

Institutional Sustainability and Capacity Development within Sida Financed Road Safety Projects

**Peter Elsenaar
Åke Sahlin**

**Department for Infrastructure
and Economic Co-operation**

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Sida Evaluation 05/29

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Authors: Peter Elsenaar, Åke Sahlin.

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Sida Evaluation 05/29

Commissioned by Sida, Department for Infrastructure and Economic Co-operation

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Registration No.: 2005-00156

Date of Final Report: August 2005

Printed by Edita Communication AB, 2005

Art. no. Sida21336en

ISBN 91-586-8696-7

ISSN 1401—0402

SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY

Address: SE-105 25 Stockholm, Sweden. Office: Sveavägen 20, Stockholm

Telephone: +46 (0)8-698 50 00. Telefax: +46 (0)8-20 88 64

E-mail: sida@sida.se. Homepage: <http://www.sida.se>

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Executive Summary

There is an increasing awareness globally of the problems caused by traffic accidents. Particular attention is given to road safety in high-risk countries by politicians, road safety experts and donor agencies. Yearly about 1,2 million people die on the global roads, 30–50 million people are injured and 550 billion US\$ are the costs to the global society. As this is more than the total development aid by donors, the costs of road crashes have become an important issue on the development agenda. Sida is committed to support interventions aimed at increasing road safety.

This report attempts to summarise the experiences and lessons learnt concerning institutional capacity development in Sida-funded road safety projects. The aim of the evaluation is to provide Sida with conclusions and recommendations that could serve as a basis for improvement of the design of future interventions in the sector.

The evaluation has reviewed documentation from some 16 projects in 14 countries funded by Sida during the last 20 years. Considering the rather limited information available in the project reports and the necessity of meeting with cooperation partners and beneficiaries, five projects were selected for in-depth reviews. The remaining projects were excluded from the list of countries visited, either because of their limited scope/duration or because they were too old. The majority of the projects under review are considered to have low or medium level institutional capacity development content.

Road safety contributes to reduction in levels of poverty. Development cooperation frameworks and national policies support road safety interventions. However, poverty reduction aspects are not addressed through a strategic or systematic approach. Sida is recommended to study further how limited resources are best used to contribute to poverty reduction. The value added, in poverty reduction terms, of different alternative intervention levels and categories (institutional change, legislation, education and training, technology transfer, awareness creation, etc) needs to be established.

Institutional capacity development is facilitated by the implementation of relevant organisational reforms, establishment of mechanisms and systems for communication, coordination and collaboration between concerned entities, application of relevant funding arrangements and other similar measures. A change or reform process characterised by stakeholders' ownership of objectives and processes facilitates successful institutional capacity development and promotes sustainability.

The projects chosen for in-depth review have contributed to the development and strengthening of the institutional framework for road safety. Efforts have in several

cases yielded results much later than anticipated. However, what is perceived as sustainable institutional improvements, for example creation of specialised units for road safety and approval of national policies and plans, have been achieved. Positive spin-offs generated by the projects are strengthened communication and cooperation between government institution, organisations and businesses in a multi-disciplinary sector. The projects have contributed significantly to the establishment and acceptance of road safety as a discipline in itself, rather than as an aspect of road management, health or other related subjects.

In the visited countries road safety improvements could be reported; Sida projects contributed to this. The effectiveness, efficiency and sustainability of Sida investments can be improved as laid down in 15 recommendations.

The design of the more comprehensive, long-term projects is reported to have been sub-optimal. Scarce resources have been thinly distributed over too many sub-components, as a rather mechanic reflection of the range of problems identified during earlier sector reviews. A more focused approach is

recommended, prioritising allocation of resources to fewer, strategic areas. Assistance needs to be included not only at the design but also the implementation stage. Joint learning exercises embracing recipients, consultants and donors are recommended by the evaluation team.

In section four of this report a framework for assessment and design of future interventions is suggested. The proposed framework assumes that a phased approach is applied, where project intervention areas are prioritised on the basis of an initial assessment of the recipient's level of development and absorption capacity. Political commitment, existence of an institutional framework, mechanisms for stakeholder participation and coordination, (potential) national funding arrangements, establishment of knowledge management systems and availability of human resources in the sector are important dimensions in the analysis. These intervention areas represent the core of institutional capacity development. In section 3 the important aspects of institutional capacity development are further discussed.

Knowledge management is of paramount importance for the development of the sector. Not all countries could be expected to undertake research related to road safety. However, there is a need in each country to establish and support a centre or a knowledge hub that collects, stores and distributes information and data that are generated within and outside that country. Such a centre could be located within a university, a training institution or a ministry responsible for road safety related matters. Regional cooperation in the development and distribution of knowledge is perceived by the evaluation team as an effective and efficient complement to the execution of national projects.

In 15 recommendations Sida is advised to make the road safety investments and capacity development more effective by:

1. A study on poverty reduction effects of road safety investments.
2. An analysis (in the context of the poverty study) of the particular needs, expectations and pre-requisites for active participation in road safety efforts by disadvantaged groups (women, children, rural based people, handicapped, etc).
3. A more substantial intervention design by narrowing down the scope of projects.
4. Applying a new framework for inception, program design and evaluation of road safety programs.
5. Maintaining and improving the analytical framework.
6. Introduction of an inception phase for project design, with an active recipient.
7. Requesting that more communication with country stakeholders takes place.
8. Training of in-country staff should be part of their human resource development strategy; a review of existing training programs is advised.
9. Encourage quality improvement in consultants operations; install a clear inception and evaluation phase.
10. Making knowledge management part of the projects.
11. Knowledge on all Sida funded projects should be organised in a database.
12. Organise regional or thematic knowledge sharing between project countries.
13. Coordination with other donor organisations in project countries is needed.
14. Criteria should be developed for the choice between bilateral support and joining international programs.
15. A substantial increase of road safety investments is effective and improves the quality of projects.

1 Introduction

1.1 Increasing Road Safety is Important!

There is an increasing awareness globally of the problems caused by traffic accidents. Developing countries account for a disproportionately large share of these accidents; hence they are burdened by additional health care costs, as well as many other negative consequences of road accidents.

Sweden and Great Britain are the countries that have the longest experience in road safety as a part of development cooperation. Great Britain, the Netherlands and Sweden belong to the European countries with the lowest road risk. For this reason it is effective to disseminate this knowledge and experience. The traditional donor driven cooperation programmes might result in an ad hoc approach. This evaluation was initiated in response to the need to give direction for future road safety projects, based on the experience gathered during the last 20 years.

The present discussion on and attempts to contribute to augmented road safety recognises the multi-disciplinary characteristic of the sector. Successful interventions require a multi-faceted approach that acknowledges the need to assist a range of institutional players through different measures. Coordination and cooperation is therefore of paramount importance for success.

In recent years more international attention has been paid to traffic safety in high-risk countries by international institutions. Yearly about 1,2 million people die on the global roads, 30–50 million people are injured and 550 billion US\$ are the costs to the global society. As this is more than the total development aid by donors, the costs of road crashes have become an important issue to heads of state and international agencies. In OECD countries fatalities are decreasing, in other countries fatalities are increasing rapidly. In 1998 road crashes were death cause no. 9. If no measures are taken in 2020 road crashes will be death cause no. 3 in the world.

These effects have been stressed by the World Health Organisation (WHO) who devoted World Health Day 2004 on April 7 in Paris to advocate for countermeasures in its World Health Report 2004. Many global decision makers were present that day when the UN General Secretary asked for more efforts to reduce road crashes and President Chirac showed the effects in France by his personal interest in road safety interventions reducing fatalities by 20% in two years. On April 14 2004 the United Nations agreed on the declaration proposed by the Ambassador of Oman in which the Heads of States were invited to act and in which the WHO was designed as the UN organisation to coordinate road safety activities.

Earlier, in 1999 the World Bank (WB), the International Red Cross and Red Crescent Organisations and the WHO took the initiative to start the Global Road Safety Partnership (GRSP). This partnership of governments, private sector and civil society is active in 12 countries now and aims to reduce crashes by partnership programmes and sharing of lessons learned. Other professional organisations like PIARC, IRE, FIA, and others have provided experience to share knowledge on traffic safety. As a result of the WHO initiatives the Global Road Safety Initiative, a joint network of car manufacturers and energy producers will invest about 10 million US \$ in knowledge transfer. The WB has initiated a Road Safety Trust Fund.

Sida has identified road safety as an area for increased engagement¹. Increasing road safety is assumed to contribute to poverty alleviation. At the moment Sida supports road safety projects in seven countries. Additionally, human resource development for the sector globally is catered for through the funding of international courses on Traffic Safety Management.

¹ Road safety in development cooperation, A Sida background paper, February 2005

Presently, Sida has not developed or adopted any particular policy for road safety. However, aspects of road safety are included in several of Sida's existing policies (Health and Urban Transport). Road safety is also an important component of the Transport Policy that is presently under preparation. This evaluation intends to contribute to more effective Sida interventions in road safety.

1.2 The Assignment

In order to draw conclusions and identify lessons learnt in Sida funded road safety projects implemented during the last two decades this study was commissioned. The intention is that the outcome of the study will influence and guide Sida's future involvement in the sector, both in terms of areas supported and the actual design of projects.

Two consultants, Mr. Peter Elsenaar (international road safety expert) and Mr. Ake Sahlin (expert in capacity building and sector reform), carried out the assignment during the period February to August 2005. Ms. Andrée Willemse supported the evaluation team (below referred to as the team) as a research assistant.

According to the consultants' Terms of Reference (ToR) the overall purpose of the evaluation is "to provide Sida with an instrument in its understanding of mechanisms for institutional capacity building in road safety projects in order to improve future cooperation in this area".

The ToR further stated that the evaluation "should focus on lessons learnt over time regarding relevance, efficiency and effectiveness of Sida's support in the building of sustainable and capable institutions and the inter-actions needed between various institutions for road safety.

The relevance, efficiency and effectiveness of institutional capacity building should be analysed taking the multidimensional poverty concept as a point of departure. This includes an analysis of the involvement of important stakeholders taking into account their different preconditions, e.g. women/men, old people/young people, rich/poor, high education/low education, etc.

Questions to be answered could be, but are not limited to:

- Which project objectives and goals were originally presented?
- Were institutional capacity building clearly defined and relevant?
- Were the objectives reached? Did the activities meet with the objectives?
- Were the activities efficient? How did the various organisations and institutions interact to create sustainable capacity?
- Were the activities sustainable? Institutionally? Financially? Situation today?
- Current problems with regard to capacity building compared with problems before the intervention?
- How should Sida adapt its future cooperation in order to reach the most institutionally sustainable results?"

The complete ToR is attached as Annex 1. As a point of departure for the evaluation a list of projects funded by Sida during the last 20 years was attached to the ToR. The projects had road safety either as the main project purpose or as one of several objectives.

This report contains the findings of the study. The approach and methodology applied when conducting the study is accounted for in Section 2. Observations made and conclusions drawn are presented in Section 3. The final Section of this report contains the team's recommendations to Sida concerning future support to the sector.

1.3 Acknowledgements

The team has been supported effectively in all five Sida project countries visited: Jordan, Lebanon, Morocco, Costa Rica and Jamaica by the project staff in the national organisations. They assisted in designing the local meeting programmes and were invaluable in contacting local institutions, setting up the meetings and by providing other logistical services. Also the team is grateful to all people met in the Sida project countries contributing to this evaluation.

In the start-up meeting in Stockholm in February Sida staff and consultants gave valuable guidance, advice and information. During the collection of information consultants and other individuals involved in other Sida project countries, as well as GRSP and WB staff, supported this study with their advice.

2 Evaluation Approach and Methodology

2.1 Comments on the Terms of Reference

The ToR for the assignment contains a number of seemingly straightforward tasks to be carried out by the team. However, when deciding on the methodology to be applied several issues and features had to be taken into account. The aim of the assignment is not to evaluate individual road safety projects funded by Sida in the past. Instead, the purpose of the exercise is to draw conclusion from a number of interventions concerning one important dimension, institutional capacity development. The main challenges that the evaluation had to address were the following:

1. The list of Sida funded projects presented to the team included projects in road safety (or with road safety components) that were implemented during a period of 20 years (1985–2005), see the overview in paragraph 3.2. During that time the entire development cooperation paradigm as well as approaches to poverty alleviation, capacity development and road safety have emerged or changed, perhaps even dramatically. Lessons learnt from a project concluded more than ten years ago have to be assessed in its own context. To deal with or at least reduce the size of the problem, older projects were excluded when the selection of countries for in-depth studies was made.
2. A second challenge is for the team to understand, assess and compare findings from projects that were implemented in different organisational contexts, cultures and regions of the world. Are conclusions drawn in Jordan applicable to the situation in Jamaica? Is a successful institutional set-up in Costa Rica of relevance for Morocco, Lebanon or South Africa? How much do country specific characteristics influence the outcome of an intervention? The in-depth studies undertaken included countries on three continents.
3. Finally, the scope and content of the intervention of the Sida-funded projects has differed substantially. Some projects have been implemented during a very short time span and focused on a specific task, others were/are longer and more comprehensive, embracing many aspects of road safety. All the projects selected for the country visits represent the latter category.

SweRoad, VTI or the two organisations in cooperation implemented the projects under review. SweRoad implemented all the projects that were selected for an in-depth review (as further discussed below). Cooperation partners (recipients) were relevant ministries and in one case the national police force. Sida contributions have differed greatly, from approximately one million Swedish Crowns in cases of training events to 10–15 millions Swedish Crowns for each of the broader, sector embracing projects.

The majority of the projects were funded through the Sida Contract Financed Technical Cooperation Instrument (KTS). A few of the older projects were financed from the respective country frame.

Information about all Transport Sector funded projects is found in a report published by Sida in 2003².

2.2 Focus on Institutional Capacity Development in Road Safety

According to the ToR the focus of the evaluation exercise should be on institutional capacity building. However, the concept or term of capacity building is not defined in the consultants ToR. Sida's Policy for Capacity Development (November 2000) as well as the recently published manual on capacity development give guidance and provide the necessary framework for the evaluation teamwork.

Firstly, the team has noted that the documents referred to talk about capacity development rather than capacity building, the term used in the ToR. The main difference according to the manual mentioned is that capacity development more strongly emphasizes the ownership aspect and the fact that capacity and competence is built from within the client organisation, not provided from outside through, for example, the provision of technical experts (although their participation in a project could facilitate capacity development). The conclusion arrived at is that the ToR refers to the same analytical framework and content as the concept of capacity development. No attempts are made to make any particular distinction between or analysis based on the difference between the two terms. However, we note that many of the projects reviewed were implemented at a time when capacity building was the term used.

For the purpose of this study road safety institutional capacity building/development refers to activities aimed at establishing and/or strengthening structures, organisational mechanisms and processes at sector level or within institutions concerned with road safety. The evaluation has focused on the following categories of intervention:

- Processes aimed at establishing, developing or strengthening the institutional framework for road safety work: national policies, sector strategies, national master/action plans, legislation, co-ordinating and decision making entities within government (Cabinet or Parliament), and similar mechanisms that embrace the entire sector.
- Establishment and strengthening of bodies for lobbying, collaboration and coordination between all main stakeholders within and outside the government structure.
- Development of mechanisms and instruments for national and local level mobilization of resources for funding of road sector activities.
- Strengthening of mechanisms and programmes for public campaigns, road safety education, dissemination of information, and other activities that raise the awareness and influence the attitudes among men, women and children concerning road safety.
- Capacitating organisations, through assistance aimed at strengthening core functions and processes, within the road safety sector to perform their roles and fulfil their tasks as formulated by each organisations owner or constituency.

Project components that have had as the main purpose to train staff in the application of a certain technique or a certain method have been considered as individual capacity building, unless the activity has incorporated institutionalisation of the human resource development activity in question.

For the purpose of the evaluation the definition given of institutional capacity building has proven to be sufficient and useful.

² Within the Transport Sector – Summary of Activities financed to the end of 2002, Sida, May 2003

2.3 Evaluation Methodology

Sida's evaluation manual³ provides a general framework for the evaluation. When deciding on the methodology to be used for the evaluation attempts have been made to handle the various challenges and methodological issues accounted for above in Section 2.1.

