

## PROJECT INFORMATION DOCUMENT (PID) CONCEPT STAGE

Report No.: AB5450

<b>Project Name</b>	AR Road Safety
<b>Region</b>	LATIN AMERICA AND CARIBBEAN
<b>Sector</b>	General transportation sector (25%); Roads and highways (25%); Health (25%); General public administration sector (25%)
<b>Project ID</b>	P116989
<b>Borrower(s)</b>	ARGENTINE REPUBLIC
	Argentine Republic Argentina
<b>Implementing Agency</b>	National Road Safety Agency
	Ministry of Interior
	Agencia Nacional de Seguridad Vial Av. Huergo 1481, Piso 8 Argentina Tel: (54 11) 5295 2400 ansv@mininterior.gov.ar
<b>Environment Category</b>	<input type="checkbox"/> A <input checked="" type="checkbox"/> B <input type="checkbox"/> C <input type="checkbox"/> FI <input type="checkbox"/> TBD (to be determined)
<b>Date PID Prepared</b>	February 11, 2010
<b>Estimated Date of Appraisal Authorization</b>	January 19, 2010
<b>Estimated Date of Board Approval</b>	March 25, 2010

### 1. Key development issues and rationale for Bank involvement

1. **Background.** Road safety is a serious public health issue in Argentina. Argentina has 20 to 27 deaths per 100,000 inhabitants (depending on the source of statistics), with about 6,000 lives lost and over 70,000 injuries annually due to road traffic crashes. Road fatalities have been increasing on average 20% per annum over the last several years. Driver behavior accounts for over 60% of road crashes, and is attributed to speeding, recklessness, and low personal perceptions of risk. Deteriorated or poorly designed transport infrastructures also contribute to Argentina's road safety conditions. A rough estimate of the economic cost of road crashes is about 1.3% of GDP. These costs could be far higher if the social costs of pain and suffering were fully accounted for. Argentina's fatality rate is already very high by international standards and a global analysis by the World Bank estimates that the fatality rate for the LAC region will by 2020 increase by about 50%, unless road safety efforts are intensified and new measures are introduced.<sup>1</sup>

2. In the meantime, best practice countries (Sweden, United Kingdom and the Netherlands) are targeting performance improvements over the next 10 years that would put them on track to

<sup>1</sup> *Traffic Fatalities and Economic Growth*, Elizabeth Kopits and Maureen Cropper, World Bank Policy Research Working Paper 3035, April 2003.

halve their current fatality rate. Presumably they would surpass this in the following 10 years, particularly in the case of Sweden which has already committed to the long-term goal of eliminating deaths and serious injuries on its roads, or the Netherlands which aims for similar reductions. By 2020 this outlook would put Argentina's fatality rate at least at 10 times the rate of best practice countries in Europe and would represent a serious development disparity that it is difficult to envisage being socially and politically acceptable.

3. International experience shows that a long term vision, supported by institutional frameworks and requisite resources is the preferred approach to achieving improved road safety and minimizing the impacts due to loss of lives, health and wealth.<sup>2</sup> For example, in Spain over a 3 year period (1991-1994) reduced crash victims by 40% due to strong leadership. In France, efforts to improve road safety over the past three decades enabled considerable reductions in fatalities and injuries. Examples from Australia, and New Zealand, show that the appropriate policies can help achieve targets combined with sustained implementation efforts. The prime international example is that from Sweden which has not only adopted the Vision Zero, but is continuously revising its program so as to achieve the vision of zero deaths due to road crashes.

4. While road safety has been identified as a problem for many years, it is only recently that measures have been taken to address the issue with a more institutionalized strategy. In April 2008 the National Road Safety Agency was created by law at the federal level within the Ministry of Interior. The creation of this agency was first envisioned in the Federal Agreement on Traffic and Road Safety subscribed in August 2007 by the Federal government, the provinces and the Autonomous City of Buenos Aires and later enacted by Congress as law. The mission of the ANSV, a decentralized entity with financial and economic autarchy and with own legal standing and capacity to act in the areas of both public and private law, is to reduce the accident rate in the national territory through the promotion, coordination, control and monitoring of national and international road safety policies.

