A Study of Road Safety Lead Agencies in Africa

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What we did – the project

Winnie Mitullah

Introduction

Road safety is a prioritized global, regional and local concern

- Decade of road safety, 2021 - 2030

- UN Road Safety Fund

- African Road Safety Charter

- African Road Safety Observatory

Road safety institutions as agents for coordination of road safety activities.

Introduction

Justification for the Study

- Global concern of serious injuries and fatalities

- Limited attempt to link the management capacity of road safety institutions to observed road safety outcomes

- Limited evidence as to whether road safety institutions are achieving the intended goals of improving road safety status

Introduction

Aims of the Study

- Assess the organizational performance of road safety institutions

- Generate knowledge on the strengths and weaknesses of road safety institutions

- Identify directions towards improvement

Methodology

Countries Covered:

1. Cameroon
2. Cote d'Ivoire
1. DRC Congo
2. Egypt
3. Ethiopia
4. Ghana
5. Kenya
6. Mali
7. Morocco
8. Mozambique
9. Namibia
10. Nigeria
11. South Africa
12. Tchad
13. Tunisia
14. Uganda

Methodology

Two Phases:

Phase 1: Desk study to establish the context of road safety institutions in Africa, identify gaps and inform:

- The second phase of study

- Selection of 16 countries (geographical, language & income)

- Development of questionnaire for road safety institutions

- Development of a checklist of issues for focus group discussions (FGD)

Methodology

Phase Two:

- Relaying of questionnaires to road safety institutions

- Recruitment of research assistants

- Training of research assistants

- Organizing, conducting and coordinating FGDs

- Data analysis and writing

RSLA Study-FGD, Mali, Sept 2021

What we found – the research

Mustapha Azzouzi

What we found

Road safety institutions / lead agencies (RSLAs) in the sixteen countries engaged in this study operate in different legal and institutional contexts that are reflected in the performance of various functions.

This section reports findings for the sixteen agencies as a whole under the following themes:

