

Pilot project Proposal

Project Title	Strengthening legal frameworks for road safety in countries
Participating Organisation	WHO
Project Manager	Evelyn Murphy
Start and End Dates	9 May 2019 - 9 May 2021 12 months from start date [+ 6 months No Cost Extension (NCE) provided in April 2020 and second + 6 months NCE provided in October 2020).
Budget	145,188 USD
Beneficiary Countries	Egypt and Pakistan
Cooperating Entities	Ministry of Health, Ministry of Transport and Ministry of Interior

1. Country demand for road safety and target countries

This section should highlight the demand for the project and the rationale for country selection. Beneficiary countries should be member States of the United Nations with high fatality rates or high fatality numbers. They should be actively working to improve road safety through implementing national road safety strategy, action plan and/or recommendations of a performance review, unless the objective of the project is to develop a national strategy/action plan or performance review for road safety. Evidence on commitment to road safety by the government at an appropriate level should be provided.

On 25 September 2018, WHO and members of parliament from 20 Member States launched the Eastern Mediterranean Regional Forum for Road Safety Legislators as a chapter of the Global Network of Road Safety Legislators. 12 Parliamentarians representing Afghanistan, Bahrain, Egypt, Iraq, Jordan, Lebanon, Pakistan, Somalia, Sudan and Tunisia, as well as experts from other member states participated in the launch. The launch took place during an informal consultation with other experts organized by WHO and is a significant step towards finding longer-term feasible solutions for the region and ensuring safety on roads in the region through the enactment and oversight of evidence-based laws and policies. The outcome of the consultation was a proposed regional framework for accelerated country action towards achieving global road safety targets, with a focus on children and adolescents – those who are most affected by road traffic injuries in the region.

The deliberations led to discussions between WHO and representatives from Egypt and Pakistan to strengthen the legislative frameworks in these countries. The target countries have high burden of road traffic fatalities with 9.7 (Egypt) and 14.3 (Pakistan) deaths for every 100,000 people.

Countries requested WHO support in their efforts during the coming year to provide technical support to strengthen their laws, including: reviewing and providing recommendations to their laws, policies

and legal frameworks; convening and facilitating policy dialogues to improve laws and their implementation; and supporting the development, revision or finalization of a country-specific plan of action in line with the proposed plan developed during the 3-day meeting.

Relevant laws currently available and which have been assessed as part of the Global status report on road safety 2018 process include any relevant laws or regulations adopted as of 31 December 2017. The laws made available to WHO and reviewed for the two countries include:

- Pakistan: National Highway Safety Ordinance 2000 and Provincial Motor Vehicle Ordinance 1965
- Egypt: Resolution no. 2777 and Traffic Law 66/1973

These will be supplemented by the consultant with any other relevant laws and regulations identified as part of the institutional and comprehensive legislative assessment. Relevant text of additional laws, regulations will require technical translation to English to ensure appropriate interpretation and technical support.

Data on vehicle standards were collected using information from the UN World Forum for Harmonization of Vehicle Regulations, the primary global body responsible for the development of passenger car safety. Technical support on analyzing and interpreting this data was provided by Global NCAP. Detailed information concerning sources of data and information used for the GSRRS is provided in the Global status report Statistical Annex.

Preliminary gaps for Egypt and Pakistan are available through the Global status report on road safety country profiles (https://www.who.int/violence_injury_prevention/road_safety_status/2018/en/). See Page 138 for Egypt country profile and page 208 for Pakistan country profile. They can also be viewed through the *Global status report App*. Additional review against UN legal instruments and/or collection of reviews, in collaboration with UNECE and UNESWA, already conducted will be needed for comprehensive gap analysis. While Egypt and Pakistan have progressively developed and executed basic institutional and legislative frameworks, they nevertheless show gaps in legislation and institutional measures on the 5 pillars of the Global Plan for the Decade of Action as shown by the series of Global Status Report on road safety serving as a monitoring tool for the Decade of Action. Lack of, or partial funding for implementation of national road safety strategies by the Lead Agencies can also limit progress and effectiveness.

Similarly, while pedestrians account for the 2nd highest category of road users dying on the roads, the assessment done in the reports shows that the country had not yet addressed comprehensively legislation, standards and policies related to safer roads and vehicles.

