

JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)  
NATIONAL TRAFFIC SAFETY COMMITTEE (NTSC), VIETNAM

THE STUDY ON  
NATIONAL ROAD TRAFFIC SAFETY MASTER PLAN  
IN THE SOCIALIST REPUBLIC OF VIETNAM UNTIL 2020

FINAL REPORT

VOLUME 3: TECHNICAL ASSISTANCE FOR THE  
CAPACITY DEVELOPMENT OF  
NATIONAL TRAFFIC SAFETY COMMITTEE (NTSC)

March 2009

ALMEC CORPORATION  
NIPPON KOEI Co., Ltd.

Exchange Rate used in the Report

USD 1 = JPY 118 = VND 16,500

(Average in 2008)

## **PREFACE**

In response to the request from the Government of the Socialist Republic of Vietnam, the Government of Japan decided to conduct “The Study on National Road Traffic Safety Master Plan in Vietnam” and entrusted the study to the Japan International Cooperation Agency (JICA).

JICA dispatched a study team headed by Mr. TAKAGI Michimasa of ALMEC Corporation, during the period from July 2007 to March 2009. The study team conducted the study with the Vietnamese counterpart team and held a series of discussions with the officials concerned of the Government of Vietnam. After the team returned to Japan, further studies were made and then the report was finally completed.

I hope that this report will contribute to the improvement of traffic safety measures and reduction of traffic accident in Vietnam.

I wish to express my sincere appreciation to the officials concerned of the Government of Vietnam for their close cooperation extended to the study team.

March 2009

TSUNO Motonori  
Chief Representative of Vietnam Office  
Japan International Cooperation Agency



March 2009

**Mr. TSUNO Motonori**

Chief Representative

Japan International Cooperation Agency

Vietnam Office

LETTER OF TRANSMITTAL

Dear Sir,

We are pleased to formally submit herewith the final report of the Study on National Road Traffic Safety Master Plan in the Socialist Republic of Vietnam.

This report compiles the result of the study which was undertaken both in Vietnam and Japan from July 2007 to March 2009 by the Team, organized by ALMEC Corporation and Nippon Koei Co., Ltd.

We owe a lot to many people for the accomplishment of this report. First, we would like to express our sincere appreciation and deep gratitude to all those who extended their extensive assistance and cooperation to the Team, in particular the National Traffic Safety Committee in Vietnam.

We also acknowledge the officials of your agency and National Police Agency as well as Ministry of Foreign Affairs for their support and valuable advice in the course of the Study.

We wish the report would contribute to the promotion and sustainable development of road traffic safety in Vietnam.

Very truly yours,

**TAKAGI Michimasa**

Team Leader

The Study on National Road Traffic Safety Master Plan  
in the Socialist Republic of Vietnam



**NATIONAL ROAD TRAFFIC SAFETY MASTER PLAN  
IN THE SOCIALIST REPUBLIC OF VIETNAM UNTIL 2020  
FINAL REPORT**

**TABLE OF CONTENTS**

**VOLUME 3: TECHNICAL ASSISTANCE FOR THE  
CAPACITY DEVELOPMENT OF  
NATIONAL TRAFFIC SAFETY COMMITTEE (NTSC)**

PREFACE  
LETTER OF TRANSMITTAL

**PART I INTRODUCTION**

1	RATIONALE FOR ADDITIONAL ASSISTANCE	
1.1	Background .....	I-1
1.2	Objectives.....	I-1
2	IMPLEMENTATION METHODOLOGY .....	I-2

**PART II PILOT PROJECT OF TRAFFIC SAFETY CULTURE DEVELOPMENT**

1	INTRODUCTION	
1.1	Background and Rationale of the Pilot Project .....	II-1
1.2	Objectives.....	II-2
1.3	Theme of the Pilot Project.....	II-2
1.4	Expression of Traffic Safety Culture.....	II-3
1.5	Definition of Safe Routes-to-School.....	II-3
1.6	Site Selection of Pilot Project.....	II-3
2	CURRENT TRAFFIC SAFETY EDUCATION IN SCHOOLS.....	II-6
3	LEGAL FOUNDATION THAT JUSTIFIES SELECTION OF THE HIGH SCHOOL FOR IMPLEMENTATION OF A PILOT PROJECT	II-6
4	CHARACTERISTICS OF THE PILOT PROJECT SITE	
4.1	General Situation of Cam Giang High School in Hai Duang Province.....	II-7
4.2	Traffic Safety Education in Cam Giang High School.....	II-8
4.3	Traffic Safety Situation in the School .....	II-8
4.4	Traffic Safety Situation at Ghe Intersection.....	II-8
5	PILOT PROJECT ACTION PLAN AND IMPLEMENTATION ACTIVITIES	
5.1	Action Plan and Implementation Process .....	II-13
5.2	Implementation of Program Activities.....	II-13
6	SUMMARY OF OVERALL PILOT PROJECT ACTIVITY .....	II-21

7	ANALYSIS OF THE TRAFFIC SAFETY CULTURE ACTIVITY PROGRAM ON SAFE ROUTE-TO-SCHOOL PILOT PROJECT	
7.1	Survey Results from Students in Cam Giang High School .....	II-24
7.2	Survey Results from Local Residents and Crossing Guard Volunteers .....	II-24
7.3	Survey Results from Local Authorities Concerned .....	II-25
8	EVALUATION ON THE PROJECT'S OUTCOMES .....	II-25
9	DIFFICULTIES AND LIMITATIONS .....	II-26
10	CONCLUSIONS .....	II-27
11	RECOMMENDATIONS .....	II-28

### **PART III TRAFFIC SAFETY FOUNDATION**

1	INTRODUCTION	
1.1	Rationale .....	III-1
1.2	Objectives .....	III-1
2	ROLE OF THE FOUNDATION IN TRAFFIC SAFETY CULTURE DEVELOPMENT .....	III-2
3	ESTABLISHMENT OF THE FOUNDATION	
3.1	Basic Policy .....	III-4
3.5	Comparative Assessment of Various Types of Foundation .....	III-4
4	CONDITIONS FOR AND CHARACTERISTICS OF CHARITABLE FUND	
4.1	Conditions for the Establishment of a Charitable Fund .....	III-9
4.2	Procedures for the Establishment of a Charitable Fund .....	III-11
4.3	Rights and Obligations of Charitable Fund .....	III-12
4.4	Organization and Management of Charitable Fund .....	III-13
4.5	Property and Finance of Charitable Fund .....	III-14
4.6	Taxation .....	III-15
5	TRAFFIC SAFETY FOUNDATION PROGRAMS AND ACTIVITIES	
5.1	Enhancement of Peoples' Knowledge and Consciousness .....	III-16
5.2	Human Resource Development .....	III-17
5.3	Enhancement of Community Involvement/Participation for Network Development .....	III-18
5.4	Consensus- and Trust-Building in Community by Prioritizing Safe Community .....	III-19
	and Safer Road User Issues	
5.5	Development/Improvement of Traffic Safety Standard .....	III-20
5.6	Development and Enhancement of Collaboration and Responsibility for Action .....	III-20
	among all Stakeholders	
5.7	Expenditure and Revenue from Activities .....	III-21
5.8	Foundation's Functions based on Proposed Program Activities .....	III-21
6	FINANCIAL STRUCTURE OF THE FOUNDATION	
6.1	Basic Structure .....	III-22
6.2	Charter Capital .....	III-23
6.3	Operational Revenue .....	III-25
6.4	Involvement of Government .....	III-26



**PART IV CONCLUSION AND RECOMMENDATION**

1 CONCLUSION

1.1 Traffic Safety Culture Pilot Project .....IV-1

1.2 Traffic Safety Foundation .....IV-2

2 RECOMMENDATION .....IV-2

## LIST OF TABLES

### PART II PILOT PROJECT OF TRAFFIC SAFETY CULTURE DEVELOPMENT

1.6.1	Characteristics of Hai Duong Province and its Pilot Site.....	II-4
2.1.1	Current Traffic Safety Education in Schools.....	II-6
4.4.1	Outline of Traffic Count Survey.....	II-10
5.2.1	Position, Function and Job Responsibility of Volunteer Students for TSC Activity Corner..	II-15
5.2.2	Function and Responsibility Required for Safety Patrol Volunteers.....	II-19
6.1.1	Summary of Overall Pilot Project Activity .....	II-21
11.1.1	Agencies and Responsibilities During the Conduct of the TSC Pilot Project in .....	II-30
	Cam Giang High School	

### PART III TRAFFIC SAFETY FOUNDATION

2.1.1	Roles of the Foundation based on Traffic Safety Culture Programs Proposed .....	III-3
	in the Master Plan	
3.2.1	Evaluation based on Type of Fund .....	III-8
5.7.1	Expenditure and Revenue of the Foundation.....	III-21
6.2.1	Required Amount of Foundation Capital.....	III-24
6.3.1	Classification of Activities relating to the Government.....	III-25

## LIST OF FIGURES

### PART I INTRODUCTION

2.1	Proposed Functions of the NTSC.....	I-2
2.2	Work Structure for the Additional Assistance.....	I-3

### PART II PILOT PROJECT OF TRAFFIC SAFETY CULTURE DEVELOPMENT

1.6.1	Location Map of the Pilot Site in Cam Giang District, Hai Duong Province .....	II-5
4.1.1	Cam Giang High School .....	II-7
4.4.1	Large Number of Students Crossing the Road at Ghe Intersection Daily .....	II-9
4.4.2	Daily Traffic Volume at Ghe Intersection .....	II-11
4.4.3	Hourly Traffic Volume at Ghe Intersection [NH No. 5 (Hanoi ⇄ Hai Phong)] .....	II-11
4.4.4	Hourly Traffic Volume at Ghe Intersection (Cam Giang ⇄ Hung Yen).....	II-11
4.4.5	Major Findings about Traffic Safety Awareness of Local Residents.....	II-12
5.1.1	Conceptual Flowchart for Implementation Processes of the Pilot Project.....	II-13
5.2.1	Pictures of Traffic Safety Culture Student Activity Corner .....	II-15
5.2.2	Structural Organization of Traffic Safety Culture (TSC) Student Activity .....	II-16
5.2.3	Student Volunteers to the TSC Student Activity Corner.....	II-16
5.2.4	Illustration of Safety Patrol Program at Ghe Intersection .....	II-18
5.2.5	Picture of Proposed Repainting Crosswalk Marking at 4 Directions .....	II-20

6.1.1 Activities during the Traffic Safety Program Implementation.....	II-23
6.1.2 Activities during Traffic Safety Patrol Program at Ghe Intersection .....	II-23

**PART III TRAFFIC SAFETY FOUNDATION**

6.1.1 Cash Flow Process of the Foundation .....	III-22
6.1.2 Foundation's Financial Composition by Stage .....	III-23

## ABBREVIATION

ADB	Asia Development Bank
ASEAN	Association of South East Asian Nations
CSR	Corporate Social Responsibility
D/D	Detailed Design
DOT	Department of Transport
EIRR	Economic Internal Rate of Return
ESCAP	United Nations Economic and Social Commission for Asia and the Pacific
FDI	Foreign Direct Investment
F/S	Feasibility Study
GDP	Gross Domestic Product
GOV	Government of Vietnam
GRSP	Global Road Safety Project
GTZ	German Technical Cooperation
HAIDEP	Hanoi Integrated Development and Environmental Program
HCMC	Ho Chi Minh City
ITS	Intelligent Transport System
JBIC	Japan Bank for International Cooperation
JICA	Japan International Cooperation Agency
M/C	Motorcycle
MIC	Ministry of Information and Communications
MOCI	Ministry of Culture and Information
MOET	Ministry of Education and Training
MOF	Ministry of Finance
MOH	Ministry of Health
MOJ	Ministry of Justice
MOPS	Ministry of Public Security
MOT	Ministry of Transport
NGOs	Non Governmental Organizations
NH	National Highway
NRADS	National Road Accident Data System
NTSA	National Traffic Safety Authority
NTSC	National Traffic Safety Committee
ODA	Official Development Assistance
OJT	On-the-Job Training
PDOT	Provincial Department of Transport
PTSC	Provincial Traffic Safety Committee

R&D	Research and Development
RRMU	Regional Road Management Unit
RSA	Road Safety Audit
RSMS	Road Safety Management System
SAPROF	Special Assistance for Project Formation
SIDA	Swedish International Development Cooperation Agency
TA	Traffic Accident
TDSI	Traffic Development and Strategy Institute
TDM	Traffic Demand Management
TRAHUD	Traffic Safety Human Resource Development Project in Hanoi
TS	Traffic Safety
TSA	Traffic Safety Audit
TSC	Traffic Safety Culture
TSC	Traffic Safety Committee
TSPMU	Traffic Safety Project Management Unit
TUPWS	Transportation and Urban Public Works Services
UNICEF	United Nations Children's Emergency Fund
USD	United States Dollar
VITRANSS	Vietnam National Transport Development Study
VND	Vietnamese Dong
VR	Vietnam Register
VRA	Vietnam Road Administration
VRSP	Vietnam Road Safety Project
WB	World Bank
WG	Working Group
WHO	World Health Organization
WTO	World Trade Organization

## **PART I INTRODUCTION**

### **1 RATIONALE FOR ADDITIONAL ASSISTANCE**

#### **1.1 Background**

After numerous collaborative efforts from the JICA Study Team, the NTSC and other counterpart teams, this Master Plan Study which is primarily aimed at developing a National Road Traffic Safety Master Plan until 2020 and formulating an Action Program for the next five years has been completed. The Master Plan and Action Program have introduced a series of traffic safety development programs covering both intersectoral and sectoral issues which aim to reduce by half the number of fatalities as well as to improve institutions concerned with traffic safety. This includes proposed programs for organization (or re-organization, as the case may be) and systems development towards comprehensive traffic safety policy development.

The submitted Master Plan and Action Program will undergo the usual and necessary approval process by the Government of Vietnam. Current serious traffic accident situation however requires immediate implementation of whatever effective countermeasures can reduce the number of traffic accident fatalities. While the Government of Vietnam has already initiated urgent implementation of measures such as helmet wearing and strengthening of traffic law enforcement to curb this serious and worsening traffic situation, further efforts are urgently and strongly required to ensure sustainable traffic safety development. Among the urgent required measures is the improvement of traffic safety awareness since lack of it accounts for more than 80% of the cause of traffic accidents. Thus, the community-based activity (traffic safety culture activity) that aims to raise traffic safety awareness among road users was proposed in the Master Plan and Action Program. In order to successfully implement these community-based activities, a comprehensive approach that includes not only the concerned Ministries such as MOT and MOPS but also the local governments, civic organizations, homeowners associations, and private companies will be requested, with the National Traffic Safety Committee (NTSC) expected to play a key role during the implementation.

To respond to this urgent need, the NTSC has requested additional technical assistance from the Government of Japan for sustainable traffic safety development to achieve the proposed mission of the Master Plan of a “Kindhearted Traffic Accident-Free Society”. And this Part VI is a summary of the said additional technical assistance.

#### **1.2 Objectives**

One of the significant improvements towards sustainable traffic safety development is the functional strengthening and capacity building of the National Traffic Safety Committee, particularly in the promotion of the comprehensive traffic safety development. The Master Plan and Action Program have proposed several safety programs for the communities to enhance peoples’ traffic safety awareness wherein NTSC is expected to play significant roles in promoting it through coordination with

related agencies, assessment on how to secure new budget for the activities and development of public relation activities for nationwide coverage. Therefore, to further strengthen NTSC function, the additional assistance will focus on the following areas:

- (1) Examination of required institutional mechanism for Traffic Safety Culture Development,
- (2) Examination on the establishment of a Traffic Safety Foundation, and
- (3) Support for traffic safety campaign to enhance peoples' safety awareness.

## 2 IMPLEMENTATION METHODOLOGY

The function of the NTSC proposed in the Master Plan is presented in Figure 2.1, mainly formulating a comprehensive and sustainable traffic safety development plan as well as establishing a communication and collaboration mechanism with sectoral agencies, local government agencies, international donors, and the private sector. On the additional technical assistance, in order to improve practical knowledge and skills, the Master Plan proposes to promote an approach with "Participation, Experience and Implementation". The NTSC Executive Office established taskforce teams for each of the activities while the pilot project and examination was implemented with the JICA Study Team. Figure 2.2 shows a work structure for the additional work as well as the relation between the main objective and focus areas.

