

Acknowledgements

This paper draws heavily on GRSP's *Road Map*, which is its Strategic Plan for the period 2016 – 2020. Consequently, the author would like to acknowledge the input and assistance of all the staff within GRSP who contributed to the development of the *Road Map*.

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The Multilateral Development Banks' Road Safety Initiative

by Hilda Maria Gómez Vélez

Chair of the Multilateral Development Banks' Road Safety Initiative, Senior Road Safety Specialist CAF Development Bank of Latin America, hgomez@caf.com

Introduction

Multilateral Development Banks are institutions, created by countries that provide financing and professional advice for the purpose of development. MDBs have large memberships including both developed donor countries and developing borrower countries. This paper represents the work undertaken by the African Development Bank (AfDB), the Asian Development Bank (AsDB), CAF-Latin American Development Bank (CAF), the European Bank for Reconstruction and Development (EBRD), the European Investment Bank (EIB), the Islamic Development Bank (IsDB), and the World Bank (WB).

The MDBs have a long history of supporting road safety in their member countries. The MDBs recognise that collectively and individually, they have been increasing their support for road safety. This includes increased loan and grant financing for road safety investments, and technical assistance for strengthening road safety capacity,

policies and institutions in client countries as well as awareness events. However, there is a need to further harmonise their efforts.

On 11 November 2009, ahead of the First Global Ministerial Conference on Road Safety in Moscow, seven MDBs, as listed above, (noting that CAF joined in 2012) issued a Joint Statement on a Shared Approach to Managing Road Safety. The Joint Statement aims to support harmonisation of road safety policies in MDB transport sector operations. The efforts further evolved into the MDB Road Safety Initiative, which aims to ramp up support for the United Nations (UN) Decade of Action for Road Safety, 2011–2020 (UNDoA) and to develop a shared program of engagement in the countries where MDBs operate.

Further efforts were made during the 2nd Global High Level Conference on Road Safety (November 2015) held in Brasilia. The MDBs, led by CAF, published a report on "Upscaling Support and Developing a Shared Approach 2011 – 2015." The report reviewed results of MDBs efforts

in road safety, documented lesson learned, and defined the way forward of the Initiative for the period 2016 -2020.

The UN recently approved 2030 Sustainable Development Agenda has underscored the importance of addressing road safety. As part of Sustainable Development Goal (SDG) 3 (“ensure healthy lives and promote well-being for all at all ages”), a global target has been established to “**by 2020 halve global deaths and injuries from road traffic accidents**” (Target 3.6). In Development Goal 11 (“Make cities inclusive, safe, resilient and sustainable”), a global target has been established to: “**by 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons**”.

In order to realise these targets, major efforts will be necessary to address road safety, especially in low and middle-income countries, through targeted action and significant increase in financing provided for road safety programs.

Commitment of the MDBs

One of the key pillars of the UNDoA is safer roads and mobility. This pillar highlighted the need for improved safety in the planning, design, construction, operation and maintenance of transport infrastructure projects and the inclusion of safety in the implementation of infrastructure improvements.

Collectively, in 2014, MDBs approved about US\$20 billion of new funding for transport projects (MDB Working Group on Sustainable Transport, 2015), of which the majority of the funding will be spent on road projects. However, this is only a small representation of total investments in transport sector, worldwide. Overall, the total investment needs in road infrastructure alone is over USD 3 trillion annually worldwide.

Roads that are built today are durable assets with typical lifespan of several decades. There is a direct correlation between the quality of the infrastructure that are built today to the scale of the road safety issue over the next decades. As the majority of projects financed by MDBs in transport sector are on road infrastructure; the MDBs have a crucial role in addressing road safety, especially since their financing is targeted to low and middle-income countries where crashes and injuries rates are higher. These countries are rapidly renovating and expanding their road networks to accommodate growing domestic trade and mobility needs, however they are typically done based on old design standards which came from developed countries.

