

Road safety framework and guidelines



AFRICAN DEVELOPMENT BANK GROUP

Infrastructure and Urban Development Department
April 2020



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Abbreviations

ACP Group	Africa, the Caribbean, and Pacific	ICT	Information and Communication Technology
ADB	Asian Development Bank	iRAP	International Road Assessment Programme
ADF	African Development Fund	ISS	Integrated Safeguard System
AfCAP	Africa Community Access Partnership	LICs	Low-income countries
ARSAP	African Road Safety Action Plan 2011-2020	LMICs	Low and middle-income countries
AU	African Union	MDB	Multilateral Development Bank
DBDM	Development and Business Delivery Model	MICs	Middle-income countries
EBRD	European Bank for Reconstruction and Development	NTF	Nigerian Trust Fund
EC	European Commission	OCT	Overseas Countries and Territories
EDF	European Development Fund	PAR	Project Appraisal Reports
EIB	European Investment Bank	PPP	Public private sector partnership
EMS	Emergency Medical Service	PSVs	Personal Service Vehicles
EMT	Emergency Medical Technicians	RCoE	Reginal Centre of Excellence
EU	European Union	REC	Regional Economic Communities
GDL	Graduated Driver Licencing	RMCs	Regional Member Countries
GDP	Gross Domestic Product	SDGs	Sustainable Development Goals
GRSF	Global Road Safety Facility	SSATP	Sub-Saharan Africa Transport Policy Program
GRSP	Global Road Safety Partnership	STI	Sustainable Transport Initiative
HGVs	Heavy Good Vehicles	UN	United Nations
HIC	High Income Countries	USD	United States Dollar
		WHO	World Health Organisation



Executive Summary

1. The trends of road crash in Africa is on the increase with close to 300,000 annual road deaths. The African region has the highest road traffic fatality rate of 26.6 per 100,000 population, despite having the lowest level of motorization in the world¹ (46.6 vehicles per 1000 persons in Africa compared to 510 vehicles per 1000 persons in Europe²). The region's trend has been growing from 24.1 to 26.6 fatalities/100,000 population during the period 2010 to 2016, whilst it has been decreasing in other regions such as e.g. Europe from 10.4 to 9.3 fatalities/100,000 population during the same period.
2. Pedestrians and cyclists make up 26% of all traffic-related deaths globally and 29% in Europe, but in Africa this figure is almost double at 44%. More than 75% of the casualties in the working age, 16-65 years; and males account for more than 70%, putting the burden on women to become care givers for road

crash victim family members and consequently have less opportunities in life.

3. The cost of road crash for each African country is estimated to cost governments up to 5% of their GDP yearly – and based on a 3% of GDP, the loss to the overall African economy due to road crash in 2019 is estimated to be 75 billion USD.

Challenges and opportunities

4. Despite efforts of African countries and development partners to improve road safety, there are challenges in road safety management, roads and mobility, vehicle safety, road users' safety and post-crash systems, as well as lack of financing for road safety. The following summarises main challenges that have been identified through the working papers prepared as part of the preparation of the Framework and Guidelines.

Challenges in road safety management	Insufficient focus on roads and mobility	Challenges to ensure safer vehicles	Challenges to ensure road users' safety	Challenges in Post-Crash Systems
<ul style="list-style-type: none"> • Week lead agencies • Limited access to adequate and sustainable sources of finance • Old or missing road safety strategy with time bound actionable targets • Ineffective road safety data management • Limited research, and monitoring and evaluation in road safety 	<ul style="list-style-type: none"> • Institutional challenges to manage safe road network • Challenges in safe roads development <ul style="list-style-type: none"> • Design standards, particularly on vulnerable road users'safety • Road safety auditing • Challenges in roads network management <ul style="list-style-type: none"> • Design standards, particularly on vulnerable road users'safety • Road safety auditing • Limited focus on safe speed 	<ul style="list-style-type: none"> • Compromised vehicle safety Interventions • Laws on vehicle safety standards on importing new and used vehicles • Old on vehicle fleet • Inadequate and weak vehicle inspections <ul style="list-style-type: none"> • Ineffective mandatory vehicle inspection • Inadequate enforcement and fines • Lack of capacity and equipment for vehicle inspection 	<ul style="list-style-type: none"> • Lack of up-to-date legislations and inadequate enforcement on <ul style="list-style-type: none"> • Overspeedsing • Drink-driving • Seatbelt use • Helmet use • Child-restraint use • Cell-phone use while driving • Ineffective driver training and testing system • Insufficient road safety education and campaign 	<ul style="list-style-type: none"> • Lack of EMS legislation • Poorly prepared to rescue and appropriately care for crash victims • Buy-in and ownership of post-crash system by governments • Severe constraints of available resources for post-crash intervention • Scarcity of health facilities especially in rural areas • Lack of trained first responders and specialists
				

¹ Global Status Report on Road Safety 2018, WHO, 2018.
² Road safety in the African region 2015, WHO

5. The priority given to the expansion of road network provides African governments an opportunity for mobilising resources towards effective road safety work at this early stage of road transport development. In line with its huge investment support, the African Development Bank has also the potential advantage to scale-up its road safety support to address this development challenges.

Linkage with development priorities, strategies and policies

6. Consistent with the Bank's Ten-Year Strategy (2013-2022), the Bank's Framework and Guidelines contributes to the main strategic priorities of "Integrate Africa" and "Improving the quality of life for people of Africa". In addition, the Framework and Guidelines is in line with the Bank's Transport Policy and Sustainable Transport Action Plan (2020-2025) and has linkages with strategic development priorities of the Sustainable Development Goals (SDG), Declaration of the 3rd Global Ministerial Conference on Road Safety (Stockholm, February 2020) and the African Road Safety Charter which feeds into the African development aspirations of 2063.

Experiences of the Bank and other MDBs

7. The Bank has provided long standing support for the transport sector in Africa and has during the period 1967 to 2016 (50 years) financed 450 transport³ projects worth 30 billion USD in loans and grants. The Bank continues to play a big role in road transport e.g. in 2018, the Bank approved 19 transport and urban development projects worth USD 1.9 billion of which 12 projects were road projects with USD 1.1 billion financing.
8. The Bank and other development partners involvement in road safety focused primarily on engineering aspects on a project-by-project basis in the beginning and many have developed into supporting standalone road safety projects. The Bank has mainstreamed road safety primarily focusing on infrastructure safety and capacity building. Unlike other MDBs such as the World Bank and EBRD, the Bank has not, however, embedded road safety in the Bank's Integrated Safeguard System (ISS). Besides, the Bank does not have grant funding to facilitate its road safety interventions.

Rationale of the Bank's road safety Framework and Guidelines

9. The Framework and Guidelines is needed to inform the Bank how best to engage with countries in order to effectively contribute to the improvement of road safety across Africa through generating knowledge and transferring good practises, supporting institutional reforms and human resource development, and identifying and financing priority interventions that bring effective, visible and sustainable impacts. With the Framework and Guidelines, the Bank will aim to use its experiences and potential advantages to become a leading development partner to systematically and effectively provide policy advice, loans/grants and technical assistance to African countries for advancing sustainable road safety.

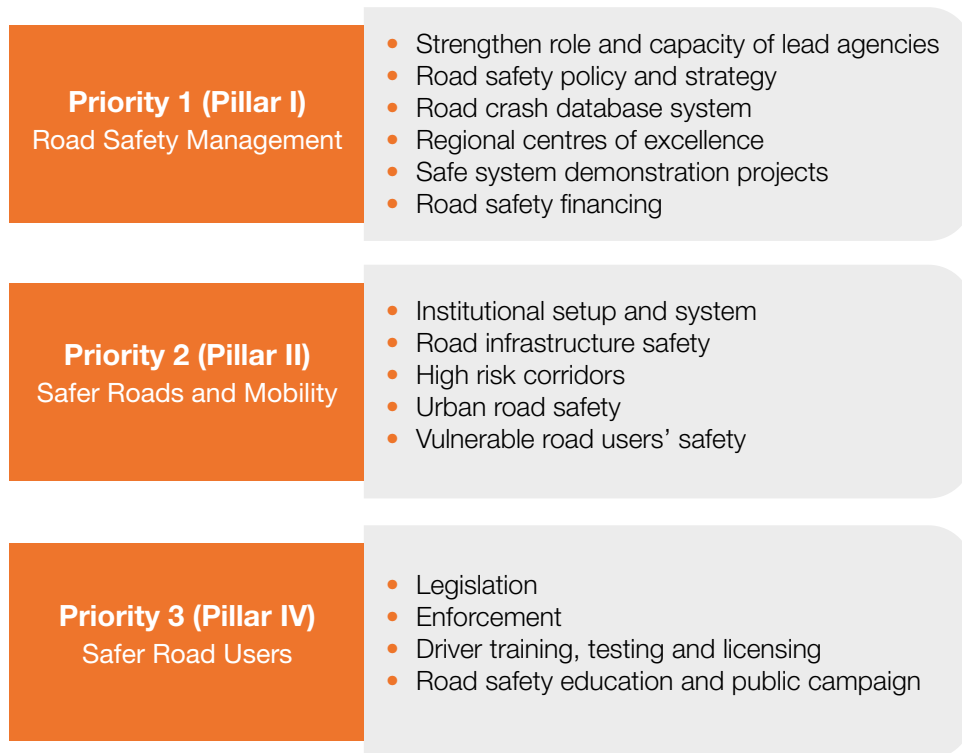
Objectives of the Framework and Guidelines

10. The Framework and Guidelines will provide guidance on how best to engage with RMCs in line with the identified challenges on road safety towards pursuing the following three main objectives:
 1. Creating effective institutional setup and sustainable internal financing to address road safety.
 2. Developing human capacity through transferring road safety knowledge and best practices.
 3. Identifying and prioritising the implementation of road safety interventions that bring effective, visible and sustainable results.

The Bank's intervention Framework and Guidelines

11. The Bank's road safety support will be focused mainly on three Pillars, namely, (i) Road Safety Management; (ii) Safer Roads and Mobility; and (iii) Safer Road Users. The Bank recognizes road safety management as a key issue for transforming institutional system and build capacity for sustainable road safety works in Africa. The Bank will, thus, primarily focus supporting RMCs on the interventions under this Pillar. Besides the selected three Pillars, the Bank will also provide supports related to safer vehicles and post-crash response on case by case based on identified demands and priorities.

³African Development Bank Group (2017). 50 years of supporting transport systems in Africa - 1967 to 2016. Infrastructure and Urban Development Department – African Development Bank.



Implementation

12. One of the actions of the Framework is the inclusion of project related road safety interventions in the Bank's Integrated Safeguard System (ISS)⁴ for borrowers' fulfilment as loan/grant requirements. Besides the available Bank loan/grant instruments, the Framework recommends the following two funding instruments for financing non-project road safety interventions: (i) the creation of dedicated road safety financing; and

(ii) financing of critical systemic interventions identified and prioritized in diagnostic works as a condition for project financing. The Framework also anticipates the demand of countries for the Bank's standalone road safety project financing. An implementation calendar of prioritised actions and measures Bank's performance are included as Appendices to the Framework and Guidelines.

⁴ Safeguards and Sustainability Series: Integrated Safeguard System Guidance Materials, African Development Bank Group 2015

1

Introduction



1.1 Background

1.1.1. Africa is characterised by economic and population growth, road network expansion and urbanization, which lead to high-rise of mobility that can be accompanied with increasing exposure to the risk of road crash. Figure 1-1 shows escalating trend of road crash fatalities in Africa. This trend is expected to continue with the expected rapid increase in road network expansion, motorisation and urbanisation unless African governments invest on effective interventions to improve road safety. The critical lack of efficient management system and capacity in most African countries are bottlenecks to address road safety problems. The transfer of proven experiences and best practices is, therefore, an opportunity for transforming the management system and building capacity in Africa. The Bank

has a potential advantage to play a significant role in supporting efforts of African countries in these for improving road safety.

1.1.2. The African Road Safety Plan of Action 2011-2020 was adopted following the UN proclamation of the Decade of Actions for Road Safety. In the beginning of the Decade, road safety awareness in Africa was very poor among the public along with lack of political will and accountability. Road safety management was fragmented. The Decade of Actions were adopted with poor prevailing conditions and without putting in place dedicated instruments for achieving the targets. There have been a lot of road safety activities accomplished in the Decade, but the efforts of countries were in piecemeal, not systematic and ineffective to achieve the targets.