**Figure 2.1 Proposed Functions of the NTSC**

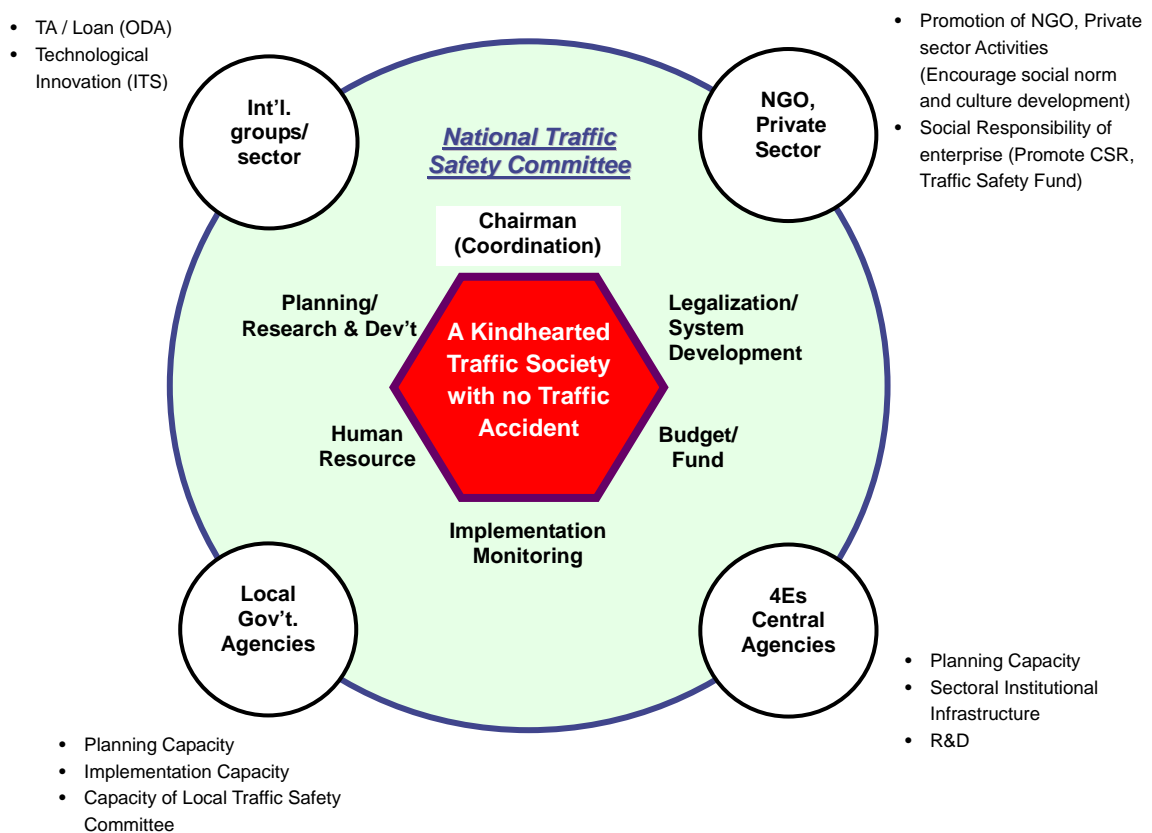
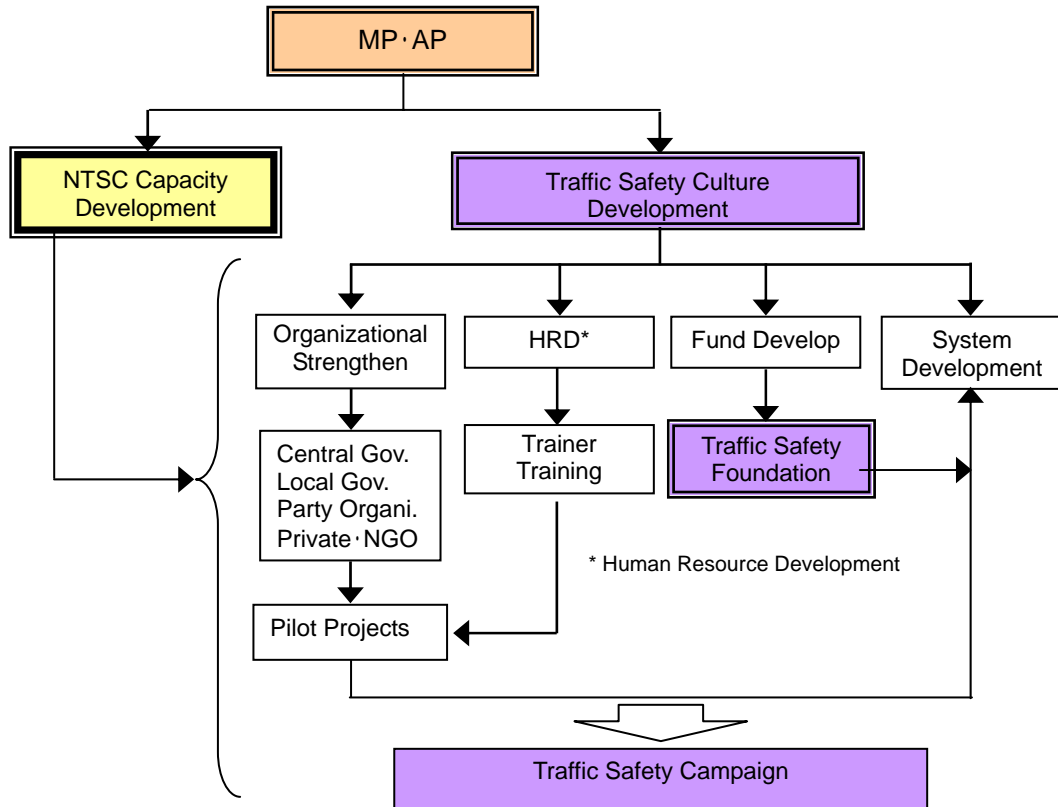


Figure 2.2 Work Structure for the Additional Assistance





## **PART II PILOT PROJECT OF TRAFFIC SAFETY CULTURE DEVELOPMENT**

### **1 INTRODUCTION**

#### **1.1 Background and Rationale of the Pilot Project**

An important role of the NTSC includes the implementation of intersectoral traffic safety measures. NTSC has already planned and implemented traffic safety campaigns every September as well as implemented measures for specific themes such as helmet wearing. While these implemented measures have positive results, unfortunately, the peoples' dangerous driving behaviors and habits have not yet completely changed to be considered the formation of a traffic safety culture. Traffic safety culture evolves from the daily practice of proper road use behavior which in turn accumulatively internalizes an individual's attitude, develop its subjective norm and safety-consciousness leading to a safe habit. This then gradually develops into a sense of social conscience which will naturally and inherently transform to a traffic safety culture behavior.

While traffic safety education is being implemented in schools under the MOET, measures of safety education at community level do not have enough examples. The necessary measures at the community level towards behavioral changes are not only implementation of educational activities but also the formulation and implementation of a comprehensive program which includes the improvement of both traffic environment and traffic enforcement. And since a comprehensive program shall require as indispensable various sectoral measures, the more that NTSC's role becomes very important. In addition, while practical activists are the people in each community under the supervision of the PTSC, it is necessary to establish a system and formulate policies towards sustainable implementation of traffic safety culture activities.

#### **1.2 Objectives**

This pilot project was implemented with the sole purpose of providing NTSC with the necessary experience and basic implementation knowledge towards the institutionalization of the traffic safety culture activity.

The pilot project is therefore aimed towards:

- (i) Studying knowledge of behavioral habits through practical traffic safety culture activity
- (ii) Identification of the coordinating organizations that shall play a key role in implementing the traffic safety culture activity along the national highways to improve coordination capability.
- (iii) Identification of possible recurring implementation issues that can hamper sustainable traffic safety culture development to guide them in future implementation activities.

### **1.3 Theme of the Pilot Project**

Records from NTSC and the Police indicate that most of the accidents occur along the national highways, especially highways near a school complex due to high vehicle speeds. Thus, raising awareness on road traffic safety among schools, students and local residents, as well as other road users passing by and the concerned authorities should be the primary step.

This pilot project therefore has introduced the Safe Route-to-School Program to the local community, the very first program of its kind ever implemented in Vietnam under the Master Plan study.

The objectives of the Safe Route-to-School Program are to

- To introduce the Safe Route-to-School concepts
- To educate high school students on proper way to bike and walk to school safely
- To raise awareness on traffic safety in the school and the community
- To encourage the community to instruct students and local residents on traffic safety, and to generate cultural and civilized behaviors
- To encourage students to learn traffic safety culture by themselves
- To identify the coordinating organizations that play key roles in executing traffic safety culture activities in provincial schools along the national highway and to initially develop their implementation capacities.

### **1.4 Expression of Traffic Safety Culture**

Traffic safety culture is defined as “a person’s goodwill to learn, practice and experience the process of daily use of proper and safe driving behavior on roads in compliance with traffic laws and in consideration of other road users.”

The success of traffic safety culture development lies in the enthusiasm and commitment of the authorities concerned and the communities in particular to work together towards a common goal of increasing awareness and reducing the number of road traffic accidents. This traffic safety culture development is therefore aimed towards helping build capacity to ensure sustainable development.

Effective integration of 3Es countermeasures (engineering, education and enforcement) in particular, together with the encouragement of public participation, will help in fundamentally implanting awareness among Vietnamese road users to behave in accordance to proper traffic behavior and be considerate of other road users when participating in road traffic.

Therefore, traffic safety culture development will enhance the behavioral change in the following manner:

- (i) Road users shall obey, respect and have traffic law-abiding behavior

- (ii) Road users shall respect and be considerate of other road users while sharing the same road space with other various transport modes

Traffic police and transportation agencies should make sure that their roles and tasks to make road traffic safer and of better circumstance are being undertaken.

## **1.5 Definition of Safe Routes-to-School**

An increasing number of students walks or rides their bikes to and from schools. These students therefore need to be educated and/or reminded of traffic safety rules and regulations.

The Safe Routes-to-School is a method to encourage students, including those with disabilities, to walk and bike to school safely and to make walking and biking to school appealing. In addition, this also aims to increase awareness on the potential dangers they face in walking or biking to and from school in cooperation with local authorities, police, local road authority, communities, schools, and parents to make routes safer for students to walk or bike to school.

## **1.6 Site Selection of Pilot Project**

### **1) Geographic Data and Transportation Characteristic of the Site**

The selected pilot site has an interesting fundamental background on geography and transportation which supported the site selection.

- (i) Hai Duong Province

Hai Duong is one of the provinces in the center of the Northern Key Economic Zone situated on the national highway No.5 (from here on referred to as NH No.5), approximately 60 km east from Hanoi. Hai Duong province is located on Vietnam's Northern delta covering an area of 1,648.4 square km with more than 60% of agricultural land. Hai Duong has an approximate population of 1,757,691. There are two national highways (NH No.18 and NH No.5) passing Hai Duong which are the major route connecting Hanoi capital and Hai Phong city while also cutting Hung Yen and Hai Duong. Hai Duong shares 44.6 out of 106 km on the NH No.5. The section from Hung Yen to Hai Duong covers a rural area, large industrial zones, medium and small manufacturers.

In terms of traffic flow, motorcycles and bicycles share a large proportion (77%). Based on the Traffic Safety Pilot Study conducted in 2005, 4-wheel vehicles comprise 23% of vehicles traveling on this route which included cars, trucks and buses. This is a significant share compared to other national highways, which is one of many reasons for high accident rates in Hai Duong.

The province ranks 18<sup>th</sup> among the 64 cities and provinces nationwide with high accident locations (57 of 312 cases occurring on NH No.5, 41 of 233 fatalities and 39 of 215 injuries resulting from accidents, as reported in Hai Duong Traffic Safety Committee's statistics in 2008). Major causes are speeding and reckless driving such as illegal overtaking.

**Table 1.6.1 Characteristics of Hai Duong Province and its Pilot Site**

Item	Hai Duong Province	Cam Giang District	Tan Truong Commune				
Area size	1,648.4 Sq. km.	109.3 Sq. km.	8,460 Sq. km.				
Spatial share of NH5	44.6 km/106 km						
Population	1,757,691 persons	125,854 persons	13,257 persons				
Population density	1,066.30 persons/km <sup>2</sup>	1,151.455 persons/km <sup>2</sup>	1,567 persons/km <sup>2</sup>				
No. of households			3,815 units				
No. of households surrounding Ghe Intersection within 100 meter-radius	-----	----	213 units				
No. of schools (2007-2008)							
- Kindergartens	287	19	1				
- Elementary	279	21	1				
- Secondary	283	20	1				
- High-school	43	3	3				
- Continuing learning center			1				
Total No of Students	388,079	26,328	5,400				
No. of offices surrounding Ghe Intersection							
- Government office	Not available	Not available	10				
- Company	Not available	Not available	8				
No of registered cars	25,981	Not available	Not available				
No of registered motorcycles	426,901	Not available	Not available				
<b>Traffic Accidents in Hai Duong Province was ranked 18/64 nationwide</b>							
Item	2007	2008	NH 5	NH 18			
Traffic accident	358	312	57	35			
Deaths	281	233	41	19			
Injuries	282	215	39	30			
<b>Causes of Traffic Accidents</b>							
Speeding	Wrong lane shifting	Careless observation	Illegal overtaking	Jay-walking	Self-inflicted accidents	Escape from chasing	Others
73	80	37	50	9	35	2	26

Sources: PTSC, DOPS, DOET, DOT.

(ii) Cam Giang District

Cam Giang is one of 12 districts and communes in Hai Duong province. It covers an area of 109.3 square km and has a population of 125,854, including 23,328 students. Cam Giang district, located along the NH No.5, has 5 communes, with Tan Truong among one of those communes. Tan Truong Commune has a population of 13,257 and 3,815 households.

Ghe intersection of Tan Truong Commune is the junction intersected by both inter-provincial and inter-communal roads. In the neighborhood of Ghe intersection, there are 24 offices, companies and schools. Local residents are farmers, workers in industrial zones, salespersons, motorcycle-taxi drivers, and so on. As a result, local traffic demand is quite high.

Ghe intersection (4-way intersection) is a complicated and dangerous spot surrounded by 5 schools, 1 provincial hospital, 1 continuing education center and 1 fresh market (within 500-600m radius). A traffic signal was installed here, but only operates flashing yellow lights. This warning signal is not efficient enough to regulate local traffic flow. During peak hours, heavy traffic flow leads to a high

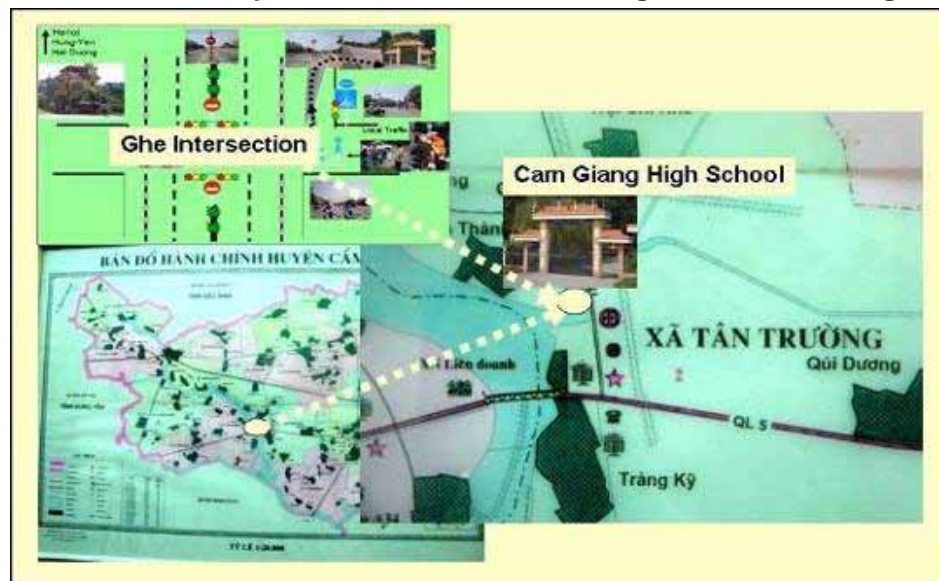
volume of congestions, conflicts and accidents. Moreover, traffic safety corridors at the intersection are occupied with houses, shops and parking lots.

## 2) Site Selection of Pilot Project

In cooperation with and suggestion from NTSC and other concerned agencies, Cam Giang High School was selected as the pilot project site and their students as the primary target.

The Cam Giang High School is located along the NH No. 5 in Tan Truong Commune, Cam Giang District, Hai Duong Province. The Safe Route-To-School Program has designated the pilot study area within 500-1000m radius covering an area from Ghe intersection to Cam Giang High School (Figure 1.6.1).

**Figure 1.6.1 Location Map of the Pilot Site in Cam Giang District, Hai Duong Province**



Source: JICA Study Team

## 2 CURRENT TRAFFIC SAFETY EDUCATION IN SCHOOLS

The traffic safety education in schools is characterized in the table below.

**Table 2.1.1 Current Traffic Safety Education in Schools**

School Level	Traffic Safety Education Program
1. High-school	Integrated in Law Education
2. Secondary school	Integrated in appropriate classes in curriculum Integrated in Civil Education: - 6 <sup>th</sup> grade, 23 <sup>rd</sup> and 24 <sup>th</sup> classes: "Ensure Traffic Safety Order" - 7 <sup>th</sup> to 9 <sup>th</sup> grades, 18 <sup>th</sup> class: "Extra-Curriculum Practice and Local Issues"
3. Elementary school	Conducted from the 3 <sup>rd</sup> week of September to 2 <sup>nd</sup> week of November, 1 class per week - 5 <sup>th</sup> grade: 5 lessons in 8 classes - 1 <sup>st</sup> to 3 <sup>rd</sup> grades: 6 lessons in 8 classes
4. Kindergarten	Traffic safety topic in 2-3 weeks of the 2 <sup>nd</sup> semester
<b>Notes:</b> In addition, traffic safety is also integrated in extra-curricular activities hosted by the Youth Union, Red Cross Foundation and Teenager Union in weekly discussions every Mondays. Students' profiles also include their records of traffic violation. September is the month of Traffic Safety.	

Source: DOET and JICA Study Team.

### **3 LEGAL FOUNDATION THAT JUSTIFIES SELECTION OF THE HIGH SCHOOL FOR IMPLEMENTATION OF A PILOT PROJECT**

The following are requests from the Ministry and Department of Education and Training:

- (i) The Ministry of Education and Training launched the “Students and families comply with traffic regulations” campaign; signed joint agreement among Public Security agencies, Central Television and Ho Chi Minh Youth Union to cooperate on traffic safety (in compliance with Directive No.52/2007/CT-BGD&ĐT dated 31 August 2007). Previously, on 22 August 2007, the Minister of Education and Training approved Decision No.4458/QĐ-GĐĐT on “Safe School Development and Injury Prevention”, including traffic accident prevention criteria.
- (ii) Document No.88/SGD&ĐT-GDTH issued by Hai Duong Department of Education and Training on 10 August 2007 details “Hai Duong Department of Education and Training’s Action Plan following Resolution No. 32/2007/NQ-CP”.
- (iii) All educational institutions in Hai Duong have acknowledged the need for traffic safety, strived to improve the excellence of traffic safety education for students and communities. Particularly, schools and offices surrounding Ghe intersection have been considered as priority target participants, as this is a complicated junction joining the national highway and inter-communal roads.

The following activities and Official documents issued by Ho Chi Minh Communist Youth Union:

- (i) Joint Resolution No. 124/NQLT dated 6/7/2001 detailing the Campaign on “Mobilizing young people to actively ensure traffic safety.”
- (ii) In 2007, the Youth Union, in cooperation with the Central Ideology Committee and Rail Road Traffic Police Bureau of the Ministry of Public Security, hosted “Young people and Traffic Safety” day.
- (iii) On 18 December 2008, the Youth Union hosted a Seminar to organize “Young people and Traffic Safety culture” day.

## **4 CHARACTERISTICS OF THE PILOT PROJECT SITE**

### **4.1 General Situation of Cam Giang High School in Hai Duong Province**

Cam Giang High School’s main entrance is on the NH No.5 and around 200 meters away from Ghe intersection. The school covers an area of 27,445 square meters; it has a total of 69 teachers and 1,391 students with 30 classes. Most teachers commute to school by motorcycle while almost all of the students (95%) ride bicycles to school.

The route from Ghe intersection to the school configures a small slope with a bottleneck section which is used by most of the teachers and students to access the school. As local residents (retail shops) also illegally occupy the area, it becomes even more difficult for students and teachers to access the school, as illustrated in below figure. On the other hand, some of those who live on the opposite direction of the school has

to cross NH No.5 in coming to and leaving from school. Thus, obviously, traffic safety is a major issue of the school. Although this problem has been presented to the local authorities many times, the issue has still not been resolved.

**Figure 4.1.1 Cam Giang High School**



Source: JICA Study Team

The following are some of the general characteristics and safety concerns of Cam Giang High School:

- Cam Giang High School has more than 1,300 students and most of them walk or bike from their residence to school, and vice-versa, daily in approximately 5 to 7 km of travel distance.
- Cam Giang High School is located along NH No. 5 which is an international highway where industrial zone is located and a lot of accidents have frequently occurred.
- More than 100 students and local residents use and cross the roads at Ghe intersection daily.
- High school students have a high tendency of risk taking behavior and low perception of risk: the more risk behaviors they perform, the more respect and admiration they receive from their friends.
- Once the students ignore a red light, others follow which usually result in potential road traffic accidents, hence turning into a social dilemma.

