



United Nations  
Economic Commission for Africa

**Status of Implementation of the African Road Safety  
Action Plan  
(2011-2020)**

**Summary Report**

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**Mid-term Review  
July 2015**

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## **Acknowledgements**

The report “Status of Implementation of the African Road Safety Action Plan (2011-2020): Mid-term Review” was prepared by Robert Tama Lisinge and Soteri Gatera under the leadership of Stephen Karingi, Director of the Regional Integration and Trade Division of ECA. Valuable inputs were provided by Yonas Bekele and Mahlet Girma. The following colleagues of ECA’s African Centre for Statistics also provided valuable inputs: Andre Nonguierma, Godheart Ayenika, Khogali Ali, Leandre Ngogang Wandji, Meron Kinfemichael, and Peter Njagi.

## **1. Introduction**

Over the years, the United Nations (UN) has been a key player in efforts to improve road safety around the world. The UN General Assembly adopted resolution 64/255 that proclaimed 2011-2020 as the Decade of Action for Road Safety in March 2010. The global goal of the Decade is to stabilize and then reduce the forecasted level of global road fatalities, by increasing activities conducted at the national, regional and global levels. The rationale for the Decade is that it provides an opportunity for long-term and coordinated activities in support of regional, national and local road safety. It was adopted at a time when knowledge of the major risk factors as well as effective counter measures had improved considerably. The Decade provides a timeline for action to encourage political and resource commitments both globally and nationally. It is expected that donors would use the Decade as a stimulus to integrating road safety into their assistance programmes. Low-income and middle-income countries are also expected to use it to accelerate the adoption of effective road safety programmes while high-income countries would use it to make progress in improving their road safety performance as well as to share their experiences and knowledge with others.

For African countries, the Decade provides an opportunity to fast-track the implementation of their road safety activities. The Second African Road Safety Conference, held in Addis Ababa in November 2011, adopted the African Road Safety Action Plan for the Decade. The Action Plan is aligned with the five pillars of the Decade, namely: Road Safety Management; Safer Roads and Mobility; Safer Vehicles; Safer Road Users; and Post-crash Response. The Action Plan has an additional Pillar on cross-cutting issues that addresses rural road safety as well as monitoring and evaluation of the Plan.

The year 2015 is midway in the implementation of the Action Plan and therefore an appropriate time to undertake its mid-term review - hence the rationale for this report<sup>1</sup>. The remaining part of the report is structured as follows: Section 2 outlines the objectives and methodology of the review, Section 3 presents its main findings, and Section 4 concludes the report.

## **2. Objectives and Methodology**

### **2.1 Objectives**

The main objective of this review is to improve the current understanding of the extent to which African countries are implementing the African Road Safety Action Plan, and to identify the challenges and best practices in the implementation of the Action Plan. The review establishes baseline information on the implementation of activities in the Action Plan, with the view to facilitating the continuous monitoring of progress in the implementation of the Plan as well as its final evaluation in 2020. Overall, the report assesses the performance of African countries across the different Pillars of the Action Plan, identifies areas where more effort should be directed and best practices that should be emulated across the continent.

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<sup>1</sup>This is a summarised version of a comprehensive report of the review.

## 2.2 Methodology

The mixed methods research approach, employing a combination of quantitative and qualitative approaches, was used in this study. This provided more insight and a better understanding of the issues related to the implementation of the African Road Safety Action Plan. Data was collected through a survey, using a questionnaire administered during meetings of senior road safety officials of African countries. The questionnaires were distributed to all participants at the meetings and they were asked to rate the extent to which their countries have implemented activities in the Africa Action Plan on the following scale:

- 1 Not at all or insignificantly;
- 2 Some action taken or action in progress; and
- 3 Fully

Presentations by member States and discussions at these meeting also constituted useful sources of data. In addition, in-depth interviews were conducted with senior road safety officials in 4 countries, namely, Cameroon, Malawi, South Africa, and Zambia as part of case studies.

## 3. Results and Discussion

The African Road Safety Action Plan for the period 2011-2020 has 5 pillars and a section on crosscutting issues. It has a total of 15 expected accomplishments and 79 activities, distributed as shown in table 1.

Table 1  
**Summary of African Road Safety Action Plan 2011-2020**

Pillar	Expected Accomplishments	Number of Activities	Total Number of Activities
<b>Pillar 1:</b> Road Safety Management	1.Established/strengthened Lead Agencies	10	23
	2. Improved management of data	9	
	3. Developed/strengthened partnership and collaboration	4	
<b>Pillar 2:</b> Safer Roads and Mobility	1.Safer road infrastructure for all road users	7	8
	2. Capacity building and training	1	
<b>Pillar 3:</b> Safer Vehicles	1.Road worthiness of vehicles	5	5

<b>Pillar 4: Safer Road Users</b>	1.Educated general public (road users)	11	27
	2.Use of helmets	3	
	3.Use of seatbelt	7	
	4.Drink-driving and driving under the influence of other drugs	4	
	5. Use of mobile phone while driving	1	
	6. Speeding	1	
<b>Pillar 5: Post-Crash Response</b>	1.Improved emergency care	11	11
<b>Crosscutting Issues</b>	1.Rural transport safety	3	5
	2.Evaluation of the Decade	2	
<b>Total number of Expected Accomplishments and Activities</b>	<b>15</b>		<b>79</b>

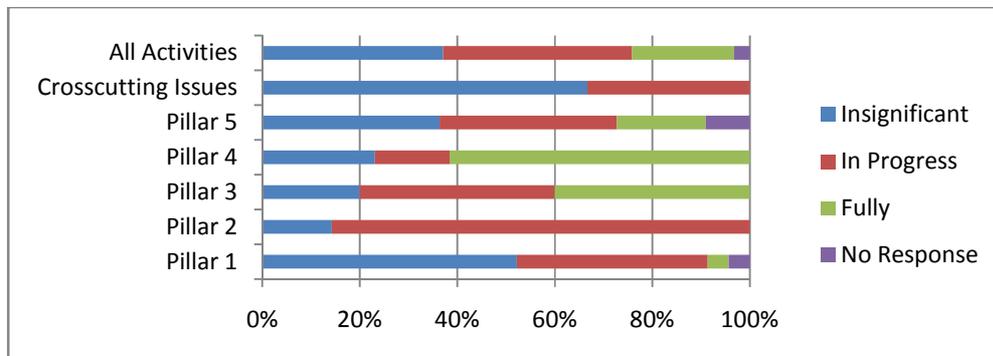
Source: African Road Safety Action Plan

### 3.1 Overall Performance

The overall performance in the implementation of the African Road Safety Action Plan is shown in Figure 1. The majority of countries that took part in the survey have taken insignificant action in 37.1 per cent of the activities in the Action Plan while 38.7 per cent of the activities are in progress in most of the countries. A smaller proportion of activities, 21 per cent, have been fully implemented in the majority of countries while most countries did not provide information on progress in 3.2 per cent of the activities.