In addition to reviewing all documents made available to the evaluation team some projects have been selected for in-depth studies. Preference was given to those that are on-going or came to end in recent years (defined as within the last 5–6 years). Furthermore, the projects selected were all major interventions implemented over a longer time period and encompassing a range of activities or sub-components. Preference was also given to projects that have had a relatively high institutional capacity development content.

When reviewing the projects, success or failure was gauged against two points of reference:

1. The capacity building/development objectives stated in the respective project proposal.
2. International best practice concerning road safety capacity development as perceived by the team.

A further constraint that the team had to deal with was that the reports from the projects reviewed contain limited information regarding institutional capacity development. The discussion about the concept of capacity development is limited and the project reports do not analyse why capacity development did (or did not) take place. Capacity development indicators are rarely mentioned. Only two of the projects under review have been formally evaluated. Therefore, the necessity of making country visits to follow up on selected projects was perceived as even stronger by the evaluation team.

The evaluation was performed in the following steps:

- Study of project proposals, periodical and final reports and evaluation reports when available. Apart from the TOI GRSP evaluation in 2004 very few evaluations have been made.
- Start-up meeting in Stockholm with some of the Swedish stakeholders (Sida, SweRoad, VTI).
- Inception phase (review of available documents, discussion on evaluation methodology and criteria of selection of projects for in-depth analysis), production of a brief inception report. Six projects were selected for an in-depth review (Jordan, Morocco, Lebanon, Jamaica, Costa Rica and South Africa). Criteria applied were: time when the project was implemented/ concluded, project scope, and project content. Recently concluded projects with a wide scope and a clear institutional capacity building content were given preference.
- Preparation for country visits, review of additional documents, logistical arrangements. Eventually, due to time and resource constraints it was decided that one of the selected projects, the regional project in Southern Africa, would not be visited.
- Data collection: country visits where a range of stakeholders have been met with: road safety experts, road engineers, health, education, police/security, local government administration, private sector, NGOs, research institutions, local representatives of international organisations, etc. The purpose of these meetings was to collect views on project performance and reported progress, assess impact, receive recommendations for the future, etc.
- Further review of additional documentation from non-visited projects. This step also included a screening of project files available at Sida HQ in Stockholm.
- Drafting of country reports (Annex 2–6). It should be noted that the country reports produced and annexed are not evaluation reports for the respective project, but rather a highlighting of the

³ Looking Back, Moving Forward – Sida Evaluation Manual, Sida, 2004

information obtained in each country visited, thereby providing inputs to the overall evaluation. The main purpose of the country reports was to provide a source of inspiration for drafting the recommendations and to test views of the evaluators.

- Analysis of the information gathered and formulations of conclusions and recommendations.
- Review of the draft final report in a seminar with Swedish stakeholders.
- Production of the final report.

2.4 Past Experience – a Point of Reference for the Evaluation

For adaptation in developing countries the historic lessons learned in European countries, are the basis of the content of most Sida projects. For that reason in this paragraph it is needed to highlight these developments, as a reference for future evaluations.

European countries with a low risk on its roads have all gone through a process with a peak in fatalities in the past. At that peak society started to request measures and like in most countries continuous activities were performed to reduce fatalities. In most countries road safety action plans were produced, prioritising road safety actions in the format of spearheads like:

1. Improvement of dangerous spots on the roads with a high accident frequency, so called black spots;
2. Enforcement of speed limits;
3. Reducing drunk driving by campaigns and enforcement;
4. Reducing risk of vulnerable road users like pedestrians and cyclists by separation from the other traffic by special infrastructure and by education;
5. Reducing the risks caused by heavy vehicles;
6. Improving road rescue and incident management.

In more advanced countries like Sweden and the Netherlands one could detect development of road safety policies which can be placed in an historic perspective in the period between 1970 and 2000 as follows:

- Improve legislation, by an improved highway code, focusing on safety;
- Improving infrastructure; motorway and freeway construction;
- Focus on passive safety: helmets, safety belts, children seats;
- Promoting behavioural change; reducing speeds, don't drink and drive;
- Produce multidiscipline road safety action plans and promote cooperation between all agencies and disciplines involved;
- Decentralisation of road safety activities to local governments acting closer to road users and society than national government;
- And when all these effective measures were introduced around 1995 a new direction was invented: an integrated Safety Strategy like the Swedish Zero Vision or the Dutch Sustainable Safety;
- Recently new safety improvements are expected from ITS applications in vehicles, roads, police operations and traffic engineering;
- Future action could be to act in partnerships, as road safety is not only a problem of governments but of all parties in society.

Most road safety policy makers concluded around 1995 that 80% or more of the crashes were caused by human errors of road users. When almost all effective road safety interventions were applied, independently in the Netherlands and in Sweden road safety strategies were developed; the central point being, that despite human errors, road crashes should not cause fatalities. This means that roads, vehicles and other devices should be developed to reduce fatalities. In the Netherlands this strategy was called Sustainable Safety, in Sweden it was launched as a “Zero Vision”.

In conclusion one could use the following checklist for Sida projects, which has been developed by analysing activities in countries with successful road safety records. The critical success factors for a good road safety performance are:

1. Organise crash data, knowledge sharing and evaluation of interventions;
2. Create an Act based on a road safety strategy and an action plan. Establish a high level Committee monitoring its execution;
3. Political agreement on national and regional targets makes interactions more measurable and effective;
4. Organise road safety in governmental agencies multidiscipline with effective cooperation and multi sector involvement;
5. Stress the financial and economic effects of crashes, involve the private sector especially insurance companies;
6. Decentralise activities; local involvement makes actions more effective;
7. Raise public awareness, road user behaviour by NGO’s campaigning for safer roads and crash reduction;
8. Encouraging public awareness will result in political attention and higher budgets;
9. Organise research, produce guidelines for safety devices and roads, if possible by and with centres of excellence in road safety;
10. Assist in activities of a national road victim’s organisation.

Of course these elements have to be translated to the local culture, way of policy and decision-making, and economic and intellectual capacities in the Sida project country.

3 Analysis and Conclusions

3.1 Relevance of the Support – Road Safety and Poverty Alleviation

Relevance is the extent to which a development intervention conforms to the needs and priorities of target groups and the policies of recipient countries and donors. According to the ToR the evaluation should take “the multidimensional poverty concept as a point of departure.” Fighting poverty is at the core of Swedish development cooperation, it is also a priority issue on top of the agenda for most of Sida’s partner countries. Sida’s strategy on poverty and its approach to poverty reduction is summarised in its main policy document, *Perspectives on Poverty*⁴ (Sida, November 2002).

⁴ *Perspectives on Poverty*, Sida, November 2002

Poverty is perceived as a multi-dimensional phenomenon requiring a holistic, well-integrated and cross-sectoral approach and methods of implementation. Poverty varies between situations and is relative to the context. It has a social and economic dimension, a political dimension and an environmental dimension. Income levels and the standard of living is one aspect of poverty, recognition of human rights and the possibility to choose among options a second aspect and the right to live in a sustainable environment a third.

The occurrence of road accidents is a global problem with 1,2 million deaths and 30–50 million injuries being reported annually. These tragic incidents are unevenly distributed. Over 75% of the accidents occur in developing and transition countries in spite of the fact that these countries account for only 32% of motor vehicles. Poor people are affected in their capacity as vulnerable pedestrians. They are lodging or carry out their daily businesses (vending, service production, etc) along the road. However, further research is needed concerning the extent to which accidents impact on poor people. A study by TRL Limited⁵ notes that “little work has been undertaken on the socio-economic status of victims of road crashes in low-income countries and even less is known of the impact of road crashes on the lives (and lifestyle) of victims and their families”.

Poverty alleviation in road safety has two dimensions, macro and micro:

- a. Costs of accidents in developing countries correspond to 2 to 3% of the GNP, which is often more than the total donor aid. The crash costs are a major burden to society and will not help to accelerate economy. Besides, a large part of hospital beds are occupied by traffic victims.
- b. In developing countries there are two significant groups in relation to poverty alleviation. First the vulnerable road users, pedestrians, form about 50% of the victims. Most pedestrians are poor and a victim is a burden to the family. In the case of a killed or heavily injured breadwinner the whole family will become poorer and might fall below the poverty line. Another special group is the well-educated male driver 30–45 years old, whose capacities are elementary for countries economic developments.

Reviewing the various project documents and reports the team has found few cases where interventions and potential contribution to poverty reduction is discussed. The overall contribution to poverty alleviation is sometimes mentioned in passing. No more sophisticated analysis is made of how different alternative interventions in the area of road safety facilitate the poverty reduction process, nor the importance of these alternative actions for various stakeholders/beneficiaries. Consequently, priority setting is not directly guided by the potential impact that a particular activity (or outcome) might have on poverty. In the evaluated Sida project countries only a few (Morocco, Lebanon) did prioritise road safety because of macro economic reasons.

Alleviating poverty has gradually become the main focus of all development cooperation during the last ten years. It is not surprising that many of the projects under review have a limited poverty focus considering that they were conceived and designed in the early or mid 90-ties.

However, it is the team's opinion that road safety as a measure against poverty needs to be approached more strategically in the future. While undoubtedly road safety as such contributes to poverty reduction, given the scarce resources available for development activities there is a need to establish the extent to which different alternative interventions benefit poor men, women and children (rather than just any member of society). Poor people are not evenly represented in the various beneficiary groups, for example they are probably underrepresented among drivers/vehicle owners. Likewise, certain interventions will have a direct effect on the conditions for poor (for example low cost engineering measures

⁵ The involvement and impact of road crashes on the poor: Bangladesh and India case studies, TRL (Transport Research Laboratory) Limited, 2004

protecting vulnerable groups, education and awareness creation) while broader sector reform activities are more likely to benefit all target groups/ beneficiaries and impact on poverty in a more distant future.

In order to maximize the value added of the resources made available we believe that Sida should assess the relative importance and contribution to poverty alleviation of different alternative intervention areas in road safety. The team is aware that Sida has undertaken similar studies in other sectors (environmental management) and we believe that it would be of great importance for further Sida involvement in the sector. The outcome of the proposed study would obviously have to be weighted against Sida's overall objective of prioritising institutional capacity development rather than more technically focused interventions. Further comments on this are found in Section 4 below, Recommendations.

3.2 Project Objectives and Capacity Development Content

The ToR requests us to address the following two issues:

- Which project objectives and goals were originally presented?
- Was institutional capacity building clearly defined and relevant?

The table below summarizes the objectives and capacity building content of the projects under review:

Evidently, the question whether institutional capacity development was clearly defined in the original project design depends on the definition of institutional capacity development. Several of the projects have had such an objective although the interventions are often presented in a more pragmatic language (prepare a national strategy, support the establishment/strengthening of a certain organisation, etc). The individual intervention is still clearly defined. Borderline cases are the many training activities that often are a complement to the introduction of new technologies, working methods, etc. If those are considered to represent institutional capacity (without the development of a training of trainers capacity) the capacity development content increases. In our assessment we have included those if the non-training content was high, for example serious efforts to establish a training capacity relating to the subject in question.

An attempt was made to calculate the proportion of resources allocated to institutional capacity development. However, based on the information made available to the team (budgets and project proposals) it was impossible to make any precise calculation. In addition to the problem of defining the term the information presented was too aggregated to allow for any real analysis. Advisors time is only presented under the respective component, the team leader's role as advisor is not differentiated from that as coordinator of the team's efforts, etc. Still, the team's impression is that rather limited resources have been allocated to institution building as compared to the transfer of technologies, staff training and similar activities.

In the table below the team has also attempted to assess the magnitude of the institutional capacity development content more generally. Based on the stated objectives and, when applicable, the views expressed by stakeholders met with the projects have been categorised as having low, medium or high-level institutional capacity development content. The assessment is made on the basis of available reports and when applicable, interviews with stakeholders.

Country	Objectives and Components	Comments and Assessment of Capacity Building Content
Jordan	Technical Assistance with the objective to establish an effective and permanent organisation for road safety in order to reduce the number of accidents and injuries, 1997–1999. Support areas: – Institutional framework – Accident information system – Drivers licensing – Information and awareness programme	Medium
Jamaica	Technical Assistance in order to improve the traffic safety and reduce the number of accidents, 1992–2001. – Legal and institutional reform – Accident audits, teacher training – Research, awareness activities	Medium Slow but steady progress in implementing institutional reform. Success of other components/objectives limited.
Morocco	Technical Assistance for the development of road safety audit methodology and analysis of reasons for accidents, 1998–2001. Methods for safety audits, analysis of accidents National Road Traffic Strategy and Plan	Medium- High
Costa Rica	Technical Assistance in order to reduce the number of traffic related accidents by strengthening of responsible institutions 1998–2001. Road safety policy Institutional support for statistical information, drivers licensing, accident audits, inspection	Low
Lebanon	Analysis of Road Safety Status and Proposals for a road safety master plan. Study of the road safety situation Development of a road safety master plan	High (at the preparatory stage)
Regional Project Southern Africa	Regional Traffic Safety Network, a road safety programme 1999–2002 for Botswana, Malawi, Namibia, South Africa and Zimbabwe. The objective of the project was to test and evaluate techniques and tools for distance technology transfer over the global computer network.	Medium (due to IT problems)
Sri Lanka	Support to the Southern Transport Development Project and its Road Safety Component.	Low-Medium
Global Level	Support to and Cooperation with Global Road Safety Partnership (GRSP) 2000–2002 with the purpose of reducing the road traffic injuries and thereby also the societal costs.	Varies from low to high level in 12 focus countries
Chile	Technical Assistance for traffic safety training with the objective to reduce the traffic safety injuries and thereby also the societal costs and individual suffering, 1996.	Low
Indonesia	Training programme consisting of: – Roads Traffic Seminar – Development of an Action Plan including project proposals	Low
Botswana	Various during phase 1–4 Establishment of a national organisation for road safety work, A review of the traffic legislation, training, information, etc.	Low
Botswana	Computerised Driving Licence Project and Vehicle inspection support Computerisation Training for vehicle inspection	Low
Namibia	Support to the Namibian Ministry of Transport, for which Sida financed 50% of the National Transportation Master Plan Study.	Low

Country	Objectives and Components	Comments and Assessment of Capacity Building Content
Zimbabwe	Cooperation with the Department of Vehicle Inspection in Zimbabwe 1984–1996 focusing on training and supply of equipment.	Low-medium
Ghana	Technical Assistance with the purpose of reducing the number of accidents and traffic related health problems, 1999–2001. Partner: Driver Vehicle and Licensing Authority Driver licensing legislation Improved standard of drivers/examination, etc. Driving schools support Fee collection system	Low-medium
Syria	Technical Assistance in the Road Sector Maintenance management Information system Training centre support	Low

The team concludes that only a few projects had institutional capacity development as the main objective. A limited number of the remaining projects have contained such objectives in parallel to other objectives. In those projects, rather limited resources seem to have been allocated to activities intended to support the institutional capacity development dimension. Often the team leader combined project management responsibilities and tasks aimed at supporting institutional development processes. Some projects have provided legal experts and sometimes advisors that have had institutional capacity development tasks integrated into their ToRs. Still, the teams' conclusion is that in the medium level projects substantial efforts and amounts have been geared towards other purposes than institutional capacity building.

3.3 Overall Project Effectiveness and Efficiency

According to Sida's Evaluation Manual effectiveness and efficiency are defined as follows.

Effectiveness is the extent to which a development intervention has achieved its objectives, taking their relative importance into account.

Efficiency is the extent to which the costs of a development intervention can be justified by its results, taking alternatives into consideration.

3.3.1 Effectiveness

The ToR requests the team to review the many road safety projects funded by Sida during the last 20 years and form an opinion in terms of the level of success or failure, measured in terms of institutional capacity building impact. Obviously, given the diversity and complexity of the task it is impossible to summarise the outcome categorically or as a simplified judgement. Firstly, it is noted (as discussed above) that a number of the projects funded by Sida (mainly short-term training activities) have had no real institutional capacity development objective. Secondly, the degree of success among the remaining projects seems to vary. The relative success could also be contributed to different circumstances including political commitment, absorption capacity, counterpart resource allocations, as well as other similar factors.

