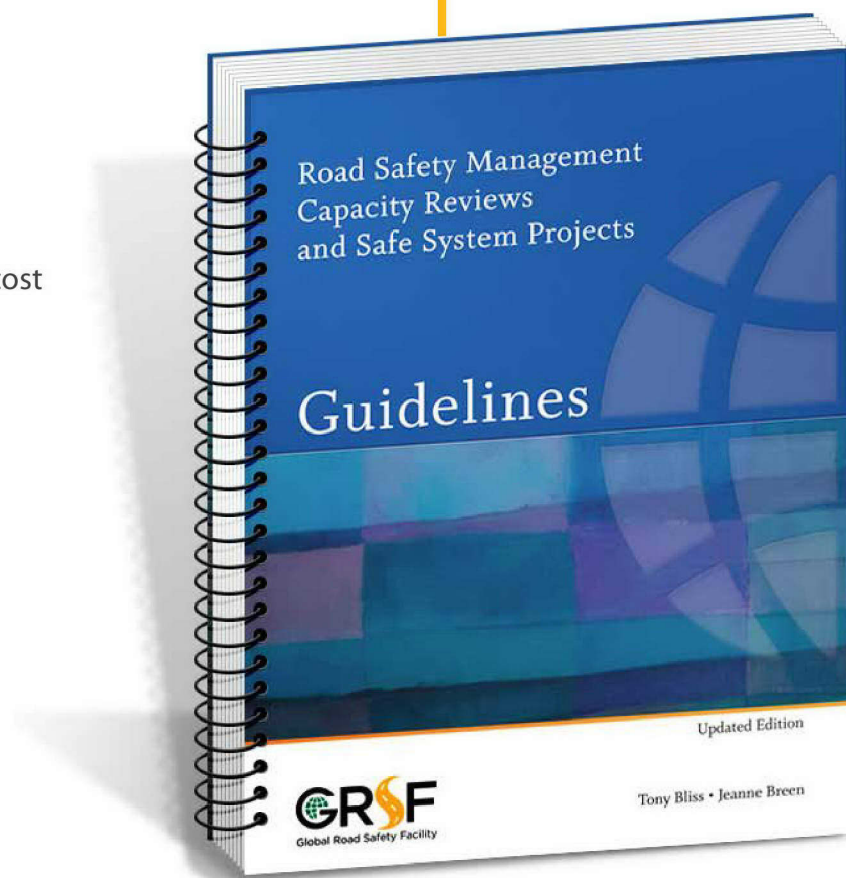
- explains the safe system approach and the five pillars of the global plan;
- discusses the appropriate design of a multi-sectoral, safe-system intervention or road safety component in World Bank projects;
- details the need for and design of an efficacious monitoring & evaluation process;
- presents case studies of well designed road safety interventions;
- provides a checklist to help staff effectively screen road safety in World Bank projects;
- provides a vast array of road safety resources for staff to further strengthen their road safety knowledge and interventions;

Road Safety Management Capacity Reviews and Safe System Projects Guidelines

This updated edition of the Road Safety Management Capacity Reviews and Safe System Projects Guidelines supports the identification and preparation of road safety investment strategies and implementation projects in low and middle-income countries aimed at achieving the ambitious Decade of Action goal to save five million lives and avoid 50 million serious injuries by 2020. The core guidelines and streamlined approach provided in the updated edition specify proven, pragmatic tools to help overcome this barrier and contribute to improved road safety results.

The updated Guidelines are available at no cost in electronic form from the GRSF website at worldbank.org/GRSF or by sending an email to grsf@worldbank.org.

English | French | Spanish language versions available.





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