The road networks in low and middle income countries are typically built to accommodate all types of road users; however, there is limited priority on general safety and often a lack focus on vulnerable road users. New roads in these countries have enormous potential to stimulate economic growth and increase living standards, however

at the same time they also present higher risks when key safety considerations are omitted in the, planning, design and/or construction phases. These risks can be reduced by prioritising safety and vulnerable road users during design and/or construction of new infrastructure.

The MDBs acknowledged their responsibility in delivering road infrastructure with higher road safety standards. Considering their development agenda, ability to leverage public and private sector funds, and their strong ties with national road authorities; MDBs are in a position to influence governments to advocate for increased safety and better focus on vulnerable road users on the projects that they finance.

In 2009, ahead of the First Global Ministerial Conference on Road Safety in Moscow, the MDBs agreed to jointly leverage country and regional road safety programs to help accelerate knowledge transfer, strengthen institutional capacity and scale up road safety investment, in particular for road infrastructure safety improvements as a key component of the Safe System Approach. To foster this approach, MDBs agreed to share complementary skills and practices that each bank has developed in the following areas:

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

Results

MDBs Joint Statement in 2009 provided a useful platform to develop a common framework to achieve the main goal of reducing the global number of traffic related deaths and injuries. In 2011, prior the launch of UNDoA, the MDBs Road Safety Initiative launched “A Development Priority” (see http://siteresources.worldbank.org/INTTOPGLOROASAF/Resources/WB_GRSF_MDB_web.pdf) to establish guidelines on how MDBs can work together, and how it will provide a harmonised platform for countries, regions, and road safety partners for sustained support, guidance and exchange of information on good practices. The Road Safety Initiative have met periodically sharing their individual safety plans, procedures, training programs and finding ways to upscale the investment in road safety, as well as defining road safety indicators.

Based on the work plan agreed by the MDB Road Safety Initiative, the MDBs have scaled up their activities in road safety to ensure that roads are designed with highest standards and to build capacity in their countries of operation, thus bringing a demonstration impact beyond the financing of specific projects.

A major shift in MDBs transport operations between 2011 and 2014 is the inclusion of road safety audits and inspections for all projects financed by MDBs. The MDBs acknowledged that up until 2011 very few projects financed by MDBs were subject to road safety specific screenings and audits, which have major impact on the overall MDBs' road safety goal. As a result of MDBs enhanced focus on road safety, compulsory audits and inspections as well as complementary actions and components were delivered to MDBs transport projects when necessary.

Whilst there are notable differences in MDBs individual mandates, the MDB Road Safety Initiative has demonstrated that a collaborative approach through knowledge sharing, and shared principles in road safety, can deliver safer roads in low and middle income countries. This collaborative approach will continue towards the second half of the UNDoA, in an effort to address gaps found, and achieve the goals proposed by the end of the decade.

MDBs common approach in road safety started with the development of an MDB Road Safety Guidelines (Gomez Velez, 2014). MDBs collectively identified: road safety audits and inspections, identification of risky locations, technical assistance, capacity building, and overall road safety ratings of road networks as the most common and important activities where a guideline must be issued. By 2013, the MDBs agreed to produce the MDBs Road Safety Guidelines to ensure better awareness and integration of road safety in MDBs financed projects and program appraisals. These Guidelines aim to provide a reasonably consistent approach when working in MDBs financed transport projects.

The Guidelines form part of the MDBs joint effort to share tools and procedures on road safety. MDBs recognise that each MDB has a different approach and levels of

development on road safety; the document was prepared with a view to allow each MDB to apply their specific policies and strategies (http://publicaciones.caf.com/media/40517/1._road_safety_guidelines.pdf).

