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Dear Madam Speaker,

PERFORMANCE AUDIT REPORT OF THE AUDITOR-GENERAL ON ROAD SAFETY IN GHANA

I have the honour to submit to you for presentation to Parliament my performance audit report on road safety in Ghana, in pursuance of Article 187(5) of the 1992 Constitution of the Republic of Ghana and Section 13(e) of the Audit Service Act 2000, Act 584. The Audit Service Act mandates my office to audit programmes and activities of public offices to ensure economy, efficiency and effectiveness in the use of resources.

2. Performance auditing was introduced into the Ghana Audit Service in 2001 as part of a capacity building project which was funded by the European Union. Officers who have been professionally trained in conducting performance audits to internationally recognised standards prepared this report. The team that carried out the audit comprised Mr. S. A. K. Quist, Director of Audit (Leader), Ms Monalisa Lotsu, Senior Auditor, Ms Cynthia Ohene-Wiafe and Mr. Alfred Ankrah, both Auditors, under the supervision of Mr. Augustine. R. K. Boadu, Deputy Auditor-General.

3. In a rapidly changing society such as ours, there is the need for performance auditing, since the inherent incentives for improvements
are limited in the public sector compared to the private one. The performance audit process results in recommendations, which initiate a process of renewal and change, leading to greater efficiency and effectiveness in government administration. Depending on the extent of coverage and complexity, it normally takes between six and twelve months to complete one performance audit, thus making it more expensive than the traditional audits. Effective performance audits can lead to better use of resources by public bodies and provide support to democratic governments by bringing about accountability, transparency, improved operations and better decision-making.

4. I would like to thank my staff for the preparation of this report and the staff of the Ghana Road Safety Commission and its key players for the assistance offered to my staff during the period of the audit.

5. I trust that this report would meet the approval of Parliament.

Yours sincerely,

RICHARD Q. QUARTEY
AUDITOR-GENERAL

THE RT. HON. SPEAKER
OFFICE OF PARLIAMENT
PARLIAMENT HOUSE
ACCRA
EXECUTIVE SUMMARY

Road transportation is the dominant mode of transporting goods and people in Ghana. Consequently, the Government established the National Road Safety Commission (NRSC) in 1999 to develop programmes to promote road safety in the country and to coordinate policies related to safety on the roads. In 2001, the Ministry of Transport (MoT) and the NRSC launched the first National Road Safety Strategy (NRSS I) covering the period 2001 to 2005. This strategy provided a framework for coordinated efforts in reversing the upward trend in road traffic accidents and casualties. In 2006, another strategy- NRSS II- was launched to provide for a coordinated national effort in developing and implementing best practices and effective countermeasures as regards road safety.

2. The purpose of the audit was to examine the effectiveness of road safety measures that NRSC and its stakeholders/key players have put in place. The audit concluded that even though NRSC has successfully implemented some safety measures, it has been unable to meet the targets it has set for itself.
3. The audit was based on interviews, inspection and review of documents. It covered the period 2003 to 2007. The team visited three regions and held discussions with NRSC and its key players.

4. The report came up with recommendations for the improvement of the following conditions found during the audit:

- inadequate enforcement of road traffic laws and regulations;
- deficiency in vehicle fitness (road safety factors);
- public education;
- slow pace in the improvement of hazardous sections of our roads; and
- inadequate ambulance services.

Improving the enforcement of traffic laws and regulations

5. Insufficient capacity and resources to deal with road safety situations has resulted in inadequate enforcement of road traffic laws and regulations. To improve the enforcement of road traffic laws and regulations, we recommend that:

- the Police Service should include in its budget, the cost of tools like radar guns, breathalysers, red light buttons and height gauges to augment the ones supplied by NRSC;
- the Police Service, through the Minister of Interior, should appeal to corporate institutions to provide funding to help the Service acquire more tools and to carry out training programmes;
• the Police training school should include in its curriculum courses on enforcement and road safety issues;
• the Police should, as a matter of urgency, embark on its planned recruitment of more personnel to strengthen the Motor Transport and Traffic unit (MTTU);
• the Police should use the Police Council to prevail on Parliament to enact the enabling Legislative Instrument to back the Road Traffic Act 2004, Act 683; and
• The Department of Driver and Vehicle Licence Authority (DVLA), with the backing of the Police, should resume the checking of vehicles on the roads.