Due to the diversity of the information available no conclusive answers regarding achievement of objectives have been arrived at. At a general level there is a perception among many that the projects have contributed significantly to the establishment and acceptance of road safety as a discipline in itself, rather than as an aspect of road management, health or other related subjects. Recognition of the sector and its multidisciplinary characteristic is important. Cooperation between agencies within and

outside the government have been established and strengthened, officials working with different aspects of road safety have (sometimes for the first time) met and started interacting. Undoubtedly the project interventions have been important for that and a precondition for the achievement of other objectives. The strengthening of the perception of road safety as a sector has been further reinforced by the road safety management training programme that Sida has sponsored for many years. A surprisingly large number of people met with have referred to the programmes, either the appreciation of them or their aspiration to participate in future such training activities. The programmes seem to serve as an excellent complement to other reform efforts made with support from Sida.

The team notes that there seems to have been a common understanding between the recipient/client organisation, the consultant and the donor regarding the purpose of the respective interventions. This is particularly interesting considering that in several cases the design/formulation of the interventions has been consultant driven with limited involvement of the recipient. The consultant has drafted project proposals based on an agreed assessment of sector problems and deficiencies, drafted reports, etc. There is also little evidence to suggest that the LFA instrument has been an actively used tool in such processes or for project management generally.

The team has not made a comparison between the concerned countries, as circumstances in countries differ largely. More important is to watch the trend in road fatalities. With no activities, fatalities increase with motorisation. In some of the visited countries now trends are changing, despite of increasing motorisation the number of fatalities is stable or decreases, like in Morocco, Costa Rica and Jordan.

In Costa Rica and Morocco this has encouraged the government to set targets for future decrease of fatalities. Road safety interventions, if properly executed, can show high cost-effectiveness with pay back periods from 6 month up to 3–5 years.

The Sida projects in these cases certainly have motivated and encouraged national staff to initiate activities. Tools and strategies provided made their interventions more effective.

The team has noted that several of the more comprehensive road safety projects funded by Sida have applied a similar development approach and “model”, in for example Costa Rica, Jordan and Jamaica. In these cases the assistance has been forwarded in a phased manner. Conditionality has sometimes been used to pave the way for decisions regarding institutional reform. The “model” has the following steps or components:

- a. Review of the road safety situation in the country concerned and elaboration of recommendations concerning remedial action.
- b. Institutional support including policy formulation and action planning as well as setting up the necessary bodies.
- c. In parallel to b): commencement of various activities and counter measures, introduction of technology, expertise, etc.
- d. Consolidation of support, phasing out.

It is noted that the project documents in question do not contain any, or at least very limited analysis of relationships between the various areas of intervention, priorities, preferred sequencing, etc.

An interesting issue relating to the application of the “model” is also the impact of conditionality sometimes introduced by Sida in the negotiations with the recipient country/organisation. The case of Jamaica shows that by demanding the setting up of a separate road safety body and subsequently supporting it, a major step forward was taken in terms of changing the perception among people in government and elsewhere. The combination of conditionality and later support produced the planned

results. The limited assistance provided by other donors might have contributed to the relative success of the conditionality approach. Few of the projects visited receive complementary support from other donors. This makes introducing conditionality easier.

In the visited countries the contractors project leader and teams were different. Apart from some safety plan approaches, main project elements concentrated on implementation of technical tools. Adaptation of existing tools, writing a manual and providing training for databases, black spot approach etc were then the main content. In Morocco and Costa Rica major work has been done on improving the legal background for road safety enforcement in the Highway Code.

Furthermore, it is noticed that the project proposals in many cases are stand-alone documents with little reference to the organisational context within which the project is implemented, nor does it present any other process or activities than those supported by the project. Likewise, the documents make no attempt to estimate the capital and recurrent resources required by the recipient to continue applying new systems or techniques. This makes it difficult for Sida and the consultant to make realistic assessments of the magnitude of the project in relation to available absorption capacity, potential conflicts with other on-going or planned change processes, medium and long-term funding, support from other donors (if any), etc. Ideally, a project should be presented in the context of the recipient organisation's own development or action plan. However, it is recognised that to some extent the lack of such contextual analysis is explained by the fact that in the more comprehensive projects, there are several components that are implemented in collaboration with different sets of agencies/partners.

An important observation made by the team is that time required for activities to yield results is often grossly underestimated. There are some examples where the implementation of institutional reform has been assumed to take place within a year, not three to five years, which was the time it actually took for results to materialise. Sometimes the choice has been made to carry out only part of the programme. A more realistic assessment of time required for change to be effectuated is needed. The consultant has a responsibility for making available his/her experience of the time required for similar processes in other countries to be fully implemented.

Many but far from all the expected results seem to have materialised. In cases where a component aims at introducing a new method and train staff, the efforts to develop institutional capacity (in addition to training selected individuals) were often very limited, even insufficient. A once off training input for future trainers/facilitators or the production of guidelines is normally not enough to consider having produced institutional capacity. More comprehensive and sustained efforts are needed for capacity to develop. Continued presence also put pressure on the recipient to continue to implement reform (often assumed and agreed upon in project proposals and agreements). There are cases where the reform discontinued once the project came to an end, for example the production of guidelines to support the training conducted, a document that was prepared by one of the projects but never printed and distributed due to insufficient resources.

It is recognised that the above observation apply also to many other sectors and development processes. A similar, "globally" applicable lesson learnt is that availability of instruments or equipment for newly trained staff to practise immediately after the training is conducted is a prerequisite for the new skills to be sustained in the organisation. We have seen examples where this was not the case and hence the impact of the training diminished.

Costa Rica experienced the same problems, and in response to that they developed a sustainable model. Traffic fines went into a fund that paid for traffic police activities, traffic light investments and low cost road improvements. This creates a source for practical knowledge and a motivated enforcement organisation. However no sustainable innovation and professional (academic) education was developed. In some countries road safety activities were energised by a local champion. In Morocco a former DG of Roads

did put road safety on the Government's policy map. He continued to do so when he became Minister. But sustainability is questionable if such a champion falls away, unless a group of champions was formed. In Jordan a process is ongoing to involve the Queen as patron for road safety activities for children. Her support will assist to open doors.

In the 2003 evaluation of the KTS financial instrument, the evaluation report⁶ concludes that the country situation has less relevance for the success or failure of a project, it is the relative strength of the client institution that is important. Having reviewed the Sida funded projects it is the teams' view that the conclusion referred to have less relevance for road safety. Given the multi-disciplinary characteristic of the sector it is suggested that it is the assessment of the strengths, weaknesses and potential of the sector in each country that is important for the decision whether to approve of requested assistance.

3.3.2 Efficiency

The team's main concern regarding project efficiency relates to how limited resources are distributed in the larger projects. Several projects have reported that in hindsight they would have preferred to distribute the resources actually made available in a more focused way, not spreading thinly, which sometimes has been the case. The approach applied in those projects has been for the consultant to make visits and provide assistance on a very few (1–2, sometimes 3) occasions during a project phase of 18–24 months. Efforts have focused on designing activities and follow-up, in some cases with an additional "half-time" implementation support visit. This is reported to be insufficient, there is a need not only to design and later follow up but to assist in the implementation by reinforcing skills and knowledge, maintain pressure on the target groups to continue to change instead of slipping back into old patterns of behaviour. The reinforcement aspect is particularly important considering that road safety support often embraces several different target groups and that not all of those are as committed to change as others. Scarce resource should be allocated to areas with the highest value added given the level of development of the sector at the time of the intervention.

Based on the in-depth studies it is clear that the sometimes inappropriate allocation of resources in the larger projects is a reflection of insufficient ownership of the project design process. One national project leader stated that until the commencement of the project he was unaware of the total resources available to the project and that he expected by far more substantial support than was actually provided. Had he been aware of the limitations he would definitely have preferred to concentrate funds to a lesser number of components. Similar views have also been explained in some other countries.

In addition to concentration there is also a need to consider extending the cooperation phases. As noted before the time required to undertake change is often underestimated. Implementation takes longer than expected and there is need to complement the design support with assistance during the actual implementation, both in order to solve unexpected obstacles or complications as well as to maintain focus, commitment and pressure. This has in the past contradicted the policy of Sida concerning the use of the KTS instrument, which was assumed to fund short, tailored interventions on a cost-sharing basis rather than extended cooperation periods. It is noted that presently Sida applies a more flexible approach.

Given the above definition of institutional capacity development a training activity that has as its only purpose to provide a selected group of people with new skills or knowledge is not considered to qualify (although evidently it increases the competence of the participants). However, if the activity also includes efforts to establish or strengthen systems and processes to undertake similar training in the future it would be considered as institutional development. In this context we have made two important observations. Firstly, if the training conducted is made on the basis of a needs assessment or part of a strategy or a systematic approach to human resource development, it is at least not reflected in the

⁶ Sida Evaluation Report 2003:09

documents made available to the evaluation team, nor has it become evident during the interviews. Secondly, when attempting to assess the efficiency of interventions the team notes that several of the organisations met with do not seem to have any particular system or ambition to disseminate information and knowledge within it. While training succeeds in bringing people from the sector together in seminars and workshops, the information conveyed is not necessarily shared with other colleagues in each participant's own organisation.

An issue that has surfaced in some discussions is the extent to which consultants should also provide information regarding other solutions and models than the Swedish. The starting point for all SweRoad advisors seems to be the Swedish model for road safety. There is no systematic reflection of systems and approaches applied in other countries. This depended entirely on the individual consultant and his experience (if any) from previous assignments in other projects. Some but not all projects visited suggest that there is a need to provide examples also from other corners of the world, even considering that Sweden is a leading country in road safety. There is also a keen interest in obtaining information from other countries in the same region, at the moment a rather low level of regional cooperation is reported. Several people met with brought up the need for more third world country examples spontaneously.

Similarly, there is a need for the institutional capacity development expert to have his/her own experience of sector reform in road safety. The experts on institutional reform at sector level (policy, setting up entities, etc) are appreciated but sometimes, but not always, perceived at providing "macro-level" or rather general advice on such work, they do not always have hands-on experience of implementing such reform. The Consultant should be requested to mobilise persons with a relevant policy or managerial background for high-level institution building components/activities.

3.4 Sustainability

Sustainability is the continuation or longevity of benefits from a development intervention after the cessation of development assistance. Sida's evaluation manual notes that sustainability must be specified in relation to each intervention under review. The team notes that the documents reviewed contain limited discussion concerning sustainability. In some reports (referring to sub-components) training of trainers or production of manuals and guidelines are activities justified in terms of paving the way for sustained impact. No particular strategy seem to exist in the projects to create the best possible conditions for results to be sustained, perhaps with the exception that some of the projects aim at reforming the sector, a result which itself contributes to sustainability. It is also noted that sustainability (or the absence of lasting results) becomes visible with time, recently concluded projects are to a lesser extent expected to report sustainability problems.

A range of factors determines whether project results are sustained into the future. Political will, resource contribution to the sector by various stakeholders, overall reform processes within government, the level of development of the country, cultural difference, are examples of such factors. Based on the review conducted four factors have been identified as being of particular importance to explain why results are sustained: the level of political support and the existence of a Champion for road safety, the existence of institutional mechanisms to secure and allocate resources to roads safety, functioning bodies for communication between and coordination of stakeholder contributions, and finally the provision of individuals with the necessary knowledge and experiences to work in the sector (within or outside government).

3.4.1 Political Support

The need for political support to drive the sector's institutional capacity development process is demonstrated in several of the projects reviewed. As demonstrated in one of the countries visited, the momentum of the political decision-making process is very important for sector reform to take place. The preparations for the forthcoming elections in that country have made the road safety sector reform

process come to a standstill. Changing governments can encourage road safety activities but also be a threat to sustainability. Foreign assistance can be of help to raise political awareness for road safety.

For objectives to be achieved, political reform (adoption of policies, new legislation enacted, and institutional change) has to be complemented by sufficient resources being allocated to the sector. There are several examples in the projects reviewed where unstained results are caused by insufficient resources being allocated to the area of intervention. In other cases the timing of the recipient country's resource allocation has been inappropriate (too late). It is noted that these problems are not particular to road safety, they occur in a wide range of projects and sectors. Partly, the sustainability problem observed is a reflection of conditions applicable to the KTS instrument, which is to be used for promotion and dissemination of Swedish knowledge and technology, not for recurrent cost items (equipment, materials, and consumables).

Multiple indicators have to be applied when the level of political commitment is measured. Relevant indicators could be the number of meetings conducted with high-level participation, the funding provided from government resources steadily over a number of years, the stakeholders perception of the situation and so forth.

3.4.2 Sector Funding

Funding is a key issue on the discussion regarding sustainability. At the moment, due to the lack of sufficient time none of the projects (co-operating countries) has succeeded in establishing a funding model for the sector beyond what is allocated through the annual central government budget process. Developing and implementing new approaches to road safety resource mobilisation is a time consuming process. However, there are interesting examples of new approaches being considered for implementation. The following funding models are discussed:

- Central government budget allocations. This is a source of funding that is already used. The problem perceived is that the funds made available vary over the years depending on the overall financial situation. For central government funding to work in a multi-disciplinary context there is a need for a co-ordinating mechanism such as the Cabinet Sub-Committee established in Jamaica. The mechanism will serve the purpose of ensuring that ministries actually allocate resources within their budgets to road safety.
- Establishment of a Road Safety fund. Revenue to the fund would come from fees charged for testing and licensing. None of the countries visited has yet established such a fund. Allocations for road safety work from other similar funds (Road Maintenance Fund, Health Fund) are also discussed although not yet applied in the countries visited.
- Establishment of an executive agency for traffic (responsible for road safety), which collects revenues from licensing, testing of vehicles, etc. By becoming semi-autonomous it controls its own revenue (or a percentage of it) and become independent of political interference, sudden changes in priorities, etc.
- Funding of road safety activities through donations and sponsoring from the business community, NGOs and others. During the project review the team has come across a number of activities, mainly education and information campaigns, which have been funded or supported by companies or other organisations. For example, insurance companies and gasoline retailers regularly support road safety activities. Also other companies contribute as part of their corporate social responsibility. Additionally, we have met with NGOs that engage in road safety, organisations that gather support from alternative sources and that contribute substantially through voluntary work (for example ambulance services in Beirut, road safety education, public information work). It is however noted that not all countries visited by the evaluation team have NGOs active in road safety.

Attempting to evaluate the alternative funding models would be premature. In several countries the perception of road safety as a sector has recently been established and the experiences of different funding solutions are too limited (non-existing). However, it is once again noted that processes aimed at putting into motion a specific approach is a lengthy process requiring more time than anticipated by the parties involved (building political consensus, establishing new bodies, etc). Furthermore, national political and institutional characteristics will make countries choose different models or combinations of approaches. There is no universally applicable “best practice” model.

3.4.3 Human Resource Development

As a multi-disciplinary sector receiving growing recognition and attention road safety skills and competence is becoming increasingly important. The supply of educated individuals becomes a critical issue for the success of the efforts made in the sector. Based on the country visits it is noted that staff capacity at central level is very limited, only a few individuals within each concerned institution have any relevant training and/or have been exposed to road safety work in the past. At local level, outside the main cities, there are no officials with any relevant background for road safety work. Still, no training needs assessment in the field of road safety seems to have been done, neither by the co-operating partners, nor by the projects. None of the human resource development interventions included in the Sida-funded projects has been based, as far as we know, on an assessment of such needs in the sector. Indeed, the opinions expressed vary concerning the extent to which the different staff categories in the sector have common training needs or if the needs are unique for each category. Some persons believe that there is a common knowledge relevant to all. The answer is obviously decisive for the individual capacity supply approach chosen, both in terms of volume of education and training but also in terms of how human resource development is institutionalised.

Another critical aspect of human resource development is the rate of staff turn-over. This varies considerably, for example the number of SweRoad trained project staff members that remain in their positions after three-five years. In Jordan almost everyone remain in the same organisation or at least within the sector while in Jamaica the mobility has been high. This is partly a reflection of the type of organisation that carries the responsibility for road safety coordination and implementation (a police organisation in Jordan as compared to a unit within a ministry in Jamaica). It is also partly an outcome of the conditions of service in each organisation and other national characteristics.

The team’s conclusion is that there is a need to address human resource development needs in the sector more systematically and decide the extent to which education and training should be institutionalised, thereby making it also an institutional capacity development issue. An analysis and elaboration of a supply strategy would also have to look at the alternative institutional “homes” for staff development programmes: government training institutions, police academies, universities or the private sector/consultants. At the moment the police academies seem to be the only institutions conducting (certain aspects of) road safety training. Similarly, the volume of staff development activities needs to be addressed, as a basis for the decision on how to institutionalise education and training in the future.

