

THE UNITED REPUBLIC OF TANZANIA



NATIONAL ROAD SAFETY POLICY

MINISTRY OF INFRASTRUCTURE DEVELOPMENT
DAR ES SALAAM

SEPTEMBER, 2009

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EXECUTIVE SUMMARY

Purpose

A national road safety policy is a critical initiative in the effort to elevate road safety issues to a position of high priority on the national agenda. It provides the basis for working towards attaining the vision of a safe traffic environment. It will also assist in guiding and coordinating the rules and actions of the relevant Ministries, Agencies and Private sector institutions towards the rational use of scarce resources and thereby reducing duplication of effort. The policy provides the basis for the processes of accountability on day to day operation, evaluation and research that can dictate the need for resetting objectives for the enhancement of road safety programmes which can have effective impact to the public in general. Finally it creates the framework for the undertaking of corrective programme interventions and also facilitates steps to access funding.

Vision Statement

Tanzania's vision is to have a safe environment for Road Traffic System which is in accordance with internationally accepted standards. The policy seeks to guide and unite all stakeholders and put emphasis on cooperation and sharing of knowledge, experience, expertise and resources.

Goals

In pursuit of a safe, sustainable and efficient traffic environment, Tanzania must: -

a) Qualitative

Continually reduce the occurrence and severity of road crashes and consequently the level of fatalities and injuries in an efficient and professional manner

b) Quantitative

To reduce road deaths by at least 25% by 2015 taking 2008 as the base year

Funding

In pursuit of the stated goals, expenditure on improving safety on the nation's roads should be seen and treated as an investment rather than as an expense. In support of this concept, a road safety fund is to be established. This will be a Sub-Fund within the existing Roads Fund. Funding may also be sourced from private sector organizations with a vested interest in road safety. Additionally, budgetary processes within the relevant Ministries and Agencies of Government must incorporate allocations to undertake road safety activities developed under the policy.

The National Road Safety Fund will be used to implement on-going programme of road safety. The focus of the programme will be emphasized on improvement of Road user behaviour which Inter – alia involves multimedia publicity campaigns supported by active law enforcement. Other activities will include data collection and research, improvements in driver training and testing, teaching Road Safety Education in school, teacher training college, civil society and the public in general on how to interact with the road traffic system safely, preparation of relevant guideline on Road Safety etc. However the National Road Safety Fund is not intended to be used for improvements of black spots on the road Infrastructure as this is the statutory responsibility of the road authorities. Similarly it shall not be used to fund general traffic policing activities.

Problem

International Overview

Nearly 1.3 million people die and more than 50 million are injured each year worldwide as a result of road crashes. Although Africa south of the Sahara accounts for a small proportion of the world's Gross National Product (GNP) and motor vehicles population this area accounts for a more significant proportion of the world's road fatalities, mainly due to inadequate levels of investment in road safety promotion.

National Situation

The total population of vehicles in the country has been growing year after year. The average growth in the years 1998 – 2007 was 10%. Registered vehicles as of December, 2005 were 231, 197 nation-wide, while in December, 2006 and December, 2007

registered vehicles stood at 311,712 and 382,152 respectively. Out of the vehicles registered as of December, 2007, commercial vehicles, which include both passenger and freight vehicles, were estimated at 295,558 (passenger vehicles numbered 199,021 and freight vehicles numbered 96,537). These statistics, however, do not include government-owned vehicles, donor-funded project vehicles, police vehicles and vehicles owned by the military. The drastic increases in the number of registered vehicles during this period can be explained by the significant growth in economic activities and partly due to the introduction of a computerized vehicle registration system which was put in place and became operational since July, 2003 as a trial in regions with high vehicle population e.g. Dar es salaam, Arusha and Mwanza and then gradually expanding. However, starting the end of 2005 onwards, registration of vehicles under the new computerized system became mandatory and covered the entire country

In 2008 vehicle km travel was approximately 1800 million whilst the total number of traffic crashes was 20,615, with 2,905 persons killed and 17,861 persons injured, some of whom were permanently disabled; compared to 14,548 road crashes, with 1,737 persons killed and 14,094 persons injured, in 2000. According to Police records for the period 1977 – 2008, a total 379,699 road crashes occurred in the country, killing 48,754 people and leaving 347,657 persons injured and a substantial amount of property damages. Majority of these accident victims are pedestrian and bus passengers. In the year 2007 BICO under the university of Dar es salaam estimated that the annual loss due to road accident in Tanzania amounts 3.4% GDP whilst the World Health Organization (WHO) has estimated that the total crash cost in low income countries (LIC) is are equivalent to at least 3% of GNP. For Tanzania, this corresponds to Tshs 508 billion in 2006 prices. This is a loss which Tanzania can ill-afford it therefore is important that efforts to reduce road carnage should be taken in social, economic and political agenda.

Causes of crashes`

The problem of Road crashes in Tanzania can be perceived by two schools of thought i.e. **societal** and **personal perceptions**. The societal point of view is based on humanitarian and economic reasons, in this case priority is paid to safety objectives whilst the personnel point of views attaches a very low probability with a declining trend of risks of being involved in a road accident at any

given time on a journey; also concentrates on mobility objective rather than safety objectives. Societal problem is best measured by the number of deaths per head of population while the personnel problem can be measured in terms of death rate per vehicle or per vehicle-km. Further, it is a fact the road trauma is a consequence of mobility caused by a chain of events emanating from errors within a road transport system or is one the components i.e, the road environment, the vehicle or road user particularly the driver when interacting with other components within the system; However police records suggest that personnel behaviour of road users are the dominant causes of accident i.e. **short falls in human behaviour and particularly driver is the main cause of road crashes** in Tanzania e.g. in the year 2006, in appropriate human behaviour accounted for 80% of 17,039 road crashes reported to the police these short falls can be associated to **Low Level of Education, (adult literacy), low per capital income and low value attached to personnel human life** which is characterised by a smaller average life span. Furthermore majority of accident victims are pedestrians and bus passengers of the low income group and young man and women below the age of 45 years. One inference to be drawn from this observation is that the system of driver education, training and certification and enforcement of traffic rules and regulations are areas which used to be overhauled equally with priority directed on reducing severity rather than frequency of accident.

Gender and Age Indicators

For the year 2007, of the number of persons who died, 78% were male and 22% were female (ratio of 3.55:1) and of the number of persons who were injured, 72% were male and 28% were female (ratio of 2.52:1). An examination of the gender disparity in the Traffic Police Report revealed that males are 3.55 times more likely than females to be killed in a motor vehicle crash and that males are 2.52 times more likely than females to be injured in a motor vehicle crash.

The age cohort most affected was 25 – 29 years with 21% injured. Special attention should also be given to children who, between the ages of 0 – 19, make up one-fifth of pedestrian fatalities. The lack of green areas and footways in areas where some children live, the inadequacy of the public transportation system, the high level of motorization and the reduced tendency of the motoring public to

show care for the safety of children have been identified as some of the critical problems. This situation is compounded by the reduction of parental/guardian responsibility in respect of children.

Socio-economic Context

Road accidents now cost the global economy about US\$ 500 billion per year. It was projected that almost 70% of the 'years of life lost' by road crash victims are working years. As pointed out above, in 2006, the socio-economic costs to Tanzania were estimated in monetary terms to be Tshs 508 billion per year. These costs included lost production, medical expenses, and damage to property, administrative costs, pain, grief and suffering.

Policy

The National Road Safety Policy has been developed in accordance with the five Es strategy for the reduction / prevention of accidents:

1. Engineering and Traffic Environment
2. Education and Information
3. Enforcement and Legislation
4. Emergency Response
5. Evaluation and other Comprehensive Actions

Engineering and Traffic Environment

- (i) Road authorities shall design, construct, Maintain and Operate a road network which has necessary safety features which are suitable to all road users and that can minimize severity during conflict and crashes within a road traffic system. In addition, road authorities shall internally monitor the safety of their roads, identify locations with a high incidence of crashes and carry out corrective measures; It is also necessary to ensure that the Road Network in the country is efficient accessive to other transport modes and minimizes emotions to road users.
- (ii) The Government will facilitate the establishment of appropriate institutional arrangements to provide a good focus to the long term coordination and oversight of the training functions;

- (iii) There are serious weaknesses in the old certification system for drivers and vehicle roadworthiness in the country which contributes to the current level of road crashes. The Government will ensure that the certification system for drivers and vehicle roadworthiness is developed through a consultative process, and that it is transparent and made public. In connection with this requirement, the Government will set up a Driver and Vehicle Examination and Licensing Agency under the Ministry of Infrastructure Development. The Agency will have appropriate mandate and proper legal backing and will be self-financing and will be equipped and staffed with appropriate trained permanent staff to discharge its roles and functions.

Education and Information

- (a) The Government will create and maintain full public and political attention and support to road safety initiatives and will create road safety knowledge and awareness amongst the population through education, training and publicity campaigns;
- (b) The Road Safety Board will collaborate with the Police and other key stakeholders in developing a functional and sustainable crash data reporting and analysis system that can provide the necessary information for road safety activities, research and evaluation. Key stakeholders will be provided with copies of the database and updates so that they can access and analyze the data as they wish;
- (c) The Road Safety Board shall formulate research priorities to allow for rapid generation of knowledge, issues and information on road safety. The existing research structures shall be utilized for road safety research and researchers shall translate research findings into easily understandable language for public consumption.

Enforcement and Legislation

- (a) The multiplicity of laws, decrees and regulations constitutes a source of confusion with the risk of overlapping jurisdiction, policies and inconsistent provisions governing the same subject. In addition, regulation of road safety through a number of regulations and decrees has not anchored the

basic principles and policies governing road safety at a sufficiently high juridical level of the law. This has had an effect on the level of transparency and clarity of the law and it has made enforcement difficult. The Government will enact a uniform and comprehensive law on road safety that will supersede all existing laws, decrees and regulations and contain in one place in clear and unequivocal language the essential policies governing all road safety issues;

- (b) A number of basic policy and procedural requirements that are essential for creating a more transparent efficient and enforceable road safety system are either missing or not clearly defined in the various laws, decrees or regulations governing road safety. The Government confirms its commitment to reforms of the road safety system along the lines of the national road safety policy;
- (c) There is weak compliance with existing road safety rules and procedures and lack of oversight and enforcement; lack of capacity in the majority of working level staff and members of the road safety council. The Government will strengthen internal controls and a functioning enforcement capacity within all agencies and requiring the application of strict sanctions in cases of malfeasance or non-performance;
- (d) Corruption and collusive practices and other outside influences are seriously impacting on road safety enforcement. The Government will institute a strong anti-corruption programme in road safety including random and independent road safety audits at all levels of government; full investigation of all allegations of fraud and corruption and application of appropriate and publicized sanctions and submission of an annual report on road safety governance to the legislative bodies and to the public.

Emergency Response

- (a) The Road Safety Board will collaborate with the Fire and Rescue Services Force, the Police and the Ministry of Health and Social Welfare in developing an effective trauma care service;

- (b) The Road Safety Board will collaborate with the Fire and Rescue Services Force, the Tanzania Communications Regulatory Authority and the telecommunications providers to establish an effective notification and communication system for the use by the public and the emergency services; and
- (c) The Road Safety Board will work with the Tanzania Red Cross Society and others to educate travelers about first aid and encourage them to help crash victims.

Evaluation and other Comprehensive Actions

- (a) There is no single agency or a central authority to lay down uniform and consistent policy, rules and procedures in road safety and ensure clear and enforceable sanctions and enforcement mechanisms. The need for road safety policy formulation at a national level coupled with regulatory and oversight responsibility cannot be overstated. A central road safety policy entity established by law with clearly set mandate and staffed by a competent nucleus of professional staff is key to putting in place a sustainable and comprehensive road safety system including legal policy and human resources capacity and to bring improvement in the road safety regime in Tanzania. The Government will establish and make operational a national road safety board office with clear mandate to formulate national road safety policy and monitor implementation and compliance
- (b) The Government will set up a dedicated Road Safety Fund which will be administered by the Roads Fund Board to finance road safety activities. In addition, the Government will identify and develop other sources for road safety fund.

Special considerations

Stray Animals

The number of animals in the traffic environment is an increasing problem, especially where there is high-speed traffic. Many serious crashes happen when stray animals run into the road in front of vehicles. These collisions often result in fatality, injury or property damage.

Adequate Financial and Human Resources

Financial and human resources must be in place for the proper promotion and execution of road safety activities. To this end, the establishment of a national road safety fund is of vital importance to the success of programmes developed under the national road safety policy.

Gender, Youth, Aged and Disabled

The high incidence of male fatality, particularly those in their productive years, and the incidence of child, aged and disabled fatalities must all receive special consideration in any programme of activities which evolves from a national road safety policy.

Environmental Initiatives to go Hand in Hand with Road Safety

Activities to promote more environmentally-friendly transport solutions are in most cases beneficial to road safety. Environmental activities, in particular emissions control, should be integrated within road safety activities.

Public Awareness of Road Safety Issues

Public acceptance and response to road safety measures introduced must be developed as far as possible to facilitate implementation and reduce the need for enforcement activities.

Street Vending

This problem continues to persist despite concerted efforts to remove / reduce its occurrence. Markets require upgrading and maintenance and enforcement activities should be strengthened and sustained. The programme to remove and reduce street vending by municipal wardens, who control and prevent, is a crucial aspect of enforcement.

Parking Facilities

The construction of transportation centres in major towns will alleviate the problem of inadequate parking space. Some centres have already been built and others are being designed. The planning and approval process for private parking should also be addressed.

The way forward

The National Road Safety Policy is in place and the next activity is to enact an appropriate legal framework for the establishment of the Road Safety Board, development of a national programme and action plan for the promotion of road safety in support of this policy. An interim high-level national committee will be formed which will prepare the necessary groundwork for the establishment of the Road Safety Board and the Driver and Vehicle Examination and Licensing Agency. Supporting resource personnel from the Ministries and other relevant agencies which provided the technical consultative base for the development of this policy may be utilized for this purpose. This high-level national committee will be appointed by the Ministry of Infrastructure Development with clear terms of reference and time frame within which to accomplish the creation of the Road Safety Board and the Driver and Vehicle Examination and Licensing Agency.

After the Road Safety Board has been established, the necessary budgetary allocations must be put in place to fund the scheduled activities to ensure that stated outcomes are achieved. A system of programme monitoring, reporting and evaluation must be formulated and implemented. The effective operations of the Road Safety Board and the Driver and Vehicle Examination and Licensing Agency are critical to the achievement of the stated vision and goals of this policy. It is therefore, imperative that once the policy is adopted and enabling legal framework is put in place, the Road Safety Board and the Driver and Vehicle Examination and Licensing Agency should be established with great urgency and clear terms of reference formulated for the execution of their mandates.

In the interim period, the following actions will be undertaken:

- (a) The Ministry of Home Affairs will ensure that all road crashes reported to the Police are registered on report forms and consolidated reports are passed on to the Ministry of Infrastructure Development and Road Authorities for appropriate use and design of countermeasures; and
- (b) The Police will implement sustainable systematic enforcement of the traffic regulations and rules on the most crash-prone roads of Dar es Salaam, Coast , Arusha and Mbeya regions.

