



# **REPORT OF THE AUDITOR GENERAL**

## **on Government's Measures to Reduce Road Traffic Accidents**

**July 2015**

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# TABLE OF CONTENTS

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**Acronyms** ..... iii

**Executive Summary** ..... iv

1. Introduction ..... 1

2. Audit Design ..... 2

3. Assessment Criteria ..... 3

4. Audit Methodology ..... 6

5. Audit Findings and Observations ..... 8

6. Potential for Increased Effectiveness of Enforcement Measures ..... 17

7. Conclusion ..... 19

8. Recommendations ..... 20

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## ACRONYMS

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<b>MLGH</b>	–	Ministry of Local Government and Housing
<b>NRFA</b>	–	National Roads Funding Agency
<b>RDA</b>	–	Road Development Agency
<b>RTSA</b>	–	Road Transport and Safety Agency
<b>RTAs</b>	–	Road Traffic Accidents
<b>RSAP</b>	–	Road Safety Action Plan 2009-2013
<b>SATCC</b>	–	Southern Africa Transport Communications Commission
<b>ZP</b>	–	Zambia Police

**In this document the following applies;**

**'The Agency' means Road Transport and Safety Agency**

**'The Act' means the Road Traffic Act No 11 of 2002**

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## EXECUTIVE SUMMARY

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Road Traffic Accidents (RTAs) in Zambia are ranked the third highest cause of death after HIV/AIDS and malaria and are the second leading cause of death for people aged between five (5) and twenty (20). Annually, approximately 2,000 fatalities are recorded as a result of road traffic accidents.

The objective of the performance audit was to assess the effectiveness of road safety measures put in place by the Government through Road Transport and Safety Agency (RTSA) and Zambia Police (ZP) to reduce road traffic accidents.

The audit covered activities relating to the years 2010 to 2013, and involved examination of records and other relevant documents, physical inspections, interviewing officials from RTSA, Zambia Police and Road Development Agency (RDA). Random sampling in Lusaka, Copperbelt, Southern, Eastern and Central provinces was used to select roads for audit inspection because the roads in these provinces had reported a high level of road traffic accidents. Further, the roads in these provinces had been audited and inspected by safety agencies.

The Agency has introduced various road safety measures such as enforcement, engineering and publicity to ensure that the lives of road users are protected. Despite efforts put in place, the Country has continued to record an increase in RTAs and fatalities. The Accident Information System which is aimed at improving the reporting and analysis of road traffic accident data has not been fully implemented. Some of the recommendations in the road audit and safety inspection reports issued by the Agency have not been taken into consideration by the relevant stakeholders such as RDA and the councils. The law enforcement report on effectiveness of traffic law enforcement operations has not been published, which would enable assessment of road safety operations. These, coupled with other factors, have contributed to the Agency not being able to meet the set objectives in ensuring that RTAs are reduced.

### Recommendations

The Agency should ensure that the Accident Information System meant to provide baseline data and monitor progress in reducing road traffic injuries and fatalities is rolled out. The Agency should strengthen the liaison with relevant stakeholders to ensure that recommendations in road audit and safety inspection reports are implemented. All key stakeholders need to come together to strengthen collaboration as road safety is not the responsibility of one institution. The National Joint Traffic Law Enforcement Initiative should not only end at identifying road safety shortcomings but work towards reducing them.

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## 1. INTRODUCTION

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The problem of loss of life and injuries as a result of road traffic accidents is a global one. Road traffic accidents cause considerable economic loss to victims, their families, countries and the global economy through loss of productivity as the victims are unable to work while relatives have to spend time caring for them. Further losses are incurred as the costs of treatment and rehabilitation of victims are usually high.

In an effort to address the problem globally, the General Assembly of the United Nations in their meeting of March 2010 passed resolution no. 64/255 declaring the years 2011 to 2020 as the “Decade of Action for Road Safety”. The goal of the UN resolution is to reduce road traffic accidents fatalities by 50 percent by the year 2020. As part of its efforts to reduce RTAs in the country, the Government adopted the resolution in May 2011.

Road traffic accidents are ranked as the third highest cause of death after HIV/AIDS and malaria in Zambia and are the second leading cause of death for people aged between five (5) and twenty (20). Annually, approximately 2,000 fatalities are recorded as a result of road traffic accidents in Zambia.