Institutions

Results focus

Coordination & promotion

Funding & capacity

Monitoring & evaluation

Performance
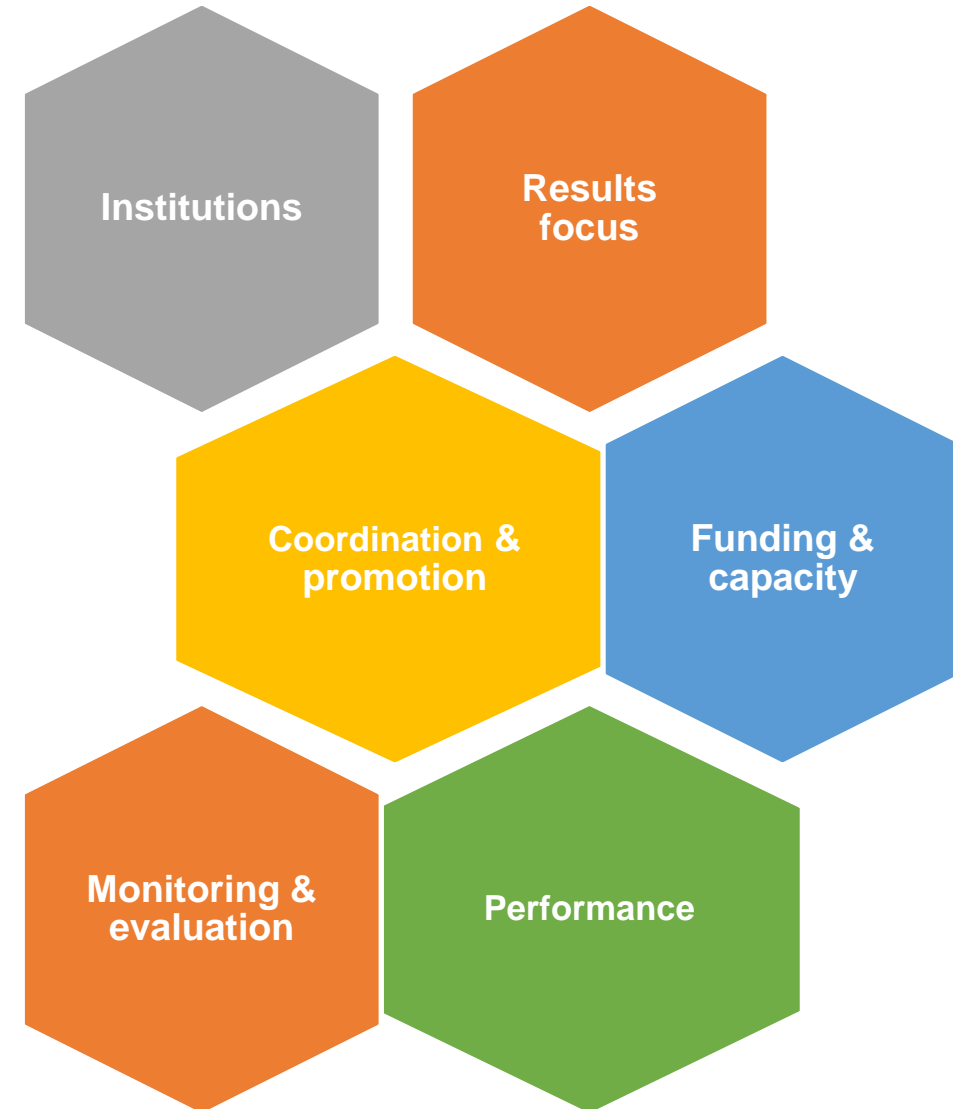
Institutions

❑ Three institutional forms were identified: (07) as government departments, (05) as autonomous agencies and the remainder as councils with a professional secretariat;

❑ Ten of the agencies reported having a road safety plan;

❑ Existence of national inter-agency body in three quarters of the countries covered by the study;

❑ The capacity of the road safety institution to lead is regulated by the quality of its legal mandate;

❑ The internal organization of agencies was highly variable, given their scope and size.

❑ The prominence given to education activity and to general government affairs is notable.

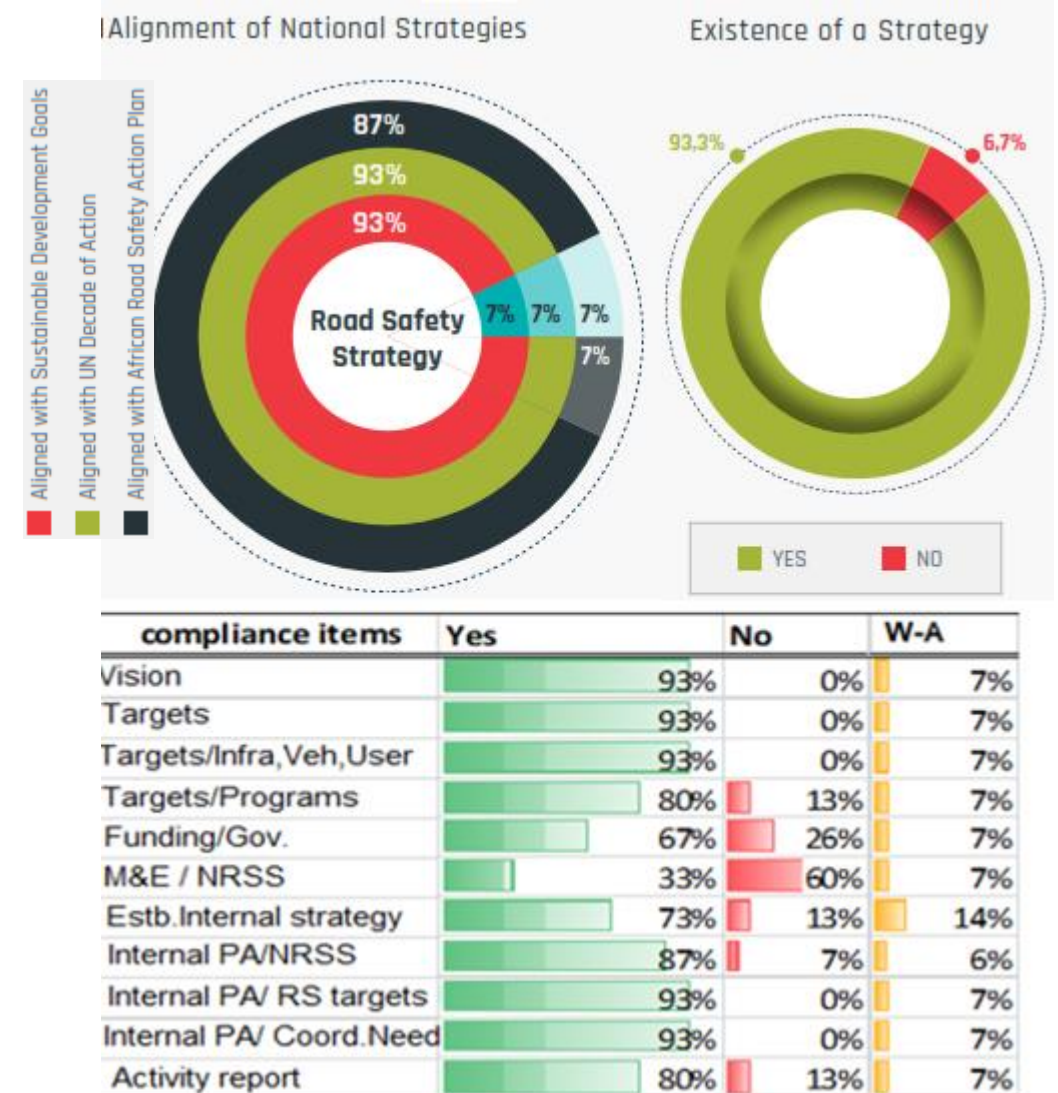**The legal establishment of road safety institutions**