The Guideline is recommended for use in projects that generate road safety risks, such as new construction, rehabilitation or upgrading of interurban and urban roads and mass transit and public transport. It also provides a platform for MDBs to promote, assist, and request for road safety specific information on infrastructure projects, such as:

- Road Safety Impact Assessments (RSIA), which include crash data analysis for a single road, road network or area, identification of crash problems, contributing factors and target groups, and establishment of benchmarks for later performance monitoring of a given project;
- Establishment of an effective road crash data reporting and management system to enable targeted road safety work in the future;
- Evaluation of the safety ratings of existing road networks and strengthening of capacity for periodic Road Safety Inspections (RSI) of the road network (black spots, spatial analysis in urban areas and hazardous road sections);
- Application of recognised design standards which are in line with the Safe System Approach;
- Inclusion of road safety specialists in the project planning/design team;
- Road Safety Audits (RSA) from feasibility level to opening of the completed project, carried out by independent, certified road safety auditors, and on post – opening of the project;
- Inclusion of cost - efficient and evidence based road safety solutions for existing roads;
- Inclusion of road safety specifications in the tender documents and focus on provisions for road safety in the terms of reference for supervision consultants;
- Application of the required activities, standards etc. in projects where a national road safety plan exists;
- Inclusion of road safety impacts in the formal economic evaluation roads and transit projects.

The Road Safety Guidelines suggest a two-stage procedure for evaluating a project to be financed as:

Stage 1 Initial road safety screening of a country or a city

Stage 2 Assessment of a specific projects based on the references and evaluation for each project.



Figure 1. MDB Road Safety Guidelines

In 2014, recognising the need to establish new momentum in road safety, the Working Group on Sustainable Transport (WGST), [consisting of the Head of Transport Sector Group and the eight MDBs], in its capacity as MDBs cooperation mechanism on transport at senior level, took overall responsibility for the MDB Road Safety Initiative, with the existing MDB road safety working group becoming a technical working group reporting to the WGST. This move cements road safety as a main component in the MDBs working group on sustainable transport that leads sustainable transportation towards vision zero.

MDBs recognised that most of MDBs' projects are generally prepared and implemented over long periods. Therefore, the increased focus on road safety in recent years may not be fully materialised until the projects are completed or by the end of the UNDoA.

The real impact of reduction in traffic related casualties will take time, and will be a direct result of several paradigm changes including: the collaborative approach and increased focus on road safety. Further, these efforts will not work in isolation, but they need to be further supported by continued road safety audits, impacts assessments, and continue capacity development of key personnel at the responsible authorities.

More work is still needed to support the goal of the Decade of Action and the Sustainable Development Goals. Until now there is still a lack of demand for road safety projects, which has limited the number and scope of road safety investments. MDBs recognise that the development of in-country awareness and capacity, as well as better data quality and availability are essential. These elements together with additional funds for demonstration projects are considered key to create the needed demand amongst the low-middle income countries in the second half of the decade of action.

Highlights of MDBs achievements in road safety from 2009 are listed below:

- **Upscaling road safety awareness.** The nature and magnitude of the road crashes problem is now recognised and given attention by MDBs. The main focus for road safety awareness now needs to be on beneficiaries and clients to create better recognition of the problem and more demand for funding for safety.
- **Strengthening road safety management capacity.** MDBs have increased their efforts to build their internal capacity as well as the capacity of beneficiaries and clients. This has been done through road safety capacity reviews, training and specific studies and projects. Furthermore, all MDB's have participated in the development of road safety policies, plans, guidelines and road safety manuals. However, the capacity in recipient countries is still extremely weak and needs to be built up and supported over at least a decade.
- **Implementation of safety approaches in the planning, design, construction, operation and**

maintenance of road infrastructure projects. MDBs

Road Safety Guidelines was launched as a first step toward a more coordinated approach to road safety. Joint road safety activity has also materialised in the field by cooperation between MDBs, both on overall level and on project level.

- **Improving safety performance indicators.** A comprehensive set of indicators to track progress on road safety has been developed for all MDBs. The indicators can be applied depending on the nature and scope of projects.
- **Scale up MDB resources spent on road safety.** MDBs have increased the funding through technical cooperation and loans.
- **Knowledge sharing.** MDBs have been actively sharing road safety activities, research and knowledge; and is often the catalyst in knowledge sharing activities.

