



Technical Assistance Report

Project Number: 51403-001
Knowledge and Support Technical Assistance (KSTA)
September 2018

Mongolia: Institutional Strengthening for Road Safety

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Asian Development Bank

CURRENCY EQUIVALENTS

(as of 22 August 2018)

Currency unit	–	togrog (MNT)
MNT1.00	=	\$0.0004
\$1.00	=	MNT2,467.00

ABBREVIATIONS

ADB	–	Asian Development Bank
MRTD	–	Ministry of Road and Transport Development
TA	–	technical assistance

NOTE

In this report, "\$" refers to United States dollars.

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KNOWLEDGE AND SUPPORT TECHNICAL ASSISTANCE AT A GLANCE

1. Basic Data		Project Number: 51403-001	
Project Name	Institutional Strengthening for Road Safety	Department/Division	EARD/EATC
Nature of Activity	Capacity Development	Executing Agency	Ministry of Road and Transport Development of Mongolia
Modality	Regular		
Country	Mongolia		
2. Sector		ADB Financing (\$ million)	
✓ Transport	Transport policies and institutional development		0.40
		Total	0.40
3. Strategic Agenda		Climate Change Information	
Inclusive economic growth (IEG)	Pillar 1: Economic opportunities, including jobs, created and expanded	Climate Change impact on the Project	Low
4. Drivers of Change		Gender Equity and Mainstreaming	
Governance and capacity development (GCD)	Institutional development	No gender elements (NGE)	✓
Knowledge solutions (KNS)	Knowledge sharing activities		
Partnerships (PAR)	Civil society organizations Implementation		
Private sector development (PSD)	Conducive policy and institutional environment		
5. Poverty and SDG Targeting		Location Impact	
Geographic Targeting	No	Nation-wide	High
Household Targeting	No		
SDG Targeting	Yes		
SDG Goals	SDG11		
6. Risk Categorization		Low	
7. Safeguard Categorization		Safeguard Policy Statement does not apply	
8. Financing			
Modality and Sources		Amount (\$ million)	
ADB		0.40	
Knowledge and Support technical assistance: Technical Assistance Special Fund		0.40	
Cofinancing		0.00	
None		0.00	
Counterpart		0.00	
None		0.00	
Total		0.40	

I. INTRODUCTION

1. The knowledge and support technical assistance (TA) will support the Government of Mongolia in institutional strengthening and capacity building on road safety to help implement the road safety policy and action plan developed under the ongoing TA for the Development of Road Safety Policy and Action Plan.¹ This 2018 TA is included in the country operations business plan for Mongolia, 2018–2020.²

II. ISSUES

2. Mongolia is a landlocked country covering an area of 1.56 million square kilometers. It has a population of only 3 million people, 77% of whom live in urban areas. The primary mode of transportation is through an expansive but poorly maintained road network. In 2016, reported road crashes were the fifth leading cause of deaths in Mongolia, following cardiovascular diseases and gastrointestinal cancers, and adults 19–39 years old comprised more than 50% of road crash deaths and injuries.³ Up to 50 schoolchildren are killed annually going to and from school. More than 75% of recorded deaths are outside Ulaanbaatar where post-crash response is lacking, drunk driving is twice as common, and the likelihood of seat belt use is 50% lower than in Ulaanbaatar.⁴ The vehicle fleet in Mongolia more than doubled during 2011–2016, and the number of reported crashes also increased from 21,302 to 46,712. Road crash deaths and injuries are likely to increase markedly over the coming decades as vehicle ownership continues to grow in Mongolia, thereby affecting medium- and long-term growth prospects by removing adults from the workforce and reducing the productivity of injured workers.⁵