2. Context with national road safety system

This Section should name the missing or weak elements in the National Road Safety System of a target country/countries in accordance with the Global Framework Plan of Action for Road Safety of the United Nations Road Safety Trust Fund (UNRSTF/AB/2018(1)/4-UNRSTF/SC/2018(1)/4). It should outline the principle challenges and underlying issues of the missing or weak elements that the project attempts to address. Lack of a strategy, action plan and/or performance review for road safety by a target country can be also considered as a relevant challenge.

The target countries do not have a comprehensive legal framework to address road traffic injuries as shown in the series of Global status reports for road safety, for a variety of reasons including lack of awareness of existing UN legal frameworks, best practices, prioritization, or resources.

This project aims at supporting target countries in addressing the legislative gaps on the 5 pillars' areas through comprehensive assessment and policy dialogue. Addressing legislative gaps is a key ingredient to ensure proper and safe system design as well as strong basis for surveillance, market regulation (e.g. safety standards for vehicles and equipment) and enforcement.

The objectives of this proposal are well aligned with the Global Framework Plan as there is a desire for a holistic review and strengthening of legal framework for road safety. The results of the soon to be released Global status report provide a first step to a broader and holistic assessment. As part of this effort, WHO and the respective countries will convene relevant national and international experts for consultation and dialogue. In Pakistan, as a Federal country, this will also require consultations with each of the 5 provinces.

3. Objective

This section should explain what the project is intended to achieve in relation to the missing or weak elements in the National Road Safety System.

The goal of this project is to support Egypt and Pakistan to improve road safety management through strengthening the legislative framework. The specific objectives are to:

- a. develop a holistic legal framework, laws, policies or regulations that are evidence-based and context-driven to contribute to reducing the high burden of RTI in the region;
- b. convene and facilitate a dialogue and consultation, including multiple stakeholders, and with national and international expert input leading up to the development of frameworks, laws, policies or regulations.

4. Expected accomplishments and sustainability

This section should describe expected road safety accomplishments that should occur as a result of

the project activities. They should be specific enough to be measured by indicators of achievement. Information should be provided how the accomplishments will be sustained after the project. More specifically, this section should explain: (a) how the project accomplishments will support/lead to strengthening the National Road Safety System of target country/countries by eliminating a missing element or improving a weak element, and (b) how they will contribute to the reduction of traffic fatalities and injuries of target country/countries in short, medium and long term after the project.

The project builds on existing efforts by national governments to accelerate action on road safety, particularly focussing on the most vulnerable population as demonstrated by the launch of the EMR chapter of the Global Network and the development and the proposed regional plan, and the efforts by UNESCWA and its strategic partners under the UN Decade of Action. Working with national stakeholders through the policy dialogue will ensure continuity of the progress initiated by this project

Having a legal framework and specific legislation on key interventions is important in contributing to the overall improvement of road safety policy environment and specifically through the reduction of road safety fatalities. Addressing legislative gaps is a key ingredient to ensure proper and safe system design as well as strong basis for surveillance, market regulation (e.g. safety standards for vehicles and equipment) and enforcement.

Indicators of achievement are detailed in item 5.

The project will build on existing efforts by the national governments and the funding requested will be catalytic in ensuring that the network is able to be operational during the first 2 years, but it is anticipated that additional funding will be secured from other sources, including participating governments, to sustain the work in the countries.

5. Indicators of achievement

This section should define indicators of achievement as measures used to determine the extent to which the stated expected accomplishments for road safety have been achieved.

Outcome sought	Outputs	Impact
<ul style="list-style-type: none"> • Accession to UN legal instruments • Strengthening of laws and regulations • Strengthening road safety management 	<ul style="list-style-type: none"> • Identification of priority UN legal instruments to be adopted. • Draft laws, regulations and policies. • Policy briefs and other technical documents to support recommendations and drafts. • Summary of policy dialogues and consultations. 	Reduced injuries and fatalities, assuming full adoption and implementation.
Road safety action plan in process or finalized	<ul style="list-style-type: none"> • Country specific action plan, building on the proposed regional 	Coordination of relevant government entities for road safety activities.

	action plan developed in September in Amman.	
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Part of the assessment at the beginning of the project, as well as discussions during the project kick-off, is to determine short and long-term timelines for legislation improvement.