**Main activities of road safety institution work**
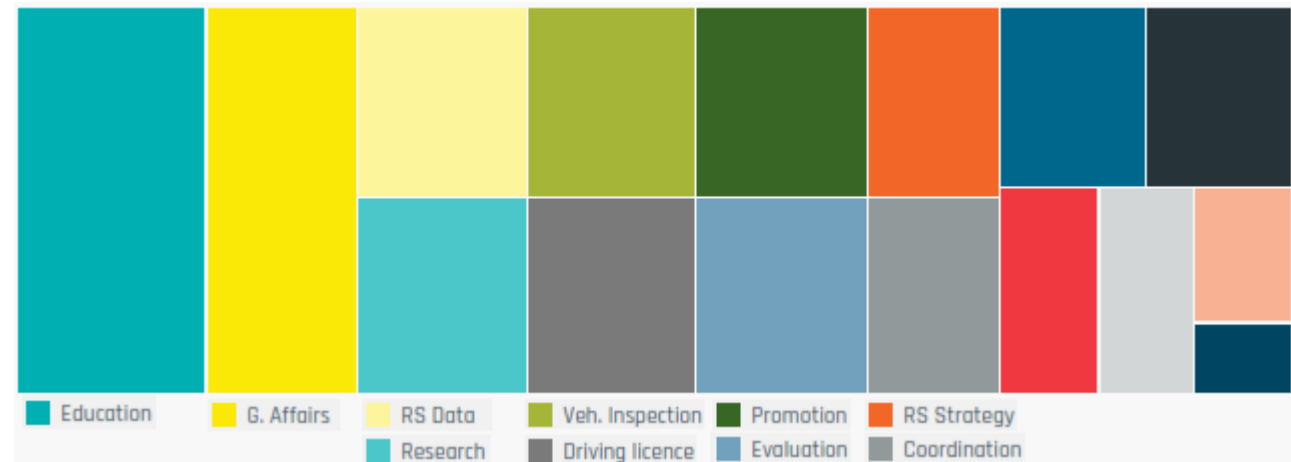
Results Focus

- Country strategies are well aligned with global and continental frameworks;

- Delivery of activities in line with safe system targets is unsatisfactory;

- Mismatch between the theoretical RS ambition and the actual implementation of RS activities;

- Not all stakeholders use respective strategies to achieve road safety objectives and goals;

- The national RS strategy is typically supported by an internal road safety institution strategy or action plan.