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1.0 INTRODUCTION

1.1 Tanzania's transport network

The Tanzania transport system comprises a road network of 85,000 kilometres, 3,676 kilometres of two unconnected railway systems – the Tanzania Railway Limited (TRL) / Reli Assets Holding Company (RAHCO) Limited operating about 2,706 kilometres of 1.000 metre gauge single track, and the Tanzania – Zambia Railway Authority (TAZARA) operating about 970 kilometres of 1.067 metre gauge single track within Tanzania. Together the two railway systems directly and indirectly link 14 of the 21 regions and neighbouring countries of Zambia, Democratic Republic of Congo, Burundi, Rwanda, Malawi, Uganda and Kenya. On the other hand, Tanzania has an ocean and lake port system operated by the Tanzania Ports Authority (TPA) centred on Dar es Salaam Port with ports of Tanga and Mtwara on the shores of the Indian Ocean and lake ports on Lakes Victoria, Tanganyika and Nyasa. Additionally, there are more than 200 airports in Tanzania including airstrips serving domestic and international traffic. Presently, domestic airports and airstrips do not generate enough traffic to make them commercially viable. A pipeline carries crude oil from Dar es Salaam port to Ndola in Zambia. The conditions of both railway systems and the marine network are bad and unreliable for transportation of goods and passengers and the high air transport fares make road transport as the prime mover of goods and passengers in Tanzania.

1.2 Importance of road network for passenger and goods transportation

Tanzania's road traffic represents 70 percent of freight and 90 percent of passenger transport market share. Registered vehicles as of December, 2005 were 231,197 nation-wide while in December, 2006 and December, 2007 registered vehicles stood at 311,712 and 382,152 respectively. Out of the vehicles registered as of December, 2007, commercial vehicles, which include both passenger and freight vehicles, were estimated at 295,558 (passenger vehicles numbered 199,021 and freight vehicles numbered 96,537). These statistics, however, do not include government-owned vehicles, donor-funded project vehicles, police vehicles and vehicles owned by the military. Appendix 2 outlines the number of registered vehicles for the years 2005 - 2007. The drastic increases in the number of registered

vehicles for the period in reference is explained by the fact that a new computerized vehicle register system was put in place and became operational since July, 2003 and is gradually expanding. For the first two years July 2003 to July 2005 the registration of vehicles under the new system was carried out in selected regions of Dar es Salaam, Arusha and Mwanza and was a grace period in which vehicle owners were not compelled to register their vehicles under the new system. Vehicle owners could maintain their old registration numbers issued under the old system. However, starting the end of 2005 onwards, registration of vehicles under the new computerized system became mandatory and covered the entire country and, hence the significant increases of registered vehicles portrayed by the statistics for the period 2005 – 2007.

1.3 Statement of the problem

Road transport is essential to the social and economic life and development of Tanzania. However, the current level of loss of life and property associated with road crashes in Tanzania is unacceptable. A road crash is defined as any vehicle crash occurring on a highway or road (that is, originating on, terminating on, or involving a vehicle partially on the highway or road). These crashes, therefore, include collisions between vehicles and animals, vehicles and pedestrians or vehicles and fixed obstacles. Single vehicle crashes, in which one vehicle alone (and no other road user) was involved, are included. All fatality and injury totals include pedestrians, motorcyclists and bicyclists unless otherwise noted.

Appendix 3 shows the carnage that has occurred on Tanzanian roads for the period 1977 – 2008. It shows that a total of 379,699 crashes have occurred, over 48,754 reported fatalities have been caused and over 347,657 reported injured persons. On the other hand Appendix 4 shows that passengers and pedestrians account for 75% of all traffic fatalities while drivers account for 10% of traffic fatalities. The number of fatalities (deaths) reported in the year 2004 was 2,366 while in the year 2006 was 2,884 and in 2007 was 2,594. It is estimated that the number of fatalities and injured due to road crashes will double within the next ten years if nothing tangible is done to reverse the current trend. The fatality rate per 10,000 vehicles was 30 – 40 times higher than in the safest and highly motorized countries in the world and it was also higher compared to some of the neighbouring countries and trade

partners including the East African Community and Southern Africa Development Community (SADC).

1.4 Socio-economic context of road crashes

Road crashes in the country are still a growing concern as the number of fatal and serious injury crashes is substantially increasing. In addition to loss of lives and personal sufferings, road crashes are a burden to the nation and local community due to the funeral costs, expenditures for medical treatment and care, and costs of repairing or replacing damaged vehicles. It is evident that road crashes consume a significant amount of the national resources. The World Health Organization (WHO) has estimated that the total direct and indirect crash costs in developing countries are equivalent to at least 1 per cent of Gross National Product (GNP) and estimates of different countries of the world range from 0.5 – 5.0 per cent of GNP. The Bureau of Industrial Cooperation (BICO) of the University of Dar es Salaam has estimated that the total crash costs for the year 2006 to be Tshs 508 billion. This is equivalent to 60 per cent of the loan granted Tanzania for the Millennium Challenge Account by the United States of America being lost each year. This is a loss Tanzania can ill-afford and it is essential that efforts are begun to reduce it especially when even greater losses can be expected as roads are improved beyond the drivers', vehicles' and traffic controls' capability. Thus, the tremendous importance of road safety to the economy and especially to the road users who bear most of the road crash costs makes it necessary to pay special attention to improve road safety in Tanzania.

1.5 Significance of national road safety policy

The purpose of this national road safety policy is to provide an overall sense of direction to guide the efforts of all those involved in the provision of road safety policy and services on behalf of the Government. This policy, therefore, sets in motion the Government's concerted efforts to reduce road crash fatalities, injuries and damages to property as a result of road crashes. This should result in strong alignment across the wide range of specific interventions that are undertaken in relation to achieving the Government's road safety goals. The policy will be capable to initiate strategies and activity programmes which can be implemented by stakeholders within and outside the transport sector. The national road safety

policy will, therefore, set direction to stop the growing epidemic of deaths and injuries on roads, promote road safety as a health, transportation, law enforcement, education and development priority for Tanzania, strengthen pre-hospital and emergency services in order to provide timely and appropriate care to road traffic injured patients to minimize their effects and long – term disability.

1.6 Road safety policy formulation process

To give the necessary framework for the policy, a description is also given on current activities, and special considerations are highlighted. In the absence of a comprehensive database, this policy has been formulated with the data available and the solid input of all the relevant players and stakeholders. Over time, as improvement in the collection, management and use of data on road fatalities and injuries and data reflect a more scientific base and facilitate greater analysis, the policy should be reviewed at five-year intervals, with a view to achieving greater focus and providing the opportunity to incorporate more accurate information.

2.0 SITUATIONAL ANALYSIS / GOVERNMENT INITIATIVES IN ROAD SAFETY

2.1 Government initiatives in road safety

Since independence in 1961, there have been a number of government-led initiatives geared towards improvement of road safety in the country. Notable initiatives include: -

- (a) The enactment of the Motor Vehicle Driving Schools (Licensing) Act, Cap 163 R.E. 2002 in 1965 to provide for the licensing of proprietors of motor vehicle driving schools and the prescription of qualifications for driving instructors and for connected matters;
- (b) The repeal of the Traffic Ordinance, Cap. 168 and enactment of the Road Traffic Act, 1973 (now Cap. 168 R.E. 2002) and its accompanying traffic regulations;
- (c) Establishment of the National Road Safety Council in 1973;
- (d) Establishment of the Traffic Police Force in 1976 under the Police Force Ordinance, Cap. 322 to enforce the traffic law and regulations;
- (e) Promulgation and over 105 repeals / amendments of various traffic regulations and rules have been made;
- (f) The establishment of the National Construction Council in 1981 to promote the development of the construction industry;
- (g) Prohibition of public transport vehicles (inter-regional transport) to travel between 22:00 hours local time and 05:00 hours local time in the early 1990s;
- (h) Introduction of mandatory installation of speed governors for all public transport vehicles in the mid 1990s;
- (i) Establishment of the Road Safety Unit in the then Ministry of Works (now Ministry of Infrastructure Development) in 1990s to deal with policy formulation on road safety in Tanzania;

- (j) Involvement of the National Institute of Transport (NIT) and the Vocational Education and Training Authority (VETA) in driver training in the early 1990s;
- (k) Commissioning of consultants to prepare a road safety programme in 1995 by the then Ministry of Works (now Ministry of Infrastructure Development);
- (l) The signing of the SADC protocol on transport, communication and meteorology in August, 1996;
- (m) Establishment of the Roads Fund and Roads Fund Board in 1998 and 1999 respectively;
- (n) Establishment of the Tanzania National Roads Agency (TanRoads) in July, 2001 aimed at efficient execution of road maintenance and development of works for trunk and regional roads network;
- (o) Enactment of the Surface and Marine Transport Regulatory Authority Act, 2001 to establish a regulatory authority in relation to the surface and marine transport sectors and to provide for its operation in place of former authorities and for the related matters;
- (p) Appointment of a Road Safety Champion to facilitate implementation of reform of road safety subsector in 2005;
- (q) Commissioning of consultants to undertake a study for the development of a National Road Safety Master Plan for Tanzania Mainland and Zanzibar by the then Ministry of Works (now Ministry of Infrastructure Development) which was completed in 2004;
- (r) In April/May 2005 the then Ministry of Works carried out a study for motor vehicle inspection;
- (s) The repeal of the Highways Ordinance, Cap. 167 and the enactment of the Roads Act, 2007 – Act No 13 of 2007;
- (t) Commissioning of a Study on Road Crashes in Tanzania Mainland in 2007.

2.2 Lessons learnt from previous and current government initiatives in road safety

Despite such initiatives and interventions, the state of road safety has remained bad and has continued to deteriorate. The main constraint has been lack of systems approach to addressing road safety issues. The second main constraint has been weak institutional set up and management. Attempts to address road safety problems have always suffered from the problem of inherited structures and attitudes from the past which have put little emphasis on development of road safety on the basis of systems approach. Thus, the sub sector continues to exhibit features that include increasing crashes, injuries and fatalities year in and year out. Nevertheless, these interventions represent a wide range of experiences from which lessons can be drawn to ensure more appropriate policy directions for the future.

3.0 RATIONALE / IMPORTANCE OF NATIONAL ROAD SAFETY POLICY

3.1 Introduction

Road safety depends on the successful interaction of three factors namely, human, vehicle and road environment. Problems arise when the human is challenged by a difficult road environment or defective vehicles and fails to cope with the situation. What is needed is a coordinated programme for improving road user behaviour and skills, ensuring a higher standard of vehicle safety and modifying the road environment to make it less challenging and more forgiving. Experience shows that it is much easier and quicker to make the road environment safer than it is to train road users, though for sustained progress, it is necessary to intervene in all three areas. The occurrence of road crashes is an enormous problem in Tanzania and has serious public health implications. This results in a heavy call on the resources of the Health Sector, which is struggling to meet basic public health needs.

Road crashes are not inevitable. They can and should be prevented. The loss, both in social and economic terms that is caused by road crashes, can be counteracted by the development of a programme of activities which seek to promote road safety. At present limited use is made of Police reports, which is surprising, given their importance as a primary source of information into the causes and consequences of road crashes. The basic purpose of police reports is to provide information on crashes that is of primary interest to the courts and insurance companies in terms of assigning responsibility. This fact would explain the emphasis of police reports on "*human error*" as opposed to vehicle or road-related faults. This would also explain why police reports are inadequate sources of technical information for studies of crash causations. A number of factors render police data deficient, for example, information on operating speeds is unreliable, vehicle – related causes are not supported by mechanical expertise and are frequently mis-specified, road geometry is not well documented and inter-dependence in causal variables tends to be ignored.

3.2 Present institutional arrangement for road safety

The Road Traffic Act¹ was prepared and enacted in 1973 when road safety was much less of a problem. The Act provided for the setting up of a National Road Safety Council and for the National Traffic Commander to be the Secretary to the National Road Safety Council, but it made no provision for funding. This arrangement was replicated at regional and district levels. Consequently, this arrangement has not been very effective. Now that the human and economic losses from road crashes are so much greater, it is time for a different approach. It is also widely acknowledged that the National Road Safety Council has not performed satisfactorily, and in recent years its role has been limited to the organization of Road Safety Week. The main reason for this is that its parent Ministry is not in a strong position to influence the road transport system. Moreover, the parent Ministry has been unable to provide the National Road Safety Council with sufficient funds. Consequently, the National Road Safety Council has been unable to carry out any major programmes, remedial measures or targeted law enforcement programmes or even recruit any technical support staff. Whereas the multi-sectoral organization National Road Safety Council was intended to gain the participation of all sectors, it may have worked instead to dilute accountability. The National Road Safety Master Plan of 2004 recommended that a National Road Safety Board be set up within the overview of the Ministry of Infrastructure Development. To be effective, the lead agency needs to be backed by the Ministry that controls the road authorities, the transport operations, and has good access to funding. The Ministry of Infrastructure Development is in a better position to provide this through the Roads Fund and the support of its development partners. This will enable the National Road Safety Board to recruit road safety professionals to its Secretariat who will design and implement major road safety programmes.

3.3 Importance of National Road Safety Policy

The road crash scenario in Tanzania is causing concern. The rapidly increasing vehicle and human population and the improvement of the road infrastructure are contributing to an alarming increase in crashes. The increasing number of road crashes and the consequent loss of lives and resources indicate a need to strengthen the

1 *Cap 168 R.E. 2002*

Government's policy on road safety. Road crash is a development issue with devastating social and economic consequences. Its control is complex, difficult and costly and needs strong determination and practical interventions. Experience shows that strong political and government commitment and leadership is necessary in spearheading reduction of road crashes. It is expected that the prevailing strong political and government commitment shall be sustained at all levels. The Government, therefore, is keen to take concerted measures to control the incidence of road crashes and ensure safe travel for all road users. Accordingly, the Government feels the need to formulate and enunciate this separate road safety policy which will act as a guide to the concerned Ministries, agencies and to the general public. It is essential, however, that there is political will to elevate road safety from a low to a high priority area where expenditure on such activities is seen as an investment rather than an expense. To achieve this level of priority and to place road safety on the political as well as the national agenda, it is necessary to formulate a national road safety policy. It is under such a policy that a comprehensive road safety programme and the corrective intervention strategies can be developed. The governing principle should not solely be the 'celebration' of the establishment of a policy but, more importantly, its execution and maintenance. To ensure this, a policy evaluation framework will be adopted which allows for monitoring and resetting of objectives.

The National Transport Policy (NTP), which was adopted in 2003, sets out the Government goals and objectives for the transport sector, and gives the broad directions for change. The vision of the future, as set out on the first page of the NTP document is "***To have efficient and cost-effective domestic and international transport services to all segments of the population and sectors of the national economy with maximum safety and minimum environmental degradation***". However, the NTP does not mention any road safety policy directions or actions, possibly because policy makers did not want to pre-empt the findings of the National Road Safety Master Plan Study which was due in 2004. On the other hand, the Roads Act, 2007 puts road authorities under a legal obligation to ensure that their roads are designed, built and maintained to be as safe as possible. It is concerned only with road engineering, not the wider road safety problem. Consequently, Government has no formal policy on road safety, and this is of great concern to the Government and stakeholders.

In order to minimize road crashes, fatalities, injuries and damage to properties and enable road safety to contribute effectively towards the National Vision 2025, the pronouncement of a policy to guide the country has become a priority. This is more so since there has not existed any coherent policy for road safety. It is appreciated that a holistic integrated approach is needed. The traffic management system approach adopted previously is not suitable as it focuses more on traffic management. A road safety management system is needed for Tanzania which will focus on traffic administration, road engineering, law enforcement, road safety education and logistical support. Therefore, the National Road Safety Policy provides the country with a clear direction for its development, as well as provides vital linkage with policy directions of other sectors. Specifically, the national road safety policy is necessary to: -

- (a) Provide the basis for working towards attaining the vision of a society with a safe traffic environment;
- (b) Place the matter of road safety promotion high on the national agenda;
- (c) Provide a framework for the undertaking of corrective programme interventions;
- (d) Guide and coordinate the actions of the relevant ministries and organizations;
- (e) Provide the basis for the process of accountability, evaluation and research which can dictate the need for resetting of objectives for the enhancement of programme impact;
- (f) Rationalize the use of scarce resources, reduce duplication of effort; and
- (g) Provide the basis for accessing funding.