#### **4.2 Traffic Safety Education in Cam Giang High School**

Traffic safety education subject is mostly integrated with the Civil Education subject. Concepts related to traffic safety education are also combined with geography or foreign language subjects. Traffic safety education is included in both official and extra-curricular subjects and activities.

#### **4.3 Traffic Safety Situation in the School**

Based on the survey, there were a total of 40 traffic accidents involving students in the past three years which contributed to 5% injury while the total number of traffic accidents involving teachers is 5.

Among the students involved in the accidents, there was a student from 12C2 class who was hit 3 times by motorcycles but did not suffer any serious injury. Another student from 11B1 however suffered serious injuries after also being hit 3 times by motorcycles. There was even an outrageous incident involving one student who had been hit more than ten times and was seriously injured.

Also based on the survey, the major causes of traffic accidents were inappropriate lane separation, narrow roads and road users' risk-taking behaviors. The indicated risk-taking behaviors are parallel riding, chatting or carrying umbrella while riding, one rider carrying 2 or 3 passengers, speeding, illegal overtaking, overloading, jaywalking and careless crossing.

#### **4.4 Traffic Safety Situation at Ghe Intersection**

Ghe intersection on the NH No.5 in Tan Truong Commune is one of those intersections with very high and intensified transportation activities; there are 6 public and private schools, an industrial complex, public utilities, fresh markets, retail shops, and local residential areas located within the vicinity. On a daily basis, more than 100 primary to



high school students, parents, teachers, other road users use or cross the road at Ghe Intersection. Sometimes, preventable accidents usually caused by human errors occur either by student pedestrians, bicyclists or adult drivers.

**Figure 4.4.1 Large Number of Students Crossing the Road at Ghe Intersection Daily**



Source: JICA Study Team

The flashing yellow lights are operated at most intersections along the national highways including Ghe intersection to alleviate high traffic volume and to smooth traffic flow. The motor vehicle drivers tend to drive at speeds that they feel comfortable with while vulnerable road users like student pedestrians and bicyclists try to cross the roads at Ghe intersection with passing-by speedy motor vehicles condition.

In addition to unsafe driving and riding behaviors, there are traffic engineering issues which can be contributing to the causes of accident occurrence such as:

- (i) Non-signalized operation
- (ii) Unclear crosswalk marking
- (iii) Insufficient pedestrian crossing signage
- (iv) Motorcycle taxi stop occupying the road shoulder which obstructs the passage on sidewalk and access to school for students and pedestrians
- (v) Encroachment of retail shops which obstruct access to school

There are a number of accidents which frequently occur at Ghe intersection. And based on actual onsite observation survey as well as from reports of the local traffic police of Tan Truong Commune and Cam Giang District, the major causes of accidents are (1) speeding, (2) overtaking, passing over, (3) cutting across running vehicles, (4) not yielding to pedestrians, (5) jaywalking, crossing the road while using gadgets and other devices, and (6) parallel riding, among others.

A traffic survey was conducted prior to implementation of the pilot project for quantitative analysis of traffic situation at Ghe intersection.

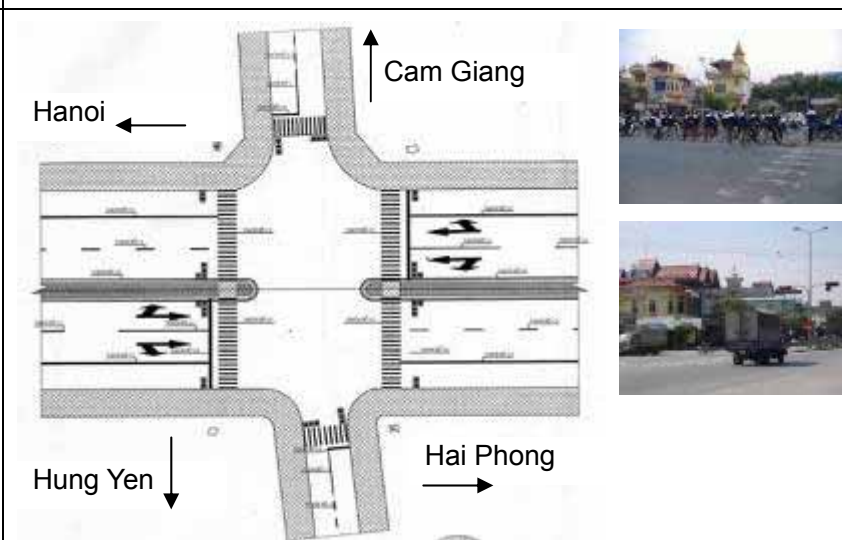
### **1) Traffic Survey at Ghe Intersection**

In order to understand the traffic situation at Ghe intersection, a traffic count survey was conducted before implementation of pilot project.

(i) Outline of Traffic Count Survey

Outline of traffic count survey is shown in Table 4.4.1.

**Table 4.4.1 Outline of Traffic Count Survey**

Survey Coverage	This survey was conducted for a period of one day (24 hours) at Ghe intersection along NH5, on Jan. 7 - 8, 2009.
Survey Method	The traffic count survey is conducted to get the hourly traffic volume by vehicle type and by direction. The vehicle type is classified as follows: 1) Pedestrian    6) Taxi    11) 2-Axle 6-Wheel Truck 2) Bicycle    7) Mini Bus (<=25 pax)    12) 3-Axle Truck 3) Cyclo    8) Standard Bus (>25pax)    13) 4 or More Axle Truck 4) Motorcycle    9) Private Bus    14) Trailer 5) Car    10) 2-Axle 4-Wheel Truck    15) Others
Location	

Source: JICA Study Team

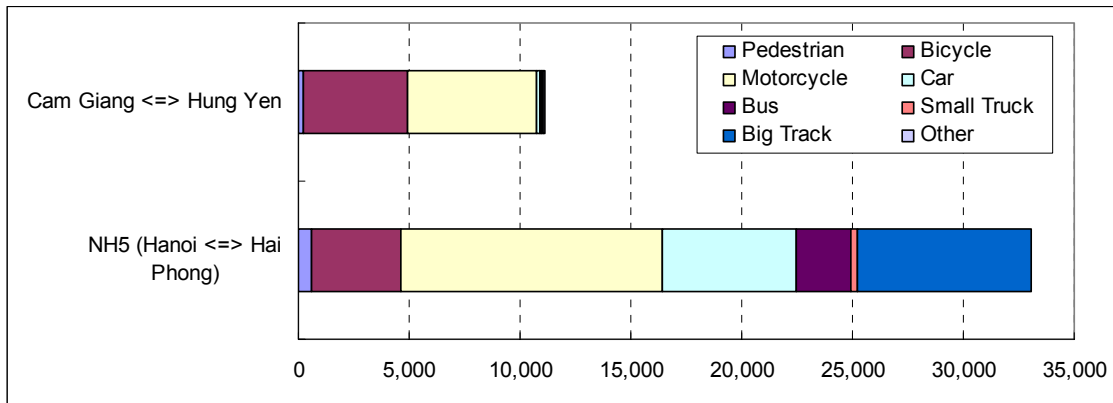
(ii) Daily Traffic Volume

Traffic volume on NH No. 5 is more than 30,000 vehicles per day. The share of the two- and four-wheeled vehicles is almost the same. The traffic volume direction of Cam Giang and Hung Yen is more than 10,000. Majority of them are bicycles and motorcycles.

(iii) Hourly Traffic Volume

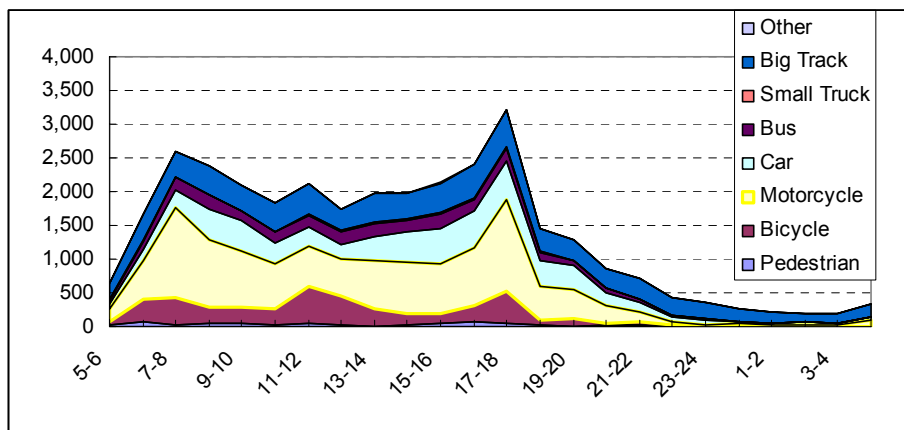
There are 2 peak hours in this intersection, around 8:00 and 18:00, wherein traffic situation becomes very complicated.

**Figure 4.4.2 Daily Traffic Volume at Ghe Intersection**



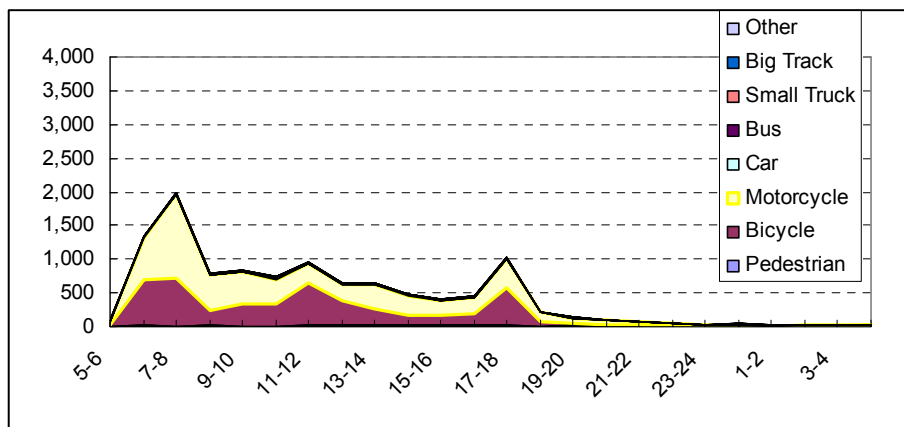
Source: JICA Study Team

**Figure 4.4.3 Hourly Traffic Volume at Ghe Intersection [NH No. 5 (Hanoi ↔ Hai Phong)]**



Source: JICA Study Team

**Figure 4.4.4 Hourly Traffic Volume at Ghe Intersection (Cam Giang ↔ Hung Yen)**



Source: JICA Study Team

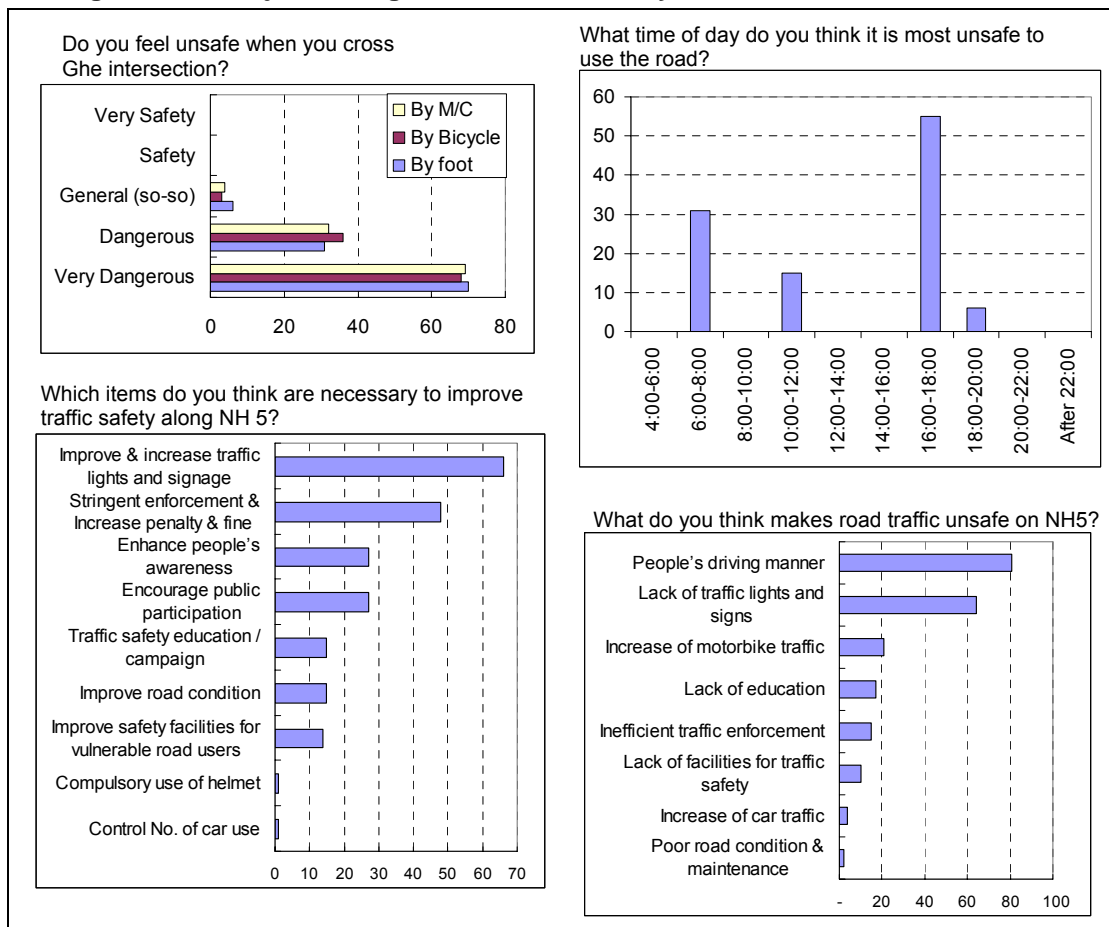
## 2) Traffic Safety Awareness of Local Residents

A sample of 107 residents living near Ghe intersection participated in an interview survey on traffic safety awareness. Questions asked during this survey are those pertaining to traffic behavior at Ghe intersection, opinion about traffic safety, traffic accident experience, and personal information.

The following are some of the major findings during the interview survey, as illustrated in Figure 4.4.5.

- (i) Almost all of road users feel unsafe when crossing Ghe intersection.
- (ii) Majority of road users feel unsafe during peak hours (6:00-8:00, 16:00-18:00).
- (iii) Major reasons perceived contributing to unsafe road traffic are “People’s driving manner” and “Lack of traffic lights and signs.”
- (iv) The most important countermeasure that is perceived to improve traffic safety in Ghe intersection is the operation of traffic lights and installation of signage.

**Figure 4.4.5 Major Findings about Traffic Safety Awareness of Local Residents**



Source: JICA Study Team

### 3) Identified Traffic Safety Issues on the Pilot Site

The results of the survey indicate that it is necessary to operate a traffic signal on Ghe intersection during peak hours at the least to keep traffic safe and smooth. In addition, traffic safety culture activities by traffic police and local volunteers may be requested to protect vulnerable road users and to promote awareness among road users when traffic signal is operated in the intersection.

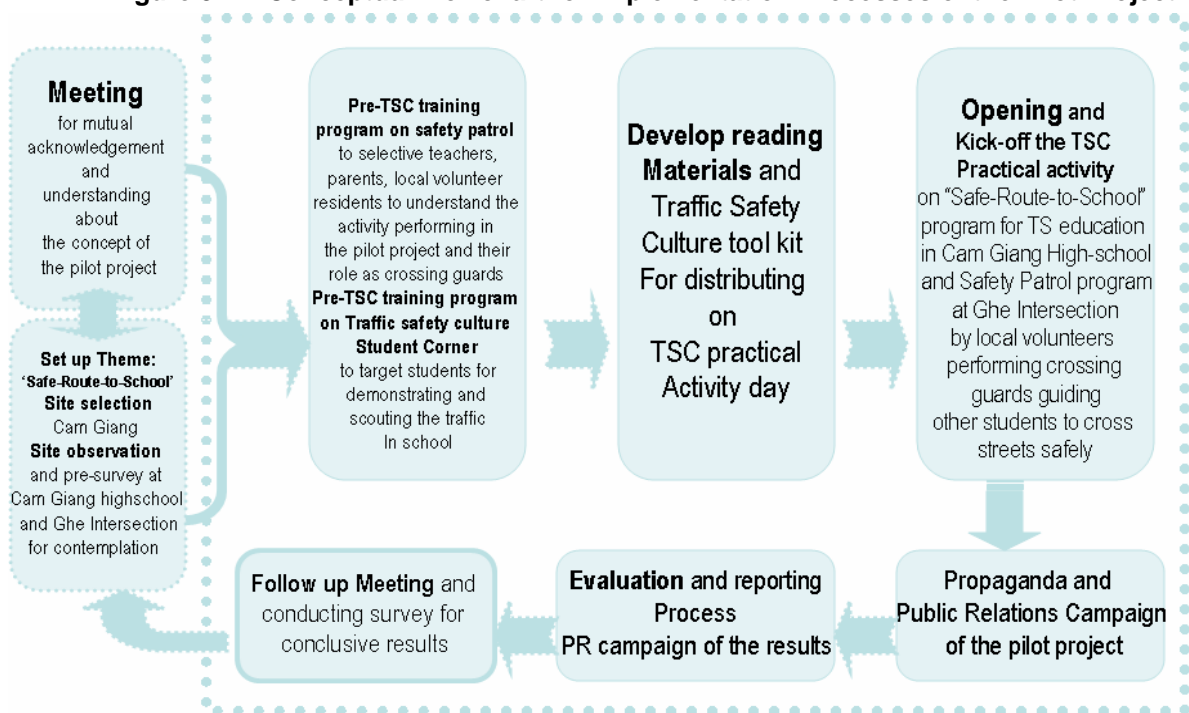
## 5 PILOT PROJECT ACTION PLAN AND IMPLEMENTATION ACTIVITIES

### 5.1 Action Plan and Implementation Process

Implementation of a pilot project on Safe Routes-to-School Program required a comprehensive action plan to assist students in the development of safe walking or riding habits, the identification of safe routes and to make them more concerned and aware of the potential risks/dangers they face in walking to and from school daily.

The conceptual procedure was developed and followed to simplify the implementation of the action plan. The conceptual flowchart of the action plan and implementation process of the pilot project is illustrated in Figure 5.1.1 below.

**Figure 5.1.1 Conceptual Flowchart for Implementation Processes of the Pilot Project**



Source: JICA Study Team

### 5.2 Implementation of Program Activities

To successfully achieve the objective of raising traffic safety awareness, students and other agencies concerned should participate, experience and practice the traffic safety activities. For this pilot project of traffic safety culture development, two program activities were launched as discussed in the succeeding subsections.

#### 1) Program Activity 1: Traffic Safety Culture (TSC) Student Activity Corner

This program is a school-based activity with students as the primary target. Its objectives were to raise awareness and to stimulate student participation in traffic safety culture in school. Activity site is on-campus of Cam Giang High School.