3. Following the United Nations' declaration of the Decade of Action for Road Safety in May 2011, Mongolia issued its National Strategy on Traffic Safety, including an implementation plan for 2012–2020 targeting a 50% decrease in traffic-related deaths and serious injuries.⁶ However, the implementation arrangements had insufficient detail and did not come with enabling institutional frameworks, safety standards, or an enforcement plan for stakeholder agencies and institutions. To address these issues, the Asian Development Bank (ADB) provided TA to establish a comprehensive national road safety policy and a detailed action plan (footnote 1). When it is completed in September 2018, the TA will have (i) established a road safety steering committee and peer group; (ii) produced a white paper and a road safety policy and action plan; and (iii) provided introductory training to stakeholders in the five pillars for focus during the Decade of Action for Road Safety: road safety management, infrastructure, safe vehicles, road user behavior, and post-crash response.⁷

¹ ADB. 2016. *Technical Assistance to Mongolia for the Development of Road Safety Policy and Action Plan*. Manila.

² ADB. 2018. *Country Operations Business Plan: Mongolia 2018–2020*. Manila. The TA first appeared in the business opportunities section of ADB's website on 4 July 2018.

³ Institute for Health Metrics and Evaluation. Mongolia. <http://www.healthdata.org/Mongolia>.

⁴ J. Demberelsuren et al. 2016. 474 Road Traffic Injuries and Deaths and Their Risk Factors in Mongolia. *Injury Prevention*. 22 (2).

⁵ World Bank. 2017. *The High Toll of Traffic Injuries: Unacceptable and Preventable*. Washington, DC.

⁶ World Health Organization. Global Plan for the Decade of Action for Road Safety 2011–2020. http://www.who.int/roadsafety/decade_of_action/plan/en; and Government of Mongolia. 2012. *The National Strategy on Traffic Safety*. Resolution No. 146. Ulaanbaatar. The Prime Minister of Mongolia and the minister of road, transportation, construction, and city development approved the strategy on 2 May 2012.

⁷ The project steering committee was established 4 July 2017. The committee includes representatives from the Law Enforcement University, Ministry of Education, Ministry of Finance, Ministry of Health, Ministry of Justice, Ministry of Road and Transport Development, and National Traffic Police.

4. The draft action plan identifies areas for improvement on road safety, particularly the need to enhance institutional arrangements, capacity, and expertise to implement the action plan effectively.⁸ Although introductory training sessions have been offered on the five pillars, including (i) engineering training for road safety practitioners; (ii) road safety awareness campaigning for organizations involved in road safety awareness; (iii) vocational driver training for bus and truck drivers and driving instructors; (iv) first aid training of trainer doctors and nurses for first responder training in local health centers; and (v) traffic police officer training to strengthen capacity related to road safety, additional specialized training on these topics for road safety staff is required. Capacity also needs to be strengthened in road safety education curriculum development in schools for teachers and school presentations by the National Traffic Police to support efforts to reduce crash-related deaths and injuries of schoolchildren. The road safety steering committee and peer group established under the ongoing TA should be fostered to refine the roles and responsibilities of each of the agencies, review the current institutions, and develop any recommendations for reform.

5. A crash database and crash investigation application was developed and pilot-tested under the ongoing TA in collaboration with the National Traffic Police to record crash data and generate police reports on tablets connected to a global positioning system. The database serves a secondary function as collected data can support the Ministry of Road and Transport Development (MRTD) and other stakeholders in identifying black spots⁹ or causes of crashes that need to be addressed. Data from crashes that occurred between January and June 2018 is currently being entered into the database; the National Traffic Police will roll out the database for full-time, daily traffic police operations by October 2018. Traffic police officers need to undergo training on crash scene analysis to refine their skills. The database's second function will be enabled in the future as more data is inputted over time and a sufficient amount of data is recorded for meaningful analysis. As this next phase in the application of the crash database approaches, the MRTD and other related agencies will need to build its capacity to analyze data and develop effective solutions.

6. Through the activities of the ongoing TA, it has become clear that Mongolia adopted many guiding documents related to road safety (such as manuals, standards, policies, and other guidelines) without adapting them to local circumstances. Guidelines that had been adapted to the local context were not implemented effectively or lacked sufficient policies to guide their implementation. These guidelines need to be analyzed further by the respective agencies to determine their relevance, application, and effectiveness in Mongolia's context; and recommendations for revisions should be developed.