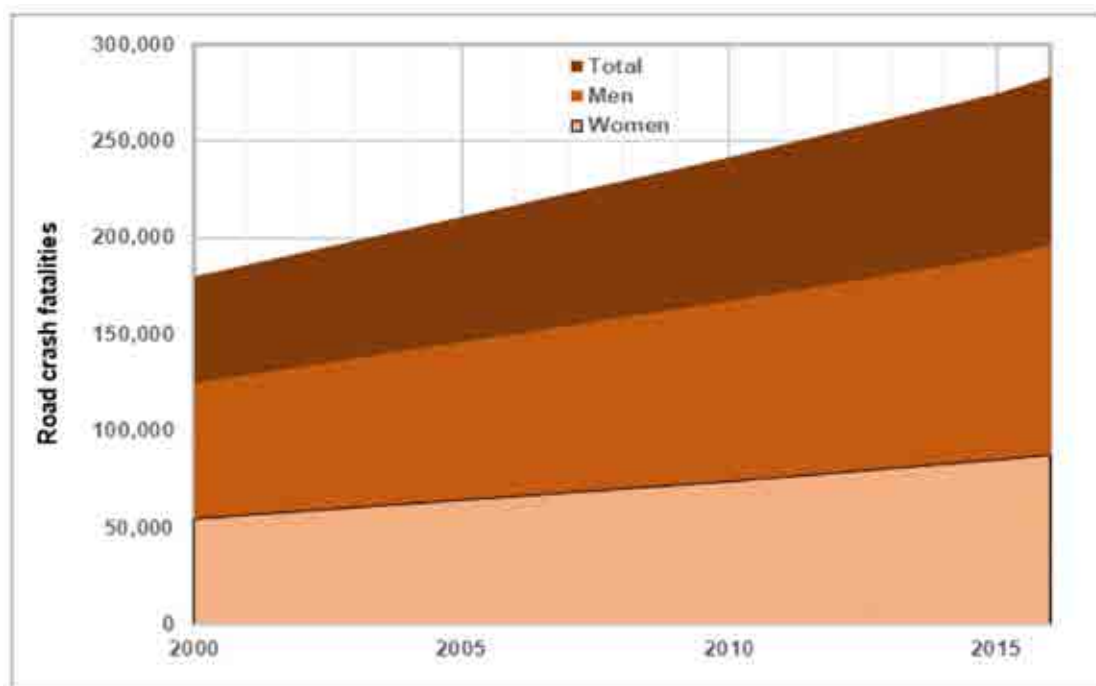


Figure 1-1. Trend of estimated road crash fatalities in Africa (Data Source: WHO)

1.1.3. In comparison, the African region has the highest road traffic fatality rate of 26.6 per 100,000 population, despite having the lowest level of motorization in the world⁵ (46.6 vehicles per 1000 persons in Africa compared to 510 vehicles per 1000 persons in Europe⁶). Africa only accounts for 2.3% of the vehicles in the world⁷, but accounts

for approximately 24% of the world's road traffic fatalities⁸. The trend in numbers of fatalities has been growing from 24.1 in 2010 to 26.6 fatalities/100,000 population in 2016, whilst it has been decreasing in other regions such as, for example, in Europe from 10.3 to 9.3 fatalities/100,000 population (see Figure 1-2).

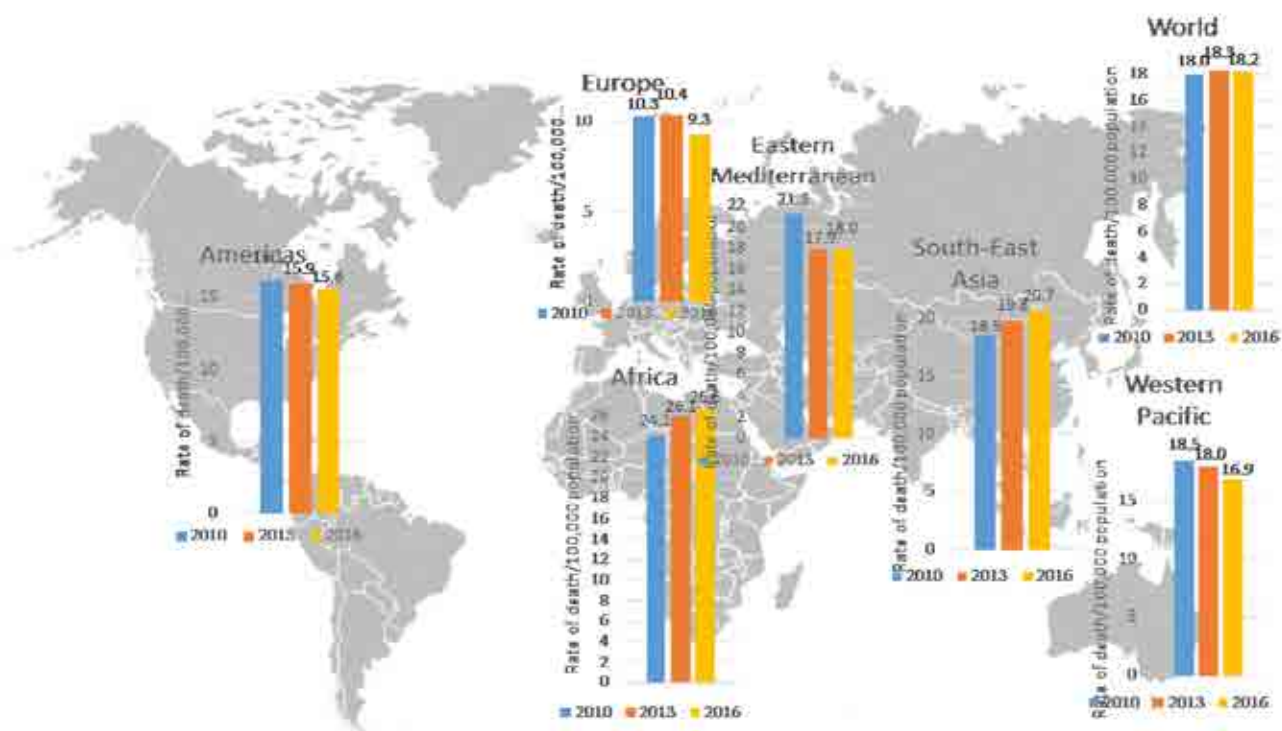


Figure 1-2. Fatalities/100,000 population by WHO region

1.1.4. Pedestrians and cyclists make up 26% of all traffic-related deaths globally and 29% in EU, but this figure in Africa is almost double at 44%. Motorcycle crashes are also increasing rapidly in Africa while they are decreasing in Europe. For example, Rwanda has seen a motorcycle-death rise from 16% (2011) to 19% (2015), Tanzania from 10% (2008) to 24% (2016) and Uganda from 17% (2010) to 33% (2016) of the total number of road traffic fatalities.

1.2. Importance of Road Safety in Africa

1.2.1. Road injury has emerged as an important public health issue which needs to be tackled by a multi-disciplinary approach. The number of fatal and disabling road crash is increasing day by day and

the alarming trend is a real public health challenge for African countries. Road traffic injuries are now the leading cause of death globally for children between 5 and 14 years of age and for young adults between 15-29 years. About 90% of these road traffic injuries (fatal and non-fatal) occur in developing countries, where more than half of the victims are vulnerable users, that is, pedestrians, cyclists and motorcyclists in urban areas. Moreover, road crashes place a big burden on the emergency medical services, diverting resources away from other urgent and important health issues. For example, in Tanzania over 50% of all admissions and more than 75% of all operations of hospitals are road traffic crash victims⁹.

1.2.2. Road crashes impose huge human and financial costs on society. In low-and middle-income countries, which African countries are in these

⁹ Global Status Report on Road Safety 2018, WHO, 2018.

⁶ Road Safety in the African Region 2015, WHO.

⁷ Ibid.

⁸ Global Status Report on Road Safety 2018, WHO, 2018.

⁹ Central Corridor Road Safety & Security Audit - Final Report, May 2018 by COWI for World Bank, DfID and CCTTFA

¹⁰ Guidelines for Mainstreaming Road Safety in Regional Trade Road Corridors, Jeanne Breen, Richard Martin Humphreys, Sevara Melibaeva, June 2013, SSATP, Africa Transport Policy Program

¹¹ Global status report on road safety, 2015, WHO

groups, road traffic crashes cost governments up to 5% of the GDP^{10,11}. Globally, the road crash cost is estimated at 3% of GDP¹² and for EU, it is 2% of GDP¹³. For example, according to the Bank survey in 2011¹⁴, it was established that road crash costs Nigeria US\$6 billion (3% of GDP) and Morocco US\$1.2 billion (2.5% of GDP). Based on a 3% of GDP, the loss to the overall African economy due to road crash in 2019 is estimated to be 75 billion USD. The impact of road crash is also felt significantly on individual household incomes and generates poverty. If the head of household or breadwinner is killed or severely injured, the impact to that household can be devastating. In Kenya, for example, more than 75% of road traffic casualties involve economically productive young adults. In Africa, 60% of road crash casualties on average are in 15-60 years age.

1.2.3. Road crash death and disability have a significant social impact on the individual, family and the society. Individual road crash victims can suffer severely from physical and mental injuries such as minor cuts and bruises to broken limbs, whiplash, back and spinal injuries, paralysis and even death.

The impact on a family in losing a loved one is also enormous, both in terms of emotional trauma and/or loss of income or caused disability, especially in African countries where there are no strong safety nets for victims of road crashes. The impact of road crashes is less understood, and lack of strong data or evidence on these is a challenge in the continent.

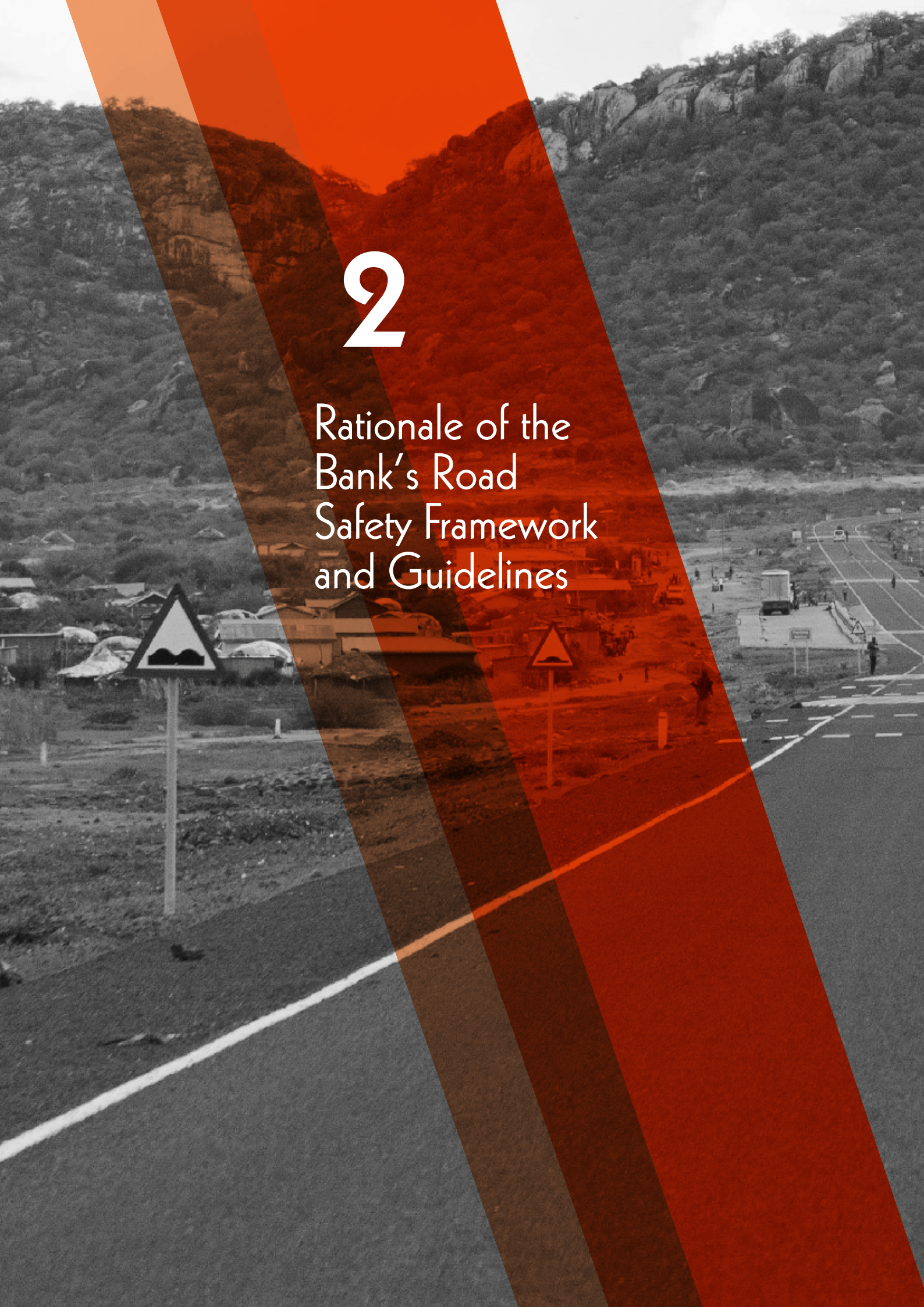
1.2.4. Although the level of effect may not be comparable to the health, economy and social impacts, road crash also causes disruption of transport and congestion. The travel delay that can be caused due to road crash is a source of discomfort of road users and which causes travel-time uncertainty on the reliability of arrival and delivery times. The resulting traffic disruption and congestion increase fuel consumption and leads to another external cost of transport, increased greenhouse gas emissions. The road safety challenge in low and middle countries such as many African countries can have significant impact on this due to the nature of long-distance motorised transport operations, the presence of non-motorised modes, mixed speed, animal crossing areas, and roadside settlements.