The Pillar on crosscutting issues, particularly rural transport issues, has a larger proportion of activities where most countries have taken insignificant action than other Pillars, followed by Pillar 1 on Road Safety Management and Pillar 5 on Post-Crash Response. This suggests that most countries do not pay sufficient attention to rural road safety. A larger proportion of activities are in progress in most countries in Pillar 2 on Safer Roads and Mobility than in any other Pillar, while Pillar 4 on Safer Road Users has a larger share of activities that are fully implemented in most countries, more than 60%, than any other Pillar. Pillar 3 on Safer Vehicles also has a large share, 40 per cent, of activities that have been fully implemented in most of the countries.

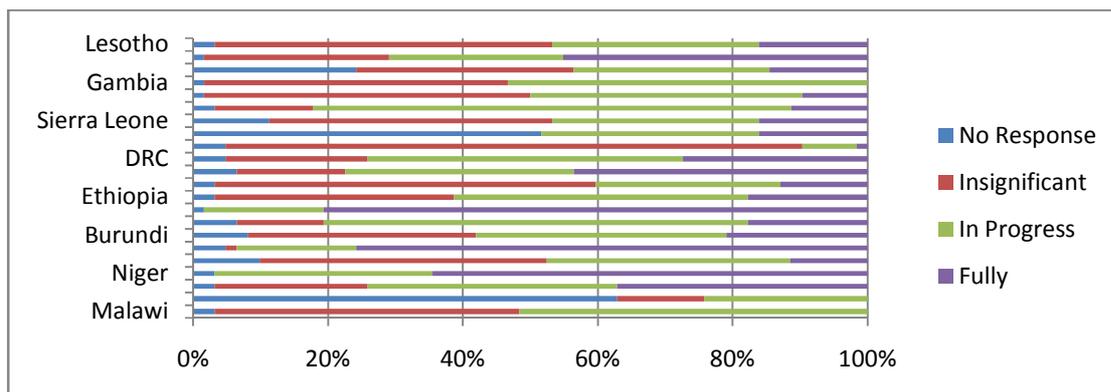
Figure 1  
**Overall Performance by Pillar**



Source: ECA calculation based on survey data

Figure 2 focuses on the performance of individual countries in the implementation of the Action Plan as a whole. It provides a mix picture showing that a few countries have fully implemented a large share of the activities in the Plan: Ghana (80.6 per cent), Nigeria (75.8 per cent), Zimbabwe (45.2 per cent), and South Africa (43.5 per cent). Many countries are in the process of implementing several of the activities in the Action Plan: Uganda (71 per cent), Kenya (62.9 per cent), Gambia (53 per cent), and Malawi (51.6 per cent). Implementation of more than 40 per cent of the activities is in progress in the Democratic Republic of Congo, Ethiopia, and Botswana. However, several countries have still not taken any significant action in many of the activities in the Action Plan. This is the case for Congo (85.4 per cent), Mozambique (56.5 per cent), Botswana (48.4 per cent), Malawi (45.1 per cent), Namibia (42.6 per cent), Ethiopia (35.5 per cent), and Burundi (33.9 per cent).

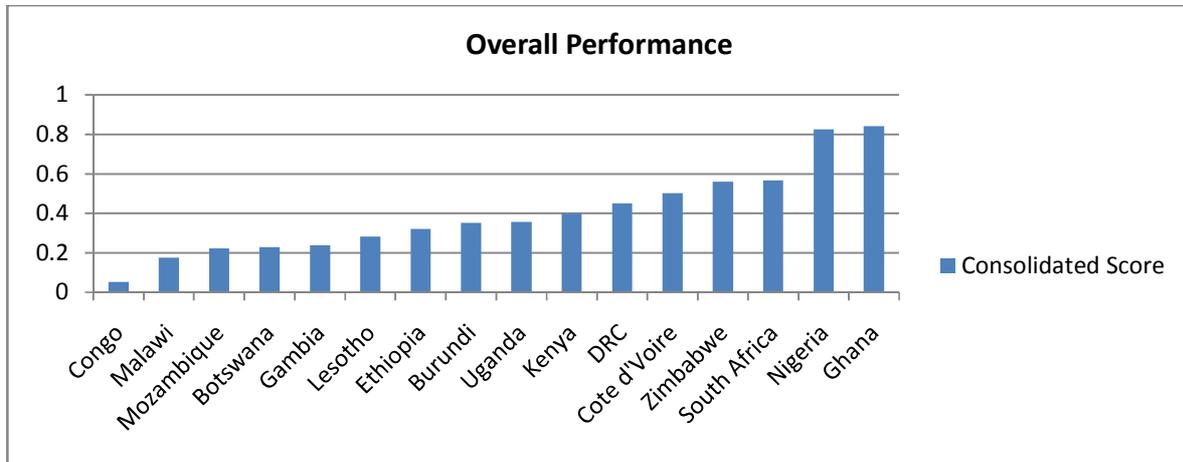
Figure 2  
**Overall Performance by Country**



Source: ECA calculation based on survey data

The overall ranking of countries is shown in figure 3. The ranking uses a methodology that assigns scores to activities based on responses provided by member States. Weights are also assigned to each pillar depending on the number of activities in the pillar. The top five countries are: Ghana, Nigeria, South Africa, Zimbabwe and Cote d'Ivoire.