7. During the ongoing TA, two public awareness campaigns were developed and implemented in collaboration with a campaign reference group representing the steering committee agencies on seat belt use along busy roads in Ulaanbaatar in November 2017 and in February 2018. These campaigns were conducted with nongovernment organizations to improve civil society engagement and enhance the effectiveness of the campaigns. Implementing related campaigns will reinforce the importance of seat belt use and further improve road safety outcomes. One related area that would benefit from increased public awareness is the use of child restraints, as people in Mongolia often do not use child restraints or use them incorrectly (e.g., forward-facing instead of rear-facing, placement in front passenger seat). Other related campaigns to

⁸ The draft Action Plan was submitted to ADB and the MRTD on 28 May 2018, and ADB and the MRTD have provided comments. The action plan will be included in the Final Report to be submitted to ADB and the MRTD on 31 August 2018.

⁹ A place where road traffic crashes have historically been concentrated.

consider are helmet use, drunk driving, and distracted driving (e.g., use of mobile phones while driving).

8. The ongoing TA has made progress in providing initial road safety support to the government and has identified additional needs such as institutional strengthening and capacity building to implement the road safety policy and action plan, requiring activities outlined in this 2018 TA.

III. THE TECHNICAL ASSISTANCE

A. Impact and Outcome

9. The TA is aligned with the following impact: road crash fatalities and serious injuries in Mongolia reduced.¹⁰ The TA will have the following outcome: implementation of the road safety policy and action plan improved.¹¹

B. Outputs, Methods, and Activities

10. **Output 1: Road safety management capacity improved.** The ongoing TA has offered different introductory training sessions on the Decade of Action for Road Safety's five pillars. Output 1 will provide specialized trainings on the same topics for road safety staff within the MRTD as well as other government officials; other topics could be explored (e.g. positive reinforcement).¹² It will also (i) develop road safety education materials for school presentations by the traffic police to improve their messaging for the target age groups in the schools; and (ii) design and implement a campaign on the use of child restraints. The TA will continue to support the coordination of the steering committee and peer group.

11. **Output 2: Crash analysis capacity improved.** Output 2 will support the MRTD, the traffic police, and other stakeholders in pilot-testing an independent crash investigation body in Mongolia and in analyzing crash scenes and crash data. It will focus on criteria for choosing themes and methods for identifying root causes for crashes, developing solutions, and reporting. The output will provide training on (i) inputting data to the database while at crash scenes; and (ii) conducting crash data analysis to identify black spots, including a practical pilot test on road safety auditing at a black spot identified from the crash data; and (iii) developing appropriate solutions based on the analysis, such as education and awareness campaigns, infrastructure treatments, and road operations. etc.

12. **Output 3: Recommendations and revisions of national road safety guidelines and manuals developed.** Output 3 will review international best practices, existing documents, and implementation of the guidelines by analyzing the current guiding documents related to road safety to identify gaps or areas for revision.¹³ It will examine other external factors as necessary. Based on the analysis, the TA will develop recommendations for revisions and amend selected documents, as agreed with the respective agencies, to address Mongolia-specific issues.

¹⁰ Government of Mongolia. 2012. *The National Strategy on Traffic Safety*. Resolution No. 146. Ulaanbaatar.

¹¹ The design and monitoring framework is in Appendix 1.

¹² These include traffic police, national police, legal officers, and health officials.

¹³ These include road design and operating standards, road safety audits, and vehicle inspection guidelines.

C. Cost and Financing

13. The TA is estimated to cost \$440,000, of which \$400,000 will be financed on a grant basis by ADB's Technical Assistance Special Fund (TASF 6). Appendix 2 lists key expenditure items.