5. **Rationale for Bank Involvement.** The Bank has extensive experience and engagement in the area of road safety through its involvement in several international road safety initiatives such as the Global Road Safety Partnership (GRSP), the joint report with the World Health Organization, the establishment of the Global Road Safety Facility-GRSF<sup>3</sup>, and other stand-alone road safety projects. Hence, the Bank is ideally placed to work with client countries in the

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<sup>2</sup> Experience in high-income countries demonstrates that road deaths and injuries are preventable, and the potential benefits to low and middle-income countries are huge. Preliminary estimates by the World Bank indicate that more than 2.5 million lives could be saved and 200 million injuries avoided if fatality rates per vehicle could be reduced a further 30% by 2020.

<sup>3</sup> The World Bank's Global Road Safety Facility (GRSF) was launched in November 2005 and it commenced formal operations in April 2006. The Facility is a direct response to the global call for action by the United Nations General Assembly Resolutions 58/289,60/5 and 62/244 (Improving global road safety) and World Health Assembly Resolution 57.10 (Road safety and health), to address the silent epidemic on the world's roads. The Facility aims to generate and catalyze increased funding to support initiatives aimed at reducing deaths and injuries in low and middle-income countries, as specified in its mission and goals. The Facility is located within the Energy, Transport and Water Department of the World Bank and it has received initial donor support from the FIA Foundation for Society and the Automobile, the Government of the Netherlands, the Swedish International Development Cooperation Agency (Sida), the Australian Agency for International Development (AusAID) and the World Bank's Development Grant Facility. Just recently the UK Department for International Development (DFID) announced support for the Facility and discussions are being held with other potential donors.

design and execution of road safety projects, bringing best practices in road safety policies. The Bank has financed stand-alone road safety projects in several countries and can contribute its lessons learned in other regions as well as international best practices in road safety policies. The Bank is currently involved in policy dialogue and project preparation with a number of client countries in the LAC region for the design and implementation of “safe system” road safety projects; hence, it can provide opportunities for South-South knowledge-sharing and regional cross-fertilization within the preparation framework of these operations.

## **2. Proposed objective(s)**

6. The proposed project development objective is to contribute to the reduction of road traffic injuries and fatalities through the strengthening of country’s institutional framework and management capacity for road safety and the reduction of road crashes in selected pilot corridors.

7. In addition to the PDO of achieving a reduction in the numbers of casualties on Argentina’s road network, the project has been designed to support improvements in road safety management systems in Argentina. The actions and interventions under the project will also contribute to: (i) strengthening the management capacity of the national road safety agency –ANSV- with the development of a national driver’s license registry system and a national registry of traffic records and infractions, (ii) increasing public awareness of road safety issues through education and communication campaigns, (iii) improving the capabilities of the emergency response services, (iv) strengthening the general deterrence capacity of traffic enforcement and control services, (v) creating an innovative fund to reimburse road safety plans, actions and interventions put forward by provincial and municipal authorities and (vi) providing support to the establishment and capacity building of the National Road Safety Observatory.

## **3. Preliminary description**

8. The proposed project will provide strategic support to the National Road Safety Agency (ANSV) for the implementation of the National Plan for Road Safety. Then, it will build on this base to provide the platform and focus for the development of improved management practices and targeted road safety programs and outcomes. One key focus is to build the capacity of ANSV to manage for results with national and provincial setups for national driver licensing, traffic infractions, road safety monitoring and evaluation, and traffic accident prevention. The end result is an expected reduction in the number and severity of accidents on the Argentine road network. The project further intends to demonstrate success on select corridors, with the aim of later replication of the success on the entire road network.