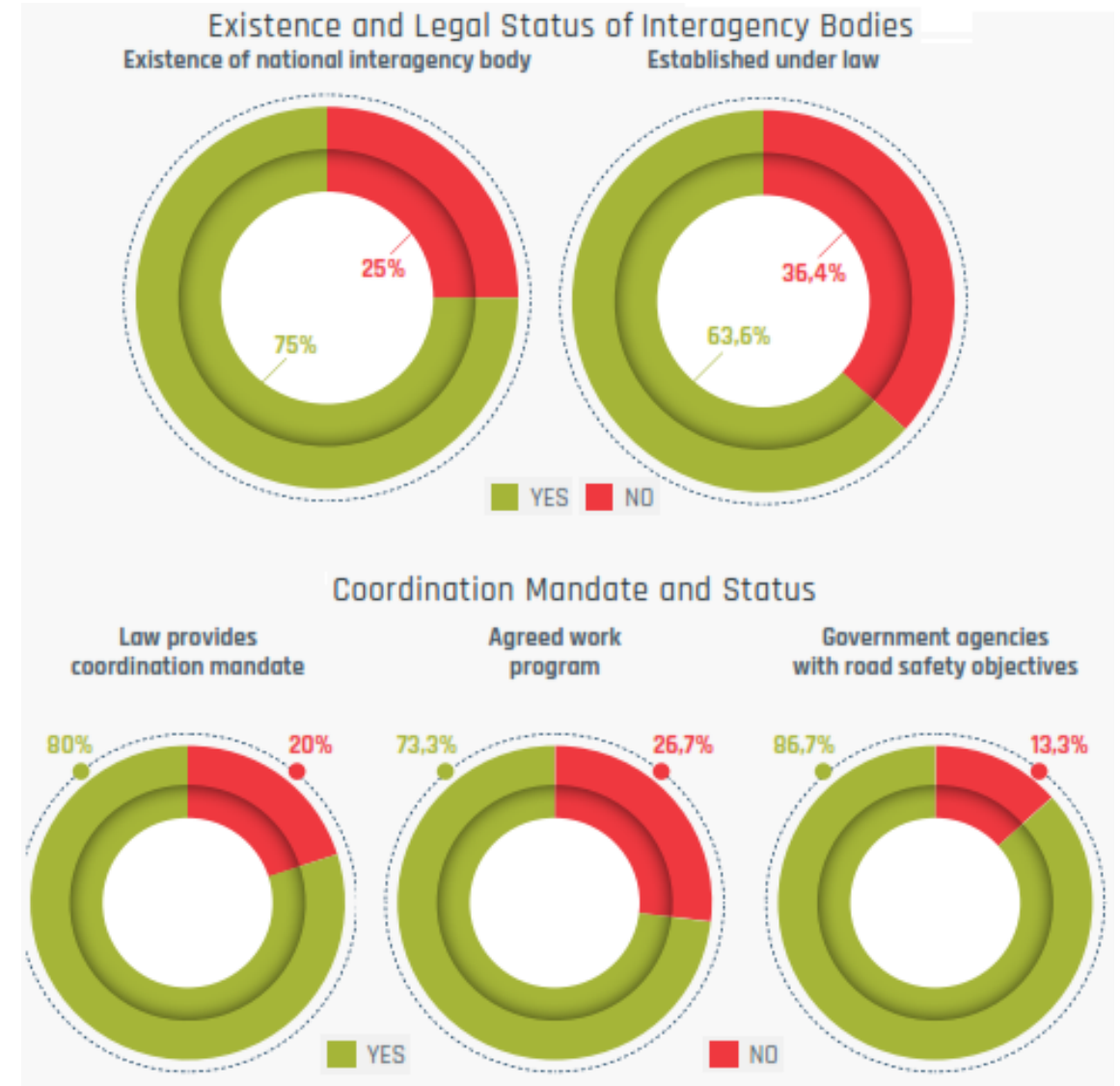| compliance items	Yes	No	W-A
Vision	93%	0%	7%
Targets	93%	0%	7%
Targets/Infra,Veh,User	93%	0%	7%
Targets/Programs	80%	13%	7%
Funding/Gov.	67%	26%	7%
M&E / NRSS	33%	60%	7%
Estb.Internal strategy	73%	13%	14%
Internal PA/NRSS	87%	7%	6%
Internal PA/ RS targets	93%	0%	7%
Internal PA/ Coord.Need	93%	0%	7%
Activity report	80%	13%	7%

Legislation

- 80% of road safety institutions have undertaken revisions of legislation related to road safety;

- Revisions often do not comply with international guidelines and good practices;

- The highest number of revisions relate to road user behaviors;

- The legislative revisions in Africa are not following the trends required.