4.0 OBJECTIVES (MAIN GOALS AND SPECIFIC OBJECTIVES), VISION, AND MISSION OF THE NATIONAL ROAD SAFETY POLICY

4.1 National Macro Economic Goal

The long term National Vision 2025 development goal is to raise the standard of living of Tanzanians to a typical medium-level developed country. The critical components of the goal include among others: -

- (a) to ensure sustainable development on inter-generation equity basis, such that the present generation derives benefits from the rational use of resources of the country without compromising the needs of the future;
- (b) to build a strong, resilient and competitive economy capable of adapting to technological and market changes in the world economy;
- (c) to satisfy the basic needs of people, eradicating poverty and ensuring availability of productive employment opportunities;
- (d) to avail equal opportunity to all citizens to participate in and contribute to the development of the nation, paying particular attention to gender balance. The fundamental targets of the 2025 Vision include the following: -
 - (i) to attain high levels of domestic savings, investment and labour productivity through appropriate monetary policies;
 - (ii) to achieve a GDP growth rate of 8% or more per annum;
 - (iii) to achieve an adequate level of physical infrastructure needed to cope with the requirements of the vision in all sectors; and
 - (iv) to treat education as a strategic change agent.

On the other hand, Tanzania's Millennium Development Goal No 1 aims to eradicate extreme poverty and hunger in Tanzania to half the percentage of people living in extreme poverty by 2015. This requires the economy to grow by 4 – 5% every year. In addition, the Millennium Development Goal No 7 aims at ensuring environmental sustainability by integrating principles of sustainable

development into country policies and programs and reverse loss of environmental resources.

In order to assist in the achievement of the above fundamental targets, the reduction of road crashes, fatalities, injuries and property damages are of paramount importance. A safe road environment, safe road users and vehicles are, therefore, considered to be among the critical requirements which will enable the national strategic goals to be achieved.

4.2 Road Safety Vision Statement

The vision of a road safety system gives a general direction of road safety in the foreseeable future that will guide Tanzania. The vision is for Tanzania to have a safe traffic environment in accordance with internationally accepted standards. The Policy seeks to embrace and incorporate the political, legislative, enforcement, financial, scientific, physical, socio-economic and organizational structures required to achieve the set vision. The underlying aim is that all concerned actors in society should work in harmony by cooperating and sharing knowledge, expertise and resources to reduce road crashes. Thus, the National Road Safety Policy is aligned to the following vision statement:

"To ensure that nobody is killed or seriously injured as a result of a road traffic crash".

4.3 Road Safety Mission

Based on the above road safety Vision, the road safety Mission is:

"To stop and reverse the increasing trend in number of road crashes, number of deaths and number of injuries through comprehensive measures covering engineering, enforcement, education and emergency care"

4.4 Main Road Safety Goals

Efficient road safety work requires the setting of clear objectives. Clear and focused objectives are also pre-requisite for accountability and evaluation. To reach the overall objective of a safe, sustainable

and efficient transportation system, the following text outlines qualitative and quantitative road safety goals. In the future, with improved statistics and better knowledge about the expected effects from different countermeasures, these goals may be revised. Based on the mission of road safety, the main road safety policy goals are to: -

(a) Qualitative Goal

To continually reduce the occurrence and severity of road crashes and consequently the level of fatalities and injuries in an efficient and professional manner.

This goal requires commitment and dedicated continuous actions to reduce the number of road crashes and their consequences. Additionally, it means that road safety work should be performed in a well-organized way through development programmes, strategic action plans and by the monitoring of activities in close partnership with the different stakeholders to ensure optimal efficiency.

(b) Quantitative Goal

To reduce road deaths by at least 25% by 2015, taking 2008 as the base year

With anticipated annual growth in road traffic and human population, this will necessitate a strong commitment. In order to put these goals into focused policy with priorities and a clear action plan, the succeeding sections set out the road safety problem and describe current situation as well as some special considerations that will affect road safety.

4.5 Road Safety Core Values

Transparency, Accountability, Team Work, Professionalism, Diligence and Integrity.

4.6 Principles

This policy takes into consideration the National Development Strategy (Vision 2025), the Millennium Development Goals (MDGs - 2015), the National Transport Policy, the National Poverty Reduction Strategy (Mkukuta) and the National Reform Program.

5.0 ROAD SAFETY POLICY OBJECTIVES, ISSUES AND STATEMENTS / DIRECTIONS

5.1 Introduction

Road safety is a multidisciplinary field. Its diverse nature requires strong collaboration both within agencies and with outside organizations in order to facilitate an integrated and coherent approach to policy formulation and implementation. This chapter outlines a comprehensive policy to efficiently promote safety wherein different professional disciplines are required to work together. The national road safety policy is formulated in accordance with the five 'Es' strategy for the reduction / prevention of road crashes: -

- (a) Engineering and Traffic Environment
- (b) Education and Information
- (c) Enforcement and Legislation
- (d) Emergency Response and victim support
- (e) Evaluation and other comprehensive actions.

The policy has been outlined in item form under each category. The attainment of the policy's goals and objectives requires implementation of the mutually-reinforcing policy directions identified in the five major categories.

5.2 Engineering and traffic environment

5.2.1 Road safety engineering and design of safe roads

Very few road crashes are directly caused by defects in the road. However, improving the roads, especially by making them easier to read and more forgiving, has great potential. There is considerable scope to reduce road crashes through low-cost engineering improvements.

- (a) Issues
 - Common shortcomings are inadequate attention to safety in planning and designing new road networks, safety defects in existing roads, lack of remedial action at high-risk crash sites, etc;

- Non-recognition of non-motorized transport is one of the major issues causing conflicts to motor vehicle and non-motorized transport movements. This has resulted in non-provision of necessary non-motorized facilities such as walkways, bicycle ways, zebra crossings, footbridges, signs and markings; the end result has been sharing of the road space with motorized transport and haphazard crossing of streets / roads by pedestrians leading to traffic conflicts and crashes;
- Many road project designs do not have adequate in-built road safety parameters or concepts, and even those that have, the designs are not implemented because they were not demand-driven, they are not adequately participatory in their preparation and they are unrelated to the malady they purport to cure;
- The road infrastructure is improved every year. However, there are serious road safety problems along the main roads in both rural and built-up areas. The design of new and rehabilitated roads through built-up areas does not provide roads which are safe;
- The road users found most vulnerable from a road safety point of view are the pedestrians and motorized and non-motorized two wheelers. Special provisions for people on foot include regulations for pedestrian crossings, which give legal precedence to pedestrians. However, it is the pedestrians seeking to protect their lives, who almost invariably give way to motor vehicles;
- In most cases, the planning process does not give sufficient consideration to developing a functional hierarchy of roads in built-up areas. Consequently, through traffic has to mix with local access traffic and pedestrians, and this results in safety problems;
- In urban centres congestion of vehicles is rampant due to inappropriate urban transport planning policies which manifest into poor traffic management. The situation is exacerbated by factors like non-functioning of traffic signals at intersections due to various reasons,

inadequate road signs and markings, lack of grade separated intersections, existence of heavy duty trucks in central business districts absence of high occupancy vehicles for passengers, poor location of bus stops and terminals particularly at areas close to road intersections, poor management of right turn movement at uncontrolled junctions etc. all of them affects significantly smooth flow of vehicles in cities;

- Road authorities have yet to assume an active role in reducing road crashes, and there is no tangible crash reduction programme undertaken by any of the road authorities;
- The design of most of our roads is based on motivation of mobility rather than safety objective and is of a short horizon which does not conform to rapid increase in traffic volume.

(b) Objective

To promote road safety engineering as a systematic, data-led process for devising and implementing road design or traffic management improvements that will cost-effectively reduce road crashes. A key principle is that designs and plans must provide safe movement for all road users, especially vulnerable road users.

(c) Policy Directions

- Road authorities shall monitor the safety of their roads, identify locations with a high incidence of crashes, and carry out corrective measures. They will review on an ongoing basis the capacity requirements of all roadways and roadways upgraded accordingly in keeping with the approved development plans and continue to include black spot improvements in the plans, implement them and make evaluations;
- Road authorities shall design, construct and maintain their roads to provide for all road users, minimize conflicts and crashes and shall ensure that the design

and construction of all road facilities take into account the needs of the vulnerable and physically disadvantaged in an appropriate manner. They shall give highest priority to actions aiming at reducing excess and inappropriate speed problems and reducing the risk for vulnerable road users;

- The Ministry responsible for infrastructure development shall develop and implement safety-conscious standards and guidelines for the use of roads, intersections, road furniture and traffic management schemes, and road authorities shall ensure that their road schemes conform to these standards and guidelines;
- The Ministry shall carry out independent formal safety audits for all major projects and any others where there are safety concerns, in order to minimize the potential for conflicts in the traffic environment.

5.2.2 Vehicle weight control

It is recognized that vehicles react differently when the maximum weights which they are designed to carry are exceeded. In general, overloading makes the vehicle less stable, difficult to steer and takes longer to stop. Vehicle overloading can also cause massive strains on vehicle tyres, can cause the tyres to overheat and wear rapidly which increases the chance of premature, dangerous and expensive failure (such as blow outs). Vehicle overloading causes excessive wear and damage to roads, bridges and pavements at the expense of the taxpayer. In addition, vehicle overloading increases fuel consumption, and thus increases the national fuel bill. Vehicle overloading also may mean that insurance cover is void. Overloading a vehicle is illegal and therefore, insurance cover can be voided if the vehicle is involved in a crash.

(a) Issues

- Damage to the road by axle loads which exceed the legal limit increases out of proportions to the load. While all legally loaded heavy vehicles cause damage to the bridges and roads, overloaded heavy vehicles are responsible for over 60 percent of the damage to the

road network. Overloaded vehicle axles coupled with high tyre pressures are among the prime reasons that contribute significantly to lower the pavement service life. Disregard of traffic rules and regulations by both law enforcers and transport operators further compounds the problem. To a notable extent, overloading is caused by vehicles transporting goods from and to neighbouring countries, especially the landlocked countries using Dar es Salaam, Tanga and Mtwara ports. However, a significant overloading is also being done by vehicles traveling within the country's trunk and regional road network. Many roads which were properly designed and constructed have deteriorated prematurely prompting the Government to undertake massive and costly rehabilitation;

- Overloading not only causes considerable damage to the road network, but also contributes to the serious problems of maintaining road safety on the roads. Overloaded vehicles become a traffic hazard, especially regarding the heavy vehicle's braking system and additional braking distance involved. This situation is aggravated by steep downhill slopes and sharp corners. In addition, overloaded vehicles tend to avoid their lanes and drive in the road, thus making the roadway unsafe for vehicles following them as well as on-coming ones;
- Heavy vehicle operators who do not overload their vehicles are placed at a disadvantage, as they cannot compete fairly with unscrupulous operators who follow a policy of deliberate overloading;
- Reasons for widespread overloading of vehicles in the country have been attributed to the general economic conditions resulting in acute shortage of transport vehicles which leads to overloading of the few available ones. In addition, development in the truck manufacturing industry has resulted into stronger vehicles of high axle load rating being imported into the country. This has induced the transport owners to overload in relation to the legal limits in order to maximize profit per ton-kilometre.

(b) Objective

- To ensure that roads do not suffer unnecessary distress due to gross vehicle weight, axle weight or the combination of the two while serving their need for transportation;
- To protect the public's safety and preserve the investments while serving the need for transportation;
- To ensure that road pavement and bridge design are suitable to safe guard both interests of the road user coast and investor cost.

(c) Policy Directions

- The driver and vehicle examination and licensing Agency in collaboration with the Road Safety Board shall initiate new driver training and testing programmes which shall inter alia include defensive driving, ill-effects of over speeding, alcohol and drugs, on road crashes re construction etc;
- The Road Safety Board in collaboration with the Driver and Vehicle Examination and Licensing Agency shall ensure that extensive education is provided on the effect of overloading on roads among stakeholders to help prolong the life span of roads and bridges;
- The Government shall encourage companies to have a 'safety culture' in place which ensures that drivers understand weight legislation and immediately report any concerns that a vehicle is illegally overloaded to their managers. Their managers should investigate all concerns immediately to prevent overloading;
- The government shall carry out a regular survey to monitor performance of pavements and bridges such that road user costs and investment costs are simultaneously brought to minimum possible level;

- The Government shall encourage private sector to install fixed weighbridges on designated areas to control over loaded vehicles;
- The Road Safety Board in collaboration with the Road Authorities, the Police and other law enforcement agencies shall increase surveillance and enforcement to a level that discourages overloading;
- The Government shall encourage the Tanzania Ports Authority to install weighing and controlling facilities at the ports to check and control overloading on vehicles leaving the ports;
- The Government will facilitate and encourage private sector participation and investment in facilities that will increase transportation of goods by rail where applicable and where possible.

5.2.3 Vehicle safety, inspection and roadworthiness

Vehicle defects are a factor in 10 – 15% of road crashes. A vehicle fitness inspection system is needed to ensure the roadworthiness and safety of a vehicle at registration and throughout its working life.

(a) Issues

- Tanzania relies entirely upon imported vehicles, and the use of import controls would appear to be the main method of influencing the types of vehicles used in the country. A substantial portion of the motor vehicle fleet in the country consists of old used second- or third- hand vehicles imported into the country from foreign countries. The mechanical conditions of most of these vehicles are one of the causes of road crashes in the country. The lack of local manufacturing of motor vehicles does not make possible the potential for improved safety through better vehicle engineering;

- There is currently no mandatory system for checking the roadworthiness of vehicles;
- There is a lack of inspection facilities, equipment and trained personnel;
- The general standard of vehicle fitness is poor. Cost is a factor, but there is also a lack of reliable garages and repair shops. The Police inspect some vehicles but the inspection process is primarily visual and liable to inconsistencies. Experience suggests that the poor condition of many vehicles, despite display of a “pass” disc or sticker, must throw doubt about the quality or vigor of display;
- There is no reliable data on the number of vehicles registered, inspected and insured;
- The design standards and specifications for public transport vehicles should ensure safety, security and comfort to all road users including disadvantaged groups such as elderly people, people with disabilities and children. Most of the existing public transport vehicles do not accommodate the needs of the disadvantaged groups;
- Presently, there are four government ministries responsible for vehicle inspections namely, the Ministry of Finance is responsible for vehicle registration whose objective is purely to collect taxes related to vehicles; Ministry of Home Affairs is responsible for vehicle inspections with regard to roadworthiness; the Ministry of Infrastructure Development is responsible for vehicle transport licensing and vehicle weight and axle load control; and the Ministry of Industry, Trade and Marketing which is responsible for control of importation of used vehicles. There is lack of coordination among the four ministries and as a result there is no adequate control on the roadworthiness of vehicles.

(b) Objective

To have appropriate and acceptable vehicle design, standards and specifications to cater for the needs of various groups and to deter the use of unsafe vehicles on public roads through the enforcement of proper vehicle standards and inspection procedures.