**Component 1: Institutional Capacity Building (estimated cost: US\$20 million of which US\$15 million would be financed by the Bank loan).**

9. The component will support capacity building initiatives, technical assistance and project implementation to strengthen the management and technical capacity of the ANSV and prepare a national roll-out program for subsequent phases of the national road safety program strategy. This component seeks to strengthen the ANSV’s role as lead road safety agency and to enable the adoption of international best practices to allow for the achievement of targeted and

measurable results within the timeframe established in the law that created the ANSV. In addition, through this component, the enabling environment will be established to allow monitoring of progress of implementation and provide a feedback loop in order to inform the decision making process and make adjustments to the National Road Safety Program as needed and reflect those in further updates of the National Road Safety Plan.

10. This component will include five sub-components: (i) Support to strengthen the institutional capacity of ANSV which will finance activities such as the creation of the national license and registry, the enhancement of regulatory framework and enforcement capabilities, the creation of the ANSV control force, and purchase of control and radar technology. (ii) Communication, Awareness and Education Campaigns which will finance the development and implementation of a national strategy for social communication on road safety, and educational campaigns (design of curricula and manuals and training of teachers). (iii) Support to improve the capacity of the emergency response services which will finance a consultancy for diagnosis of current capabilities and action plan, design of improved protocols and guidelines for emergency response, improvement of coordination systems amongst concerned agencies (police, ambulance services, hospitals, insurance companies), emergency health care personnel training, and procurement of IT goods for improved communications, (iv) Support to strengthen the capacity of the traffic control and enforcement agencies, which will finance the enhancement of the regulatory framework, and enforcement capabilities of the traffic control force established in ANSV, and (v) Project Management, which will finance key operational staff within ANSV and other operational expenditures to ensure appropriate project management for the duration of the project.

**Component 2: Demonstration Corridors and Incentives Fund Program (estimated cost: US\$12 million, all to be financed by the Bank loan).**

This component will include two sub-components: (i) “Safe Corridors” Demonstration Program, and (ii) Incentive Fund for the Implementation of Road Safety Policies and Practices.

11. (i) “Safe Corridors” Demonstration Program (US\$2 million): The sub-component will develop and implement a comprehensive, integrated safety program along three selected high risk national corridors. The aim is to transform them from highly unsafe corridors to “safe corridors” that will demonstrate the effectiveness and benefits of road safety actions. The intention is then to use the experience and anticipated successes from this demonstration to scale up to include other corridors under subsequent phases of the National Road Safety Program as per the 2006 to 2009 National Plan for Road Safety or later update of the same.

12. It is worth noting here that the demonstration corridors have already been selected after thorough work done by iRAP on rating the Argentine road network<sup>4</sup>. iRAP investigated about 1,500 km of roads in Argentina. The three corridors selected are: RN 11, RN 14 and RN 35 (with total experimental sections totaling 458 km under *Dirección Nacional de Vialidad* (DNV) with World Bank/Government funding. These corridors are currently high volume, high risk accident routes, and are therefore ideal to trial project interventions to demonstrate results. These corridors are already included in the World Bank/Government funded project National Highway

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<sup>4</sup> See iRAP (2009), “*Informe iRAP Argentina para consulta: borrador para consulta*” dated March 12th, 2009.

Asset Management-Phase II (Loan 7473-AR), managed under *Dirreccion Nacional de Vialidad* (DNV). ANSV will work together with DNV with the latter coordinating the infrastructural aspects with financing from Loan 7473, while ANSV coordinates the institutional, educational, enforcement, and emergency response aspects under this project.

