

PROJECT INFORMATION DOCUMENT (PID) CONCEPT STAGE

Report No.: PIDC20161

Project Name	Pacific Island Regional Road Safety Project (P151159)
Region	EAST ASIA AND PACIFIC
Country	Pacific Islands
Sector(s)	Rural and Inter-Urban Roads and Highways (50%), Public administration-Transportation (50%)
Theme(s)	Injuries and non-communicable diseases (25%), Managing for development results (75%)
Lending Instrument	Investment Project Financing
Project ID	P151159
Borrower(s)	Secretariat of the Pacific Community
Implementing Agency	Secretariat of the Pacific Community
Environmental Category	C-Not Required
Date PID Prepared/ Updated	17-Feb-2015
Date PID Approved/ Disclosed	19-Feb-2015
Estimated Date of Appraisal Completion	12-Feb-2016
Estimated Date of Board Approval	29-Mar-2016
Concept Review Decision	Track I - The review did authorize the preparation to continue

I. Introduction and Context

Country Context

Despite notable differences in history, culture and resources among Pacific island countries (PICs), a spirit of mutual respect and cooperation - often referred to as ‘the Pacific Way’ - has long been a cornerstone of the regional approach for consensus building. These island states confront an array of similar development challenges arising from their geographic dispersion, remoteness and small populations. With three sub-regions - Melanesia, Micronesia and Polynesia - indigenous cultures and traditions continue to play a large role in political, economic and cultural life. Although absolute poverty in the region is limited, real per capita income has remained virtually unchanged since the mid-1990s and economic progress tends to be volatile and vulnerable to external shocks. The PIC economies depend largely on natural resources such as agriculture and fishing, remittances from nationals working abroad, donor and development aid, and tourism.

While most of the countries are relatively small, open economies, their limited human resource capacity necessitates a high degree of collaboration. This has been achieved through a number of regional institutions, as these countries together look to respond to shared opportunities and address potential economic vulnerabilities. Most prominently, the Secretariat of the Pacific Community (SPC), the proposed beneficiary of the IDA regional grant, brings together 22 Pacific Island member countries and territories in a comprehensive and inclusive manner to address a wide range of issues, including social and economic development, public health, climate change and education. In particular, the Economic Development Department of SPC, which has a wide mandate that includes transport, has recently updated its Strategic Plan (2013-2015) with an aim toward more safe and secure transport by supporting development and implementation of effective policies, plans and regulatory frameworks, while also strengthening institutions and sector expertise through effective regional coordination mechanisms and strategic partnerships.

Sectoral and Institutional Context

When the United Nations launched its “Decade of Action for Road Safety (2011-2020)” in 2011, it did so in full recognition that the socioeconomic losses due road crash fatalities and injuries have a considerable and disproportionate impact on middle and lower income countries. With changing socio-economic patterns, accompanied by increasing motorization rates, fatalities and injuries will compound the Pacific region’s public health crises, placing greater stress on existing systems and undermining efforts to reduce extreme poverty and boost shared prosperity. Road fatalities and injuries are more prevalent amongst the young population and economically active and is associated with significant economic losses. The joint WHO and World Bank report “World Report on Road Traffic Injury Prevention” highlights “the economic impact of road crash injuries on individuals, families, communities and nations is enormous costing countries between 1 percent and 2 percent of their gross national product.” The core objective of the Decade of Action is therefore to “stabilize and then reduce” global road deaths by 2020.

Among several PICs, the motorization rate adjusted for income and road traffic accidents is either among the highest in the world (or not documented), exerting pressure on road systems, both in terms of congestion, deterioration, and safety (Source: World Health Organization, WHO). Fiji and many other PICs have motorization rates adjusted for income that are above the level of Central and Eastern Europe, regions that are known to have extremely high road traffic accidents and fatalities (Source: World Development Indicators, World Bank, 2011). Fiji has more automobiles per capita, adjusted for income, than any other country in the world except Mauritius. Island states in general have high motorization rates adjusted for income, and given the number of vehicles on the islands, combined with a limited road network, increasing concerns regarding the safety of their respective road systems.

5. On a global level, road traffic accidents claim approximately 1.3 million lives each year and around 90 percent of these fatalities occur in low and middle income countries (Source: Global Burden of Disease, 2010). Road traffic fatality rates in low and middle income countries are nearly twice the levels of high-income countries. Compared to regional neighbors Australia (7.8 deaths per population of 100,000) and New Zealand (10.1 per 100,000), the Pacific is no exception. Several Pacific Island States estimate that road traffic death rates range from 12.8 to as high as 18.6 deaths per population of 100,000 (Source: Road Safety in Western Pacific Region - A Call for Action. World Health Organization, 2009).

Road safety practices across the Pacific are fragmented and unequal in monitoring, enforcement,

and results. Despite similarities in the challenges, the disparity of the legal environment, policies and efforts of PICs is varied and quite wide. WHO studies on the level of self-reporting of police enforcement indicate an urgent need to reinforce the implementation of road safety legislation in the Pacific Region. Furthermore, the existing data indicate victims of trauma have limited access to post-crash care, and pre-hospital care services. The WHO also notes that nine of the 37 countries of the Western Pacific Region have reported that less than 10 percent of road trauma patients were transported to hospital by ambulance.