(c) Policy Directions

- The Government shall put in place a legal framework to regulate and control the importation of used and second hand vehicles into Tanzania;
- The Government shall enact regulations that set appropriate and affordable standards of vehicle roadworthiness that are in line with SADC protocols and best practices. In addition, the Government shall make legal provisions for the mandatory and periodic inspection of vehicles under the supervision of the Ministry of Infrastructure Development;
- The Government shall seek private sector involvement in the operation of the vehicle inspection system;
- The Government shall establish an extensive programme of random roadside vehicle inspections through the collaboration of the Police, Ministry of Infrastructure Development and the Surface and Marine Transport Regulatory Authority. In addition, the Government shall monitor the new inspection system closely to ensure that it is working fairly, consistently and effectively;
- The Government shall computerize all vehicle registration databases in order to have good data on the fleet size and vehicle types for comparison with crash involvement rates, evasion of taxes, routine inspections and insurance compensation matters;
- The Government shall ensure that technical specifications for buses, including appropriate bodies, to be drawn by

the Ministry responsible for road safety and these would be published. The sub-standard public transport vehicles currently in operation shall gradually be removed and appropriate vehicles will be licensed. Future importation and licensing of passenger vehicles will lay emphasis on high-capacity buses of 30 passengers for mini-buses and up to 90 passengers for large buses;

- The Government shall establish a “one-stop” Driver and Vehicle Examination and Licensing Agency where motorists can get their vehicles registered, licensed and inspected. In addition, the Government shall build capacity in vehicle inspections by providing the necessary training.

5.2.4 Driver training, testing and licensing

There is no inherent right to drive a motor vehicle on a road. So motorists must be granted permission to drive by way of a licence issued by the state, provided certain criteria relating to health, age and competence to drive are met. A driving test is designed to ensure that at least a minimum standard of competence is achieved by a driver before being allowed unrestricted access to the public roads, subject to other criteria in respect of the vehicles or classes of vehicles. In addition, motor vehicles can be driven by those people who have appropriate driving licences and have fulfilled conditions as are prescribed for driving particular types of motor vehicles. Lack of road discipline, lack of consideration for pedestrians and other vulnerable road users, violation of traffic rules and regulations are some of the common driving traits. Driver error is a major cause of road crashes in Tanzania.

(a) Issues

- There is poor road-user behaviour by drivers in the country and this may be due to lack of knowledge of road safety regulations and rules or possibly to a general attitude towards road safety matters. The majority of drivers are those who did not attend formal driver training. Their lack of training and understanding of the traffic rules and regulations and safety risks pose a danger to themselves, the passengers they carry, the

pedestrians and the vehicles which they drive;

- Driver training and testing focuses on technical control rather than hazard perception, and does not adequately reflect the safety risks. Driver training and testing is not adequately standardized, as there is no accepted training curriculum, no official training manuals, and the driving examiner has too much discretion in the driving test;
- At present, Traffic Police and Vehicle Inspectors function as both driving examiners and vehicle inspectors although these are two different jobs with differing skills requirements;
- Driver licensing is carried out by a tax collection institution and a traffic law enforcement institution. The licensing done by the tax collection institution has basically no relationship with vehicle safety considerations. In addition, the mix of powers and functions contributes to an unstable situation whereby the same institution on one hand tests drivers before they are issued with driving licences and on the other hand monitors the violations made by the drivers. This leads to a situation where the same institution in reality monitors its own deeds, which is contrary to all established principles of separation between executive and regulatory powers. It ultimately leads to the same institution losing authority and credibility of a regulatory body. The executive role of the institution further results in lack of accountability and responsibility at the level of drivers and driving schools;
- There is lack of administrative support to cancel driving licences and disqualification of licence holder and ensure new driving licences are not obtained. Absence of a central computerized driver records register means that drivers often simply go to another region and get a new licence, so the threat of disqualification becomes less powerful;
- One of the problems is big loopholes in driver licensing. Among others the form of driver licence makes it possible to produce fake driving licences.

(b) Objectives

- To produce safe drivers trained in defensive driving techniques and attitudes;
- To streamline driver testing and licensing in order to have competent drivers on public roads;
- To comply with regional protocols.

(c) Policy Directions

- The Driver and Vehicle Examination and Licensing Agency in collaboration with the Road Safety Board shall initiate new driver education and testing (which leads to certification) to expose learner drivers to the principles of road safety. These principles would include defensive driving; the roles of speed, alcohol and drugs in crashes; the value of safety device use; road rage coping skills; night driving; the importance of route planning and time scheduling;
- The Government shall facilitate the standardization of the training manual for drivers;
- The Government shall streamline driver examination and licensing, and facilitate the transfer of the certification and supervision of driving schools from the traffic law enforcement institution to the new Driver and Vehicle Examination and Licensing Agency. In tandem with this, the Government shall separate driver testing and licensing from traffic law enforcement and tax collection institutions in order to institute accountability and to comply to requirements of signed regional protocols on road safety, and establish an independent Driver and Vehicle Examination and Licensing Agency;
- The Government shall introduce a more effective and efficient licensing procedure and vigorously pursue the creation of a computerized National Roster for all driving licence holders;

- The Government shall strengthen the system of driver testing and licensing in order to improve the competence and capability of drivers.

5.2.5 *Transport of passengers and goods*

(a) Issues

- Road traffic safety does not seem to be prioritized by most of the transport companies, and the issue of safe transport is rarely taken into account in marketing public transport or transport of goods i.e Mobility objective are more referred than safety objective;
- People are over whelmed by use of private car rather than public transport. This is contrary to the objective of investment on road construction i.e. to transport as many passengers and goods rather than empty vehicles. Use of multimodal systems like railway facilities, Marine vessels is not given a significant priority at both planning and investment particularly on highly congested cities llike Dar es Salaam etc;
- Some passengers do encourage public transport drivers to speed beyond the allowable speed limits. Over-speeding is one of the main causes of road crashes in Tanzania;
- There is poor quality and safety standards of public transport;
- Social and economic factors influence and control the normative pattern of the work of drivers who operate commercial transport services. Some of these factors influence wrongful driver behaviour. The economics of travel is attributed to the issue of speeding for profit and target set by motor vehicle owners due to the absence of subsidies. Most of this is attributed to the outcome of the terms and poor working conditions of commercial operators;

- There is a poor correlation between travel pattern, land use plans and the social economic activities of the city residents i.e the concept of creating an enabling environment for a livable city is not adequately considered during the course of development for most of urban areas in different cities of this country;
- Poor condition of some passenger buses due to lack of periodic inspection by the relevant authorities;
- Unsatisfactory condition of some roads in the country, and some roads are too narrow to allow safe overtaking by other drivers when overtaking.

(b) Objective

To encourage safe transport of passengers and goods, use of high occupancy vehicles for public transport e.g Articulated bus transport, Railways transport, marine vessels etc to reduce congestion and minimize emotion altitudes of drivers.

(c) Policy Directions

- The Government shall encourage development towards 'transport quality' with road safety as one important criterion;
- The Surface and Marine Transport Regulatory Authority, in collaboration with Police shall introduce modern periodic inspections of all passenger service vehicles as soon as possible, and intensify roadside checks and inspections;
- The Surface and Marine Transport Regulatory Authority will set up standards for safe public transport and enforce the requirements effectively. In addition, the Surface and Marine Transport Regulatory Authority shall enhance public education about safety of vehicles and roads, for example, will help to generate consumer demand for improved safety in both these areas. This will challenge the producers and importers of vehicles and the builders

and users of roads to do even better;

- The ministry should work out measures which shall to enhance both safety and mobility, promote use of multi modal, high occupancy vehicle, make studies of travel pattern behavior and liaise with relevant authorities in the transport planning process during development of urban areas and public centers;
- The Road Safety Board in collaboration with the Surface and Marine Transport Regulatory Authority will assess the risk factors relating to driver working conditions which contribute to such crash situations so as to provide a comprehensive overview of the occupational factors resulting in road crash situations;
- The Surface and Marine Transport Regulatory Authority shall introduce seminars to the bus owners to enable them understand their obligation in the transport sector and handling/management of their operation staff.

5.2.6 Parking facilities

(a) Issues

- Road capacity has been reduced by roadside parking and pedestrians who are compelled to walk on the carriageways as most of the walkways are full of parked vehicles and petty traders. When the road capacity is exceeded, efficiency is reduced and the traffic flow becomes impeded;
- The inadequate physical planning and poor implementation of master plans coupled with lack of enforcement of laws, regulations and bylaws have negative impact on mobility and accessibility in most parts of the urban areas;
- Lack of modern well-planned public transport and taxi terminals forces public transport vehicles to load and off-load passengers and cargo on carriageways and thus increase the risks of road crashes;

- Some transportation centres or parking facilities have been built in some urban centres and others are being designed. The capacity of these parking facilities is low compared to the actual demand.

(b) Objective

To alleviate the problems of inadequate parking space and thereby improve road capacity and road safety.

(c) Policy Directions

- The Government shall influence implementing agencies to conduct good land use planning and urban settlement patterns in order to discourage the habit of parking vehicles along road carriageways in urban centers. Further more it should encourage construction and use of parking facilities in built up areas; At road junction and intersection, vehicles will be required to park far beyond intersection sight distance in order to avoid visual obstruction and risk of accident during turning movement at the intersection;
- The Prime Minister's Office, Regional Administration and Local Government in collaboration with the Ministry of Lands and Human Settlements Development shall design and develop urban areas and residential areas in tandem with provisions of adequate transport infrastructure;
- The regional administrations and local government authorities shall address and facilitate the planning and approval process for construction of private parking facilities;
- The regional administrations and local government authorities shall discourage the use of private vehicles in urban centres and instead will encourage the use of public transport so as to reduce traffic congestions on roads and hence improve road safety;
- The Prime Minister's Office, Regional Administration and Local Government in collaboration with the Ministry of

Lands and Human Settlements Development shall enact and enforce building legislation and regulations on the provision of parking spaces in any land development for office, retail, residential, industrial and recreational, etc.

- The government will identify parking places, rest centres and an Agent to remove defective vehicles in the Road Network

5.3 Education and information

5.3.1 Public awareness about road safety issue

Education is a key input to the country's sustained development. The majority of Tanzanians are poorly informed about road safety and related end-use practices and options. Manifestation of this situation includes bad road use behaviour and high crash, fatality and injury rates. There is need for adequate public awareness campaigns. The long-term success of the road safety vision goals depends largely on the way road safety is perceived by the public. Public awareness campaigns are of prime importance in promoting road safety vision goals. The knowledge base on road safety risks is important in changing the attitude of people towards wise use of roads and vehicles. Additionally, communications is fundamental in developing dialogue, understanding and changing individual actions and behaviour.

(a) Issues

- Road safety has received insufficient attention at individual, community and national levels. The reasons include lack of awareness and specific information on the scale of the problem, on the health, social and economic costs of road traffic crashes and on the interventions that can prevent crashes or reduce the harm they cause;
- Safety measures which are introduced abruptly can be perceived as a restriction in personal freedom and, therefore, impair both credibility and acceptance of road safety work;
- There are no entrenched consumer demands to necessitate improvements in road safety.

(b) Objective

To change people's attitudes, behaviour and actions for road safety and wise use of roads and vehicles with the mission to promote road safety, facilitate implementation and reduce enforcement activities.

(c) Policy Directions

- The Government shall develop and implement communication, educational and public awareness campaign programmes that will disseminate this policy and the other road safety strategies to be understood by the public;
- The Government shall create and maintain full political attention and support to the road safety sector as a reflection of the high value that the leaders and communities place on human beings and human life;
- The Government shall make increased efforts to promote awareness about the road safety issues, and their socio-economic implications;
- The Government shall introduce public acceptance and response to road safety measures.

5.3.2 Road safety education for children

Children are extremely vulnerable in road traffic environment and need basic skills to behave safely. While education as a theme runs across all elements of road safety effort, there is a particular requirement for increased education and training of children. There is a need to build on current education efforts and promote education as a key catalyst and enabler of safer people, safer roads and safer vehicles. Education and the provision of information is a standout item throughout the engagement process. However, errors play a most important role in most road crashes. Measures to improve road safety must, therefore, in the first instance be directed at increasing the knowledge and modifying the attitude and behaviour of the road user. Moreover, in the long term, a proper road safety education of children will ensure that they have some

basic knowledge about road safety as adults.

(a) Issues

- There is little road safety education for the children in some schools in the country. Children in the country are more exposed to dangers of traffic because of fewer pedestrian facilities or because they have not been taught the basic rules for crossing roads safely and too many children are either being killed or injured on their way to and from school;
- Between 1997 and 1999 syllabi were prepared for road safety education in primary schools, secondary schools and teacher training colleges. Road safety education modules were also prepared for primary and secondary schools and piloted in the Eastern Zone of the country. However, nationwide implementation will take some time;
- Some schools, the Ministry of Infrastructure Development, the Traffic Police and the National Road Safety Council all are making efforts to train children in safe road use, but their activities are not adequately coordinated and much more could be done to combine and complement the efforts and programmes.

(b) Objective

To achieve safe road user behaviour in children through improved knowledge, skills and behaviour and thereby reduce the present number of fatalities and serious injuries with children and create better road users in the future.

(c) Policy Directions

- The Road Safety Board shall use new initiatives with regard to the development of new material to promote road safety. Special emphasis will be placed on further integrating road safety education in the school curriculum of the education system;

- The Ministry responsible for education in collaboration with the Road Safety Board shall explore cost-effective and sustainable ways of getting road safety taught in schools;
- The Ministry of Infrastructure Development shall coordinate the institutions providing road safety education.

5.3.3 Road safety publicity

Pedestrians, cyclists and children are particularly vulnerable and are involved in a large number of crashes. The provision of road safety education will not be complete without the involvement of members of the general public in both rural and urban areas. But the primary objective of publicity campaigns must be to change the behaviour of drivers, as they are responsible for almost all crashes.

(a) Issues

- The lack of knowledge of road safety rules and regulations among the population at large is a major factor contributing to the non-observance of such rules and regulations in practice. This in turn leads to unsafe road user behaviour and habits;
- Insufficient effort has been made to publicize the road crash risks;
- Due to the high cost, few road safety publicity campaigns have been undertaken. Awareness campaigns will play a major role in modifying human behaviour as needed with regard to such problems as speeding, pedestrian vulnerability and driving while under the influence of alcohol and drugs;
- There is low and uncoordinated private sector involvement in financing road safety programmes and activities.

(b) Objective

To improve road user behaviour through increased awareness

of traffic law, regulations, rules and crash risks.

(c) Policy Directions

- The Road Safety Board shall create road safety knowledge and awareness amongst the population through education, training and publicity campaigns;
- The Road Safety Board shall conduct regular national and local publicity campaigns designed to promote safe behaviour amongst target groups – these will be supported where appropriate by intensified law enforcement activity. Help will be sought from the advertising industry in order to deliver campaigns of the highest quality and effectiveness;
- The Road Safety Board shall organize, on sustained basis, campaigns and orientation programmes for all categories of road users and make them aware of their respective responsibilities and place special emphasis on safety of vulnerable groups like school children, the disabled and senior citizens;
- The Government shall encourage and facilitate private sector participation in conducting specific safety campaigns, such as anti-drink driving campaigns, etc.

5.3.4 Land use planning

(a) Issues

- Presently, land use planning is not done in such a way that it locates industries and social amenities in the neighbourhoods of the residential areas. As a result, the process does not play the expected key role in reducing trips related to social services and amenities;
- There is a problem of poor implementation of master plans coupled with laxity in enforcement and coordination of relevant legislations which in turn have created chaos that exists today in urban areas. Other problems include geographical and physical characteristics, settlement patterns and location of socio-economic activities.