Figure 3  
**Ranking of countries by Performance**

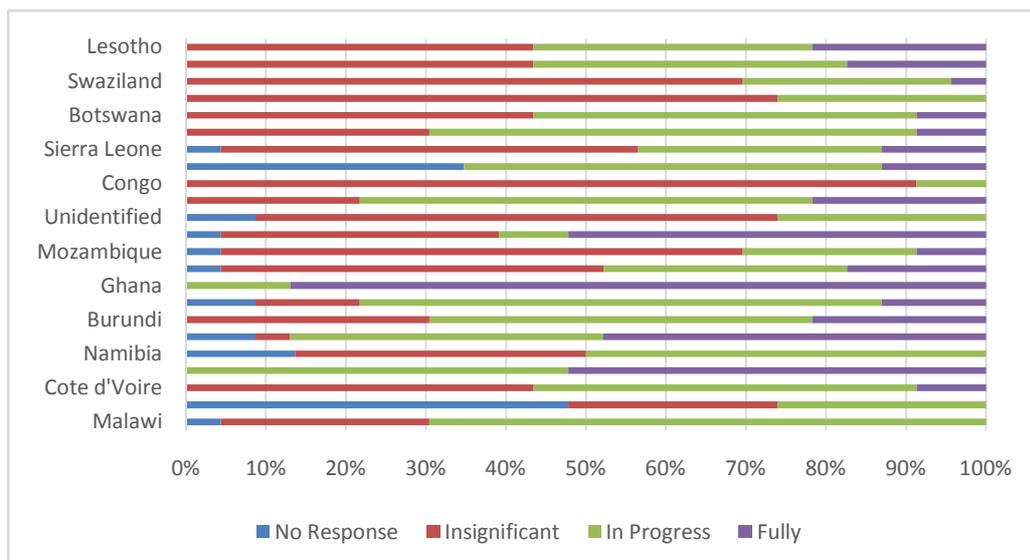


Source: ECA calculation based on survey data

### 3.2 Pillar 1: Road Safety Management

The status of implementation of activities in Pillar 1 is presented in Figure 4. Four countries out of 23 (18 per cent) - Niger, Ghana, Nigeria and South Africa - have fully implemented more activities than those that are in progress or for which insignificant action has been taken; 9 countries (39 per cent) are in the process of implementing more activities than those that are completed or for which insignificant action has been taken; and 9 countries (39 per cent) have a larger share of activities for which they have taken insignificant action than those that are fully implemented or are in progress.

Figure 4  
**Country Performance in Pillar 1**

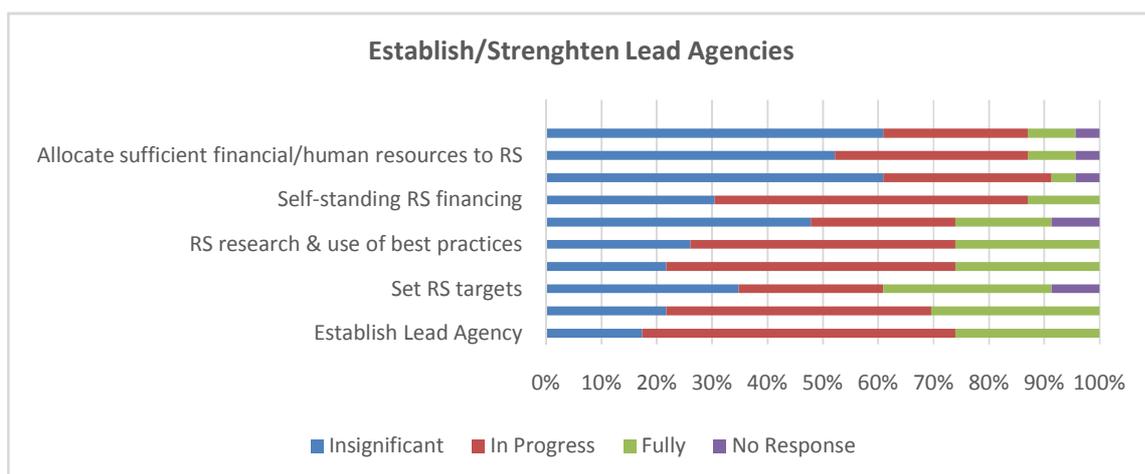


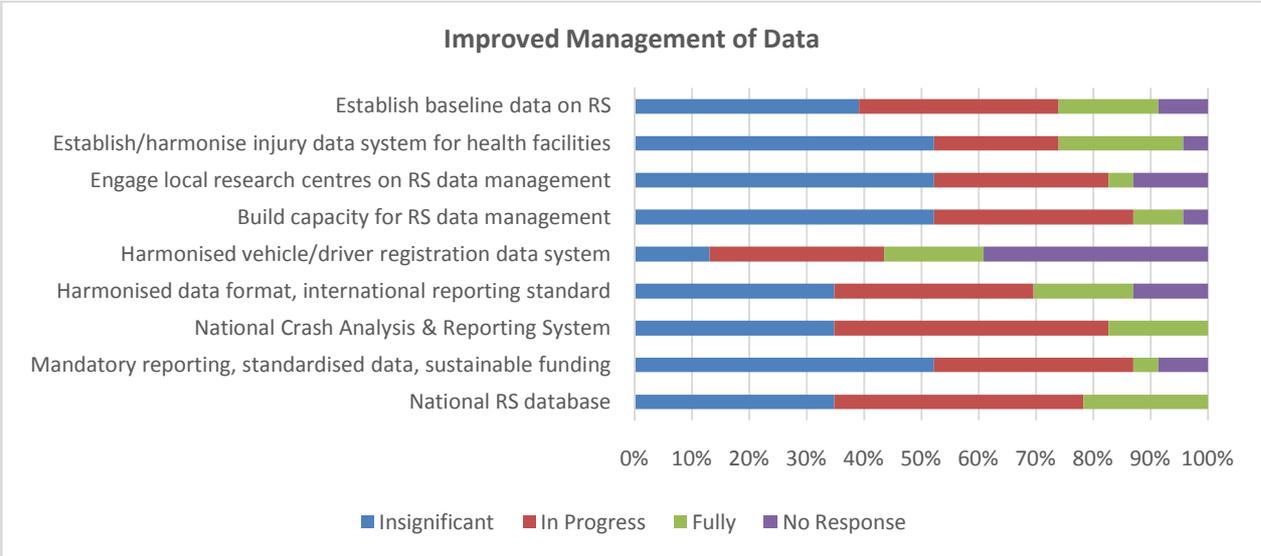
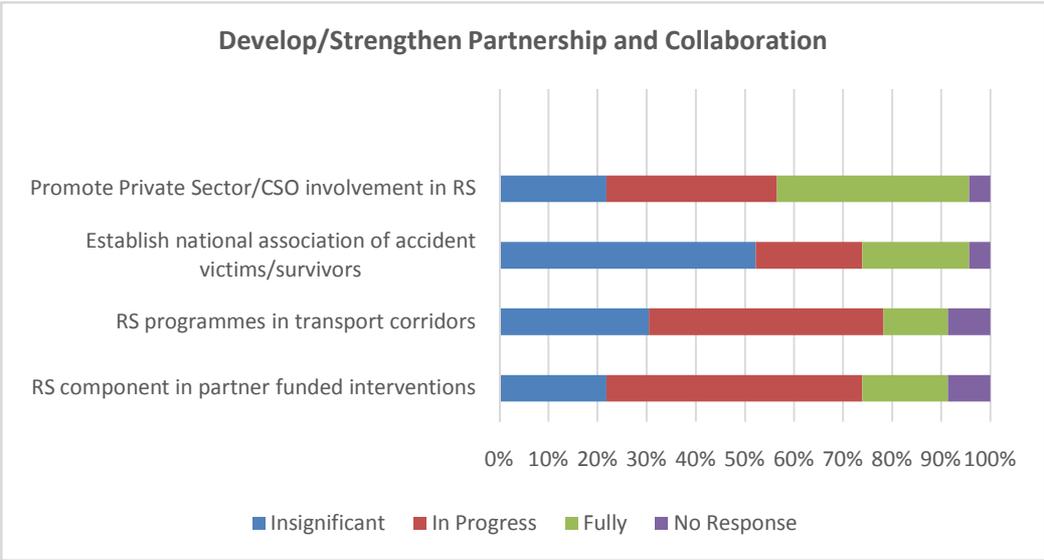
Source: ECA calculation based on survey data