Ensuring vehicle fitness (road safety factors)
6. We concluded that deficiencies on vehicles are not effectively checked by DVLA. To ensure vehicle fitness, we recommend to DVLA to:
   • provide the necessary tools to staff to enable them conduct roadworthy checks on vehicles; and
   • strictly adhere to the criteria for the conversion of vehicles.

Improving public education
7. NRSC has not been able to adequately fund public education during the years under review. To sustain public education on road safety, we recommend that:
• the key players should make provision in their budgets to enable them conduct public education to supplement NRSC’s efforts;
• since over 90% of road accidents are caused by human behaviour, NRSC should prioritise and concentrate more of its resources on public education;
• NRSC should provide more funding for its regional offices to enable them carry out their activities effectively;
• the Government should review road tolls that had not been reviewed since 1999 to enable the Road Fund provide more funding for NRSC;
• the Road Fund should consider increasing the percentage of its funding (probably to two percent to enable NRSC cater for most of its road safety activities); and
• NRSC should ensure that its deliverables are specific and measurable to ascertain whether set targets have been achieved.

Increasing the pace in the improvement of hazardous sections of roads

8. The audit established that GHA has not been able to execute most of its road safety activities as it should. There are also delays in the maintenance of roads and the rehabilitation and fixing of traffic
lights. To increase the pace in the improvement of hazardous sections of roads, we recommend that:

- GHA should expedite action on the proposed installation of the outstanding 14 weighbridges left to forestall deterioration of roads;
- the Department of Urban Roads (DUR), the Ghana Highway Authority (GHA) and the Department of Feeder Roads (DFR) which are responsible for roads in the country, should abide by their own laid down maintenance schedules;
- MTTU should ensure that motorists who knock down traffic lights bear the cost as demanded by law; and
- DUR should consider installing other effective types of road traffic lights.

Providing an effective National Ambulance Service

9. The main challenge facing National Ambulance Service (NAS) is that an Act on the National Ambulance Service has not been passed. This condition has created operational problems. To provide an effective nation-wide ambulance service, we recommend to NAS to:

- prevail upon the authorities and Parliament to pass the National Ambulance Service bill to enable the Service prepare its own budget and programmes;
• expedite action to provide the appropriate amount of petrol coupons on time to the ambulance stations;
• provide more ambulances for the regions;
• support accredited workshops in the regions where the ambulances should be maintained, instead of driving faulty vehicles long distances to Accra to be worked on. Additionally, a form that clearly lists the faults on the ambulances should accompany the vehicles; and
• heads of ambulance stations should also ensure that the vehicles conform to the maintenance schedules;
CHAPTER ONE
INTRODUCTION

1.0 Reasons for the audit
Road transportation is the dominant mode of transporting goods and people in Ghana. Over the past decade, the Government of Ghana has pursued comprehensive road infrastructural development and maintenance programmes with the aim of improving the entire road network in the country. With the increasing road network, the number of fatalities has also been on the rise leading to concerns for road safety.

2. The Government established the NRSC in 1999 to develop programmes aimed at promoting road safety in the country and to coordinate policies relating to safety on the roads. In 2001, the Ministry of Transport and the NRSC launched the first National Road Safety Strategy covering the period 2001 to 2005, (NRSS I) which provided a broad framework for coordinated efforts in reversing the upward trend in road traffic accidents and casualties. In 2006, another strategy - NRSS II was launched to provide a broad framework for a coordinated national effort in developing and implementing best practices and cost effective counter measures as regards road safety.
3. Despite these interventions, road accidents and casualties have been increasing. An average of 1,600 deaths and over 15,000 injuries are recorded annually through road traffic accidents in Ghana. This costs the nation 1.6% of its Gross Domestic Product (GDP), translating into $165 million.\footnote{NRSC 2006 and 2007 annual reports.}

4. The Auditor-General commissioned a performance audit to find out how effectively NRSC’s activities and programmes are carried out to achieve the objective of reducing road accident fatalities to a single digit by 2015.

1.1 Purpose and scope of the audit

5. We carried out the audit to examine the activities and programmes undertaken by the NRSC and its key players in ensuring safety on our roads. The purpose of the audit was to examine the effectiveness of road safety measures put in place by NRSC and its stakeholders. The study covered the period 2003 to 2005 to ascertain the challenges that were encountered during Strategy I. The study also covered 2006 to 2007 for the first two years of Strategy II to find out whether problems that were encountered in Strategy I were being addressed in Strategy II.