Further, injuries as a result of RTAs have become one of the significant causes of child morbidity and mortality. The bulk of accidents involving children are predictable and preventable. Many involve children playing in the streets and young pedestrians.<sup>1</sup>

The Ministry of Transport, Works, Supply and Communications is responsible for overall policy formulation and monitoring of the transport sector. The Ministry is charged with oversight of the RTSA, whose function is to promote road safety and traffic management, and RDA whose responsibility is to build and maintain world class road infrastructure.

There were a number of deficiencies noted such as poor road marking and signage, lack of speed zoning, traffic conflict and poor traffic calming features, among others, in most roads that were inspected. These factors were cited as the major causes of road traffic accidents.

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<sup>1</sup>RTSA press statement first quarter 2012

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## 2. AUDIT DESIGN

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**a) Audit Objective**

The objective of the audit was to assess the effectiveness of road safety measures put in place by the Government through RTSA, RDA and ZP to reduce road traffic accidents.

**b) Audit Questions**

Based on the audit objective, the following audit questions were formulated:

1. To what extent has RTSA put in place effective measures to ensure that road traffic accidents are reduced?
  - 1.1 What measures have been implemented and have the effects of the measures been evaluated?
  - 1.2 To what extent is RTSA collaborating with key stakeholders involved in road safety?
  - 1.3 To what extent were the number of traffic accidents reduced in 2008 - 2013?
2. To what extent is RDA implementing road safety recommendations made by RTSA in its road safety audit and inspection reports?
3. Do the Government agencies carry out effective enforcement measures?
  - 3.1 Is there effective coordination among all stakeholders?
  - 3.2 Do the measures focus on risk-prone areas?
  - 3.3 Do they have the necessary equipment to enforce traffic rules and regulations?

**c) Audit Scope**

The audit examined activities and programmes put in place to reduce road traffic accidents by the Government through RTSA and ZP. Furthermore, the audit has examined to what extent RDA has implemented recommendations by RTSA. The audit covered activities relating to the years 2010 to 2013. However, statistical analysis will include data from 2008.

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### 3. ASSESSMENT CRITERIA

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**a) To What Extent has RTSA Put in Place Effective Measures to Ensure that Road Traffic Accidents are Reduced?**

The Road Transport and Safety Agency was established under the Road Traffic Act No. 11 of 2002 which defined its functions, in relation to road safety, as the provision of a system of road safety and traffic management; and promotion of road safety. Some of its strategic objectives are as follows:

- i. To effectively implement policy on transport, traffic management and road safety;
- ii. To conduct effective road safety education;
- iii. To coordinate road safety programmes effectively;
- iv. To approve and monitor the effectiveness of road safety programmes undertaken by anybody, person or institution; and
- v. To effectively formulate and conduct programmes to promote road safety in conjunction with stakeholders.

The Agency was also implementing the Road Safety Action Plan (RSAP). The overall objective of the RSAP was to improve road safety in general, that is, to reduce the number of accidents and the number of fatalities and injuries.

The target for the five-year period from 2009 to 2013 was a 25% reduction in the number of accidents and a 33% reduction in the number of fatalities, and it identified four (4) priority sectors namely Road Safety Coordination, Accident Data Systems, Road Safety Engineering and Injury Reduction Activities<sup>2</sup>.

According to the Agency's corporate plan for the period 2010 -2013, the Agency planned to:

- conduct RTA analysis to come up with an analysis report to include statistics, causes of RTAs and make recommendations by 2010. Further, RTAs for 2010 would be analyzed and compared to previous years and projections for future RTAs made.
- implement and monitor road safety measures and proposals for road safety policy by the end of 2013.
- carry out road inspections and audits, and make recommendations annually.

The Government also planned to improve the coordination between institutions involved in road safety activities at national and regional level.<sup>3</sup>

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<sup>2</sup>RSAP 2009-2013

<sup>3</sup>Transport policy 2002

**b) To What Extent is RDA Implementing Recommendations Made by RTSA in its Reports?**

The RDA was established under the Public Roads Act No. 12 of 2002 which defined its functions, as among others, the care, maintenance and construction of public roads in Zambia.

