

**United Nations Road Safety Fund  
MPTF OFFICE GENERIC FINAL PROGRAMME<sup>1</sup> NARRATIVE REPORT  
REPORTING PERIOD: FROM 9 MAY 2019 TO 31 DEC 2021**

<p align="center"><b>Programme Title &amp; Project Number</b></p> <ul style="list-style-type: none"> <li>Programme Title: Strengthening legal frameworks for road safety in countries</li> <li>Programme Number (if applicable) N/A</li> <li>MPTF Office Project Reference Number:<sup>3</sup> 00115907</li> </ul> <p align="center"><b>Participating Organization(s)</b></p> <ul style="list-style-type: none"> <li>Organizations that have received direct funding from the MPTF Office under this programme World Health Organization</li> </ul> <p align="center"><b>Programme/Project Cost (US\$)</b></p> <p>Total approved budget as per project document: MPTF /JP Contribution<sup>4</sup>:</p> <ul style="list-style-type: none"> <li>by Agency (if applicable) USD 145,188</li> <li>Agency Contribution</li> <li>by Agency (if applicable)</li> </ul> <p>Government Contribution (if applicable)</p> <p>Other Contributions (donors) (if applicable)</p> <p><b>TOTAL: USD 145,188</b></p> <p align="center"><b>Programme Assessment/Review/Mid-Term Eval.</b></p> <p>Evaluation Completed N/A  <input type="checkbox"/> Yes <input type="checkbox"/> No Date: dd.mm.yyyy N/A      Evaluation Report - Attached  <input type="checkbox"/> Yes <input type="checkbox"/> No Date: dd.mm.yyyy N/A</p>	<p align="center"><b>Country, Locality(s), Priority Area(s) / Strategic Results<sup>2</sup></b></p> <p>(if applicable) Country/Region Egypt and Pakistan</p> <p>Priority area/ strategic results Strengthening road safety legal frameworks</p> <p align="center"><b>Implementing Partners</b></p> <ul style="list-style-type: none"> <li>National counterparts (government, private, NGOs &amp; others) and other International Organizations Ministry of Communications</li> </ul> <p align="center"><b>Programme Duration</b></p> <p>Overall Duration (months) 31 months* Start Date<sup>5</sup> (dd.mm.yyyy) 9 May 2019</p> <p>Original End Date<sup>6</sup> (dd.mm.yyyy) 9 May 2020 Actual End date<sup>7</sup>(dd.mm.yyyy) 31 Jan 2022</p> <p>Have agency(ies) operationally closed the Programme in its(their) system?      Yes <input checked="" type="checkbox"/> No <input type="checkbox"/></p> <p>Expected Financial Closure date<sup>8</sup>: 31 December 2021</p> <p align="center"><b>Report Submitted By</b></p> <ul style="list-style-type: none"> <li>Name: Dr Naoko Yamamoto</li> <li>Title: Assistant Director-General, Universal Health Coverage/Healthier Populations</li> <li>Participating Organization (Lead): WHO</li> <li>Email address: yamamoton@who.int</li> </ul>
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\* 31 months (12 months initial duration +6 months first No Cost Extension Request + 6 months second No Cost Extension request+7 months third NCE)

Initial duration: 9 May 2019 – 9 May 2020; Revised duration: 9 May 2019 – 9 May 2021; Second revision: 9 May 2021 – 31 January 2022

<sup>1</sup> The term “programme” is used for programmes, joint programmes and projects.

<sup>2</sup> Strategic Results, as formulated in the Strategic UN Planning Framework (e.g. UNDAF) or project document;

<sup>3</sup> The MPTF Office Project Reference Number is the same number as the one on the Notification message. It is also referred to as “Project ID” on the project’s factsheet page on the [MPTF Office GATEWAY](#).

<sup>4</sup> The MPTF/JP Contribution is the amount transferred to the Participating UN Organizations – see [MPTF Office GATEWAY](#)

<sup>5</sup> The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the [MPTF Office GATEWAY](#)

<sup>6</sup> As per approval of the original project document by the relevant decision-making body/Steering Committee.

<sup>7</sup> If there has been an extension, then the revised, approved end date should be reflected here. If there has been no extension approved, then the current end date is the same as the original end date. The end date is the same as the operational closure date which is when all activities for which a Participating Organization is responsible under an approved MPTF / JP have been completed. As per the MOU, agencies are to notify the MPTF Office when a programme completes its operational activities. Please see [MPTF Office Closure Guidelines](#).