The performance of countries across the different expected accomplishments, namely: established/strengthened Lead Agencies; improved management of data; and developed/strengthened partnership and collaboration is shown in figure 5. Allocating 5 per cent of road maintenance resources to road safety; allocating sufficient financial/human resources to road safety; and allocating 10 per cent of road investment to road safety stand out as activities for which a large proportion of countries – above 50 per cent - have taken insignificant action. Data management appears to be a major challenge in African countries. In this regard, 40 per cent or more of the countries have not taken any significant action on the following activities: establish baseline data on road safety; establish/strengthen/harmonise injury data system for health facilities; engage local research centres on road safety data management; build capacity for road safety data management; and mandatory reporting, use of standardised data, and sustainable funding for road safety data management. While some countries are implementing a number of activities related to road safety data management, less than 25 per cent of them have fully implemented any of these activities.

More than 30 per cent of the countries have not taken significant action to harmonise data format and use international standards in reporting; introduce national crash analysis and reporting systems; and develop national road safety database. Regarding the strengthening of road safety partnerships and collaboration, most countries seem to have engaged the private sector and Civil Society Organisations in road safety activities. Many of them are also incorporating road safety components in relevant international partner funded interventions, and implementing road safety programmes in transport corridors. However, many countries, more than 50 per cent, have not made serious efforts to establish national associations of accident victims and survivors.

Figure 5  
**Performance by Expected Accomplishments of Pillar 1**



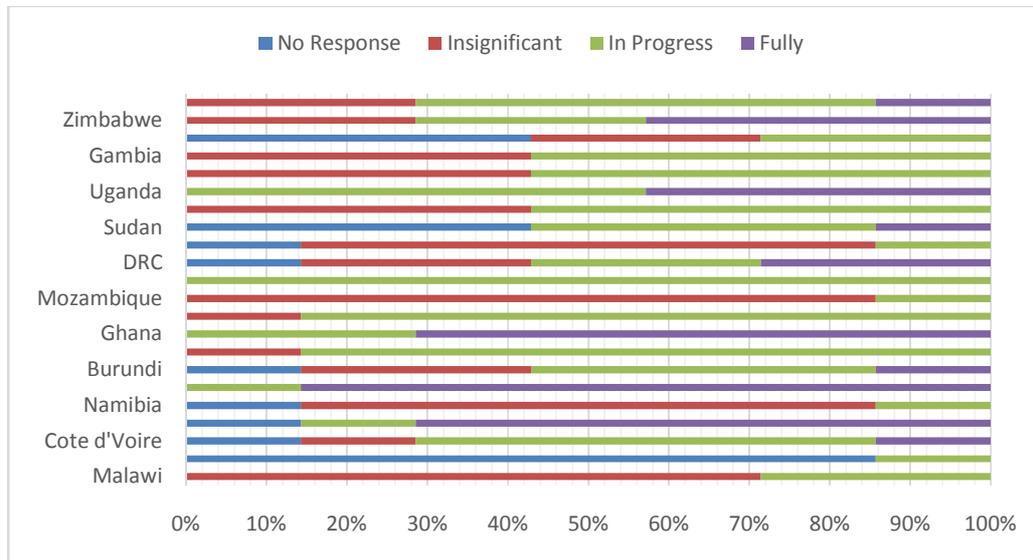


Source: ECA calculation based on survey data

### 3.3 Pillar 2: Safer Roads and Mobility

The performance of countries in implementing the different activities in Pillar 2 is shown in figure 6. Niger, Nigeria, Ghana and Zimbabwe have fully implemented more activities in the Pillar than those whose implementation are in progress or for which insignificant action has been taken. The implementation of most of the activities in the Pillar is ongoing in the majority of countries while only 4 countries, Malawi, Namibia, Mozambique and the Republic of Congo report insignificant action in the majority of activities.

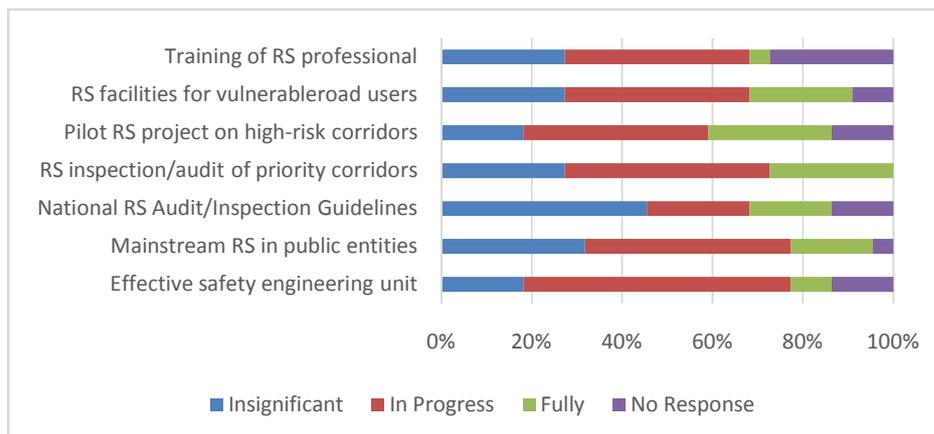
**Figure 6**  
**Country Performance in Pillar 2**



Source: ECA calculation based on survey data

Focusing the analysis on specific activities, and examining how different countries perform in their implementation, figure 7 show that the implementation of all the activities in Pillar 2 is in progress in most countries, except for the development and implementation of national Road Safety audit and inspection guidelines where the majority of countries have taken insignificant action.