According to the Act, the overall strategic goal of the RDA is to build and maintain world class road infrastructure in Zambia. RDA's strategic objectives are as follows:

- i. Carry out routine and emergency maintenance of public roads through its employees or independent contractors;
- ii. Conduct such studies as it may consider necessary for the development, maintenance and improvement of road network in Zambia;
- iii. Advise road authorities regarding the construction, rehabilitation and maintenance of roads under their jurisdiction;
- iv. Review design standards and classification of roads and traffic signs.

In the Strategic Plan 2012-2016, RDA planned to enhance coordination, collaboration and communication with sector stakeholders by 2013.

RDA shall consider safety measures recommended by RTSA in the planning, designing and building of new roads and the upgrading of existing roads in order to promote orderly traffic flow and the creation of road safety consciousness amongst all road users.<sup>4</sup>

**c) Does the Government Carry out Effective Enforcement Measures?**

The Government shall ensure that lives of all road users are protected through the introduction of appropriate road safety measures with strict enforcement of road traffic laws and regulations.<sup>5</sup> This is done primarily through two agencies namely RTSA and the Zambia Police who have to work together to successfully deliver road safety improvements.

**i. Road Transport and Safety Agency**

According to the corporate plan, RTSA shall review and publish reports annually on effectiveness of traffic law enforcement operations. The reports should highlight major causes of road traffic accidents and measures that were put in place to reduce them.<sup>6</sup>

The Agency shall procure necessary equipment to enforce traffic rules and regulations by 2013.

<sup>4</sup>Road Traffic Act No. 11 of 2002

<sup>5</sup>Transport policy

<sup>6</sup>Transport policy



**ii. Zambia Police**

The Zambia Police was established under Article 103 and 104 of the Constitution of Zambia and its functions in relation to road safety are to carry out traffic controls (cf. Zambia Police Instructions, Part XIV, 2010 and RTSAs action plan 2009-2013) with the primary objective of preventing accidents. The police should also assist in the free circulation of traffic and enhance co-operation of all road users.

The police set out to prevent RTAs in order to safeguard lives and property through the following strategic objectives

- Strengthen capacity of traffic management
- Develop and implement road safety awareness programmes; and
- Strengthen collaboration with key stakeholders on road safety

The degree of success is measured in the reduction of number of accidents.

An Implementation and Monitoring Committee was proposed to monitor the implementation of the RSAP. The committee would include the main stakeholders at the operational level of the plan such as RTSA, RDA, and ZP, and would be chaired by RTSA.<sup>7</sup>

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<sup>7</sup>Road Safety Action Plan 2009-2013

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## 4. AUDIT METHODOLOGY

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The audit involved examination of records and other relevant documents, interviewing officials from RTSA, ZP and RDA and physical inspections. These methods of data collection were used to corroborate information obtained from different sources and to check whether there was consistency.

The document review provided the audit with information on understanding the audit area, information for establishing the assessment criteria and audit evidence. The interviews were carried out to corroborate and acquire a better understanding of the documents analysed on measures put in place by the Government through RTSA and ZP to reduce road traffic accidents. Physical inspections of selected roads were carried out to confirm whether recommendations in the road safety inspection reports had been implemented.

Roads in Lusaka, Copperbelt, Southern, Eastern and Central provinces were selected for audit inspection because the roads in these provinces had reported high levels of road traffic accidents and road audits and inspections had been carried out by the safety agencies.

### a) Document Review

The following documentation was reviewed for the period 2010 to 2013;

- i. RTSA annual reports
- ii. RTSA annual work plans
- iii. Road audit and safety inspection reports
- iv. Correspondence between RTSA and ZP.

Annual reports provided information on whether road safety activities were carried out according to the annual work plans. The road audit and inspection reports provided information on road audits and inspections carried out and recommendations made by the Agency to relevant stakeholders.

Statistics on accidents were analyzed to document the extent of the problem and measured against the targets set out in the Road Safety Action plan for 2009 to 2013.

### b) Interviews

Interviews were held with the Director of Transport and Road Safety, Chief Road Traffic Inspector and Senior Publicity and Information Officer from RTSA to confirm and explain information from the document review. The Chief Inspector in charge of Traffic Police was also interviewed.

**c) Physical Inspections**

Physical inspections of T1 (425km between Kafue and Livingstone), T2 (Between Kapiri Mposhi and Mpika), T3 (From Independence Stadium to Ndola) and T4 (Chelstone Catholic Church to Chipata) roads and road furniture (e.g. Road Signage) were carried out to confirm whether recommendations in the road safety inspection reports had been implemented. The inspections were carried out in conjunction with RTSA and RDA.

