
Difficulties in implementing evidence-based measures in some African countries

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Abstract

Africa is particularly concerned by the current road safety situation, bearing a high number of fatalities and injuries. This contribution is based on SaferAfrica work package 3 dealing with road safety management and policy issues. The main objective of this work was to evaluate the implementation of the Action Plan 2011-2020 and to contribute to the final evaluation of the Action Plan by UNECA, which had carried out a mid-term evaluation of this plan (AU-UNECA, 2015a, 2015b).

Beyond the results, we have analyzed the progress made by the 19 countries that responded to the questionnaire and through some capacity reviews. The evaluation clearly showed that the recommendations of the ARSAP mid-term evaluation were still relevant and should be reinforced in most African countries to improve their road safety performance. Furthermore, although the ARSAP mid-term evaluation proposed few recommendations for pillars 3 and 4, our analysis has led to some additional and innovative recommendations.

Keywords

Road safety, Management, Policy analysis, Africa

Context

Africa is particularly concerned by the current road safety situation, bearing a high number of fatalities and injuries. The road safety target in the 2015 UN Sustainable Development Goals (SDGs) and the African Road Safety Action Plan (ARSAP) for reducing by 50% global fatalities and injuries by 2020 was a major challenge. In this respect, the overall objective of the SaferAfrica project was to create favorable conditions and opportunities for the effective implementation of road safety actions in African countries, by setting up a platform for dialogue between Africa and Europe.

This contribution is based on SaferAfrica work package 3 and 4 dealing with road safety management and policy issues (Mignot et al., 2018; Thomas et al., 2017; Folla et al., 2018). The main objective of this work was to evaluate the implementation of the Action Plan 2011-2020 and to contribute to the final evaluation of the Action Plan by UNECA, which had carried out a mid-term evaluation of the plan (AU-UNECA, 2015a, 2015b). The evaluation of the UNECA Action Plan focused on the different pillars of road safety management. It is based upon a scoring process (See deliverable 3.1 for its calculus and explanation). The objectives of this research were to better characterize the current road safety situation and to provide an overall assessment of the road safety management situation of African countries.

In the framework of the SaferAfrica project, we have attempted to propose a mid-term review of ARSAP and put forward new recommendations, which are important for improving road safety management in Africa. This analysis is based on information and data, which are analyzed through an appropriate grid linked to a pillar approach. The question of data reliability is in itself a crucial issue for all countries in the world and particularly for Africa.

Analysis per Pillar

For Pillar 1, the global performance, measured by the grand total of different items and for all the countries is below the average. It shows medium performances concerning “Evaluation of the Established/Strengthened Lead Agencies” and weak performances concerning “Improved Management of Data”. The analysis of the item “Develop/Strengthen Partnership and Collaboration” focuses only upon the involvement of NGOs and the association of private sector with the road safety policy. Two items are not informed, due to limitations of the used sources (questionnaire). The general performance could be considered as quite good.