<sup>8</sup> Financial Closure requires the return of unspent balances and submission of the [Certified Final Financial Statement and Report](#).

## **FINAL PROGRAMME REPORT FORMAT**

### **EXECUTIVE SUMMARY**

*In ½ to 1 page, summarize the most important achievements of Programme during the reporting period and key elements from your detailed report below. Highlight in the summary, the elements of the main report that you consider to be the most critical to be included in the MPTF Office Consolidated Annual Report.*

The main achievements of the project in Pakistan included, successful leveraging of WHO's coordination role for roads safety within the UN leading to virtual and in-person consultations with UN organizations, multilateral development banks, international partners and provinces in the development of the draft Road Safety Law. This position also facilitated communication with in-country agencies with relevant authority for road safety – not limited to health. The outcome included a draft Road Traffic Law in Pakistan, weighing recommendations from multiple stakeholders; and in Egypt commitment to documenting the work undertaken by various ministries and challenges posed in implementing the project during the COVID pandemic.

## I. Purpose

*Provide a brief introduction to the programme/project (one paragraph).*

The purpose of the project was to support development of legislative frameworks in Egypt and Pakistan through technical support and consultations. The project was conceived following a meeting of members of parliament and experts convened in 2018 by WHO. 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 national and international experts. As part of the launch, WHO facilitated an informal consultation which served as a significant step towards finding longer-term, feasible solutions and ensuring safety on roads in the region. 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 project's target countries high burden of road traffic fatalities with 9.7 (Egypt) and 14.3 (Pakistan) deaths for every 100,000 people requested WHO support in their efforts to strengthen their laws, including: reviewing and providing recommendations to their laws, policies and legal frameworks and convening and facilitating policy dialogues to improve laws and their implementation.

*Provide the main objectives and expected outcomes of the programme in relation to the appropriate Strategic UN Planning Framework (e.g. UNDAF) and project document (if applicable) or Annual Work Plans (AWPs) over the duration of the project.*

The project's objectives are to:

- a. develop a holistic legal framework that is evidence-based and context-driven to contribute to reducing the high burden of RTI in Pakistan and Egypt; and
- b. convene and facilitate multisectoral policy dialogues and consultations, and provide expert input leading up to the development of frameworks, laws, policies or regulations in the two countries.

## II. Assessment of Programme Results

*This section is the most important in the Report and particular attention should be given to reporting on results / and changes that have taken place rather than on activities. It has three parts to help capture this information in different ways (i. Narrative section; ii. Indicator based performance assessment; iii. Evaluation & Lessons learned; and iv. A specific story).*

### i) Narrative reporting on results:

*From 30 April 2019 to 31 October 2020, respond to the guiding questions, indicated below to provide a narrative summary of the results achieved. The aim here is to tell the story of change that your Programme has achieved over its entire duration. Make reference to the implementation mechanism utilized and key partnerships.*

- **Outcomes:** *Outcomes are the strategic, higher level of change that your Programme is aiming to contribute towards. Provide a summary of progress made by the Programme in relation to planned outcomes from the Project Document / AWPs, with reference to the relevant indicator(s) in these documents. Describe if final targets were achieved, or explain any variance in achieved versus planned results. Explain the overall contribution of the programme to the Strategy Planning Framework or other strategic documents as relevant, e.g.: MDGs, National Priorities, UNDAF outcomes, etc . Explain who the main beneficiaries were. Highlight any institutional and/ or behavioural changes amongst beneficiaries at the outcome level.*