¹³ EU Road Safety Policy Framework 2021-2030 - Next steps towards «Vision Zero, Commission staff working document, SWD(2019) 283 final, Brussels, 19.6.2019

¹⁴ African Development Bank -Transport and ICT Department (2013). Road Safety in Africa: Assessment of Progresses and Challenges in Road Safety Management System; December 2013.

2

Rationale of the Bank's Road Safety Framework and Guidelines



2.1. The Need for Road Safety Framework and Guidelines

2.1.1. The Bank has provided long standing support for the transport sector in Africa and has during the last 50 years period (1967 to 2016) financed 450 transport¹⁵ projects worth US\$ 30 billion in loans and grants which led to paving of 40,000 km main roads. The Bank continues to play a big role in road transport, for example in 2018, the Bank approved 12 road projects for the financing of US\$ 1.1 billion. When roads are improved the objective is often to enhance access and mobility for stimulating productivity and economic growth, thus road projects often lead to increased traffic volumes and higher speed. In line with the Bank's investment on road projects, road safety has been mainstreamed as one of the priority cross-cutting areas for providing financial and technical assistance to minimise negative consequences.

2.1.2. Road safety in Africa is in a worsening trend with the explanatory factors indicating rising exposure of road crash risk in the continent. The awareness of road safety is encouragingly increasing, but this has not transformed into governments' commitment. Road safety management is still in fragment, road crash data is not properly recorded and utilized to generate solutions, strategies and interventions are not systematically planned and implemented, and more critically there is a severe shortage of qualified human resource in the continent. The IDEV 2014 Report¹⁶ on the evaluation of the Bank's transport sector support during 2000 to 2011 indicated that integration of road safety interventions was limited into the projects. This has, however, been improved after mainstreaming road safety in the Bank's transport sector operation in 2011 and considerable road safety support has been provided focusing mainly on infrastructure safety and capacity building.

2.1.3. With the worsening trend of road crash in Africa, however, the Bank needs to deepen and expand

its road safety support to the efforts of African governments to systematically address major weak links towards sustainable solutions guided by a strategic guide for leveraging its expertise, experience and resources. The requirement of a guiding document is to give a more elaborated direction with harmonized approach for all concerned organs of the Bank including different sectors (transport, health, education, etc.) and regions to systematically provide road safety support to regional member countries. The guide will also provide guidelines to manage road safety safeguards and integrate it as part of the Bank's Safeguards System for borrowers/clients adhere to the requirements for preventing project impacts and risks related to road crash.

2.1.4. The Bank's road safety Framework and Guidelines is more importantly to inform the Bank how best to engage with countries in order to generate and transfer knowledge, support the creation of effective institutional setup, human and financial capacity in the continent, and identify priority interventions to bring effective, visible and sustainable solutions. The road safety support in principle will focus around mobilizing internal human and financial resources and commitments to bring on-board government responsibilities¹⁷ for effective and sustainable road safety.

2.2. Linkage with Development Priorities, Strategies and Policies

2.2.1. The Framework and Guidelines is well in line with various Bank, regional and global strategic priorities shown in Figure 2-1. The Report on Road Traffic Injury Prevention¹⁸ provides recommendations on strategic initiatives to improve road safety performance. These include how countries assess and identify major safety problems, mobilize human

¹⁵ African Development Bank Group (2017). 50 years of supporting transport systems in Africa - 1967 to 2016. Infrastructure and Urban Development Department – African Development Bank.

¹⁶ Transport in Africa: The African Development Bank's Interventions and Results for the Last Decade – Summary Evaluation Report, December 2014, AfDB

¹⁷ Practical guide on road safety – A toolkit for National Red Cross and Red Crescent Societies, Global Road Safety Partnership and International Federation of Red Cross and Red Crescent Societies

¹⁸ World Report on Road Traffic Injury Prevention, WHO, Geneva, 2004

and financial resources, the roles of lead agencies to manage and coordinate national road safety efforts and prepare and implement national road safety strategies and action plans. The recommendations

are widely accepted as basis for effective road safety programmes at country, regional and global levels.



Figure 2-1. Linkage to strategic development priorities.

2.2.2. The Report has since drawn global attention to road safety and initiated discussions at the level of the United Nations (UN). The 1st Global Ministerial Conference on road safety took place on 19-20 November 2009 in the Russian Federation, which culminated with the adoption of the Moscow Declaration which invites the UN General Assembly

to declare a Decade of Action for Road Safety 2011-2020. Road safety has then become one of the global priorities leading to the launching of the UN Decade of Action for Road Safety (2011–2020), which endorsed the Safe System approach and conceptualised five road safety pillars - road safety management, safe roads and mobility, safe

¹⁹ United Nations Road Safety Collaboration (2011). Global Plan for the Decade of Action 2011–2020, World Health Organization, Geneva.

vehicles, safe road users and post-crash care - to improve coordinated and strategic actions at global, regional and country levels¹⁹. This was followed by the adoption of the African Road Safety Action Plan 2011-2020, which is the basis for the African Road Safety Charter and road safety improvement works for many African road safety stakeholders and development partners in the continent.

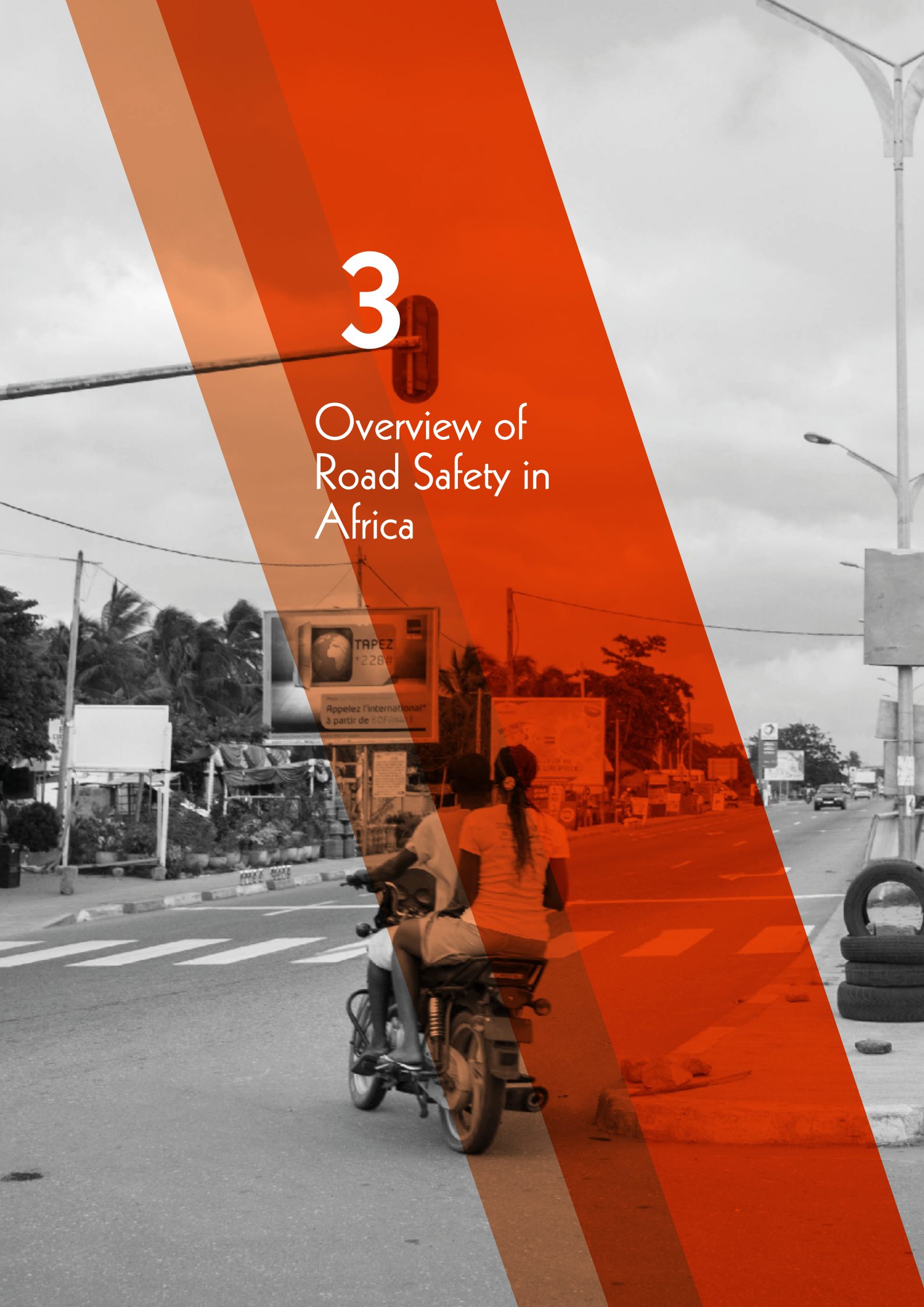
2.2.3. A very significant achievement of the Decade of Action has been the inclusion of road safety in the Sustainable Development Goals (SDGs). SDG Target 3.6 articulates to halve the number of global deaths and injuries related to road traffic crashes by 2020. SDG 11.2 also targets to provide access 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 by 2030. The 3rd Global Ministerial Conference

on Road Safety was held in Stockholm, Sweden, in February 2020, which declared ambitious and forward-looking declaration that connects road safety to the implementation of the 2030 Agenda for Sustainable Development.

2.2.4. The Framework and Guidelines is a strategic tool for the Bank's road safety support in line with the above regional and international road safety initiatives. The guide is well in line with the Bank's Ten-Year Strategy (2013-2022) to realize the Bank's key strategic priorities (High 5s), most particularly, integrate Africa by providing safer infrastructure and improve the quality of life for the people of Africa, for example, by providing safer road transport in accordance with the Bank's Transport Policy and Sustainable Transport Action Plan (2020-2025). It also feeds into the African Road Safety Charter and Post-2020 Strategy to achieve the African development aspirations of 2063.

3

Overview of Road Safety in Africa



3.1. Progresses and Challenges

3.1.1. The road safety awareness of African governments has encouragingly increased in the last decade, but the efforts being made are not systematic due to constraining institutional capacity and qualified human resource. About 89% of African countries have created road safety lead agencies and most of these (63%) are said to be funded. The forms of the lead agencies, however, vary between countries; some are ad hoc committees, others are national road safety councils/commissions under a ministry and a few of them are self-standing road safety agencies accountable to a top political leadership (prime minister or president). Thus, in reality, many of these lead agencies are not adequately empowered and do not have the system in place for leading/coordinating, setting goals, planning and measuring performances. Although many countries in Africa (57%) are said to have road safety strategies and plans, these documents are not prepared with adequate details and measurable targets, and in few countries where the details exist, financial and human resource constraints impeded implementation. Furthermore, road crash data system is not in place in most African countries and consequently, perceptions, policies/strategies, interventions are not evidence based.

3.1.2. The road users' population in Africa is generally not conversant with the road traffic system and needs systematic public campaign and safety education of children in schools. There are progresses in developing legislation that cover the use of seatbelts (87%), helmets (90%), drink and driving (96%), speed (92%), and cell phone use whilst driving (76%), but implementation and enforcement remains to be a great challenge mainly due to lack of capacity and good governance. Safety campaigns are undertaken on drink driving, safe walking, seatbelts and speeding, but they are not effective since they are mostly generic and normally not combined with enforcement. Many countries have standard driver training curriculum offered by driving schools, but effectiveness of implementation is weak due to governance and corruption. Some countries are also making efforts to integrate road safety in

national education curriculums for schoolchildren, but implementation is not systematically done, and coverage is poor. As a result of these, safe use of roads remains to be a challenge in Africa.

3.1.3. There is a progress in improving road safety on new road construction projects with the introduction of road safety audits in 26% of African countries, but inspection and blackspot treatment is seldomly undertaken on existing road network. In most cases, road safety audits are imposed as requirements on donors financed road projects. Furthermore, these audits are undertaken by international experts since there are limited number of qualified local road safety auditors. The provisions in the design standards of some countries for vulnerable road users are encouraging, but they are not systematically implemented on the ground. There are also limited multi-sector road safety provisions, which target high-risk road corridors. Road safety is, generally, not mainstreamed to have dedicated road safety unit in road agencies of most African countries, which explains the poor safety standards of the road network in Africa.

3.1.4. Vehicles safety is another important road safety issue since Africa relies predominantly on import of used vehicles contributing to the old vehicle fleet in the continent. These can be illustrated by the fact that 90% of Togo's vehicle fleet are more than 10 years old; the average age of Ethiopia's fleet is 15-20 years; and the average age of vehicles on Kenyan roads is 15 years. Moreover, only five countries have imposed a total ban on importing second-hand commercial vehicles and ten countries have banned used vehicles over 5 years and/or have strong tax, feebate schemes. On the other hand, there is a progress on mandatory periodic vehicle safety inspection in the continent, but the standards of inspection are often not adequate, and enforcement is weak.