**Figure 7**  
**Performance of Pillar 2 by Activity**

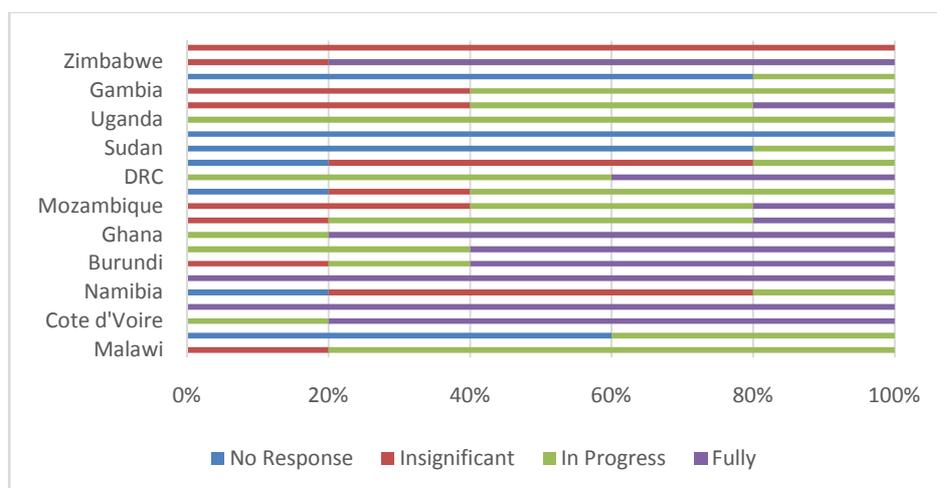


Source: ECA calculation based on survey data

### 3.4 Pillar 3: Safer Vehicles

The performance of countries in implementing the different activities in Pillar 3 is shown in figure 8. Namibia, Congo and Lesotho have taken insignificant action in implementing most of these activities while most of the activities are either in progress or have been fully implemented in several countries. Many countries, including Zambia, Sudan, Sierra Leone and Swaziland did not provide information on the status of implementation of most activities in the Pillar.

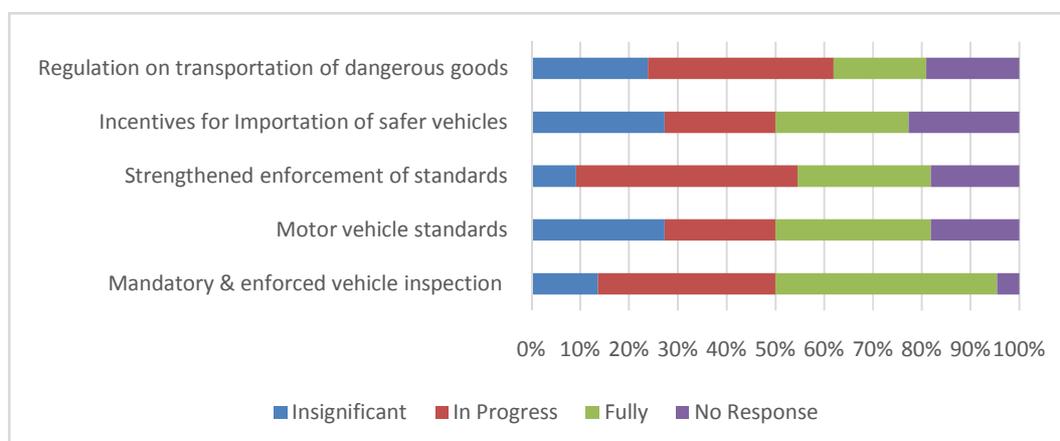
Figure 8  
Country Performance in Pillar 3



Source: ECA calculation based on survey data

When the analysis is undertaken for specific activities, figure 9 shows that most of these activities are either fully implemented or in progress, except for the introduction of incentives for the importation of new vehicles where many countries have taken insignificant action.

Figure 9  
Performance of Pillar 3 by Activity

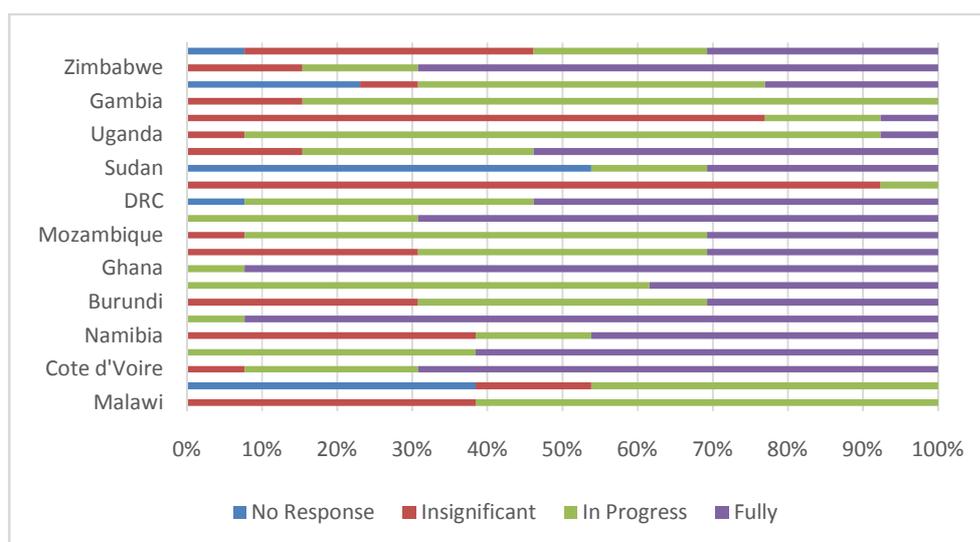


Source: ECA calculation based on survey data

### 3.5 Pillar 4: Safer Road Users

The performance of countries in implementing the different activities of Pillar 4 is shown in figure 10. Congo, Botswana and Lesotho have taken insignificant action in implementing most of these activities while most of the activities are either in progress or have been fully implemented in several countries.