In Costa Rica the staff has been trained, the safety project leader became executive director of the road safety organisation. But next year three significant staff members will retire because of age. This proves that countries should be stimulated to train their own staff at local universities or in the region.

In the case that governmental institutions like the roads agency provides training, they most of the time focus on their own staff for budget reasons. This prevents the multidiscipline approach. An encouraging experience was the effect of the GRSP Jordan course for drafting road safety actions plans in 2002. This course was designed by GRSP as an interactive course and executed by SweRoad with international trainers. In interactive sessions 4 teams from Jordan, Lebanon, Syria and a mixed group of Middle East countries produced draft road safety action plans at the course. In two countries, Jordan and Lebanon this was the seed for continuing this effort; they both have a draft national plan now.

3.4.4 Sector Coordination and Stakeholder Participation

Many of the project documents reviewed contain a listing of stakeholders without specifying particular needs or conditions for involvement. Increased cooperation and coordination has often been an important aspect of the projects although not always recognised as an objective or planned result. In the past concern about road safety is said to have been divided between agencies, not perceived as a multi-disciplinary area with common objectives and interests.

All the countries/organisations visited report that project activities have contributed significantly to communication, coordination and the change of attitudes within the sector. In some cases the projects have even served as icebreakers, assisting in establishing contacts and relationships that did not exist in the past. The planning and implementation of an activity has provided the “excuse” for contacting organisations and individuals that were not part of the cooperation in the past. Barriers between disciplines have been reduced this way, both within the government structure but also between government and the non-governmental sectors. Project team leaders are also considered to have facilitated the strengthened collaboration successfully.

The main model applied by projects in order to facilitate sector coordination and cooperation is the establishment of National Road Safety Councils. Formalities might differ but the purpose seems to be the same in all countries visited: to provide a framework for dialogue, to facilitate coordinated planning and to serve as a pressure group vis-à-vis decision-makers and legislators. Besides overall sector planning and “lobbying”, Councils are mostly focused on conducting educational activities and information campaigns. Normally, Councils do not directly control any major sources of funding. However, by acting as a cross-sectoral body a Council could have access to many different potential funding sources.

Councils consist of senior officials representing government as well as non-governmental organisations including the business community. High-level officials such as a Prime Ministers or Ministers of Transport often represent the government and chair the meetings of the Council. The critical factor for success is according to several interviewees that the Councils are provided with sufficient resources to operate a secretariat or a similar operational/administrative function. Considering that the Councils normally meet once or at the most a few times per year, the secretariats capacity is critical for the performance of these bodies. Depending on country and type of activity, the Councils operations are funded by different parties (government contributions, donations, sponsorship).

The role of non-governmental organisations differs between countries (as expected). In Jamaica, no such organisations (outside the business sector) are involved in road safety activities. Instead, the business community is actively supporting various initiatives in road safety, through the Council as well as in cooperation with the Road Safety unit at the Ministry of Transport. In other countries, the civic society is actively involved in the sector and provides important contributions, at national as well as local level. However, several of the NGOs met with have stressed the need for governments to come forward more strongly and invite them to participate in sector activities. In some countries there seems to be a discrepancy between the government’s account of how they open the door for and invite NGOs and those organisations perception of the situation. To support the process, donors and projects should continue to promote the inclusion of NGOs (and the private sector) in road safety activities.

In addition to the private sector and NGOs, the team also believes that there are reasons to engage local communities and municipalities more in road safety activities. Local governments are already responsible for certain areas of relevance for road safety, for example physical planning, awareness building, and education. It is noted that the involvement of these bodies in the Sida-funded projects has been relatively limited. Encouraging them to work more actively in the sector is important.

3.4.5 Partnership Approach with the Global Road Safety Partnership

Sida supports GRSP's programme of activities, this was part of the assistance to be evaluated.

Sida contributes to the GRSP programme in general and to specific activities such as courses, conferences and inception reports. The Institute of Transport Economics report (2004) from the evaluation of GRSP was part of the base material given by Sida to the team.

GRSP was created in 1999 on initiative from the WB, the Red Cross and the WHO.

See www.grsproadsafety.org for more info. Core activity is road safety improvements in developing countries by implementation in the form of demo projects and transfer of knowledge activities by partners from governments, the private sector and the civil society in 12 focus countries. Sometimes these countries did overlap with Sida project countries (Costa Rica, Ghana), which only had positive effects due to good programme coordination.

Significant was the conclusion that the GRSP operations were effective and created a multiplier in activities due to funds from other partners. Sustainability was increased by the multisectoral approach; if one partner in a country became less active, like a government due to elections, other partners filled in. Cooperation of different disciplines and professionals, policy makers, academics and the business society added to knowledge sharing and sustainability by creating new networks in the project country.

Capacity development was supported in seminars, conferences and courses. An encouraging example of cooperation and effectiveness was found by evaluation of the effects of the Jordan course in 2002.

This course was financed by Sida, managed and tendered by GRSP and executed by SweRoad.

The objective was to conduct training on how to develop regional road safety action plans in an interactive way, so that all basic road safety information was actively consumed by the participants.

The teams from Syria, Lebanon and Jordan consisted of 10 people from the 3 sectors in GRSP, whereas 10 others from Egypt, Tunis, Yemen and Palestine formed the fourth group. Every team presented a draft regional RS action plan for their country at the end of the course. It was encouraging to conclude now in 2005 that Jordan and Lebanon have built upon this experience to draft a national road safety plan.

Other results of the GRSP evaluation and experiences have been integrated in the teams' evaluation and recommendations in this report.

3.4.6 Knowledge Management in Sida Project Countries

This report touches upon knowledge management in Sida project countries and in the Sida operations in Sweden. This paragraph deals with the first item.

Knowledge management is, apart from the institutional structures essential for capacity development. In Sida project countries three types of knowledge activities were found:

- a. Training of recipient staff on road safety policy making, tools and techniques.
- b. Train the trainer, activities in which local staff is facilitated to transfer knowledge to local executive staff.
- c. Integration of road safety knowledge into general education of students on (academic) education institutes and by post academic courses to representatives in disciplines related to road safety.

Transfer of knowledge activities like "a" has been found in almost all countries evaluated and in all countries visited. Training took part on specific subjects in the countries, and from the countries some road safety generalists were selected to attend a more general road safety course in Sweden. For that latter type it should be recognised that people move positions, training of incoming staff is therefore a necessity.

In Costa Rica and Jordan, type “b”-activities took place, these support capacity development and promote sustainability.

Only in Morocco type “c” is starting now and in Lebanon and Jordan (the latter particular due to a Sida project team member moving to the university), the basis is positive to start this activity. Creating capacity for road safety by integrating this in the curriculum for traffic related education is the most powerful contribution to capacity development.

3.4.7. Knowledge Management and Training in General

Apart from the in-country training referred to above, Sida also invests in other types of training like:

- The international course on road safety, given at Swedish Universities (Lund),
- A regional training in Jordan for road safety action plan design (GRSP)
- Other ad hoc training activities.

However, this has not been a specific evaluation element as it was not included in the ToR. Still, it is recognised that a relationship exists between the human resource development efforts in Sida project countries and project performance. Often staff members involved in Sida projects are invited to take part in these courses. In most cases this is a general course on road safety development. It might be useful to undertake a review of existing course programs in order to see if more tailor made training can be offered to those countries that already have some experience in road safety. Also specific courses on crash databases, safety action plan development, low costs road safety measures etc given in Sweden or regionally might be developed as a result of this review.

3.5 Focus on Disadvantaged Groups

In the design and execution of the projects no particular attention seems to have been given to disadvantaged groups in society (women, children, etc). In reports these groups and their particular interests and needs are only mentioned in passing. The analysis is rather limited, for example as a discussion regarding the participation of men and women in the activities, not the importance or impact of the activities on men and women respectively. The needs and participation of disadvantaged groups should be addressed in the context of poverty reduction as suggested above.

Another policy issue is the health policy related to road safety. The World health Report contains an excellent agenda for road safety interventions and raising public and political awareness on the national scale. Following up the WHO activities in many of the visited countries national events took place. This has lead to a higher motivation of national organisations to implement Sida project recommendations. In projects and its follow up health ministries and national WHO offices are more actively involved in prevention activities. It is recommended that in future projects the health sector is invited to play an active role.

3.6 Re-engineering of the Intervention Model: A New Framework

Based on the experiences gathered in this evaluation we have developed a systematic framework for future Sida country projects in road safety. This should not be a recipe but a menu from which the donor country and their advisors can make a choice. In projects executed the emphasis was on technical tools for road safety improvement. For an effective use of these tools, there is a need to look at the policy framework and the mechanisms for implementation of road safety measures. A wider program on road safety implementation is needed to make the use of proposed tools more effective. The new framework should contain the ten elements for a successful road safety policy mentioned in paragraph 2.4. This framework can be used to analyse the road safety status and government organisation in the

donor country. In an inception report a realistic long-term programme should be made based on the framework. This programme should be broader than the transfer of tools; techniques, training and drafting of a safety action plan, but should also include institution building like in Jordan with the creation of JTI. Sustainability, capacity development, and self-supporting developments should be part of this plan.

The checklist for this framework could consist of the following elements:

1. The dimension of the *national road safety problem*, and the willingness and capacity of the government to tackle the problem is a major contributing factor. Based on the national database for road accidents and benchmarking based on international performance indicators, areas of potential interventions and remedial measures should be identified. Sometimes the national database needs improvement.
2. Stimulate the role of *leading agency* in road safety. History in Europe shows that the road agency is in most cases the starting point for such an agency. But in Jordan, Eastern Europe, China and others countries the police or Ministry of Internal Affairs is the lead agency with a military culture. The lead agency should develop the road safety policy and coordinate the execution. This implies that staff should have skills as brokers, coordinators, project management, communication, safety knowledge and policy development.
3. Analyse the role of *road safety champions*, if not existent try to create them. It can be a person, a high-ranking official, an organisation or a group of individuals. The potential impact of champions should be estimated and strategically planned. Later on sustainability is essential.
4. A *National Committee* or Safety Council like in Jordan, Costa Rica, and Morocco or as proposed in Lebanon is a must to get the support of all relevant agencies in road safety planning. Setting road safety targets will make the policy more effective, but all agencies should be energised to play their role.
5. A *National Road Safety Plan* with an action plan and projects containing the tasks of all parties involved is the common agenda and management tool for the National Committee. The relevant staff should have the capacity for period update of this plan.
6. *Assure road safety funding*. Several systems exist, most common is to reserve part of a road fund or budget for road safety activities. Sometimes specific funds are created and fed by a tax on fuel, vehicle registration or insurance premium. In Costa Rica traffic fines are put in a fund that enables local road safety improvements. Appropriate funding of the National Road safety plan is crucial.
7. *Assure multidiscipline approach* in the execution of road safety programmes. Teams in which specialists and implementers are co-operating in enforcement, health care, prevention, education, behaviour, civil engineering will improve the overall output.
8. *Centres of excellence* in road safety can play a stimulating role in adaptation and improving road safety techniques, training of staff, innovation and evaluation. If such centres are connected to Universities and Polytechnic schools, road safety techniques will be part of the education of police officers, civil engineers, and other disciplines. For instance in Costa Rica a guest professorship can be considered.
9. *Systematic human resource management of people involved in road safety* should become part of safety management plans to guarantee sustainability by capacity development and adding road safety experience to functions in road maintenance and operations, enforcement, safety specialists, incident management, education and communication with road users. Integrating road safety elements in the curriculum for professional education will assure that young staff is aware of basic elements.

10. *Organisations of professionals* in various disciplines (civil engineering, vehicle techniques, law enforcement, incident management and first aid), if existing, can support the development, implementation and maintenance of manuals and can organise training, examination and certification. In most countries Sida projects are executed with national organisations. This implies that lesser support is given to urban road safety. This can be done by national professional organisations.
11. *Decentralisation* of road safety interventions should be stimulated, like the one taking place now in Morocco, this implies however broader transfer of knowledge and local initiators.
12. *Awareness raising*, public as well as political, is a need for obtaining budgets and for acceptance of unpopular or not understood measures. An organisation for publicity campaigns, education of children and road users can be created like in Morocco and Costa Rica. This can be a NGO, or an agency at arms length of Ministries. A Road Victim organisation can also put effective pressure on politics and support victims with advice.
13. *Involving society* interacts with awareness raising, but can provide excellent assistance to a road safety programme. Partnerships between governments, civil society and private sector can multiply investments in road safety as evaluated by the Institute of Transport Economics for the Global Road Safety Partnership. In some countries like Ghana and Costa Rica this has shown to be effective and could go hand in hand with the Sida projects.

This checklist provides guidance for road safety development in a Sida project country. Item 1 to 6 is put in a logic development sequence. They are put in a desired order of development. However if one step is not fulfilled, it might not always prevent a project from focussing on the next step. The order of item 7 – 13 is not critical; they can be taken up at random or in parallel, based on the recipient country's governmental policy. In every step sustainability should be checked and incorporated. Capacity development is an essential dimension in all steps. As it is more than transfer of techniques from the Swedish road sector, it might imply an introduction of lessons learned at the global level.

4 Sustained Institutional Capacity through Improved Project Design

4.1 Introduction

Based on our review of project documentation and our in-depth studies of selected projects, the team has elaborated a number of recommendations concerning Sida's future involvement in road safety as well as proposals regarding the future design of such interventions. The conclusion of the review of Sida-funded projects is that only a few long-term projects have had a high institutional capacity development content. Achievements have been made but the established structures are still fragile, often depending on the capacity and competence of a limited number of dedicated officials.

Two dimensions of institutional capacity development have been discussed in this report. Currently applied institutional approaches, instruments and structures are accounted for and discussed. Additionally, issues relating to the design and implementation of the development cooperation project as such have also been reviewed and corresponding recommendations elaborated since they impact directly on the success or failure of interventions. Institutional sustainability, which is indispensable for capacity development, depends on solutions chosen as well as on the ownership of the change process and the choice made.

4.2 Developing a Strategic Approach to Poverty Alleviation through Road Safety

The focus on poverty alleviation has to be more clearly reflected in priority setting and in the design of individual projects. As a first step towards that, we recommend that Sida commissions a study aimed at providing detailed knowledge and a poverty assessment framework regarding the relationship between and the impact of the various components or sub-sectors of road safety on poverty. The purpose would be to guide Sida in the further design of projects. What is the value-added to poverty reduction from the different intervention areas in road safety? What road safety interventions have a particular impact on the living conditions of poor men, women and children? Is it better in terms of value added to support “narrowly” defined interventions geared towards specific target groups or should the assistance focus on and benefit the entire sector? What is the likely timeframe within which the intended effects could be expected to occur?

Evidently, the proposed study will not produce a precise, scientific answer as to what is the best possible approach. Still, the study would assist Sida by establishing:

- Within what timeframe (short, medium or long-term) different road safety interventions could be expected to produce institution-building results (that contributes to poverty reduction).
- The extent to which activities impact on the level of poverty. Following an approach applied by Sida in another sector, effects of different road safety interventions could be classified as low, medium or high impact measures.
- The extent to which the outcome is relevant only for certain categories of poor and what other strata benefit from the assistance.

Sources of information for the study would include review of literature and reports, consultations with concerned international bodies, donors active in the field, selected recipient organisations and projects, etc. Once conducted, the study will provide Sida with sufficient information and a basis for further elaborations of its policy and strategy for road safety support projects. It will provide for consistency and impact by guiding project designers towards the most effective interventions for poverty reduction.

A particular issue is the needs and potential contributions of members of disadvantaged groups in the context of alleviating poverty. Evidently, this has not been a focused issue in the projects under review. For example, the role of women in the context of road safety work might differ greatly from men. Any initiative to study the relationship between road safety interventions and poverty would have to incorporate an analysis at a disaggregated level. For example, the conditions for disadvantaged groups, in terms of their needs and expectations as well as the pre-requisites for their participation would have to be included in the study.

Recommendation 1: To provide a basis for a strategic and systematic approach to road safety it is recommended that Sida commissions a study with the purpose of establishing how different road safety interventions contribute to poverty reduction in low and in very low-income countries.

Recommendation 2: The study would have to be conducted at a level where the particular conditions for men and women as well as the needs and expectations of disadvantaged groups become visible.

4.3 Effectiveness of the Projects

The more significant Sida-funded road safety interventions have followed a model that is questioned by several of the projects met with. The model has not produced the optimal impact according to the recipients interviewed. Limited funds have been distributed thinly between too many components and activities. Resources have been allocated to the design of activities, too little assistance has been provided at the implementation stage.