3.1.5. Most countries have emergency medical regulations, but the implementation, particularly with respect to the coverage and reliability of the service has critical shortcoming and in some countries it is non-existent. The EMS systems in Africa are relatively new and at present can be best described

as fragmented across countries. Most countries are poorly prepared to rescue and appropriately care for persons who survive road traffic crashes. Whilst post-crash response is acknowledged as a key road safety strategy, it is often neglected in national road safety plans and programmes. African countries suffer from severe constraints of available resources for post-crash intervention, including poor infrastructure, lack of sustainable funding and inadequate qualified human resources.

3.2. Opportunities to Systematically Develop Road Safety in Africa

3.2.1. The loss of human and economic resources caused by road crash in Africa, which has huge and increasing implications to society, needs to be brought to the attention of politicians and discussed at high level for governments to consider it as one of major priorities. This is a key step forward for transforming road safety lead agencies in many countries to strengthen their roles and capacities for sustainable and effective management system. The principle of undertaking road safety management capacity reviews should be adopted in most African countries in order to assess the status of road safety and identify appropriate interventions. Strategies and action plans focusing on priorities with time-bound measurable targets and performance indicators are essential tools for systematically implementing interventions and monitoring performances.

3.2.2. African countries now have the necessary local knowledge of technology for developing and managing road crash database system. The development of road crash database system locally enables the maintenance and upgrading of a self-sustainable system. This will lead to evidence-based policy/strategy development. It will also enhance efficiency in the design of interventions, implementations and performance monitoring.

Access to crash data will enhance road safety research and capacity development in country academic and other institutions for providing scientific solutions to intrinsic road safety problems.

3.2.3. Harmonization of road safety standard requirements of roads, drivers, vehicles and to some extent post-crash response are vital for the integrated Africa. Lessons from Europe can be transferred to achieve this through a regional strategy, which prioritizes harmonization of road safety standards. The road safety manuals^{20,21,22} commissioned by the Bank, for example, provides a good basis for managing road safety on new roads as well as existing roads. This, however, requires institutionalizing road safety in road agencies for harmonized consideration of road infrastructure safety during design, construction and operation and enhancing safer road network in Africa. The nature of mixed traffic in Africa requires focusing on speed management and providing significant consideration for the safety of vulnerable road users.

3.2.4. The standardization of drivers' training and licencing as well as working hours for public and heavy goods vehicles are important as well. Similarly, vehicle safety is another area where there are opportunities for standardization of safety requirements and accordingly legislating the management of import controls as well as the enforcement of vehicle inspection for roadworthiness. The need for developing a sustainable post-crash care system in Africa is also imperative. Like other interventions, it would be important to have harmonized legislative framework for post-crash response strategy and guidelines. For effective operation, it also requires an adequate capacity and dedicated resources.

3.2.5. Although the legislation coverage of high-risk behaviours is in good progress, it does not comply with international best practices. There are therefore opportunities to review, update and harmonise legislative frameworks in all aspects road safety (including fines and penalties) to bring them in line with best practices, sensitise decision-

²⁰ African Development Bank Group – Transport and ICT Department (2014). Road Safety Manuals: Road New Roads and Schemes: Road Safety Audit

²¹ African Development Bank Group – Transport and ICT Department (2014). Road Safety Manuals: Existing Roads – Proactive Approaches.

²² African Development Bank Group – Transport and ICT Department (2014). Road Safety Manuals: Existing Roads – Reactive Approaches

makers and politicians, educate the public on new legislation and put in place adequate enforcement for implementation.

3.2.6. The development of human capacity through the creation of Regional Excellence Centres for Road Safety or other means is fundamental to take forward road safety in the continent. The initiative of the Excellence Centre is for the provision of training and certification of road safety professionals as well as building capacity for research and consultancy services covering all Pillars of road safety. The multisector safety interventions on high-risk corridors can as well accelerate the transfer of road safety knowledge and best practices through learning-by-doing which can strengthen the capacity of lead agencies and other stakeholders (involved in legislation and enforcement, roads,

driver training and licensing, public campaigns and education, vehicle safety, post-crash response, etc.). This should provide quick visible results and build evidence base for rolling out larger or national programme and build capacity for adopting and promoting key elements of the Safe Systems approach.

3.2.7. The role of coordinated support from Development Partners in strengthening road safety management system and facilitating capacity building and knowledge transfer is significantly important for African countries. This, however, does not substitute the commitments of countries to put in place mechanisms for mobilizing local resources and setting-up dedicated and sustainable funding through surcharge fees and levies on users.

4

Experiences of the Bank and other MDBs



4.1. The Bank's Experience in Supporting Road Safety

4.1.1. The Bank has mainstreamed road safety as one of the crosscutting issues in its transport sector operations. A regional assessment undertaken by the Bank²³ examined progresses and challenges of road safety in the continent. The study provided information on the road safety issues and identified potential areas for the Bank intervention which focused more on infrastructure safety and capacity building. Road safety audit has become now a mandatory routine practice on Bank financed road projects together with road safety sensitization of communities living along project roads and road users to minimize the occurrence and consequences of road crash. The Bank's three Road Safety Manuals for Africa have also strengthened these and provided tools for countries to embed the Safe System Approach for standardized consideration of road safety throughout the lifecycle of a road infrastructure, i.e. during design, construction, maintenance and operation.

4.1.2. The Bank's capacity-building activities have been undertaken based on country specific needs or priorities identified and designed by a project team without a systematic framework and guidelines. The areas of interventions thus far include development of national road safety programmes, road safety interventions on high-risk corridors, strengthening and establishing road safety units in road agencies, database system and improvement of post-crash response along project roads. A summary of the Bank's road safety supports is illustrated as Appendix C for 2016-2018. The Bank also organizes and co-organizes road safety trainings, workshops as well as transport/road safety events on specific or general agenda for sharing knowledge and experiences in line with building capacity and promoting road safety in Africa. The Bank has recently embarked on an initiative for supporting the creation of Regional Excellence Centres for Road Safety to build human capacity in the continent. The objective of the Excellence Centres is to train, and certificate safety professionals covering different aspects of road safety and build capacity in research

and consultancy services.

4.1.3. The Bank is closely working together with AUC, UNECA and SSATP in promoting Africa's road safety such as the organization of events, and preparation and implementation of the African Road Safety Action Plan (2011-2020), developing the AU-EU areas of collaboration on road safety and ratification of the African Road Safety Charter as well as defining the post-decade strategy towards achieving road safety-related targets of the SDGs. The African Development Bank collaborates with other MDBs to share road safety approaches and initiatives for aligning themselves with the shared global and regional programme of road safety activities to accelerate knowledge transfer, strengthen institutional capacity, and scale up road safety investments. The Bank has also built strong partnerships with other regional and international organizations and continues to support other organisations actively involved directly or indirectly in road safety in Africa.

4.1.4. These road safety activities have, however, been undertaken without internal Bank guidance for systematically mobilizing resources and harmonizing road safety supports for effective impacts. Currently, road safety is not embedded in the Bank's safeguards system as a requirement for the Bank financed projects. Almost all road safety supports to countries are financed from country loans as part of road projects while regional road safety activities have been financed from administrative budget, bilateral Trust Funds, or GRSF grants obtained through competitions. Since the Bank has no dedicated fund for road safety, financing has been the major constraint for road safety interventions.

4.2. Experiences of other Multilateral Development Banks

4.2.1. The World Bank – The World Bank initially focused primarily on engineering aspects on a project-by-project basis²⁴, but has radically evolved to

²³ Road Safety in Africa: Assessment of Progresses and Challenges in Road Safety Management System; Transport & ICT Department, African Development Bank. December 2013.

²⁴ Making Roads Safer - Learning from the World Bank's Experience, World Bank 2014

encompass the much broader Safe Systems approach after the creation of the Global Road Safety Facility (GRSF) in 2006. GRSF is a global partnership programme with a dedicated Multi-donor Trust Fund (MDTF) for road safety to help address the growing crisis of road traffic deaths and injuries in low and middle-income countries (LMICs)²⁵. It provides funding, knowledge, and technical assistance designed to leverage road safety investments in existing transport operations and scale-up the efforts of LMICs to build their scientific, technological and managerial capacities. Currently, road safety is embedded into the World Bank's Environmental and Social Framework²⁶, which requires borrowers to identify, evaluate and monitor the potential traffic and road safety risks throughout the project life-cycle and to resolve them. The World Bank has been championing Safe System demonstration projects²⁷ as large stand-alone initiatives, multisectoral initiatives targeting high-risk corridors and areas to accelerate the transfer of knowledge through learning-by-doing; and, achieve quick visible results and build an evidence base to roll out a larger or national program. The World Bank²⁸ provides loans and grants to support road safety work. The World Bank currently supports institutional capacity strengthening, infrastructure safety, road user behaviour, vehicle safety, and post-crash care in Africa. Road safety audits are mandatory on all the World Bank road projects and now often include road safety awareness and post-crash care components. The internal capacity dedicated to road safety is limited to five people, but this does not include the staff and consultants of GRSF.

4.2.2. European Bank for Reconstruction and Development (EBRD) - Road safety is embedded into the EBRD's Environmental and Social Policy, which requires all projects to identify, assess and monitor the potential traffic and road safety risks to workers and affected communities, as well as implementing measures to control any risks.

This requires all EBRD funded road projects to incorporate relevant EU road and traffic safety management standards and undergo road safety audits²⁸. The EBRD focuses on capacity building of local engineers to raise awareness of best practice road safety engineering principles; assistance in developing existing national technical standards to meet good international practice; and, preparation and assistance in implementing of Road Safety Strategies and Action Plans at the institutional level.

4.2.3. Asian Development Bank (AsDB) - AsDB provides substantial technical assistance for advisory and capacity development to address the current limitations in the institutional capacity of the countries in road safety. This includes assistance for project preparation to help create a sound pipeline of projects on road safety²⁹. Through the Sustainable Transport Initiative (STI), AsDB develops comprehensive road safety operations in selected countries by providing stand-alone lending for road safety. These operations will support both engineering and behavioural approaches to the safe design, construction, operation, and maintenance of road infrastructure; the use of intelligent transport systems for road safety; and the development of road safety management capacity, road safety performance measurement, and resource mobilization²⁹. To guide its work on mainstreaming road safety, AsDB developed the Road Safety Action Plan. The Action Plan provides the basis for AsDB to play a more proactive role to support low- and middle-income countries in Asia and the Pacific in their efforts to achieve sustainable, effective, and cost-effective improvements in road safety³⁰. Internally AsDB has established a Road Safety Group to strengthen its road safety capacity and support road safety work across AsDB projects.

4.2.4. European Investment Bank (EIB) - EIB mainstreams road safety in its lending operations following the EIB Road Safety Guidelines and scales up existing lending, blending and advising activities

²⁵ Global Road Safety Facility – Leveraging Global Road Safety Successes, GRSF, World Bank
²⁶ Environmental and Social Framework - Setting Environmental and Social Standards for Investment Project Financing, World Bank, August 4, 2016
²⁷ Road Safety Management Capacity Reviews and Safe System Projects Guidelines (Updated Edition) - May 2013, Tony Bliss, Jeanne Breen, Global Road Safety Facility, Washington
²⁸ <https://www.ebrd.com/what-we-do/sectors-and-topics/the-ebrd-approach-to-road-safety.html>
²⁹ <https://www.adb.org/sectors/transport/key-priorities/road-safety>
³⁰ <https://www.adb.org/publications/road-safety-action-plan-overview>

in support of road safety improvement projects. EIB offers financing for road safety projects and road projects with roads safety elements (including road safety audits/inspections, road safety impact assessment, road crash data management and road safety ranking and management) and coordinate road safety procedures with other

financing institutions. EIB also supports with advice, grant applications and technical assistance. EIB manages and supervises safety activities closely to ensure safety requirements are thoroughly integrated in services and works contracts so that the impacts road safety interventions are improved on EIB financed projects.

5

The Bank's Road Safety Intervention Framework



5.1. Introduction

5.1.1. The development of road infrastructure is high on the development agenda of African countries. Transport is one of the priorities due to its dominant role it plays in the socio-economic growth. In parallel to this, however, the continent is currently observing the worst road death rate globally. This phenomenon sends a clear message to African governments for mobilising resources towards effective road safety activities at this early stage of road transport development. In line with its huge investment support, the African Development Bank also needs to scale-up its road safety support to address this development challenges.

5.1.2. The purpose of the Framework and Guidelines is to provide internal guidance for systematically mobilize and harmonize road safety supports for bringing effective and sustainable impacts in regional member countries. This section outlines the key focused areas of interventions and highlights funding options.

5.2. Objectives

5.2.1. Based on the critical gaps and challenges in road safety the Framework and Guidelines gives the

Bank guidance on how best to engage with RMCs to improve road safety in Africa towards pursuing the following three main objectives:

1. Creating effective institutional setup and sustainable financing to address road safety.
2. Developing human capacity through transferring road safety knowledge and best practices.
3. Identifying, prioritising and implementing road safety interventions that bring effective, visible and sustainable results.