Periodic Legislation Reviews
RSLA periodically reviews legislation

Average number of legislation reviews
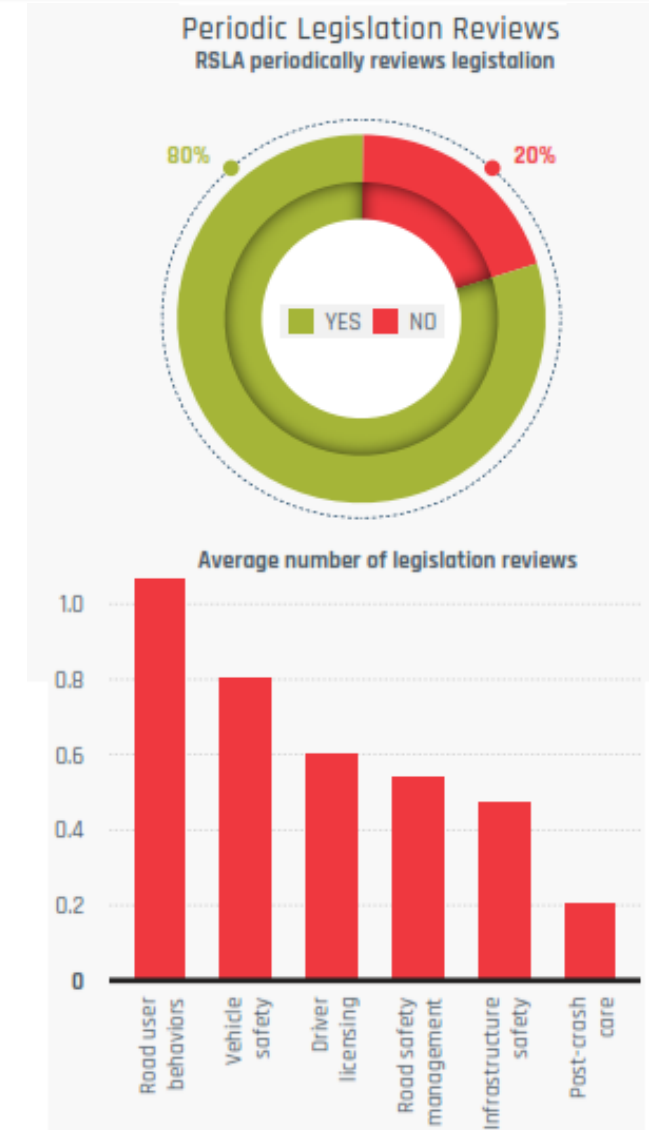
Coordination and promotion

- ¾ of responses reported the existence of an inter-agency body, and nearly 2/3 of these were established under law;

- Insufficient attention given to inter-agency governance structures;

- Coordination is skewed towards the needs of road safety institutions rather than towards a continual systematic coordination;

- Not all road safety institutions have been able to exploit the powerful ministries within which they are located.

Existence and Legal Status of Interagency Bodies

Existence of national interagency body — 25% / 75%

Established under law — 36,4% / 63,6%

YES   NO

Coordination Mandate and Status

Law provides coordination mandate — 80% / 20%

Agreed work program — 73,3% / 26,7%

Government agencies with road safety objectives — 86,7% / 13,3%

YES   NO

Coordination and promotion

- The average self rating (by road safety institutions) in effectiveness of coordination was 3.2 out of 5;

- The highest ratings were with the Ministry of Transport and with Traffic Police;

- The lowest ratings were for their coordination with local governments;

- MDAs are more likely to be engaged by road safety institutions in coordinating road safety activity, and stakeholders outside government are much less likely to be engaged by road safety institutions;