The absence of a more limited focus and clear priority-setting during project design is to a certain extent a reflection of the problem discussed above: the need to elaborate and decide on policies and strategies. Unless Sida's project budgets or recipient contributions are substantially increased, it is suggested that future projects are more limited in scope with priority given to such areas of activity that are strategically important for poverty reduction and possibly institutional capacity development. More frequent support than two-three visits per project phase (12–24 months) should be considered, even in countries where the absorption capacity is high. The experts visits assists the cooperating partner in maintaining momentum and commitment among participants in a rather complex organisational situation, it provides opportunities to solve unexpected problems encountered and it reinforces messages and information conveyed by a project.

Project agreements sometimes need to be extended in time to allow for implementation support to continue when delays occur. The projects reviewed show that Sida has been rather pragmatic in that respect, allowing the project agreements to be extended when needed (without additional funding). The evaluation team suggests that Sida should continue to allow for such flexibility.

Recommendation 3: Sida in cooperation with its partners should attempt to narrow down future road safety projects in scope, in favour of more substantial intervention design and implementation support to prioritised areas.

4.4 The Proposed Framework Supports Multi-disciplinary Road Safety Institutional Capacity Development

An analytical framework for multi-disciplinary road safety project interventions is introduced in section 3.6 above. The framework offers guidance as how to best design a project considering the level of development of the sector in a particular country. The necessity of having certain institutional cornerstones in place (step 1–6) before attempting to introduce or develop the remaining sector features is illustrated by the framework. The framework further suggests how the sequencing of interventions should be made within these initial steps. Beyond that (as from step 7 onwards) parallel activities could be conducted.

Application of the framework as a checklist in combination with other measures recommended in this report would contribute to the design of effective projects, relevant in terms of content and focus to the maturity of the road safety sector in the country being reviewed. Obviously, the framework is also relevant as a tool for project monitoring and evaluation.

The framework will have to be evaluated and amended gradually as the understanding of the interrelationship between different forces in the sector develops. Although containing several different components implemented in parallel, the projects reviewed have not contributed much to the understanding of the interaction and dynamic reinforcement that is expected to occur when different measures are taken at the same time. Projects have not been designed to generate knowledge on that dimension of road safety work.

Recommendation 4: Apply the proposed framework in section 3.6 when analysing Sida project country needs in the inception phase, in the preparation of the country program, as well as a base for evaluation of projects to measure achievements and progress.

Recommendation 5: By using this framework, experiences will be made that could be used for improvement of the framework. Recurrent evaluation of the framework with users is recommended and experience sharing with other donor organisations will also improve the effectiveness of road safety programs.

4.5 Reconfirmation of Project Design and Project Management Roles

Some of the projects reviewed have reported about implementation processes where the recipient had ownership of the objectives but limited participation in project management (project design, resource allocation, reporting). This is a reflection of the division of roles and responsibilities in development cooperation that existed 10–15 years ago.

Project preparation in the context of the professional and legal requirements under which Sida operates is a lengthy process, sometimes stretching over several years. At the commencement of activity implementation, there is a need both to reconfirm and reinforce the understanding of project cycle management roles and responsibilities but also to reconfirm the existence of the conditions on which the project was designed (perhaps one or several years earlier).

Particularly important is the reconfirmation of the political support and commitment and the funding arrangements that was agreed during the design. An up-dated contextual assessment, of the conditions for activity implementation, will guide the final activity programming. This inception activity will allow the client to adjust expectations and plans to correspond to the resource frame actually provided by the donor and plan for national contribution disbursement. The detailed planning phase should incorporate the below discussed joint learning and internal evaluation process

Recommendation 6: An inception or formal detailed planning and reconfirmation phase should, in case of any larger Sida contribution, be built into the project cycle and performed by the recipient and the consultant jointly.

4.6 Increased Stakeholder Participation, Sector Coordination and Cooperation

Projects should be designed and implemented so that they support collaboration and inclusion of stakeholders and beneficiaries. Sida should continue to use conditionality concerning sector coordination and augmented stakeholder participation as a means to facilitate this. Recipient governments should be requested to consult with representatives of the private sector and civic society at the planning and the implementation stage respectively. Notably, when compared to other donors, Sida is considered relatively soft on conditionality. There is definitely scope for increased reform pressure when of relevance for the project purpose.

Sector coordination is essential given the multi-disciplinary features of the sector. A co-ordinating body (for example a Council) is insufficient; there is a need for that body to be provided with resources for various operational tasks. Local governments, private enterprises and civic society groups should be encouraged to participate more actively and Sida support should, when relevant, request that such groups are invited to participate and benefit.

For coordinated capacity development the national academic world as well as non-governmental experts and consultants could play a more dominant role. Based on the local situation a stakeholder analyses should be made and investments could be proposed, maybe even in conjunction with Sida projects in other disciplines in that country (health, education, institution building).

Recommendation 7: Sida should, as a condition for funding, request that sufficient mechanisms for coordination and communication with stakeholders are established in the recipient country.

4.7 Improve Conditions for Individual Competence Development and Maintenance

Several of the Sida-funded projects have provided staff training and some limited efforts to cater for future training needs (trainer notes/guidelines and technical guidelines). Project proposals do not contain any comprehensive assessment or analysis of training needs (at sector or organisational level) and strategies for further training are not discussed. This is in our view one of the critical issues for the future; an expanding sector (in terms of units and people involved) requires access to human resources with relevant skills. Possibly, this could be done in cooperation with a research organisation or a university that could assume the role of a “knowledge generator”.

It is further suggested that national consultants are invited to participate in activities and that they are stimulated to deepen their knowledge and skills in road safety. Having a set of national consultants with sufficient competence to contribute to the sector when needed is a further strength. Sida should encourage partners to incorporate them in projects.

Apart from this, knowledge management through international, regional and in-country courses might be reviewed to offer what is today considered as a more effective program of knowledge transfer, as explained in paragraph 3.4.6 and 3.4.7

Recommendation 8: When included as part of an intervention, education and staff training activities should be planned and conducted in the framework of road safety sector human resource development strategy.

When applicable, institutionalisation of training should be supported in parallel to the implementation of first generation training. A review of existing international courses is suggested, in order to offer more tailor made training, and regional courses.

4.8 Joint Assessment as Part of the Learning Process

It could be a useful learning process for all parties involved to build into the project design a joint assessment of achievements or even a formal evaluation at the end of the cooperation period. It would put pressure on the Consultant to reflect on its performance and how well they have contributed to the client's development processes. It would also reinforce within the client organisation the continuous learning process.

SweRoad has carried out most of the evaluated projects. Therefore, it is natural that a few remarks are related to the particular features of this consulting organisation. Sweroad has a small number of central staff, a number of capable project leaders and specialists active or retired from the Swedish government, especially the road and vehicle sector. Based on our evaluation a few issues should be discussed for future project design:

1. All tools, techniques and approaches are very Swedish-oriented, apart from the license for MAAP (Microcomputer based Accident Analysis Package, a crash database developed by the UK Transport Research Laboratory). A larger number of non-Swedish experts should be involved in future projects in order to provide for a broader approach.
2. The quality of the project depends more on the quality of the project leader and his team than on the existing in-house guidelines and research of the central office. More knowledge sharing between consultants and experts is assumed to be effective and reduces risks in projects.
3. The project elements seemed to be initiated by expertise available within the consultant's organisation, other areas were not attended to.

4. The disciplines in the consultant's network were in the past mainly focused on roads and adjacent disciplines like police, databases, Highway Code, education, etc. Recent projects are more multi-disciplinary, this is a tendency that should be encouraged.

To improve the quality of projects, a consequent division of tasks and people involved in project preparation, execution and evaluation is advisable. Evaluation as a part of the project is indispensable. Adding an evaluation as a crucial activity will add to the learning curve for Sida, the recipient country and the consultant.

Recommendation 9: Encourage quality improvement in consultants operations, broaden the involvement of international expertise and install a clear project preparation and evaluation procedure.

4.9 Promote Research and Knowledge Management in Project Countries

Research as such is not a must in developing countries. Much can be achieved by transfer of experiences from more advanced road safety countries. The focus should be on the appropriate adaptation of experiences elsewhere, implementation methods, evaluation and knowledge management. Knowledge management includes dissemination of information and the sharing of lessons learned.

Another task is to integrate that knowledge into academic and polytechnic educational programmes as well as post-academic courses. In Jordan the creation of the Jordan Traffic Institute is an excellent example of a tool for knowledge management. In other countries like Morocco, Costa Rica and Jamaica the road safety organisations are involved in knowledge management, but this role can be improved. Only in Morocco the knowledge transfer has reached the University; courses in road safety are planned. In Jordan and Lebanon Universities are interested in integrating road safety knowledge into their curricula. In Costa Rica and Jamaica this relation is non-existent.

Recommendation 10: Knowledge management should be institutionalised as a part of Sida projects to ensure its contribution to capacity development and knowledge management in a sustainable way.

4.10 Improve Sida Road Safety Library and Knowledge Coordination

The team has reviewed reports given by Sida, on request more information was supplied by consultants. During visits valuable information, reports and manuals were added by the local road safety organisations. To have the entire set of information collected, stored and made available on request would be of benefit to Sida staff, consultant teams and project country organisations. It might encourage an exchange of lessons learned between countries and serve as a source of inspiration for consultant team members. However that facility does not yet exist in Sweden.

Another item is that some countries have achieved institutionalised ways of working which are transferable to other countries like the funding principles in Costa Rica or the specific Road Safety NGO in Morocco. Active knowledge exchange and coordination is needed to make projects more effective.

Recommendation 11: A knowledge coordination mechanism and a knowledge database, in which all Sida funded project information is gathered for future users, should be developed and implemented with Sida as an initiator.

4.11 Promote Regional Co-operation and Co-operation between Sida Project Countries.

The visits made to Jordan and Lebanon reconfirmed the importance of building regional networks and stimulating regional exchange. The regional activity carried out in 2001 is still considered important for the sector cooperation in the Middle East. While perhaps not being an objective in line with the KTS instrument it is still perceived important by the team to facilitate interaction and cooperation between countries.

The Sida project countries can learn from each other. Some specialists know each other through common attendance of courses. However, an organised exchange of lessons learned is considered important.

Recommendation 12: Organise regional or thematic knowledge sharing training or seminars for Sida project country national staff in which they can exchange experience and share lessons learned. This network can also produce feedback to Sida and its consultants for development of general applicable knowledge and approaches. It also contributes to capacity development and sustainability.

4.12 Donor Country Coordination

In the evaluation we have seen that in some Sida project countries other parallel donor funded activities take place. A good example is Ghana. Sida has done some work. Danida was involved in the road programme. DFID has carried out some road safety work. Ghana is a GRSP focus country. The World Bank was involved in road safety and has recently awarded a contract for a road safety review. It is expected that the recipient coordinates such activities, but often they do not have the necessary capacity to do that. Sida is advised to create a check on this coordination for instance in the inception phase. Further coordination could be checked through the GRSP, the WHO or the World Bank.

Recommendation 13: Coordination of Sida country projects with activities of other donor organisations in the same country in the inception and in the execution phase will increase effectiveness and will promote synergy.

4.13 Modus Operandi

When evaluating Sida projects and its support to GRSP it became clear that different approaches to road safety improvements are possible. The focus of GRSP is on implementation of road safety demonstration projects through a partnership approach. Sometimes this also implies training and transfer of knowledge. The evaluated Sida projects focus mainly on transfer of technical knowledge and in some cases institutional development. With the intensified international attention for road safety as described in paragraph 1.1 other players like the GRSI, the WHO, the World Bank's Road Safety Trust Fund will become active in countries. A careful analysis is needed and criteria might be developed to decide what activities should be undertaken bilaterally and what could best be done in partnership with the World Bank, the GRSP and others. Even well coordinated two track approaches might create synergy.

The partnerships need less administrative support from Sida (tenders, project evaluation), but are less effective. The Sida bilateral project approach should be more long term, for instance 5 years, and be monitored and guided more accurately.

Recommendation 14: Develop criteria for supporting global road safety activities to make choices about the way of working: bilaterally, through multilateral institutions or in partnerships. Even combinations of these ways of working could be developed.

4.14 Increase Investments in Road Safety Substantially

These recommendations will result in a higher effectiveness of projects, but also lead to the need for more investments. However, road safety investments have a high cost-effectiveness: they reduce poverty and improve the situation in the health sector. The core element is management and coordination of various disciplines in relation to specific skills, human behaviour, road design, databases, and so forth. Nevertheless, investing in development of the capacity of road safety professionals is also of great benefit to them when rotating to other similar jobs in the project country.

Recommendation 15: Worldwide and in international organisations road safety investments are increasing as a result of the recommendations of the WHO. Sida, as a pioneer in this field could continue to play that role with higher quality projects for which investments should be increased. As capacity building in road safety is rather universal and road safety projects have a high return on investment, a substantial increase in Sida's funding of road safety projects is recommended.

Annex 1: Terms of Reference

January 2005

Evaluation of Institutional Sustainability and Capacity Building within Sida financed Road Safety Projects

1. Introduction

With 1.2 million people killed and over 10 million injured in road accidents each year, road safety has become an issue of substantial proportions. According to the WHO, more than 75 percent of these casualties occur in developing and transition countries, with only one third of all motor vehicles. In addition, the majority of road crash victims, i.e. injuries and fatalities in developing countries, are not motor vehicle occupants but pedestrians, motorcyclists, bicyclists and users of public transport. In 1998, the WHO ranked road accidents as the 9th leading cause of mortality in the world. Recently, the WHO forecasts show that by the year 2020, road crashes will become the third leading cause of death and disability in the world, should appropriate programmes not be implemented.

Road safety issues are increasing in importance on the agendas of bilateral and multilateral agencies. In fact road safety was the theme of this year's WHO World Health Day, held on 7 of April 2004. The day marks the start of a global campaign for road traffic injury prevention.

Sida has the ambition of increasing the support for road safety in future. Many of the Sida contributions made to road safety have been delivered by the Division for Technical Assistance (DTA). The Contract Financed Technical Assistance is supposed to focus on capacity building of key institutions providing support by Swedish experts. DTA has recently identified a need for more concrete guide-lines on how the Contract Financed Technical Assistance could be used to improve the focus on capacity building aspects in future support to road safety projects.

2. Sida's experiences of Road Safety Projects

During more than two decades, Sida has supported road safety. The department at Sida with the overall responsibility for support to road safety projects is the Department for Infrastructure and Economic Development (INEC). Most of the initiatives supported have been financed by the INEC Division for Infrastructures and Financing (IF) and the INEC Division for Technical Assistance (DTA). The majority of projects supported by Sida over the years are stated in Appendix 1.

Over the years, some of the projects have been evaluated by Sida. However, Sida has not yet carried out any conceptual or comparative evaluation of the experiences gained in the road safety projects supported.

3. Objective of the Evaluation

The overall purpose is to provide Sida with an instrument in its understanding of mechanisms for institutional capacity building in road safety projects in order to improve future cooperation in this area.

The evaluation should focus on lessons learnt over time as regards relevance, efficiency and effectiveness of Sida's support in the building of sustainable and capable institutions and the inter-actions needed between various institutions for road safety.

4. Scope of Work

The relevance, efficiency and effectiveness of institutional capacity building should be analysed taking the multidimensional poverty concept as a point of departure. This includes an analysis of the involvement of important stakeholders taking into account their different preconditions, e.g. women/men, old people/young people, rich/poor, high education/low education, etc.

Questions to be answered could be, but are not limited to:

- Which project objectives and goals were originally presented?
- Were institutional capacity building clearly defined and relevant?
- Were the objectives reached? Did the activities meet with the objectives?
- Were the activities efficient? How did the various organisations and institutions interact to create sustainable capacity?
- Were the activities sustainable? Institutionally? Financially? Situation today?
- Current problems with regard to capacity building compared with problems before the intervention?
- How should Sida adapt its future cooperation in order to reach the most institutionally sustainable results?

The scope of work shall comprise, but not necessarily be limited to, the following activities:

- Perform a review of the documentation of X project, including evaluations carried out by Sida and/or other organisations involved.
- Carry out interviews with the project owners, other national stakeholders, Swedish consultants involved as well as Sida, in order to establish how the inter-action between the interested parties was established, has developed since and how the institutional sustainability is maintained.
- Compare the findings regarding mechanisms for institutional capacity building related to the four projects and conclude recommendations to Sida regarding which mechanisms could be useful in future cooperation on road safety.