These have made it costly to implement road safety development plans;

- The existing urban transport system is inefficient , in part because of the rapid increased car ownership without corresponding road capacity and poor traffic management.

(b) Objective

To address road safety problems related to land use planning.

(c) Policy Directions

- The Government shall facilitate the establishment and operation of swift, safe and efficient transport system for both urban centres and rural areas;
- The Ministry of Lands and Human Settlements Development in collaboration with local and urban authorities will ensure that facilities such as light industries, schools, businesses and shopping centres, markets and other services be located within or close to residential neighbourhoods in order to reduce transport journeys which in turn increase road safety.

5.3.5 Crash data system

It is recognized that good planning and decision making greatly depends on the adequacy and accuracy of the facts available about the subject matter. There is a need to define the problems accurately and identify the causal factors. Once road safety programmes are underway, it is essential to collect information that will allow the government to monitor and evaluate their performance in order to provide feedback into the planning and design of the next phase.

(a) Issues

- The Police compile a report on each crash that they are told about. The basic purpose of the police reports is to provide information on crashes that is of primary

interest to the courts and insurance companies in terms of assigning responsibility. Consequently, they may not contain sufficient information to be able to identify the location of the crash, or determine crash causation;

- The Police have a statutory duty to maintain records of reported crashes and prepare annual reports giving summary information. Monthly statistics are compiled manually by Regional Traffic Police Officers and sent to the Traffic Police Headquarters where they are put together to make the annual report. This is a slow and error-prone system. In order to identify the location of crashes and to get an understanding of causation, it is necessary to go back to the individual crash reports that are held in local Police stations. This is very time-consuming and is rarely done;
- Several attempts have been made in the past to set up computerized crash database but it was not possible to sustain them;
- A large portion of road crashes are not reported to the Police, so the official statistics greatly underestimate the scale of the problem. Police data needs to be supplemented with data from hospitals and clinics;
- There is concern that the Police data on road fatalities refer to persons dying at the scene rather than the internationally-accepted definition of a road fatality – which is death within 30 days.

(b) Objective

To develop and maintain an accurate and comprehensive crash data system with powerful analytical capabilities, and make it available to key stakeholders.

(c) Policy Directions

- The Road Safety Board shall collaborate with the Police and other key stakeholders in developing a functional and sustainable crash data reporting and analysis system that can provide the necessary information for

road safety activities, research and evaluation; key stakeholders will be provided with copies of the database and updates, so that they can access and analyze the data as they wish;

- The Road Safety Board shall create a data system that will have geographic information system capabilities, so that road authorities can search for blackspots and analyze route safety;
- The Government shall support the development of trauma registries in hospitals and clinics in order to obtain additional information on road crash victims and their injuries, including those not reported to the Police;
- The Government shall ensure that other performance indicators, especially those which have a bearing on the safety of vulnerable road users, such as urban speeds, will be measured;
- The Government shall redefine the term 'killed in a road crash to include "died within 30 days" as a definition.

5.3.6 Research and monitoring

It is recognized that research and monitoring road safety remains an integral part of complying with the road safety vision goals. So far, little research result has been used for decision making due to inadequate communication between researchers and road safety managers. Furthermore, road safety research is seriously under-funded thus, jeopardizing the research agenda.

(a) Issues

- There is insufficient concerted research on road safety and thus countermeasures implemented are not adequately supported by professional analysis of the problems;
- There is insufficient funding for road safety research both from the government and private sector;

- There is insufficient international technical cooperation and as such the country does not benefit fully with proven better practices and technological developments;
- Too often, the efforts to improve road safety have tended to be ad hoc and on a trial – and – error approach. That is a waste of scarce resources.

(b) Objectives

- To use research results by decision makers and managers in the development of road safety and to undertake research with a view to establishing the nature and extent of the road safety problems and in the longer term to assess the effectiveness of remedial measures;
- To provide the framework to promote and coordinate multisectoral and multidisciplinary research activities in road safety and disseminate and use the research findings.

(c) Policy Directions

- The Government shall cooperate with academic and private sector institutions in the development of road safety research in Tanzania and shall promote and strengthen research capabilities of Tanzanian institutions;
- The Government shall maintain a road safety database and ensure that research contributes to improving road safety and shall encourage service delivery institutions to provide correct information and analysis in response to their obligations;
- The Government shall regulate and coordinate road safety research and monitoring through the Tanzania Commission for Science and Technology;
- The Road Safety Board shall formulate research priorities to allow for rapid generation of knowledge, issues and information on road safety. The existing research

structures and institutions will be utilized for road safety research and researchers shall translate research findings into easily understandable language for public consumption;

- The Road Safety Board shall mobilize funds for coordination and promotion of research activities and dissemination of research findings. All stakeholders shall maintain inventory of all on-going and completed research projects on road safety and the Road Safety Board shall compile and disseminate relevant research findings to prospective stakeholders;
- The Road Safety Board shall institutionalize and increase international cooperation activities that provide knowledge and experience for effective road safety activities and avoid re-inventing the wheel. It will seek research collaboration with regional and international road research institutions in order to share knowledge, experience and costs where required;
- The Road Safety Board shall establish a research and development programme. The programme would outline areas where contribution from science is required. The programme would also promote domestic research and function as a catalogue of prospective research topics for students who are undertaking research at under/post graduate levels. Disseminate research findings to improve road safety.

5.4 Emergency response and victim support

5.4.1 Emergency medical response and services to crash victims

About 50% of deaths from road collisions occur within a few minutes at the scene of the crash, or else on the way to a hospital but before arrival there. The chances of survival may be greatly enhanced if someone promptly gives the victim first aid. However, response time is not the only important factor. The quality of post-crash treatment also has a bearing on whether or not a crash victim lives or dies.

(a) Issues

- There is no proper pre-hospital trauma care service. Firstly, there is no simple, convenient method whereby the public can summon help from the emergency services. Even if contact could be made, there is little help available because of lack of ambulances and trained paramedics. Instead, road crash victims must rely on Good Samaritans for first aid and transport to medical centres and medical care. However, this is due to change with the establishment of the Fire and Rescue Force, which is tasked to rescue victims of road crashes;
- The level of first aid training in both the Police and general public is low;
- Many medical facilities are unable to provide a good standard of trauma care due to lack of space, trained staff and equipment;
- Insufficient coordination between the hospitals and the Police results in serious under-reporting of road crash casualties and contributes to the lack of appreciation of the extent of the road crash problem in the country;
- Drivers are not trained in first aid provision to crash victims.

(b) Objective

To ensure that victims of road crashes get prompt and efficient medical treatment.

(c) Policy Directions

- The Road Safety Board shall collaborate with the Fire and Rescue Services, the Police, and the Ministry of Health and Social Welfare in developing an effective pre-hospital trauma care service. The essential functions of such a service will be to provide rescue, administer first aid at the site of a crash, and transport the victim from crash site to the nearest health care facility that is best

able to meet the victim's medical needs;

- The Road Safety Board shall work with the Tanzania Red Cross Society and others to teach travelers simple first aid; questions on first aid will be included in the driving test, and consideration will be given to providing first aid training to long-distance lorry and bus drivers;
- The Government shall support the Ministry of Health and Social Welfare in developing a cost-effective and professional trauma care service; priority will be given to building the capacity of hospitals and other health-care facilities along the main road corridors;
- The Road Safety Board shall collaborate with the Fire and Rescue Force, the Tanzania Communications Regulatory Authority and the telecommunications providers to establish an effective, notification and communication system linking the public, the emergency services and the health care facilities;
- The Driver and Vehicle Examination and Licensing Agency shall ensure that the demonstration of first aid skills for all learner drivers seeking to obtain a driving licence through experimental learning will be part of the driver examination criteria;
- The Police Force shall strive to ensure that all Police Officers receive first aid training on entry to the service and at appropriate intervals during their police career. Police officers will be instructed not to insist on completing the paperwork before allowing seriously injured casualties to leave the scene of the crash;
- The Government shall support the establishment of training centres for emergency service providers in accordance with approved norms and standards and will promote private sector participation in emergency medical response and trauma care by providing adequate safeguards and incentives.

6.0 CROSS CUTTING ISSUES

6.1 Prevention of HIV / AIDS infections

(a) Issues

- Road crashes may result in severe injuries and bleeding. Given the high prevalence of HIV / AIDS in the society, persons providing rescue services to crash victims are at risk of contracting HIV infection from crash victims in the course of their rescue services;
- Most rescue services workers and hospital / clinic staff lack the necessary training in self protection against infectious diseases;
- Unlike in Railway, Marine and Air transport Network; conducting awareness campaign for e.g HIV etc. along the road network is difficult due to the fact that vehicles stop and park in an adhoc manner i.e at any where along road network.

(b) Objective

- To empower rescue persons and hospital workers providing rescue services and assistance to crash victims to avoid the risk of infection;
- To create concentration centres as rest stations along the National road Network which can be used for relaxation, refreshment, vehicle inspections and other related services.

(c) Policy Directions

- The rescue services institutions and hospitals shall provide the necessary protective gear to the rescue services and hospital workers in accordance with principles of universal safety precautions against infectious diseases and substances;

- The rescue services providers, hospitals and clinics in collaboration with the Tanzania Commission for Aids (TACAIDS) and the National Aids Control Program (NACP) shall provide training in self-protection against and prevention of HIV transmission occurring during handling of crash victims, organs and tissues;
- The government will identify rest areas which can also be used as concentration camps for HIV/AIDS to sensitize driver and the surrounding public.

6.2 Prevention of corruption in road safety

(a) Issues

Road safety in the country is perceived as one of the most corrupt service sectors. Reasons for corruption are many and well-documented. They include bureaucracy, greed, lack of transparency and accountability and inadequate remuneration of employees.

(b) Objective

To promote the prevention of corruption in road safety.

(c) Policy Direction

- The Government shall prevent and combat corruption in road safety by enhancing efficiency, transparency and accountability in dealing with road safety issues and ensure payment of living wages to employees and adhere to relevant statutes;
- The government shall reduce monopoly on law enforcement organs by involvement of private sector on overload control and deployment of road Traffic Marshals.

6.3 Environmental initiatives

(a) Issues

- The increase in traffic volume creates a carbon monoxide

build – up when vehicle engines are idling in long lines of traffic. There are also other dangerous gases that are emitted from vehicles. All road users are affected by these emissions. However, young children, due to their shorter stature, are at a lower height from the ground than adults and are more greatly affected;

- There is no vehicle emission control in the country and thus, there are no records on effects of dangerous vehicle emissions.

(b) Objective

To ensure that environmental initiatives work hand in hand with road safety initiatives.

(c) Policy Directions

- The Government through the Ministry of Health and Social Welfare and the National Environment Management Council shall explore the extent to which motor vehicle pollution is a factor for some of the health problems with a view to applying corrective measures;
- The Government shall ensure that emission control will be necessary at various levels namely: the formulation of specifications for vehicle importation; the granting of import licences; customs control; the certification at the motor vehicle inspectorates;
- The National Environment Management Council in collaboration with the Police shall enforce emission regulations.

6.4 Stray animals

(a) Issues

- The number of animals causing crashes in the traffic environment is an increasing problem. These crashes occur countrywide, but some regions seem to be of more concern than others. The regions which are known to have large

stocks of livestock are problematic areas. These crashes often result in fatality, injury or property damage;

- Some urban councils that have responsibility for impounding animals have difficulty carrying out this function because animals impounded are unclaimed and pose a strain on the resources of the councils; they have no vehicles, and financial constraints are often cited as the main cause for most of these problems.

(b) Objective

To stop and reverse the increasing trend in number of crashes caused by stray or other animals using the roadways.

(c) Policy Directions

- The regional administrations and local government authorities shall encourage zoning or re-zoning in order to reduce / remove the competition between vehicles and animals for the use of roadways;
- The regional administrations and local government authorities shall enforce the existing laws on the prevention of stray animals.

6.5 Street vending

(a) Issues

- There is shortage of adequate and appropriate market places to enable a significant number of small-scale traders to carry out their businesses there;
- Street vending problem continues to persist despite concerted efforts to remove / reduce its occurrence. This creates obstruction to smooth flow of traffic and results into road safety problems;
- There are encroachments, obstructions, derelict and unauthorized vehicles and street vendors affecting the full use of roads and sidewalks.

(b) Objective

To discourage obstruction to roads to ensure smooth and unobstructed safe flow of traffic.

(c) Policy Directions

- The regional administrations and local government authorities shall ensure that markets are upgraded and maintained, and enforcement activities are strengthened and sustained;
- The regional administrations and local authorities shall continue with the programme of removing and reducing street vending by municipal wardens by controlling and preventing street vending;
- The regional administrations and local government authorities in collaboration with the Police and road authorities shall remove vendors, derelict vehicles, unauthorized vehicles, debris, obstacles, encroachments and obstructions affecting the full use of roads and sidewalks. Land use reform must be undertaken and appropriate building regulations and encroachment laws amended. This must be supported by rigorous enforcement.

6.6 Motor vehicle insurance

(a) Issues

- The majority of the victims of motor crashes do not know their rights to compensation or how to claim;
- The extent to which motor vehicles are insured is not well-documented, but it is believed to be a major problem in compensating crash victims. Victims of hit and run crashes and those where the driver at fault is uninsured cannot get any compensation;
- The Motor Vehicle Insurance Act requires third party

motor vehicle insurance coverage and there are concerns that road crash victims are not adequately covered and compensated. The current perception is that motor vehicle insurance system is not victim-friendly, as there are many complaints about difficulties in making claims, and the long time taken to settle claims;

- Government vehicles are not insured. So victims have to claim compensation directly from Government and it is not easy for an individual to do this.

(b) Objective

All victims of road crashes get prompt and adequate compensation.

(c) Policy Directions

- The Ministry of Finance and Economic Affairs' Insurance Supervisory Department shall educate the public about their rights to compensation and inform them on how to go about making a claim;
- The Police shall actively enforce the law that requires all private vehicles to have third party insurance, and the Commissioner of Insurance shall create a comprehensive database for motor vehicle insurance matters, and establish a fund to compensate the victims of uninsured and untraceable drivers;
- The Government shall make the motor vehicle insurance system more victim-friendly by improving the effectiveness and fairness of the motor vehicle insurance system by such means as adoption of a 'no-fault' basis for claims, establishing compensation guidelines and introducing an ombudsman service;
- The Government shall make it easier for road crash victims to get fair and timely compensation from Government when the crash involved a Government vehicle, and shall consider having all Government vehicles insured.

6.7 Other alternative transport modes

(a) Issues

- Use of other infrastructures including rail for commuter services in urban centres in Tanzania is non-existent. However, due to fast urban growth, roads can hardly absorb the growing demand considering the nature of traffic. Availability of comprehensive transport system that ensures sustainable accessibility to socio-economic activities with minimum possible traffic congestion and safety is the main concern of the Government;
- Most of the Daladalas have carrying capacities below that of standard buses. However, they carry over capacity per trip at the expense of passengers' comfort and safety. The problem is further compounded by the fact that many Daladala and taxi operators own one or two vehicles, implying presence of many unnecessary operators in the market which constrains regulation and law enforcement.

(b) Objective

- To develop complementary transport infrastructure to road, so as to ensure smooth traffic flow and road safety;
- To improve the supply of road transport services without compromising passenger safety, comfort and transport adequacy in urban areas.