- (i) TSC student activity corner was conducted last 12 January 2009. The allocated duration for the activity was approximately 1 hour (from 09:40 to 10:40).
- (ii) Details of the TSC student activity corner program consisted of:

- (1) Quiz time (Q & A) (allocated time: 20 min.) The main reason for choosing the quiz time as the first program was to stimulate interest and motivate students to participate in the event. And more importantly, it was aimed at determining their level of traffic safety awareness. The following procedures were performed:
  - 15 Questions of traffic rules and traffic signs were developed by local traffic police;
  - Students felt free to participate and answer the questions;
  - Students who answered the questions correctly were presented a token from the JICA Study Team;
  - The event took place on the ceremonial stage and participated in by local traffic police and students.
  
- (2) Demonstration on how to bike-and-walk to school safely and the aggressive behaviors that should be avoided (allocated time: 20 min.) After determining the students' level of traffic safety awareness through conduct of quiz time on traffic rules and traffic signs, the demonstration of aggressive behaviors were provided to remind/reiterate to students the laws imposed on these behaviors. The following procedures were demonstrated:
  - Based on accident records from school and local traffic police, 3 high risk riding behaviors were demonstrated by 10 trained volunteer students with a close instruction of local traffic police.
  - The demonstration was performed to a crowd of students and other participants while providing proper instructions why these kinds of aggressive/high-risk behaviors should be avoided.
  - Location of the demonstration activity was on campus, in between the ceremonial stage and the roadway to classroom building.
  - The event was participated in by school officials and students in cooperation with and under close supervision of local traffic police.
  
- (3) TSC student corner at student information section (20 min.) provided the students information on traffic safety education along with the simple questionnaire so as to know their reaction and feedback. The event procedures were as follows:
  - Students were asked to accomplish a questionnaire and were presented toolkits as an incentive program.
  - The questionnaire was developed by the students themselves and the JICA Study Team.
  - Students were invited to be members of TSC student activity corner for possible future activities.
  - Conduct of public relations on how to access TSC youth club website and distribution of TSC tool kit.
  - The sessions were conducted by volunteer students.

**Figure 5.2.1 Pictures of Traffic Safety Culture Student Activity Corner**



Source: JICA Study Team

(iii) Preparatory works for the activity were as follows:

- (1) Required participation for this event was about 10 student volunteers from Grade 10 or 11.
- (2) Supporting volunteer participation was required from 1 or 2 teachers, 1 or 2 local traffic police and 1 or 2 local volunteers (if applicable).
- (3) Assigned position, function and responsibility required for the main actors of this activity: In order to make traffic safety culture student activity realistic, ten (10) students were recruited for training and participation on the TSC student activity corner. The position, role and responsibilities assigned to the trained students were listed in Table 5.2.1.

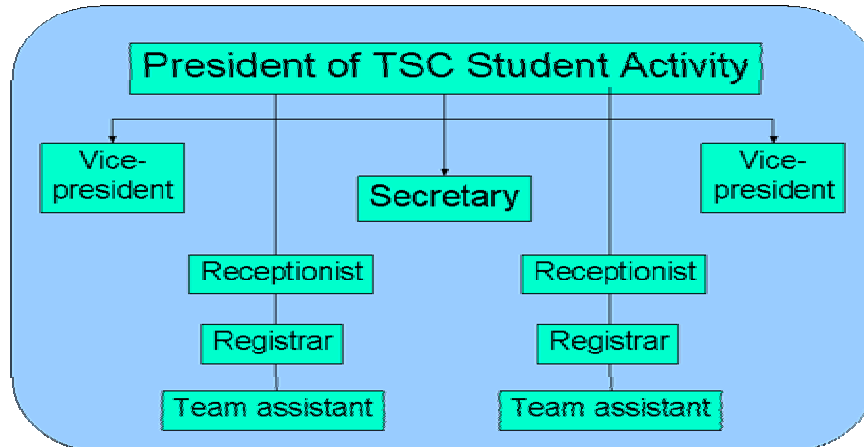
**Table 5.2.1 Position, Function and Job Responsibility of Volunteer Students for TSC Activity Corner**

Position	Qualification	Function	(Job) Responsibility
President (1 student)	: Sense of leadership : Influential power : Ability to lead team	Lead and guide team	: Master of ceremony (MC) : Brief introduction of TSC activity : MC of quiz time
Vice-president (2 students)	: Sense of leadership : Influential power	Listen to president order Lead and guide team	: Assist president for MC : Provide brief introduction of TSC Activity : Help plan the activity
Secretary (1 student)	: Friendly personality : Ability to undertake administrative work	Keep TSC materials organized	: Follow instructions of president : Manage team and the activity : Keep TSC materials organized
Receptionist (2 students)	: Friendly personality : Ability to communicate with many people	: Welcome/greet participating students : Guide participating students about the activity : Invite and assist participating students to fill out questionnaire	
Registrar (2 students)	: Friendly personality : Ability to communicate with many people	: Welcome participating students : Register incoming students for TSC student activity corner members : Invite and assist participating students to fill out questionnaire	
Team assistant (2 students)	: Friendly personality : Ability to do any job as assigned	: Distribute TSC toolkit to participating students : Inform other participating students on how to access to TSC youth club website	

Source: JICA Study Team.

(4) Structural organization of Traffic Safety Culture (TSC) Student Activity: Each volunteer student would play an assigned role for the activity. For instance, the selected president would lead and guide the team, act as the master of ceremony (MC), make a brief introduction of TSC activity, and act as the MC for the quiz time (if applicable). The selected secretary on the other hand would receive and follow instructions from the president, help manage the team and the activity, and keep TSC materials organized. Figure 5.2.2 illustrates the structural organization of TSC student activity.

**Figure 5.2.2 Structural Organization of Traffic Safety Culture (TSC) Student Activity**



Source: JICA Study Team.

It was very crucial that an informal pre-training had been provided to student volunteers on 9 January 2009 in Cam Giang High School campus to ensure the smooth implementation of the pilot project program. The student volunteers, teachers and local traffic police were advised by the JICA Study Team on the program details in preparation of the activity and were supervised in the rehearsal of required tasks and demonstrations.

**Figure 5.2.3 Student Volunteers to the TSC Student Activity Corner**



Source: JICA Study Team.



(iv) Materials used for this activity:

In order to invite attention from and provide strongly significant impact on all concerned agencies and target participants, particularly in influencing neighboring cities, the event was launched in an attractive and informative environment.

(1) Decoration of the activity corner

- The student information section on campus was used to set-up the TSC student corner booth provided with tables, chairs, table cloths, etc.
- 3 Poster stands with “Traffic Safety Culture Student Activity Corner” were designed and installed in the booth. One poster stand illustrated the traffic signs and traffic rules. The other one showed the focused message “Toward kindhearted traffic accident-free society” and the third poster provided concepts and illustrations of traffic safety education and traffic safety culture in Japan and the like to influence and grasp attention of students and other participants.

(2) Materials used for the activity

- Stationary, e.g., pen, pencil, eraser for use in registering and filling in questionnaire was provided.
- TSC toolkit, e.g., traffic safety reading materials, leaflet, notebook, pen or pencil key holder, traffic safety reflective stickers were provided as incentives to visit the TSC student corner as well as token for participation.

**2) Program Activity 2: Traffic Safety Patrol Program**

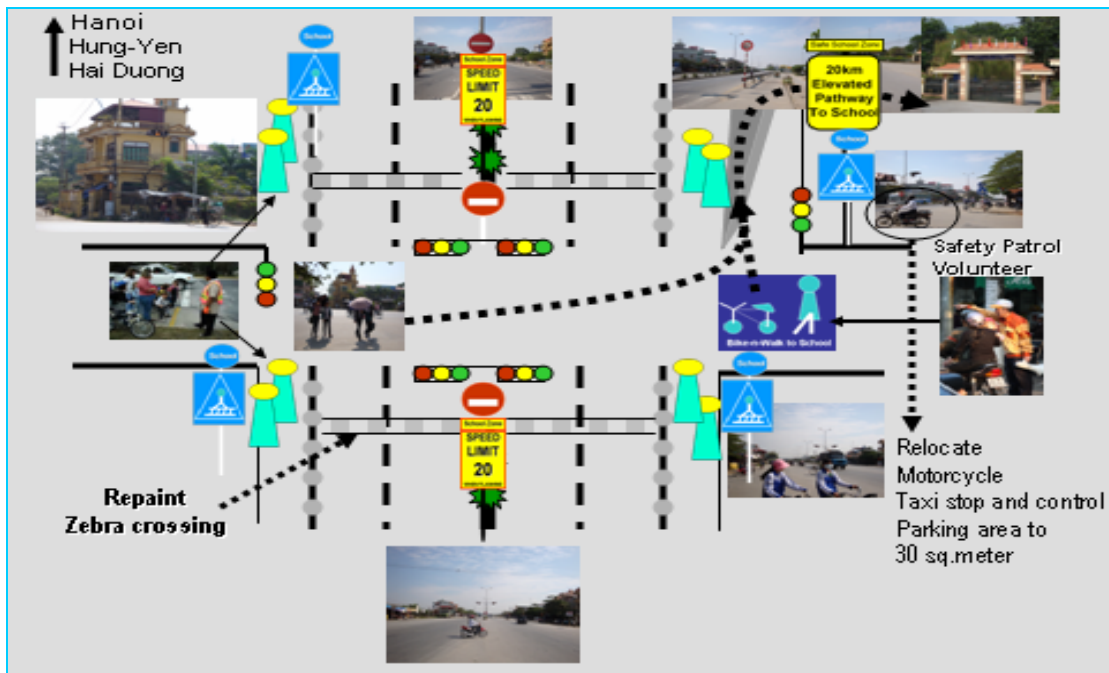
This program is a community-based activity and a strategy to build community awareness, with the students and the local residents as the primary targets. Details of the traffic safety patrol program are as follows:

(i) Traffic Safety Patrol program

In the safety patrol program, the following measures were proposed and implemented for improvement of traffic safety at Ghe intersection.

- (1) Key measure: Utilization of Safety Patrol program at Ghe intersection, Tan Truong Commune, Cam Giang District, Hai Duong Province.
- (2) Significant supportive measures: Improvement of road environment and signage was carried out.
- (3) Its objectives were to raise awareness and to stimulate local resident participation in traffic safety culture along Ghe intersection down to Cam Giang High School campus.
- (4) Activity site is at Ghe Intersection on the NH No.5.
- (5) Scope of activity covers an area of 500-1,000 meters radius from Ghe intersection to the school campus (Figure 5.2.4).

**Figure 5.2.4 Illustration of Safety Patrol Program at Ghe Intersection**



Source: JICA Study Team.

(6) Duration and operation of traffic safety patrol program: This program was conducted for a period of 10 days, from 12-21 January 2009. Due to the timing (the pilot project took place quite close to the Tet Holiday) and budgetary limitations, as well as some complications encountered in the local authorization on traffic signal operation, the traffic safety patrol program were only allowed to implement the deployment of crossing guards during the following operational period:

- The 10 local volunteers were recruited for training to be the crossing guards of the traffic safety patrol program to help students and other road users safely cross streets at Ghe Intersection.
- These 10 local volunteers who were trained to be the crossing guards were assigned to assist students and other road users crossing the 4-direction of streets at Ghe intersection during the following peak hours:

Morning school peak:	06:30 – 07:30
Afternoon school peak:	17:00 – 18:00

- The deployment of crossing guards took place twice a day for a period of 10 days (12-21 January 2009, just before Tet Holiday).
- The traffic instruments were used to accommodate the crossing guards during the operation.
- A number of local traffic police closely and strongly supervised the crossing guards during the implementation period.
- The traffic signals were eventually allowed to operate during the implementation periods.

(7) Preparatory works for the Traffic Safety Patrol Program were as follows:

- Enlistment of local volunteers to participate in safety patrol program. Ten (10) local volunteers were recruited and trained from Youth Union and Veteran Association in Tan Truong Commune to assist students in safely crossing roadways adjacent to school.
- Assigned position, function and responsibility required for safety patrol volunteer activity: The recruited and trained volunteers designated to be crossing guards of the safety patrol program performed tasks and functions in helping students safely cross roadways during morning school peak and afternoon school peak hours of the day throughout the pilot program period. The position, role and responsibilities assigned to the trained volunteers were listed in Table 5.2.2.

**Table 5.2.2 Function and Responsibility Required for Safety Patrol Volunteers**

Position	Function and (Job) Responsibility
Crossing guard of Traffic Safety patrol program	: Conduct a safety patrol by standing on crosswalk in each direction at Ghe intersection.
	: Observe traffic volume and wait for crossing light to turn green. Then with the use of safety instruments provided, signal pedestrians to cross while assisting them in crossing the roads.
	: Help student pedestrians safely cross roadways during morning and afternoon school peak hours.
	: Under the close supervision of the local traffic police, call attention of and instruct road users for inappropriate and unsafe behaviors.
	: Under the close supervision of the local traffic police, give warning to traffic law violators or road users exhibiting high risk behavior.

Source: JICA Study Team.

- Training prior to the kick-off event: The pre-training program was provided to ensure a smooth conduct of the pilot project program. It was a standard safety procedure that all volunteers must be provided first with the proper knowledge and training on traffic safety activity and performance as well as given opportunity of actual run through or drill of activity, that is, assisting pedestrians to safely cross the roads during the pilot project period. Hence, the training on Safety Patrol Program included:
  - (a) Pre-Training workshop session on 9 January 2009 at Cam Giang High School from 15:00 to 15:30
    - Recruited volunteers attended the presentation session on existing road traffic safety situation in Hai Duong and Cam Giang including high risk behavior and violations, rules of road/traffic laws, signals and signage, lane marking given by the local traffic police of Hai Duong and Cam Giang District with technical support from the JICA Study Team.
  - (b) Training on specific actions and persuasive messages given while on duty
    - Trained by local traffic police and JICA Study Team expert.

- Instruction on how to use the loudspeaker, whistle and flag while on duty
  - Instructions from Local traffic police
  - (c) Drill with students
    - Instructed by Local traffic police and local experts
    - Performed function by local safety patrol volunteer trainees and conducted exercises with volunteer students
  - (d) Assignment on responsible division and field deployment
    - By local traffic police and local expert
    - Performed function by local safety patrol volunteer trainees
    - Technical assistance provided by the JICA Study Team
- (ii) Materials used for this activity:

In order to make Ghe intersection safer for students, local residents and other road users, and to position the pilot project to have a stronger impact and influence over all agencies concerned and participants, particularly other neighboring cities, the program has proposed to improve the following instructive environment.

- (1) Installation of traffic sign/signage of Pedestrian crossing
- (2) Repainting of crosswalk marking of four directions, as shown in Figure 5.2.5.

**Figure 5.2.5 Picture of Proposed Repainting Crosswalk Marking at 4 Directions**



Source: JICA Study Team.

- (3) Materials used for crossing guards in the safety patrol program activity were:
  - 2 Loudspeakers
  - 10 whistles
  - 4 medium size flags
  - 10 safety reflective vests with TSC text
  - Nametag of safety patrol volunteers/activists
  - Stationary, e.g., pen, notebook (for taking note, etc.)

## 6 SUMMARY OF OVERALL PILOT PROJECT ACTIVITY

The overall pilot project program activity, its duration and agency involvement are summarized in Table 6.1.1.

**Table 6.1.1 Summary of Overall Pilot Project Activity**

Activity	Program	Agency Involved	Duration			
			Nov	Dec	Jan	Feb
1	Initial meeting with main agency	NTSC, JICA	X			
2	Initial investigation and data collection	JICA Study Team	XX			
3	Meeting on pilot site selection and project implementation	JICA Study Team, in cooperation and coordination with NTSC, and local experts		X		
4	Meeting on mutual collaboration and coordination and establishment of working group	JICA Study Team, PTSC, DOET, Cam Giang district & commune and High School, Hai Duong police and Cam Giang Police, DOT, representatives from the commune		X		
5	Documentation preparation for PR	JICA Study Team		XXX		
6	PR-Material distribution to propaganda	JICA Study Team, propaganda and media			X	
7	Training program for local volunteers and students (9 January 2009)	JICA Study Team, local traffic police, teacher and student volunteers			X	
8	Check and confirm the traffic facilities at Ghe intersection	Traffic Police (DOPS), DOT, JICA JICA Study Team			X	
9	Kick-off and opening ceremony of Safe Route-to-School Pilot Project	NTSC, PTSC, DOET, DOPS, DOT, Hai Duong, Cam Giang District and Commune, teachers, local residents, students, JICA Study Team			XX	
10	Evaluation meeting, Survey and report	JICA Study Team, PTSC, school, other agencies concerned and media and propaganda			XXX	X

Source: JICA Study Team.

The Safe Route-to-School pilot project was implemented step by step and summarized as follows:

(i) Meeting with key players and local key practitioners

On 15 November 2008, the JICA Study Team discussed with the NTSC the selection of the target location.

On 18 November 2008, the JICA Study Team met with the Chief of Executive Office in Hai Duong Traffic Safety Committee. After the discussion, the target area was agreed to be Cam Giang High School and Ghe intersection along the NH No.5, in Tan Truong Commune, Cam Giang District, Hai Duong province.

(ii) Observational site visit and pre-survey

The JICA Study Team conducted an observation survey at Ghe intersection and Cam Giang High School during peak hours in the morning (06:15 to 07:30).

An oral interview was also conducted by the JICA Study Team with the local residents living near the intersection (shop owners, motorcycle taxi drivers).

Questionnaires were distributed to school principals, teachers and students to collect information on local traffic situations and traffic safety education in class.

(iii) Second Meeting with local key players and key practitioners to form working group

On 27 November 2008, representatives from the JICA Study Team met with the Chief of Executive Office in Hai Duong Traffic Safety Committee and local Department of Education and Training's leaders (cum members of Hai Duong Traffic Safety Committee) to re-confirm the selected location and to agree on draft action plan.

In the meeting, provincial Traffic Safety Committee verified that involving bodies' missions must be stated in official documents approved by the National, Provincial and District Traffic Safety Committees.

(iv) Third Meeting, pre-training and dry run of the programs

The third meeting was conducted last 9 December 2008 in Cam Giang. The other concerned organizations which joined the meeting on project implementation were representatives from Hai Duong and Cam Giang Traffic Safety Committees, DOET, DOPS, Division of Culture, School's Headmaster, and the mass media.

The JICA Study Team and the participants discussed and finalized the action plan as well as the detailed activities at Ghe intersection and on campus.

The major activities were agreed to be Traffic Safety Culture Corner for Students, infrastructure improvement, training for local and student volunteers, and the opening ceremony. In particular, traffic signal's operation at the intersection must have been approved by the Rail Road Traffic Police Bureau.

(v) Documentation preparation for PR

Materials, facilities: dissemination of materials on traffic safety culture includes 3 posters and 3,000 leaflets designed by the Japanese experts, completed on 8 January 2009.

Traffic safety banners were introduced at Ghe intersection from 8-10 January 2009 and managed by Cam Giang's Culture Division.

(vi) Training program and confirmation of traffic facilities at Ghe intersection

On 9 January 2009, local volunteers were provided training by local traffic police and local experts on both theoretical concepts and practical applications as crossing guards for traffic safety patrol program. Student volunteers were also trained to take part in the traffic safety culture student activity corner.

(vii) Kick-off ceremony of Safe Route-to-School Program

On 12 January 2009, a kick-off ceremony in Cam Giang High School was conducted. Present during the ceremony were representatives from the NTSC, JICA, MOET, Education and Propaganda Committees from the Hanoi People's Committee, provincial and district Traffic Safety Committees' leaders (cum leaders in Public Security, Transport, Education and Training, Information and Culture sectors), mass media agencies, local residents, Cam Giang High School's

students, parents and teachers of other schools on NH No.5.

The program consisted of 3 parts: formal opening procedures, traffic safety culture activity on campus, and traffic safety patrol at Ghe intersection.

During the first session, opening speeches were given followed by the quiz show as the second session. The students were attentive and enjoyed taking part in the quiz show. Token and gifts as incentives were presented to the students who were able to provide the correct answers to the questions. The third session was the demonstration of risk-taking behaviors and the traffic safety culture student activity corner performed by student volunteers.

**Figure 6.1.1 Activities during the Traffic Safety Program Implementation**



Source: JICA Study Team.

The fourth session was the conduct of safety patrol program. Ten local volunteers who were trained as crossing guards provided a demonstration at Ghe intersection. From 12-22 January 2009, the traffic safety patrol program was conducted with the deployment of crossing guards during peak hours at Ghe intersection to safely assist the students and other pedestrians crossing the streets. The student volunteers program activated on the campus, on the other hand, paved the way for other activities in the future.

**Figure 6.1.2 Activities during Traffic Safety Patrol Program at Ghe Intersection**



Source: JICA Study Team.

(viii) Follow-up on the pilot project after the kick-off ceremony

The JICA Study Team conducted a follow-up, observation and supervision of the crossing guards and students' activities on 16-21 January 2009.

From 15-22 January 2009, the Transport Development and Strategy Institute conducted a traffic survey as well as a safety awareness questionnaire survey of local community as mentioned in the earlier section.

## **7 ANALYSIS OF THE TRAFFIC SAFETY CULTURE ACTIVITY PROGRAM ON SAFE ROUTE-TO-SCHOOL PILOT PROJECT**

### **7.1 Survey Results from Students in Cam Giang High School**

The survey was conducted among 38 students the day before the project ended. The questions were focused on the usefulness and effectiveness of the program activities in the safe route-to-school pilot project implemented as a part of traffic safety culture activities. The results indicated the following:

- (i) By having seen the demonstration of the 3 risk behaviors of the pilot program, 33 out of 38 students indicated that risky behavior demonstration was helpful and they acknowledged the danger in local traffic while pointing out risky behaviors of pedestrians and bicyclists.
- (ii) However, students did not actively participate in extracurricular activities relating to traffic safety provided in class, mostly because the activities were not interesting enough.
- (iii) The pilot project managed to enhance involvement among students in traffic safety culture activities, with all of the students indicating that they will be willing to participate in future activities given the chance.
- (iv) A total of 33 students considered the quiz show effective.
- (v) Most of the students think that provision of TSC toolkits was a good incentive but should have different items for each activity.
- (vi) The pilot project contributed to the establishment of the safe school zone focused on safe route-to-school program which resulted in improved awareness among students, teachers and local residents. All of the 15 interviewed teachers, staff from concerned authorities, residents, and volunteers said implemented safety culture activities were very helpful.
- (vii) TSC student activity corner was successful in improving students' awareness as most students keep updating information on traffic safety and discuss with one another.
- (viii) A total of 36 students confirmed that the activity at Ghe intersection have resulted in significant changes and usefulness and wish that the activity will continue.
- (ix) The remaining issue after the implementation of the pilot project is the land acquisition of the retail shop that obstructs the pathway to school at Ghe intersection.

### **7.2 Survey Results from Local Residents and Crossing Guard Volunteers**

A questionnaire survey was also conducted among the local residents and the crossing guard volunteers and has the following results:

- (i) Most of the residents think traffic signal operation at Ghe intersection was effective while some of them do not think so as it was not fully operated all day long.



- (ii) Majority of residents think that the traffic safety patrol activity brought about considerable changes while some of them do not think so as some of the traffic safety patrol volunteers still have negative attitude and are impolite.
- (iii) There are still some difficulties that remain such as local residents' still low level of awareness; limited operation of traffic signal; the relatively far distance of students' residences from school; and the project's limited implementation only at Ghe intersection.
- (iv) Still, majority perceives the pilot project to be successful and should be continued.
- (v) It was recommended that for the school, there should be more Q&A shows with broader, longer and more frequent activities.
- (vi) Traffic safety education in schools and communities should be further enhanced.
- (vii) There should be a black spot identification project implemented in schools nationwide.
- (viii) There should be the sharing experiences with foreign countries.

### **7.3 Survey Results from Local Authorities Concerned**

Interview survey was conducted with local authorities concerned to get their feedback on the overall pilot project and its implementation procedure. Results of this interview survey were as follows:

- (i) Cooperation among relevant agencies as well as their level of interests was inefficient and poor.
- (ii) A great advantage was the strong desire among local residents, companies, and schools in this area to improve current traffic order situation, which still remains to be a dangerous and complex situation.
- (iii) However, the main obstacle regarded was the very short and limited duration of the pilot project which the more underscored the importance of close cooperation among many concerned organizations in the conduct of such a short-term activity.
- (iv) Moreover, existing technical and engineering problems along NH No.5 involved both central and provincial agencies' responsibilities which should be taken into consideration and prioritized for the safety of the general population.

## **8 EVALUATION ON THE PROJECT'S OUTCOMES**

The traffic safety culture activities have various types of community-based activities depending on region and target group. It is important that each community understand the objective and goal of the activity and continues to implement the activity until the safety behavioral habit is acquired. PTSC, under the supervision of the NTSC, has to provide instructions and adequate guidance to the local people who conduct the community activities. An evaluation process for each conducted activity shall be requested. For this pilot project, NTSC and the JICA Study Team had conducted the evaluation of the pilot activities. Although there was no standardized evaluation method adopted since there were various programs conducted as previously discussed,

evaluation results were considered to be valuable inputs for further activities.

This pilot project can be evaluated in two aspects. One is in terms of improvement of human resources and another is in terms of improvement of road infrastructure.

- (i) The safe route-to-school pilot project of the traffic safety culture activity integrated the 3Es countermeasures of education, engineering, and enforcement which resulted in the involvement of various agencies at different levels.
- (ii) An integration of education through traffic safety education information provision and student activity corner programs, engineering works such as improvement of signage, repainting of crosswalk marking, traffic signal operation and enforcement through instruction of traffic laws at both the school and at the Ghe intersection is a driving force to generate mutual cooperation, communication and participation and working together as a team to accomplish the objectives of the pilot project.
- (iii) The pilot project encouraged the school and local authorities (province, district and commune) to coordinate more closely, through discussions and meetings, on safety culture activities. The school granted authority to the Commune People's Committee to issue a Decision to establish two volunteer groups (Decision No.01/QĐ-UBND dated 06/1/2009 by Chairman of Tan Truong Commune People's Committee).
- (iv) The pilot project of traffic safety culture activity managed to develop capacity and boost coordination of Traffic Safety Committees at all levels, such as Document No.363/UBATGTQG dated 21 November 2008 by the NTSC and Document No. 78/CV-ATGT dated 28 November 2008 by Hai Duong Traffic Safety Committee.
- (v) The traffic facilities at Ghe intersection were improved with the repainting of zebra crossings, installation of new signs, relocation of motorcycle taxi stop, etc. As a result, the intersection area was more open and cleared from obstructions.
- (vi) Traffic Safety Culture Corner for Students at Cam Giang High School was established, traffic signs on walls were repainted, zebra crossings were also painted on campus for demonstration activities, and the pilot project's signage was placed at the front entrance of the school for higher visibility.
- (vii) The facility enhancement was completed on 7 January 2009. In addition, responsible agencies also agreed to the operation of the traffic signal at Ghe intersection during peak hours after JICA sent an official request to the Hai Duong Police on 4 January 2009.

## **9 DIFFICULTIES AND LIMITATIONS**

Despite the very positive feedback about the pilot project from the surveys, still some factors had interrupted and slowed down the implementation process. Success or failure of any activity depends severely upon the core agencies' political will to realize the project and the coordinating agencies' willingness to participate in order to make the project possible. In addition, not a single entity can be held responsible for addressing the road traffic safety problem but all stakeholders such as concerned agencies and the people in the communities should be working together to come up

with the proper and adequate plan for a particular context or situation.

(i) Cooperation among agencies concerned

It is apparent that the local authorities from different organizations and fields still have limited knowledge and experience on how to effectively cooperate and coordinate as a team. This somehow led to some delay and uncertainty on agency should be the focal point to implement the pilot project.

The school and people at grass root level, the local residents in particular were willing to learn, cooperate and participate in the activity so long as there was a top-down command while the local authorities were hesitant to get involved (even if it was in line with their responsibility).

(ii) Level of communication among agencies concerned

Local authorities still rely on a written document/letter for one-way communication (rather than face-to-face communication) leading to delay in the process.

(iii) Duration of implementation the pilot project and its program

The period of conducting the pilot project was too short which led to less communication and chances for coordinating among agencies concerned which were somehow rushed to wrap up the plan.

Period of traffic signal operation at Ghe Intersection was very limited only to a certain given time.

(iv) Lack of technical know-how and budgetary constraint

Local authorities have limited knowledge and technical know-how coupled with limited funding to implement any pilot project which leads to unsustainable and inconsecutive project development.

(v) The encroachment of retail shops still do exist which obstruct the pathway to the school.

## 10 CONCLUSIONS

The conduct of the pilot project can be concluded as follows:

- (i) The implementation of traffic safety culture activity on Safe Route-to-School Program was relatively successful in terms of (1) encouraging local participation; (2) raising awareness on traffic safety, and (3) promoting traffic safety education and traffic safety culture activity in the school and the local community of Tan Truong Commune, Cam Giang District, Hai Duong Province.
- (ii) An introduction of traffic safety culture development through a pilot project activity presents an opportunity for capacity building and human resources development not only at the central and local government agencies but also in the school, community and people at grass root levels.
- (iii) Integration of education through traffic safety education information provision and student activity corner programs and engineering works such as improvement of signage, repainting of crosswalk marking, traffic signal operation and enforcement

through instruction of traffic laws at both the school and at the Ghe intersection is a driving force to generate mutual cooperation, communication and participation and working together as a team to accomplish the objectives of the pilot project.

- (iv) The traffic safety culture student activity corner program provided the students an enjoyable and learning venue, particularly the quiz time and the risk-taking behavior demonstration. This significantly helped in subtly instilling traffic safety awareness in the students' mind rather than forcing them to learn things without practical application prior to their personal involvement in a motorized traffic society. This underscored the fact that traffic safety education provided in the formal curriculum should be accompanied by a practical approach so that the students could have experiences and practices constantly on traffic safety.
- (v) The traffic safety patrol program at Ghe Intersection had resulted in a tremendous change on road users' attitudes and behaviors despite its short-term activity operation. The students, pedestrians and other road users felt much safer using the road at Ghe intersection with traffic signal being operated and crossing guards assisting them in crossing the roads.
- (vi) The most important outcome of the pilot project implementation is that it helped in identifying the key coordinating organizations that play a key role in implementing the traffic safety culture activity in the provincial area/school along the national highways, which is the Local People's Committee. However, it was also established that it should work in close cooperation and coordination with other concerned local authorities, transportation agencies and traffic police in particular to ensure its successful implementation.
- (vii) This pilot project was implemented as part of the capacity strengthening needed in NTSC to implement the traffic safety project on the master plan. NTSC was able to undergo various processes of community-based activities on "Participation, Experience and Implementation" through this pilot project, which is expected to become very useful in future undertakings.

## **11 RECOMMENDATIONS**

As traffic safety culture is a new concept and takes a long period of time to establish, it is necessary to equip and prepare the advancement of fundamental knowledge for schools and communities to learn, follow and practice into their daily lifestyle.

In implementing any traffic safety culture activity, the leaders of Traffic Safety Committees at all levels (province, district and commune) should play key roles. They should have to engage and call for cooperation among all related sectors such as Education and Training, Police, Transport, Culture and Information, Propaganda, under the leadership of local authorities.

In Cam Giang, to carry out a traffic safety culture activity program for raising awareness and reducing traffic accidents, full operation of traffic signal should be a primary requirement. Apparently, if traffic signals are fully operational for 24 hours, this will enhance traffic system formation and hopefully pave the way for the establishment traffic safety culture.

To effect sustainable behavioral changes among students and other road users, a constant project activity must be carried out. Hence, the sources of funding are essential at this stage. It is necessary to solicit financial support and assistance from Hai Duong local enterprises to ensure sustainable conduct of traffic safety culture activities at the school and among local residents in Tan Truong Commune, Cam Giang district, Hai Duong province.

Thus, the feasibility of continuing/sustaining the project would be highly dependent on the following two significant factors:

- (i) Budget: The school may ask for sponsorship from the local or foreign companies in the industrial zone in Cam Giang District aside from the government subsidy.
- (ii) Self-conduct of the project: The school may require technical assistance and transfer of technical expertise for building capacity among the teachers, students and local residents. Needless to say that a strong support from the central and local governments is a must to ensure project sustainability.

The encroachment problem of retail shops along the pathway to the Cam Giang School may take a longer period to address. In this case, land acquisition is recommended.

The traffic safety culture activity on safe route-to-school program is actually a part of the safe school zone program which should be introduced to schools nationwide so that all children and students could have an equal chance to feel safer while walking or cycling to and from schools. Therefore, it is recommended that the project should be simultaneously conducted nationwide under the main theme of "Safe School Zone" so as to improve the quality of life and social welfare of all Vietnamese students and citizens for the pursuit of a sustainable development in Vietnam.

Table 11.1.1 presents the agencies which participated in the pilot project implementation in Cam Giang High School, as well as their respective responsibilities.

**Table 11.1.1 Agencies and Responsibilities During the Conduct of the TSC Pilot Project in Cam Giang High School**

No	Agency	Role	Main Task	Responsibility	Remark	Activity timeline			
						Nov	Dec	Jan	Feb
1	NTSC	Main Organization	Initiate project	Policy making and assigned the project to PTSC	JICA Study Team assisted closely in Project planning.	—			
2	PTSC	Sub-organization (Main role in supporting and ensuring that the activity is realized)	Co-launch project	Project co-host and implemented tasks assigned by NTSC; coordinated with local agencies concerned; hold meetings/ discussions; prepare data as requested	JICA Study Team assisted closely through documentation preparation to ensure smooth implementation procedure.		—	—	—
3	DOET, Propaganda & Education Committee	Main coordinating agencies	Main Project Coordinator	Co-hosted w/ PTSC and coordinated work together with local agencies concerned; contact w/ local school for a pilot project or event; prepared data as requested; disseminated and instructed TS education and training program whenever activity takes place	JICA Study Team assisted closely through documentation preparation to ensure smooth implementation procedure.		—	—	—
4	DOT, DOPS, HD Peoples' Committee	Coordinating agencies	Coordinates project	Coordinated and facilitated the event regardless of using traffic facilities; enforcement (traffic rules); make local public understand the situational event; encourage local participation; provided technical support and guidance	JICA Study Team worked closely through provision of technical assistance and documentation preparation to ensure smooth implementation procedure.		—	—	—
5	Cam Giang High School Headmaster	Main Coordinating Actor (Main role in organizing and ensuring that the activity is realized)	Host of the pilot activity	Host of the activity location; coordinated with teachers, students and parents and prepared the human resources for the event; set meeting among teachers, students and parents for preparation of the event and assigned role individually.	JICA Study Team worked closely through provision of technical assistance and documentation preparation to ensure smooth implementation procedure.		—	—	—
6	Cam Giang High School teachers & Parents Association	Key assistant actors	Assistant actors of the project	Worked closely with students; participated in meeting and training to understand the objective of the activity event; provided constant guidance to students during and after the event	JICA Study Team worked closely through provision of technical assistance.		—	—	—
7	Cam Giang High School Students	Key target actors	Key actors of the activity	Attended the training for pre-activity; participated in the activity and performed functions as assigned; practice of proper road users behavior and obey the traffic laws permanently	JICA Study Team worked closely through provision of technical assistance and TS education and training.		—	—	—

No	Agency	Role	Main Task	Responsibility	Remark	Activity timeline			
						Nov	Dec	Jan	Feb
8	Local volunteers	Witnesses the ceremony and local assistance and act as crossing guards	Assistant actors of the project	Activity-based volunteer; attended the meeting and training activity and perform functions as assigned; practice proper road users behavior and obey the traffic laws permanently; assisted the students crossing the street; instruct local people and students who violate traffic laws	JICA Study Team worked closely through provision of technical assistance and TS education and training.		—	—	
9	JICA Study Team	Technical support and prepare reading materials and TSC tool kits for students	Technical transfer to local organization for capacity building development	Provided academic advises and technical support to NTSC and local organizations and agencies concerned for planning; initiated project and implementation; give instruction and guidance for capacity building and human resource development.		—	—	—	—
10	Propaganda and Mass media	Witnesses the ceremony and assistance	Key actors of PR campaign of the project	Participated in the meeting and event; provided guidance on the activity campaign; disseminated information; publicized the activity nationwide	JICA Study Team worked closely through provision of TSC information and reading materials.		—	—	

Source: JICA Study Team.

## **PART III TRAFFIC SAFETY FOUNDATION**

### **1 INTRODUCTION**

#### **1.1 Rationale**

The recently concluded “Study on the National Road Traffic Safety Master Plan in the Socialist Republic of Vietnam until 2020” (hereinafter referred to as the Master Plan) has indicated Traffic Safety Culture as one of the very important issues to address to achieve its proposed mission of achieving “a kindhearted traffic accident-free society.” This is based on the fact that one of the major causes of traffic accidents in Vietnam is human error, thus changing of road user behavior is indicated to be a priority strategy of the Master Plan.

However, this can only be possible with not only Governmental efforts but also with the active and extensive participation by a wide range of individuals, groups and organizations for the traffic safety culture to not only be introduced to, but also instilled into the people of Vietnam’s traffic behavior.

As lengthily discussed in the Master Plan, a necessary driving force as well as institutional symbol to encourage the general population towards developing a traffic safety culture is necessary. The establishment of a Traffic Safety Foundation within the next five years to serve this purpose as well as be in charge for a variety of traffic safety actions was therefore proposed in the Master Plan.

In particular, since traffic safety culture development is very much dependent on the people’s mindsets, sense of value, and daily customs, required resources and manpower will be beyond the Government’s capability. Thus, to reduce this burden from the Government in terms of manpower and financial supplementation, a Traffic Safety Foundation where the private sector can take an active role will be a very viable arrangement.

#### **1.2 Objectives**

The Master Plan has expressed the main objective of the Traffic Safety Foundation (hereinafter referred to as the Foundation) as “aimed at introducing new policies and practices on safety culture to the Vietnamese communities.”

Moreover, in particular, the Foundation is envisioned to:

- (i) Awaken the public concern for traffic safety culture;
- (ii) Support communities and various groups towards traffic safety culture development at their levels;
- (iii) Provide capacity building for key persons such as a community leaders, professional drivers and relevant officers; and
- (iv) Develop and set-up a fund mechanism wherein financial resources generated either from Government allocations, private contributions and even revenues from its activities will be managed to ensure sustainability of traffic safety activities in Vietnam.



## **2 ROLE OF THE FOUNDATION IN TRAFFIC SAFETY CULTURE DEVELOPMENT**

The Foundation cannot solely be responsible in introducing traffic safety culture to the general population. Aside from the Government, local communities, schools, and the private companies should also enlist their participation for it to be successful. Rather, the Foundation can assume the role of providing support for all traffic safety culture initiatives since the Foundation is envisioned to be a centralized unit which can organize a wide-array of activities nationwide. Therefore the basic role of the Foundation shall be to stimulate the social concern for traffic safety and to support actual traffic safety culture activities.

Programs which are aimed at enhancing traffic safety culture development have been proposed in the Master Plan. Some of these programs will in fact be the basic theme of the Foundation's roles. Table 2.1.1 shows the expected roles of the Foundation based on the traffic safety culture programs proposed in the Master Plan.

Most of the roles of the Foundation are supposed to be to provide support in the programs which will be under the initiative of local authorities as well as the state government. However, at the initial stage, the Foundation should take the initiative and to promote the program by implementing pilot projects to serve as model for various regions.

Thus, the role of the Foundation may gradually change during the progress of these programs, from the key role of an initiating body towards a supporting role.

**Table 2.1.1 Roles of the Foundation based on Traffic Safety Culture Programs Proposed in the Master Plan**

Objective and Program	Implementation Body	Role of Foundation
<b>Enhancement of Peoples' Knowledge and Consciousness</b> <ul style="list-style-type: none"> <li>• Development of Traffic Safety Pocket Book</li> <li>• Organizing of workshop &amp; seminar in community</li> <li>• Provision of effective information &amp; materials</li> <li>• Development of key performance indicator</li> </ul>	Foundation Local Authorities Foundation Government	<ul style="list-style-type: none"> <li>• Development and distribution of books and materials</li> <li>• Assistance in workshop</li> </ul>
<b>Human Resource Development through S.C. workshop</b> <ul style="list-style-type: none"> <li>• Development of Traffic Safety educational manuals for professional drivers</li> <li>• Organizing of workshop &amp; seminar for CEOs</li> <li>• Provision of effective information &amp; materials</li> <li>• Development of key performance indicator</li> </ul>	Foundation Local Authorities Foundation Government	<ul style="list-style-type: none"> <li>• Development and distribution of books and materials</li> <li>• Assistance in workshops</li> <li>• Dispatch of experts and trainers</li> </ul>
<b>Enhancement of Community Involvement /Participation</b> <ul style="list-style-type: none"> <li>• Preparation of workshop and seminar for community on traffic safety related problems</li> <li>• Organizing workshop on how to make community safer</li> <li>• Provision of expert and instructors</li> <li>• Development of key performance indicator</li> </ul>	Local Authorities Community Police Government	<ul style="list-style-type: none"> <li>• Assistance in workshops and seminars</li> <li>• Provision of expert and instructors</li> <li>• Development and distribution of books and materials</li> </ul>
<b>Consensus- and Trust-building in Community</b> <ul style="list-style-type: none"> <li>• Study for development of traffic safety episodes</li> <li>• Workshop on pedestrians guidance</li> <li>• Workshop on training of motor cyclists</li> <li>• Workshop on training of bus drivers</li> <li>• Distribution of educational manuals &amp; pocketbook</li> <li>• Development of key performance indicator</li> </ul>	Foundation Local Authorities Local Authorities Local Authorities Foundation Government	<ul style="list-style-type: none"> <li>• Study</li> <li>• Assistance in workshops</li> <li>• Dispatch of experts and trainers</li> <li>• Distribution of manuals and books</li> </ul>
<b>Improvement of Traffic Safety Standards through Information Dissemination</b> <ul style="list-style-type: none"> <li>• Providing toll free hot-line on traffic information</li> <li>• A radio station for sparing &amp; receiving traffic information</li> <li>• Public relation campaign utilizing community center &amp; university campus</li> <li>• Launch competition by essay, slogan and drawing</li> <li>• Provision of complaint call center and comment box</li> <li>• Development of key performance indicator</li> </ul>	Information Center Information Center Foundation Local Authorities Local Government Government	<ul style="list-style-type: none"> <li>• Promotion of Campaign</li> <li>• Promotion of Competition</li> </ul>
<b>Enhancing Collaboration among Stakeholders</b> <ul style="list-style-type: none"> <li>• Provision of "family rally for driving safety activities"</li> <li>• Organizing the best driver competition</li> <li>• Promoting "Safety Culture Fair/Exposition"</li> <li>• Provision &amp; preparation of "Traffic Safety Forum"</li> <li>• Development of key performance indicator</li> </ul>	Local Authorities Foundation Foundation Local Authorities Government	<ul style="list-style-type: none"> <li>• Promotion and coordination of fair/exposition, competition and form</li> <li>• Necessary campaign for the above</li> <li>• Dispatch of experts</li> </ul>

Source: JICA Study Team

### **3 ESTABLISHMENT OF THE FOUNDATION**

To fulfill the Foundation's supporting role to traffic safety culture development in particular, and sustainability of traffic safety initiatives in general, it is necessary for the Foundation to set-up a fund mechanism wherein financial resources generated either from Government allocations, private contributions and even revenues from its activities will be managed.

In order to determine the best arrangement for such fund mechanism (hereinafter referred to as the Fund), a careful assessment should also be made on what form the Foundation shall take based on its intended roles.

#### **3.1 Basic Policy**

The following core criteria that need to be assured and satisfied for setting up the Fund are as follows:

- (i) Legality of establishment and operation of the Fund must be assured and guaranteed.
- (ii) The selected form of the Fund must be appropriate to goals, missions and activities of a traffic safety fund, whose operations shall mainly serve for public benefits and for nonprofit purposes.
- (iii) The scope of operation of the Fund must be appropriate to comprehensive traffic safety framework in Vietnam.
- (iv) The operation and development of the Fund must be sustainable, effective and transparent (availability of sources of funds, effectively operating for a period of time, with good programs, etc).
- (v) The Fund would be open and attracting attention, participation, support, and contributions from individuals, organizations, relevant agencies, communities at home and abroad, both in terms of initiatives, programs and finance;
- (vi) Private sector's participation and social responsibility would be promoted during and through the operation of the Fund.

#### **3.2 Comparative Assessment of Various Types of Foundation**

##### **1) Identification of Alternatives**

In light of Vietnamese laws and practice, four alternative types of foundations are hereby considered for the setting up of the Traffic Safety Foundation: (i) Governmental Fund; (ii) Charitable Fund; (iii) Local Association; and (iv) Association of Foreign Businesses.

##### **2) Fund Established by the Government (“Governmental Fund”)**

###### **(i) Background**

There is at present no legal regulation that generally governs the establishment, organization and operation of this kind of Governmental Fund. Accordingly, Governmental Fund shall be established pursuant to specific decision of

competent state authority such as the Prime Minister or Minister of relevant Ministry on case to case basis.

A Governmental Fund is established and organized as a government agency and acts as an arm of the Government on specialized tasks and area of activities. Accordingly, all key positions in the Governmental Fund are held by Government officials with no possibility of private sector involvement in the establishment and management of such kind of fund.

Mechanism of management and operation of the Governmental Fund would be basically similar to the state administrative bodies, as follows:

- Charter capital of the Governmental Fund shall be fully contributed from the State budget;
- Annual additional capitals would be mobilized and funded by:
  - Charges, fees, fines, compensations having originated from the State budget;
  - Funding, supports, contributions and investments from domestic and foreign organizations and individuals who are mainly from private sectors.
- The Governmental Fund would normally be tax-exempted.

## (ii) Assessment

### (1) Advantages

- The Government Fund generally follows the government policy which therefore ensures successful implementation and efficient accomplishment of targets.
- Establishment of such fund is relatively easy and required only a decision by a competent state authority.
- Human resources shall be mainly appointed from the Government. Key positions of the Governmental Fund are expected to be filled up only by officials from government. Thus, it is expected that selection and recruitment process to staff the Fund will not require so much time.
- Governmental Fund is expected to receive annual allocation from the central government's budget to finance its operation. This will further ensure sustainable implementation of programs and campaigns of the Foundation. Accordingly, fund mobilization would not be facing risks in terms of assuring stable operation of the Fund.
- The Governmental Fund can mobilize ODA and other funds such those coming from taxes, fees, etc. that is dependent with grants from the Government.
- Activities of the Governmental Fund would normally be tax-exempted.

### (2) Disadvantages

- There would likely be no room for private sectors to be involved in the establishment and management of Governmental Fund so as limiting its ability to mobilize and attract initiatives from well-meaning and experienced

people, from the private sectors in particular and the public in general, toward the management and operation of the Fund.

- Key positions shall be held on by government officials who are likely to be holding more than one office which lessens their time to concentrate on managing the fund as well as efficiently implement the tasks at hand.
- Since the Governmental Fund is established through a decision of competent state authority, its operations in general are limited to the specific agency/authority's activities and thus may not be flexible nor take the initiative in resolving urgent social phenomenon, as well as in actively developing plans/projects by itself.
- The Government Fund shall be passive in seeking and mobilizing donation from private sectors owing to its stable annual subsidy from the State budget. In the same manner, huge sources of funds from private sectors may not be effectively mobilized for the operation of the Fund thus putting the further financial burden on the State budget which is expected to support activities of the Foundation.

### **3) Charitable Fund**

#### **(i) Background**

Establishment and management of a Charitable Fund need not be initiated by the Government and it is open for the public's participation. A Charitable Fund is usually established to serve the purpose of promoting development of culture, education, healthcare, physical training, sports and science, charity, and humanitarian purposes, as well as community development purposes operating on a non-profit basis.

A Charitable Fund can accept donations from the private sectors and individuals coming from both Vietnamese and international community. It can also accept donations from the Government of Vietnam as well as from the ODA.

#### **(ii) Assessment**

##### **(1) Advantages**

- In terms of funding mobilization, the Charitable Fund's openness to both public and private participation lessens the burden on the State budget to provide for traffic safety activities.
- In terms of operation and management, the possible participation of well-meaning people and experts from the private sector ensures a more active, creative and dynamic implementation of traffic safety activities.
- The Charitable Fund shall be more flexible in terms of its organization and mechanism in meeting its objectives and tasks required from time to time.
- It can be flexible and proactive in resolving urgent social phenomenon as well as actively developing its plans/projects by itself.

##### **(2) Disadvantages**

- With the possibility of the current worldwide economic crisis to continue, it

may be difficult to call upon founders and participants to join in establishing a Charitable Fund and to contribute sufficient funds to form its charter capital.

- Activities of Charitable Fund may not be sustainable since its funding is highly dependent on support and donation from private corporations and individuals, with limited State budget support.

#### **4) Local Association**

##### **(i) Background**

A local or domestic association is a voluntary organization of citizens or organization of Vietnamese with the same professions, hobbies, genders, or other uniting factors which has the common purpose of gathering membership through conduct of regular activities. It is non-self-seeking and aims to protect members' legitimate rights and interests, supports each other and contributes to the country's socioeconomic development.

It is organized and operates in accordance with their respective charters which are approved by competent state authorities and do not contravening with the laws of Vietnam.

Charter capital of a domestic association shall be mobilized from and contributed by founding members while annual additional capital shall be contributed from membership fees, source of revenue from business and/or service activities, support and donation from donors and may be funded from the state budget in certain designated projects.

##### **(ii) Assessment**

###### **(1) Advantage**

- The establishment and management of such Association does not require initiative by the government and is open to the public.

###### **(2) Disadvantage**

- Whether the Association can fully mobilize its capability and asset is not assured since major purpose of the Association is to enlarge its member beneficiaries.

#### **5) Association of Foreign Businesses**

##### **(i) Background**

Any foreign business entities which (i) have already been licensed to implement their commerce, investment and services activities in Vietnam including representative offices of foreign companies, branch of foreign commercial banks and foreign parties of enterprises having foreign investment capital in Vietnam and (ii) are fully qualified and accept the provision of Regulations on the establishment of Association of Foreign Businesses in Vietnam shall be allowed to establish such Association of Foreign Businesses.

Association shall be established on the basis of Voluntariness, non-governmental,

non-political, and non-profit organization.

Main purpose of such Association is to promote the members' business operations and opportunities and their expenditure would be limited to their respective administrative activities only.

(ii) Assessment

(1) Advantage

- The establishment and management of such Association does not require initiative by the government.

(2) Disadvantages

- While there is very limited role for Vietnamese counterparts in the organization and management of the Association, activities for traffic safety shall however require participation from them.
- The purpose of such Association is mainly to promote the members' beneficiaries.

**6) Conclusion**

In order to make an effective comparative assessment among these four types of foundations, the following shall comprise the evaluation criteria:

- (i) Capability to implement the necessary programs;
- (ii) Sustainability of operation and to provide required services; and
- (iii) Social acceptability as demonstrated by support from various sectors in the society during implementation of traffic safety activities.

Using point-system evaluation, Table 3.2.1 shows that charitable fund and governmental fund getting the highest evaluation scores.

**Table 3.2.1 Evaluation based on Type of Fund**

	Capability	Sustainability	Social Acceptability	Total
Government Fund	3	3	2	8
Charitable Fund	3	2	3	8
Local Association	1	2	2	5
Association of Foreign Businesses	1	2	1	4
Note: Evaluation scoring is given with 3:Good , 2:Fair , 1:Poor				

Source: JICA Study Team

However, given the charitable fund's more open nature shall provide access for various sectors of the society to be involved in traffic safety activities while lessening financial burden on the government. On the other hand, its weak point of being a charitable fund which leads to sustainability issues can be strengthened with adequate support from the government and the general society.

Therefore, it is recommended that the Foundation be established as a charitable fund.

## 4 CONDITIONS FOR AND CHARACTERISTICS OF CHARITABLE FUND

The Foundation, as a charitable institution, needs to conform to the following regulations:

- (i) Civil Code 2005 No.33/2005/QH11 passed by the National Assembly on 14 June 2005;
- (ii) Decree No.148/2007/ND-CP of the Government dated 25 September 2007 on organization and operation of social fund and charity fund in Vietnam;
- (iii) Decision No.10/2008/QQD-BTC of the Minister of Finance dated 12 February 2008 promulgating the regulations on financial management of social and charitable funds; and
- (iv) Circular No.09/2008/TT-BNV of the Ministry of Home Affairs dated 31 December 2008 guiding implementation of number of Articles of Decree No.148.

According to the abovementioned laws, the condition of establishment and operations of the charitable fund is described as follows.

### 4.1 Conditions for the Establishment of a Charitable Fund

#### 1) Conditions for Founding Members

- (i) Vietnamese citizens who are at least 18 years old and have full civil acting capacity may establish a fund;
- (ii) Vietnamese organizations, joint-venture enterprises or enterprises with 100% foreign investment capital which are lawfully established in Vietnam, capable of contributing property to a fund as committed and their leaderships have reached written agreement on the establishment of a fund and made decisions on the appointment of representatives to establish a fund;
- (iii) Individuals or organizations that receive testamentary legacies and are obliged to establish a fund upon the request of those who bequeath or donate their capital/property under a contract on the establishment of a fund may represent to establish a fund;
- (iv) Foreign individuals and organizations may contribute their capital/property with Vietnamese individuals or organizations to establish a fund in Vietnam.

**Note:** For the Charitable Fund with two or more founding members, founding members shall set up a fund founding board which is composed of a head, a vice head and founding members.

#### 2) Establishment Conditions

The charitable fund is established by competent state authorities which grant the permission and recognize its charter in accordance with Decree No.148 and other relevant legal provisions.

- (i) Has operation purposes in conformity with Decree No.148;



- (ii) Has written commitments on the contribution of initial minimum capital/property from its founding members:
  - (3) Initial maximum property shall be converted into Vietnamese Dong with detailed amount as follows:
    - For the Charitable Fund operating within a commune: VND 50,000,000 (*Fifty Million Vietnamese Dong*);
    - For the Charitable Fund operating within a district: VND 100,000,000 (*One Hundred Million Vietnamese Dong*);
    - For the Charitable Fund operating within a province: VND 500,000,000 (*Five Hundred Million Vietnamese Dong*);
    - For the Charitable Fund operating nationwide: VND 2,000,000,000 (*Two Billion Vietnamese Dong*).
  - (4) For the Charitable Fund of joint-venture enterprises, enterprises with 100% foreign investment capital and the Charitable Fund having its capital contributed by foreign individuals and organizations and Vietnamese individuals and organizations, initial minimum property converted into Vietnamese Dong are as follows:
    - For the Charitable Fund operating within a commune: VND 1,000,000,000 (*One Billion Vietnamese Dong*);
    - For the Charitable Fund operating within a district: VND 2,000,000,000 (*Two Billion Vietnamese Dong*);
    - For the Charitable Fund operating within a province: VND 5,000,000,000 (*Five Billion Vietnamese Dong*);
    - For the Charitable Fund operating nationwide: VND 10,000,000,000 (*Ten Billion Vietnamese Dong*).
- (iii) Has a charter and organizational structure in accordance with Decree No. 148 and relevant legal provisions; and
- (iv) Has a head office.

### **3) Conditions for the Charitable Fund to Operate**

For the Charitable Fund to operate, the following must be satisfied:

- (i) Has establishment permit and certification of recognizing the Charter issued by the competent authority (either from the Ministry of Home Affairs, Provincial People's Committee, or District People's Committee, as the case may be);
- (ii) Has a bank account with fully contributed capital of the committed founding members in a bank or state treasury where the Charitable Fund is registered to open a bank account and certification of the Board of Management of the Charitable Fund in respect of the other assets that the founding members committed to contribute;
- (iii) Has a transaction office;

- (iv) Has made an announcement of its establishment in three consecutive issues of a printed newspaper or online newspaper (central or provincial newspaper as the case may be).

## **4.2 Procedures for the Establishment of a Charitable Fund**

### **1) Application Dossier for the Establishment of a Charitable Fund**

The following documents that shall be included in the application dossier are as follows:

- (i) Application for the establishment of the Charitable Fund;
- (ii) Draft Charter of the Charitable Fund;
- (iii) Detailed plan for the establishment and operation of the Charitable Fund;
- (iv) Commitment letter on the setting-up of Charitable Fund head office;
- (v) Commitment letter from the founding members on assets contribution for the establishment of the Charitable Fund;
- (vi) Status of founding members:
  - Founding members being Vietnam citizens and must have judicial records and commitments on the contribution of property or funds for the establishment of the fund;
  - Founding members being foreigners must have personal records certified by a competent agency of the country of which they are citizens; commitments on the contribution of property or funds to Vietnamese individuals or organizations for the establishment of the fund; and commitment on the observance of Vietnamese laws and operation purposes of the fund;
  - Founding members which are Vietnamese organizations should submit their names and addresses; resolutions of their leaderships on the participation in the establishment of the fund, enclosed with the decision on the amount of property contributed for the establishment of the fund; their charters and decisions on the appointment of representatives to participate in or act as founding member of the fund;
  - Founding members which are foreign organizations should submit names and addresses of their head offices; their charters; commitments on the contribution of property and observance of Vietnamese laws and operation purposes of the fund; personal records of their representatives in the fund, certified by the organizations.
- (vii) For a fund established under testaments or authorization contracts of organizations or individuals, notarized copies of the testaments or authorization contracts must be submitted.

### **2) Authority to Issue and Timing for the Issuance of the Establishment Permit**

- (i) The following have the authority to issue a permit for the establishment of the Charitable Fund:

- Ministry of Home Affairs for the Charitable Fund that shall have nationwide or inter-provinces coverage for its activities or for a Charitable Fund which has participation of foreign individuals and/or organizations;
- Provincial People's Committee for the Charitable Fund that shall have provincial or inter-district level of operation of its activities; and
- District People's Committee as authorized by Provincial People's Committee for the Charitable Fund that shall have activities limited to the district or inter-commune level.

(ii) Timing

Within 60 days from the date of receipt of proper application dossier, the authorized government agency (either the Ministry of Home Affairs, Provincial People's Committee, or District People's Committee, as the case may be) shall issue either the establishment permit for the Charitable Fund and a certification of the Charitable Fund's Charter or a written reply indicating reasons for refusal to issue the permit.

In case the Charitable Fund does not commence its operation within 12 months since issuance of the permit, validity of the said permit will then be terminated and the permit will be withheld.

### **4.3 Rights and Obligations of Charitable Fund**

- (i) To be organized and to operate under the recognized charter and relevant legal regulations of Vietnam;
- (ii) In the course of operation, to be subject to the state management of agencies in charge of the funds' operation domains;
- (iii) To conduct campaigns for mobilization of contributions or donations; to receive property donated by domestic and foreign individuals and organizations in strict accordance with their operation principles and purposes and legal provisions;
- (iv) To provide funding in strict compliance with the authorization of individuals or organizations as well as their operation principles and purposes;
- (v) To provide services and organize other activities permitted by law in order to preserve and increase their property;
- (vi) To use all mobilized money and property appropriately in accordance with the following purposes and target groups:
  - For donations, contributions and money raised for overcoming disaster consequences or emergency relief, to distribute all of them immediately after their receipt;
  - For donations for specific purposes or target groups, to comply with donors' requests; and
  - For mobilized amounts other than those specified hereinbefore, to ensure the disbursement of at least 70% of the total mobilized amounts within the fiscal

year.

- (vii) For funds which are established from property donated or under contracts or testaments without mobilizing contributions or receiving donations, to earmark at least five percent (5%) of their total property to finance programs and projects relevant to the funds' operation purposes;
- (viii) To preserve and publicize dossiers, vouchers and documents on their property and financial status, and resolutions and minutes on their operation in accordance with Vietnamese laws;
- (ix) To use their property and finances in strict compliance with their operation principles and purposes; to pay taxes, charges and fees and observe the accounting, audit and statistic regime in accordance with Vietnamese laws;
- (x) To lodge complaints and denunciations in accordance with laws and submit to the examination, inspection and supervision by state agencies, individuals and institutional donors and the community in accordance with Vietnamese laws;
- (xi) Annually, to submit reports on the situation of their organization and operation and financial statements to the agency that has permitted their establishment and recognized their charters and the finance agency of the same level, and to publicize the funds' contributions before March 31 of the following year;
- (xii) When there is any change in their head office, chairman, director or chief accountant, to report the change to the state agency competent to permit its establishment. The amendments to the charter of a fund must be recognized by the state agency that has approved the establishment of the fund; and
- (xiii) To exercise other rights and perform other obligations in accordance with Vietnamese laws.

#### **4.4 Organization and Management of Charitable Fund**

Organization and management structure of the Charitable Fund is composed of the (1) Fund Management Council; (2) Fund Director; and (3) Fund Control Board.

##### **1) Fund Management Council**

- (i) A Fund Management Council has at least 3 members appointed by the founding members: chairman, vice chairman and member(s). The term of office of the Council shall not exceed five years.
- (ii) The Council has detailed tasks and powers as provided by the laws.
- (iii) The Council works on a collective basis and its working regulations are specified in the charter of the Charitable Fund.
- (iv) The chairman of the Fund Management Council shall be a Vietnamese citizen elected by members of the Council by virtue of a majority vote. The term of office of the chairman coincides with the term of the Fund Management Council.

A foreign national who has made great contributions to the operation of the Fund may be elected as an honorary chairman of the Fund, if so voted by more than half

of members of the Council.

## **2) Fund Director**

- (i) The Fund Director shall be a Vietnamese citizen appointed by the chairman of the Fund Management Council under the decision of the Fund Management Council. The term of office of the Director shall not exceed five years. The Director shall be the legal representative of the Fund and bears responsibility for all activities of the Fund.
- (ii) The Director has detailed rights and obligations in accordance with the laws which includes, but not limited to, the following:
  - Run all activities of the Charitable Fund;
  - Follow the spending limits of the Charitable Fund in accordance with resolutions of the Fund Management Council, the fund's charter and legal regulations.

## **3) Fund Control Board**

- (i) The Fund Control Board is composed of at least 3 members: the head, deputy head, and member(s). The Chairman of the Fund Management Council shall set up the Control Board and appoint its members upon the proposal of the Fund Management Council. For a Charitable Fund with an annual operation fund of less than VND 100,000,000 (One Hundred Million Vietnamese Dong), the Management Council shall perform the fund control function.
- (ii) The Control Board operates independently and has the following tasks:
  - To inspect and supervise the operation of the Charitable Fund in accordance with the charter of the Charitable Fund and legal regulations;
  - To report and propose to the Fund Management Council on inspection and supervision results and the financial status of the Charitable Fund.

## **4.5 Property and Finance of Charitable Fund**

### **1) Capital Sources of the Charitable Fund**

Capital for operation of the Charitable Fund shall be formed from the following sources:

- (i) Voluntary contributions and lawful donations of individuals and organizations at home and overseas.
- (ii) Revenues earned from the provision of services or other activities according to Vietnamese laws.
- (iii) State budget support for the performance of tasks assigned by competent state authorities.
- (iv) Other lawful revenues (if any).

## **2) Use of Funds by the Charitable Fund**

- (i) To finance programs and projects for charity or humanitarian purposes, for promoting the development of culture, education, healthcare, sports and physical training and science or for other social purposes for community development in accordance with the charter of the Charitable Fund;
- (ii) To provide funds under the authorization of individuals or organizations and implement targeted funding projects in accordance with Vietnamese laws;
- (iii) To cover expenses for the performance of tasks assigned by the State;
- (iv) To cover fund management expenses;
- (v) To use idle money to purchase bonds or deposit it as savings.

## **4.6 Taxation**

### **1) Tax for Income of Charitable Fund**

The revenues that are voluntarily contributed and lawfully donated by individuals and organizations at home and overseas shall not be subject to corporate income tax if it is used in accordance with charitable purposes as registered. However, revenues which were not in accordance with charitable purposes as registered shall be subject to corporate income tax at the rate of 25%.

On the other hand, for revenues earned from the provision of services or other activities, it is unclearly defined in the prevailing laws whether such revenues of the charitable fund shall be subject to corporate income tax or not.

State budget support and allocation for the performance of tasks assigned by competent state authorities shall not be subject to corporate income tax.

For revenues earned from savings and loan interests, based on the prevailing laws, it is unclearly defined in this case whether such revenues of the charitable fund shall be subject to corporate income tax or not.

Revenues earned from Governmental bond interest shall not be subject to corporate income tax.

### **2) Tax Shield for Donors**

For corporate donors, while the Law on Corporate Income Tax defines that donation made by corporations for a limited area of activities will be considered as proper expenses for the purpose of calculation of corporate income tax, it is however silent on applicability to donations for traffic safety activities. Therefore, unless otherwise specifically permitted by the competent authority of Vietnam, such kind of donation may not be considered as proper expenses of a corporation. This is still a pending critical issue.

For individual donors, their voluntary lawful donation for traffic safety activities shall be deductible from income prior to assessing business income and/or personal income from salaries and wages of taxpayers who are resident individuals.

## 5 TRAFFIC SAFETY FOUNDATION PROGRAMS AND ACTIVITIES

Even though it is still quite difficult to estimate the Foundation's anticipated expenditures and revenues at this stage, the possible activities based on the initially identified goals and objectives of the Foundation are discussed in the succeeding sections.

### 5.1 Enhancement of Peoples' Knowledge and Consciousness

#### 1) Development of Traffic Safety Pocketbook

Activities	<ul style="list-style-type: none"> <li>▫ Periodic publication of the "Traffic Safety Pocketbook" (probably every 3 to 5 years).</li> <li>▫ Distribution (at a cost) of the Traffic Safety Pocketbook to relevant officials and workshop participants.</li> </ul>
Cost of Program:	USD 1.7 Million
Foundation Expense	USD 1.7 Million (including printing and distribution cost)
Revenue	1.7 Million USD x 30% = USD 0.5 Million (From sales of Traffic Safety Pocketbooks during seminars and workshops)
Note: Total 5-year expenditure estimated herein is the same estimation in the proposed traffic safety culture development plan of the Action Program. Therefore, both estimations for expenditures and revenues are for the 5-year period. A detailed expenditure is allocated and revenue is estimated in this study.	

#### 2) Organizing of Workshops and Seminars Nationwide

Activities	<ul style="list-style-type: none"> <li>▫ Conduct of seminars and workshop in selected pilot communities.</li> <li>▫ Providing technical support by assisting in development of seminar/workshop formats and methodologies, dispatching of experts and providing necessary materials for implementation.</li> </ul>
Cost of Program:	USD 3.5 Million
Foundation Expense	USD 0.72 Million <ul style="list-style-type: none"> <li>▫ Workshop subsidy: USD 0.68 Million (USD 3.4 Million x 20%)</li> <li>▫ Pilot Model Development: 1% (USD 0.4 Million)</li> </ul>
Revenue	<ul style="list-style-type: none"> <li>▫ From pilot model development: None</li> <li>▫ From local community: None</li> <li>▫ Fees from Participants: Cost (0.62 Million USD x 50%=0.31 Million USD)</li> </ul>

#### 3) Provision of Effective Information and Education Materials on Road Safety and Safe Driving Manner

Activities	<ul style="list-style-type: none"> <li>▫ Development of manuals, posters, leaflets, AVPs, website, etc.</li> <li>▫ Distribution of materials nationwide upon request.</li> </ul>
Cost of Program:	USD 2.3 Million
Foundation Expense	USD 2.3 Million
Revenue	USD 2.3 Million x 10% = USD 0.23 Million (Charge for 10% cost of developing materials)

## 5.2 Human Resource Development

### 1) Development of Traffic Safety Educational Manual and Pocketbook for Various Sectors

Activities	Development of an educational manual/pocket book and other information and education materials such as videos, etc targeting local communities and the high-risk groups like the youth and professional drivers.
Cost of Program:	USD 0.5 Million Materials are the same as those described in preceding section, with the addition of materials for professional drivers of buses, lorries, and taxis.
Foundation Expense	USD 0.5 Million <ul style="list-style-type: none"> <li>▫ Video development: USD 0.1 Million</li> <li>▫ Manual development for professional drivers: USD 0.4 Million</li> </ul>
Revenue	0.4 Million USD (From at cost sales of Manuals for Professionals)

### 2) Organizing of Seminars and Workshop with Training Program for CEOs at the Grassroot Levels

Activities	<ul style="list-style-type: none"> <li>▫ Assists local authorities in organizing and hosting seminars and workshops through program preparation, provision of necessary materials as well as equipment such as riding simulator, and dispatch of experts and instructors.</li> <li>▫ Conduct of traffic safety training seminars for professional drivers and teachers in driving schools.</li> </ul>
Cost of Program:	USD 2.0 Million + USD 1.5 Million = USD 3.5 Million
Foundation Expense	1.11 Million USD <ul style="list-style-type: none"> <li>▫ Purchase of riding simulator: USD 0.01 Million</li> <li>▫ Seminars &amp; Workshops subsidies: USD 1.0 Million (USD 3.5 Million x 30%)</li> <li>▫ Conduct of Safety Training: USD 20/person x 5,000 trainees = USD 0.10 Million</li> </ul>
Revenue	0.75 Million USD <ul style="list-style-type: none"> <li>▫ CEOs seminar fees: USD 2.0 Million x 30% = USD 0.6 Million</li> <li>▫ Safety Training fees: USD 0.15 Million</li> </ul>



### 5.3 Enhancement of Community Involvement/Participation for Network Development

#### 1) Preparation of Workshops and Seminars for Communities on Traffic Safety-Related Problems

Activities	<ul style="list-style-type: none"> <li>▫ Assists local authorities in organizing and hosting workshop-cum- training on how to make their community a safe place to live in. Assistance will be in the form of expert advice on how to organize and conduct the workshop-cum-training, distribution of traffic safety education manuals and pocketbooks, and dispatch of experts or instructors.</li> <li>▫ Develops model for a “Traffic Safety Culture Club” and transfers know-how to members of local communities.</li> </ul>
Cost of Program:	USD 0.87 Million
Foundation Expense	USD 0.39 Million <ul style="list-style-type: none"> <li>▫ Preparation for traffic safety conditions of community: USD 0.2 Million (USD 0.01 Million /community x 20)</li> <li>▫ Workshop subsidy: USD 0.17 Million (USD 0.87 Million x 20%)</li> <li>▫ Traffic Safety Culture Club model development: USD 0.20 Mil</li> </ul>
Revenue	None

#### 2) Organizing of Workshop on How to Achieve a Safer Community

Activities	<ul style="list-style-type: none"> <li>▫ Provides expert advice to local authorities on how to organize and conduct workshop.</li> <li>▫ Provides traffic safety and other necessary materials.</li> </ul>
Cost of Program:	USD 0.86 Million + USD 0.5 Million = USD 1.36 Million
Foundation Expense	USD 0.84 Million <ul style="list-style-type: none"> <li>▫ Workshop subsidy: USD 0.34 Million (USD 0.86 Million x 40%)</li> <li>▫ Cost of Materials to be distributed : USD 0.5 Million</li> </ul>
Revenue	None

#### 3) Dispatch of Experts and Instructors

Activities	Experts and instructors from Police Agency shall be made available during relevant seminars and workshops.
Cost of Program:	USD 0.5 Million
Foundation Expense	USD 0.5 Million
Revenue	None

## 5.4 Consensus- and Trust-Building in Community by Prioritizing Safe Community and Safer Road User Issues

### 1) Study for Development of Traffic Safety Episodes

Activities	Conducts study on the development of a series of traffic safety episodes to raise public participation activities and materializes them for mass media.
Cost of Program:	USD 1.1 Million
Foundation Expense	USD 1.1 Million ▫ Contents development and use of media
Revenue	None

### 2) Workshop on Pedestrian Guidance

Activities	Assists local authorities in the conduct of workshop through design of workshop and provision of educational materials.
Cost of Program:	USD 0.9 Million
Foundation Expense	USD 0.27 Million Workshop subsidy: USD 0.27 Million (USD 0.9 Million x 30%)
Revenue	None

### 3) Workshop on Training Motorcyclists

Activities	Assists local authorities in the conduct of workshop through design of how to conduct the workshop and provision of necessary materials for training.
Cost of Program:	USD 1 Million
Foundation Expense	USD 0.3 Million USD Workshop subsidy: USD 0.3 Million (USD 1 Million x 30%)
Revenue	None

### 4) Workshop on Training Bus Drivers

Activities	Assists local authorities in the conduct of workshop through design of how to conduct the workshop, provision of educational materials, and dispatch of instructors.
Cost of Program:	USD 1 Million
Foundation Expense	USD 0.4 Million ▫ Workshop subsidy: USD 0.2 Million (USD 1 Million x 20%) ▫ Materials provision: USD 1 Million x 10% = USD 0.1 Million ▫ Technical Assistance: USD 1 Million x 10% = USD 0.1 Million
Revenue	USD 0.03 Million Training fees: USD 15/person x 2,000 trainees = USD 0.03 Million

## 5.5 Development/Improvement of Traffic Safety Standard

### 1) Public Relation Campaign Utilizing Community Centers & University Campus

Activities	Content development for public relation programs, supports local authorities in the conduct of seminars, provides program contents, and dispatch of experts.
Cost of Program:	USD 0.8 Million
Foundation Expense	USD 0.44 Million □ Content development: USD 0.2 Million □ Workshop subsidy: USD 0.24 Million (USD 0.8 Million x 30%)
Revenue	None

### 2) Launching of Essay, Slogan, and Drawing Competitions

Activities	Assists the public in launching of these competitions in cooperation with local media through dispatch of experts and/or instructors and providing a technical know-how of the program.
Cost of Program:	USD 1.2 Million
Foundation Expense	USD 0.24 Million Workshop subsidy: USD 0.24 Million (USD 1.2 Million x 20%)
Revenue	None

## 5.6 Development and Enhancement of Collaboration and Responsibility for Action among all Stakeholders

### 1) Family Rally for Safe Driving Activity Starting from Parading on Major Highway

Activities	Takes initiative in conduct of parades on major highways in cooperation with MOPS, MOT and the private sector.
Cost of Program:	USD 0.65 Million
Foundation Expense	USD 0.65 Million
Revenue	None. While donation from private sector and subsidies from the government are expected, these are however not sustainable.

### 2) Organizing the “Best Driver Competition”

Activities	Launch of a campaign on driver competition from the perspectives of safe driving skills and behavior.
Cost of Program:	USD 0.65 Million
Foundation Expense	USD 0.65 Million
Revenue	None. Cost for rewards/awards to the best drivers shall be solicited from private companies.

### 3) Organizing the “Safety Culture Fair/Exposition”

Activities	Periodic hosting of the fair/exposition wherein the public sector presents traffic safety issues and the private sector presents their related materials as well as services.
Cost of Program:	USD 0.95 Million
Foundation Expense	USD 0.95 Million
Revenue	USD 0.95 Million The Foundation provides the space and charges exhibitors to cover the cost.

### 4) Organizing the “Traffic Safety Forum”

Activities	Assists local stakeholders hosting the forum through provision of technical inputs on how to conduct the forum and through dispatch of experts.
Cost of Program:	USD 0.75 Million
Foundation Expense	Forum subsidy: USD 0.08 Million (USD 0.75 Million USD x 10%)
Revenue	None

## 5.7 Expenditure and Revenue from Activities

Table 5.7.1 presents the estimated expenditure-revenue balance sheet from the Foundation’s proposed activities’.

**Table 5.7.1 Expenditure and Revenue of the Foundation**

Program	Unit: Million USD		
	Expenditure	Revenue	Balance
Enhancement of Peoples’ Knowledge	5.80	1.04	▲4.76
Human Resource Development	1.61	1.15	▲0.46
Enhancement of Community Involvement	1.73	0.00	▲1.73
Consensus- and Trust Building	2.07	0.03	▲2.04
Development/Improvement of Traffic Safety Standard	0.88	0.00	▲0.88
Development/Enhancement of Collaboration and Responsibility among Stakeholders	3.00	0.95	▲2.05
<b>Total</b>	<b>15.09</b>	<b>3.17</b>	<b>▲11.92</b>

Table above indicated a deficit of USD 11.92 Million during the 5-year implementation period, or an annual average of USD 2.38 Million annually.

For the Foundation to achieve a balanced cash flow, it is therefore imperative that more profitable activities be introduced, or subsidies from the government be proposed particularly for activities without any revenue. Otherwise, the Foundation may need to reduce the planned activities according to its financial capability.

## 5.8 Foundation’s Functions based on Proposed Program Activities

The proposed program activities of the Foundation are proposed under the traffic safety culture development program. These programs of activities may be classified accordingly based on the organization and functions of the Foundation, as follows:

- (i) Publication: Development, printing, and distribution of pocketbook, audio visual presentations/videos, posters, and other materials.
- (ii) Workshop: Hosting, arranging and assisting communities for various workshops, seminars, and forum
- (iii) Training: Hosting, arranging and assisting communities for training drivers, teachers, and community leaders with adequate training equipment (such as driving simulator)
- (iv) Public Relations: Developing contents and materials, coordinating and promoting with the mass media
- (v) Exposition and Competition: Designing and promoting fairs/exhibits and competitions

## 6 Financial Structure of the Foundation

### 6.1 Basic Structure

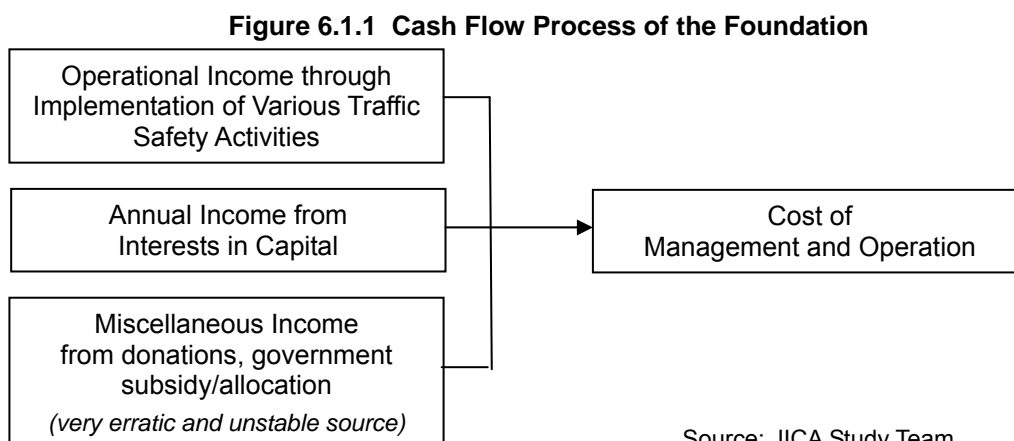
Since the Foundation is proposed to be established as a charitable fund, all of its activities should aim for the general public as its beneficiaries through the conduct of activities towards traffic safety improvement in Vietnam.

While Decree 148 (No.177/1999/ND-CP) indicates that the fund is set up and operated for non-profit purposes, this doesn't however restrict the Foundation from recovering costs or if at all possible, generating revenues from its activities. For without profit or revenues, the Foundation will not be sustainable due to the limited source of funding for its activities.

Therefore, to keep a balance for the required charitable nature of the Foundation and at the same time its need for income-generating activities to sustain its operations, the Foundation shall not be conducting purely income-generating activities but will ensure that costs for implemented activities can be recovered and that operational income can be realized so as to be able to finance other traffic safety activities.

Moreover, to increase probability of sustainability of the Foundation, it is necessary to generate an acceptable level of profit to finance management and operation expenses.

Figure 6.1.1 shows the envisioned cash flow process of the Foundation.



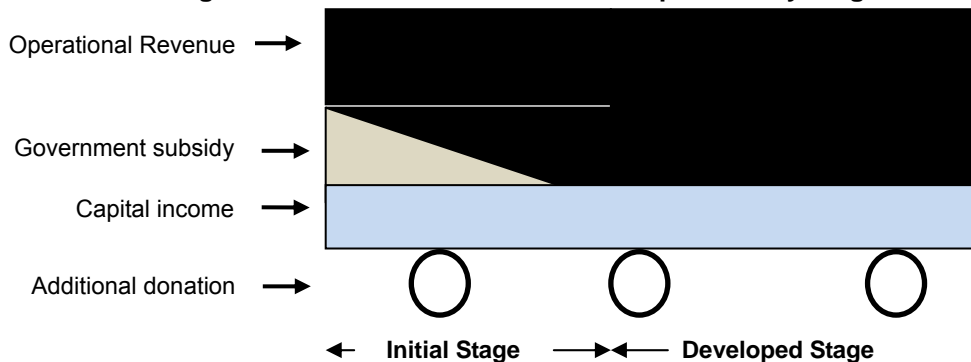
Source: JICA Study Team.

It is of course ideal to get all necessary revenues from proper and efficient fund management, however, this model will not ensure sustainability of funds since the value of fund is expected to decline as compared with the economic growth of the society. While additional donation to the Foundation can compensate for this declining capitalization, however, this is not a stable source. The government subsidies and allocations may also support especially in its management but this should be kept from a minimum and as a last resort if possible to ensure the Foundation's independence.

This further justifies the Foundation's need to also operate activities which can bring in revenues. Therefore, the annual expenditure for maintaining the organization and for implementing social services should be financed not only from the fund's interest payments but also from revenues from selected activities and services provided by the Foundation. Additional donation from private sector and groups shall also be very essential to ensure sustainability of the Foundation.

Figure 6.1.2 illustrates how the financial composition and structure of the Foundation is envisioned to evolve. At the initial stage of operation, however, it will be difficult to earn an operational income enough to cover the necessary expense due to the lack of operational know-how or the delay of social support. In such case, it is desirable that the government supplies to cover a deficiency until the foundation will be able to earn the enough profit.

**Fig 6.1.2 Foundation's Financial Composition by Stage**



Source: JICA Study Team.

## 6.2 Charter Capital

### 1) Donors

For a charitable foundation to build its capital (charter capital), donations from private companies, organizations, individuals, as well as some amount from the public sector is necessary.

#### (i) Industries

Contributions from the automobile manufacturing industry have already been made for traffic safety activities in Vietnam. Thus, expanding donor collection to other industries should also be considered, such as:

- Manufacturers of motorcycles, other types of motorized automobiles such as trucks, and other related products and accessories (e.g. tires, traffic safety goods, etc).

- None life and life insurance companies
- Transportation companies of cargo and passenger

(ii) Public Sector

For the Foundation to be publicly regarded as a reliable organization and to further enhance private sector donations, the Government donates a portion of the charter's capitalization funds. Other possible sources are donations from ODA and other international organizations.

In addition, a public sector low-interest (or zero interest, if possible) loan to the Foundation is another alternative. The Foundation can utilize the profit from the difference of interest rates between borrowing and lending. In this case, the loan is considered to be a subsidy. However, if the profit from the loan is put into the capital account, the loan will then be considered to be part of the capital investment.

## 2) Required Amount of Capital

The amount of initial capital should be determined by the balance between the required expenditures of and the expected revenue from the Foundation's activities. However, it is often the case that the activities are only decided and finalized after the actual capitalization has already been set-up.

Provided that all of the maintenance cost can be covered by interest payments from capital management, the required amount for the Foundation's capital will be about USD 33 Million USD (around VND 57 Billion).

Table 6.2.1 shows the required capitalization.

**Table 6.2.1. Required Amount of Foundation Capital**

(In Million USD)	
Expenditures from Activities (annual operational cost):	2.38
Annual Management Cost:	0.90
· Salary & related costs: 15 persons x USD10,000	0.15
· Miscellaneous cost (Office, communication, equipment, stationary, public relation, etc): USD 0.15 Million x 50%	0.75
Amount of Maintenance Cost:	3.28
· USD 2.38 Million + USD 0.90 Million	
Necessary Amount of Capital:	32.8
· USD 3.28 Million / rate of interest (=10% )	

Source: JICA Study Team.

If the amount of capital is lower than that estimated in Table 6.1.1, the Foundation should prioritize the proposed program of activities. In addition, the revenue from capital management is unstable due to the fluctuation of interest rates. On the other hand, it is possible to lower the required amount of capital if more revenues will be generated from the activities and if there will be a stable support coming from the Government.

## 6.3 Operational Revenue

### 1) Government Activities and Foundation Activities

More often than not, charitable activities do not generate profit or revenues if such activities are provided by the government either for free or at very low charges. However, it is sometimes more beneficial for the public for an activity to be implemented by a Foundation on behalf of the government since this results in better quality of service and higher efficiency. There are also instances where activities are to be provided by the Foundation itself, with no commissioning coming from the government.

Therefore, to increase possibility of generating revenues from its activities, the Foundation should focus as its main programs on necessary traffic safety activities that have never been implemented by the government but are regarded as necessary and critical for traffic safety improvement. In addition, it will be ideal if the government can subsidize the Foundation to reduce the costs of meeting public needs. The government may also delegate implementation of new public service activities to the Foundation.

As discussed, Table 6.3.1 presents the Foundation's activities in relation to the government.

**Table 6.3.1 Classification of Activities relating to the Government**

Status of Government	With Profit	Without Profit
Activities provided mostly by the Government	<ul style="list-style-type: none"> <li>• Commission (PFI, ADOPT etc)</li> <li>• Privatization</li> </ul>	<ul style="list-style-type: none"> <li>• Supplementary to government activity (rare case)</li> </ul>
Activities not usually provided by the Government	<ul style="list-style-type: none"> <li>• New public service started by Foundation</li> </ul>	<ul style="list-style-type: none"> <li>• Activities necessary in accordance with the Foundation's objectives</li> </ul>

The final program of activities of the Foundation should be finalized in accordance with its objectives and targets, as well as based on results of implementation of initial activities and the evolving social demands of the traffic society. Prior to this however, the following should be clarified:

- (i) Existing government activities that shall be transferred to the Foundation
- (ii) New activities started by the Foundation which can generate income/revenues

### 2) Chargeable Activities

Even though the detailed studies and agreements among the stakeholders are necessary, some of the chargeable activities are discussed below as examples due to its significance in the financial viability of the Foundation.

- (i) Promotion and management of campaign as award for excellent driver

Bestowing honor on an excellent driver is effective in increasing people's awareness on good driving manner. Applicant drivers will be encouraged to participate in a driving contest where their driving manner and skills shall be tested. Then top participant shall receive an excellent award. This type of program has



high probability of receiving private sector donation, particularly from the automobile manufacturing industry.

(ii) Provision of traffic safety information

In order to awaken and enhance public concern for traffic safety, publication on traffic safety is regarded as one of the important measures. The traffic safety culture development program plans to conduct various types of workshops and seminars that shall be requiring content materials such as textbooks or pamphlets for distribution to the participants. There is also possibility that these materials may be provided to the participants for a fee, cost borne either by the participants themselves or the sponsoring organization.

Thus, in the production of these information materials, it would be ideal for the Foundation to develop and produce all these materials to ensure consistency and quality.

(iii) Support for the improvement of driving education

There are almost 200 driving schools at present in Vietnam which have varying levels of quality and all needing systematic improvement. This program therefore aims to provide opportunities for teachers of driving schools to upgrade their skills and teaching techniques as well as to enhance their interest for traffic safety. Program may consist of short training course and of delivery of various teaching materials such as textbooks and videos, etc. For provision of such services, it is desirable to charge for the cost of services and materials since driving schools as well as teachers will enjoy direct benefit from a business perspective.

(iv) Training of professional drivers

Drivers of taxis, buses and a lorries are required a higher level of safety driving. However, the present situation wherein professional drivers are least concerned about the traffic safety justifies the necessity for a traffic safety training program for professional drivers. This program may also apply to managers of their respective transport operators. The Foundation can provide a training program for paying participants since direct benefit will be realized on a business perspective by the reduced number of traffic accidents. It will be desirable for the Foundation if the concerned government authority will make it mandatory for the professional drivers to undergo this training program.

(v) Re-training of high accident-risk drivers

In order to reduce drivers who often bring about traffic accidents and violations, the Foundation can provide a retraining program for these high accident-risk drivers. The practical way to introduce this program is to make this training mandatory for target drivers. It is also possible to provide this re-training by coordinating with insurance companies. In both cases, the cost of re-training should be paid by the trainee.

#### **6.4 Involvement of Government**

Government's support to the Foundation's operations may be classified into: (i)

Commission of government services; (ii) Subsidies for Foundation activities; (iii) Loan with low or no interest; and (iv) Donation.

**1) Commission of Government Services**

If the Foundation can provide at a lower cost social services that is usually provided by the Government, it will be beneficial to both Government and the general public to transfer the operation to the Foundation, especially if such services are not critical in the essential role of the Government. In return, it is possible for the Foundation to generate a stable income from such activities through efficient provision of service.

**2) Subsidies for Foundation Activities**

While some of the activities shall be implemented fully by the Foundation, the Government can still assist through providing enabling conditions for the Foundation such as charging of subsidized rates for use of facilities for workshops or providing facilities for free. However, as earlier discussed, this should be considered as a last option to address its deficits.

**3) Low or Interest-free Loan**

Another kind of subsidy but allows the Foundation more free hand to use the money.

**4) Donation**

The Government donates some portion of charter capital. In this case, the Foundation also assumes a government fund nature, except that the base of management is the charitable fund. This case however may still be subject for discussion since it can be argued that traffic safety actions should correspond to high responsibility to traffic society due to the very significant effects of traffic accidents.

## **PART IV CONCLUSION AND RECOMMENDATION**

### **1 CONCLUSION**

The additional assistance has been completed by the JICA Study Team in cooperation with the NTSC and other related agencies in the central and local levels. Major findings are summarized in the succeeding subsections.

#### **1.1 Traffic Safety Culture Pilot Project**

- (1) The Traffic Safety Culture Development pilot project was implemented in Cam Giang, Hai Duong Province to understand the responsibilities between NTSC, central government agencies and local government agencies for the implementation of the community-based traffic safety activities. The pilot project focused on safety in school zone and target communities which was participated in by students and community volunteers. The local traffic police was also mobilized to control traffic on National Highway 5.
- (2) In order to ensure traffic safety of students going to and from school, participation should not only be limited to the students, teachers and school officials, but critical roles should also be played by people in the communities, traffic police, as well as road administrators.
- (3) Primary objective of the traffic safety culture development is to enhance peoples' safety behavior in the community. In order to achieve this change in peoples' behavior however, long-term and continuing activities will be indispensable. During the pilot project implementation, sufficient participation was received from the participants which eventually contributed to the success of the pilot project. Unfortunately, after pilot project completion, there was no prepared plan to sustain efforts started in the pilot project probably due to lack in experience and leadership, as well as lack in financial support.
- (4) The period of pilot project implementation was limited only to 10 days. Thus, some unsatisfactory results are unavoidable. There are however some useful lessons learned from this experience, as follows:
  - Each community organization has a sufficient capability to carry out campaign activities.
  - There is still lack of coordination experience for implementation of a comprehensive community program, including engineering improvement as well as traffic law enforcement.
  - There is lack of leadership and coordination mechanism among the organizations responsible for traffic safety at the local level. While the pilot intersection on NH5 has already been identified as a black spot, there was no radical measure implemented in the past, until the pilot project was implemented.
  - There is lack for human and financial resources to develop and sustain the activities.

- (5) This pilot project was implemented as part of the capacity strengthening needed in NTSC to implement the traffic safety project proposed in the Master Plan. NTSC was able to undergo various processes of community-based activities on "Participation, Experience and Implementation" through this pilot project, which is expected to become very useful in its future undertakings which are expected to expand nationwide.

## **1.2 Traffic Safety Foundation**

- (1) Regarding the Traffic Safety Foundation, alternative organizational establishments were discussed and the Charitable Foundation was found to be the most appropriate over other organizational structures such as Governmental Fund, Local Association, and Association of Foreign Business in terms of capability and social acceptability. This additional technical assistance has further confirmed the role and importance of a traffic safety fund in the NTSC and related organizations, which can contribute to the capacity development of NTSC aimed at the development of a new system.
- (2) Traffic safety foundation is useful not only for traffic safety culture development activities, especially community-based activities related to traffic safety, but also in human resource development and formulation of the action program. However, since private contribution may vary from time to time depending on the economic situation, it may be difficult to secure sufficient funding for programs and activities at times such as during this time of the current global economic recession. Therefore, in order to ensure sustainable fund resource, self-financing mechanisms will be needed with governmental support.

## **2 RECOMMENDATION**

The following recommendations are hereby presented:

- (1) Traffic safety culture development program should be prepared based on local conditions. Given a lack of capable organization with strong leadership to champion this program, it is therefore strongly recommended that traffic safety culture development be coordinated with the ongoing comprehensive traffic safety projects such as VRSP and JICA Northern Vietnam Traffic Safety Projects. Moreover, the following should be taken into consideration:
  - Traffic safety culture development program (comprehensive community base traffic safety program) should be under the leadership of NTSC.
  - NTSC will support Provincial Government to establish taskforce team under Provincial Traffic Safety Committee. The taskforce will be responsible for implementation and monitoring of the sustainable program. The taskforce members will receive an appropriate training program to promote persuasive communication and comprehensive traffic safety education skills.
  - NTSC shall monitor the overall activities and evaluate effectiveness. After which, it shall prepare the legal system and conditions to promote and disseminate the activities until the safety activities are inherently accepted in

the traffic society. Legalization or institutionalization will be critical in ensuring sustainability of the activities as well as for paving the way for an effective collaboration among the responsible agencies. Based on the pilot project, for example, a School Zone Traffic Safety Development Act may be proposed.

- As learned from the conduct of the pilot project, many black spots require several engineering problems. Thus, necessary engineering improvement shall be implemented prior to the community safety activities. And due to the lack of awareness on safe driving, police enforcement shall be required for the most part of the community activities. Thus, capacity development of local traffic police should also be further strengthened.
- (2) Traffic Safety Foundation should be established as soon as possible to promote sustainable and community-based traffic safety programs. Main objective for this urgent establishment is not only to ensure fund resources but also to formulate the core organization with sufficient knowledge and skill as well as strong leadership.
  - (3) The Traffic Safety Foundation is proposed to take the charitable fund structure. However, for it to fully operate as a charitable fund may require some time until the automobile society is matured enough to share the cost for the general traffic society. Until then, several forms of government support will be required to generate new resources of fund from fees, user charges or business activities.
  - (4) It is also recommended that the Foundation be established in line with the VRSP or JICA Northern Region Safety Projects as a government subsidiary organization or independent organization with government support. Both projects are also aiming to establish an appropriate system and capacity development they can provide on the operation of the organization will be adequate enough to develop and manage the traffic safety culture program.