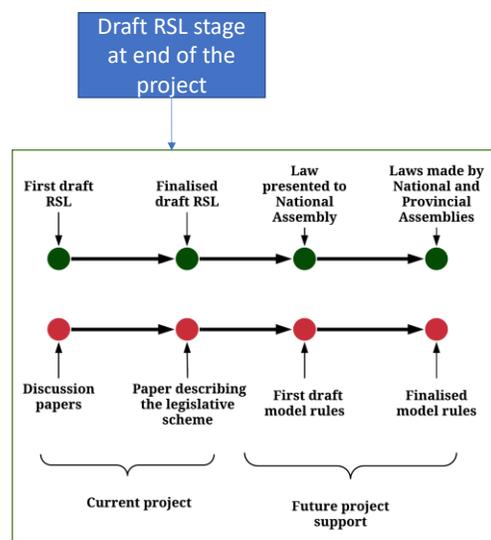
Preliminary detailed gap analysis for Egypt and Pakistan available through the Global status report on road safety 2018, as well as country profiles were shared with country counterparts at the initial stages of the project. This presented an opportunity for the countries to supplement the compiled information with any newly adopted legal frameworks in progress since the 2018 Global status report analysis. The initial analyses specifically took into account Pakistan's National Highway Safety Ordinance 2000 and Provincial Motor Vehicle Ordinance 1965 and Egypt's Resolution no. 2777 and Traffic Law 66/1973 which were in effect as of

the end date of the GSRRR analysis (31 December 2017). Findings based on the original analyses were that while Egypt and Pakistan have progressively developed and executed basic institutional and legislative frameworks, they nevertheless showed gaps in legislation and institutional measures on the 5 pillars of the Global Plan for the Decade of Action. Lack of, or partial funding for implementation of national road safety strategies by the Lead Agencies have also limited progress and effectiveness. While pedestrians account for the 2<sup>nd</sup> highest category of road users dying on the roads, neither country had taken steps to comprehensively address this issue through legislation, standards and policies related to infrastructure improvements or pedestrian protections in vehicles. Much of the changes observed in global status reports on road safety involved only addressing road users and which does not reflect the Safe Systems Approach nor did the improvements reflect the Trust Fund’s Global Framework Plan of Action for Road Safety<sup>9</sup> (which include adoption and implementation of UN legal instruments).

The opportunity to augment the findings of the GSRRS 2018 led to two main outcomes. It became clear that in Pakistan, the Ministry of Communications (MOC), the country’s road safety lead agency had initiated a project of revision of the law and an initial report and preliminary draft recommendations had been provided with support from NTU and DFID<sup>10</sup>. The UNRSTF project served as a mechanism to push forward this initiative to successful completion. In Egypt, while no immediate policy improvement initiative was immediately identified, improvements in mass transit in Cairo continue, with a view to shifting modes of transport to ease traffic congestion in the city.

During the project, two series of virtual expert consultations were held in Pakistan. This was accomplished with the support of WHO Collaborating Centre (Johns Hopkins University) as well as consultants hired directly in MOC and WHO-Pakistan to support the project activities. Through the project, COVID-related travel restrictions prevented JHU and WHO-HQ staff from travel to Pakistan. The reviews and multisectoral consultations led to MOC’s development of a draft RSL. The following MoC led committees also provided input directly to MOC on the draft RSL: Legal sub-committee; Driver Licensing and Road User Policy Working Group; Post-Crash Response Policy Working Group - formally constituted by the Ministry of National Health Service Regulation and Coordination (MoNHSRC); and the Project Road Safety Working Group. Finally, in Pakistan a clear understanding of the legislative process and pathway for the draft RSL was shared. **Figure 1** illustrates approximately the stage at which the project concluded.

**Figure 1. Status of MOC’s draft RSL at the end of the project<sup>11</sup>**



<sup>9</sup> United Nations Road Safety Trust Fund Global Framework Plan of Action for Road Safety, 21 November 2018 ([http://www.unece.org/net4all.ch/fileadmin/DAM/Road\\_Safety\\_Trust\\_Fund/Documents/UNRSTF\\_Global\\_Framework\\_Plan\\_of\\_Action\\_21\\_Nov\\_2018.pdf](http://www.unece.org/net4all.ch/fileadmin/DAM/Road_Safety_Trust_Fund/Documents/UNRSTF_Global_Framework_Plan_of_Action_21_Nov_2018.pdf)).

<sup>10</sup> Review of the Road Safety legal and regulatory framework of Pakistan, 17 May 2018. ADB Project TA-8990 PAK: Enabling Economic Corridors through Sustainable Transport Sector Development - 002 Road Safety Firm (49063-001).

<sup>11</sup> Summary and illustration provided by WHO-Pakistan.