Depending on the changes and timing, indicators will vary and could be law passed (ideal scenario); law introduced; or plan for amendment.

6. Main activities

This section should describe the activities of the project that have to be taken to achieve the expected accomplishments for road safety of the projects. Timeframes for activities should also be provided. The project maximum duration should not exceed 12 months.

Below are the activities to be conducted in each of the countries and build on activities already undertaken by the government.

Egypt:

- a. Adapt and finalize Terms of Reference and support hiring of local (Egypt) expert consultant in country to:
 - conduct an institutional and in-depth legal assessment (as a complement to GRSSR 4 assessment);
 - support drafting of the amendment;
 - and support other project activities (e.g., high level meetings and consultations).

Provisional TORs have been shared with the country office for country adaption (**Annex 1**).

- b. Host high level meetings and technical planning meetings with multiple stakeholders to present the findings from the assessments and provide policy recommendations to improve road safety laws and regulations. It anticipated that 2-3 policy dialogues will be held in Egypt with 15-20 participants.
- c. Review and provide comments to strengthen any draft amendments to laws and regulations.
- d. Convene and facilitate consultation sessions in select states to obtain comments to the proposed policy recommendations and draft legislative and regulatory proposals, in collaboration with national and international experts.
- e. Support the government as needed in adopting the legislative and regulatory framework by providing the evidence based, best practice examples, examples of other national or provincial laws and regulations.

- f. Develop policy papers and other technical documents, as needed, in coordination with other UN experts and facilitate collaboration with international experts.

Pakistan

- a. Review and comment on draft Punjab Road Safety Authority Act bill; provide technical support as needed to government in support of its passage.
- b. Adapt and finalize Terms of Reference and support hiring of local (Pakistan) expert consultant in country to:
 - conduct an institutional and in-depth legal assessment (as a complement to GRSSR 4 assessment):
 - conduct an assessment of country's access to relevant UN legal instruments;
 - support drafting of the amendment;
 - and support other project activities (e.g., high level meetings and consultations).Provisional TORs have been shared with the country office for country adaptation (Annex 1).
- c. Convene high level meetings and technical planning meetings with multiple stakeholders to present the findings from the assessments and provide policy recommendations to improve road safety laws and regulations, in the 5 provinces.
 - A total of 6 policy dialogues are planned in Pakistan (one per region with 20-30 participants) and one "national level" bringing in key individuals (about 2-3 participants from each region)
- d. Review and provide comments to strengthen any draft amendments to laws and regulations.
- e. Support the government as needed in adopting the legislative and regulatory framework by providing the evidence based, best practice examples, examples of other national or provincial laws and regulations.
- f. Develop policy papers and other technical documents, as needed, in coordination with other UN experts and facilitate collaboration with international experts.

Please see **Annex 2** for a provisional timeline of activities. It will be necessary to align activities with ongoing activities in the country. Therefore, these timelines and activities will be later refined in collaboration with country representative(s) during project kick-off.

Part of the assessments in both countries to be conducted at the beginning of the project will aim to identify specifically who key institutions are for legislation as well as any progress underway and specific timelines. Experience in supporting other countries has demonstrated that only by identifying

and working closely with key institutions with a mandate or direct involvement in legislative or regulatory changes – from the highest levels, can progress be achieved and sustained. In this regard, WHO will be engaging country WHO representatives, the WHO Eastern Mediterranean Regional Office and members of parliaments championing road safety from the project start in the form of a kick-off consultation to build buy-in and ownership.

7. Risks and mitigation actions

This section should identify the risks that may affect the achievement of expected accomplishments and their sustainability. It should also list actions planned to mitigate such risks.

Given that the project is focussing on a holistic approach to addressing road safety, the main risk will be building consensus in countries on priority areas and potential pushback which is often the result of real or perceived resource limitations and capacity for implementation. These can be addressed through: (1) identification of short-term and long-term action goals, objectives and actions to address concerns raised; (2) clearly articulating and capturing both the challenges and mitigations on documents and action plans. COVID-19 has resulted in the cancellation of the planned in-country consultations for an undetermined amount of time. Planned activities were also put on hold owing to shifting priorities of the in-country support due to the COVID-19 crisis.

There is no significant change for Egypt it is unlikely that there will be any face-to-face meetings this year, although we continue to monitor and look for any opportunities.

In Pakistan, the lockdown period resulted in a reversal of activities with consultations with international experts being conducted first. Face-to-face meetings are gradually being resumed and planning for a limited number of onsite provincial consultations, over the coming months (taking into consideration any COVID-related restrictions). This will also involve hiring a local consultant for the country office to support planning, facilitation etc. of these consultations. A questionnaire has been developed for the institutional assessment. Methodologies are underway for conducting both the institutional assessment and face-to-face consultations.

Due to the COVID-19 pandemic the workplan shown in Annex 1 reflects a second 6-month no-cost extension from start date from the previously approved proposal (REM-UNDP-037 /WCCPRD8670768). Hence the total duration of the project is extended from 12 months to 24 months from start date. The project will now end on 9 May 2021

8. Budget

This section should specify detailed estimated budget linked to project activities in US Dollars. The project budget should be between US Dollars 100,000 - 200,000.

EXPECTED ACCOMPLISHMENTS	PLANNED ACTIVITIES	Budget				RESPONSIBLE PARTY
		Y1	Y2	Y3	Y4	
EA1 Egypt	1.1 Comprehensive assessment /compilation of policies, laws and regulations	\$3,000	N/A	N/A	N/A	WHO
	1.2 Translation	\$1,250	N/A	N/A	N/A	WHO
	1.3 (2) Policy dialogues and consultations	\$25,500	N/A	N/A	N/A	WHO
	1.4 RT Travel for WHO. No. of trips (2-4 trips per country/year)	\$4,390	N/A	N/A	N/A	WHO
	MONITORING*	0	N/A	N/A	N/A	
	\$39,220					
EA2 Pakistan	2.1 In country consultations for input on road safety lead agency	\$1,000	N/A	N/A	N/A	WHO
	2.2 Comprehensive assessment /compilation of policies, laws and regulations	\$5,800	N/A	N/A	N/A	WHO
	2.3 Translation	\$1,250	N/A	N/A	N/A	WHO
	2.4 Six (6-7) Policy dialogues & consultations	\$70,650	N/A	N/A	N/A	WHO
	2.5 RT Travel for WHO No. of trips (2-4 trips per country per year)	\$10,390	N/A	N/A	N/A	WHO
	MONITORING*	0	N/A	N/A	N/A	
	\$95,300					
Evaluation (as relevant)	2.6 EVALUATION	N/A	N/A	N/A	N/A	
General Management Support	2.7 \$10,000	N/A	N/A	N/A	N/A	
TOTAL	\$135,690					
Indirect support (7%)	\$9,498					
TOTAL	\$145,188					

Please refer to **Annex 3**. Project budget according to UNDG categories

Please submit the project proposal to: lukasz.wyrowski@un.org. For further information, please contact: lukasz.wyrowski@un.org

ANNEX 1 (REV2) UN Trust Fund: Strengthening legal frameworks for road safety in countries 2019-2020 Timeline
Project months (following full execution of agreement)

Green – All countries

Yellow – Pakistan only

Blue – Egypt only

ACTIVITIES	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
1. Identification of country representative focal person or working group	Green	Green																						
2. Hold project kick-off meetings (<i>Webex</i>)	Green	Green																						
3. Develop TOR and hire consultants			Green	Green	Green																			
4. Develop workplans in consultation with RO and CO/identify in country drafting group to integrate comments (Pakistan)						Yellow																		
5. Develop workplan and activities with RO and CO (Egypt)					Blue																			
6. Review/comments to the proposed Road Safety Authority Act (<i>Pakistan</i>) and HQ review of draft national law						Yellow	Yellow	Yellow																
7. Develop COVID-19 mitigation plan (revised workplan, identification of work to be completed remotely, etc. in collaboration with RO, CO and consultants)									Green	Green	Green													
8. Identify international experts for consultation on draft law											Yellow	Yellow												
9. Virtual consultation on draft law with international experts													Yellow	Yellow	Yellow	Yellow								
10. Conduct consultations/interviews with national institutions to inform the institutional assessment.																	Yellow	Yellow						
11. Convene in country consultations for input on road safety lead agency law in Pakistan																	Yellow	Yellow	Yellow					