(c) Policy Directions

- The Government shall encourage the participation of the private sector in the development of other modes of transport such as rail, marine and tram transport services for coastal cities, towns and other urban areas that will divert traffic from congested arterial roads;
- The Government shall facilitate and encourage local authorities to implement improved traffic management measures.

6.8 Regional and international cooperation

(a) Issues

- Given the enormous resources required to attain the road safety vision goals and the importance of preserving human life, the international community assists the Government in implementation of this policy. In implementing and managing this policy, the Government has signed regional protocols such as the East African Community and SADC as well as development bilateral and multilateral support agreements with a number of international community and development partners;
- Tanzania has developed a sociable joint / cooperative commissions / agreements with a number of countries aimed at exchanging expertise and fostering economic development.

(b) Objective

To conserve shared resources and to sustain international cooperation, trade and international obligations.

(c) Policy Directions

The Government shall meet obligations of treaties that it is party to and shall continue to encourage regional and international cooperation in the attainment of the road safety vision goals as well as information sharing and resource development.

7.0 INSTITUTIONAL FRAMEWORK / ARRANGEMENTS

7.1 Strengthening the institutional arrangements

There needs to be clear-cut indication in the legislation defining who is responsible for what in terms of traffic and use of roads. The major institutional players in the road safety are the Ministry of Infrastructure Development, the Ministry of Home Affairs, the Prime Minister's Office – Regional Administration and Local Government, the Ministry of Finance, the Ministry of Trade, Industries and Marketing, Ministry of Health and Social Welfare, Ministry of Justice and Constitutional Affairs and Ministry of Education and Vocational Training. Other stakeholders include Non-Governmental Organizations (NGOs) motor vehicle dealers and development partners.

(a) Issues

- Road safety is a shared responsibility. Reducing the risk in the nation's road traffic systems requires commitment and informed decision-making by Government, industry, non-governmental organizations, and participation by people from different disciplines such as road engineers, motor vehicle designers, law enforcement officers and health professionals and community groups. However, the problem of road traffic crashes and injuries does not "belong" to any specific agency, either at local community and national levels. Instead, responsibility for dealing with the various aspects of the problem including registration of vehicles, the design of road networks and roads, urban and rural planning, the introduction and enforcement of road safety legislation and the care and treatment of crash survivors is divided among many different sectors and groups. There has usually been no leader to ensure that they coordinate their efforts and address the problem as a whole. In this environment, it is not surprising that political will has frequently been lacking to develop and implement effective road safety policies and programmes;
- Management of various aspects of road safety matters

is presently divided between the following: (a) the Ministry of Infrastructure Development is responsible for transport policy, trunk and regional roads, axle load control and transport licensing; (b) the Prime Minister's Office – Regional Administration and Local Government manages regional and local government roads, licensing town buses, taxis and non-motorized transport; (c) the Ministry of Home Affairs is responsible for enforcement of traffic law and regulations and driver testing; (d) the Ministry of Finance and Economic Affairs is responsible for tax policies and collection of revenues from vehicle registration fees and the actual registration of vehicles through its central motor vehicle registration, collection of driver licensing fees, regulating insurance matters and renewal of driving licences and collection of driver licence renewal fees; (e) the Ministry of Trade, Industry and Marketing is responsible for setting and enforcing standards for importation of used vehicles; and (f) Vice President's Office is responsible for environment management matters. The disadvantage of this institutional arrangement for road safety is fragmentation of the planning functions, inconsistent and overlapping or duplication of effort and authorities, roles and lines of accountability, poor governance (corruption) and poor law enforcement. Some of the effects of having a multiplicity of actors and overlapping roles and responsibilities have been the following: (i) it has given room to malpractices, especially in design and construction of roads, traffic and road crash management; (ii) accountability has been defused and eroded especially where and when problems arise in regard to road safety; (iii) efficiency has been eroded, and (iv) the arrangement has failed to reduce road crashes, fatalities and injuries;

- There are four different institutions dealing with driver examination, licensing and motor vehicle examination and licensing. Each institution performs its function separately without coordination with others. Driver examination and licensing is carried out by the Ministry of Home Affairs (Police Force) and the Ministry of Finance and Economic Affairs (Tanzania Revenue Authority) while motor vehicle examination and licensing is carried out

by the Ministry of Home Affairs (Police Force), Ministry of Infrastructure Development (SUMATRA, Tanroads and Road Safety Unit), Ministry of Finance and Economic Affairs (Tanzania Revenue Authority) and the Ministry Industry, Trade and Marketing (Tanzania Bureau of Standards). This arrangement does not guarantee safe drivers and safe motor vehicles and hence the high crash risks caused thereof;

- The Ministry of Infrastructure Development (MOID) is a prime mover of the road safety initiatives. Success of the implementation of the road safety policy greatly hinges on the Ministry's ability to effectively play its promotional, coordination and advisory roles. However, MOID currently cannot effectively carry out its statutory role and functions due to inadequate financing and lack of legal mandate. MOID is currently responsible for developing and managing the nation's transport system – the road, rail, air and marine. The National Transport Policy places great importance on travel safety and this is echoed in the Roads Act, 2007. MOID and its agencies already have responsibility for preventing crashes in the air, marine, and on the railways and it is logical that they should also take the lead in delivering road safety. MOID has been actively involved in all aspects of road safety for over a decade. MOID and its agency, Tanroads, are the only government entities that employ road safety professionals and have budgets dedicated to road safety;
- It is acknowledged that progress in road safety is not possible without the active involvement of the Police Force. Their primary role is to enforce the traffic law, regulations and rules. Experience shows that this can be a very powerful way to improve driver behaviour, and the MOID is working closely with them on road safety campaigns. In colonial days, the Police Force was responsible for traffic matters, but most other countries in Africa, including Botswana, Ghana, Namibia, Nigeria, Zambia, Zimbabwe and South Africa have now put traffic and road safety into the transport ministry, and law enforcement has been placed in the Ministry of

Home Affairs (Police Department). This is also the most common arrangement in the rest of the world.

(b) Objectives

- To identify a lead agency in Government to lead and guide the national road safety efforts;
- To streamline the functions and increase coordination by establishing a road safety lead agency that will be responsible for the overall planning, coordination and execution of road safety activities in the country;
- To separate policy and regulatory functions from operational and law enforcement functions;
- To separate regulatory functions from tax collection functions.

(c) Policy Directions

- The Government shall create a lead agency on road safety, with the authority and responsibility to make decisions, control resources and coordinate efforts by all sectors of Government, including those of health, transport, education and the police. This agency shall have adequate finances to use for road safety and shall be publicly accountable for its actions;
- The Government shall create a Road Safety Board (with wide cross-sectoral representation from public sector, private sector, civil societies and major local authorities) that has appropriate mandate and proper legal backing and is empowered and supported by adequate financial resources to ensure that it is well-equipped and staffed with appropriately trained permanent technical secretariat to discharge its roles and functions of coordinating and implementing the national road safety programme. The Road Safety Board, located under the Ministry of Infrastructure Development, shall facilitate effective multi-sectoral national response;
- The Government shall establish an independent, one-

stop, self-financing Driver and Vehicle Examination and Licensing Agency under the supervision of the Ministry of Infrastructure Development, and provide the necessary staff, capacity building, equipment and office accommodation. The Agency so created shall seek private sector involvement for vehicle examination and testing;

- The Government shall continue to encourage the private sector to support road safety initiatives as well as investing in road safety research, education and public awareness campaigns;
- In view of this national road safety policy, the functions of public institutions responsible for road safety as well as non-governmental organizations shall be as follows: -

(i) Ministry of Infrastructure Development (MOID)

The main function of the MOID shall be regulatory and facilitative in nature aimed at creating conducive environment for the development of road safety. In this regard, the MOID shall be responsible for-

- Provision of clear national policy and regulatory framework, stimulation and promotion of participation of various stakeholders in the implementation of the policy;
- Coordination and monitoring of policy implementation;
- Giving due recognition to operations of other sector policies;
- Provision of professional standards in road safety, management and utilization of resources;
- Initiation of the establishment of a funding framework for road safety;
- Facilitation of a systematic and appropriate increase in the national allocation of the state budget to road safety;
- Provision of technical assistance and support to implementing agencies and institutions;
- Accounting to Parliament for the performance of the road safety sub-sector against set targets and

efficiency parameters.

(ii) *MOID – Road Safety Board*

The role of the Road Safety Board is advising the MOID on all matters relating to road safety and with the specific responsibility, through its implementing arm, the Road Safety Board Secretariat to-

- Set out the goals and objectives of road safety in Tanzania;
- Coordinate the work of all organizations which are involved in the promotion of road safety;
- Procure sufficient personnel and finance for road safety work and control and monitor their use;
- Develop and recommend road safety research and legislation which will lead to the improvement of road safety;
- Control and coordinate the planning and implementation of road safety work in Tanzania taking into consideration the interests of society, road user groups, trade and industry, individuals as well as environmental aspects;
- Monitor and evaluate the effectiveness of the programmes and strategies of responsible agencies and report annually to the MOID;
- Monitor and update the national long-term programmes for the improvement of road safety and to supervise its implementation by the concerned agencies;
- Foster national and international linkages among all stakeholders through proper coordination of all road safety programmes and activities within the overall national strategy;
- Disseminate information sharing on road crashes and their consequences in the country and on the programmes for control;
- Promote high level advocacy and education on road safety and road crash prevention and control;
- Prepare and publish a road safety strategy every five – ten years;
- Prepare and publish action plans that set out what each stakeholder will do in the next two years;

- Prepare and publish an annual progress report;
- Take direct responsibility for the education, training and publicity programme;
- Manage the national road crash database.

(iii) MOID – Driver and Vehicle Examination and Licensing Agency

The role of the Driver and Vehicle Examination and Licensing Agency is advising the MOID on all matters relating to driver and vehicle examination and licensing with specific responsibility to-

- Set up driving standards and supervise driving schools;
- Conduct driving tests;
- License drivers;
- Register and license vehicles;
- Manage the vehicle inspection system;
- Maintain driver and vehicle databases.

(iv) MOID - Surface and Marine Transport Regulatory Authority (SUMATRA)

- To ensure the safety of road passenger transport by setting and enforcing safety standards;
- To set and enforce public bus time tables;
- To regulate public transport fares and related fees.

(v) MOID - Tanzania National Roads Agency (TanRoads)

- To design, construct and maintain roads with appropriate road safety measures;
- To carry out road safety audits and implement the safety audit findings;
- To monitor the safety of its roads, identify blackspots on its roads, and provide the necessary remedial measures;
- Carry out before and after studies on blackspot schemes.

(vi) Prime Minister's Office – Regional Administration and Local Government

- To encourage and support local authorities to promote road safety, and design, build and maintain their roads in a safety-conscious manner;
- To create capacity in order to provide the necessary expertise to implement road safety measures;
- To enforce settlement development conditions, standards and regulations;
- To provide and maintain infrastructure services intended to facilitate road safety;
- To formulate and enforce by-laws and regulations;
- To prepare sound physical and development plans.

(vii) Prime Minister's Office - Local Authorities

- To promote road safety through local campaigns and initiatives;
- To design, build and maintain their roads in a safety-conscious manner and undertaking of safety audits where necessary;
- To monitor the safety of their roads and take corrective action when safety problems are identified;
- To control building development so that it does not create safety problems.

(viii) Ministry of Home Affairs

The Ministry of Home Affairs' responsibilities will be: -

- To train and build Traffic Police capacity, skills and equipment;
- To give priority to the offences that most directly affect safety, such as dangerous driving, drink-driving, over-speeding and vehicles in dangerous mechanical conditions;
- To sustain traffic flow control and management;
- To follow up road crashes and carry out investigation and prosecution of traffic safety offences in courts of law;
- To enforce rigorously the traffic law.

(ix) Ministry of Education and Vocational Training

To integrate road safety curriculum in primary, secondary and tertiary education.

(x) *Ministry of Health and Social Welfare*

- To establish a trauma management system that can provide effective treatment of crash victims;
- To keep and maintain trauma registries;
- To equip public hospitals with the necessary equipment and medicine for treatment of the victims of road crashes.

(xi) *Ministry of Lands and Human Settlements Development*

To allocate land for infrastructure development.

(xii) *Ministry of Finance and Economic Affairs*

- To collect taxes and duties as required by law;
- To facilitate financing of road safety programmes in order to achieve the goals of the national road safety policy.

(xiii) *Ministry of Foreign Affairs and International Cooperation*

To facilitate international cooperation and exchanging of experiences, technology and information on road safety in order to achieve the goals of the national road safety policy.

(xiv) *National Environment Management Council, Vice President's Office*

To enforce environment regulations on vehicle emissions.

(xv) *Institutions of Higher Learning (National Institute of Transport and Universities)*

- To conduct research and offer technical solutions on driver behaviour and mitigation;
- To carry out road safety training needs assessment;
- To prepare and conduct road safety education and training programmes;
- To collaborate with Vocational Education Training

- Authority to conduct driver training;
- To offer consultancy services to the public on road safety issues;
- To carry out applied research aimed at finding practical solutions to immediate road safety problems.

(xvi) Driving Schools

- To carry out training of new drivers;
- To provide upgrading training for drivers;
- To disseminate information regarding best practices in regard to road safety.

(xvii) Vocational Education Training Authority (VETA)

- To participate in the training of drivers;
- To participate in the training of vehicle inspectors.

(xviii) Other stakeholders

(1) Private Sector

The role of the private sector is to support the Government in road safety and resources through investing in road safety;

(2) Non-Governmental Organizations

The role of the local and international Non-Governmental Organizations is to support the Government financially and technically in road safety. In particular, the role of the Non-Governmental Organizations is to provide road safety awareness campaigns and education to the public, drivers and other road users and to disseminate information about road safety;

(3) The Public

The role of the public is to support Government efforts in road safety.

7.2 Human Resources Development

Capacity building in road safety is a pre-requisite for success of the implementation of the National Road Safety Policy. Human resources

development is a major component of capacity building. It entails having adequate well-trained manpower and equipment to enable performance of duties more effectively and efficiently. Training and research institutions have also got a vital role to play.

(a) Issues

- The present lack or shortage of adequately trained, experienced and motivated staff in road safety at all levels is one of the major reasons for poor road safety planning and implementation in Tanzania;
- Staff working in the field of road safety, like other government employees, are underpaid and the salaries are below the living wage; they also lack motivation such as timely promotions, training, allowances and other opportunities. All these act as hindrances to effective and efficient performance of their day to day activities.

(b) Objective

To develop capacity building in road safety.

(c) Policy Directions

- The Government shall encourage local and foreign investors and other financiers in the sector to train Tanzanians in essential skills;
- The Government shall encourage and appropriately reward good performance and conduct by individuals or organizations in the sector;
- The Government shall ensure that the road safety sub-sector is well staffed, and motivate road safety employees in order to make them more productive. In addition, ensure that every road authority is assigned at least a road safety engineer to ensure sustainable road safety programmes;
- The Government shall ensure that all road safety related staff are well trained in their fields of activities and continue to give particular attention to human resources development in road safety;

- The Government shall encourage the road authorities and the Police to develop and institute terms and conditions of service that are attractive and competitive and those that address issues of employees' career growth and development.

8.0 LEGAL FRAMEWORK AND LAW ENFORCEMENT

8.1 Legal framework

Traffic legislation regulates the use of public roads and provides a framework to promote and, where necessary, to enforce safer road user behaviour. This is done by requiring compliance with specified standards for the benefit of all road users. It is therefore necessary that there be a clearly defined framework of legislation supported by detailed regulations that are appropriate and relevant to the needs of modern traffic, and that permit effective enforcement to be carried out by the relevant agencies to ensure safe and orderly use of the public road network.