The consultants are requested, based on the overall objectives of this evaluation, review the concrete questions to be addressed, with a view to have the most relevant approach possible. This questions should be taken up when during the first meeting with Sida and the Swedish organisations and institutions involved in road safety as further indicated under point 7 below.

5. Required Competence

Sida envisages that the evaluation task will require a team with the following competence:

- Documented professional experience of assessments and evaluations of institutional capacity building;
- Documented experience of road safety issues in developing countries, preferably assessments and evaluations.
- Documented experience of development cooperation methodologies, like institutional analysis, stakeholders' analysis (including gender and participatory development) as well as environmental impact analysis.
- Proficiency in English is required.
- Knowledge in Spanish and French is a merit.

6. Methodology

The assessment should mainly be based on documentation and interviews.

X DTA projects shall be analysed and visited. Other projects may contribute to the evaluation within desk studies. The four main projects should be identified and proposed by the consultant.

7. Times and Practical Arrangements

- The total estimated time for the assignment is a maximum of 12 weeks. It is foreseen that at least 6 weeks should be set aside for consideration, report writing and presentation of the results to Sida and other Swedish stakeholders. The consultant shall be responsible for organising meetings with the relevant stakeholders.
- The consultant will also make travel arrangements, such as reservations of airplane tickets and hotels.
- Sida will arrange two meetings with Swedish institutions and organisations involved in road safety developing cooperation programmes and projects. The first meeting will take place at the beginning of the consultants work and the second to present and discuss the draft report.

8. Reporting

The assignment should be presented in a draft report (maximum of 25 pages) on the findings of the mission, including an executive summary of 2–3 pages. This draft report should be submitted to Sida within two weeks after the completion of the evaluation. A final report should be presented to Sida within two weeks after the receipt of Sida's comments. The final report shall also be presented on a diskette/CD in Microsoft word format. The report shall be written in the English language. Additional material should be presented in annexes and appendices.

9. Estimated Time-table (to be revised)

15 of October	Consultants contracted
November	Field missions
15 of December	Draft Report to Sida
10 of January	Final Report to Sida and seminar at Sida about findings.

Förslag på referensgrupp:

Hans-Erik Pettersson, VTI eller Kent Gustavsson, VTI

Trivector, Lund

Mats-Åke Belin, Vägverket

Kenneth Asp, Linköpings Universitet

Någon extern expert på kapacitetsuppbyggnad (kolla med Ingemar Gustafsson)

Internt:

Rolf Folkesson

Handläggarna på KTS med ansvar för trafiksäkerhetsfrågor

Lars Karlsson, IF

Karin Andersson, IF

Ingemar Gustafsson, POLICY/METOD

Någon på DESA med kapacitetsuppbyggnad som arbetsområde

Gun Eriksson Skoog, UTV

Appendix 1

1. *Botswana*: Road Safety Project 1985–, with the objective to reduce the number of road accidents and their economic and social consequences. The project included the establishment of a national organisation for road safety work, a review of the traffic legislation, training, information, etc.
2. *Namibia*: Support to the Namibian Ministry of Transport, for which Sida financed 50% of the National Transportation Master dDPlan Study.
3. *Zimbabwe*: Cooperation with the Department of Vehicle Inspection in Zimbabwe 1984–1996 focusing on training and supply of equipment.
4. *Regional Project Southern Africa*: Regional Traffic Safety Network, a road safety programme 1999–2002 for Botswana, Malawi, Namibia, South Africa and Zimbabwe. The objective of the project was to test and evaluate techniques and tools for distance technology transfer over the global computer network. (INEC/IF)
5. *Sri Lanka*: Support to the Southern Transport Development Project and its Road Safety Component 2001–2002. (INEC/IF)
6. *Global Level*: Cooperation with Global Road Safety Partnership (GRSP) 2000–2002 with the purpose of reducing the road traffic injuries and thereby also the societal costs. (INEC/IF)
7. *Chile*: Technical Assistance for traffic safety training with the objective to reduce the traffic safety injuries and thereby also the societal costs and individual suffering, 1996. (INEC/KTS)
8. *Indonesia*: Technical Assistance to the Institute of Road Engineering with the purpose of increasing the traffic safety by capacity building of national experts in a seminar, 1997. (INEC/KTS)
9. *Jordan*: Technical Assistance to the Public Security Directorate with the objective to establish an effective and permanent organisation for road safety in order to reduce the number of accidents and injuries, 1997–1999. (INEC/KTS)
10. *Jamaica*: Technical Assistance in order to improve the traffic safety and reduce the number of accidents, 1992–2000. (INEC/KTS)
11. *Marocko*: Technical Assistance for the development of road safety audit methodology and analysis of reasons for accidents, 1998–2001. (INEC/KTS)
12. *Costa Rica*: Technical Assistance to the National Road Safety Council in order to reduce the number of traffic related accidents by strengthening of responsible institutions 1998–2001. (INEC/KTS)
13. *Ghana*: Technical Assitance to the Ministry of Roads and Transport with the purpose of reducing the number of accidents and traffic related health problems, 1999–2001. (INEC/KTS??)

Annex 2: Country Report – Jordan

Visited 1–6 May 2005 by Peter Elsenaar and Åke Sahlin

1. Main Features of the Project(s)

The following consultant activities were evaluated:

- The road safety project – phase 1 (March 1994–March 1995); assessment of road safety situation and recommendations.
- The road safety project – phase 2 (1997–1999); law enforcement, legislation, education and information, driver training, vehicle safety. Budget: 3,5 MSEK
- The Executive Road Safety Seminar and Workshop for Selected Middle Eastern Countries held in Amman in May 2001. This seminar was granted by Sida, tendered and managed by GRSP and executed by SweRoad.

Jordan has nominated participants for SweRoad courses currently to build upon these activities.

2. Road Safety Situation

Since 1993 to 2003 the number of vehicles has increased by more than 100% from 2,9 million registered vehicles up to 5,75 million in 2003. The number of fatalities has also doubled, from around 400 to 832 in 2003, and is since 2001 around 800 fatalities a year.

These numbers mean 15,2 fatalities per 100.000 inhabitants in 2003 and 14,5 fatalities per 10.000 registered vehicles. The motorisation density is 104 vehicles per 1000 inhabitants, which is low and can explode in a growing economy.

About 25% of the fatalities involve children less than 16 years. Male represent about 78% of the victims.

The largest group of fatalities can be found under pedestrians: 40%.

An effective reporting system is in place. A 90 pages statistical report is printed and distributed. The distribution of fatalities over urban and rural is 50/50.

Many accidents are reported in relation with driver mistakes, lesser in relation to vehicle fitness and road defects. Awareness under road users seems still to be low, despite of campaigns and police presence and enforcement.

3. Achievements in the Project Intervention Areas

Organisation and co-ordination of road safety work

A proposal was made during Phase 1 to establish an umbrella organisation for co-ordination of road safety activities in Jordan, the National Road Safety Council. Some preparatory activities were undertaken in the context of the second phase of the project (1997–1999). However, it was only in 2004 that the council was finally established under the name Higher Council for Road Safety (HCRS) through a decision by the Prime Minister (PM). The HCRS has an advisory role and is chaired by the PM, with the Minister of Interior serving as the deputy chairperson. It has some 30 members drawn from the public and private sectors (including NGOs). The Council has no resources apart from a small secretariat. The government has chosen not to give the Council a wider mandate due to budgetary reasons

(formally establishing the Council as a government entity would entail allocating funds on an annual basis). The council has met twice since its establishment.

The project support for the establishment of the Council was insufficient according to several interviewees. The advice was not specific enough, only general recommendations were provided. It was stated that an advisor with more substantial policy experience/background rather than a technician might have been more productive. The discussions and proposal did not support sufficiently well the understanding of the options available and their pros and cons.

A Strategic Road Safety Plan was developed and approved by the Council in 2004. The Government has not formally endorsed the Strategic Plan. Based on the Strategic Plan action plans will be developed. This process is on-going.

The Council is perceived by the stakeholders met with as less efficient, and not taking the lead as anticipated. The lack of resources is mentioned as an explanation.

As an outcome of the first phase of the RS project with SweRoad, the Jordan Traffic Institute was inaugurated in late 1996. It has since the beginning reported to the Police. An idea to let the JTI become the executive arm of the Council has not materialised. JTI consists of three departments (Training, Studies and Information, awareness and Education) and an administrative unit. It has 150 staff members. The services of JTI are geared towards the entire nation, not only the needs of the Police. Still, some of the stakeholders interviewed felt that it is mainly catering to the needs of the Police. JTI has a ten-year plan for its own development as an institution.

JTI is mainly funded from the government budget through annual submissions and allocations. As a complement JTI receives revenue from the training courses it conducts.

Accident analysis

This component had a clear objective and delivered accordingly. A new system for recording of accident reports and analysis was introduced, adapted and pilot-tested. The licences were acquired (for TRL's MAAP-software). New accident report forms were developed and training conducted. The forms have been further improved on several occasions since then. JTI and the Traffic Department (of the Police) are directly using the system; other interested organisations obtain information through these two institutions. The information is disseminated widely, for example through an annual accident report. In return, JTI is also receiving some information from these partners. The Ministry of Public Work has shown some interest to acquire a third licence for the package, the issue is presently being considered. Since only a few individuals within the two organisations managing the software are involved, broader training activities are not currently needed.

Further development of the instrument would probably, according to the people met with, require the establishment of a national information centre for road safety. The Integrated Accident Information System referred to in the final report from phase 2 is the same as the MAAP-system. No other management tool was ever discussed.

Road Traffic Legislation

The aim of the legal component of the second phase of the project was to "review the road traffic legislation and compile a set of legal texts that are coherent, in line with international conventions and easy to enforce". As concluded in the final report from the second phase, the objective was over-ambitious and during implementation it was changed to address certain priority areas. It is also noted that progress was not made in accordance with the agreed timetable.

New road traffic legislation was enacted in 2001. The Consultant's support had some limited impact on the new legislation in terms of assisting in focussing on certain issues and by providing a structure for

the new law. It is questioned by interviewees whether the legal component produced an outcome in proportion to the resources consumed and efforts made. Legal reform is considered mainly an internal process where foreign assistance has a limited impact. It was stated that additional consultancy time had not been of any use.

The legislation working group established during the second phase has been replaced by a committee with a similar task. There was no need for continuation of the working group.

Surveillance and law enforcement

Based on a review of the existing traffic surveillance structure in Jordan new methods and corresponding guidelines were introduced. Several training courses on surveillance techniques were conducted. The component is considered successful.

Education and awareness creation

The component developed curricula, materials, guidelines and approaches to awareness creation through information campaigns. The outputs seem to be used although some guidelines were kept at a general level and required further development. JTI and the Ministry of Education are presently co-operating to produce e-learning materials. Presently, Road Safety is included as a component in the subject Vocational Training (grade 1–4).

The Advisory Committee for Traffic Awareness continued to function for 3–4 years after the completion of the second phase of the co-operation. No Centre for RS Public Information has been created, this is now instead the task of the HCRS.

Vehicle safety

The vehicle safety component was not based on a real and urgent need for support in the area and therefore did not contribute much according to people interviewed. There was no perceived need to review or change the vehicle inspection system that existed. The expert's visits only produced some general observations and recommendations.

General views and observations concerning project design and implementation

In hindsight the general opinion is that the project (Phase 2) was too wide in its approach. Both the legal component and the vehicle safety components should have been left out. The range of components included in the request to Sida reflected the recommendations in the final report from the first phase and was also based on the incorrect assumption that the client (JTI) expected the Consultant (and Sida) to make available resident experts for the 18 months period. The project design was not reviewed or narrowed down as a response to the relatively limited support provided by the project (89 man-weeks distributed between 7 different project components). The Consultant's final report from phase one did not prioritise between the recommendations and JTI obviously failed to react to that.

Furthermore, the project proposal and the final report were prepared by the Consultant. The ToR and the objectives/expected outputs were not always specific enough. Consequently, the reports and proposals that came out of the support were sometimes (but not always) rather unspecific. The client states that it had higher expectations (perhaps unrealistically) on the project's second phase.

There was no real follow-up or evaluation of the second phase, neither by Sida/Consultant, nor by JTI. No mid-term review or evaluation was made despite the intentions expressed in Sida's internal decision-memo.

JTI suggests that it could be a useful learning process for all parties involved to build into the project design a joint assessment of achievements or even a formal evaluation at the end of the co-operation period.

Individual capacity building seems to have produced sustainable results. All except one of the counterparts from JTI (to the Consultant's experts) are still working for the organisation. Among the participants in the seminars, courses and workshops organised by the project there has been a certain movement between organisations. However, most of the individuals are still working with road safety issues.

Capacity building methodologies applied included by the consultants included on-the-job training, courses, seminars, field visits and training/attachments in Sweden. The approaches chosen seemed to have worked as expected. However, the intervals between visits were too long. There was a perceived need for continuous implementation support, not only a need for assistance to design models or procedures and then evaluate them at the end. Most experts came a few (often three) times; in the beginning, at half time and at the end to follow up. An idea suggested by JTI on the basis of the experiences from the Swedish project is that perhaps it would be better if there is a focus on one component (or maybe two parallel at the most) at a time and that all efforts are geared towards that objective until it has been achieved. Thereafter, the attention could be shifted to another objective if resources are still available.

The starting point for all advisors was the Swedish model for road safety. There was no systematic reflection of systems and approaches applied in other countries according to the interviewees. This depended entirely on the individual consultant and his experience (if any) from previous assignments in other projects.

Multidiscipline cooperation is in place but could be expanded. The team was invited at the Polytechnic University to give a lecture on road safety. Recently a representative of the Ministry of Transport joined the University. The University was not involved in road safety activities but showed to be interested to develop this.

The Government budget is under severe pressure and ministry have to reduce their budgets as compared to previous years. Presently, this impacts negatively on road safety activities. The municipality collects fines for traffic offences and keeps those for their own operations.

List of the people met with in Jordan

Jordan Traffic Institute

Mr. Jamil Ali Saleem, Director,

Senior staff members

Ministry of Transport

Mr. Alaa A. Batayneh, Secretary General

Ministry of Public Works and Housing

Eng. Sami Jiries Halaseh

Eng. Walid Ishruq-Laban, Consultant to the Secretary General

Ministry of Education

Mrs. Khitam "Al-Hofah Al-Utaibi", Head of Division, Office of the Secretary General for Educational and Technical Affairs

Municipality of Greater Amman

Eng. Ahmad Al-Khawaldeh, Computer & Automatic Control

Eng. Nasir Shanableh, Highway & Traffic

Association for the Prevention of Traffic Accidents

Eng. Nidal Ali Abu Soufah

Royal Automobile Club of Jordan

Mashhour Shahwan, Driving Training Centre Manager

Al-Balqa' Applied University

Moh'd Rasoul Suliman, Dean

Dr. Lina Shbeeb, PhD Transportation Engineering

Wa'el H. Awad, Vice Dean for Academic Affairs

World Health Organisation

Mr. A. Alwan, Representative and Chief of Mission

UN-ESCWA

Bassam Anani, Representative on Transport for the Middle East.

Swedish Embassy

Mrs. Ann-Sofie Nilsson, First Secretary,

SweRoad

Mr. Gösta Karlsson, Team Leader

Annex 3: Country Report – Lebanon

Visited 5–10 June 2005 by Åke Sahlin, and 6–7 May by Peter Elsenaar.

1. Main Features of the Project(s)

A delegation from Lebanon participated in the GRSP/SweRoad training Course in Amman in May 2001. (See visit report Jordan)

A project, funded by Sida, was implemented in 2003–04 with TA provided by SweRoad. The aim of the project was to analyse the situation in Lebanon concerning road safety and to develop a master plan. Budget 2 million SEK.

A proposal for a second and a third phase (June 2004) of the co-operation has been submitted to Sida for consideration.

2. Road Safety Situation

Lebanon has suffered in the past from military activities; the civil war made that road safety activities need to be institutionalised and public needed to learn to respect laws again, also in traffic. Less elaborated statistics on road safety are available. The police is responsible for collecting accident data.