In addition, physical inspections were carried out to determine existence and assess the suitability and condition of equipment. The inspections were carried out with guidance from the enforcement department.

## 5. AUDIT FINDINGS AND OBSERVATIONS

### a) Increase in Road Traffic Accidents

According to the statistics provided by the Zambia Police for 2013, a total of 29,118 road traffic accidents were reported as compared to 19,727 road traffic accidents reported in the year 2008 representing a 47.6 per cent increase in absolute terms. Further, out of the 29,118 accidents recorded in which 1,851 people were killed and 5,489 seriously injured, Lusaka Province had the highest incidences at 15,435. (See Appendix 1).

From 2008 to 2013, the number of fatalities had increased by 50.1 %, serious injuries increased by 75.3% while minor injuries increased by 65.4% indicating that the problem is growing.

In relation to the total number of inhabitants, the fatalities had increased from 9.94 fatalities per 100,000 inhabitants in 2008 to 12.73 fatalities in 2013, representing an increase of 28.1%, c.f. table 1.

**TABLE 1: NUMBER OF MOTOR VEHICLES, POPULATION, ACCIDENTS AND FATALITIES**

Year	Number of Vehicles Registered	Population	No. of Accidents	No. of Fatalities	Number of Accidents per 10,000 Vehicles	Number of Fatalities per 10,000 Vehicles	Number of Fatalities per 100,000 Inhabitants
2008	277,865	12,456,527	19,727	1,238	710	45	9.94
2009	307,241	12,825,031	22,978	1,413	748	46	11.02
2010	337,513	13,216,985	20,582	1,388	610	41	10.5
2011	381,948	13,633,796	22,570	1,670	591	44	12.25
2012	452,584	14,075,099	28,247	2,360	624	52	16.77
2013	534,523	14,538,640	29,118	1,851	545	35	12.73

*Sources: RTSA and the World Bank*

In relation to the increase in the number of cars, there was a reduction in the relative number of accidents during the period from 2008 to 2013 as shown in Table 1. The table illustrates the number of accidents and fatalities per 10,000 vehicles.

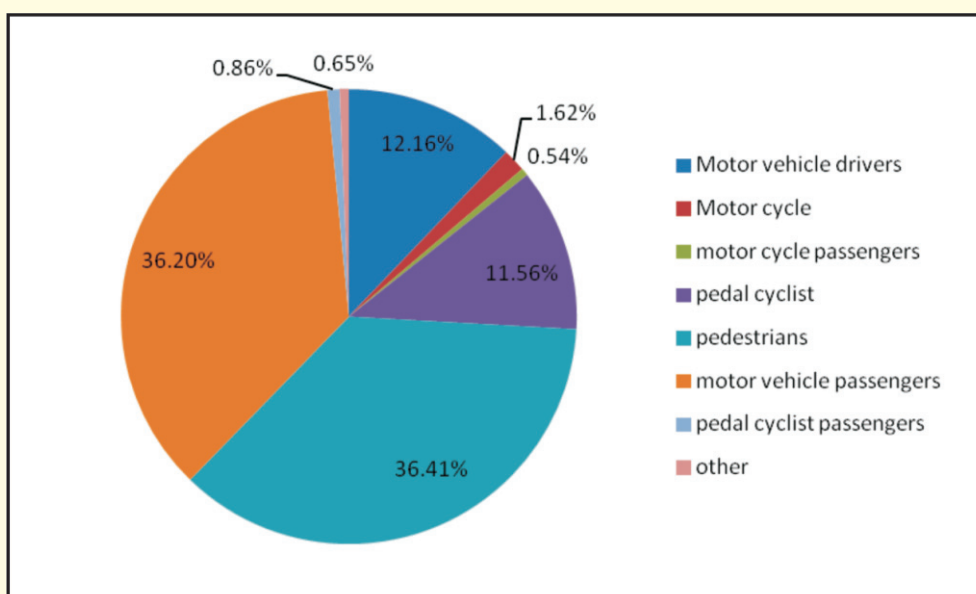
ZP provided statistics for 2013 which indicated that the major cause of accidents was human error with some of the leading cases being excessive speeding, misjudging clearance distance, failing to keep to near side, cutting in, reversing negligently, pedestrians crossing the road and overtaking improperly. These contributed to 71.7 per cent of RTAs, c.f. Table 2.