(a) Issues

- There are several legal frameworks which are currently used to regulate, control and guide road safety issues. These multitudes of legal frameworks conflict each other and create unnecessary confusion in matters related to the planning, management, implementation and enforcement of road safety issues. These conflicting legislations' inconsistencies have created a multiplicity of actors and overlapping roles and responsibilities. In turn, these have had the following effects: (i) they have given room for malpractices; (ii) accountability has been diffused and eroded; (iii) they have created conflicting sanctions / penalties and (iv) have failed to arrest or reduce road traffic crashes, fatalities and injuries and damage to property. These legislations include but not limited to: (a) Road Traffic Act, Cap. 168 R. E. 2002; (b) Surface and Marine Transport Regulatory Authority Act, Cap. 413 R.E. 2002; (c) Transport Licensing Act, Cap. 317 R.E. 2002; (d) Motor Vehicle Driving Schools (Licensing) Act, Cap 163 R.E. 2002; (e) The Road and Fuel Toll Act, 2002; (f) Roads Act, 2007 (Act No 13 of 2007); and (g) the various Regulations, Orders, Subsidiary legislations and rules made under each of the above principal legislations;
- The current penalty regime is ineffective at deterring high-risk offenders;

- Fines have been problematic in relation to speed management, where revenue gathering has been able to undermine the safety message as being the sole reason for speed enforcement. Speed management presents a dilemma. Speed is the single most important determinant of the extent to which everyone will be injured in a crash. Very important messages around the dangers of speeding are simply not getting through, and it is critically important that there is improvement in this area.

(b) Objective

To prevent unsafe road use behaviour through guidance from law and regulations and deterrence from sanctions.

(c) Policy Directions

- The Government shall enshrine and entrench the pillars and core values of the road safety vision into the legal framework to make them sacrosanct and thereby galvanizing society behind their practical realization;
- The Government shall encourage and support capacity building of the public sector, civil societies, media, parliament, the law enforcement institutions and others inside and outside the Government as a means of building accountability, integrity and transparency to the concerns of the public;
- The Government shall sensitize the people and raise their level of awareness as necessitated by the need to implement the road safety vision;
- The Government shall review, revise and harmonize all existing legal frameworks dealing with road safety issues in order to remove the inconsistencies and review, revise and update the existing prosecution patterns and penalty regime to identify areas needing to be revised, and weaknesses in current legal system regarding citations and prosecutions in order to protect road users and create a sound basis for future road safety activities;

- The Government shall introduce or revise speed limits after scientific assessment of stream speeds in different areas and install proper signs indicating the speed limits and Police will strengthen enforcement of speed limits through the use of appropriate technology.

8.2 Traffic law enforcement

Enforcement of traffic legislation is aimed at controlling road user behaviour by preventive, persuasive and punitive methods in order to effect the safe and efficient movement of people and goods. The primary objective of traffic law enforcement is the creation of deterrence to violators and potential violators of traffic laws and to raise the level of compliance among all drivers and road users. Effective enforcement has a direct impact on the reduction in road crashes.

(a) Issues

- There is insufficient enforcement of the existing road traffic law, regulations and rules. This has tended to reduce compliance to the law, regulations and rules; the sum total of which is increased road crashes, fatalities and injuries;
- The enforcement agencies face many practical problems like low priorities being assigned to traffic police departments, inadequacy of funds and lack of coordination among different supporting agencies;
- Police capability is hindered by lack of adequate manpower, equipment and vehicles. No adequate training in road safety has been provided for the past several years for the Police; and Police lack proper motivation and have come under criticisms for abuse of power;
- Road crashes are on sharp increase while Traffic Police lack good governance, have limited traffic management ability and inappropriate attitude towards traffic law enforcement;

- With generally low standard of road-user behaviour that exists in the country, which may in turn be due to lack of awareness of traffic regulations or to a general attitude towards road safety, it is important that adequate traffic law enforcement is provided by the Police in order to reduce road crashes. However, Police are currently obliged to spend much of their time controlling traffic, with little time available to traffic law enforcement.

(b) Objective

- To encourage safe road user behaviour by upholding traffic law, regulations and rules, educating public and punishing offenders;
- To promote road safety and develop traffic management ability to change the behaviour and image of the Traffic Police and to increase the technical resources available to them to carry out their functions.

(c) Policy Directions

- The Police shall increase the amount of enforcement activity until it is at level where road users fear being caught and punished if they break the law;
- The Police shall increase the effectiveness of enforcement, focus the law enforcement work on the main road safety problems, namely, speed, use of seat belts, use of helmets, safety for vulnerable road users and drunk driving, and ensure that enforcement is properly coordinated with awareness campaigns;
- The Government shall allocate necessary funding for investment in motivating, educating and training traffic police officers;
- The Government shall provide adequate resources, and the Police will strengthen mechanisms for the effective enforcement of the traffic law and regulations. This would include provision of a system utilizing video cameras,

with a view to prosecuting and preventing the offences of speeding and the disobeying of traffic lights;

- The Government shall give instructions to the Policemen and women to always intervene when an offence is committed in front of him/her, and where necessary the Government will involve community policing to assist the Police;
- The Government shall provide training to the Police Force that will result in friendly, courteous but firm traffic law enforcement.

9.0 FINANCING MECHANISMS FOR ROAD SAFETY PROGRAMMES AND ACTIVITIES

9.1 Mobilization of adequate financial resources for road safety

For the national road safety policy to have the envisaged effect, it must have the necessary financial backing. Consequently, the establishment of a national road safety fund is of vital importance to the success of programmes developed under a national road safety policy.

(a) Issues

- Well-targeted investment of financial resources can reduce road traffic injuries and deaths considerably. There is currently insufficient and unsustainable funding for road safety related activities;
- Budgetary processes and allocations within respective Ministries and agencies do not include allocations for road safety programmes;
- Fines and other fees collected in respect of road safety violations are collected by the government for general use in the government budget and need not necessarily be used on road safety programmes;
- The government is the only traditional source of funding and financing of the general budget and road safety activities. This arrangement is not sufficient to cater for road safety programmes.

(b) Objective

To mobilize adequate financial resources for road safety activities.

(c) Policy Directions

- The Government shall ensure that road safety activities, other than infrastructure improvements, shall be funded largely from road user charges. The Government shall set up a national road safety fund for this purpose and it

shall be administered by the Roads Fund Board. Sufficient funds shall be transferred annually to the Road Safety Fund. Disbursements from the Road Safety Fund shall require a performance agreement between the Roads Fund Board and the receiving agency. The Driver and Vehicle Examination and Licensing Agency shall be self-financing and shall derive its funds from its operations;

- The Government shall develop other sources of funds for the Road Safety Fund including (i) a proportion of the money collected through traffic fines; (ii) a levy on third party motor vehicle insurance premiums; and (iii) levies on other road user charges, such as vehicle and driver licence fees;
- The Government shall ensure that the normal budgetary processes within the relevant Ministries and agencies of government incorporate financial allocations to undertake activities developed under this policy;
- The Government shall facilitate and strengthen participation of private sector organizations, companies and associations in sponsoring road safety campaigns or other initiatives and to participate with government in undertaking activities.

9.2 Involvement of international funding agencies / institutions

(a) Issues

Bilateral and multilateral development and funding agencies have a critical role in supporting the fostering of road safety. A good number of them have been providing support, particularly through training and capacity building. However, the measures are considered inadequate. Thus, more coherent interventions are needed from their end.

(b) Objective

To enlist the support of international development and funding agencies.

(c) Policy Directions

The Government shall request bilateral and multilateral development funding agencies to provide technical as well as financial support for fostering road safety; dissemination of information on innovative and best practices and support their application and to support initiatives in creating a conducive environment for capacity building of local players in road safety.

10.0 MONITORING, EVALUATION AND REVIEW

10.1 Performance evaluation and use of indicators

It is essential to evaluate the impact of policies, strategies and actions on road safety. This will enable understanding of the level of achievement of the goals and objectives and will help in reviewing the strategies of implementation accordingly.

(a) Issues

- The review of road safety in the country has been ad hoc;
- To a large extent, it has been difficult to understand the road safety situation at any material time;
- Available information has not been reliable and is not disaggregated to enable understanding of the impact of policies on road safety;
- There are no regular technical and financial audits of road safety programmes and activities.

(b) Objective

To facilitate sustainable road safety programmes and activities.

(c) Policy Directions

- The Government shall ensure that the process of evaluation, review and monitoring is used to track down progress towards the realization of the road safety vision goals. The best way to track down such progress will be to start with the envisioned end-result and work backwards to map out the milestones;
- The Government shall develop specific performance benchmarks and measurable outputs to assist in monitoring the process of implementing the road safety vision goals;

- The Government shall review the road safety vision every five years, so as to gauge how the nation is faring and what adjustments need to be made, as part of a regular evaluation and monitoring exercise;
- The Government shall establish an efficient system of information and communication to facilitate timely monitoring and evaluation and ensuring a synergy between the various actors in society;
- The Road Safety Board shall introduce 'target – result' oriented way of working and managing road safety efforts, and formulate road safety performance indicators that will be used to review the implementation of road safety strategies;
- The Road Safety Board shall establish a mechanism to evaluate programmes developed under the policy to ensure that stated outcomes are achieved. The follow-up process would include regular reporting of achieved results, assessment of outcomes and possible adjustments of strategies and actions. The monitoring process shall be facilitated by the development of measurable goals;
- The Road Safety Board shall improve the present system for the implementation and coordination of road safety work in order to maximize efficiency, increase impact, raise awareness and create favourable conditions. The strategy to strengthen partnership and cost-effective solutions would involve all concerned stakeholders such as various agencies, organizations, the private sector and the community;
- The Road Safety Board shall carry out sound financial management systems and institute regular technical and financial audits of road safety programmes and activities.

11.0 POLICY IMPLEMENTATION

11.1 General policy implementation

It is expected that the implementation of this policy will begin immediately after its approval and publication, and that all concerned bodies and persons will begin to take steps towards successful implementation. To this end, implementation strategies and legislations will be prepared to provide the necessary guidance. The policy should be reviewed when the need arises in order to take into account new major social, political and economic developments.

The effective realization of the National Road Safety Policy hinges on two main prerequisites. These are:

- a) Formulation of implementation strategies; and
- b) Having appropriate legislations.

11.2 Priorities for implementation

This policy provides for major changes in both road safety management and the scale and nature of road safety programmes. The changes cannot all be made at once and not everything is equally important, so there is a need to set priorities. The implementation of the national road safety policy shall be carried as follows: -

- (a) Creation or enactment of the enabling legislation or legal framework under which the Road Safety Board will be established and be able to operate as a legal entity;
- (b) Creation of dedicated fund that is supplied mostly from road user charges;
- (c) Establishment of the Road Safety Board and get it working effectively;
- (d) Relevant performance indicators will be developed for the national road safety strategies for measuring the extent of achievability of the deliverables expected of an implementing agency;

- (e) Improvement of road user behaviour through integrated publicity and enforcement campaigns. Issues that impact on road safety in the country must be communicated widely to all stakeholders who will be sensitized to contribute their quota for the vision to be realized. Thus, massive public education campaigns will be carried out to herald the implementation of the new policy and strategies.

11.3 Interim arrangements for improving road safety

In the interim period, the following actions will be undertaken:

- (a) The Ministry of Home Affairs will ensure that all road crashes reported to the Police are registered on report forms, and consolidated reports are passed on to the Ministry of Infrastructure Development and Road Authorities for appropriate use and design of countermeasures;
- (b) The Police Force will implement sustainable systematic enforcement of the traffic regulations and rules on the most crash-prone roads of Dar es Salaam, Coast , Arusha and Mbeya regions;
- (c) The National Institute of Transport will offer courses in safe driving to commercial drivers in the most crash-prone regions of Dar es Salaam, Coast, Arusha and Mbeya.

12.0 CONCLUSION

This national road safety policy indicates a broad outline of the measures to be taken and addresses most of the pertinent issues pertaining to road safety in the country. It suggests measures to facilitate the reduction of road crashes. More specifically, it:-

- (a) accommodates both economic and political reforms being undertaken by the country. This is aimed at ensuring economic and social stability;
- (b) contains proposals for streamlining the institutional framework for planning and management of road safety. The policy has also clearly identified roles of different stakeholders. Non-bureaucratic road safety planning and management, improved efficiency and accountability of responsible institutions would be the outcome of this policy;
- (c) clarifies and puts in their proper contextual framework policy statements in the National Transport Policy, the National Construction Policy and the Roads Act, 2007 which relate to road safety;
- (d) charts out a vision on road safety;
- (e) examines the legislations which relate to or have implications to road safety and recommends harmonization of conflicting clauses in different laws.

In brief, this policy presents a desirable and workable approach towards sustainable road safety in the country, provided that all actors and stakeholders support it at all levels. The successful implementation of this national road safety policy will depend on the existence of conducive institutional and legal frameworks for its implementation, and availability of adequate resources and capacity at all levels of implementation. It will also require cooperation and coordination of all actors, and on the efforts of all stakeholders involved and interested in road safety. The Government will take responsibilities to educate, raise awareness and communicate with the public on this policy and laws pertaining to road safety.

The Government will promote and welcome support from national, regional and international communities in the management and development of road safety and will cooperate with any party interested in road safety.

APPENDIX 1

ROAD NETWORK OF TANZANIA MAINLAND

S/No	Road Class	Length in kilometers		
		Paved	Unpaved	Total
1	Trunk roads	3,914	6,021	9,935
2	Regional roads	328	18,630	18,958
3	District roads	30	25,845	25,875
4	Feeder roads	0	27,782	27,782
5	Urban roads	470	1,980	2,450
Total		4,742	80,258	85,000

Source: *Tanroad's Report No 3 for 1st January, 2008 to 31st March, 2008 and Ministry of Communications and Transport – Review of Development, Policies and Performance of Transport Sector [May, 2004]*

APPENDIX 2 NUMBER OF REGISTERED VEHICLES

S/No	Vehicle category	Number of vehicles registered		
		December, 2005	December, 2006	December, 2007
1	Motorcycles (less than 3 wheels)	31,006	47,888	76,282
2	Motor Tricycles	369	639	1,089
3	Light passenger vehicles (less than 12 passengers)	113,138	148,872	171,821
4	Heavy passenger vehicles (12 or more persons)	18,943	24,443	27,200
5	Light load vehicles (GVM 3500 kg or less)	30,018	38,022	43,712
6	Heavy load vehicle (GVM>3500kg)	27,649	37,064	43,811
7	Trailers	4,491	7,220	9,014
8	Agricultural tractor	4,271	5,836	7,074
9	Agricultural trailer	45	77	89
10	Construction equipment	1,030	1,378	1,741
11	Others	237	273	310
Total		231,197	311,712	382,152

- Note: (1) Government vehicles and donor funded projects vehicles together with Police and Military vehicles are not part of this table
- (2) A computerized vehicle register is in operation since July, 2003 and is gradually expanding. For the first two years July 2003 to July 2005 the registration of vehicles under the new system was carried out in selected regions of Dar es Salaam, Arusha and Mwanza and was a grace period in which vehicle owners were at liberty to register or not to register their vehicles under the new system. Vehicle owners could maintain their old registration numbers issued under the old system. However, starting the end of 2005 onwards, registration of vehicles under the new computerized system became mandatory and covered the entire country and, hence the significant increases of registered vehicles portrayed by the statistics for the period 2005 – 2007.