5.2.2. Through this Framework and Guidelines, the Bank will be in a position to play a key role in supporting the improvement of road safety in Africa, acting as a catalyst for countries to address road safety, using its project financing and dialogue experience with countries in the continent, and it's convening power to coordinate different partners. The Bank will achieve this by bringing to scale existing and other good practice intervention across Africa, while developing capacity of relevant stakeholders in road safety and building political commitment, as a key enabler for successful implementation of the interventions. The Framework and Guidelines provides operational strategic direction and a guiding tool for prioritizing appropriate mix of policy advice, investments and technical assistance in line with intervention areas described in Section 5.3.

Table 5-1. Objectives and the Bank's contributions articulated in the Framework

Objectives	Bank's contribution to attaining the objectives
Creating effective institutional setup and sustainable financing to address road safety	<ul style="list-style-type: none"> • Support the creation of road safety awareness among politicians and decision makers to raise governments' commitment through policy dialogue and stakeholders' engagement • Provide policy advice and technical assistance for transforming lead agencies and setting-up effective institutional system • Finance the assessment of road safety management system and development of national road safety strategy and programme • Provide technical assistance for setting-up mechanisms for sustainably mobilizing resources for road safety financing
Developing human capacity through transferring road safety knowledge and best practices	<ul style="list-style-type: none"> • Finance the creation of regional excellence centres for road safety • Finance multi-sector projects with the objective of transferring road safety knowledge and best practices through learning-by-doing • Supporting twinning programmes for transferring road safety knowledge and best practices • Organizing and/or co-organizing events such as conferences, short trainings, workshops, and seminars for building capacity

Objectives	Bank's contribution to attaining the objectives
Identifying and prioritising the implementation of road safety interventions that bring effective, visible and sustainable results	<ul style="list-style-type: none"> • Undertaking diagnostic studies for generating knowledge and identifying weak links and areas of priority among - database system, infrastructure safety, road users' safety, vehicle safety, enforcement, post-crash response, etc. for interventions • Providing technical assistance to prioritize and design road safety interventions for effective implementation • Finance the implementation of priority interventions and support monitoring and evaluation to capture lessons for knowledge building and dissemination

5.3. The Bank's Intervention Framework

5.3.1. The assessment of progresses and challenges in road safety summarised in Section 3, which captures the main issues, forms the basis for articulating the Framework and Guidelines. The Bank will use its unique role as key financing institution in the road sector as well as convener of and advisor to African countries, regional institutions and other road safety partners to support the efforts of regional member countries in promoting road safety.

5.3.1. Approaches of Interventions

5.3.1.1. The Bank will provide road safety support to regional member countries systematically for effectively advancing road safety in the continent. Towards this end, the Bank will use suitable approaches including partnering with regional organizations and others development partners to catalyse the improvement of road safety in Africa and tackle the existing challenges towards safer road transport.

Policy advice, stakeholder engagement and advocacy

5.3.1.2. African countries have shown progresses in implementing the Decade of action for road safety, but the efforts have not been systematic and effective in reducing road crashes. One of the main reasons for fragmented and ineffective activities is lack of governments' commitment due to insufficient road safety awareness among politicians and decision makers. The Bank, together with AUC, UNECA and SSATP, is well positioned to bringing road safety as one of the continental priority agendas to create awareness and raise commitment. The

use of carefully selected road safety champion(s) who has the comprehension and passion for road safety can help raising awareness and government's commitment in the continent.

5.3.1.3. In collaboration with regional institutions, AUC and UN ECA, the Bank could also play an important role in bringing together national decisions makers and other road safety stakeholders with the aim of coordinating and promoting regional efforts towards promoting road safety such as harmonization of standards and legislations (related to for e.g.: roads; vehicles; driver licensing) and initiatives for creating regional observatory, centres and programmes (e.g.: African Road Safety Observatory, Regional Excellence centres, and African New Car Assessment Programme). Harmonization of standards and legislations is one of the key instruments of regional integration for facilitating the safe movement of people and goods.

5.3.1.4. Cooperation and partnership between governments, institutions, private sectors, RECs, corridor entities, NGOs and all other road safety stakeholders across the continent and with international parties is extremely important for effectively advancing road safety in Africa. The Bank can contribute to building this collaboration for leveraging resources and improving effectiveness.

Project related interventions.

5.3.1.5. These are interventions related Bank financed road projects and other traffic generating schemes which often come with the risk of road crash occurrences. In line with its objective of achieving sustainable development outcomes, the Bank will assist countries in the diligent examination of road projects and schemes and the implementation of mitigation interventions to avoid or minimise the risk of road deaths and injuries. In this

connection, the Framework will contribute to the inclusion of the road safety requirements in the Bank's Integrated Safeguards System (ISS) for strict fulfilment of borrowers throughout the Bank financed projects as one of its instruments. This requirement needs to be articulated in the ISS to define the obligation of borrowers to identify, evaluate and monitor the potential traffic and road safety risks to workers, affected communities and road users throughout a project life-cycle and, where necessary, to develop measures and implement them to rectify posed risks.

5.3.1.6. Road safety audit and sensitization have been mandatory practices for all Bank financed road projects during design, construction and early after opening a road for traffic. These mandatory practices will be parts of the ISS requirements to be fulfilled by borrowers. The cost of project related road safety interventions that are implemented during the project preparation and implementation phases should be covered as part of the project cost. Borrowers should, however, cover costs of follow-up interventions while the project is in operation. The procedures in the Bank's Road Safety Manuals are useful tools to facilitate the implementation of these safety interventions throughout a project life-cycle.

Non-Project related road safety interventions

5.3.1.7. Non-project related or standalone Bank interventions cover a range of road safety activities such as road safety management, database system, legislation and enforcement, infrastructure safety, road users' safety, vehicle safety and post-crash response which are not related to road safety risks of Bank financed projects. A diagnostic study or sector review that is normally undertaken during project preparation can result in identification of a set of road safety issues for further actions and possibly implementation as a follow-up road safety programme. These identified road safety issues, however, need to be prioritized for the Bank intervention based on their strategic nature in bringing quick and visible results as well as comprehensive and sustainable long-term benefits.

5.3.1.8. The Bank's financing for non-project related road safety interventions, generally, can be provided as follows:

- **Components of a Bank financed project:** This is the case where road safety interventions are identified and designed as components of a transport project for the Bank financing. This has been the practice in providing the Bank financing for road safety and it will continue in the future.
- **Standalone financing for road safety:** The engagement of politicians and decision makers will lead to governments' commitment towards addressing road safety comprehensively. This will initiate the demand for a standalone financing for road safety from countries as it is the case in other MDBs. In the near future, road safety will, thus, be an area where the Bank needs to be prepared for availing standalone financing for road safety projects.

5.3.2. Priority Areas of Interventions

5.3.2.1. Six working papers were used to examine the road safety issues in Africa for the preparation of this Framework and Guidelines. The working papers were instrumental to identify and prioritize key areas of interventions which were then validated by a technical stakeholder workshop. The workshop was participated by high-level specialists from 25 African countries, including representatives of regional economic communities and regional road corridor organizations. Accordingly, the priorities of the Bank's road safety support are articulated into three Pillars of interventions. The prioritization of these Pillars has considered the critical issues captured in the diagnostic six working papers, feedbacks of the technical workshops, and the Bank's experiences and potential leading role to promote sustainable safety in the continent.

5.3.2.2. The selected Pillars for the Bank's intervention are: (i) Road Safety Management; (ii) Safe Road Users; and (iii) Safe Roads and Mobility in their order of priority as shown in Figure 5-1. Under each priority intervention Pillar, identified areas are described in the paragraphs that follows. The specificity of an interventions will, however, be designed during project preparation based on the nature of intervention and circumstances of a region or individual country after undertaking essential diagnostic work as outlined in Section 6.

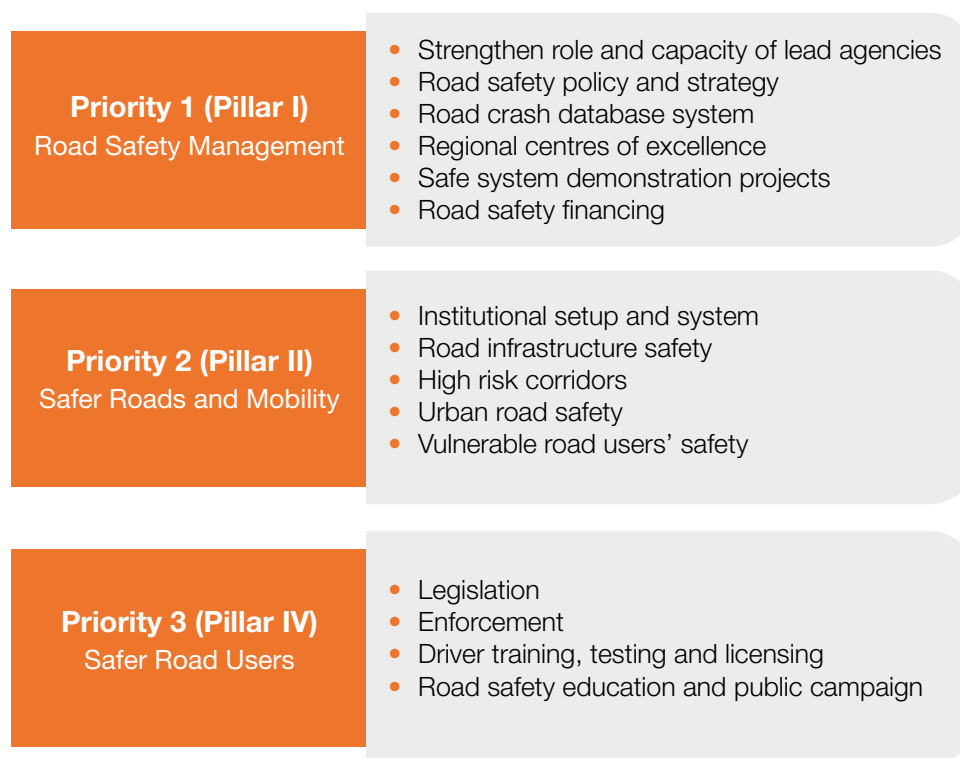


Figure 5-1. The Bank's priority intervention Pillars and focus areas

Priority I: - Road Safety Management

5.3.2.3. The “Road Safety Management” Pillar entails interventions related to transforming the road safety management system. It involves the creation of a political will and ownership, governments’ ‘commitment and accountability, setting up fully empowered road safety lead agency equipped with legislations, policy, strategy and sustainable financing to establish/strengthen road crash database system and develop human and research capacity to lead/coordinate all other aspects of road safety.

5.3.2.4. Strengthen role and capacity of lead agencies: Despite most countries in Africa have lead agencies it appears that they are not fully empowered to perform their presumed functions. The right institutional setup and system together with dedicated qualified personnel and financing are of primary importance for a lead agency to play its expected role in leading and coordinating road safety stakeholders in a country. Most of the road safety lead agencies in Africa do not have most of these requirements for them to perform their functions. The Bank recognizes that road safety management is a

key pillar for the proper functioning of all other road safety pillars and thus will provide evidence-based supports to RMCs for transforming lead agencies to perform their functions effectively.

5.3.2.5. Road safety policy and strategy: A national road safety policy and strategy is a necessary tool for lead agencies to perform the road safety management duty across all aspects road safety based on a safe system approach to meet the road safety national, regional and global targets. A strategy outlines and defines key actions and associated time bound targets with intermediate and final measurable indicators for each stakeholder and at different levels with allocated adequate resources. The Bank will where relevant support countries in the review and/or preparation of road safety policies, strategies and action plans with stretching targets and their implementation.

5.3.2.6. Road crash database system: The absence of reliable road crash database system in Africa is a major bottleneck for evidence-based policy and strategy formulation, identification of trends, high-risk locations or areas, planning of interventions and proper evaluation and

monitoring of effectiveness. The Bank will support countries needing to develop or improve crash database system with particular attention of utilizing local ICT expertise for ease of system maintenance and upgrading requirements. This includes improving the quality of data with systematic road crash investigation and recording with the use the international definition of a fatality (death within 30 days of a crash) as well as developing tailor-made road crash database and data sharing systems.

5.3.2.7. Regional centres of excellence: The Bank recognizes the capacity constraints in Africa. The Bank's initiative to create Regional Centres of Excellence for Road Safety is a step forward to systematically develop human and research capacity. The objective of the initiative is to train and certify road safety professionals covering all road safety Pillars and build local capacity for research and consultancy services. The initiative has obtained wider acceptance at the 4th African Road Safety Conference and it has become one of the areas recommended for the AU-EU collaboration. The Bank had approved supports for Cameroon (Central Africa) and Tanzania (Eastern Africa) and discussions are underway with countries and development partners towards the creation of the excellence centres in other African regions. Besides, the Bank will support alternative ways of creating capacity such as demonstration projects, twining programs and organizing short trainings, workshops and seminars for transferring experiences, best practices and new technologies to continually improve the efficiency and effectiveness of the road safety system to bring visible and quick results in the continent.