Traffic and cars is growing about 2,5% per year and in the last years about 5%. The estimated number of vehicles is about 900.000. The number of fatalities is increasing and was in 2002 around 330 on a population of 4,3 million, but large underreporting has been mentioned. Performance indicators are 8,3 fatalities per 100.000 inhabitants and 4,4 fatalities per 10.000 vehicles (1999). The motorisation density is about 200 vehicles per 1000 inhabitants, which will grow with improved economy. Urban traffic jams occur frequent. About 30% of fatalities are on the rural roads.

The largest group of fatalities can be found under pedestrians and young vehicle drivers. Political awareness is growing; the Minister of Transport is active to improve the situation. A lot will depend on the policy of the new government, elections are in June 05.

3. Achievements after the Completion of the Co-operation with SweRoad

The main output from the Sida-funded project was a proposal for a master plan for Road Safety in Lebanon. The draft master plan was submitted in May 2004. Since then, the plan has been reviewed and discussed, most recently in early June 2005 in the Council of Ministers. However, given that the country is in the middle of national elections further decisions will have to wait until the new government is in place.

The project is generally considered successful and the output, the draft master plan, is said to serve as a useful framework for further discussions. In particular, the following achievements are mentioned:

- i) The project succeeded in establishing (for the first time) real co-operation between the stakeholders in the sector. Several organisations have confirmed that productive interaction took place and that networks were extended.
- ii) The need for accurate information, as well as the present underreporting of accidents, became clear to the concerned institutions. Efforts are now made to improve the situation, especially within the traffic police.

- iii) The Swedish experts assisted the Client in calculating, for the first time, the real cost to the individual and society of traffic accidents.

It should be noted that this first project did not have implementation of capacity building measures as an objective.

Institutional reform

A new draft Traffic Law (replacing legislation that is 40 years old) is presently being processed in Parliament. The draft law has already been discussed for two years, it has now been submitted to the Law Committee of the Parliament for further scrutiny. The Interior Committee as well as the Finance Committee will also review the draft. The continued process is expected to last for at least a year before the draft law could be presented to Parliament. Among other things the new Law regulates driver licensing and introduces the point system. Enacting the law will ameliorate the situation concerning road safety according to several stakeholders, at least if the new stipulations are enforced.

Several parallel initiatives are underway to strengthen the institutional framework for Road Safety activities in Lebanon. The reforms seem to be only partially co-ordinated.

An important aspect, and output of the project, was the proposal and draft law regarding the establishment of the National Council for Road Safety. According to the Chairman of the parliamentary Committee of Public Works and Transport the Council could be established through a decree issued by the Council of Ministers. The Traffic Law could subsequently be amended to accommodate the new institutional structure. Additionally, to secure funding for the Council through new taxes and road charges, further changes to the legislation are needed.

Parallel to the above efforts are being made to establish and make operational a Traffic Management Organisation (TMO) under the Ministry of Interior and Municipalities. The TMO would be governed by a Committee still to be set up. It would have multi-sectorial representation (including Public Works, Interior, Education, and others). A further measure being considered is to place the traffic police under this new body.

How the TMO relates to the proposed National Council for Road Safety is not clear. The two parallel initiatives could also be interpreted as measures to maintain the initiative in, according to several sources, a tug-of-war between the two ministries mainly concerned.

A necessary condition for the successful implementation of road safety activities is that there is political commitment to the reform. According to many of the persons met with the present government's commitment to road safety is limited.

Human resource development

Staff capacity at central level is very limited, only a few individuals within each concerned institution have any relevant training and/or have been exposed to road safety work in the past. At local level, outside the main cities, there are no officials with any relevant background for road safety work.

No training needs assessment in the field of road safety seems to have been done. Nor is the proposal for the second and third phase of the co-operation with Sweden based on any such assessment.

However, it is unclear how much of common training needs exist among RS stakeholders. It is stated that at least some awareness (or basic) training could be common to all or most target groups, for example Multi-sector context project/activity design. Most of the training is considered area specific according to the people met with.

Still, there is a need in each case to consider whether the competence/skills provided needs to be complemented by a capacity to continue such training, for example through ToT-activities. If so, two

options need to be looked at; to build up a training capacity in each organisation or to involve the private sector in the training from the start and offer it an opportunity to provide similar services in the future on a needs basis. No public administration training institution seems to exist in Lebanon that could assume such a role, such an institution would also have difficulties in up-grading itself technically on a regular basis.

Traffic Law has to be recognised as a discipline within Law. At the moment Traffic Law is not taught at Law schools.

General views and observations concerning project design and implementation

MAAP is presently being procured by the Ministry of Public Works and Transport (one licence). Attempts will be made to secure a second licence for the Ministry of Interior and Municipalities. The intention is that both users will be able to report and retrieve data from the system.

During project implementation the Consultant was asked to present the experience from other countries than Sweden. There is a need to continue to provide third world country experiences since they are often of more relevance to Lebanon (than the Swedish case) according to interviewees.

Attempts have been made to establish more extensive co-operation with the private sector. For example, a “consortium” of companies and organisations was established with the aim of providing funding for various road safety campaigns. However, this was stopped at the last minute, probably for political reasons. Banks, insurance companies, YASA, Rotary, and others participated in this.

YASA has shown to be an effective and important NGO. They raise awareness, execute campaigns and studies and even proposed legal issues to parliament.

The possibility of involving the American University, present at the Amman road safety course, has not been effectuated.

Overall there is a great enthusiasm to improve road safety; the first attempts are promising by the nature of the institutional results. As in many countries the cooperation between stakeholders, and especially the police, has to grow.

List of the people met with in Lebanon

Parliament

Mr. Mohammad Kabbani, MP, Chairman, Committee of Public Works & Transport

Ministry of Public Works and Transport

H.E. Mr. Adel Hamieh, Minister

Mr. Abdel Hafeez Kayssi, Director General of Land & Maritime Transport

Mr. Omar Atallah, Ass. Team Leader, Management Support Consultants

Ministry of Interior and Municipalities

Captain Elie Hawila, Secretary of the Traffic Emergency Committee

Ministry of Education

Mr. Michel Badr, General Co-ordinator for Civics

Council for Development and Reconstruction

Mr. Elie Helou, Transportation Engineer

The World Bank

Mr. Omar El-Razzaz, Country Manager

Lebanese Red Cross

Georges E. Kettanch, National Director

NASA

Mr. Ziad Akl, Director

Consultants

Mrs. Samar Abou Raad, GRSP

Mr. Rami S. Semaan, Director, SITRAM Consultants

Annex 4: Country Report – Morocco

Visited 27–30 June 2005 by Peter Elsenaar and Andree Willemse

1. Main Features of the Project(s)

The following consultant activities were evaluated:

- Methods for Analysis and Improvement of Road Safety in Morocco. December 1998 to April 2001, Budget: SEK 4.449.000
- Current status and proposals for the development of a road safety strategy and plan, April 2000
- Final report (Phase 2) on an Integrated National Safety Strategy for Morocco (November 2002) with two technical reports:
 - Integrated national safety strategy and plan (Proposal)
 - Accident analyses and adequate database

A Phase 3 project on implementing the national road safety strategy is under preparation and is expected to start autumn 2005.

2. Road Safety Situation

Since 1993 to 2003 the number of vehicles has increased by 3–5% per year and in 2000 about 1,7 million vehicles were registered.

The number of fatalities has increased by 30% between 1996 and 2000; in 2003 3878 fatalities were recorded in 3221 fatal accidents. This means that there are many accidents with multiple deaths, which is remarkable. From 94 to 96 the number of fatalities was decreasing and since 96 the number is steadily increasing. For 2004 for the first time a stabilisation has occurred.

With a population of 30 million this means 13 fatalities per 100.000 inhabitants and 23,2 fatalities per 10.000 vehicles, which expresses a high-risk rate. About 33% of the deaths are amongst the pedestrians. With 60 cars per 1000 inhabitants the motorisation density is very low. In conclusion the prospects with a growing population for road safety in Morocco are alarming and effective actions are appropriate.

There exists a 130 pages report on accident statistics, with a lot of information per region. An effective database has been installed.

Many accidents are reported in relation with driver mistakes, lesser in relation to vehicle fitness and road defects. Awareness under road users seems still to be low, despite of campaigns and police presence and enforcement.

3. Achievements in the Project Intervention Areas

Organisation and co-ordination of road safety work

The Roads Agency (Directorate of Roads and Traffic) was the recipient and SweRoad the executor of the Sida projects. The first phase was very infrastructure oriented and even the police was not involved. Items like Highway design, black spots, and Road safety audits were the core of the project. Training on tools for practical use was given to groups of experts in the RA. The crash database was redesigned and maintained by the RA, based on accident reports made by the police. In Morocco 2 police organisations are active, one for rural and one for urban areas. This uni-discipline approach made the Roads

Agency (RA) the safety champion. The DG, Mr Karim Ghlllb was the safety champion and continued to be that when he became Minister of Transport.

The second phase was designed multidiscipline and involved all actors in producing a national safety strategy. Police, health, education, fire brigades and NGO's were involved.

On instruction of the King in 2001 a High Commission for Road Safety was formed under the chair of the Prime Minister (PM). The HCRS has an active role to manage the production and execution of the safety plan. In 2 meetings per year, it. has an active role in reducing barriers in cooperation and setting a target for fatality reduction. The Road Safety Unit (RSU) in the RA is supplying the material and suggestions to the HCRS. This role is generally accepted by the other government agencies. Every office like for instance in the Transportation division, dealing with vehicle licensing, driver's licences, freight transport and dangerous goods showed an effective cooperation. The military culture and structure of the police demanded other ways of cooperation.

A Strategic Road Safety Plan was developed and proposed to the HCRS in 2004. This plan, based on the proposals in the Sida project is now the leading policy for road safety and executed by interventions in 7 strategic fields.

However planning is in progress, fatality reduction is not yet significant. The lack of resources is mentioned as an explanation, a very slow change in driver behaviour and awareness is another reason. The latter can be improved by intensified enforcement and driver education.

A special phenomena is National Committee on Accident Traffic Prevention (CNPAC). CNPAC has a staff of 50 people active in sensibilisation campaigns and education at schools. A Committee of over 30 persons representing road safety related organisations guides CNPAC. CNPAC funding is by law coming from insurances and taxes on vehicles and fuel. CNPAC has no research facility.

Emergency assistance to road victims.

Emergency phone numbers and improved service should be installed, according to the phase 1 report. The way in which this could be done is part of the national strategy, but needs intensified support.

Knowledge centre,

No specific road safety knowledge centre like the Jordan Transport Institute exists. The road safety knowledge is the intellectual property of about 6 people in the RSU, which is a vulnerable situation. They are busy with policy execution so that there is ample time to communicate their messages and train others.

The Hassania School for Public Works is taking up training of students and practitioners on practical road safety issues in civil engineering. No multidiscipline education is planned.

General views and observations concerning project design and implementation

In hindsight the general opinion is that the project Phase 1 was too uni-dicipline and phase 2 too ambitious. In the execution of the National Safety Plan strict priorities should be set and matched with budgets available or planned.

Apart from training on tools and team building sessions on multidiscipline approach no capacity building components were part of the projects.

Capacity building methodologies applied included by the consultants included on-the-job training, courses, seminars, filed visits and training/attachments in Sweden. The approaches chosen seemed to have worked as expected. However, the intervals between visits were too long. There was a perceived need for continues implementation support, not only a need for assistance to design models or proce-

dures and then evaluate them at the end. Most experts came a few (often three) times; but now the priority should be new incoming staff like the new head of the Road safety and Operations Department.

All over the team could notice that Morocco is a good student in the road safety class but that in a next phase measures should be taken to make the achievements until now sustainable. The risk is high that, if no quick replacements in the RSU are found that earlier investments will erode.

In order to achieve road safety improvements more rapidly on the streets the RA has chosen for a regional approach in which the local Road Directors are assigned to be the regional road safety champions. This creates the need for much more people in the organisation educated in road safety principles. The present institutions are not equipped for that task yet.

List of the people met with in Morocco

Ministry of Transport

Mr. M. Hamaoui, Director of Roads

Ministry of Transport (safety related)

Mr. A. Janati, Director of the Division for Maintenance, exploitation and safety.

Mr M. Himmi, former director of this division, now head of the research department.

Mr M. Benjelloun and staff of the safety unit.

Ministry of Transport,

Mr El Hassan El Alami, Director of the Transport Safety Division.

Ministry of Health

Mr. H. Oubrik, Head of Intersector coordination

Mr. M. Hamoui Special Emergency assistance

National Committee on Accident Prevention (CNPAC), NGO

Mr. A. Chraïbi, Secretary General and members of staff.

Ministry of Interior. Gendarmerie Royale,

Colonel M. Matah, responsible for traffic safety on rural roads.

Hassania School of Public Works, Polytechnic University

Prof K. Lahlou, Director of Research

MRS A. Alaoui, Research delegate

Annex 5: Country Report – Costa Rica

Visited 16–21 July 2005 by Peter Elsenaar.

1. Main Features of the Project(s)

The following consultant activity was evaluated:

- Technical Assistance to the National Road Safety Council, Road Safety Policy and Institutional Support for statistical information, drivers licensing, accidents, audits, inspection, 1998 to 2001. Budget: SEK 4.877.250

2. Road Safety Situation

Costa Rica has a large variation in climate, borders two Oceans and has mountain chains in the centre. This creates a large variety in microclimates on bending and sometimes narrow roads. With a fast growing population of 4,5 million people driving in 1,3 million cars the number of fatalities trends to stabilise now at around 620.

This means 13,8 fatalities per 100.000 inhabitants in 2003, and 4,8 fatalities per 10.000 vehicles. The motorisation density is 290 vehicles per 1000 inhabitants, which is quite high for a developing country. This causes continuous traffic jams in San Jose.

Male are dominant in fatalities: 83%. About 50% of all fatalities are vulnerable road users: pedestrians and cyclists. Children under 15 form a surprising low share of the victims: 28 out of 623: 4,5%.

There exists an accurate accident reporting system by the police, based on the governmental requirement to produce a report of every accident by the police for insurance purposes. This is an excellent reporting tool for the traffic police. However annual public reports on crash statistics are out of date.

3. Achievements in the Project Intervention Areas

Organisation and co-ordination of road safety work

The COSEVI (Consejo de Seguridad Vial) was the recipient and SweRoad the executor of the Sida projects. The reported phase was, in comparison with other country projects, more restricted in the number of subprojects and was executed in depth according clients wish.

COSEVI is a unique organisational structure under the Vice Minister of Transport. The board represents all major organisations, including insurances. COSEVI links intensively with the traffic police, active on both urban and rural roads. COSEVI finances operational costs (cars, equipment etc) for the traffic police. These budgets are coming from traffic fines and other sources. People can pay their fines direct at COSEVI, or through banks. Other budgets are used for traffic lights and other local road safety improvement projects. About 8 people at COSEVI are directly involved in execution of road safety interventions, including education projects

The subprojects were dedicated to: crash database, black spot identification, conflict analyses, driver education, police enforcement and Highway Code. In the framework of the project also the consultant in cooperation with COSEVI and the Ministry of Education has produced a traffic instruction book for use at schools.

The traditional culture gap between the road safety experts and the police was absent; instead the relation with the Roads Department could be intensified. It seems that the profession of traffic engineer is not

existent, civil engineers deals with asphalt, concrete, bridge and geometry but less with traffic engineering and road safety.

The police was satisfied with the Sida project. Nowadays 7 instructors, trained in the project are teaching at the traffic police school. Radar guns are used in speed enforcement and a manual for traffic enforcement is implemented. There is a large need for more police officers and cars.

In the framework of the project legal assistance was given to reducing the number of driving permit categories, introduction of safety belts, speed enforcement and some other items. This expert work, based on the Vienna Convention for Traffic Legislation added to road safety in general. Costa Rica appreciates for this reason European input.

For all subprojects training has been given to potential users, which facilitated the introduction of the new techniques.

The COSEVI Board acts as a National Safety Council, chaired by the Vice Minister of Transport, advising the Prime Minister and the President. The former Vice Minister, involved in the project now uses her knowledge in assisting in the presidential campaign on a next safety program in a new Government after elections.

Overall it can be concluded that the practical tools in the project were well received and were adequate

Vehicle fitness

Vehicle fitness has improved in the recent years. Legislation has put in place and a tender has been given out to install a system of inspection stations. A Spanish company won the tender and has set up a system of inspection stations and mobile units. Staff is trained through transfer of knowledge by the mother company in Spain. Another way of capacity building has been demonstrated.