**TABLE 2: MAJOR CAUSES OF RTA DURING 2013**

Causes	Province										Total
	Lusaka	Central	C/Belt	Southern	Eastern	Northern	Luapula	N/West	Western	Muchinga	
Excessive speeding	1,060	340	1,702	291	191	90	24	441	263	122	4,524
Failing to keep near side	2,511	170	376	249	125	5	5	114	19	136	3,710
Cutting in	2,234	74	461	67	100	36	4	52	17	18	3,063
Overtaking improperly	533	128	370	48	64	10	2	95	31	13	1,294
Misjudging clearance distance	3,100	185	588	142	69	11	3	157	21	55	4,331
Reversing negligently	1,315	67	267	145	28		1	155	62	10	2,050
Pedestrian crossing the road	1,011	114	433	131	22	28	22	23	99	11	1,894
											<b>20,866</b>

Source: Zambia Police

According to statistics for 2013 provided by the ZP, out of a total of 1,851 fatalities arising from RTAs, 674 involved pedestrians representing 36%, c.f. Chart 1.



Source: Zambia Police

**b) Failure to Quantify and Evaluate Measures**

RTSA carries out road safety education and publicity and awareness campaigns on road safety matters. Further, the Agency carries out road safety inspections and audits and makes recommendations to RDA for implementation. In addition, the Agency's Enforcement Unit carries out highway patrol's and mounts check points in collaboration with the ZP Traffic Unit.

According to the Transport Policy, the Government earmarked to improve awareness of the need for better road safety behavior among road users through publicity and training. Creating responsible road user culture is a long term strategy of the Agency.

During the period under review, the Agency put in place publicity and education measures aimed at reducing RTAs. In this regard, the Agency carried out various road safety activities which included teaching road safety skills to children, dissemination of road safety messages by using a wide spectrum of media platforms, including television, both national and community radio stations and print media. The road safety messages included drink driving, use of seatbelts, pedestrians, public service vehicles, mobile phones, cyclist safety, Call Centre Toll free number and speed control. Road safety education materials in the form of booklets, Zambian Highway Code, brochures, posters, branded T-shirts, branded wheel covers and diaries were distributed<sup>8</sup>.

During 2013, the Agency implemented a number of community publicity campaigns, whose activities were in the form of road shows and information road blocks. The campaign was specifically targeted at pedestrians and cyclists and also had a bias towards rural communities. This was undertaken after indicators pointed to the fact that pedestrians were the leading victims of RTA fatalities in the country. **(Chart 1).**

The RSAP identified accident patterns which indicated that the major accident problem involved pedestrians, who were the highest number of people killed on the roads, followed by cyclists, and therefore called for concerted action to improve the condition for vulnerable road users. The Agency hence targeted their community road safety campaigns towards pedestrians. In addition, during the year, road safety was integrated in the school curriculum. Supplementary books to support the teaching of road safety in the entry grades were developed and submitted to the Curriculum Development Centre for review.

RTSA has in their annual report for 2013 provided quantitative information on the various activities undertaken. The Agency had not carried out an evaluation to assess the effectiveness of its awareness campaigns and the road safety measures

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<sup>8</sup> Annual reports 2010 - 2013

conducted. A review of the Agency's corporate plan showed that, apart from carrying out road shows in all provinces during 2013, there were no set key performance indicators. Therefore, without set performance indicators evaluation of effectiveness of measures may not be assessed.

**c) Failure to Implement Accident Information System**

According to the Act, the Agency was to conduct studies on accidents arising out of the use of motor vehicles, and in light of these, recommend to the Government new road safety measures and proposals for road safety policy. A priority area highlighted in the RSAP was the creation of a Road Safety Knowledge Base under which the Agency would create systems and analysis tools to provide reliable and timely statistical information about road traffic accidents, which in turn would form the basis for qualified decisions on road safety initiatives introduced.

In 1997, the Government conducted a study which resulted in a Road Safety Action Plan project covering the period 1999-2000, with a priority sector being the establishment of an Accident Data System. The system was not implemented but was again recommended in the 2009-2013 Road Safety Action Plan. According to the Agency, the Accident Information System (AIS) was to give precise information on accident location and causes for the accidents, and also includes tools for data analysis<sup>9</sup>. The development project commenced in March 2009 and concluded in June 2013 when the Agency received the final report for the development of an AIS, after suffering immense delays.