Table 1: Global Performance Outcomes and Items for five Pillars and 19 countries

	Benin	Botswana	Burkina Faso	Cameroon	Congo	Gambia	Guinea	Kenya	Lesotho	Malawi	Mali	Mauritius	Senegal	Sierra Leone	South Africa	Swaziland	Tanzania	Togo	Tunisia
Pillar 1: Institutional organization and coordination	Yellow	Yellow	Red	Red	Green	Red	Blue	Green	Blue	Green	Green	Green	Yellow	Green	Green	Yellow	Blue	Blue	Blue
Pillar 1: Policy formulation and adaptation	Yellow	Yellow	Green	Yellow	Green	Red	Red	Yellow	Green	Green	Green	Green	Green	Green	Green	Red	Green	Green	Green
Pillar 1: Policy implementation and funding	Yellow	Blue	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Blue	Blue	Blue	Blue	Yellow	Yellow	Yellow	Red	Green	Green	Green
Pillar 1: Monitoring and Evaluation	Yellow	Red	Green	Red	Green	Red	Red	Red	Yellow	Yellow	Blue	Yellow	Yellow	Yellow	Green	Red	Red	Yellow	Blue
Pillar 1: Scientific support, knowledge, capacity building	Green	Red	Green	Red	Red	Red	Red	Red	Blue	Red	Green	Red	Red	Red	Green	Red	Red	Red	Red
Pillar 1: Key road safety resources	Green	Red	Green	Red	Blue	Red	Red	Red	Red	Red	Red	Red	Red	Red	Blue	Red	Red	Red	Red
Pillar 2: Institutional dimension	Yellow	Red	Blue	Blue	Red	Red	Red	Yellow	Blue	Yellow	Blue	Blue	Yellow	Red	Red	Red	Red	Red	Blue
Pillar 2: Organizational dimension and monitoring	Yellow	Red	Green	Red	Blue	Red	Red	Red	Yellow	Yellow	Blue	Yellow	Yellow	Red	Yellow	Red	Red	Red	Red
Pillar 2: Key road safety resources	Blue	Red	Green	Red	Blue	Yellow	Yellow	Red	Red	Red	Blue	Blue	Yellow	Red	Red	Red	Red	Red	Red
Pillar 2: Road Safety Data & Measures	Blue	Yellow	Blue	Yellow	Yellow	Red	Red	Red	Yellow	Red	Red	Yellow	Yellow	Red	Red	Red	Red	Red	Yellow
Pillar 3: Institutional dimension	Blue	Yellow	Blue	Blue	Red	Yellow	Yellow	Red	Green	Yellow	Blue	Blue	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Blue
Pillar 3: Organizational dimension and monitoring	Blue	Red	Green	Blue	Red	Red	Red	Red	Blue	Yellow	Green	Blue	Yellow	Red	Blue	Red	Red	Yellow	Blue
Pillar 3: Key road safety resources	Yellow	Yellow	Green	Blue	Yellow	Red	Red	Red	Blue	Yellow	Blue	Blue	Yellow	Red	Blue	Yellow	Red	Red	Blue
Pillar 3: Regulation	Red	Yellow	Blue	Blue	Yellow	Red	Red	Red	Red	Yellow	Blue	Blue	Yellow	Red	Blue	Yellow	Red	Red	Blue
Pillar 4: Institutional dimension	Red	Yellow	Blue	Blue	Red	Yellow	Yellow	Red	Green	Yellow	Blue	Blue	Yellow	Red	Blue	Yellow	Red	Red	Yellow
Pillar 4: Organizational dimension and monitoring	Yellow	Red	Green	Blue	Green	Red	Red	Red	Blue	Yellow	Blue	Blue	Yellow	Red	Blue	Red	Red	Red	Blue
Pillar 4: Key road safety resources	Yellow	Red	Green	Yellow	Green	Red	Red	Red	Blue	Yellow	Blue	Blue	Yellow	Red	Green	Red	Red	Red	Red
Pillar 4: Regulation	Yellow	Green	Green	Blue	Blue	Yellow	Yellow	Blue	Yellow	Blue	Green	Blue	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Green
Pillar 5: Institutional dimension	Red	Blue	Yellow	Yellow	Blue	Red	Red	Yellow	Blue	Red	Blue	Blue	Yellow	Red	Red	Red	Red	Red	Yellow
Pillar 5: Organizational dimension and monitoring	Red	Green	Red	Red	Green	Red	Red	Red	Blue	Blue	Blue	Yellow	Yellow	Red	Blue	Red	Red	Red	Blue
Pillar 5: Key road safety resources	Red	Yellow	Red	Green	Green	Yellow	Red	Red	Blue	Yellow	Green	Yellow	Yellow	Red	Yellow	Red	Yellow	Yellow	Blue
Pillar 5: Regulation	Red	Green	Blue	Blue	Blue	Red	Red	Red	Blue	Red	Red	Green	Blue	Blue	Green	Blue	Blue	Blue	Blue

For Pillar 2, based on the data collected for the 19 countries investigated, the implementation process of ARSAP recommendations is quite slow. Except for Benin, Burkina Faso, Mali and South Africa, the level of implementation appears to be poor or very poor.

For Pillar 3, the way to assess whether African countries are incentivizing the import of safer vehicles is based on the application of standards. Those countries applying one or more standards are considered to have “incentives for the importation of safer vehicles”. However, the analysis is unable to differentiate on whether the standards are applied to new- and/or in-use vehicles. Therefore, it still may be some room for improvement in those countries concerning the countries with some standards.

For Pillar 4, we can highlight two recommendations where, at the time of the review, showed that little action had been taken in the area by those countries included in the interim review. More action needs to be taken in respect of child restraints, particularly to promote the use of child restraints. While there is progress in relation to educating children in safe road user behaviour, this should still be considered a priority due to the vulnerability of children as road users, particularly as pedestrians or cyclists.

For Pillar 5, “Universal 3 digits emergency telephone” is still available in the main part of the countries, but it is not in use in seven countries. For “Emergency medical services coordinating centres at strategic

locations”, the item “Designated trauma care centers” of our questionnaire is used, and 10 countries are aligned with this item. For “Long-term hospital trauma care and rehabilitations”, it is approached with Hospital beds per 1000 inhabitants (WHO), the coverage of Hospital in African countries should be reinforced.