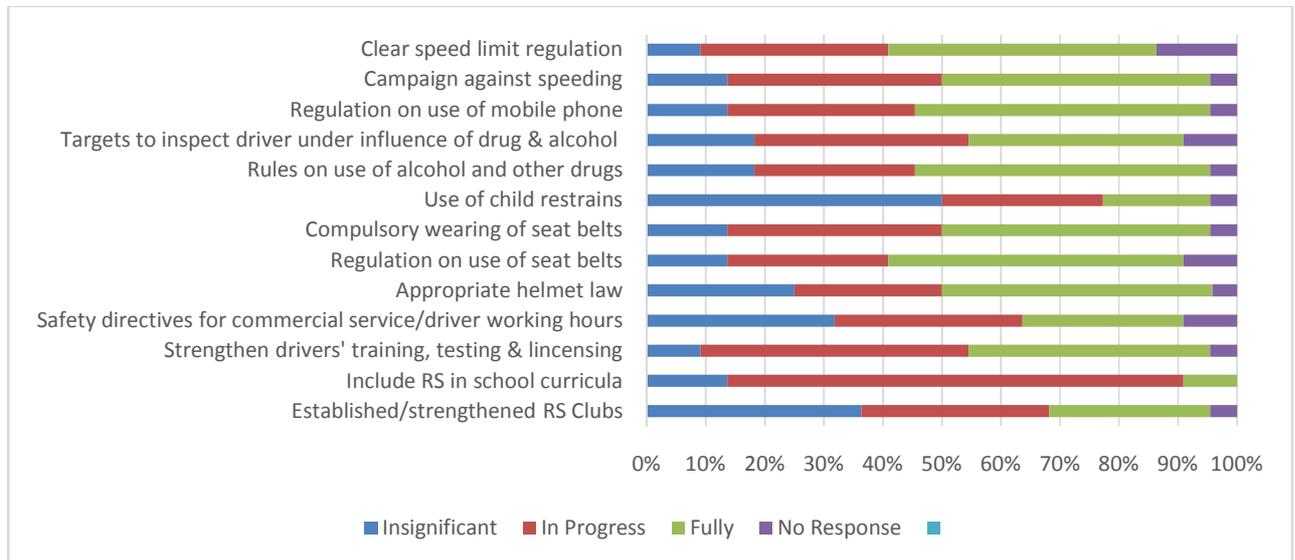
Figure 10  
Country Performance in Pillar 4



Source: ECA calculation based on survey data

When the analysis is focused on specific activities, and the performance of different countries in their implementation is examined, figure 11 shows that several of the activities have been fully implemented in many countries. However, the establishment or strengthening of Road Safety Clubs in Schools and promoting the use of child restraints constitute a challenge in the majority of countries. Many countries are in the process of including Road Safety in school curricula; strengthening drivers' training, testing and licensing rules; and setting targets to inspect drivers under the influence of drug and alcohol. Most countries have either developed safety directives for commercial transport services - notably in relation to drivers' working and resting hours - or are in the process of doing so.

**Figure 11**  
**Performance in Pillar 4 by Activity**

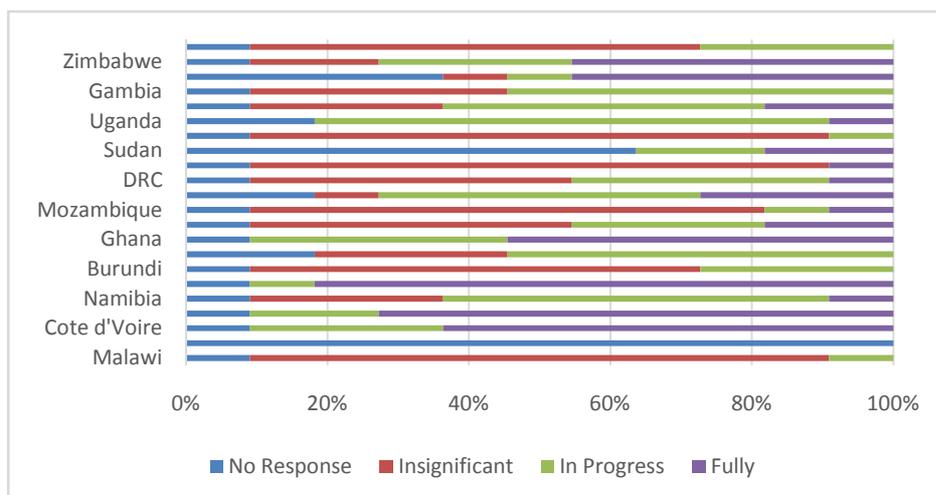


Source: ECA calculation based on survey data

### 3.6 Pillar 5: Post-Crash Response

The performance of countries in implementing the different activities of Pillar 5 is shown in figure 12. A larger proportion of countries have taken insignificant action to implement the activities of this Pillar compared to those where implementation of most the activities is either ongoing or completed.