The Agency was further given a "No Objection" by the World Bank (the financier of the project) to roll out the system using an addendum. However, the Agency was advised in the fourth quarter 2013 to procure the rolling out of the AIS as a stand-alone contract. As of December, 2014 the AIS was not operational.

The Zambia Police collects accident data and in 2013 the Zambia Police provided for the first time compiled data on major causes of accidents. This is however on an aggregate level and does not provide precise information on accidents that is needed by the Agency.

**d) Failure to Implement Recommendations of the Road Safety Inspections and Audits**

According to the Transport Policy, the Government is to ensure road safety engineering aspects are compulsory in the construction, rehabilitation and maintenance of roads. The focus of road safety engineering is to use cost effective road design and procedures that consider all road users, minimize road user error and produce a more forgiving roadside environment. This is achieved by carrying out Road Safety Audits and Road Safety inspections.

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<sup>9</sup>RTSA annual report 2012.

The Agency implements measures aimed at improving road safety through conscious planning, design, construction and use of roads. The Agency further regularly assesses the safety of roads.

During 2013, the Agency, through the Road Safety Engineering Committee, carried out road safety audits and inspections on various roads which covered activities concerning preliminary and detailed engineering design for roads being upgraded and rehabilitated, and also design review of periodic maintenance of roads. (Details at Appendices 2, 3 and 4).

The recommendations for safety improvements were made in reports that were submitted to RDA for onward submission to the respective project consultants, and to implement remedial measures and safety improvements.

During interviews with the RTSA Engineer, he indicated that recommendations communicated to RDA for implementation were not carried out. Further, correspondence between RTSA and RDA was reviewed and physical verifications carried out from which it was apparent that recommendations had not been implemented. There was no mechanism in place to ensure that recommendations made by the Agency are implemented by respective stakeholders.

Physical verifications carried out with engineers from RDA and RTSA revealed the following:

**i. Inadequate Road Signs and Markings**

Road signs indicating hazardous areas such as densely populated areas, school ahead, pedestrians crossing, barrier ahead, humps and rumble strips are not displayed to calm traffic. Further, warning signs showing curves, narrow roads and bridges are not in place.

Road marks are faded making road use dangerous as motorists may not use the roads correctly, for instance, motorists may not be able to establish correct lanes.

**ii. Limited Facilities for Non Motorized Traffic and Paedestrians**

Road construction has not taken into account the needs of pedestrians and non motorized traffic as there are no cycle tracks and pedestrian sidewalks on some of the roads inspected.

In places where facilities such as grade separated pedestrians (walk over bridge) have been provided, these are not being used due to lack of segregation and channelisation of pedestrians from the road carriageway.





*Limited facilities for non motorised users*

**iii. Lack of Speed Zoning**

There were inadequate traffic calming features such as speed humps and rumble strips in pedestrian sensitive areas.

**iv. Poor Maintenance of Roads and Road Infrastructure**

Road furniture such as guard rails is not maintained, and vegetation control not carried out. There have been cases where vehicles career off the road, hitting into road side objects, such as trees, or drive over an embankment.



*Vegetation obstructing road sign and covering road sides*



*Damaged guard rails*

In some sections, the roads were narrow as there were no shoulders and could not accommodate broken down vehicles. These coupled with edge drops render the roads dangerous.



*Broken down truck parked on the road and steep side slopes*

Traffic calming features such as speed humps have been flattened due to quality of materials used which does not take into account traffic volumes, axels of trucks and design life span of the roads.

**v. Hazard/unsafe Access Points to the Highways**

Inappropriate access points are allowed onto the highways, which is a safety hazard to road users. Some access points are at curves making it hazardous for motorists.





*Truck and motor vehicle joining at curves*

**vi. Improper Erection of Billboards**

Local authorities have allowed installation of billboards without considering safety of motorists and other road users. Billboards are erected on road islands instead of the peripheral of the road and too close to the road. Interviews revealed that RDA is not consulted before the billboards are erected.



*Bill board erected too close to road*



*Billboard obstructing drivers' view at a junction*

In addition, the Agency has received complaints from citizens over road safety issues that are of concern to them and their communities. Among these concerns were inadequate signs to warn of potential hazard areas, obstructive bill boards, inadequate calming features and lack of pedestrian crossings.