Gaps

The MDBs acknowledge that gaps still exist and the MDBs need to focus their efforts during the second half of the Decade of Action, and to support the Sustainable Development Goals. From MDBs perspective, the main gaps that must be addressed are:

- **Mainstreaming road safety in MDBs.** MDBs still need further work to fully mainstream road safety on the projects they finance e.g. through systematic consideration of road safety impacts as part of the economic appraisal.
- **Inclusion of Road Safety in MDBs country partnership strategies and sector strategies.** Countries strategies are the first steps to dialogue with countries, and the first step in positioning road safety in countries. While some countries have included road safety in their partnership strategy with MDBs, many countries still need further encouragement.
- **Development and implementation of National, Regional and Urban Road Safety strategies and Plans.** Most of the countries have national road safety plans, but these plans are often not supported by sufficient funding and action. Additional follow up in the implementation of the strategies is needed, as well as the introduction of modern road design standards based on the Safe Systems Approach. Urban and Regional road safety plans are very scarce. Urban mobility plans still privilege mobility from safety.
- **Improve the quality and implementation of the recommendations of road safety audits and inspections.** Road safety is a new procedure for most countries, and there is a need for development of national procedures, which in some cases need legal changes, training, hands-on experience etc., which needs longer time to materialise. Also standardisation for road safety auditors and their certification is

required for assure of the quality of the procedures.

- **Support in data collection.** Good quality data is needed to formulate plans and measure their effectiveness. Many countries lack good data collection and analysis, which is a basic requirement for targeted road safety work.
- **Mobilising more and new resources for road safety.** More road safety components in transport projects, stand-alone road safety projects are needed.
- **Not enough capacity among authorities and stakeholders.** Lack of capacity is often due to lack of awareness among authorities and stakeholders. National road design standards are often far from the Safe System Approach, and may also be in conflict with the recommendations of safety audits, which make it difficult for authorities to follow audit recommendations.

Moving forward

Since the launch of the MDBs initiative in 2011, MDBs have evolved from partially embracing road safety to full inclusion of road safety considerations in transport sector projects, including establishing a common approach in road safety. MDBs have collectively and individually progressed mainstreaming road safety in their transport portfolio and in raising awareness on the importance of building safe roads. Nevertheless, it is important to recognise that in order to realise the global targets; major efforts are needed to address road safety in developing countries. This includes improved understanding of the road safety challenges, application of targeted safety measures, and significant increase in funding provided for road safety programs.

In order to address the gaps found and recognising the efforts that have been undertaken so far, the MDBs will concentrate their efforts for next half of the Decade of Action in the following areas:

- **Encourage an increase in commitment on road safety from politicians, decision makers and civil society involvement.** There are many stakeholders involved in road safety; the main effort must be directed in encouraging stakeholders to work together between them and with the MDBs to achieve a common goal towards the reduction of traffic fatalities and serious injuries.
- **Promote capacity building in countries, states/provinces, and cities.** Some countries have included road safety in their partnership strategy with MDBs; however, many others still need further encouragement. This encouragement should lead to empower national agencies on road safety, build its capacity, as well as promote the formulation and implementation of road safety national plans.
- **Promote adoption of corporate road safety plans.** In order to spread road safety, the promotion of road safety plans for transportation companies

(passengers and cargo) exposed to road safety risks are crucial. The ISO 39.001 certification has proved to be effective for the preparation of Road Safety Management Systems. This needs to be accompanied with training and other business-driven initiatives to assure its effectiveness.