5.3.2.8. Safe system demonstration projects: Demonstration projects are multi-sectoral safety activities designed for examining the performances of high-risk corridor treatments and policy developments and building capacity through learning-by-doing implemented with coordinated decision-making mechanisms agreed to between road safety agencies. For example, a demonstration project on-road corridor treatments can be designed for observing the performance of enforcement of laws, identification and treatment of blackspots, improvement of the emergency medical management systems, and public information program to raise awareness. On the other hand, a policy development demonstration projects could also be designed for examining the benefits of new driver licensing procedures and policies, including testing; improved vehicle safety

policies; strengthened road safety rules and regulations; and improved license and vehicle and traffic offence data systems and their linkage. Evidence base measurement and monitoring of intermediate outcomes is an essential component of demonstration project activity and is important for the later phases of broader and scaled-up road safety activity.

5.3.2.9. Road safety financing: Governments' recognition of the severe economic implications and costs of road crash to the society is a pre-condition for the endeavour of improving road safety. Along with instituting an empowered lead agency, provision of adequate dedicated financing for road safety is essential. The sources of financing could be earmarked road safety funding from national budget and/or raised from road users surcharges and levies. The buying of road users is fundamental for mobilizing resources through surcharges and levies on fees paid, for example, for vehicle registration/inspection, driver licences, insurance premiums and fines for traffic offenses. Besides, it is imperative to have governments' commitment for allocating some percent of road investment and maintenance funding to road safety. The Bank will provide advisory and technical support to countries for establishing sustainable financing system for road safety. Besides, the Bank will also advise countries to coordinate external road safety supports from development partners for efficient use of resources.

Priority II: - Safer Roads and Mobility

The intervention on "Safer Roads and Mobility" will focus on:

5.3.2.10. Institutional setup and system: The provision of "safe road network" is the core responsibility stated in the establishing proclamation of many road agencies in Africa. This responsibility, however, is not fully met by many road agencies. The creation of institutional arrangement in road agencies is, thus, very important for systematically considering road safety in design, construction and operation of roads. The Bank has been supporting the creation and/or strengthening of road safety units of road agencies. The continuation of such supports is necessary to embed the requirements of road safety considerations in the country system.

5.3.2.11. Road infrastructure safety: Road safety audit

and sensitization have been made mandatory for the Bank financed road projects. The Framework has put road safety requirements to be part of the Bank's safeguards for strict fulfilment of borrowers throughout out the Bank financed projects. The Bank will closely follow up the implementation of the road safety safeguards and continue providing policy advice and technical assistance to build capacity towards embedding the Bank's Road Safety Manuals in the country systems such that proactive and reactive safety improvement works are sustainably made on existing road network as well.

5.3.2.12. High risk corridors: The Bank is at the forefront and heavily investing on the development of infrastructure and services to integrate African countries. Road corridors connecting two and more countries normally carry heavy trucks and buses travelling long distances passing through cities and towns conflicting with local motor traffic and non-motorized road users which poses more crash risk. Regional corridors have additional risk factors for the occurrence of road crash including (i) drivers' fatigue; (ii) over speeding; (iii) possibility of having different road standards, vehicle standards, road users' behaviour, traffic signs and driving rules as they enter different boundary. Regional road corridors, therefore, poses special safety issues which the Bank has a comparative advantage for providing Policy Advice and Technical Assistance to create awareness, capacity, and harmonized standards and rules.

5.3.2.13. Urban road safety: Road safety is one of the challenges of urbanization in Africa. In an effort to meet the rapid expansion, many African cities are increasing their road networks, without the necessary planning of their transportation and related traffic management systems. As a result, many people die and are injured unnecessarily in road traffic crashes with the consequential social economic and health burdens imposing heavy constraints on sustainable urban development. The Bank recognizes the challenges of African urbanization and will give special attention to support the efforts of African governments for effective consideration of road safety in the development of safe and smart urban environment in the continent.

5.3.2.14. Vulnerable road users' safety: The consideration of vulnerable road users' safety is vital at all times; during planning, design, construction and operation. Pedestrians and cyclists, in particular, should be safely segregated from motorised traffic, and motorcyclists'

safety needs also more attention – a group that is rapidly growing in number and will be dominant in the years to come. Half of the road deaths currently in Africa are vulnerable road users and require immediate attention and provision for adequate facilities to safely move and circulate in the traffic system. The Bank would support countries in the preparation of manuals, establishing system for reviews and approvals, and building capacity for appropriate considerations in the planning, designing and operation of road infrastructure for ensuring the safety of vulnerable road users.

Priority III: - Safer Road Users

The Bank's role within "Priority II" will focus mainly on the following:

5.3.2.15. Legislation: Road safety legislation, which incorporates evidence-based measures and strict and appropriate penalties are the basis for consistent, sustained enforcement and public education to reduce road traffic injuries. Africa is lagging behind the international best practice of safety laws and standards. Improving legislations towards international best practices will potentially result in significant reduction of road crash injuries. The Bank could potentially support regional member countries in enhancing and harmonizing road safety laws to facilitate regional integration.

5.3.2.16. Enforcement: Enforcement of safety laws and rules is one of the challenges in African countries despite its great potential for improving road users' behaviour in the traffic system to reduce road crash occurrence significantly. Traffic police and/or the gendarmerie plays a critical role in road crash investigation, recording and database management. The institutional setup, system and capacity as well as the training and discipline of police/ gendarmerie personnel are very important to bring sustainable impact on road safety. The Bank could provide support for building institutional and human capacity to enhance enforcement for bringing quick and visible results.

5.3.2.17. Driver training, testing and licensing: Despite various attempts made to bring improvement in different African countries, driver licensing is still an area where capacity and governance issues manifest with grave impacts on road safety. This is one of the areas where transferring best practices in a form of demonstration

projects, particularly, in training professional drivers for public and freight transport vehicles could bring significant results. Standardising training and testing based on best practices with the support of new technology for driver licensing is the way forward for improving the situation in the continent. The Bank could provide assistance to look into various avenues where needed for transferring best practices to bring institutional and system reforms through pilot projects of driving and testing centres.

5.3.2.18. Road safety education and public campaign:

The Bank has been supporting road safety sensitization, but the intervention has been limited to road users and communities related to the Bank financed road projects. The intervention needs to expand and cover road safety education at schools and public campaigns to enhance awareness of the traffic system and safe use of roads. The Bank is well positioned to support the integration of road safety in school curriculums, train trainers of teachers

and development of teaching materials so that the new generation is well aware of the road crash risk. Furthermore, effective and targeted road safety public campaigns hand in hand with enforcement will help to create public road safety awareness and effectively prevent the occurrences of road cash.

5.3.3. Other Areas of Interventions

5.3.3.1. In addition to the Bank's priority Pillars of intervention, post-crash care and safe vehicles are other areas in which the Bank will provide support on the basis of critical demand and/or partnership with other stakeholders. Although both areas of intervention are necessary and important for African conditions, the selection of few systemic and transformational priority areas will make the Bank's support more effective taking note of the Bank's potential advantage to play a leading role in promoting road safety in Africa.

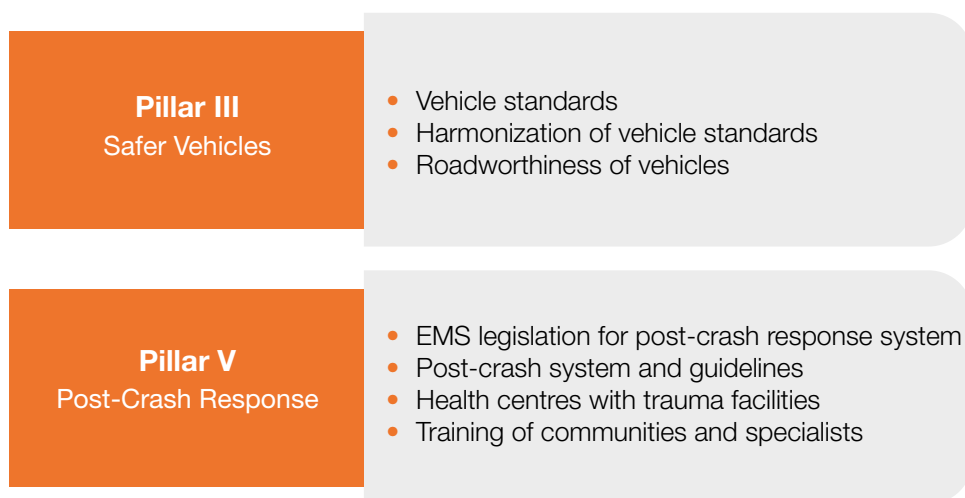


Figure 5-2. Other areas of the Bank's interventions

5.3.3.2. Safer Vehicles: Africa depends mainly on the import of used vehicles and has old vehicle fleet. The import requirements for both used and new vehicles is not up to acceptable international standards. Road worthiness technical inspection and enforcement is very weak. The gap in quality standards for import and roadworthiness, and in controlling these standards is enormous. Interventions on vehicle standards and the harmonization of these

standards have three-fold benefits related to reduction of road crash deaths and injuries, cutting-down greenhouse emission and facilitating integrating Africa. The following are areas for the Bank's interventions:

1. Vehicle standards: There is a crucial need for African countries to upgrade vehicle standards of both old and new vehicles to an acceptable level

of international safety standards. The Bank is well positioned to support countries in the development of vehicle standards for safety and greenhouse emission and creating capacity and system for effective implementation and strict enforcement.

2. Harmonization of vehicle standards: The harmonization of vehicle standards and strict enforcement of rules and regulations is one of the backbones to facilitate regional integration in Africa. The Bank in collaboration with AUC, UNECA and RECs will provide policy advice and technical assistance to African countries for developing strategic framework for the harmonization of vehicle standards.
3. Roadworthiness of vehicles: Regular technical control of vehicles not only responds to safety challenges but also to control greenhouse gas emissions. The Bank would provide policy advice and technical assistance for institutional reforms, capacity building and knowledge transfer to improve vehicle inspection system of African countries through, for example, developing Public-Private Partnership schemes, to carry out robust periodic vehicle inspections following prescribed policies, legislation, and guidelines which could be set at regional and local levels.

5.3.3.3. Post-Crash Response: Well established post-crash care system is significantly important for the reduction of road crash deaths and severity of injuries. Most African countries are not well prepared to rescue and appropriately care for road crash survivors due to gaps that include those in infrastructure, human resources, transportation, and management of emergency medical services. The identified areas for the Bank's interventions under this Pillar include:

1. EMS legislation for post-crash response system: this will focus on the establishment of a legislative framework for a post-crash response system and its compliance which forms the basis of any emergency medical service (EMS).
2. Post-crash system and guidelines: The support involves assessment of constraints of responsiveness to post-crash emergencies from technical, institutional and governance perspectives, and development of post-crash system and guidelines that provides appropriate emergency

treatment and rehabilitation, as required, for crash victims irrespective of their ability to pay.

3. Health centres with trauma facilities: The Bank has been providing financial support to improve health centres and trauma facilities along project roads on case-by-case basis and this support will continue for improving health facilities and equipment for emergency services to meet the increasing needs of road crash victims along high-risk road corridors.
4. Training of communities and specialists: The Bank would also provide support for the development of human resource in the provision of emergency care from selected community volunteers including traffic policemen and drivers to technicians, nurses and specialists for saving lives and reduce severity of disabilities.

5.4. Financing Options

5.4.1. The Bank has been supporting project related road safety interventions as well as standalone interventions designed as components of road projects from project loan financing. Road safety economic sector works, and dissemination activities have also been financed from bilateral trust funds, administrative budgets or external financing obtained from competitive GRSF grant. The fact that the Bank has no dedicated funding for road safety, financing has been the major constraint in rolling out road safety supports.

5.4.2. In order to implement the ambitious road safety interventions identified in this Framework, the Bank will utilize the following funding options to sustainably support the efforts of African countries in improving road safety in the continent:

1. The Bank's Integrated Safeguards System (ISS) will articulate the obligation of the borrowers to identify, evaluate and monitor the potential traffic and road safety risks to workers, affected communities and road users, and develop and implement measures throughout a project life-cycle. The Bank will evaluate all project related road safety risks during project preparation

and ensure appropriate mitigation measures are incorporated in the project design and provisions are made for financing as part of the project cost and supervise implementations in accordance with the Bank's ISS.

2. The Bank will ensure to apportion adequate fund for non-project related transformative and systemic road safety interventions that are identified in line with the Bank's priority Pillars of this Framework as a precondition of a Bank's transport project financing. Such interventions should be identified and prioritized through evidence-based diagnostic works before or as part of a project preparation in accordance with the forthcoming section, Section 6. This demand-based road safety funding is articulated with reference to previous recommendations made by international³¹ and regional³² stockholders to all bilateral and multilateral donors to rigorously and consistently allocate percentage of a road project financing for road safety.
3. Noting the expected future increase of politicians' and governments' commitment on road safety, there will be a demand for standalone road safety financing from regional member countries. The Bank, therefore, will

work towards availing standalone financing for road safety.