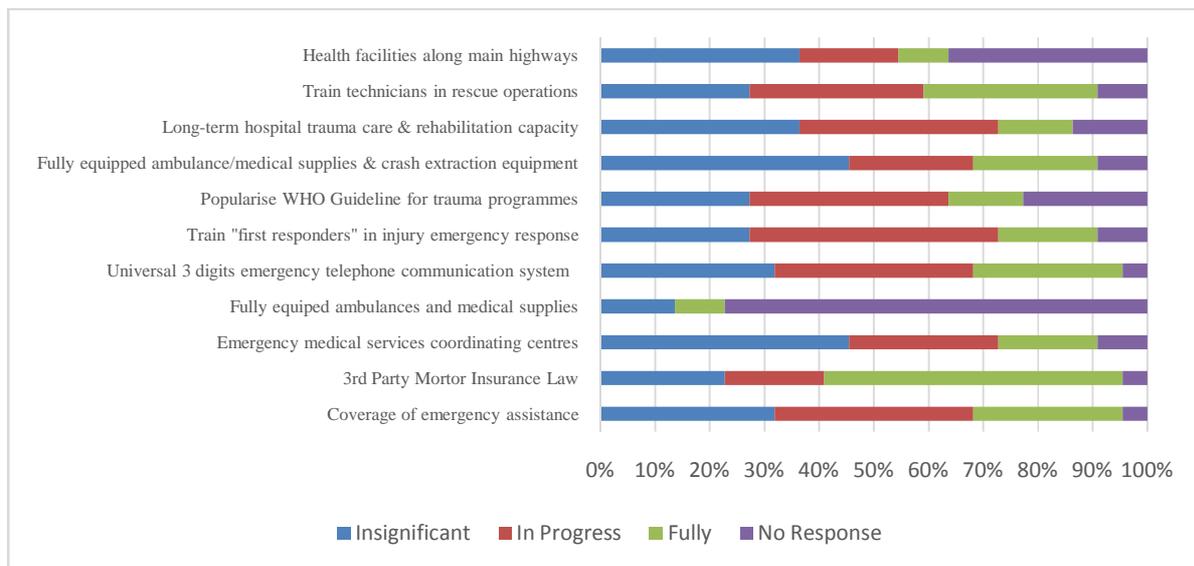
**Figure 12**  
**Country Performance in Pillar 5**



Source: ECA calculation based on survey data

Focusing the analysis on specific activities, and examining how different countries perform in their implementation, figure 13 shows that most countries face challenges in introducing emergency medical services coordinating centres at strategic locations; as well as in providing fully equipped ambulances with medical supplies; and crash extraction and rescue equipment. Other challenges faced by many African countries include the development of capacity for long term hospital trauma care and rehabilitation; and the introduction of health facilities along main highways.

Figure 13  
**Performance in Pillar 5 by Activity**

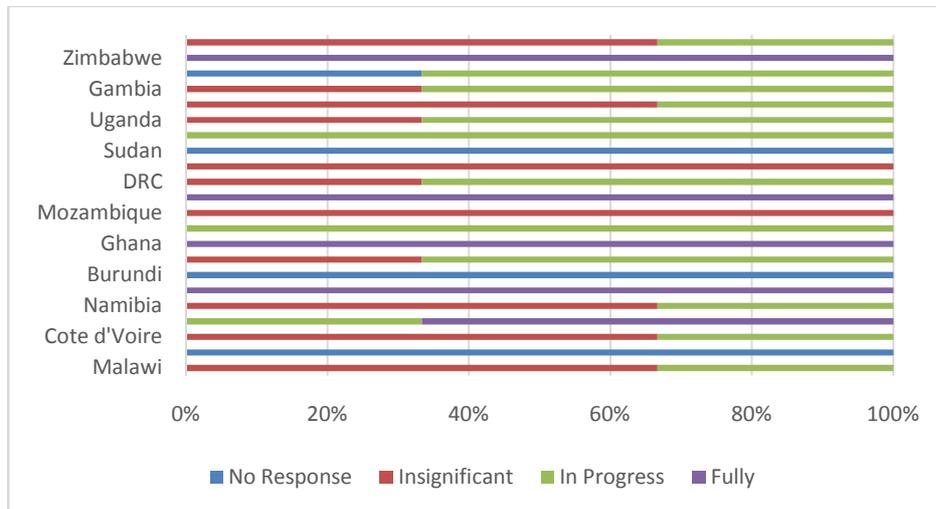


Source: ECA calculation based on survey data

### 3.7 Crosscutting Issues

The performance of countries in implementing the different activities of the crosscutting Pillar is shown in figure 14. Many countries, including Cote d'Ivoire, Namibia, Mozambique, Congo, Botswana, Lesotho and Malawi have taken insignificant action to implement the recommended rural road safety activities.

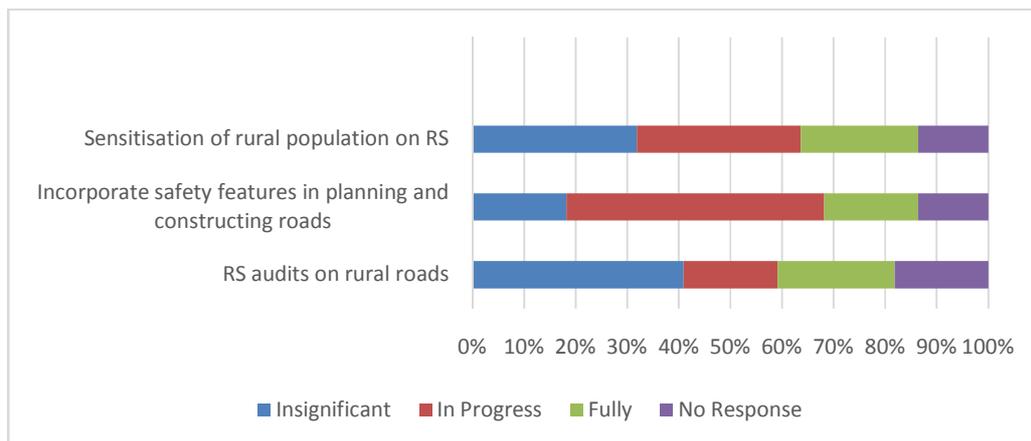
**Figure 14**  
**Country Performance in Crosscutting Issues**



Source: ECA calculation based on survey data

Focusing the analysis on specific activities, and examining how different countries perform in their implementation, figure 15 shows that undertaking road safety audits in rural areas is a challenge for most countries and they have undertaken insignificant action in that regard. Sensitising the rural population on road safety also seems to be a major challenge in most countries.

**Figure 15**  
**Performance in Crosscutting Issues by Activity**



Source: ECA calculation based on survey data

### 3.8 Good Practices in Road Safety Management

This section, which is not exhaustive, provides a snapshot of good practices in road safety management identified during this review.

***Well established Lead Road Safety Agency:*** A number of countries have established strong agencies to lead their road safety activities. In Nigeria, for instance, the Lead Road Safety Agency – the Federal Road Safety Corp (FRSC) – is attached to the Presidency of the country, autonomous, enjoys strong political support, and is backed by legislation. The Ghanaian Road Safety Commission and the Kenyan National Transport and Safety Authority are also strong Lead Agencies on the continent. Other Lead Agencies in Africa include the Directorate of Road Traffic and Safety (Road Traffic and Safety Services) in Malawi; the Road Transport and Safety Agency in Zambia, and the Road Traffic Management Cooperation in South Africa.