Understanding the epidemiology of road traffic injuries in the PICs is critical to informing evidence-based policy initiatives aimed at reducing the burden of road traffic injuries. Most PICs do not have adequate or reliable data on motorization, traffic conditions, and road traffic accidents, which is a prerequisite for identifying causal factors and crafting appropriate road safety interventions. Preliminary investigation of road fatalities in the Pacific Region draws attention to several known high risk factors, which include increased motorization, alcohol intake, poor driving behavior and skills, seatbelt usage, vehicle types and conditions (i.e., abundance of two- and three- wheeled vehicles as well as cars and trucks not meeting internationally recognized vehicle crash and regulation standards, such as requirements for front and rear seatbelts), as well as poorly maintained vehicles and roads. In addition, available studies also suggest that despite increasing awareness of the importance of addressing road safety, road traffic injuries and crash data have not been a research priority and consequently there is little relevant current evidence from the region to inform policy makers and engineers.

There is currently no mechanism in the Pacific Region to support Small Island states to confront road safety challenges. In the Pacific Region, only one country, Australia, has comprehensive legislation covering all five main risk factors for road safety: speed, drink-driving, motorcycle helmet use, seat belt use, and child restraint use. Nevertheless, according to the WHO, all but three countries in the Pacific (the Federated States of Micronesia, Tuvalu, and Vanuatu) have a lead road safety agency. However, many of these entities are nominal only, and allocating funding to these agencies has been problematic. Only a few PICs have an endorsed national road safety strategy with established targets and dedicated resources to implement their respective strategy. Data compiled by the World Bank (road safety country profiles) indicate that road safety programs as well as legislation and subsequent enforcement by the police are lacking in PICs, and relevant data on road related deaths and disabilities.

Relationship to CAS

Though IDA has in recent years increased its focus on developing specific country partnerships for investment project finance, earlier regional engagement strategies emphasized the need to bring shared knowledge, economies of scale, and comparability of data and information across the PICs. The proposed project is therefore aligned with key eligibility criteria for IDA regional projects, as it aims to build coordination capacity and cooperation within an existing regional institution, while supporting the strategic objectives of IDA on regional integration.

Furthermore, through its Global Road Safety Facility (GRSF), the World Bank is actively supporting initiatives to help halve the expected death and injury rates on the roads of the developing world. The GRSF program aims to successfully develop and implement global, regional, and country activities to accelerate the transfer of road safety knowledge and to scale-up country investment efforts of low and middle-income countries by building their scientific, technological, and managerial capacities to prepare and implement cost-effective road safety programs.

In this regard, road safety remains a central pillar of the World Bank Group's "Safe, Clean, and Affordable Transport for Development" sector strategy. Acknowledging the fundamental role that roads play in the economic and social welfare of all populations, a focus on capacity development for comprehensive road safety management that serves to protect those most vulnerable to road hazards and access to post-crash services is fully aligned with the Bank's twin goals.

II. Proposed Development Objective(s)

Proposed Development Objective(s) (From PCN)

The project development objective is to improve regional capacity for road safety management, and to strengthen the multi-sectoral coordination and integration of road traffic and crash data in the Pacific Island Countries and Territories.

Key Results (From PCN)

- * Regional road safety observatory- Improved ability of road departments and policy makers to address road safety challenges based on comprehensive data and international good practice
- * Capacity building and collaboration- Strengthened regional and multi-sectoral coordination between public officials, health professionals and enforcement agencies within the Pacific Region to facilitate a homogenous macro-level approach for road safety interventions
- * Public awareness- Enhanced communications for better understanding of road safety risks and regional strategies and national laws tailored to address road safety within the local context

III. Preliminary Description

Concept Description

With a Regional IDA grant of US\$10 million equivalent, the proposed project would implement the following components:

Component A: Pacific Island Road Safety Observatory (PIRSO) – US\$4.7 million

The component will fund: (i) goods and services related to the establishment of a regional road safety observatory within SPC; (ii) technical assistance in conducting regional-level analysis using the iRAP method in select countries; and (iii) consultant services and capacity building related to Pacific Island Road Safety Observatory (PIRSO) staff, and national level transport departments. The regional road safety observatory will provide a platform to introduce effective multi-sectoral and multi-jurisdictional partnerships working at the regional and national levels to deliver a range of international good-practice road safety measures, as well as enable road policing to identify equipment, training, and other awareness interventions that will then be administered through specific national investment projects and/or bettered coordinated donor programs. The creation of the PIRSO facilitates a consistent, regional approach towards establishing appropriate institutional mechanisms, data collection, and information management processes and tools (e.g., unified data reporting format, collection and management methodologies, as well as performance indicators), with a focus on using crash and health data. The PIRSO will assist the participating PICs to collect road traffic fatality data and information (hospital and police data) and trauma records, complementary to other sources. The goal is to create a results-based road safety culture across governments in the region, which is supported by empirical evidence and through global knowledge sharing and dissemination of impacts.