4. The Bank will also identify ways to mobilise resources internally and externally and create a Road Safety Trust Fund (RSTF) for dedicated road safety financing. The RSTF funding will be used to finance activities such as economic sector work to generate knowledge for police advice, stakeholder engagement through organizing events and advocacy.

5.4.3. The Bank's available financing instruments will be utilized as indicated above as Options #1 to #3 or in different forms as appropriate. Option #4, however, will be an additional instrument to be created as a dedicated trust fund for road safety. Table 5-2 shows a matrix of financing options for the different road safety interventions identified in the Framework.

5.4.4. The Bank will also continue collaborating and partnering with regional and international organizations that are directly or indirectly involved in road safety interventions in Africa to exchange approaches and leverage resources towards promoting road safety in the continent.

Table 5-2. Matrix of financing options for the Bank interventions

Interventions	ADB Loan	ADF Loan	ADF Grant	RSTF Grant
Economic and Sector Works			M	M
Road safety management capacity review			M	M
Policy advice, stakeholders' engagement & advocacy			M	M
Road safety management		M	M	M
Human capacity development		M	M	M
Project related interventions	S	M	M	
Standalone interventions (related to road users' safety, infrastructure safety, post-crash care and vehicle safety)	S	M	M	

M: Most suited financing instrument

S: Second best financing instrument

³¹ World Bank GRSF, Country Guidelines for the Conduct of Road Safety Management Capacity Reviews and the Specification of Lead Agency Reforms, Investment Strategies and Safe System Projects, June 2009.

³² Accra Declaration on Road Safety (2007); Ministerial Round Table held at the African Road Safety Conference Accra, Ghana, 8th of February 2007.

An aerial photograph of a highway interchange with multiple lanes and overpasses. A large, semi-transparent orange diagonal shape is overlaid on the image, extending from the top left towards the bottom right. The number '6' is centered within this orange shape.

6

Implementation Guidelines

The guidelines articulated below provides strategic guidance on how to implement the Framework successfully.

6.1. Diagnostic Works

6.1.1.The Bank will undertake diagnostic works on road safety for providing evidence-based policy advice, and systematic and effective interventions. For the purpose of this guidelines, activities which directly or indirectly generate road safety knowledge from the level of deep investigation for the understanding of the underlying causes of road safety problems to find solutions up to undertaking road safety assessments to comprehend prevailing road safety circumstances for developing strategies and programmes or identifying critical road safety issues for interventions can be categorized under diagnostic works. The activities which fall under diagnostic works, accordingly, can be undertaken separately or as parts of other activities as follows:

- Economic and Sector Works (ESW);
- Road Safety Management Capacity Review (RSMCR);
- Sector Review; and
- Road Safety Assessment during Project Preparation

6.1.2. Economic and Sector Works: These are original analytic road safety studies undertaken on specific topics for deep investigation to understand underlying causative factors for solving specific problems or comprehensive topics to make assessments of road safety for a broader understanding of prevailing conditions as well as identifying core road safety issues for informing government policies, strategic directions/programmes and stimulating and influencing road safety stakeholders for actions. The Bank will undertake road safety economic sector works at continental, regional or national levels for the provision of evidence-based policy advice and technical advisory supports to the continent and regional member countries.

6.1.3.The fact that road safety is a multisector agenda, analytic road safety studies can be initiated by any department, division or staff member in the Bank.

However, to avoid duplication of efforts and enable sharing of the approaches and experiences as well as leveraging resources it needs to be coordinated by the Sector Department. The Sector Department will make sure that the findings of road safety ESWs are used to inform the Bank interventions as articulated in Section 5.3 both lending and advisory services through which the Bank provides knowledge support to its client countries.

6.1.4.Grant financing from the Bank road safety dedicated financing mobilized internally and/or externally, bilateral trust funds or other sources is suitable for financing ESW. It could, however, be financed from loan instruments provided that a particular ESW is oriented towards addressing road safety issues of a borrowing country.

6.1.5. Road Safety Management Capacity Review (RSMCR):

RSMCR is a widely used technique³³ for undertaking an independent and qualitative review across all elements of road safety management system, with special attention being paid to the role of lead road safety agency in ensuring institutional effectiveness and efficiency in programme delivery. The method will serve as one of the diagnostic approaches for the Bank to examine institutional management functions, interventions and results and support regional member countries with the aim of:

- Devising a management and investment framework to overcome institutional organization and capacity barriers and supporting the successful implementation of road safety interventions;
- Providing practical procedures designed to accelerate knowledge transfer and sustainably scale up investment to improve road safety results;
- Specifying follow-up projects emphasizing a staged approach to country road safety investment with multisector interventions targeting the highest concentrations of road injuries across the road network; and
- Ensuring that institutional strengthening initiatives and recommended interventions are properly sequenced and adjusted to the absorptive and learning capacity of the country concerned.

³³ World Bank GRSF, Country Guidelines for the Conduct of Road Safety Management Capacity Reviews and the Specification of Lead Agency Reforms, Investment Strategies and Safe System Projects, June 2009.

6.1.6.A RSMCR diagnostic study can be undertaken for developing pipeline road safety interventions either as a component of a transport project with loan financing or as a standalone activity with grant financing.

6.17. Sector Review: The Bank undertakes transport sector reviews in which different transport subsectors are coherently analysed and evaluated for identifying issues of institutional structures, policies and strategies, operational management systems and service deliveries to provide recommendations of priorities for sustainable developments across all subsectors. Such Bank sector reviews should include an in-depth assessment of road safety management system to identify opportunities for priority interventions. The road safety element under a sector review should include but not limited to the following:

- Collecting at least ten years road crash data and undertake analysis to explore trends, severity levels, characteristics of road crash to identify road safety issues and major road crash causes;
- Undertaking brief road safety management capacity review emphasizing on lead agency functions and performances;
- Reviewing the management and performance of infrastructure safety, road users' safety, vehicle safety and post-crash response system; and
- Identification of major issues and priorities for interventions.

6.1.8.Road Safety Assessment during Project Preparation: Road safety considerations should start early during project planning and continue throughout project design, construction and operation. Road safety audit is an important protocol for identifying road safety issues at an early stage of road infrastructure development. A project preparation phase is the right time during which these and others project related road safety requirements are assessed and rectified to minimize unintended project impacts. Besides, it is important that the Bank's road project preparation also involve undertaking the assessment of road safety nationwide as part of its sector review. The assessment should lead to identifying major issues in the road safety management system and priority opportunities for interventions. Like in a

sector review, the road safety assessment during a project preparation should include but not limited to the following:

- Collecting at least ten years road crash data and undertake analysis to explore trends, severity levels, characteristics of road crash to identify road safety issues and major road crash causes;
- Undertaking brief road safety management capacity review emphasizing on lead agency functions and performances;
- Reviewing the management and performance of infrastructure safety, road users' safety, vehicle safety and post-crash response system; and
- Identification of major issues and priorities for interventions.

6.1.9.The participation of a Road Safety Specialist is therefore recommended in project preparation to contribute in identifying and designing project related interventions as well as undertaking road safety assessments. Interventions identified in diagnostic studies and/or during a project preparation could be considered for inclusion as part of standalone interventions in the project design.

6.2. Project related Interventions

6.2.1.Project related road safety interventions are as defined in Section 5.3.1. The interventions identified are implemented throughout the different distinct phases of a project life-cycle; during project design, construction and operation phases. In all cases, the borrower has the obligation for fulfilling the requirements. The Bank will, however, provide supports to RMCs and supervise the implementation of all road safety interventions that are supposed to be undertaken during project design, construction, and immediately after opening a project for traffic. The borrower will take full responsibility for following-up of the safety performance and undertake the required interventions during the operation phase of a road project.

6.2.2.The inputs of a Road Safety Specialist could be

important in the follow-ups and supervisions of the implementation of a project related road safety intervention. This, however, depends on the complexity of the required intervention as well as the knowledge and experience of the concerned Task Managers on road safety. It is, however, recommended to have intermittent inputs of a Road Safety Specialist, particularly, on project related interventions involving complex and urban road projects.

6.3. Standalone Interventions

6.3.1. Non-project road safety interventions can be financed as a standalone project or as a component of another project as defined in Section 5.3.1. The financing option suitable for funding a road safety intervention designed as a component of a project would be apportioned from the project financing as

described in Section 5.4 (2) while a standalone loan financing would be suitable for a standalone road safety project. Although the Bank project cycle holds for a standalone road safety financing, the process from the identification through the implementation of interventions is as shown in a simple flow chart in Figure 6-1. The importance of country dialogue needs to be recognized for capturing the demand for standalone road safety financing in country strategy papers.

6.3.2. Road safety issues are identified as a result of one of the diagnostic works of the Bank as described above or from similar works of other stakeholders. Identified road safety issues as such needs to undergo comprehensive appraisals for their strategic importance in terms their potentials for gaining quick and visible successes, sustainable and leveraging impacts, capacity building benefits, etc. and prioritized for the Bank consideration for intervention.



Figure 6-1. Flow chart showing the process of developing road safety intervention

6.3.3. The design of an intervention is significantly important for systematically and effectively implementing the intervention and achieve the intended objectives and impacts. Section 5.3.2 describes different types of interventions across the different sectors related to the road safety management system, contributory factors and post-crash responses. The design of some of these specific interventions may need specialized personnel in the area to support the Project Team Leader for achieving the objective of the interventions. To this end, the preparation of detailed Terms of References with the required specificity is also significantly important. The involvement of a Road Safety Specialist would be recommended in the preparation and appraisal

of non-project related road safety interventions. It is also important to have intermittent inputs of a Road Safety Specialist in the follow-ups as well as supervision of standalone interventions.

6.4. Creating Road Safety Trust Fund

6.4.1. The Bank needs a dedicated financing for road safety in order to effectively plan and undertake non-project related activities, more particularly,

economic and sector works to generate knowledge for evidence-based policy dialogue and technical advisory services, organize or co-organize events for knowledge disseminations and share experiences. The Bank will explore all potentials for mobilizing resources internally and externally either to create a multilateral trust fund or identify bilateral trust fund(s) for road safety dedicated financing.

6.4.2. Following the approval of the Framework and Guidelines, this initiative will be put in a Concept Note defining the strategic objectives, demand, possible sources of funding and management of the Trust Fund. The Concept Note will be prepared in consultation with the Resource Mobilization and Partnership Department of the Bank. This will be undertaken with the help of resource mobilization specialist who has reputable experiences on preparing an approach paper for identifying and approaching potential donors. The contribution of the Bank to the fund will be an evidence for the Bank's commitment for attracting donors' contribution to the trust fund.

6.5. Collaboration and Partnership

6.5.1. The need for collaboration primarily arises from the nature of the problem of road traffic crash that affects many people and sectors. Secondly, collaboration and partnership are desirable to join hands and mobilize resources as well as sharing experiences and best practices to bring additional benefits. The importance of collaborative effort is, thus, well recognized among road safety stakeholders for the success of road safety initiatives that are undertaken at national, regional and international levels.

6.5.2. The Bank has been collaborating and partnering with international and regional stakeholders such as MDBs to share approaches, and UN ECA, AUC and SSATP to promote road safety in the continent. This will be strengthened and scaled-up more than ever to achieve the targets of the Framework. The Bank's multisectoral collaboration and partnership with regional players such as UN ECA, AUC, SSATP, RECs and Corridor. Management Institutions will be instrumental for effective implementation of the identified interventions. The Bank will also look various avenues to attract the private sector investment including PPP to introduce new system and technologies in Africa.

7

Implementation Plan, and Monitoring and Evaluation



This section presents indicative plan, requirements of organization and highlights the risks and mitigations that would be useful to have in place when implementing the Framework. It also provides a brief section on monitoring and evaluation of progresses and challenges to help periodically updating the Framework and the Guidelines.

7.1. Implementation Plan

7.1.1. Appendix A shows the intervention areas and indicative implementation calendar. To facilitate implementation of the prioritised interventions identified in Section 5.3, the Bank will include project related road safety requirements in the Bank's ISS Guidance³⁴ for strict fulfilment of the borrowers throughout the project life-cycle. This requirement is currently being practiced by the Bank's comparators such as the World Bank and EBRD. Following the approval of the Framework and the Guidelines, the Department of Safeguards and Compliance will incorporate the road safety requirements in the Bank's Safeguard System in collaboration with the Department of Infrastructure and Urban Development.

7.1.2. Diagnostic studies described in Subsection 5.5.1 were crucially important to identify critical gaps where the Bank could support and achieve quick and lasting results. The findings of such assessments are helpful to understand circumstances of a country including road safety management system. This will also help for policy dialogue and create awareness on the importance of the Bank's road safety intervention.

7.1.3. For countries with gaps in line with the priorities identified in Section 5.3, the Bank will ensure that road safety interventions are integrated in the appraisal of an oncoming road project for financing. The Bank staff will also undertake road safety assessments as a routine requirement during preparations of transport project to identify gaps for intervention. The findings of the assessment will help for engaging dialogue with countries on road safety.