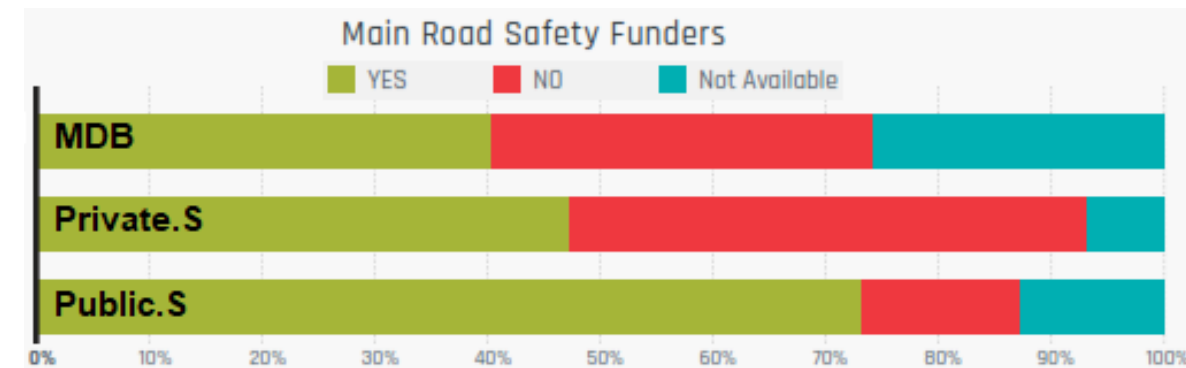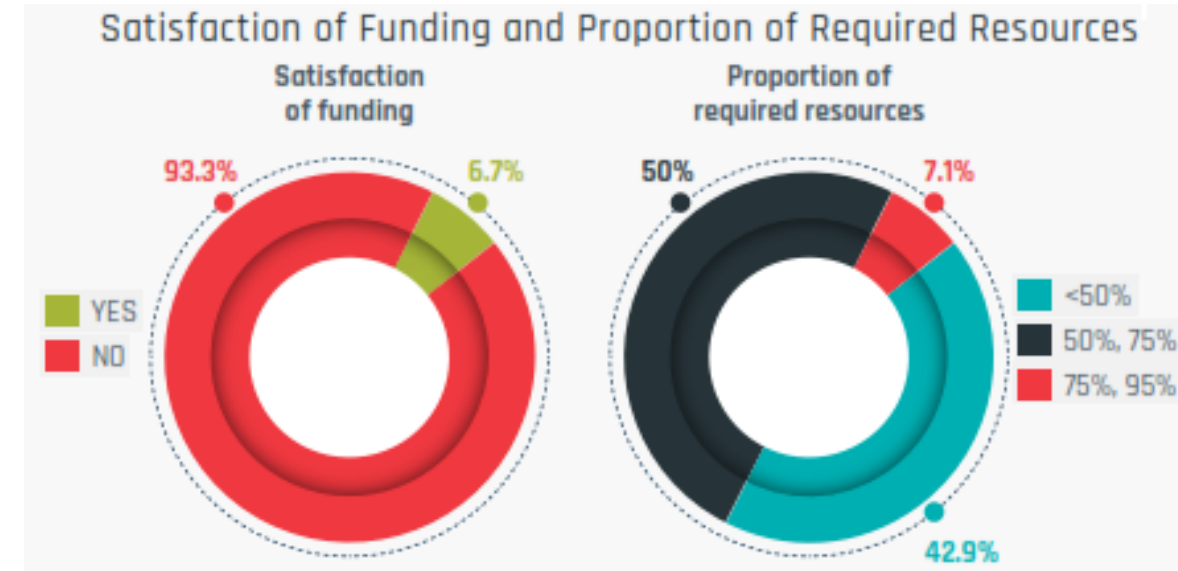.A Rating of Effectiveness of Their Coordination with Stakeholders

Monitoring and evaluation

- Basic variables of crashes such as fatalities and injuries are widely collected and shared by road safety institutions;

- Road safety institutions do not consider that death and injury reporting is accurate;

- Monitoring, evaluation and learning is critical to road safety but is not prioritized by road safety institutions: (SPI, risk factors, B/A studies, clear definitions);

- Poor data systems result in under reporting of fatalities;

- Coordination of data collection by the road safety institution is vital.