Some citizens complained over the obstructive billboards that have been erected on the medians of Great East Road, Kafue Road and Addis Ababa Drive. They indicated that the advertising bill boards had not only created clutter on the roads but also were a safety hazard as they were in most cases blocking the area of sight for motorists.

Correspondence from the Agency shows that they had written to the Ministry of Local Government and Housing and Lusaka City Council over the concerns on the obstructive bill boards.

They requested consultations be made with the Road Safety Engineering Committee, which comprises representatives from all key stakeholder institutions, that is, MLGH, RDA, RTSA and NRFA before any advertising signs are erected on roadways.

An interview with an engineer from RDA revealed that some contracts had been awarded to various contractors to carry out maintenance which included road markings, erecting signs and resurfacing of some sections of the major trunk roads. Other contractors had been awarded contracts, on a long term basis, to carry out vegetation control.

**vii. Failure to Implement Standards**

According to the Act, the Agency, in consultation with RDA, is to establish standards to be used during road construction and maintenance for road safety.

In this regard, the Agency and RDA adopted the Southern Africa Transport and Communications Commission (SATCC) standard which is a manual used in the design, construction, maintenance and rehabilitation of roads in the Southern African Region. However, as of March 2015 no roads had been constructed using the standards.

**e) Collaboration on the Implementation of RSAP**

According to the corporate plan, the Agency was to hold liaison meetings with local and international road safety organisations. They would coordinate with local authorities and stakeholders on road safety and road transport matters and also strengthen partnerships with third parties.

In addition, in the 2009 RSAP, an Implementation and Monitoring Committee was proposed to monitor the implementation of the RSAP. The committee would include the main stakeholders at the operational level of the plan such as RTSA, RDA, and ZP, and would be chaired by RTSA.

As of March 2015, the Committee had only met once and since minutes had not been provided, it was unclear what conclusions were drawn and how the committee's work has impacted road safety.

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## 6. POTENTIAL FOR INCREASED EFFECTIVENESS OF ENFORCEMENT MEASURES

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### a) **Enforcement Measures not Implemented by Government**

According to the Transport Policy, the Government's objective is to improve the enforcement of traffic laws and regulations. Both the Zambia Police and the Agency enforce Road Traffic Regulations. The Agency has established an Enforcement Unit and has about 70 road traffic inspectors employed that became operational in April 2013.<sup>10</sup> In the Police, enforcement is carried out by accident prevention teams.

The Zambia Police could not provide any information on the planned enforcement activities to be undertaken and the outcomes of these activities. Further, the basis for selecting particular areas where enforcement activities would be implemented was not provided.

The Agency has however identified the ten (10) common traffic offences which would then be used as a baseline for future road safety initiatives, including enforcement measures.

During the period under review, the Agency and ZP carried out motorized patrols, mounted snap check points and speed traps on the highways. However, neither the Police nor the Agency could provide any statistical information on the inspections they had carried out during the period under review

The Zambia Police and the Agency have however started compiling statistics on some of its enforcement activities including the number of offences detected and fines imposed. During 2013, the Agency recorded a total number of 32,679 traffic offences. In its annual report for 2013, the Agency stated that unlicensed drivers was ranked as the most common offence (2,842 offences) capturing nearly 9 percent of the total number of offences.

During the same period, the Zambia Police recorded a total of 166,133 traffic offences, generating a total of K26,001,358 in admission guilty fines.

According to the Act, the Agency is required to review and publish reports on the effectiveness of road safety operations conducted by the Police Officers and the Road Traffic Inspectors. In its corporate plan, the Agency was to review and publish a standardized law enforcement report on effectiveness of traffic law enforcement operations. This report has not been published and the Agency may not be able to assess road safety operations.

### b) **Tracking of Repeat Offenders**

Repeat traffic offenders are a cause for concern for road safety if they are not identified and given punitive measures. In an interview, a representative from the Zambia Police stated that there is a system in place for repeat offenders. Records are kept by prosecution department as well as specialized sections.

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<sup>10</sup>The Independent Observer, June 1 2014.