14. The government will provide counterpart support in the form of counterpart staff; suitably furnished office space with utilities and telecommunications access; training venue; information materials, data, maps, and other documents as needed; and other in-kind contributions.

D. Implementation Arrangements

15. ADB will administer the TA. ADB will select, supervise, and evaluate consultants; and provide staff to act as resource persons, as needed. Implementation arrangements are in the table.

Implementation Arrangements			
Aspects	Arrangements		
Indicative implementation period	September 2018–May 2020		
Executing agency	Ministry of Road and Transport Development		
Consultants	To be selected and engaged by ADB		
	Firm: QCBS	3 international experts (9.5 person-months)	\$211,400
	Individual: individual selection	5 national experts (22.5 person-months)	\$72,800
Disbursement	The TA resources will be disbursed following ADB's <i>Technical Assistance Disbursement Handbook</i> (2010, as amended from time to time).		
Asset turnover or disposal arrangement upon TA completion	All goods procured under the ongoing TA will be turned over to the executing agency upon closing (14 September 2018); ^a the executing agency has agreed to make the goods available for use under this 2018 TA.		

ADB = Asian Development Bank, QCBS = quality- and cost-based selection, TA = technical assistance.

^a ADB. 2016. *Technical Assistance to Mongolia for the Development of Road Safety Policy and Action Plan*. Manila (TA 9137-MON).

Source: Asian Development Bank.

16. **Consulting services.** ADB will engage the consultants following the ADB Procurement Policy (2017, as amended from time to time) and its associated project administration instructions and/or staff instructions.¹⁴

17. **Procurement.** No goods are expected to be procured under this TA. All goods procured under the ongoing TA will be made available for use under this 2018 TA.¹⁵

IV. THE PRESIDENT'S DECISION

18. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance not exceeding the equivalent of \$400,000 on a grant basis to the Government of Mongolia for Institutional Strengthening for Road Safety, and hereby reports this action to the Board.

¹⁴ Terms of Reference for Consultants (accessible from the list of linked documents in Appendix 3).

¹⁵ Goods include one printer, seven laptops, two external hard drives, six flash drives, two tablets, and one portable satellite navigation system.

DESIGN AND MONITORING FRAMEWORK

Impact the TA is Aligned with Road crash fatalities and serious injuries in Mongolia reduced (National Strategy on Traffic Safety) ^a			
Results Chain	Performance Indicators with Targets and Baselines	Data Sources and Reporting Mechanisms	Risks
Outcome Implementation of the road safety policy and action plan improved	By June 2020 a. Implementation started for at least five actions ^b under the road safety action plan (2018 baseline: 0)	a. Annual reports of the MRTD and the National Traffic Police	Government changes may delay implementation of the road safety action plan
Outputs 1. Road safety management capacity improved	1a. Training provided to 100% of road safety staff in the government, and traffic police gained road safety accreditation training certificates by March 2020 (2018 baseline: not applicable) 1b. One teacher's manual to support the police in providing road safety education in schools developed by August 2019 (2018 baseline: not applicable) 1c. Public awareness campaign implemented and 50% of road users reported enhanced understanding on the use of child restraints by June 2019 (2018 baseline: not applicable)	1a. Consultant's report and annual reports of the MRTD and the National Traffic Police 1b. Consultant's report and annual report of the National Traffic Police 1c. Consultant's report	
2. Crash analysis capacity improved	2a. 80% of MRTD and National Traffic Police staff increased their knowledge and skills on analyzing crash database data by August 2019 (2018 baseline: not applicable) 2b. Pilot black spot ^c audit implemented by October 2019 (2018 baseline: not applicable)	2a. Consultant's report and annual report of the MRTD 2b. Consultant's report	Data may not be statistically significant for robust analysis because the crash database is only being implemented in 2018
3. Recommendations and revisions of national road safety guidelines and manuals developed	3. At least three national guidelines and manuals reviewed and recommendations developed by October 2019 (2018 baseline: not applicable)	3. Consultant's report and annual report of the MRTD	