Accuracy of reported deaths and injuries

Type of Data Gathered and Shared across Agencies
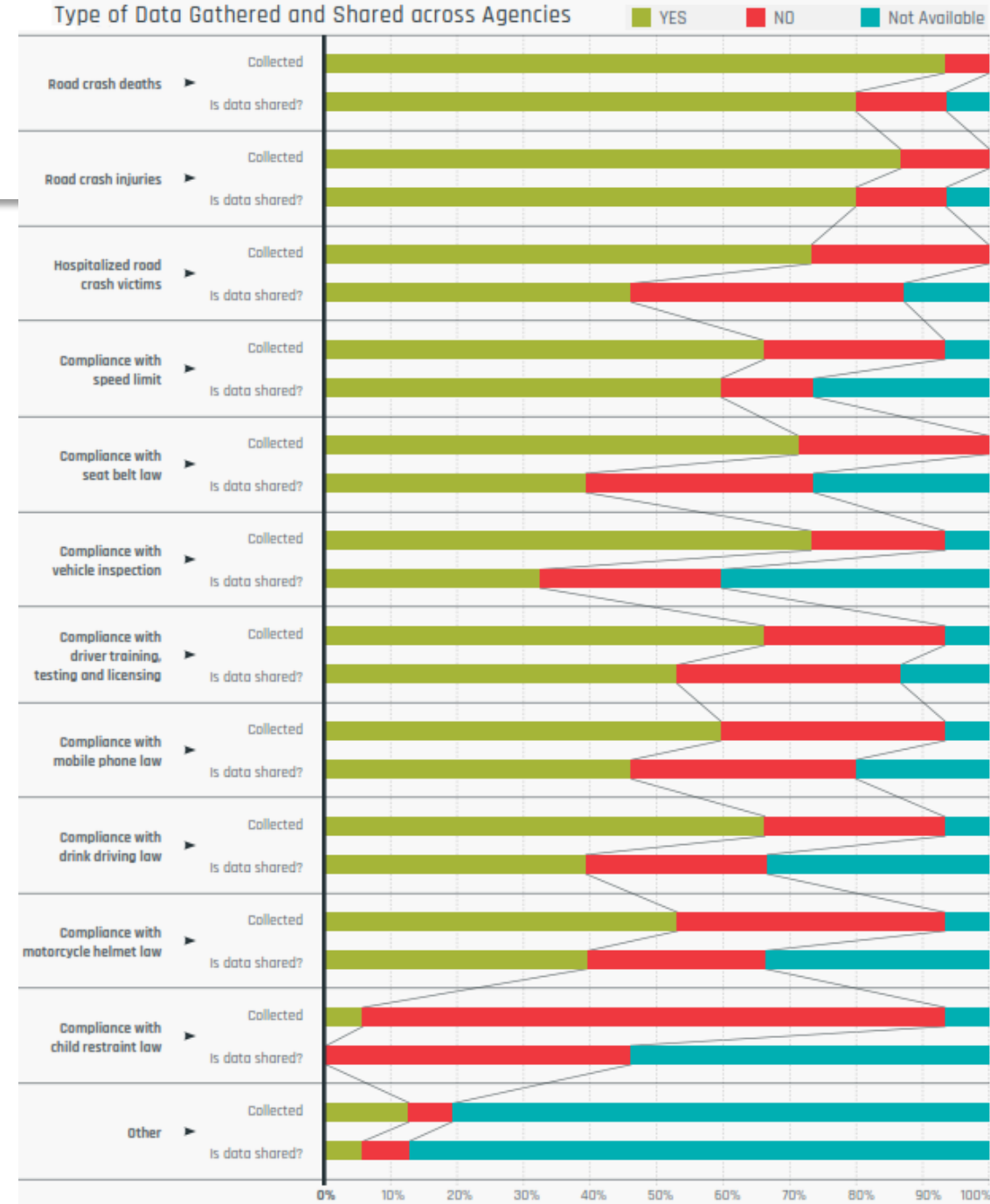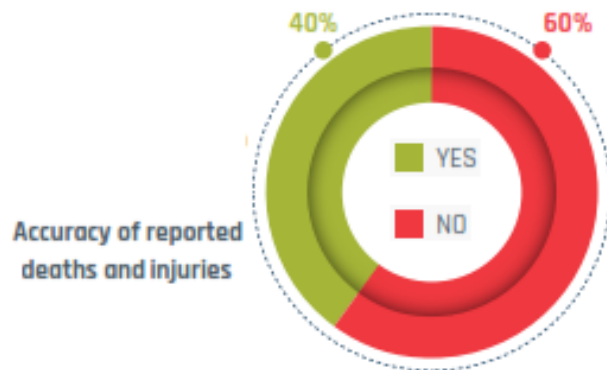
Funding and capacity

- The public sector remains the leading financier of road safety in Africa;

- The lack of stable and sufficient funding is a real obstacle to implementation of RS interventions;

- Insufficient use is made of domestic funding sources;

- More than 40% of road safety institutions had less than half of the required resources;

- Road safety institutions operate at below average financial and human resources and cannot fulfil their mandated functions.

Satisfaction of Funding and Proportion of Required Resources

Satisfaction of funding: 93.3% NO, 6.7% YES

Proportion of required resources: 50% (50%, 75%), 7.1% (75%, 95%), 42.9% (<50%)

Main Road Safety Funders (YES / NO / Not Available) — MDB, Private.S, Public.S

Funding and capacity

- The deficit in technical and support staff is partially filled by development partners by building of national capacity.

- **It is observed that road safety institutions' highest funding priorities are:**
  - ✓ Funding and investment bids;
  - ✓ Road safety advocacy and information;
  - ✓ Review of laws, policies and standards;
  - ✓ post-crash response and personnel and capacity building.

- Although data collection, analysis, and sharing are lacking in Africa, this was the lowest funding priority for the road safety institutions.

RSLA Rating of Funding Priorities

- Enforcement of laws and standards 5.18
- Infrastructure improvement 4.67
- Post-crash response activity 5
- Coordination of activities and stakeholders 4.36
- Strategy and planning 4.5
- Review of laws, policies and standards 5.14
- Monitoring, evaluation and reporting 4.38
- Data collection and analysis 3.79
- Personnel and capacity building 4.85
- Funding and investment bids 5.38
- Road safety advocacy and information 4.23

Performance

RSLA Rating of Factors Affecting Performance

RSLA Rating of Their Own Overall Performance

Constraining factors affecting performance : funding, ineffective enforcement, system constraints, lack of data, and lack of up-to-date legislation.