In an interview with a representative from RTSA, it was revealed that the Agency has a system in place for Lusaka region. In connection with the fast track court, a spreadsheet is used to register offenders. If a second offence is detected, the court is notified and the penalty is doubled by the court if convicted. The Agency however, does not have this type of system in the other regions. It is therefore difficult for the Agency to take punitive measures on repeat offenders in the other regions.

In addition, enforcement was hampered by the following:

**i. Ineffective Coordination between the Agency and the Zambia Police**

Despite the fact that the Agency has an enforcement unit, it faces challenges in carrying out enforcement because the Act does not permit it to mount check points and administer admission of guilt fines. In this regard, only motorised patrols are conducted which, according to the Agency, have proved to be ineffective as the number of accidents is still on the increase.

This enforcement is therefore done in collaboration with the Zambia Police. According to the Agency, this is working well in other regions except Lusaka where the working relationship still remains a challenge. The police have limited technical capacity to handle all aspects of enforcement, for example, assessing road worthiness of vehicles, identification of fake drivers' licenses and motor vehicle disks while Zambia Police felt that the RTSA officers were inadequately trained to handle enforcement.

**ii. Inadequate Equipment for Vehicle Testing and Enforcement**

Documents provided by the Agency and the Zambia Police show that there is inadequate equipment for effective enforcement. The Agency did not have adequate equipment to test vehicles for fitness and relied on manual inspections. In addition, equipment for enforcement used by both the Agency and ZP, such as breathalyzers, speed limiters and speed guns was also inadequate. The speed guns did not keep evidence of the registration number of the over speeding vehicle and the speed at which it was moving, making it difficult to prosecute violating motorists.

The Agency provides the ZP with enforcement equipment it needs for its operations. However, the Agency did not provide a list to show how the available enforcement equipment was distributed.

**iii. Inadequate Support Services**

According to information provided by the Agency, driving under the influence (DUI) ranked as the third highest offence in 2013. To successfully prosecute DUI offenders, blood test of the suspect should be performed by a government health institution. However, the Agency and ZP face challenges because there are no d

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## 7. CONCLUSION

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The Agency has introduced various road safety measures such as enforcement, engineering and publicity to ensure that lives of road users are protected. However, there is a failure to evaluate these measures and as a result, there is inadequate information on their effectiveness.

The failure to evaluate the measures may result in the Agency not making informed decisions with regard to which measures are most effective and risk allocating resources to activities that will not yield the desired outcome. In addition, the Accident Information System, aimed at improving the reporting and analysis of road traffic accident data, has not been rolled out. This would enable the Agency establish priority road safety measures. In the absence of a data analysis system, circumstances of RTAs may not be reported and analyzed accurately.

Some of the recommendations in the road safety inspection reports issued by the Agency are not being taken into consideration by the relevant stakeholders. The roads and roads infrastructure has not been maintained. In some areas roads are narrow as there are no shoulders, while others have steep edge drops, and cannot accommodate broken down vehicles. There are limited facilities for non motorized traffic and pedestrians, inadequate road signs and markings and lack of traffic calming features or speed zoning in pedestrian sensitive areas. Billboards have been installed without considering safety of motorists and other road users.

Enforcement activities have been hampered by a number of factors such as, the Agency not being empowered by the Act to enforce road traffic laws and regulations resulting in them not being able to mount check points and administer admission of guilt fines. The Agency and ZP have inadequate equipment to carry out effective enforcement.

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## 8. RECOMMENDATIONS

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- a) The Agency should establish and maintain the data collection systems (Accident Information System) necessary to provide baseline data and monitor progress in reducing road traffic injuries and fatalities.
- b) RTSA and the Zambia Police should strengthen their cooperation on providing precise and reliable statistics on road traffic accidents and develop joint measures to increase road safety.
- c) The Agency should ensure that for all road safety programmes that are planned, the problems to be tackled and the most effective ways of doing so are identified to avoid inefficient allocation of resources.
- d) The Agency should carry out evaluations of the measures of road safety measures pertaining to education, publicity, road inspections and enforcements including publishing reports on the effectiveness of road safety operations conducted by the police officers and road traffic inspectors.
- e) The Ministry of Transport, Works, Supply and Communications should prioritize customizing and implementation of the SATCC standards for road construction and maintenance.
- f) The Agency should strengthen the liaison with relevant stakeholders to ensure that recommendations in road audit and safety inspection reports are implemented.
- g) Sanction Local Authorities who allow billboards that endanger safety of road users and have the billboards removed.