In Egypt however, due to the unprecedented situation caused by COVID-19 pandemic national priorities with their relevant plans and policies dramatically changed as all government sectors with their stakeholders focused on the COVID-19 pandemic. Despite efforts at WHO Regional and National levels road safety was one of these priorities which lost governmental attention during this critical period. Additionally, it is important to recognize that the lead agency for road safety in Egypt, the National Council for Road Safety/Ministry of Interior's attention was also diverted to the political situation in the country. In the end, independent policy reviews of legislative and policy frameworks involving various sectors – notably MOT and Ministry of Interior were stalled.

- **Outputs:** *Outputs are the more immediate results that your Programme is responsible for achieving. Report on the key outputs achieved over the duration of the Programme, in relation to planned outputs from the Project Document / AWP, with reference to the relevant indicator(s) in these documents. Describe if final targets were achieved, or explain any variance in achieved versus planned results. If possible, include the number of beneficiaries. Report on how achieved outputs have contributed to the achievement of the outcomes and explain any variance in actual versus planned contributions to the outcomes.*

There were no specific outputs from the project in Egypt. However, in Pakistan, the project resulted in several outputs described in this section.

Draft Road Traffic Law (RSL): Two drafts of the RSL were produced Road Traffic (3 Oct 2019 version and 24 March 2020 Version).

Recommendations of expert consultations: Due to COVID travel restrictions, in lieu of in-person expert consultations, two rounds of virtual expert consultations were held. A questionnaire was developed and shared with the experts along with the draft RSL:

- Several organizations were consulted on the 2019 draft RSL version. They included: CITA, Global NCAP, IACP, ILO, UNECE, UNESCAP, UNESCWA, UN Habitat, and the World Bank. Inputs were provided in the form of a completed questionnaire as well as direct comment to the draft RSL provided.
- New chapters were added by MOC following these consultations necessitating a second round of consultations to determine if original comments led to any new changes as well as to provide input on the newly added chapters.
- During the second round of consultations, the revised draft of the RSL (version March 2020) and an updated questionnaire with questions targeted at the newly added chapters were shared with the experts. The road safety experts who had responded during the first round were contacted and requested to provide their feedback on the updated draft Act.

These consultations resulted in identification of key gaps in the draft RSL, identification of relevant best practice, and recommendations to the RSL.

**Appendix A** provides a report of the virtual consultations and recommendations.

Inputs from in-person provincial consultations in Pakistan:

A key part of the project was to facilitate provincial consultations to solicit input on the draft RSL prior to its finalization. However, in-person consultations were delayed and eventually limited to a two-day consultation in December 2021. In anticipation of this, a facilitator guide was developed for the provincial consultations to be carried out (**Appendix B**).

The 2-day consultations include representatives from the following Islamabad Capital Territory (ICT), Sindh, Balochistan, Khyber Pakhtunkhwa (KPK), Azad Jammu and Kashmir (AJK) and Azad Jammu and Kashmir (GB). The consultations will be led by Ministry of Communications with WHO support. To minimize COVID risks, representatives from the provinces were being brought together in a central location as opposed to travel from federal government representatives and WHO to various provinces.

- **Qualitative assessment:** Provide a qualitative assessment of the level of overall achievement of the Programme. Highlight key partnerships and explain how such relationships impacted on the achievement of results. Explain cross-cutting issues pertinent to the results being reported on. Has the funding provided by the MPTF/JP to the programme been catalytic in attracting funding or other resources from other donors? If so, please elaborate. For Joint Programmes, highlight how UN coordination has been affected in support of achievement of results.

The MPTF/JP project was important to sustain efforts already undertaken by MOT to strengthen legal frameworks and to continue the work which came out of the previous ADB/DFID-funded project. WHO was also able to leverage its role as coordinating agency for the UN on road safety – to seek input from other UN agencies, multilateral development banks and other international partners leading to concrete recommendations on MOC’s original draft RSL. Similarly, the MPTF/JP funding enabled provincial consultations to occur – despite COVID limitations. Provincial consultations had been viewed as having success in building support in previous projects, especially in disability, and this experience was mirrored in road safety through the project. It is hoped this would lead to support for a comprehensive draft RSL once approved and sent to parliament as well as any ensuing regulations.

In Egypt, while the proposed consultations were stalled for a variety of reasons, the project helped strengthen political will for improving road safety due to open dialogue between WHO and the relevant ministries. The project also led to informal commitments to document the experiences gained from the project and highlighting of existing legislative gaps.