7.1.4. Based on the findings of previous diagnostic works and findings of a project preparation, road safety interventions will be identified in line with the priorities described in Section 5.3. This will assist Bank staff in defining road safety interventions including:

- Project-related road safety interventions such as road safety audits, road safety sensitisation, EMS supports, etc.
- Non-project stand-alone road safety interventions which could include policy advice, technical assistance to support institutional setup, human capacity building, transfer of road safety knowledge, financing of equipment, physical interventions, corridor demonstration projects, etc.

7.2. Organisational Requirements

7.2.1. Currently the Bank has a road safety specialist and unfilled position for road safety. The available staff undertakes knowledge generation and dissemination activities, provides expertise advice and support to Task Managers on project development and portfolio management, and represent the Bank in international and regional collaboration in road safety. As the Bank is deepening and expanding road safety supports in accordance with the Framework and Guidelines, its capacity will need to be strengthened to systematically and effectively implement the intended road safety interventions across all the regions.

7.2.2. The Bank's human resources will, therefore, need to be expanded for the implementation of the Framework and Guidelines. The qualification and experience of staff needs to cover all five pillars of the UN Decade of Action. All other transport staffs who are engaged in the development and portfolio management of road projects in the Bank need also to be given road safety training to enable them to better address road safety in the projects they manage.

³⁴ Safeguards and Sustainability Series: Integrated Safeguard System Guidance Materials, African Development Bank Group 2015

7.3. Risk and Mitigation Measures

7.3.1. The implementation of the Framework and Guidelines could be derailed by certain risks if they are not properly managed and risks are not

mitigated. Table 7-1 below lists some of the key potential risks and associated identified mitigation measures. For example, some underlying institutional and operational challenges/limitations need to be considered and addressed, before implementing some of the road safety interventions.

Table 7-1. Risks and mitigation measures

Risks	Mitigation Measures
1. Insufficient funding and resources for the implementation of the Framework and Guidelines	The implementation of the Framework as articulated in Section 5.4 (2 & 4) will mitigate this risk. As the Bank is not automatically entitled to authorize the use of a loan as in Section 5.4 (2), advocacy work is needed to create more awareness and getting governments acceptance to use part of a project financing for road safety. Furthermore, The Bank's commitment for mobilizing resources for dedicated road safety fund is important.
2. Lack of governments' commitment to allocate sufficient and sustainable resources for road safety	Raising politicians' awareness through road safety champions and evidence-based dialogue and policy advice. Besides, provide information to governments on the Bank's safeguards conditions on road safety. Provide technical support for mobilizing internal resources for creating sustainable internal fund for road safety.
3. Poor crash and other data to assess the effectiveness of interventions and to establish baseline information	The creation of road crash database system is an immediate priority together with the training and allocating enough funding for traffic police-force to improve crash investigation and reporting. Besides, creating a culture for regularly monitoring and evaluating the overall strategy and implementation of individual interventions will mitigate the risk.
4. Institutional challenges/limitations for implementing some road safety interventions	The Bank intends to focus on the first-priority interventions related to improving institutional framework and capacity building to enhance their operational effectiveness.
5. Lack of coordination between development partners in a country could lead to duplication of work and scattered efforts	The Bank will provide advisory service to countries such that road safety supports provided by Development Partners in a country are coordinated to avoid duplication of activities and to leverage efforts for success.
6. Project design is too complex, exceeding the capacity of the institutions to implement	Simplify project design to match the capacity of implementing institutions and ensure that the implementation of components are properly synchronised to simplify implementation without affecting the intended outcome.
7. The Bank's involvement is too brief to have lasting impact	The Bank will ensure the provision of effective and continuous support to countries as changes take time to reinforce the progress made in road safety.

7.4. Monitoring and Evaluation Framework

7.4.1. The Bank's future road safety interventions as per this Framework and Guidelines will be results-focused and will be monitored in accordance with

Appendix B through a results framework comprising of robust road safety indicators related to the priority interventions. The priority intervention Pillars are: 1) road safety management under which transforming effectiveness of lead agencies, human resource development and development/improvement of crash databases as well as supporting countries

to mobilize in-country resources dedicated for road safety are included; 2) safer roads and mobility, which includes support to setting up road safety units, enhancing infrastructure safety, VRU safety; and 3) safer road users to improve safety legislations, safety enforcement, driver licencing processes, and campaigning and education. Whenever there are critical demands and potential advantages the Bank will also support post-crash response and safer vehicles.

7.4.2. The Framework and Guideline will undergo a mid-term review for reporting purposes on implementation aspects, and for amendments to the Framework and Guidelines, where required. The indicators of performance as set out in Appendix B will be used for evaluating progresses in the implementation of the Framework and Guidelines.

7.5. Conclusions and Recommendations

7.5.1. The present Framework and Guidelines is in line with the Bank's Transport Sector Policy and the Sustainable Development Goals. It is intended to provide a roadmap for the Bank to further support and improve road safety in Africa. A set of concrete actions and measures have been defined for each intervention area. They were derived from the needs identified for each road safety issue (Section 3.1) and the Bank's opportunities to support road safety (Section 3.2). These actions and measures are there to guide the Bank's intervention in road safety.

7.5.2. The Board of Directors is requested to take note of this 'Framework and Guidelines for "Supporting Road Safety"'.

Appendix B: Performance Indicators to Measure Success (2021-2025)

SN	Actions	Indicator	Target
BANK'S PREPAREDNESS			
1	Embedding road safety in Bank's ISS	Inclusion of road safety in the Bank's ISS	Embedded by 2023
2	Having adequate staff capacity	i. Two road safety specialists ii. Training of all transport Bank staff	Two road safety specialists
3	Creating a road safety trust fund	Creation of a dedicated trust fund	RSTF created by 2024
DIAGNOSTIC WORKS			
4	Diagnostic works	i. Economic and sector works ii. Road safety management capacity review iii. Road safety assessment as part sector review and project preparation	i. Four RSWs by 2025 ii. Three RSMCRs by 2025 iii. RS assessment successfully done as part of SR and PP
PRIORITY AREAS OF INTERVENTION			
5	Strengthen role and capacity of lead agencies	RS lead agency supports towards transforming effectiveness	Three RS lead agency supports by 2025
6	Road safety policy and strategy	Supporting RMCs in the preparation of RS policy and strategy/program	Four RS policy and strategy / program support by 2025
7	Road crash database system	i. Providing support to the African Road Safety Observatory (ARSO); ii. Supporting RMCs in the creation of crash database system	i. ARSO support by 2022 ii. Three RMC support on crash database system
8	Regional centres of excellence	Help RMCs in the creation of regional centre of excellence for road safety	Three RMCs assisted to create RCoE in Southern, Northern and Western African regions by 2025
9	Safe system demonstration projects	RS demonstration projects support	Three demonstration projects by 2025
10	Road safety financing	Assist RMCs to create dedicated RS financing	Seven RMC supports as part of lead agency, strategy or standalone intervention by 2025
11	Institutional setup and system	Assist RMCs in setting-up/ strengthening of RS units under road agencies	Four RS units strengthened/ created by 2025
12	Road infrastructure safety	i. Road safety audit & sensitization ii. Proactive /reactive safety improvements of existing roads	i. Ensure the implementation of RSA and sensitization as the Bank's ISS requirement; ii. Three RMC supports to improve the safety of existing roads by 2025

13	High risk corridors	Safety improvement of high-risk road corridors	RS assistances for two corridors by 2025
14	Urban road safety	Assistance for enhancing the safety of urban mobility	Three projects contributing to safe urban mobility by 2025
15	Vulnerable road users' safety	Support vulnerable road users' safety	Three assistances to vulnerable road users' safety standalone projects or as part of other interventions
16	Road safety legislations and traffic rules	Country or regional level support to enhance safety legislations/rules	Three standalone projects or interventions combined with other supports by 2025
17	Enforcement	Institutional set-up, system and capacity support	Four assistances to enhance enforcement system and capacity by 2025
18	Driver training, testing and licensing	Country or regional level assistance on drivers' training, testing & licensing	Two country or regional level interventions by 2025
19	Road safety education and public campaigns	RS education & public campaign assistance	Two assistances by 2015
OTHER INTERVENTIONS			
20	Post-crash care	<ul style="list-style-type: none"> i. EMS legislation for post-crash response system ii. National post-crash system and guidelines iii. Health centres with trauma facilities iv. Training of first-responders and specialists 	Two country or regional level assistance by 2025
21	Safer vehicles	<ul style="list-style-type: none"> i. Update and enforce vehicle standard regulations ii. Harmonization of vehicle standards iii. Roadworthiness of vehicles 	Two country or regional level assistance by 2025

Appendix C: Summary of Bank's road safety interventions in 2016-2018

SN	Year	Country	Project Title
1	2016	Côte d'Ivoire,	Abidjan Urban Transport Project
2	2016	Multinational	i. Kenya- Uganda: Kapchorwa-Suam-Kitale and Eldoret Bypass Roads Project
3	2016	Kenya	Sirari Corridor Accessibility and Road Safety Improvement Project: Isebania-Kisii-Ahero Road Rehabilitation
4	2016	Ghana	Accra Urban Transport Project (AUTP)
5	2016	Multinational	Abidjan-Lagos Corridor Highway Development
6	2016	Cameroon	Transport Sector Support Program Phase 2: Rehabilitation of the Yaounde-Bafoussam-Babadjou Road
7	2016	Mozambique	Mueda-Negomano Road Project - Phase I
8	2017	Namibia	Transport Infrastructure Improvement Project
9	2017	Multinational	Community Road Strengthening Project - CU2A Gounghin-Koupela-Fada N'Gourma-Piega-Niger
10	2017	Multinational	Coyah-Farmoreah-Sierra Leone Border Road Reconstruction Project
11	2017	Comoros	Road Network Rehabilitation Project
12	2017	Burundi	Nyakararo-Mwaro-Gitega (RN18) Upgrade and Asphaltting Project/ Phase II
13	2017	Senegal	Senegal - Cities Modernization Program
14	2018	Côte d'Ivoire	Abidjan Urban Transport Project
15	2018	Cameroon	Transport Sector Support Phase 3

RS and related interventions	Comments
Road Safety Audit	
Road safety audit and sensitization; Capacity building; Studies on road safety	
Road Safety Intervention: (i) Supply of six (6) ambulances to key regional hospitals & provision of medical equipment to Nyabondo post-crash care and injury recovery center, (ii) Design, supply and installation of road crash database system to NTSA	
Road Safety audits and sensitization; Safe Walk to School Program	
Road Safety Audits: Developing operational road safety systems, utilizing safe design practices	
Road safety audit and sensitization	Under Road Works
Road safety audit	
Road safety audit	Packaged with other interventions
Road safety audit and Road safety awareness campaign: Road Safety Information	Packaged with other interventions
Road safety audit and sensitization, and road safety support (ambulance)	
Road safety sensitization	Packaged with other interventions
Road safety audit and sensitization	Packaged with other interventions
Road safety sensitization	Packaged with other interventions
Road Safety Audit; Road safety supports including GIS on accidents, traffic safety education program in schools, purchase of 10 speed radars	Combined with other interventions
Road Safety Audit and sensitization; support for establishment of a road safety agency, and a regional center of excellence for road safety	

SN	Year	Country	Project Title
16	2018	Multinational	Multinational: Rumonge-Gitaza (Burundi)/Kabingo-Kasulu-Manyovu (Tanzania) Road Upgrading Project
17	2018	Benin	Cotton Road development project
18	2018	Senegal	Rehabilitation of the Senoba – Ziguinchor -Mpack Road and Opening Up of the Southern Regions
19	2018	Mali	Trans Sahara Highway project
20	2018	Madagascar	Indian Ocean - Project to develop corridors and facilitate trade
21	2018	Multinational	Multinational: Boke - Quebo road improvement project
22	2018	Multinational	Multinational - Mano River Union Road Development and Transport Facilitation Program, Phase II
23	2018	Eswatini	Development of Manzini junction interchange
24	2018	Côte d'Ivoire	Project to upgrade access roads to border areas Phase 1 - Bondoukou-Soko-Ghana border segment

	RS and related interventions	Comments
	Road safety audit and sensitization; and supporting the National Institute of Transport (NIT) in Tanzania towards the creation of a Regional Centre of Excellence for road safety and diagnostic study on Road Safety in Burundi	
	Road safety audit and sensitization; purchase of 4 equipped ambulances	Packaged with other interventions
	Road safety audit and sensitization, support for post-crash rapid treatment of victims through purchase of 3 ambulances and a rehabilitated trauma center	Packaged with other interventions
	Road safety audit and sensitization, purchase of 2 ambulances and rehabilitation of medical facilities	Packaged with other interventions
	Road Safety Audit and sensitization and rehabilitation of health facilities	Packaged with other interventions
	Road safety audit and sensitization, support to road safety to improve response times to casualties and the traffic accident database in both countries	Packaged with other interventions
	Road safety audit and sensitization	Packaged with other interventions
	Road safety audit and sensitization	Packaged with other interventions
	Road safety audit and sensitization	Packaged with other interventions

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