***Road Safety Strategy:*** Several countries have developed road safety strategies or action plans, including Malawi, Senegal, Burundi, Ghana, Burkina Faso, Cameroon, Botswana, Namibia (where national road safety documents were reviewed after the UN high-level Road Safety Conference in Moscow in 2009, indicating how national policies are influenced by global processes), and Ethiopia, among others.

***Coordination among National Road Safety Actors:*** There are many road safety actors within a country. This calls for strong coordination to avoid duplication of effort and waste of scarce financial resources. Several countries have taken steps to coordinate the activities of various road safety stakeholders. For instance Memorandums of Understanding (MoUs) have been signed by road safety actors – mainly Government Ministries and Authorities – in a number of countries, including Zambia, Namibia, and Benin. Several other countries have established road safety Councils/Committees that bring together key road safety actors to coordinate their activities. Countries with such Councils or Committees include Lesotho, Cote d'Ivoire, Burundi (meets every three months), Burkina Faso (which also has a Federation of Road Safety Associations), Guinea (chaired by the Prime Minister and the Ministry of Transport being the Secretariat), Ethiopia, Namibia (created in 1996), Ghana (established in 1999), Mozambique, and Gambia.

***Political Champions:*** In Togo, the President of the Republic declared 2013 as the Year of Road Safety. The President of Ghana and high-level officials in the country also championed road safety not only in the country but also in the West African sub-region.

***Road Safety Funding:*** In Namibia, a government subsidy for road safety was secured for a period of 5 years; resources from Road Funds are allocated to road safety in Ghana, Guinea (2 per cent of the fund), Ethiopia, and Cameroon where the share of Road Fund allocated to road safety increased from 1.5 per cent in 2012-2013 to 4 per cent in 2015. In South Africa, road safety activities are mostly funded by the government. The country has a Road Accident Fund with resources generated mostly from fuel levies. Other agencies in South Africa that are involved in road safety generate resources from various sources. For instance, the National Road Agency of South Africa generates revenue from toll gates while the Road Traffic Management gets a portion of its funding from vehicle registration and licensing. Road safety activities are also funded through Public Private Partnerships.

### **3.9 Challenges of Road Safety Management in Africa**

Common challenges to road safety management identified during this study revolve around sustainable funding, capacity of organisations, empowerment of Lead Agencies, developing overarching legal frameworks, data management, and having political champions.

***Sustainable Funding:*** This is a major constraint to the effective functioning of most road safety organisations and initiatives in Africa. Many Road Safety Committees on the continent are not funded through national budget. This corroborates with data in the WHO (2013) global status report on road safety which shows that up to 11 out of 47 Lead Agencies in African countries are not funded through national budget.

***Inadequate Capacity of Road Safety Agencies/Organisations:*** Most Road Safety organisations in Africa are grossly under-staff and lack the critical mass of personnel to make a meaningful impact. Some African countries also lack the capacity to enforce existing laws. For example, such countries have legislation on drink-driving which cannot be enforced because they lack breath testing equipment.

***Lead Agency not fully empowered/Weak national level collaboration:*** Some Lead Agencies in Africa are still not fully empowered while different actors in some countries are unwilling to collaborate or cooperate with each other or to coordinate their activities. This problem is more severe when different institutions have clashing mandates. Memorandums of Understanding between national institutions are meant to address this challenge.

***Lack of overarching legal framework to guide road safety:*** Some African countries lack comprehensive legal frameworks on road safety – their existing road safety laws are not comprehensive. For instance, a country may have legislation on seatbelts and on the use of mobile phone while driving, but lack legislation on child restraint. These countries generally need to overhaul their Traffic Acts and some of them are in the process of doing so.

***Ineffective Data Management:*** Managing road safety data is a major challenge in most African countries. Many road safety experts on the continent express the view that the Police do not consider road safety as its core function. This affects the effectiveness and accuracy of data collection and entering into national systems, often centralized, which is generally the responsibility of the Police. It also leads to delays or irregular reporting of road crashes.

***Lack of Political Champions:*** Lack of high-level commitment to improve road safety seems to be a common characteristic of many African countries. Political leaders in some countries also appear to avoid unpopular decisions at the expense of the safety of road users. For instance, the growing number of motorcycles in many African cities is a problem, which is highly political. Most of the riders are not licensed, do not wear helmet and many of them are involved in fatal crashes. Yet the sector is not properly regulated in many countries on the continent.

## **4. Conclusions and Recommendations**

Progress is being made in the implementation of the African Road Safety Action Plan, although to a varying degree across countries and pillars. Several good practices to improve the safety of roads on the continent have been identified. There is therefore scope for sharing of experiences among African countries. Overall, Ghana, Nigeria and South Africa are the top 3 performers among the 23 countries involved in this review.

Several countries have not been able to take significant action, or to take any action at all, in many activities across the pillars of the Action Plan. While sustaining the implementation of ongoing activities, African countries and their development partners should place particular attention to the following areas where the continent is lagging behind:

### ***Pillar 1: Road Safety Management***

- Set road safety targets;
- Develop knowledge management portals on road safety;
- Allocate 10% of road investment to road safety;
- Allocate sufficient financial/human resources to road safety;
- Allocate 5% of road maintenance resources to road safety;
- Enforce mandatory reporting, use standardised data, and provide sustainable funding;
- Build capacity for road safety data management;
- Promote road safety research as well as the use of best practices;
- Establish/strengthen/harmonise injury data system for health facilities;
- Establish baseline data on road safety;
- Establish national association of accident victims and survivors; and
- Harmonise data format, and adopt international standards in reporting.

### ***Pillar 2: Safer Roads and Mobility***

- Develop road safety audit and inspection guidelines.

### ***Pillar 3: Safer Vehicles***

- Introduce incentives for importation of safer vehicles.

### ***Pillar 4: Safer Road Users***

- Establish or strengthen Road Safety Clubs in Schools; and
- Promote the use of child restraints.

### ***Pillar 5: Post-Crash Response***

- Introduce emergency medical services coordinating centres at strategic locations;
- Provide fully equipped ambulances with medical supplies, and crash extraction and rescue equipment;
- Develop capacity for long term hospital trauma care and rehabilitation; and
- Introduce health facilities along main highways.

### ***Crosscutting Issues***

- Undertake road safety audits in rural areas; and
- Sensitise the rural population on road safety.