To enhance performance : Managing resource allocation, promoting effective RS activities, promoting RS within the community, compilation & dissemination of RS statistics.

Performance

Function	Agencies' Strength (High-Medium-Low)
Results Focus	High – most agencies can point to a national document they have prepared, some being better than others
Coordination	Medium – Only some agencies are able to draw upon support from inter-agency and stakeholder processes
Legislation	Medium – Some agencies are conducting regular reviews, but these tend to be the bigger agencies only
Funding	Low – While some agencies have internal funding systems, there are very few engaged in wider safety funding mechanisms
Promotion	Low – While rated well by RSLAs themselves, this is not supported by the data generated in this study
Monitoring & Evaluation	Low – Some but not all agencies actively recognise data issues and are seeking to directly tackle them
Research & Development and Knowledge Transfer	Low – there are few agencies that have active research and capacity building programs in place

What we learned –
the recommendations

Martin Small

We recommend that:

1. National road safety leaders should reflect on their own situation, and consider the next best steps, given current:
   a. economic environment
   b. political will
   c. funding availability
   d. competing agendas
2. Development partners should support lead agency strengthening, and commit to two major follow-up programs:
   a. Undertake a follow up study in 2025
   b. Prepare a manual for road safety lead agencies

Institutional mandate

- The safety mandate is important to establish at an early point and needs to be renewed. It must be continually nourished and never forgotten.

- It is recommended that countries review and, if necessary, enhance

  - ✓ the legislative mandate of the lead agency

  - ✓ the wider inter-agency governance systems for road safety, and

  - ✓ the engagement with stakeholders outside government

- It is also recommended that countries prepare and convene a stakeholder roundtable to discuss road safety mandate and governance arrangements and advise government accordingly.

Results focus

- Strategy development and implementation processes are a critical focus for a lead agency

- It is recommended that countries review alignment with good practice road safety strategies and plans, and:

    - ✓ Develop a national road safety performance management framework and associated monitoring and evaluation system

    - ✓ Support stakeholders to develop their own performance measures

    - ✓ Revise speed limits and ensure legislation facilitates safe speeds

    - ✓ Review drink driving, speeding, restraint, motor-cycle helmet, and mobile phone regulation/compliance in line with WHO advice

    - ✓ Review existing regulations relating to the safety of motor vehicles (imports, periodic inspection etc.)

Coordination

- Establishing and maintaining stakeholder engagement processes is time consuming and difficult, but essential

- It is recommended that countries strengthen road safety governance arrangements to:

  - ✓ ensure that non-state actors in academic, business and community sectors are fully engaged.

  - ✓ establish working groups on technical or policy issues to draw upon technical expertise and stakeholder support.

  - ✓ ensure that all stakeholder's activities are linked to the overall road safety strategy.

Funding

- Sustainable funding sources for the road safety institution and for the safety programs being delivered by other MDAs need to be considered as a critical governance and institutional issue.

- It is recommended that countries identify:

    - ✓ the economic cost of road traffic crashes

    - ✓ the resources required to establish or strengthen the road safety institution

    - ✓ the resources required to implement national road safety strategy / action plan across all government agencies

    - ✓ potential funding sources for road safety focusing on internal government regulated sources and major infrastructure investment or international development programs

    - ✓ options for establishing a national road safety fund to be managed by the lead agency

Monitoring & evaluation

- Direct involvement in road safety data management is important for road safety institutions to deliver their wider leadership role.

- It is recommended that countries:

  - ✓ Develop and operationalize an electronic national road crash database in line with good practice and the Africa Road Safety Observatory (ARSO)

  - ✓ Develop and operationalize mechanisms for sharing data across relevant MDAs and research organizations

  - ✓ Support and promote national and regional road safety observatories (such as ARSO)

  - ✓ Develop baseline measures for key risk factors, an annual monitoring and evaluation program to monitor progress towards targets, and the regular publication of road safety performance reports.

Capacity building

- Capacity building is a critical and ongoing consideration as the road safety institution is established, grows and leads the national road safety effort.

- It is recommended that countries:

  - ✓ Develop, adopt and implement a funded national road safety capacity building program, including road traffic safety courses for all people working in road safety, and technical guidelines for personnel in different disciplines

  - ✓ Collaborate with universities to identify gaps in road safety education and develop & execute a research agenda and explore opportunities to establish a formal national road safety research center linked to ARSO.

  - ✓ Establish and adopt a "knowledge transfer" strategy that provides new information and research to all agencies, partners and stakeholders.