- **Professionalisation of road safety audits.** Road Safety Audits are only effective if prepared by experienced professionals and followed up by competent staff from the responsible authority. In order to promote proper road safety audit in all transport projects (not only those funded by MDBs), it is necessary to have road safety auditors trained and certified by an independent body. More countries will be ready to develop their own certification procedures for road safety auditors, which can increase national ownership.
- **Road Infrastructure Safety Management.** The World Road Association and PIARC released the New Road Safety Manual (World Road Association, 2014) in November 2014, designed to help countries at every stage of infrastructure development to fulfil road safety objectives. In addition, the International Transport Forum also launched its Road Infrastructure Safety Management report (International Transport Forum, 2015). These documents provide guidance on how to identify, remedy and fund low cost solutions on the high risk sections and locations on existing road networks.
- **Urban road safety plans.** Fatalities in urban areas are a growing problem, which is linked to the reality that urban plans are very scarce and often do not favour safety. Urban plans of the future must have a balanced approach on safety and mobility.
- **Promote vulnerable users' safety.** Vulnerable users (pedestrians, cyclist, and motorcyclist) represent 49% of all road traffic deaths. In low and middle income countries, these users often to come from lower socio-economic background. MDBs overall agenda is to fight poverty and provide equal opportunities to all. Increased promotion of safety for vulnerable road users must be supported by MDBs either through specific actions and/or publications on vulnerable users' safety.
- **Applied Research.** Most of the existing road safety research and measures have been undertaken in high income countries that have different situations to low and middle income countries. Interventions for developing countries will need to be adapted in order to be effective. Applied research through demonstration projects, publications and technical assistance needs to be done in order to showcase the advantages of improving road safety. This would help to increase the visibility and mainstream road safety as a major issue in this century.

Conclusions

During the UN Decade of Action for Road Safety, the MDBs have provided support to increase awareness and importance of road safety throughout the world. The year 2015 marked the mid-term of the Decade of Action, which prompted the need to evaluate actions and results obtained, and identify the gaps and actions required to ensure that the goals are achieved by the end of the Decade. MDBs' main achievement in the first half of the decade is the commitment to establish mandatory audits and inspections in transport projects funded by MDBs.

In addition, MDBs have established common guidelines for road safety to ensure better awareness and integration of road safety in MDBs financed projects and program appraisals. These guidelines are part of MDBs' joint effort to share tools and procedures on road safety taking into consideration the different approaches and levels of development in road safety that each MDB manages.

Moving forward, it is necessary to continue mainstreaming road safety in MDBs to ensure its inclusion as an essential component in transport projects financed by the MDBs. The MDBs reaffirm their commitment with governments in supporting capacity building for road safety, the need for certification in road safety audits and increased focus on vulnerable users.

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Making Impacts through the Global Road Safety Facility

by Marc Shotten¹, Dipan Bose², Ramzi Tabbara,³ Sudanthi L. Hettiarachchi⁴, R.F. Soames Job⁵

¹Program Manager, The Global Road Safety Facility, the World Bank, mshotten@worldbank.org

²Transport Specialist, The Global Road Safety Facility, the World Bank, dbose@worldbank.org

³Consultant, The Global Road Safety Facility, the World Bank, rtabbara@worldbank.org

⁴Program Analyst, The Global Road Safety Facility, the World Bank, shettiarachchi@worldbank.org

⁵Global Lead Road Safety & Head, The Global Road Safety Facility, the World Bank, sjob@worldbank.org

Introduction

The Global Road Safety Facility (GRSF) is a global fund hosted by the World Bank that is designed to build the managerial and operational capacity of low and middle income countries in order to improve efficacy and scale up road safety efforts. Its goals are aligned with the UN Decade of Action 2011-2020, as well as the new UN road safety targets under the Sustainable Development Goals.

Established in 2006, the GRSF provides funding, knowledge, and technical assistance designed to leverage road safety investments in existing or prospective transport and health operations, as well as other sectors relevant to road safety. GRSF's 2015 disbursements are highlighted in Figure 1. The GRSF's partnerships include national governments, state/municipal agencies, the World Bank Group's Global Practices, multi-lateral development banks, international organisations such as the World Health