Source: Tanzania Revenue Authority as quoted by the Ministry of Infrastructure Development in Transport, Construction and Meteorology Sector Statistics and Information, June, 2008 at page 18

APPENDIX 3

REPORTED ROAD CRASHES, FATALITIES AND INJURIES PER YEAR FOR THE PERIOD 1977 – 2008 FOR TANZANIA MAINLAND

Year	Crashes		Fatalities		Injuries	
	Total number	Percent increase	Number	Percent increase	Number	Percent increase
1977	6,410		878		6,051	
1978	7,625	+18.95	760	-15.53	5,556	-8.91
1979	6,209	-18.57	1,016	+25.20	5,193	-6.53
1980	7,865	+26.67	954	-6.50	6,381	+18.61
1981	9,274	+17.91	960	+0.63	6,126	-4.16
1982	7,034	-24.15	843	-13.88	5,897	-3.88
1983	6,494	-7.68	927	+9.06	6,126	+3.74
1984	7,082	+9.05	1,021	+9.21	6,670	+8.16
1985	8,119	+14.64	1,071	+4.67	7,613	+12.39
1986	7,596	-6.44	1,062	-0.85	7,375	-3.23
1987	9,674	+27.36	1,117	+4.92	7,937	+7.08
1988	9,538	-1.41	1,256	+11.07	9,283	+14.50
1989	9,925	+4.06	1,080	-16.30	8,139	-14.06
1990	10,107	+1.83	1,059	-1.98	9,910	+17.87
1991	10,611	+4.99	1,129	+6.20	10,249	+3.31
1992	11,865	+11.82	1,367	+17.41	11,406	+10.14
1993	12,595	+6.15	1,483	+7.82	11,513	+0.93
1994	13,781	+9.42	1,548	+4.20	12,377	+6.98
1995	13,747	-0.25	1,663	+6.92	12,625	+1.96
1996	14,050	+2.20	1,809	+8.07	12,515	-0.88
1997	14,335	+2.03	1,625	-11.32	12,490	-0.20
1998	12,234	-14.66	1,583	-2.65	11,381	-9.74
1999	13,478	+10.17	1,612	+1.80	12,845	+11.40
2000	14,548	+7.94	1,737	+7.20	14,094	+8.86
2001	13,877	-4.61	1,866	+7.27	12,568	-10.83
2002	15,490	+11.62	1,994	+6.86	15,150	+20.54
2003	16,664	+7.58	2,155	+8.07	16,825	+11.06
2004	17,039	+2.25	2,366	+9.79	17,231	+2.41
2005	16,388	-3.82	2,430	+2.70	16,286	-5.48
2006	17,677	+7.87	2,884	+18.68	15,676	-3.75
2007	17,753	+0.43	2,594	-10.06	16,308	+4.03
2008	20,615	+16.12	2,905	+11.99	17,861	+9.52
Total	379,699	-	48,754	-	347,657	-

Source: Traffic Police Headquarters and Road Safety Programme Final Document (July 1996) and Traffic Police Annual Reports

APPENDIX 4

TREND IN ROAD TRAFFIC FATALITIES DISTRIBUTION BY ROAD USER GROUPS FOR THE PERIOD 2000 – 2008

Road user category	Number of fatalities										Total	%
	2000	2001	2002	2003	2004	2005	2006	2007	2008	2008		
Passengers	658	781	875	971	1,024		1,154	837	875	7,175	NA	
Pedestrian	630	630	653	682	756		1,083	980	1,080	6,494	NA	
Drivers	127	237	249	260	283		160	155	152	1,623	NA	
Cyclists	231	143	152	174	206		398	435	516	2,255	NA	
Motor cyclists	91	75	65	68	93		89	187	282	950	NA	
Total	1,737	1,866	1,994	2,155	2,366	2,430	2,884	2,594	2,905	20,931	NA	

Source: Traffic Police Reports (Headquarters)

APPENDIX 5

REGIONAL * DISTRIBUTION OF ROAD CRASHES, FATALITIES AND INJURIES FOR THE YEAR 2007

S/N	Name of Region	Number of reported road crashes	Number of road crashes involving fatalities	Number of fatalities	Number of injuries
1	Arusha	1,458	129	148	511
2	Dodoma	306	69	92	410
3	Ilala	2,413	89	89	1,630
4	Iringa	324	123	148	504
5	Kagera	265	78	79	243
6	Kigoma	351	51	53	479
7	Kilimanjaro	330	133	149	539
8	Kinondoni	4,183	208	208	2,411
9	Lindi	116	36	39	109
10	Manyara	192	18	39	330
11	Mara	348	83	89	474
12	Mbeya	1,136	231	317	1,090
13	Morogoro	599	109	138	968
14	Mtwara	330	36	38	407
15	Mwanza	674	167	189	562
16	Coast	1,053	197	244	1,688
17	Rukwa	311	30	33	342
18	Ruvuma	367	62	64	410
19	Shinyanga	608	93	98	553
20	Singida	147	46	82	352
21	Tabora	445	50	54	521
22	Tanga	193	102	118	350
23	Temeke	1,604	84	86	1,425
Total		17,753	2,224	2,594	16,308

*Note: * According to Police Force Administration, Kinondoni, Ilala and Temeke Districts in Dar es Salaam Region are counted as regions for Police administrative purposes*

Source: Traffic Police Reports (Headquarters)

APPENDIX 6

MONTHLY GENDER DISTRIBUTION OF TRAFFIC FATALITIES AND INJURIES FOR THE YEAR 2007

Month	Number of traffic fatalities			Number of traffic injuries		
	Male	Female	Total	Male	Female	Total
January	177	42	219	870	369	1,239
February	158	48	206	867	347	1,214
March	154	45	199	938	378	1,316
April	146	53	199	1,008	376	1,384
May	138	36	174	947	326	1,273
June	201	52	253	1,172	494	1,666
July	170	46	216	1,019	427	1,446
August	178	57	235	1,109	424	1,533
September	188	52	240	713	321	1,034
October	172	44	216	939	385	1,324
November	183	53	236	1,017	368	1,385
December	160	41	201	1,078	416	1,494
Total	2,025	569	2,594	11,677	4,631	16,308

Source: Traffic Police (Reports) Headquarters

APPENDIX 7

STATISTICS OF VEHICLES INVOLVED IN ROAD CRASHES IN 2007

Region	Private Vehicles	PSV Buses	PSV Daladala	PSV Taxi	PSV hire	HDV trailer	Motor-Cycles	Pedal cycles	Pickup	Total
Arusha Coast	718 345	6 172	110 55	15 0	428 28	5 160	70 250	151 77	25 200	1,528 1,287
Dodoma	108	34	22	16	5	75	72	59	30	421
Ilala	2,246	14	568	67	25	266	189	91	371	3,837
Iringa	61	31	23	20	26	56	24	45	49	335
Kagera	53	12	34	6	18	32	46	24	27	252
Kigoma	122	27	48	23	4	59	28	64	18	393
Kilimanjaro	141	34	44	2	4	85	39	23	24	396
Kinondoni	2,894	11	654	362	319	40	80	122	1,844	6,326
Lindi	38	10	0	4	0	38	5	12	9	116
Manyara	42	45	0	0	0	31	30	42	0	190
Mara	94	18	28	42	28	50	53	43	18	374
Mbeya	329	90	239	159	104	150	75	148	161	1,455
Morogoro	233	57	50	14	69	56	56	62	19	616
Mtwara	108	21	0	15	15	21	90	70	18	358
Mwanza	192	80	106	26	72	121	23	92	72	784
Rukwa	63	1	6	24	0	50	20	76	107	347
Ruvuma	98	46	45	45	18	11	96	89	32	480
Shinyanga	145	55	27	28	67	115	90	92	7	626
Singida	24	33	1	6	1	60	14	8	8	155
Tabora	80	49	5	33	6	77	139	132	21	542
Tanga	60	31	12	2	0	33	24	41	31	234
Temeke	987	12	501	14	0	424	170	97	253	2,458
Total	9,181	889	2,578	923	1,237	2,015	1,683	1,660	3,344	23,510
Total %	39.05	3.78	10.97	3.93	5.26	8.57	7.16	7.06	14.22	100.00

Source: Traffic Police Headquarters Report - 2007

APPENDIX 8

CAUSES OF ROAD CRASHES FOR THE YEAR 2007 ON REGIONAL BASIS

Region	Dangerous driving	Mechanical defect	Pedestrians' mistakes	Motor cyclists' mistakes	Pedal cyclists' mistakes	High speed	Alcohol	Other	Total
Arusha	861	182	187	0	68	90	0	70	1,458
Coast	642	91	47	43	42	72	34	82	1,053
Dodoma	142	26	25	39	33	21	0	20	306
Ilaia	455	299	18	6	18	378	4	1,235	2,413
Iringa	239	17	7	21	28	5	6	1	324
Kagera	154	28	11	27	25	12	4	4	265
Kigoma	237	32	23	7	23	9	0	20	351
Kinondoni	2,254	726	50	54	78	114	105	802	4,183
Kilimanjaro	183	15	5	18	15	77	0	17	330
Lindi	61	0	3	0	21	25	0	6	116
Mara	123	24	29	25	44	50	0	53	348
Manyara	90	7	10	15	15	0	30	25	192
Mbeya	156	34	77	82	134	173	0	480	1,136
Morogoro	348	89	32	29	45	12	0	76	599
Mtwara	137	18	20	34	58	6	12	45	330
Mwanza	368	25	23	30	63	29	8	45	674
Rukwa	207	19	19	24	41	0	0	1	311
Ruvuma	93	49	32	54	41	34	0	64	367
Shinyanga	261	93	40	44	93	4	38	35	608
Singida	96	11	3	8	4	0	0	25	147
Tabora	159	27	36	80	90	0	0	53	445
Tanga	42	15	8	18	29	53	0	28	193
Temeke	862	59	135	96	56	79	79	238	1,604
Total	8,170	1,886	840	754	1,064	1,243	320	4,425	17,753
Total (%)	47.00	10.00	4.70	4.20	5.90	8.00	1.80	19.00	100.00

Note: Other includes road environment

Source: Traffic Police Headquarters Report - 2007

APPENDIX 9

REGIONAL * DISTRIBUTION OF ROAD CRASHES, FATALITIES AND INJURIES FOR THE YEAR 2008

S/N	Name of Region	Number of reported road crashes	Number of road crashes involving fatalities	Number of fatalities	Number of injuries
1	Arusha	1,700	136	152	776
2	Dodoma	295	93	112	397
3	Ilala	2,534	81	86	1,627
4	Iringa	215	107	130	235
5	Kagera	230	110	118	361
6	Kigoma	384	52	58	487
7	Kilimanjaro	1,228	129	147	622
8	Kinondoni	4,545	192	202	2,558
9	Lindi	141	53	82	411
10	Manyara	190	36	36	268
11	Mara	268	90	105	449
12	Mbeya	852	206	304	1,038
13	Morogoro	1,464	166	223	1,659
14	Mtwara	339	49	50	471
15	Mwanza	655	180	204	626
16	Coast	999	180	224	1,462
17	Rukwa	342	37	41	335
18	Ruvuma	383	54	72	607
19	Shinyanga	779	115	122	657
20	Singida	208	69	112	431
21	Tabora	723	70	76	592
22	Tanga	205	133	152	270
23	Temeke	1,936	91	97	1,522
Total		20,615	2,429	2,905	17,861

Note: * According to Police Force Administration, Kinondoni, Ilala and Temeke Districts in Dar es Salaam Region are counted as regions for Police administrative purposes

Source: Traffic Police Reports (Headquarters)

APPENDIX 10

STATISTICS OF VEHICLES INVOLVED IN ROAD CRASHES IN 2008

Region	Private Vehicles	PSV Buses	PSV Daladala	PSV Taxi	PSV hire	HDV trailer	Motor-Cycles	Pedal cycles	Pickup	Total
Arusha	600	200	100	250	150	100	30	370	100	1,900
Coast	322	125	63	17	52	290	167	122	102	1,260
Dodoma	73	23	30	17	15	72	57	61	26	374
Ilaala	2,433	18	668	4	7	251	249	127	336	4,093
Iringa	54	30	17	4	13	47	23	17	31	236
Kagera	51	7	18	6	2	26	40	38	34	222
Kigoma	108	29	48	35	3	61	41	51	33	409
Kilimanjaro	316	60	117	35	48	172	143	155	96	1,142
Kinondoni	3,076	24	544	393	350	42	191	181	2,574	7,375
Lindi	42	12	0	0	20	21	17	33	145	290
Manyara	40	30	0	0	0	40	40	40	0	190
Mara	48	30	32	7	12	42	117	62	14	364
Mbeya	232	219	136	0	171	144	141	127	64	1,234
Morogoro	368	36	292	154	241	331	43	36	82	1,583
Mtwara	81	14	8	7	18	24	150	82	39	423
Mwanza	180	50	96	43	55	116	101	75	68	784
Rukwa	27	22	15	32	21	23	55	65	107	367
Ruvuma	83	27	43	48	16	28	139	48	49	481
Shinyanga	136	54	25	35	28	84	202	199	43	806
Singida	48	33	7	8	9	83	20	26	14	248
Tabora	83	50	8	28	4	89	272	196	43	773
Tanga	68	34	6	0	2	44	42	38	28	262
Temeke	1,241	11	601	13	0	532	226	120	140	2,884
Total	9,710	1,138	2,874	1,136	1,237	2,662	2,506	2,269	4,168	27,700
Total %	35.00	4.00	10.00	4.00	5.00	10.00	9.00	8.00	15.00	100.00

Source: Traffic Police Headquarters Report - 2008

APPENDIX 11

CAUSES OF ROAD CRASHES FOR THE YEAR 2008 ON REGIONAL BASIS

Region	Dangerous driving	Mechanical defect	Pedestrians' mistakes	Motor cyclists' mistakes	Pedal cyclists' mistakes	High speed	Alcohol	Other	Total
Arusha	450	50	590	30	200	250	60	70	1,700
Coast	559	85	47	92	32	79	87	18	999
Dodoma	131	20	35	37	31	11	8	22	295
Ilala	604	315	870	26	24	322	81	292	2,534
Iringa	144	12	10	21	10	5	4	9	215
Kagera	79	18	28	18	32	35	12	8	230
Kigoma	187	30	22	21	36	40	28	20	384
Kinondoni	2,543	909	195	165	125	59	351	198	4,545
Kilimanjaro	362	138	156	159	109	149	95	60	1,228
Lindi	76	8	10	9	18	6	7	7	141
Mara	123	15	30	25	37	14	9	15	268
Manyara	65	30	11	33	20	10	6	15	190
Mbeya	140	92	189	67	81	90	104	89	852
Morogoro	432	179	200	43	36	112	304	158	1,464
Mtwara	104	18	20	94	23	15	31	34	339
Mwanza	366	30	26	45	47	84	41	16	655
Rukwa	160	28	11	48	55	10	18	12	342
Ruvuma	76	62	28	76	34	22	18	67	383
Shinyanga	240	52	119	98	100	81	72	17	779
Singida	121	13	14	11	11	20	6	12	208
Tabora	130	29	142	174	109	42	72	25	723
Tanga	85	12	14	32	29	13	7	13	205
Temeke	1,329	65	109	77	60	72	200	24	1,936
Total	8,506	2,210	2,876	1,401	1,259	1,541	1,621	1,201	20,615
Total (%)	41.26	10.72	13.95	6.80	6.11	7.48	7.85	5.83	100.00

Note: Other includes road environment

Source: Traffic Police Headquarters Report - 2008