Recommendations

Beyond the results themselves, we have analyzed the progress made in the 19 countries that responded to the questionnaire. In addition, capacity reviews were carried out in five countries, allowing us to go into much more detail in the analysis for these countries. The material obtained therefore enabled us to take stock of progress and identify areas for improvement in African countries.

Table 2: Mid-term recommendations outcomes (indicators for Pillars 1 and 2, recommendations for pillars 3, 4 and 5

	Benin	Botswana	Burkina Faso	Cameroun	Congo	Gambia	Guinea	Kenya	Lesotho	Malawi	Mali	Mauritius	Senegal	Sierra Leone	South Africa	Swaziland	Tanzania	Togo	Tunisia
Pillar 1																			
Established/strengthened lead agencies	Red	Red	Blue	Yellow	Yellow	Red	Red	Red	Blue	Blue	Blue	Yellow	Yellow	Yellow	Green	Red	Blue	Red	Yellow
Improved management of data outcomes	Red	Red	Green	Blue	Green	Red	Red	Red	Blue	Yellow	Yellow	Red	Red	Yellow	Green	Red	Red	Yellow	Yellow
Develop/strengthen partnership and collaboration	Green	Yellow	Green	Green	Yellow	Yellow	Yellow	Yellow	Yellow	Red	Green	Green	Yellow	Yellow	Green	Yellow	Yellow	Green	Yellow
Pillar 2																			
ARSSAP mid-term review indicators	Blue	Yellow	Blue	Yellow	Yellow	Yellow	Red	Yellow	Yellow	Red	Blue	Yellow	Red	Red	Blue	Red	Yellow	Red	Red
Pillar 3																			
Introduce incentives for importation of safer vehicles	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Green	Green	Red	Green	Red	Green
Pillar 4																			
Promote the use of child restraints - regulation	Red	Green	Green	Red	Red	Green	Green	Red	Red	Red	Green	Red	Red	Green	Red	Red	Red	Red	Green
Promote the use of child restraints - campaigning	Red	Green	Green	Red	Red	Green	Green	Red	Red	Red	Green	Red	Red	Green	Red	Red	Red	Red	Green
Establish or strengthen Road Safety Clubs in Schools	Green	Green	Green	Red	Green	Green	Green	Red	Green	Red	Red	Red	Green	Red	Red	Green	Green	Red	Green
Pillar 5																			
Introducing emergency medical services coordination centres at strategic locations	Red	Green	Red	Green	Red	Green	Green	Red	Green	Red	Green	Red	Green	Green	Green	Red	Red	Green	Red
Providing fully equipped ambulances with medical supplies, and crash extraction and rescue equipment	Yellow	Green	Yellow	Red	Red	Red	Red	Red	Red	Red	Green	Green	Green	Yellow	Green	Yellow	Red	Green	Red
Developing capacity for long term hospital trauma care and rehabilitation	Red	Blue	Blue	Blue	Blue	Blue	Red	Blue	Blue	Blue	Blue	Blue	Red	Red	Blue	Blue	Red	Red	Blue
Health facilities along main highways with emergency medical system supplies and facilities	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

Thus, the evaluation clearly showed that the recommendations of the ARSAP mid-term evaluation were still relevant and should be reinforced in most African countries to improve their road safety performance. Furthermore, although the ARSAP mid-term evaluation proposed few recommendations for pillars 3 and 4, our analysis has led to some additional and innovative recommendations such as

- Developing standards for the entire life cycle of vehicles (old and new);
- Promoting the use of child restraints.

Two other major recommendations were also made:

- Develop consistent and systematic data collection to help public bodies design their public policies.
- Strengthen cooperation with NGOs and private sector representatives.

Beyond this assessment and recommendations, we were also able to point out a certain number of difficulties specific to certain countries (wearing a helmet, for example) and which underline the difficulty of making progress on measures that have been identified as "evidence based" on a global scale.

Conclusion

The question of reliability of the data is a crucial issue for all countries in the world and particularly for Africa. So, a specific process of data validation has been proposed and realized by partners in order to reinforce the quality of the information and the robustness of the analysis. Our analysis is, thus, based on inputs from questionnaires, international databases and expert's knowledge.

This evaluation clearly highlights that ARSAP mid-term evaluation recommendations are still relevant and have to be enhanced in most African Countries for improving the road safety performance of African countries, that justified some new recommendations are proposed.

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