<p>Key Activities with Milestones</p> <p>1. Road safety management capacity improved</p> <p>1.1 Develop and provide specialized training programs on the five pillars for focus identified under the Decade of Action for Road Safety^d to supplement training already provided under the road safety policy and action plan TA^e (March 2020).</p> <p>1.2 Develop road safety education materials for use by the police during its annual school visits to improve its messaging for the target age groups in the schools (August 2019).</p> <p>1.3 Implement a public awareness campaign on the use of child restraints (June 2019).</p> <p>1.4 Continue support for the coordination of the steering committee and peer group established under the road safety policy and action plan TA^e (March 2020).</p> <p>2. Crash analysis capacity improved</p> <p>2.1 Review crash data to identify black spots and causes of crashes (May 2019).</p> <p>2.2 Develop a training program to improve crash data analysis for the MRTD and crash scene investigations for the traffic police (July 2019).</p> <p>2.3 Provide training on conducting black spot audits and crash investigations, including best-practice solutions (August 2019).</p> <p>2.4 Develop and implement a pilot black spot audit in Ulaanbaatar City to apply skills developed in training (October 2019).</p> <p>3. Recommendations and revisions of national road safety guidelines and manuals developed</p> <p>3.1 Review international best practices, existing documents, and implementation of the guidelines to identify areas for detailed review (April 2019).</p> <p>3.2 Identify gaps or areas for revisions in the guidelines and/or their implementation (June 2019)</p> <p>3.3 Prepare recommendations for revisions (October 2019).</p> <p>Inputs</p> <p>ADB: \$400,000</p> <p>Note: The government will provide counterpart support in the form of counterpart staff; suitably furnished office space with utilities and telecommunications access; training venue; information materials, data, maps, and other documents as needed; and other in-kind contributions.</p> <p>Assumptions for Partner Financing</p> <p>Not applicable.</p>

ADB = Asian Development Bank, MRTD = Ministry of Roads and Transport Development, TA = technical assistance.

^a Government of Mongolia. 2012. *The National Strategy on Traffic Safety*. Resolution No. 146. Ulaanbaatar.

^b ADB, the MRTD, and the consultants will agree on the five actions during TA implementation.

^c A place where road traffic crashes have historically been concentrated.

^d World Health Organization. Global Plan for the Decade of Action for Road Safety 2011–2020.

http://www.who.int/roadsafety/decade_of_action/plan/en.

^e ADB. 2016. *Technical Assistance to Mongolia for the Development of Road Safety Policy and Action Plan*. Manila.

Source: Asian Development Bank.

COST ESTIMATES AND FINANCING PLAN
(\$'000)

Item	Amount
Asian Development Bank^a	
1. Consultants	
a. Remuneration and per diem	
i. International consultants	211.4
ii. National consultants	72.8
b. Out-of-pocket expenditures	
i. International and local travel	24.0
ii. Training, seminars, and conferences ^b	50.0
iii. Reports and communications ^c	7.0
iv. Miscellaneous administration and support costs	1.0
2. Contingencies	33.8
Total	400.0

Note: The technical assistance (TA) is estimated to cost \$440,000, of which contributions from the Asian Development Bank are presented in the table above. The government will provide counterpart support in the form of counterpart staff; suitably furnished office space with utilities and telecommunications access; training venue; information materials, data, maps, and other documents as needed; and other in-kind contributions. The value of government contribution is estimated to account for 9% of the total TA cost.

^a Financed by the Asian Development Bank's Technical Assistance Special Fund (TASF 6).

^b About \$10,000 will be required to fund the campaign, and the remaining \$40,000 will fund the training activities. This amount includes interpretation costs.

^c This includes translating reports and reprinting selected government documents.

Source: Asian Development Bank estimates.

LIST OF LINKED DOCUMENTS

<http://www.adb.org/Documents/LinkedDocs/?id=51403-001-TARreport>

1. Terms of Reference for Consultants