13. (ii) Incentive Fund for the Implementation of Road Safety Policies and Practices (US\$10 million): This subcomponent includes the creation of a competitive fund allocated to support the actions carried out by the provinces and municipalities which had adhere to the national laws and work standard of the ANSV, aiming at reducing the traffic accident rate. This subcomponent includes the creation and operation of an innovative incentives fund. The overarching aim is to bring the issue of road safety forefront in the political agendas of sub-national governments to reduce the rate and severity of road accidents at both the provincial and municipal levels. The Incentive fund has been proposed as a catalytic tool to finance innovative road safety initiatives that would otherwise not be funded due to competing demands for finite financial resources. Its main objective is to improve road safety practices, policies and conditions through the reimbursement to provinces and municipalities of expenditures made. Reimbursements will be paid on an output basis against a positive list of eligible outputs, named “Road Safety Interventions” (RSIs). As an example, RSIs will include the following items to be financed: diagnostic of road safety in the local situation, generation of local road safety plans consistent with ANSV framework; educational road safety activities in the school and at a community level; financing of traffic lights, signaling and lighting elements, radars, alcoholmeters, cinemometers, motorcycle helmets, speed bumps, and roundabouts. Although the RSIs reimbursements will be done upon a unit costs basis, the participating provinces and municipalities will comply with WB procurements rules for specifics goods used in the RSIs, like furniture or minor equipments, according to the project Operational Manual. Annual ceilings for the total amount of RSIs payments would be established for each type of province and municipality, depending on the size of population served by each one. The criteria for allocating the yearly amounts of RSIs payments among Participating Provinces and municipalities will be set forth in the Operational Manual.

**Component 3: Road Safety Monitoring and Evaluation System within the National Road Safety Observatory (estimated cost: US\$3 million, all to be financed by the Bank loan).**

14. Law 26.363 (April 2008) created the National Road Safety Observatory. The ANSV must develop and promote this observatory which will include the storage, analysis and monitoring of the following items, among others: i) National Statistics on Road Safety, ii) accident research and map development, iii) automotive engineering and degree of use of the technologies applied to motor vehicle safety, and iv) road infrastructure. The Observatory’s mandate includes the promotion of exchange of information between the national and international statistics and safety researcher network; collecting, harmonizing and disseminating accident data and exhibition and use of information and conclusions to identify particular matters to conduct research to define road safety improvements.

15. This component will promote the design and development of a comprehensive crash data management system that will aid in identifying critical links, and provide feedback for improved decision making. To this end, international best practice, particularly within the OECD countries

will be accessed on a pilot basis through linkage to the International Road Traffic Accidents Database (IRTAD). The current data collection system will be evaluated and recommendations for more efficient practices will be made, such as standardizing the reporting form, establishing guidelines for data extraction from within the healthcare system. These efforts will build upon the existing analytical capabilities within the ST-CTLC and taking advantage of the ongoing partnership the unit has with local universities. The expected output is an improved national crash data and analysis system that is accessible not only to the police but to all safety agencies and partners contributing to the improvement of road safety outcomes.

#### 4. Safeguard policies that might apply

<b>Safeguard Policies Triggered by the Project</b>	<b>Yes</b>	<b>No</b>	<b>TBD</b>
<a href="#">Environmental Assessment</a> (OP/BP 4.01)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Natural Habitats (OP/BP 4.04)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Pest Management (OP 4.09)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Physical Cultural Resources (OP/BP 4.11)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Involuntary Resettlement (OP/BP 4.12)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Indigenous Peoples (OP/BP 4.10)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Forests (OP/BP 4.36)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Safety of Dams (OP/BP 4.37)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Projects in Disputed Areas (OP/BP 7.60)*	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Projects on International Waterways (OP/BP 7.50)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Piloting the Use of Borrower Systems to Address Environmental and Social Issues in Bank-Supported Projects (OP/BP 4.00)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	

#### 5. Tentative financing

Source:	(US\$m.)
Borrower	8.575
International Bank for Reconstruction and Development	30
<b>Total</b>	<b>38.575</b>

#### 6. Contact point

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\* By supporting the proposed project, the Bank does not intend to prejudice the final determination of the parties' claims on the disputed areas