Partnerships

GRSP has been active five years in Costa Rica. Latest Partnership project was the introduction of the safety belt lead by the Costa Rica Automobile Club. The legal work was part of the Sida project, which demonstrated recipient's coordinative efforts.

Emergency assistance to road victims.

Health and trauma centres are involved in road safety activities. One alarm number is in use. As follow up from World Health day intensified activities are planned at the national WHO delegation.

Knowledge centre,

No specific road safety knowledge centre like the Jordan Transport Institute exists. The road safety knowledge is the intellectual property of about 8 people in COSEVI, which is a vulnerable situation. They are busy with practical interventions execution so that there is ample time to communicate their messages and train others. Capacity for strategic thinking, innovation and research is thin and almost not available.

At the University no one could be detected to have any relation with road safety. Safety knowledge is not transferred to students. Courses other than in the Sida projects do not exist.

As a compensation for these lacks the Director of COSEVI inspires experts and policy decision makers on improving road safety. He was road safety project leader in COSEVI, and is appointed as of January 2005 as Executive Director of COSEVI. As this is political appointment sustainability is questionable.

General views and observations concerning project design and implementation

Apart from training on implementation of technical tools and legislation, institutional achievements should be planned in next phases. Capacity building was not found as a part of the project. Provisions should be made by the recipient to guarantee sustainability in Sida's investments.

Capacity building methodologies applied included by the consultants included on-the-job training, courses, seminars, field visits and training/attachments in Sweden. The approaches chosen seemed to have worked as expected. There was a perceived need for continued implementation support, not only a need for assistance to design models or procedures and then evaluate them at the end.

One can ask themselves if the traditional project approach improves the situation. An alternative approach could be to agree on an expert setting up a road safety research department and/or a professorship at the university.

All over the team could notice that Costa Rica is making progress in reducing fatalities and road safety implantation projects. But in a next phase measures should be taken to make the achievements until now more sustainable. The risk is high that, if people leave earlier investments will erode.

List of the people met with in Costa Rica

Ministry of Transport

Mr. R. Arguedas Perez, Vice Minister of transport

Ministry of Transport, COSEVI

Mr. R. Rojas, Executive Director,

Mrs J. Alvaro, Road Safety Director,

Mr J. Jose Monge Salas, RS program coordinator

COSEVI staff members.

COSEVI Board members

Ministry of Transport, CONAVI (Roads Directorate)

Mr C. Pereira Esteban, Director of Works and former Director of COSEVI

Ministry of Interior, Ministry of Transport

Mr. J. Manuel Delgado Naranjo, Director General of MOPT (Traffic Police)

Ministry of Education

Mrs.G. Campos Arce, Assesor, advisor to Minister

Pan American Health Organisation (WHO delegation)

Mr C. Samaya Castillo

Riteve Vehicle Inspection Company

Mr F. Mayorga Castro

Swedish Consulat

Mr. F. Font, Consul General for Sweden,

Colonel M. Matah, responsible for traffic safety on rural roads.

Automobile Club of Costa Rica

Mr. C. Macaya, President

3M Company in Traffic Control Materials

Mr J. Carlos Gomez, Marketing division

Mr S. Barrantes, specialist

Annex 6: Country Report – Jamaica

Visited 7–13 August 2005 by Åke Sahlin

1. Main Features of the Project

The project was implemented by the Road Safety Unit (RSU) at the Ministry of Transport and Works. It was divided into three phases, implemented during the period 1992–2001 with the support of SweRoad and Sida. The aim of the first phase (1992–93) was to review the road safety situation in the country and design a program of activities to improve the situation. A number of activities were commenced during the second phase (1994–1995). The third and final phase of the co-operation (1999–2001) aimed at consolidation of activities and strengthening of the capacity of the sector and the institutions involved.

No major external donor contributions have been provided to the RSU since the third phase was implemented. However, an IDB funded project with a road safety component is expected to be implemented soon.

2. Road Safety Situation

The road safety situation in Jamaica is very serious although there has been some improvement in recent years. However, the number of vehicles in the country is still low as compared to more developed countries and the challenge will continue as the traffic volume increases. The table below shows the number of persons killed in road accidents between 1999 and 2004. Information showing the relative risk is unavailable due to absence of computerised records on vehicle distance as a basis for calculation of such indicators.

Year	1999	2000	2001	2002	2003	2004
Fatalities	295	334	361	408	391	361

Pedestrians continue to be the most vulnerable group representing more than 25% of all fatalities. Particularly encouraging is the decrease in number of children killed in traffic accidents (39% less in 2004 than the year before).

3. Achievements in the Project Intervention Areas

Planning and organization

Expected results under this component (phase 3) were a revised five year road safety program, a road safety policy presented to cabinet/parliament, a well established Road Safety Unit (RSU) and a National Road Safety Council (NRSC) with clear borderlines between areas of responsibility, as well as an established system for co-ordination of public information.

The Road Safety Policy was finally approved by the Cabinet on 29 March 2004.

As mentioned in the final report from the Sida-funded project, while awaiting the finalization of the policy the proposal to update the five-year action program was deferred. Following the approval of the policy by the Cabinet, the newly re-established Cabinet Road Safety Committee has as its first specific duty to approve of a “sustainable national program and action plan for the promotion of road safety”. The Committee conducted its first meeting since the approval of the policy in August 2005, the same week as the evaluation team visited Jamaica.

RSU is a well-established entity within the Ministry of Transport and Works. The RSU has its own rolling three-year work plan that embraces the activities of that unit. The work plan is being updated annually as intended. The unit has eight established positions (including two vacant positions) and receives government funding for its operations (complemented by donations). Staff turnover since the third project phase has been high according to the representatives of the unit interviewed. The main staffing problem encountered relates to the data entry section. Low salaries are mentioned as the main reason for people to leave.

The NRSC is a coordinating body for the road safety sector. It was established in 1993 as part of the initial efforts to create a momentum in the sector. It is formally registered as a private limited company although it has recently initiated a process aimed at reestablishing it as a non-profit making private entity. The Council is made up of representatives of government, the private sector and the civil society. Organizations rather than individuals are appointed to participate in the Council's activities. Annual meetings are chaired by the Prime Minister, additional quarterly meetings by the vice chairperson (from the business community). The mandate of the Council embraces two areas: public awareness building and lobbying based on international best practice. The Council is funded through contributions from the government (some limited office space and salaries) as well as through donations from various other stakeholders.

In the final report from the Sida-funded project the issue of consolidation and clarification of the role and responsibilities of the NRSC and RSU is commented on. The report recommends the government not to pursue the issue since "a practical consensus seems to exist on the role of the two agencies". No major changes seem to have taken place since the completion of the project in 2001. While some overlapping is perceived (in particular concerning road safety information campaigns) this is still not considered to be a real problem. The concern expressed is rather focusing on two important aspects. Firstly, the issue of the limited resources available to all the institutions within the sector, for example the understaffing of the RSU and the fact that the NRSC has no decision making powers and no proper secretariat to assist it. Secondly, some of the stakeholders met with perceive a failure on behalf of the institutions to foster real interaction and cooperation. Several of the organizations concerned conduct their own business without sufficient consultation.

Funding of road safety activities is an obvious key issue in the new policy and the discussion regarding its implementation. A range of options are considered including the establishment of a road safety fund, allocations from the existing road maintenance and health fund respectively, annual central government budget allocations, turning the Island Traffic Authority into an executive agency (including the RSU) with its own revenues from fees and licenses (where a certain proportion could be allocated to road safety activities), soliciting support from the private sector (which already takes place to some extent), etc. The evaluation team received conflicting information as to the probability (as well as the possible timeframe) of the different sources of funding actually becoming available for road safety activities.

Efforts to establish an Island Traffic Authority are presently being made. This new executive body would consist of the road safety unit, the vehicle testing and inspection unit and the drivers licensing unit. Different views were expressed concerning the time when this would materialize (ranging from within a few months to 1–2 years).

RSU has managed to build its reputation and establish a fruitful co-operation with the private sector. A number of companies are contributing to various activities, in particular information campaigns and other educational activities. Participating businesses are not only those active in sectors close to road safety (for example insurance companies) but also others that use road safety as part of their public relations work, thereby showing corporate social responsibility. According to RSU the interest on behalf of the private sector is due to the image created in the country by the unit through years of externally

oriented work. A range of information and training activities, lecturing about road safety in schools, townships and at work places have been conducted by RSU staff members.

NGOs (outside the business community) working with road safety do not exist in Jamaica according to the people met with. Some individuals are active in a private capacity but without embedding it in the framework of an organization.

Traffic Environment

The planned results contained under this component were: a catalogue of examples of low cost engineering measures, at least four black spots evaluated, another four black spots identified and conflict studied, recommendations for remedial measures in conflict studied black spots, and construction documents.

The Swedish Traffic Conflict Technique was introduced and selected officials trained on its application. Seven hazardous locations were studied with the new technique and conflicts documented.

A catalogue on low cost engineering methods was prepared. However, most of the measures were never adopted although a few examples were given of measures actually applied, for example concrete road dividers.

Accident reporting

Planned results included the publishing of the first annual accident analysis report, recommendations for an accident information system of integrated data, and recommendations concerning improvements to the accident reporting system.

An annual accident report was published in 1999. The reports for 2000 and 2001 are close to being published, time consuming verification of date (for example through comparison with hospital records) being the reason for the delay in producing the reports. Reports for the following years will be published according to the RSU. One problem encountered is the relative unimportance attached to traffic accident reporting by the police. One-year delays in RSU receiving the filled out accident report forms are experienced. As phrased by one interviewee, traffic accident reports are always second to crime.

Underreporting still occurs although the situation is gradually improving. Remedial action (training and dissemination of information) is perceived as a long-term process, with benefits produced gradually. The technique of accident reporting as well as the purpose of it is, according to the National Policy Academy, part of the police officers standard training.

The idea of decentralizing data handling to the municipality level has not been implemented and is today not perceived as feasible.

The MAPP software was produced during the third phase of the project. It is still being utilized by four users (one at the Police HQ and three at the RSU). Additionally, the Road Authority is currently requesting information from MAPP through RSU. Purposes for requesting information from MAPP include planning of traffic surveillance and road maintenance. The ambition to integrate MAPP with other data sources (included as an objective in the third phase of the project) has not materialized.

Education

Planned results included traffic training materials for primary schools introduced island-wide to education officers and teachers, and traffic training materials for secondary schools ready for printing.

The books for primary school children have been distributed in Jamaica. Road safety was long before the project part of the primary school curriculum. The project is perceived to have directly addressed the need to implement that. No systematic follow up or evaluation of the dissemination of the books

has been made. The opinion expressed most people met with is that the materials are widely distributed and mostly used. The Ministry of Education also confirms the usefulness of the materials although it is suggested that an evaluation of them should take place before the printing of the next batch. At the launch of the educational materials in late 2001 a total of 276.000 copies were printed. The stock is now depleted and a reprinting necessary (although funds still have to be identified for that).

As mentioned above the number of children killed in traffic accidents is decreasing (39% less in 2004 than the year before) which is attributed to the combined efforts made in recent years: road safety education in primary schools, public awareness raising and information campaigns geared directly towards parents stressing their responsibility for safely bringing their children to/from school. The need to tackle the risks facing children through a combination of measures is emphasized by several interviewees. The target set for the RSU education officer is to visit 15 schools every quarter, a level of ambition considered appropriate given the limited resources and the fact that the unit has no vehicle readily available to undertake the visits. In parallel, the traffic police are continuously providing road safety training for school children.

Secondary school activities have not taken place and neither was training material produced during the project, nor at a later stage.

Information campaigns

Planned results were a two-year plan for coordinated public information campaigns and the actual implementation of two major campaigns during a two-year period.

The RSU has developed and is continuously updating a rolling three-year plan for public campaigns. The intention is to conduct two campaigns per year, focused on drivers and pedestrians respectively. Some (insufficient) funds are provided by the government annually although the level fluctuates. Complementary resources are sometimes provided by companies in response to appeals from the RSU (estimated to represent at least 50% of the total resources available to RSU). The total funds available to the unit are considered far below the amount necessary to have a real impact. Efforts are made to coordinate the awareness raising work with that of other organizations such as the NRSC, the Police and the private sector. Campaigns carried out are evaluated by the RSU.

Legislation and enforcement

Planned project results were adoption of new regulations as well as the production of a manual on road signs and markings, evaluation of the new legislation on drunken driving and the introduction of tests island-wide (including training of traffic police officers on how to use the test equipment), and training of traffic police officers on modern traffic surveillance.

Parts of the proposed new legislation on road signs and markings have been approved and implemented through a phased approach since the completion of the project. Based on the proposed new legislation a manual with guidelines and instructions for the erection of signs and road marking was produced and distributed. The National Road Authority (established in 2001) reports that they still use the manual in parallel with a document with similar content that they have produced internally. (The RSU sees it mainly as a re-labeling of their manual.) The explanation given for the duplication, if any, is that a person previously working for RSU was transferred to a unit within the Ministry that later became the Agency and that she promoted the idea of them producing their own manual. The RSU produced manual is considered appropriate and useful. New officers are introduced to the subject by senior colleagues, no particular training capacity on the subject is considered necessary given the limited number of officials involved.

Activities to support the legislation on drunken driving did not take place during the course of the project due to factors beyond the control of RSU. New amendments to the legislation are underway at

the time of the evaluation to bring it to international standard. Testing equipment is available although, according to some people met with, in insufficient numbers. The breathalyzers procured at the time of project implementation are now considered less appropriate for the Jamaican climate, problems caused by the heat and humidity are frequently encountered and being believed to cause early malfunctioning of in particular the evidence instruments. Subject to the availability of funds the government intends to procure new instruments. Traffic officers receive training on how to apply the relevant testing equipment. However, according to some persons spoken to there is a certain lack of commitment to use them (when available). The number of cases that lead to prosecution is very low as compared to ten years ago (estimated at less than 1.000 per year as compared to more than 3.000 annually in the mid 90-ties). The drop in numbers is not believed to reflect a behavioral change among drivers.

Mixed results are reported concerning the surveillance-training component. Training was conducted during the project's third phase and manuals as well as guidelines for trainers were produced. Some of the techniques introduced by the project seem not to have been applied and the RSU believes that many police offices have slipped back into old habits and work methods. The new techniques were never really institutionalized within the police force. Therefore, there is a perceived need to reinforce the use of modern techniques among the officers. Furthermore, the surveillance equipment introduced was partly unavailable on the island at the time since the government failed to undertake procurement in time (due to budgetary constraints). Modern surveillance equipment has since been acquired.

Generally, the National Policy Academy seems to be less involved in training new officers on the above subjects than anticipated by the evaluation team (based on the final report). The training capacity is mainly found among officers within the police force itself (through individuals who have been prepared to serve as facilitators).

Research

The planned results under this component were the following: system for co-ordination and monitoring of research program being adopted, and research project on socio-economic being started.

During the project's third phase a draft Research and Development Program for Socio-Economic Costs of Road Accidents was compiled. No follow up to this has taken place. The intended cooperation with national research organization(s) has not been established. The only research activity (outside the accident data analysis performed by the RSU) that the evaluation team came across was some work currently performed by the PAHO/WHO on the request of the NRSC.

List of the people met with in Jamaica

Road Safety Unit, Ministry of Transport and Works

Mr. Paul Clemetson, Head

Mr. Winston Rattray, Acting Head of Unit

Mr. Kenute Hare, Accident Analyst

Mrs. Janett Peters, Education/Information Officer

Ministry of Transport and Works

Mrs. Elsa May Binns, Senior director, Policy Planning & Evaluation

National Works Agency

Mr. Patrick Rose, Director of Planning and Research

National Road Safety Council

Mrs. Paula Fletcher, Executive Director

Ministry of Education, Youth and Culture

Mrs. Paulette Roberts, Core Curriculum Unit

Jamaica Constabulary Force

Mr. Dudley Bryan, Senior Superintendent of Police

Pan-American Health Organization/World Health Organisation

Dr. Ernest Pate, Country Representative

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SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
SE-105 25 Stockholm, Sweden
Tel: +46 (0)8-698 50 00. Fax: +46 (0)8-20 88 64
E-mail: sida@sida.se. Homepage: <http://www.sida.se>