The regional observatory will collect data on crashes and victims consistent with the International Road Traffic and Accident Database (IRTAD). The PIRSO will be aligned with IRTAD in applying existing methodologies to collect road crash data, and regional level analysis can elevate collaboration and benefit from economies of scale. In addition, consideration will be given to robust epidemiological research that can assess the magnitude and key determinants of road traffic injuries in the context of PICs and is essential to determining context-specific road safety initiatives that are relevant and affordable at the national level of the various participating PICs. Increased attention to routinely collected data (e.g., hospital information systems and police road traffic accident/crash statistics) to inform policy development and engineering practices is also paramount. The effective Monitoring and Evaluation (M&E) of data collection is also vital to ensure accountability, and to set the regional basis of M&E for subsequent national replication. The component will therefore assist in ensuring the sharing and monitoring of data and experiences across the region.

To consolidate a detailed database for PIRSO on the major roads of the targeted countries, a sub-component will finance a regional level analysis conducted on the basis of International Road Assessment Program (iRAP) surveys. This would form an initial basis of comparable iRAP results for subsequent replication at the national level. This would provide further data on regional issues and also help identify potential national level actions and institutional strengthening activities.

Capacity building associated with the development of the PIRSO for staff in road departments and policy making divisions, including staff training related to data collection and processing at both the regional and national levels, is considered in the component costs. Training will link international good practice for the design, implementation, operation, and maintenance of road safety infrastructure with the data that will be available through the PIRSO. Based on the results of the technical diagnostic, a technical module for road safety engineering may also be developed.

Component B: Road Safety Legislation and Enforcement – US\$2.7 million

Component activities to be financed include: (i) technical assistance in developing a regional, scope-based set of sample legislation for countries to consider adopting; (ii) police and stakeholder training in the latest road safety technologies; and (iii) utilization of the road safety database for improved decision making at the national level. With the support in the field and at the national level, the existing police organizations within the International Road Policing Organization (RoadPOL) and the Pacific Islands Chiefs of Police (PICP), will develop a regional approach to improve the governance of road safety police enforcement and can leverage ‘twinning’ arrangements and peer-to-peer agency reviews. Road safety campaigns, targeting speeding, drink-driving, as well as failure to use seatbelts and helmets would be the key topics of the awareness programs to be further developed. These campaigns will be adapted to the national challenges as needed.

19. The component is one of the cornerstones for establishing evidenced based policy making on road safety management and improving road safety outcomes, as it requires cross-sector engagements in key government agencies such as the police, Ministries of Health, Education and Justice, as well as non-governmental organizations.

Component C: Health Services and Post-Crash Care – US\$1.5 million

The component is intended to benefit the regional health sector by fostering dialogue on the health

portfolio across the Pacific Island Region, with common standards to be applied at the national level. It would therefore finance:

- (i) Technical assistance to conduct a diagnostic of trauma capabilities and emergency care to identify capacity and shortfalls. The main emergency medical response services in the PICs suffer from inadequate means to effectively respond to accidents/crashes. Partnerships between transport and health sectors (both at the Bank level and PICs levels) will help to evaluate emergency response capacity. The component may draw upon the Pacific Islands Emergency Management Alliance (PIEMA) as a support mechanism and organization for the Regional Disaster, Emergency and Health aspects; and
- (ii) National level road safety awareness campaigns will also be included to raise public knowledge on the main causes of road traffic injuries and trauma while increasing the understanding of road safety in general.

Component D: Implementation Support and Regional Coordination – US\$0.9 million

The component will provide resources to support regional partnership arrangements between SPC (the implementing agency), PIRSO, IRTAD, RoadPOL, and the PICP. The component would help regional inter-agency coordination to more efficiently implement a road safety strategy across the Pacific Region. A results-focused road safety strategy, with a clear definition of roles and responsibilities, supported by improved cross-sectoral capacity to manage road safety, will be required.

IV. Safeguard Policies that might apply

Safeguard Policies Triggered by the Project	Yes	No	TBD
Environmental Assessment OP/BP 4.01		X	
Natural Habitats OP/BP 4.04		X	
Forests OP/BP 4.36		X	
Pest Management OP 4.09		X	
Physical Cultural Resources OP/BP 4.11		X	
Indigenous Peoples OP/BP 4.10	X		
Involuntary Resettlement OP/BP 4.12		X	
Safety of Dams OP/BP 4.37		X	
Projects on International Waterways OP/BP 7.50		X	
Projects in Disputed Areas OP/BP 7.60		X	

V. Financing (in USD Million)

Total Project Cost:	10.00	Total Bank Financing:	10.00
Financing Gap:	0.00		
Financing Source			Amount
BORROWER/RECIPIENT			0.00
IDA Grant			10.00
Total			10.00

VI. Contact point

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