**ii) Indicator Based Performance Assessment:**

Using the **Programme Results Framework from the Project Document / AWP**s - provide details of the achievement of indicators at both the output and outcome level in the table below. Where it has not been possible to collect data on indicators, clear explanation should be given explaining why.

Not applicable.

	<u>Achieved</u> Indicator Targets	Reasons for Variance with Planned Target (if any)	Source of Verification
<b>Expected Accomplishment 1</b>			
<b>Activity 1</b>			
<b>Activity 2</b>			
<b>Activity 3</b>			
<b>Activity 4</b>			

\* Responses pertaining to both Egypt and Pakistan. All other rows pertain to Pakistan project only.

<b>2.4 ACTIVITY IMPLEMENTATION STATUS</b>			
<i>Add additional rows, as needed.</i>			
<b>Activity</b>	<b>Description of work undertaken during</b>	<b>Deliverables</b>	<b>Status of Activity (complete/ on-going/ delayed)</b>
<i>Expected Accomplishment 1: Project administration (Legislation)</i>			
Facilitate lead agency buy-in and ownership*	Discussions preceding the UNRSTF kick off with MPs leading to country selections and letter from MOC Pakistan dated 6 Feb 2020.	N/A	Completed
Document collection and review*	Collect and compile analyses completed previously and identify and analyze supplemental materials.		Completed.
Hire consultant	Hire consultant to conduct institutional assessment and facilitate country consultations	Contract with JHU and work for Pakistan performed in accordance with TORs. All deliverables met.	Completed
Develop project workplan	Workplan developed by consultation in collaboration with WHO and MOC	Workplans were constantly adjusted as the situation evolved.	Completed
<i>Expected Accomplishment 2: In-country consultations (legislation)</i>			
Conduct institutional assessment	Gather information/data and conduct institutional assessment	Data collection ongoing	Completed. See Report (Appendix A)
Develop protocol for in country consultations	Prepare for provincial consultations	Plan and methodology	Completed (See Appendix B – facilitator guide)
Hold in country consultations	In country consultations at federal level and all provincial representatives consulted at single location for 2 day period to minimize COVID travel complexities.		Completed 16/17 December
<i>Expected Accomplishment 3: Deliver comprehensive draft proposed legislation to MOC</i>			
Expert input on draft proposed bill	Obtain input on draft proposed bill from international and in-country experts	2 Rounds of virtual expert consultation protocol completed and administered. Round 2 expert consultations initiated.	See report (Appendix A).
Technical drafting group meeting	Present outcome of consultations and comments from other experts to technical drafting group convened by government	MOC held consultations with various working groups	See report section II of this final report.
Meeting to present final draft	Convene meeting to present overall work and final draft of proposed bill	Draft proposed bill and justification presented as part of the 16/17 December 2021 Consultations	See Meeting materials (Appendix C).

### iii) Evaluation, Best Practices and Lessons Learned

- Report on any assessments, evaluations or studies undertaken relating to the programme and how they were used during implementation. Has there been a final project evaluation and what are the key findings? Provide reasons if no programme evaluation have been done yet?

No overall programme assessments or reviews have been completed.

- Explain challenges such as delays in programme implementation, and the nature of the constraints such as management arrangements, human resources etc. What actions were taken to mitigate these challenges? How did such challenges and actions impact on the overall achievement of results? Have any of the risks identified during the project design materialized or were there unidentified risks that came up?

The major risk were substantial delays to on-site work due to COVID-19 in both countries as well as political situation in Egypt. In Pakistan these were overcome by virtual consultations and reduction in the number and site of provincial consultations.

### Challenges

*Report key lessons learned and best practices that would facilitate future programme design and implementation, including issues related to management arrangements, human resources, resources, etc. Please also include experiences of failure, which often are the richest source of lessons learned.*

The major risk were substantial delays to on-site work due to COVID-19 in both countries as well as political situation in Egypt.

### iv) A Specific Story (Optional)

- This could be a success or human story. It does not have to be a success story – often the most interesting and useful lessons learned are from experiences that have not worked. The point is to highlight a concrete example with a story that has been important to your Programme.
- In ¼ to ½ a page, provide details on a specific achievement or lesson learned of the Programme. Attachment of supporting documents, including photos with captions, news items etc, is strongly encouraged. The MPTF Office will select stories and photos to feature in the Consolidated Annual Report, the GATEWAY and the MPTF Office Newsletter.

Pictures: