



GOOD PRACTICE GUIDE

MEANINGFUL NGO PARTICIPATION

IN THE FIELD OF ROAD SAFETY

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WHAT IS MEANINGFUL NGO PARTICIPATION?



Meaningful NGO participation is when NGOs participate in a decision-making space on behalf of the communities they represent and in a way that leads to actions that result in the reductions (and possibly ultimately elimination) of deaths, serious injuries and related psychological suffering from road crashes.¹



¹ Definition based specifically in the context of road safety and the global goals and based on Alliance member input through a member survey conducted January – February 2021 and a review of literature. The data and literature review can be found in Annexes 2 and 3.



THE GLOBAL MANDATE FOR ROAD SAFETY

UN RESOLUTION A/74/L86

In 2020, the UN Global Assembly adopted Resolution A/74/L86 on “Improving global road safety”, which proclaimed a second Decade of Action for Road Safety and set a target to reduce road deaths and serious injuries by 50% by 2030.

DECADE OF ACTION FOR ROAD SAFETY 2021–2030

The second Decade of Action for Road Safety 2021–2030 (second Decade of Action) builds on the foundations of the first Decade of Action for Road Safety 2011–2020 (first Decade of Action), which had the mandate to “stabilize and then reduce the forecast level of road traffic deaths around the world.”

The second decade presents a renewed opportunity to ramp up global efforts toward a 50% reduction in deaths and injuries.

It is underpinned by the Global Plan, which is the guide for governments to achieve the 2030 target.



SUSTAINABLE DEVELOPMENT GOALS (SDGs)

The 2030 goal is supported in the Sustainable Development Goals (SDGs), setting it within the wider context of global health and prosperity for people and planet. Road safety is addressed in two targets:

- 3.6 (Good Health and Well-being) By 2030, halve global deaths from road traffic accidents.
- 11.2 (Sustainable Cities and Communities) By 2030, provide access to safe, affordable, accessible, and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities, and older persons.



CONTEXT AND PURPOSE

2021 marks the start of the second Decade of Action with an ambitious target to halve road deaths and injuries by 2030. While governments must lead action toward the targets, meaningful participation of NGOs in decision-making and implementation of the targets can help accelerate progress.

According to a survey of members of the Global Alliance of NGOs for Road Safety (the Alliance), a key factor in NGOs’ contributions to the first Decade of Action was the presence of meaningful NGO participation in decision-making processes. Conversely, they reported that an absence of meaningful participation during the first Decade of Action hampered progress.

This guide offers NGOs and activists practical advice and inspiration to strengthen their advocacy through meaningful participation with their governments and, by doing so, to make the maximum impact toward the 2030 road safety targets. The advice in the guide is based on Alliance members’ perspectives and offers insight into how successful NGOs have prepared and positioned themselves to be the bridge between their governments and the communities they serve. It explores the challenges and opportunities that they have experienced in their efforts toward effective meaningful NGO participation and includes concrete examples of steps that NGOs can take to strengthen the quality of their participation.

The guide shows that NGOs play a valuable role in bringing the voices of communities to their governments. These voices are important because they are the voices of those who are directly affected by road transport and safety policies and implementation. NGOs play a role in educating the community on what works, connecting their governments to communities’ reality on the ground, and spotlighting commitments and responsibilities to promote government accountability and transparency.

Achieving the 2030 goals requires concerted efforts from diverse sectors, including NGOs. Meaningful participation is a central and necessary tool for NGOs to maximize their impact. It is our mission and our obligation, as road safety and road victim NGOs, to play our part in the second Decade of Action toward the 2030 goals, maximizing our capacity and supporting and mobilizing our communities and decision makers to play their part too.

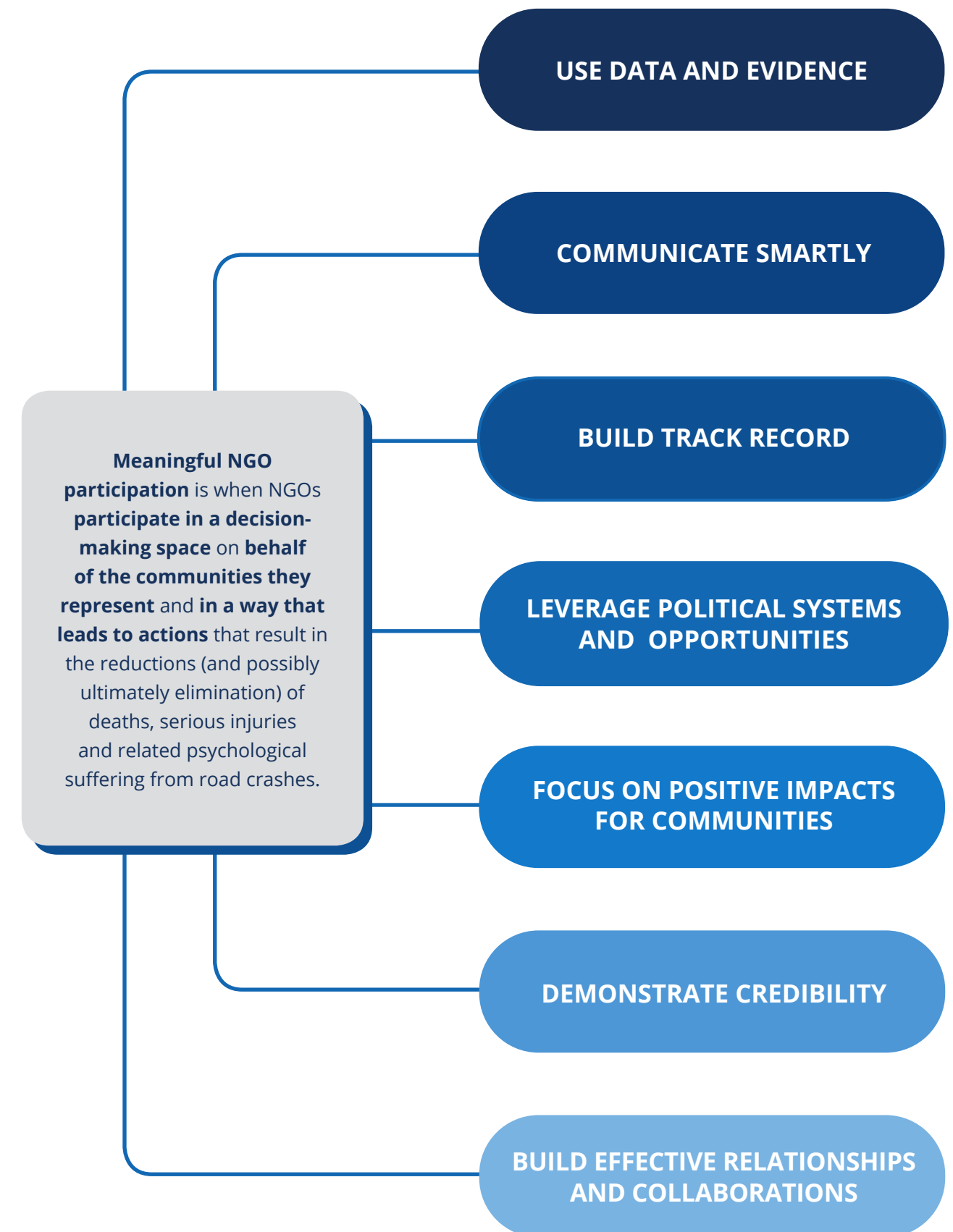
WHAT DOES SUCCESSFUL MEANINGFUL NGO PARTICIPATION LOOK LIKE?

In the next section, we will explore, through case studies from Alliance members, examples of meaningful NGO participation. Through the case studies, we can see common elements of what constitutes NGO meaningful participation.

- 1. USE DATA AND EVIDENCE:** NGOs that participate meaningfully with their decision-making bodies seek and use data and evidence to develop their understanding of the issue, grow their expertise, develop their advocacy messages and strategies, and define their demands. They often involve other experts and/or hire dedicated quality staff to ensure consistent quality work.
- 2. COMMUNICATE SMARTLY:** NGOs that participate meaningfully are smart in their use of media, champions, and other high-profile platforms to raise awareness, mobilize support, demonstrate NGO credibility, and generate pressure on governments to act.
- 3. BUILD TRACK RECORD:** NGOs that participate meaningfully persist and seek to consistently produce quality outcomes despite obstacles (such as lack of funding/resources, lack of political will or government interest, changes of government).
- 4. LEVERAGE POLITICAL SYSTEMS AND OPPORTUNITIES:** NGOs that participate meaningfully actively seek out any opportunities they can find and leverage them to amplify their demands and bring better outcomes for road safety.
- 5. FOCUS ON POSITIVE IMPACTS FOR COMMUNITIES:** NGOs that participate meaningfully keep their focus on bringing positive outcomes and reduced suffering for the communities they represent, thereby fulfilling the NGO roles and responsibilities.
- 6. DEMONSTRATE CREDIBILITY:** NGOs that participate meaningfully use data and evidence effectively, have a track record of effective work, make SMART² communications, and cultivate strong relationships—all of which demonstrate NGO credibility.
- 7. BUILD EFFECTIVE RELATIONSHIPS AND COLLABORATIONS:** NGOs that participate meaningfully are adept at identifying and approaching relevant stakeholders to work with and build positive relationships with them. This applies to finding the right decision makers, partners, and influencers, and collaborating with other civil society partners, both in road safety and beyond.

When NGOs deliver on these elements, it seems to attract attention from government and funders, leading to further success.

² Specific, Measurable, Achievable, Realistic, Timebound





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EXAMPLES OF MEANINGFUL NGO PARTICIPATION

Real-world examples from Alliance members can illustrate how NGOs are working to create meaningful participation and may serve to assist different NGOs to enhance their participation for improved road safety outcomes into the next decade. We look at examples from the first Decade of Action by first seeing what was achieved and then working backward to discover how that key outcome was achieved.

The following case studies consider the following questions:

- **KEY OUTCOMES:** What key changes did the NGO contribute to?
- **KEY RATIONALE:** What led the NGO to believe that the changes would be effective and that it could influence them?
- **KEY DATA:** Is there data that demonstrates the improvements arising from the changes?
- **KEY OBSTACLES:** Most success stories involve obstacles. What were the key obstacles?
- **MANAGING/OVERCOMING OBSTACLES:** How were these obstacles overcome?
- **KEY ENABLERS:** What were the enablers for success?
- **ADVICE:** What is NGOs' key advice for maximizing success?

While these case studies show that every NGO demonstrated all of the seven elements of meaningful participation, we highlight one element for each case study to help us see how each element looks in practice.

Case Study 1: SPOTLIGHT ON USE OF DATA AND EVIDENCE

ASSOCIATION FOR SAFE INTERNATIONAL ROAD TRAVEL, KENYA

KEY OUTCOMES

Association for Safe International Road Travel (ASIRT) Kenya worked with other NGOs to draft and advocate for passage of a child safety law, as part of the traffic amendment bill, to improve the safety of children traveling to and from school. The bill was passed through Parliament and assented by the president in 2017.

KEY RATIONALE

One-off projects by government and NGOs to improve child safety (for example, installation of zebra crossings at a school) showed positive results, and speed and helmet wearing were already being addressed. However, there was a lack of a systemic approach to child safety. Communities were calling for more sustainable action to address child deaths around schools in response to a number of fatalities reported by media. Although national data had been collected and stored by police, only aggregate data existed for children under 16. Details, such as where children were dying and their age, were not available.



KEY DATA

In 2011, a baseline study was conducted around 20 schools in two districts by a consortium led by Bloomberg Philanthropies and including ASIRT. It found that in the past three years, there had been 266 injuries and 38 children had been killed. Following interventions, including speed control, infrastructure changes, and increased supervision, crashes in the two districts had dropped by 37% and 49% and deaths by 83% and 60%. This data informed advocacy for the amendment bill.

KEY OBSTACLES

- Policy makers did not see child safety as an emergency issue against many competing priorities for resources.
- Opposition came from certain sectors of the community out of concerns about extra costs, disbelief in the benefits of 30 km/h speed limits, and the myth that speed reduction would cause traffic jams.

MANAGING/OVERCOMING OBSTACLES

- Data was used to convince decision makers why the law was needed. Data collection involved the communities themselves.
- Consistent activities were undertaken to make child safety a visible issue. Activities included walks and processions, prime-time media, and tagging ministers and influencers on social media. Data backed up the messaging that child safety must be addressed urgently.
- Consistent advocacy strategy was applied, and stakeholder mapping undertaken. ASIRT Kenya worked with different ministries so that they would influence each other.
- Involvement of parent teacher associations, sympathetic members of Parliament, and others helped to build a support base.

KEY ENABLERS

- Consistency: ASIRT Kenya kept the issue in the public eye, including events for the World Day of Remembrance for Road Crash Victims (WDR) that involved policy makers and media. The government has now adopted WDR on its annual calendar. It also organized other community events, such as processions, built relationships with decision makers, and used social media.
- As a result of its advocacy, ASIRT Kenya was invited to decision-making forums for road safety, and the executive director of ASIRT Kenya was appointed as vice chair of the national lead agency for road safety and the chair of the safety committee. In this role, ASIRT Kenya has been able to involve more NGOs in decision making.

ADVICE

- Have the evidence to make your argument and communicate what your audience can gain from what you are advocating.
- Map out your path. Know what you want to achieve, where you want to go, and whom you need to get there—this allows you to be strategic in choosing the right staff, coalition, advocacy tools, language, and messenger.
- Know how your government and parliament work to judge when you, as an NGO, should step in. This includes understanding the legislative process and calendar.
- Look for opportunities and wisely and sensitively take advantage of tragic events (for example, a major crash on the news) to push for a policy change.

Case Study 2: SPOTLIGHT ON COMMUNICATING SMARTLY

LES AMBASSADEURS DE LA SÉCURITÉ ROUTIÈRE, TUNISIA

KEY OUTCOMES

Even though Tunisia already had a seat belt law, it was never enforced, and seat belt usage was uncommon in urban areas of Tunisia. Les Ambassadeurs de la Sécurité Routière (ASR) engaged the government and community to improve seat belt wearing in the front seats of vehicles in urban areas through a mass media campaign. As a result, the Ministry of Interior (MOI) instructed the national police to enforce seat belt usage.

KEY RATIONALE

ASR conducted a survey in major cities of Tunisia that found that most people believed seat belts were necessary only on highways and not on urban streets, where there is congestion and travel speeds are lower. They also reasoned that they were unlikely to be stopped by police for not wearing a seat belt. Therefore, it was concluded that active police enforcement of seat belt wearing and citywide education campaigns were needed.



KEY DATA

Seat belt usage rates and the number of deaths due to nonuse of seat belts were compared before and after the active enforcement campaign, using data from the Tunisian National Observatory for Road Safety managed by the MOI. Seat belt wearing by drivers and front seat passengers rose from 10% to 75%, and deaths and injuries decreased by 17% and 28% respectively. In the two months following the introduction of active seat belt enforcement in April 2017, road deaths fell by 35% compared to the same two months in the previous year.

KEY OBSTACLES

- Citizens and government did not believe that seat belts were necessary on city roads.

MANAGING/OVERCOMING OBSTACLES

- An innovative communication campaign was developed, involving celebrities as ambassadors for seat belt wearing. Celebrities were carefully chosen in consultation with expert media companies to ensure the credibility of the campaign messages.
- The campaign used media, including prime-time TV and radio, posters, and social media to present a clear message.
- ASR president's niece shared her story of losing her father in a crash, stressing that if he had been wearing a seat belt, he might still be with her today.
- The media campaign was used to put pressure on and build close working relationships with the Ministry of Transport and MOI, which were the responsible agencies with the power to implement seat belt usage.

KEY ENABLERS

- Evaluation enabled ASR to demonstrate why people should wear seat belts as well the success of the campaign.
- ASR made careful use of language and mediums.

ADVICE

- Focus on attaining quality staff. A small number of quality people can make a powerful difference.
- Develop strong relationships with journalists: they inform citizens, but they also ensure that decision makers will hear your voice.

Case Study 3: SPOTLIGHT ON BUILDING TRACK RECORD

PARACHUTE, CANADA

KEY OUTCOMES

Parachute has developed a reputation in Canada as a leader on Vision Zero, an integrated approach to road safety that deems that no fatality or serious injury resulting from a road crash is acceptable. Through the Parachute Vision Zero Collection Tools, it supports and informs Canadian road safety authorities at national and municipality levels to adopt the Vision Zero approach in order to accelerate reductions in road deaths and serious injuries.

KEY RATIONALE

Many in Canada questioned that the goal of zero deaths and serious injuries was achievable. Parachute conducted a needs assessment to identify the gaps in Vision Zero knowledge and resources among Canadian municipalities. The findings of the needs assessment informed the Vision Zero Collection Tools.



KEY DATA

Since Parachute published the Vision Zero Collection Tools, more than 20 jurisdictions in Canada have adopted or are in the process of adopting Vision Zero; many of them have worked with Parachute. Edmonton was the first Canadian city to adopt Vision Zero, in 2015. Between 2015 and 2020, it has been able to show a 63% decrease in traffic-related fatalities, a 40% decrease in serious injuries and pedestrian fatalities, and a 54% decrease in serious injuries.

KEY OBSTACLES

- Because Vision Zero was not widely believed to be achievable, identifying and collecting tools to help Vision Zero implementation had not been considered a valuable investment.

MANAGING/OVERCOMING OBSTACLES

- Key documents, evidence-based resources, and emerging issues enabled Parachute to demonstrate the value of Vision Zero and place the NGO's members as key experts. It also presented its work at key provincial, national, and international conferences.
- These activities and others led to Parachute being approached by national planning committees, such as the Canadian Association of Road Safety Professionals and various road safety research teams, as well as a number of Canadian municipalities.

KEY ENABLERS

- Parachute worked with a panel of expert advisors who guided it through decision-making processes.
- A strong stakeholder network was built, consisting of nearly 650 road safety advocates working in public health, the nonprofit sector, government, research, and education from the municipal, provincial, and national levels.
- Strong partnerships were developed with leading national agencies, public health partners, and road safety organizations, including municipal and provincial enforcement agencies.

ADVICE

- Understand the needs of key stakeholders and collaborate with them, based on their needs.
- In multi-faceted initiatives, stakeholders often have different deliverables and competing priorities. Take meaningful time to build consensus amongst partners. This will create buy-in which will support the entire initiative.
- This collaborative approach helps present a consistent public message among different road safety stakeholders, making the call for action more powerful.

Case Study 4: SPOTLIGHT ON LEVERAGING POLITICAL SYSTEMS AND OPPORTUNITIES

FUNDACIÓN CAVAT, ECUADOR

KEY OUTCOMES

Fundación CAVAT (CAVAT's advocacy for amendments to the national traffic law highlighted weaknesses in the way that road safety was overseen in Ecuador. This led to changes in the mandate of the parliamentary commission with oversight responsibility for the Agencia Nacional de Tránsito (ANT), the national traffic and road safety agency, that made it easier to pass their proposed amendments through the legislative system.

KEY RATIONALE

A special commission within the national assembly had been set up to oversee ANT, due to failings in the agency's consultative process with civil society. Faced with public pressure resulting from several high-profile crashes and presented with evidence from CAVAT's report on child safety and recommendations for amendments to the national traffic law, it became clear that the scope of the commission should be expanded to enable it to receive and review the amendments directly, instead of via the agency, and therefore to accelerate the legislative process.



KEY DATA

As a result of the change in process, CAVAT has successfully advocated for six pieces of legislation:

- The change of the term "accident" to "loss".
- Establishment of speed limits of 30 km/h in residential areas and 20 km/h in school zones.
- Mandating of approved and certified helmets on motorcycles, mopeds, scooters, and motor and electric bicycles.
- Inclusion of risk factors within road safety education.
- Mandatory publication of studies related to the factors and causes of road crashes.
- Creation of care units for victims of road crashes.

KEY OBSTACLES

- Not long after the commission was set up, national elections were held, and some members of the commission lost their seats.
- CAVAT presented and has been advocating for the changes to the law. It has been a challenge to maintain interest in the topic among parliamentarians.

MANAGING/OVERCOMING OBSTACLES

- CAVAT worked with remaining commission members to reach new parliamentarians to get involved in the commission and support the push for road safety.
- It maintained pressure on the parliamentarians through emails and meetings to remind them of their commitments to the commission.

KEY ENABLERS

- CAVAT published a child safety research report, using data from ANT, that it used as evidence to advocate for amendments to the national traffic act.
- It organized a public event at the national congress to present its findings and call for the amendments. The event was aimed at the road safety agency, the Ministry of Transport and Public Works, and legislators, including the commission members, and involved media. This event was the trigger for the commission to expand its scope.
- Fafo Gavilanez, President of the Commission, was subsequently appointed as the president of the national assembly. This enabled her to further accelerate progress of the amendments to the law through the assembly.

ADVICE

- Understand how your legal and legislative process works and use it to target the right decision makers and the right routes to achieve your advocacy goals.
- Working together with other civil society organizations can help a lot. It broadens your message and strengthens your advocacy goals.

Case Study 5: SPOTLIGHT ON POSITIVE IMPACTS FOR COMMUNITIES

ROAD SAFETY NGO, KYRGYZSTAN

KEY OUTCOMES

Previously, in Kyrgyzstan, police corruption was rampant. A pilot project conducted by Road Safety NGO, in Bishkek, contributed to the formation of a dedicated traffic patrol police unit that was better equipped to conduct enforcement.

KEY RATIONALE

Growing public demand for eliminating corruption in Kyrgyzstan had been building over many years, led by NGO Public Association Civil Union and Timur Shaihutdinov. A new commission was formed to look into police reforms as a result of the public momentum. Recognizing corruption as a significant barrier to safe roads in the country, Road Safety NGO partnered with them to push forward long-needed police reform in Kyrgyzstan.



KEY DATA

An online poll and analysis published by For Reforms Civil Organization in 2020 found that 40% of respondents welcomed the reforms that had been implemented.

Enforcement of traffic violations increased by 41.5% in the first five months of 2020 compared to the same period in 2019, suggesting a reduced level of corruption following the creation of the new police patrol department, with officers enforcing violations through the official system.

To reduce corruption and incentivize traffic officers to enforce traffic laws through the enforcement system, bonuses were introduced, leading to 17.1% of fines revenue being returned as bonus payments.

KEY OBSTACLES

- There was pessimism in the community about whether a deep culture of corruption could ever change.

MANAGING/OVERCOMING OBSTACLES

- Road Safety NGO kept road safety in the spotlight, taking inspiration and data from other countries. With consistent advocacy activities, cultural change began to occur in the community and government.
- Timing advocacy actions well was crucial: seizing momentum and opportunities and tapping into the loud public voice against corruption on social media to create a sense of urgency and priority for the government.

KEY ENABLERS

- Joining forces with another civil society organization in a different sector added strength to the advocacy.
- Road Safety NGO's consistent and visible track record of road safety projects and events, including roundtables, conferences, research, participation in global campaigns and events (such as UN Global Road Safety Week and WDR), and media presence led to the government inviting it to join various committees, working groups, and commissions for road safety decision making and development of the national road safety strategy.
- Being a part of international forums, for example as an EASST partner, enabled the NGO to expand its connections, establish relationships with government authorities, and gain financial support, as well as establish relationships with various government authorities.

ADVICE

- Talk about road safety as an issue that concerns everyone: children, economy, happiness, and the future.
- Know your work: the more you can show you know the issue by presenting data and describing the nature and size of the problem and what you are achieving with your work, as well as what other countries are doing to address the problems, the more the government will listen to you.
- Cooperate with government structures as well as other institutions and civil society organizations.

Case Study 6: SPOTLIGHT ON DEMONSTRATING CREDIBILITY

AIP FOUNDATION, THAILAND

KEY OUTCOMES

Following the launch of the first Decade of Action, Thailand's Department of Disaster Prevention and Mitigation (DDPM) set up a committee of road safety stakeholders to implement the national road safety action plan, based on the global plan for the decade. Sub-committees were created for each pillar of action. AIP Foundation Thailand was invited to join the safer road user pillar and signed a Memorandum of Understanding (MOU) with the DDPM to contribute to increasing the helmet-wearing rate.

KEY RATIONALE

In 2011, the Thai government set a target for 100% helmet-wearing. Despite being a relatively small presence in Thailand at the time, AIP Foundation's credibility and consistency in running community programs that increased helmet-wearing led to the NGO being invited to join the sub-committee. Being part of the sub-committee meant that AIP Foundation's expertise in improving helmet-wearing rates could feed into government programs. It also opened doors for AIP Foundation to work more effectively with local DDPM departments and other local government offices that could facilitate its community programs.



KEY DATA

Data has been a strong component in demonstrating the credibility of AIP Foundation's helmet programs through pre- and post-program studies. In Songkhla Province, where AIP Foundation implemented Chevron's *Street Wise* project in two districts, directly reaching approximately 14,000 people, helmet rates increased from 3% in 2014 to 55% in 2019.

KEY OBSTACLES

- Bureaucracy has hindered progress on the governments' 100% helmet target at national level.
- In Thailand, AIP Foundation was a small NGO running limited local programs.

MANAGING/OVERCOMING OBSTACLES

- AIP Foundation has focused its efforts at community-level, where it has been able to replicate concrete results in other communities. This has enabled it to avoid the heavy bureaucracy of a nationwide program while still advocating at national level through the sub-committee.
- AIP Foundation strengthened its relationships and reputation with the government by using contacts and resources to support the national launch of the first Decade of Action.

KEY ENABLERS

- AIP Foundation focused on producing tangible results at community level based on clear methodology that could be replicated and producing quality data to demonstrate its results.
- The government has set its own target for helmet-wearing and is committed to improving helmet-wearing rates. This has given AIP Foundation an open door to relevant decision makers at local and national levels. It has also enabled AIP Foundation to position its work as supporting the government's own road safety strategy and targets.
- AIP Foundation has been successful in engaging the international corporate sector to support road safety in Thailand.

ADVICE

- Focus on what you can achieve: start small in the cities and get concrete results to show what can be done.
- Emphasize your NGO's role as a help to government and community and help the government to showcase itself.

Case Study 7: SPOTLIGHT ON BUILDING EFFECTIVE COLLABORATIONS

SAFE KIDS WORLDWIDE PHILIPPINES

KEY OUTCOMES

The Child Road Traffic Injury Prevention (CRTIP) Programme is a collaborative effort among governmental and non-governmental organizations working on child road and pedestrian safety with support from UNICEF. To coordinate the work of the organizations involved, a national coalition was set up. Safe Kids Worldwide Philippines (SKWP) took on the role of secretariat for the coalition on account of its track record of coalition-building at the national and the local levels and its long reputation and public profile for child road safety.



KEY RATIONALE

There are 27 million school children in the Philippines, most of whom walk to school. In 2017, at least 600 children were killed due to road crashes. However, there is no specific road safety action plan for child road safety. Although a number of organizations were working on different aspects of child safety, there was limited co-ordination and not all organizations were able to engage with the right government officials. Building a national coalition led to better communication, fostered coordination and partnerships, and enabled allocation of resources and stronger links to government officials, who had already committed to supporting the program.

KEY DATA

The coalition has created a multi-sectoral child safety action plan, which it is advocating for. A total of 66 schools have been assessed so far using iRAP's Star Rating for Schools in the pilot areas of Valenzuela and Zamboanga City, with plans to scale up assessments in the rest of Metro Manila and Region 9. As a result of the efforts of CRTIP members, four of the assessed schools have already been upgraded.

KEY OBSTACLES

- A number of organizations were working on different aspects of child safety. Not all of them were able to get exposure to the right government agencies.
- The national coalition consisted of 38 organizations working in a range of different aspects of child road safety.
- Co-ordination was hampered by COVID-19 lockdowns.

MANAGING/OVERCOMING OBSTACLES

- Creating a national coalition enabled partners to have a stronger joint voice through coordinated activities. It also enabled less well-connected organizations to engage with government agencies.
- Members reported regularly on their contributions to the coalition activities and these activities were shared on the website and social media. Members were also involved in planning, implementation, and monitoring and evaluation of activities. This maintained commitment and focus.
- Core members of the coalition operated under MOUs. The rest were engaged through letters of commitment. The coalition was managed under different focus areas (for example, enforcement, legislation, engineering, mobilization, data). Members were assigned to different sub-committees on the basis of their respective mandates.
- COVID-19 made it easier to connect the coalition through online meetings, which did not require so much protocol and organization to arrange.

KEY ENABLERS

- Appointing a secretariat provided a focal point for the coalition and meant that time and resource could be dedicated to maintaining coalition momentum.
- SKWP already had well-established relationships with government agencies. These connections were vital in building support for the coalition and its objectives.
- SKWP had been working at city-level building coalitions for many years. These coalitions were using iRAP's Star Rating for Schools to assess school zones and make improvements. These local coalitions were represented on the national coalition.

ADVICE

- Be committed because organizing a national coalition is not easy.
- Identify a road safety champion within each agency. This helps move the coalition's objectives forward.





ADDRESSING CHALLENGES TO MEANINGFUL NGO PARTICIPATION

Meaningful NGO participation unsurprisingly does not come without challenges. In addition to the examples in the case studies, NGOs responding to the survey identified a number of obstacles, as well as ways that these obstacles can be addressed. Examples are listed in the table below in order to assist and encourage NGOs in their meaningful participation.



POTENTIAL OBSTACLES



NGOs' SOLUTIONS TO ADDRESS OBSTACLES



POTENTIAL OBSTACLES



NGOs' SOLUTIONS TO ADDRESS OBSTACLES

Human and financial resource limitations

"Our NGO is not aware of the legislative agenda of the government to [be able to] comment [on it] ... simply because we do not have the resources to stay on top of it."

"Lack of resources (cash) to spend quality time on each topic"

- **Demonstrate the positive impacts of NGO work on a visible platform, to access national or international support**

"With scarce resources, my NGO has focused on what we do best (advocacy) and scaled down on other areas. My NGO has supported the work of other partners to avoid duplication."

"Despite the lack of funding, manpower, and material support, we were able to carry on our program initiatives because we have 'involved' stakeholders / organizations that see and feel 'their ownership/key important roles' in every program undertaking."

- **Networking may provide opportunities to obtain financial and technical resources**

"We did a lot of networking and shall get some CSR funds for our road safety campaigns."

Risk to neutrality: NGOs may receive support to buy their allegiance, and governments may be primarily accountable to development aid donors or other perverse causes and not their citizens

"Prioritizing economic interests over interest to save lives"

"Government officials lack the necessary passion. In most cases, it is a matter of participating for the financial gain and not for the success of the interventions."

"Vested interests of the government road safety focal leaders overlook the important roles of NGOs to be a participative member in the decision-making processes for the decade."

- **Develop schemes for greater self-reliance**

"We have tried to diversify our income sources."

"Being a privately owned, organized, and managed NGO - maybe also being 'apolitical' - can have its advantages because, if recognized as affiliated with the opposition political party, the incumbent leader can show resistance and reject proposals aimed to help the citizenry."

Internal conflicts and/or instability within government

"Frequent change of government authorities"

Lack of government political will and unwillingness to rock the boat

"Road safety was not a priority."

"NO ONE wants to take the lead for road safety at the government level — because the transport sector happens to be the biggest voting population, such that IF STRICTER implementations and sanctions for errant drivers and road users are done, this will bring ire and loss of potential votes during the election."

"Legislators do not listen to all voices, and ultimately they vote for laws that have very little effect."

Lack of adequate intermediary platforms for communication

"Getting to the table for big policy decisions is challenging."

- **Keep persisting and find and implement effective alternatives**

"My NGO continues to build working relationships with partners, including government, even in the midst of their shifting priorities."

"Unwavering commitment and persistence to continue DESPITE ALL ODDS and lacking of resources ... continue to design programs that can have multisectoral interest and participation."

- **Utilize the global agenda as a tool for mobilizing support**

"We presented our agenda to the government; we collected thousands of signatures to support it."

"The Decade of Action and global efforts have laid the foundation for the demand to act —making it easier for relationships to jump straight to partnership."

- **Use data**

"Continually using data and examples to prove positive outcomes are achievable."

"Relying on science and facts"

- **Publicize the issue through media**

"The media has always been a good tool to show [lack of accountability]."

- **Initiate and strengthen lines of communication and interaction with government**

"Ongoing formation of a road safety consortium to bring together road safety actors under one banner"

- **Utilize digital and media participation to voice concerns**

"Media and accepting all interviews, advocacy, writing letters to the relevant ministry, making calls to the relevant professional within the ministry, partnering with chambers of commerce, corporate T&T, the police."



POTENTIAL OBSTACLES



NGOs' SOLUTIONS TO ADDRESS OBSTACLES



POTENTIAL OBSTACLES



NGOs' SOLUTIONS TO ADDRESS OBSTACLES

Participation isn't meaningful due to lack of will to engage NGOs, lack of clear and realistic processes for NGO participation, or because participation is symbolic rather than authentic

"Not binding participation, only consultative status"

"Difficulties to follow up and monitor what was agreed"

"Committees without specific funding to support NGOs participating in the process of co-construction of public policies"

"Much government engagement is token and 'tick the box.'"

"We have been asked to comment on new policies on road safety by the government and then have had no feedback at all. We were put on the government's Pillar 5 committee, but the committee never met to make any decisions or changes."

"Looking suspiciously towards civil society"

"Misunderstood by government agencies who think NGOs exist to fight the government; hostility"

- **Demonstrate the positive impacts of NGO work on a visible platform**

"Run a small pilot and then go to the decision makers to convince them you are able to run it at wider scale."

"Continuously built good relationships with relevant government bodies and provided very constructive input and practical solutions to address road safety issues. Mobilized NGOs, private sector and youth (whose voices are highly valued by the government) to advocate with the government."

- **Join an alliance, such as the Global Alliance of NGOs for Road Safety, to strengthen NGO voices and mobilize the government to act upon the advice of scientists and experts**

"Sometimes, when a local NGO has the support of an international organization or partner, that helps a lot when pursuing issues with government officials."

A lack of coordination strategies to align the agendas of different stakeholders

"There are various NGOs that deal with the issue from different approaches and action plans. However, there is a lot of dispersion, and it has hardly been a form of collective work in which we can agree on ideas and strategies for action. ... The obstacle of not having a solid union between NGOs remains evident."

"Greatest and most difficult would be engaging and getting the support of the government partners."

- **Find and communicate common ground**

"Continue to design programs that can have multisectoral interest and participation ... simple, doable, and engaging, that the program partners look forward to doing / participating in whenever invited."

- **Form formal committees where different organizations, including NGOs, are members**

"Assist governments at the national / subnational levels to simultaneously work with different stakeholders."

- **Engender ownership**

"Design and implement projects that have long-term values and are sustainable by way of a 'program that is seen and felt as co-owned / shared' by our program partners ... that can be replicated also by our program partners. We have to continually expand our networks, linkages, our invaluable program partners—thinking of and collaborating programs which we think and believe are 'acceptable and important for these partners.'"

Note: The examples in quotation marks are sourced from the multi-purpose member survey questions.³

These examples show that NGOs face different kinds and levels of challenges, which may partly depend on the country's readiness. When a country's readiness is particularly low, NGOs may implement pilot initiatives to show the government and communities what can really address the road safety problem in their country. For example, in Lebanon, as a way to address drink-driving among youth, Kunhadi set up a community initiative that provided free taxi tickets and water for young people attending parties. The initiative gained traction among restaurants and nightclubs, which began to sponsor more taxi fares and water, and contributed to a cultural shift toward taking a taxi as a 'trendy' means of transport after a night out. As Kunhadi received increasing public attention through the initiative, government decision makers started approaching Kunhadi. As in this example, pilot or demonstration programs can play a role in opening the door for an NGO as a start to meaningful participation. While a community intervention is not a replacement for meaningful participation to influence decision-makers, it can be a useful initial activity for NGOs to begin the processes for institutional change and sustainable solutions to reduce road trauma.

A lack of effective diffusion strategies

"Our NGO is located in a state far from the national capital, where the main traffic laws are formulated. This makes it harder to have close contact with some of the officials and procedures."

"[Getting] road safety to reach the countryside in the Philippines, composed of 7,100-plus islands, is a gargantuan task to accomplish."

- **Make deliberate efforts to reach those beyond the capital and big cities**

"We institutionalized a multisectoral stakeholders program partnership, collaborating with focal key representatives / decision makers among our local networks who have regional and national office agencies that can adopt and endorse our local programs."


³ Q16 "In the past decade, your NGO may have tried to participate in various kinds and levels of decision making in road safety. Looking back, what were the main obstacles your NGO encountered when participating, or seeking to participate, prior to, during or after decision-making in road safety, if any?"

Q17 "In the past decade, your NGO may have faced various challenges in your attempts to improve road safety. Thinking about your main challenges, if any, what are the key ways your NGO addresses/d them?"

MEANINGFUL NGO PARTICIPATION CHECKLIST



The survey data and interviews help to identify a number of questions that NGOs can ask themselves in order to assess how meaningful their organization’s participation currently is and ways that they can deepen it. This checklist is not a one-off set of questions but can be used to monitor the changing strengths and weaknesses of an NGO’s participation and make adjustments to fine-tune impact.

ASSESSING IF YOUR PARTICIPATION IS MEANINGFUL

	IS YOUR NGO PARTICIPATION ...
	complementing and facilitating your government’s work to deliver road safety?
	leading to reductions in deaths and serious injuries from road crashes and related psychological suffering?
	facilitating citizens to participate in the decision making (action/nonaction) that directly affects them?
	adding value to the process and/or outcome of decision making for the benefit of the people your NGO represents?



AREAS YOU MAY IMPROVE TO MAKE YOUR PARTICIPATION MORE MEANINGFUL

	PROFESSIONALISM AND CREDIBILITY Does your NGO ...
	have a clear purpose and articulated goals of what you want to achieve from the participation?
	actively research, analyze, and map your course of actions to help you judge what is the right information, the right time, the right audience/stakeholders, the right tool/mode of communication, and the right language?
	have genuine autonomy from government (financially and with respect to voicing views)?
	demonstrate the positive impacts of your work on a visible platform (for example, media, public events)?
	build a track record of quality work?
	have visibility as key actor in working with government?
	demonstrate transparency about your activities, performance, and use of funding from sponsors/donors/the public?
	COMMUNICATION Is your NGO ...
	sharing relevant and targeted knowledge and expertise to help your demands be addressed?
	initiating and strengthening engagement with government and decision makers?
	EVIDENCE BASE Does your NGO ...
	actively seek data and evidence on which to base your advocacy?
	contribute to the implementation of evidence-based interventions?
	critically examine, challenge, and keep records of the views and actions of government, to ensure genuine delivery of road safety?
	OUTREACH Is your NGO ...
	connecting with key government actors to institutionalize road safety delivery?
	strengthening connections with other relevant stakeholders (for example, other NGOs, the private sector, international organizations, media, etc.) to empower your advocacy and amplify your demands?
	opening up a space where your NGO and government can work together on specific issues for the realization of a common agenda?
	actively identifying and grooming local champions?
	actively seeking opportunities to leverage NGO and community demands for government actions (for example, UN Global Road Safety Week, the Stockholm Declaration and UN resolutions, involvement of high-profile individuals, media appearances)

Annex 1

BRIEF DESCRIPTION OF THE ALLIANCE MEMBER SURVEY AND INTERVIEW METHODS

A multipurpose survey was specifically designed for a project to review Alliance NGO capacity-development growth in the past decade and their preparedness for the new decade as well as to identify the extent and nature of meaningful NGO participation in the field of road safety by the member NGOs. A comprehensive survey was developed by Dr. Chika Sakashita in English and refined with input from the Alliance and its reference group. The multipurpose survey was made available via SurveyMonkey web links in English, Spanish, and French. The survey respondents were guaranteed that they would not be revealed as individual responses, and the survey data are therefore de-identified and presented in aggregate.



The survey was open from **14 January** 2021 to **3 February** 2021



100 NGOs

A total of 100 NGOs responded to the survey.



53 countries

Of the 100 responses, 82 provided a response to the headquarter country question, showing that the survey was completed by NGOs from 53 different countries.

Headquarter country	Count	Headquarter country	Count	Headquarter country	Count
Algeria	3	Ethiopia	1	Poland	1
Argentina	4	France	1	Dominican Republic	1
Australia	1	Greece	3	Romania	1
Azerbaijan	1	India	5	Rwanda	1
Bangladesh	1	Indonesia	1	Senegal	1
Belgium	2	Iran	1	South Africa	1
Benin	1	Ireland	1	Spain	3
Botswana	1	Italy	1	Tanzania	2
Brazil	1	Kenya	3	Thailand	1
Burkina Faso	1	Kyrgyzstan	1	The Netherlands	1
Cambodia	1	Lebanon	2	Togo	1
Cameroon	1	Malaysia	1	Trinidad and Tobago	1
Canada	2	Mali	3	Tunisia	1
Chile	1	Mexico	3	Uganda	3
China	1	Moldova	1	UK	2
Côte d'Ivoire	1	Morocco	2	Uruguay	2
Ecuador	1	Namibia	1	USA	1
Egypt	1	Philippines	2		

Key informant interview questions were also specifically designed for this project to identify how an NGO has made a difference in government decision making and/or victim support in the past decade. The survey responses were reviewed in detail, and interview candidates were identified from those who provided consent to be contacted for an interview (Q19 “Are you happy to be contacted further for a possible interview?”) and based on examples of success shared in the survey by the respondents (Q14 “Looking back on the past decade, what do you believe was the best single achievement/success of your NGO in terms of positive outcomes for road safety?”), which may have broad applicability to different NGOs. The candidates were approached for an interview by the email they provided in the survey (Q20 “Please provide your NAME & EMAIL so we can contact you further.”). The interviewee selection was also made to ensure all WHO regions (Africa, Americas, Eastern Mediterranean, Europe, South-East Asia, Western Pacific) were covered, based on the NGO name, headquarter location, and regional coverage as provided in the survey (Q21 “Please provide the name of your NGO and country where the headquarter is based” and Q23 “Region your NGO work covers”).

A total of eight interviewees were selected to ensure a regional representation of all the WHO regions (Africa, Americas, Europe, South-East Asia, Eastern Mediterranean, Western Pacific). The interview questions were developed by Chika Sakashita and shared with the interviewees in advance of the interview. A total of seven interviews were completed by Zoom from 2–12 March 2021, and one interview was conducted through emails, where the interviewee provided written responses to the interview questions, as it was not feasible for her to participate by Zoom. All interviews were conducted in English by Chika Sakashita, and Spanish translation was provided by Valeria Motta for one of the interviews. The average duration of an interview was one hour. After each interview, responses were summarized against each question, and these drafts were shared with the interviewees for their review, to ensure accurate representations of the interviewee responses. Permission was granted from all interviewees for their names and NGO names to be identified with their interview responses.



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Annex 2

UNDERSTANDING OF MEANINGFUL NGO PARTICIPATION FROM ALLIANCE MEMBERS

In this section, we review the data collected in the survey regarding NGOs' responses about meaningful participation.

One of the survey questions invited the member NGOs to offer their understanding of meaningful participation.⁴ A total of 100 NGO respondents completed the survey, and 71 of those provided a description (see pages 30–34). Consistent with the literature (see Annex 3), the ways in which meaningful participation is conceptualized are diverse among Alliance member NGOs. Some (n=17) also indicated that they did not know, and others (n=12) did not provide any response.

While the diverse descriptions shown on the next page are open to interpretations, common themes may be identified as follows:

- Education and advocacy of government and society to make road safety issues visible and prioritized
- Making voices heard and victims visible and linking grassroots to government
- Designing, implementing, and monitoring advocacy strategies
- Making pertinent information available to invite and canvass all voices and build consensus on the road safety issue
- Having access to decision makers and their assistants
- Accessing timely participation in the decision-making process
- Building public and political will
- Building credibility
- Making government accountable
- Building relationships with the government and the media
- Being included in government decision making
- Being included in multisector stakeholder dialogue and joint problem solving
- Employing teamwork and partnerships (working with policy makers, being part of a coalition), adding value, and helping government introduce effective policies and interventions
- Engaging in evidence-based interventions and activities that result in death and injury reductions
- Collecting, using, and distributing research and data
- Monitoring progress and evaluating activities against road safety outcomes
- Participating in any way that brings policy/legislative changes and/or other road safety improvements
- Addressing road safety issues with transparency, accountability, and commitment
- Giving support to stakeholders (families, the government to pass certain laws, the police to enforce the law)
- Engendering positive feelings associated with saving lives and changing road safety culture
- Prioritizing vulnerable groups
- Maintaining independence and autonomy
- Process of preparation, realization, and the evaluation of an action

⁴ Q18 "When thinking about contributing to road safety actions/improvements, what do you believe 'meaningful participation' entails?"

MEANINGFUL PARTICIPATION AS DESCRIBED BY THE ALLIANCE MEMBER NGOS

"Change of society and government attitudes toward the problem of road safety. Raise of awareness and opening up of this problem, permanent activities and involvement, bringing changes in police change—very high contributions of our participation in this process."

"Working with policy makers to share knowledge."

"Being part of a coalition of NGOs or activists who can help make change and improvement in all 5 pillars and not just one or two."

"When all pertinent information on an issue is made available, and opinions are honestly and openly sought with a view of gaining consensus, where all are heard but majority view prevails."

"Involving young people locally and making them passionate and socially aware. Twice, we raised a silent protest walk of 154 pupils on the road, holding 154 frames with persons killed in road crashes, to show the number of people lost every hour in the world."

"Meaningful participation means engaging in evidence-based interventions other than engaging in what feels good. Meaningful participation also means participating in interventions that can be measured and impact the numbers of deaths and injuries from road crashes."

"We must be able to add value and help the government authority in introducing interventions and policies which work for road safety. Facilitate their process instead of making it difficult for them."

"The opportunity to be around the table, to share knowledge and facts, and to jointly shape the solutions that actually get implemented and save lives."

"Meaningful participation entails that, as a result, we can observe behavior change for safer traffic."

"Government voice to be reached at the public ear. NGOs can play a major role to do so. Government and NGOs need to work together. And a strong platform is required for that."

"Education and advocacy of all stakeholders, including road users. Support to the families. Support to the government to pass certain laws, e.g., alcohol, speed, demerit point systems. Support to the police to enforce the law. Encouraging new government policy and action. Cleaner, healthier lifestyles: design, construction of cycling lanes, walking paths, improved pavements, better/safer pedestrian crossings, electric vehicles. Improved post-collision service: upgraded ambulances and better trained personnel for both ambulance and fire. Better training of all first responders, including the police. Transparency of data collection and distribution."

"Effective participation in designing, implementing, and monitoring advocacy strategies toward contributing to road safety improvements in the country."

"I presume doing our bit correctly and in sync with the strategies."

"That NGOs are at least informed and consulted on road safety policy making and actions. Preferably, they also have a seat at the decision-making table and can initiate/lead change."

"Have a plan and target. Know other stakeholders/factors and SWOT analysis. Act to the point. Monitor progress. Evaluate activities. Brainstorm for areas to improve."

"Meaningful participation: comes from different groups and sectors, is result oriented, prioritizes vulnerable groups, shares objectives, [involves] in-depth understanding of problems, e.g., not only blaming the victim."

"Full participation in reviewing road traffic acts."

"Having a voice at policy level. Being able to share data and research with policy makers. Building consensus. Building public will."

"Involvement in decision making. Maintaining independence and autonomy. Making sure there is an entity that is empowered and accountable when it comes to securing standards of road safety. Reliable data."

"Being consulted. Listened to. Not being fobbed off. Actions actually delivered and on time."

"Contributing to the policy interventions, advocating for safe infrastructure and public awareness raising on behavioral risk factors."

"Ministers and government departments actively including us, engaging with us, and working together to achieve aims."

"When children and other stakeholders are discussing and improve the situation of road safety."

"For instance, with all its program partners and volunteers per given school zone, [we] must be engaged: from the deliberations with the school heads and stakeholders to the selection and creation of the Safe School Zones (SSZ) Assessment Team to the training and empowerment of the SSZ Team members to the actual assessment and reporting to the drafting of recommendations and presentation to the city local government for adoption and endorsement for the Public Works budget, and implementation, etc."



"Meaningful participation: Advocating the issue based on research and data with practical approaches to multisectoral stakeholders, concisely."

"Authentic engagement with the right people in the right places."

"Engage in key processes from the beginning and give equal opportunities for and value the input from all sectors, including those from nongovernmental stakeholders."

"Having a voice in governmental efforts."

"Always being there for campaigns, with the media, in Congress, at work tables, or at meetings with the government. We are not paid for what we do, so we are few, and it's a lot of work. In every activity, the message given should be clear, and it should be expressed to the community in general for it to have a purpose."

"Trying to educate grassroots and be the bridge from grassroots to government."

"Raising awareness of issues and getting the relevant stakeholders engaged. Encouraging effective data collection and the sharing of this to ensure a clear picture is built. Monitoring the success/challenges and learning from these and sharing best practice. Actively showing a decrease in road deaths."

"Being included within all public stakeholder consultations. Having access to decision makers and their assistants. Having enough funding to have full-time personnel. Seeing results of advocacy sitting in the text of legislation."

"For us, our understanding of meaningful participation comes down to the quality of participation."

"Any change or new measure requires dialogue. The meaningful participation of the NGO can only be if everyone's voice is heard."

"A significant participation means for my NGO a participation which allows us to make interventions and relevant proposals on road safety issues, in which interventions and proposals are taken into account."

"Involves the credibility of the NGO as well as its relationship with the government and the media."

"That the planning and targets be well defined and that members of the government support these initiatives."



"Meaningful participation implies that our NGO participates actively in making government decisions or, at least, is consulted to give its opinion."

"Contribute to drafting laws. Carry out development and road safety projects."

"We have benefited from the significant participation of some of our authorities, including the town hall, the directorate of the teaching academy, the director of the hospital, the parents of students, the population in our actions to improve road safety in our region."

"Relevant participation implies valuing those actions that, through evidence, show that they were relevant to reduce injuries due to road accidents and train those who are multipliers of these actions in different areas and geographic spaces."

"Be present and visible at work tables, in discussions, and in the media. Issue comments and opinions and release statistics to generate an expected impact. In the end, the result is obvious."

"In deep, constant involvement, with objectives based on results and deliverables."

"Developing public policies with the government."

"Be a qualified actor during the process; to guarantee decision making, be a reference for civil society."

"Make the actions and problems visible; place solutions on the authorities' priorities."

"Look for and achieve certain policy changes. Such participation will be materialized in initiatives, projects, or public policies that include the seal and the vision of the NGOs and the Alliance."

"It assumes conditions for meaningful and timely participation and prior commitment, linked to transparency and measuring the impact of the projected actions."

"Relevant participation is one that contributes positively to decision making and makes it possible or modifies it for the better."

"It implies that we are called in any decision making [to be] consulted on issues related to road safety."

"The priority and political will of the government that places victims' associations at the center of road safety policy is the primary factor that allows us to move forward and obtain results: the Zero Victims Goal. Participate in comprehensive road safety plans."



When looking back on the past decade, 83 NGOs shared their best single achievement/success in terms of positive outcomes for road safety.⁵ When asked about the key to this success,⁶ these NGOs identified many of the features suggested in the literature of what constitutes meaningful NGO participation as well as the themes found in the member NGO descriptions of what meaningful participation entails as the key to their success (see Table 1).

TABLE 1. CONTRIBUTORS TO NGO ACHIEVEMENT/SUCCESS IN TERMS OF POSITIVE OUTCOMES FOR ROAD SAFETY, AS IDENTIFIED BY ALLIANCE MEMBER NGOS IN THE ORDER OF FREQUENCY

Success factor	Frequency	% (of 83)
Establishment / development of / sustained relationship with government	57	68.7
Professional expertise	54	65.1
Establishment / development of / sustained relationship with organization(s) outside government	53	63.9
Effective presentation of relevant evidence for what works	45	54.2
Results focus	42	50.6
Use of clear language	42	50.6
Mutual trust, understanding, and respect between government and NGO for two-way exchange and democratic processes in policy/decision making	41	49.4
Independence from influence of government funding to my NGO	38	45.8
Clearly stated NGO objectives and statements of vested interests	37	44.6
Effective stakeholder identification	36	43.4
Effective delivery of training/education	36	43.4
Shared spaces for dialogue and cooperation	34	41.0
Contribution from grassroots experience	33	39.8
Proactive measures to reach out and include individuals and groups, including the less privileged and most vulnerable	31	37.3

⁵ Q14 Looking back on the past decade, what do you believe was the best single achievement/success of your NGO in terms of positive outcomes for road safety?
⁶ Q15 Thinking about the success/achievement you described above, what do you believe was the key to your NGO's success? Please select all that apply.

Success factor	Frequency	% (of 83)
Formation of working groups/committees	31	37.3
Effective collection and channeling of community views, opinions, concerns, and needs	30	36.1
Clear procedures / agreed-upon frameworks for NGO participation in the policy/decision making processes (for example, agenda setting, drafting, implementation, monitoring, etc. of policy initiatives)	29	34.9
Identification and creation of solutions/options/trade-offs to address the issues	28	33.7
Research skills	26	31.3
Timely access to accurate information relevant for the policy/decision making processes	24	28.9
Reliable and accurate record keeping	24	28.9
Timing participation well	23	27.7
Transparency and openness to scrutiny	22	26.5
Holding the government accountable	21	25.3
Right of the public to access all information (for example, data, drafts) throughout the policy/decision making processes	19	22.9
Long-term support and resources	18	21.7
Effective conflict management	17	20.5
Effective consensus building	15	18.1
Other: NGO independence (for example, from the government when executing projects; privately owned, organized, and managed NGO; being apolitical)	2	2.4
Other: ("high-income country government/NGO partnerships plus development bank relationships in LMICs")	1	1.2
Other: ("unwavering commitment and persistence to continue DESPITE ALL ODDS and lacking of resources ... continue to design programs that can have multisectoral interest and participation ... simple, doable, and engaging that the program partners look forward to participating in")	1	1.2
Other: ("government's support")	1	1.2
Don't know	0	0

Note: The % estimations are based on the number of NGO respondents who selected the factor in the survey question.⁷

⁷ Q15 "Thinking about the success/achievement you described above, what do you believe was the key to your NGO's success? Please select all that apply."

Annex 3

LITERATURE ON MEANINGFUL PARTICIPATION

The literature on meaningful participation suggests that the question of what constitutes meaningful participation is still being explored and debated with no clearly agreed-upon singular definition.⁸ Some available definitions include:

- “Meaningful participation requires that individuals are entitled to participate in the decisions that directly affect them, including in the design, implementation, and monitoring of health interventions. In practice, meaningful participation may take on a number of different forms, including informing people with balanced, objective information, consulting the community to gain feedback from the affected population, involving or working directly with communities, collaborating by partnering with affected communities in each aspect of decision making, including the development of alternatives and identification of solutions and empowering communities to retain ultimate control over the key decisions that affect their well-being.”⁹
- “Stakeholder engagement to such an extent that it is relevant to them and that they are prepared to take action, leading to change.”¹⁰
- “Participation is a purposeful activity and needs to be relevant to people’s purpose for participating to be meaningful and worthwhile. People pursue different purposes when they participate: to have a constructive dialogue, to have a constructive influence, to oversee the process and intrinsic motivations to participate. Meaningful and worthwhile participation should be grounded in a respectful relationship; the interaction needs to be receptive and responsive; the agenda and information should be relevant; the process would be resourceful to make the most of the participants’ expertise and allow them to participate in efficient and selective ways.”¹¹

⁸ See examples:

Collins, K. and Iso, R. (2006, June). *Dare we jump off Arnstein’s Ladder? Social learning as a new policy paradigm*. Paper presented at the PATH (Participatory Approaches in Science & Technology) Conference, Edinburgh, Scotland.

Tritter, J. Q. and McCallum, A. (2006). *The snakes and ladders of user involvement: Moving beyond Arnstein*. *Health Policy* (Amsterdam, Netherlands), 76(2), 156–168. DOI:10.1016/j.healthpol.2005.05.008.

⁹ World Health Organisation (WHO). (n.d.) *Participation*. Accessed 10 January 2021.

<https://www.who.int/gender-equity-rights/understanding/participation-definition/en/#:~:text=Meaningful%20participation%20requires%20that%20individuals,and%20monitoring%20of%20health%20interventions>.

¹⁰ Kusters, C.S.L., van Vugt, S.M., Wigboldus, S.A., Williams, B., Woodhill A.J. (2011). *Making Evaluations Matter: A Practical Guide for Evaluators*. Wageningen Centre for Development Innovation, Wageningen University and Research, Wageningen, Netherlands. http://www.managingforimpact.org/sites/default/files/resource/2011_guide_memguide.pdf

¹¹ Valentine, S. (2017). *Meaningful participation from the participants’ perspective*. Faculty of Natural Resources and Agricultural Sciences, Swedish University of Agricultural Science, Uppsala, Sweden. https://stud.epsilon.slu.se/10614/7/valentine_s_170818.pdf

- “Meaningful participation brings the public into the process beginning at issue framing and ending at decision making. It creates a place where “all participants have an equal footing and where one group is not privileged over the other.”¹² Authentic, meaningful participation involves citizens in decision making instead of just judging.”¹³
- “Meaningful participation and empowerment are reflected by the people’s ability to voice their opinions in institutions that enable the exercise of power, recognizing the citizenry as the origin of and the justification for public authority.”¹⁴

As these definitions suggest, meaningful participation is multifaceted and can mean different things for different people and can take different forms.¹⁵ In the literature, meaningful participation is assessed from different perspectives, and these varied ways of conceptualizing meaningful participation are considered here.

Different actors play different roles in the delivery of road safety and victim support and therefore have different responsibilities. One way to assess meaningful NGO participation may be to assess whether the participation is serving the roles and responsibilities of NGOs and generating the impact NGOs are aiming to have in road safety.

Some of the unique roles NGOs play may include:

- Inform and engage citizens in a language and format that allow citizens to understand the successes and shortcomings of the policy or initiative in question or lack thereof.¹⁶
- Reach and engage with marginalized groups and connect the grassroots level to the national and global levels,¹⁷ ensuring that the voices of groups that would otherwise not be able to contribute are heard.
- Connect and bring together government and citizens and other different stakeholders, so that they work together.
- Raise awareness on the potentials of the second Decade of Action and SDGs among society and government.
- Critically examine and challenge the views of government, perform as an official watchdog, and scrutinize the government’s progress on implementation of the road safety agenda, thereby increasing transparency and fostering accountability in government.¹⁸
- Bring relevant knowledge, expertise, and innovation from different backgrounds and help identify national priorities and how to link them to the second Decade of Action and SDGs as well as improve decision making to deliver road safety or help victims after losing their loved ones.
- Take advantage of existing data and make the available data easy to access and ready to be analyzed by anyone who is interested.

¹² King, C. S., Feltey, K. M., and Susel, B. O. (1998). *The Question of Participation: Toward Authentic Public Participation in Public Administration*. *Public Administration Review*, 58(4), 317–327.

¹³ Hanneke, M.J. (2017). *Memo to Charter Commission*. Amherst, Massachusetts.

<https://www.amherstma.gov/DocumentCenter/View/37538/Hanneke-Memo-Meaningful-Participation-what-does-it-mean?bidId=>

¹⁴ Piovesan, F. (2013). *Active, free and meaningful participation in development*. Office of the High Commissioner for Human Rights, *Realizing the Right to Development: Essays in Commemoration of*, 25. <https://www.ohchr.org/Documents/Issues/Development/RTDBook/PartIIChapter6.pdf>

¹⁵ Cázarez-Grageda, K. (2018). *The Whole of Society Approach: Levels of engagement and meaningful participation of different stakeholders in the review process of the 2030 Agenda*. <http://www.partners-for-review.de/wp-content/uploads/2018/11/Whole-of-Society-P4R-Discussion-Paper-Oct.-2018-1.pdf>

¹⁶ Bhamra, A. S., Nagrath, K., & Niazi, Z. (2015, May). *Role of Non-State Actors in Monitoring and Review for Effective Implementation of the Post-2015 Agenda*. In *Independent Research Forum (IRF)* (No. 4). <https://pubs.iied.org/sites/default/files/pdfs/migrate/G04365.pdf>

¹⁷ *ibid*.

¹⁸ Cázarez-Grageda, K. (2018). *The Whole of Society Approach: Levels of engagement and meaningful participation of different stakeholders in the review process of the 2030 Agenda*. <http://www.partners-for-review.de/wp-content/uploads/2018/11/Whole-of-Society-P4R-Discussion-Paper-Oct.-2018-1.pdf>

NGOs are voluntary self-governing organizations that demonstrate people's participation.¹⁹ Through their access to grassroots communities, NGOs are in touch with local realities and are able to provide structures and mechanisms for the involvement of the people. NGOs are accountable to their constituencies' grassroots efforts and communities that they serve and assist and strive to have an impact on policies and/or interventions on behalf of the people they serve. In this sense, meaningful NGO participation must reflect the people's meaningful participation in road safety decision making and actions.

In order to clarify the purpose of NGO participation, it may be helpful to consider the different levels of participation that are available. For example, NGO participation may occur at four different levels: informative, consultative, empowering, and partnerships.²⁰ It is implied that each level indicates a higher potential degree of engagement between NGOs and government, starting from the informative, up to the partnerships level. What meaningful NGO participation looks like may differ at each level, and the success may be assessed on meeting the purpose of each level of engagement.

The informative level of participation involves a set of mechanisms aimed to raise awareness of the issue through the proliferation and sharing of key information and the ongoing achievements. In the context of the second Decade of Action and SDGs, informing people about them and why they are important can help stimulate implementation of activities that contribute to the goals contained within them. The success of informative participation may rely on sharing the right information at the right time with the right audience via the right communication tool. The "right audience" can change constantly, and NGOs must be agile with this change. For example, when there is a change in government,

NGOs might have to start an informative process with the new government. The consultative level of participation involves a set of mechanisms intended to give space to NGOs to voice their concerns and share their knowledge and expertise, in order to complement and facilitate the government's work. In the context of the second Decade of Action and SDGs, NGOs may be invited to make suggestions and proposals to help government achieve the targets. Formal committees may even be formed where NGOs are members. When NGO suggestions and proposals are taken into account in the decision making, this may further strengthen the relations and trust between government and NGOs.

The empowering level of participation involves a set of mechanisms aimed at strengthening connections with different NGOs and other relevant organizations (for example, international organizations, private sector, etc.) for the NGO to become a visible key actor in working with government. In the context of the second Decade of Action and SDGs, NGOs actively joining forces with other NGOs, such as via the Alliance, facilitates strengthening people's voices and mobilizing the government to act upon the advice of scientists and experts.

The partnership level of participation involves a set of mechanisms designed to open up a space where NGOs and government work together on specific issues for the realization of the common agenda, such as the Second Decade of Action and SDGs. Partnering with government provides opportunities for synergies, a more efficient use of resources, and accountability.

Some also suggest that meaningful participation occurs when different actors in the field of road safety participate as equal dialogue partners who are taken seriously but only within the confines

of their mandates and functions in this process.²¹ In countries where the relations between nongovernment and government actors are very hierarchical, it can be difficult for NGOs to participate as equal dialogue partners.

However, when NGOs are granted this right and space for participation, they carry the responsibility to ensure their voices accurately represent facts, the diversity of views that may exist, and those who are likely impacted by the decisions. While NGOs can initiate and strengthen the lines of communication and interaction with government, governments must also be willing to engage and inform NGOs and allow NGOs to voice their concerns and work with government rather than exclude those who disagree with them. When NGOs face resource and capacity constraints that prevent them from physically participating in spaces where debates occur for critical decision making, digital participation may be encouraged to still voice their concerns. Thus, meaningful NGO participation may be characterized by inclusive and representative participation.²² The NGO participation may be facilitated through developing mutually agreed-upon procedures (protocols), which can ensure the participation is integrated into the ongoing decision-making process.

The willingness of governments to engage NGOs may depend on the trust between government and NGOs. Transparency is vital for building trust and must be demonstrated by both the

government and NGO. This means that information about roles and mandates, allocation and use of public resources, performance, and the impacts of their actions, whether positive or negative, toward achieving road safety improvements is accessible to everyone who is interested. When NGOs can demonstrate the positive impacts of their work on a visible platform, this is likely to facilitate the willingness of governments to engage the NGOs. Thus, transparency is a critical enabling factor for meaningful NGO participation.²³

Transparency also demonstrates the NGOs' accountability toward the people they represent and donors, as well as the commitment to finding ways to solve problems toward the achievement of road safety targets. This means NGOs setting up systems to monitor their own performance and ensure the quality of their work and considering ways to enhance their knowledge and skills, in order to make the greatest impact. NGO commitment and accountability are thus important enablers of meaningful NGO participation.²⁴ The Global Alliance of NGOs for Road Safety bringing together NGOs for a common agenda and a shared vision and networking may help create group accountability within the road safety NGO community.

¹⁹ Council of Europe. (n.d.) Code of Good Practice for Civil Participation in the Decision-Making Process. Accessed 10th January 2021. <https://rm.coe.int/code-of-good-practice-civil-participation-revised-301019-en/168098b0e2>

²⁰ Cázarez-Grageda, K. (2018). *The Whole of Society Approach: Levels of engagement and meaningful participation of different stakeholders in the review process of the 2030 Agenda*. <http://www.partners-for-review.de/wp-content/uploads/2018/11/Whole-of-Society-P4R-Discussion-Paper-Oct.-2018-1.pdf>

²¹ *ibid.*

²² See examples:

Esty, D. C., & Ivanova, M. H. (2002). *Global environmental governance: options & opportunities*. Forestry & Environmental Studies Publications Series. 8. <https://elischolar.library.yale.edu/fes-pubs/8>
<https://rm.coe.int/code-of-good-practice-civil-participation-revised-301019-en/168098b0e2>
 Cázarez-Grageda, K. (2018). *The Whole of Society Approach: Levels of engagement and meaningful participation of different stakeholders in the review process of the 2030 Agenda*. <http://www.partners-for-review.de/wp-content/uploads/2018/11/Whole-of-Society-P4R-Discussion-Paper-Oct.-2018-1.pdf>

²³ See examples:

Whiteman, G., & Mamen, K. (2002). *Meaningful consultation and participation in the mining sector?: a review of the consultation and participation of indigenous peoples within the international mining sector*. North-South Institute, Ottawa, ON, CA. <https://rm.coe.int/code-of-good-practice-civil-participation-revised-301019-en/168098b0e2>
 Esty, D. C., & Ivanova, M. H. (2002). *Global environmental governance: options & opportunities*. Forestry & Environmental Studies Publications Series. 8. <https://elischolar.library.yale.edu/fes-pubs/8>
<https://rm.coe.int/code-of-good-practice-civil-participation-revised-301019-en/168098b0e2>

²⁴ *ibid.*



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