6. The study thus covered the period 2003 to 2007. The audit was carried out in four regions: Greater Accra, Volta, Ashanti and
Northern from May to November 2008. The regions were chosen because a large portion of the accident-prone roads, as identified by NRSC, lies within those regions. At the central and regional levels, we interacted with NRSC and its stakeholders/key players to know their views on road safety issues in the country.

1.2 Methods and implementation
7. We adopted the following methods in gathering our audit evidence: review of documents, interviews and inspection.

Review of documents
8. The objective of reviewing documents was to obtain and analyse data on the trend of road accidents in the country during the period covered by the audit and also to review the report on Strategy 1 and any other information relevant to the issue of road safety. A list of documents reviewed is presented as Appendix “1”.

Interview
9. We conducted interviews in four regions. We interviewed heads of NRSC and its key players, Ghana Private Road Transport Union (GPRTU) and commercial drivers to ascertain the challenges they face as related to road safety and to find out whether the lessons learned from the two strategies had been beneficial.
Inspection
10. We inspected 10 commercial vehicles at Ho, 13 in Tamale and 77 in Tema to determine if they conform to the roadworthy criteria on seatbelts, seats, vehicle tyres, etc. that were laid down by DVLA. The vehicles counted in Ho and Tamale were the only vehicles at the two stations at the time of inspection. The vehicles in Tema were picked at random.
CHAPTER TWO

DESCRIPTIVE CHAPTER

2.0 Historical background

11. In 2001, MoT and NRSC launched the first five-year National Road Safety Strategy for the period 2001 to 2005 (NRSS 1). The strategy created a broad framework for coordinated interventions in road safety with the view to reversing the upward trends in road traffic accidents and casualties in the country over the period 2001 to 2005. NRSS I charged NRSC and other stakeholders with the following specific responsibilities aimed at enhancing the work of NRSC in achieving these objectives. Table 1 shows the road safety intervening responsibilities that the various key players were charged with:

Table 1: Key players and their responsibilities

<table>
<thead>
<tr>
<th>Institution</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministry of Transport</td>
<td>Policy direction and institutional support</td>
</tr>
<tr>
<td>National Road Safety Commission</td>
<td>1) National planning of road safety activities</td>
</tr>
<tr>
<td></td>
<td>2) Road safety education, training and information</td>
</tr>
<tr>
<td></td>
<td>3) Coordination of National Road Safety Strategy</td>
</tr>
<tr>
<td>Building and Road Research Institute (BRRI)</td>
<td>RTA data collection, analysis and maintenance.</td>
</tr>
<tr>
<td>Driver and Vehicle Licensing Authority (DVLA).</td>
<td>Development and enforcement of safe driver and vehicle standards</td>
</tr>
<tr>
<td>Institution</td>
<td>Responsibility</td>
</tr>
<tr>
<td>-------------</td>
<td>----------------</td>
</tr>
<tr>
<td>Motor Traffic and Transport Unit (MTTU) of Ghana Police Service</td>
<td>Enforcement of road traffic rules and regulations</td>
</tr>
<tr>
<td>Ghana Highway Authority (GHA)</td>
<td>Development, construction and maintenance of safe urban highways.</td>
</tr>
<tr>
<td>Department of Urban Roads (DUR)</td>
<td>Development, construction and maintenance of safe urban roads.</td>
</tr>
<tr>
<td>Department of Feeder Roads (DFR)</td>
<td>Development, construction and maintenance of safe feeder roads.</td>
</tr>
<tr>
<td>National Ambulance Service (NAS)</td>
<td>Provision of emergency response services for crash victims.</td>
</tr>
<tr>
<td>Non Government organisations (NGOs)</td>
<td>Promotion and advocacy for road safety</td>
</tr>
</tbody>
</table>

*Source: NRSS 11 report*

12. The NRSS 1 ended in December 2005. In February 2006, an evaluation that was carried out revealed that the strategy had been useful for developing and managing road safety efforts in the country over the review period. The achievements included:

- increased awareness among policymakers, civil society and the public;
- transformed driver licensing and vehicle inspection processes;
- enactment of a new road traffic act; and
- enhanced road design, construction and maintenance
13. Despite the achievements at the end of 2005, the level of road accidents were still rising, an indication that the strategy did not fully achieve its objectives. The review found that the following major challenges prevented the full implementation of the interventions in NRSS 1:

- inadequate enforcement of Road Traffic Laws and Regulations by MTTU and DVLA;
- GHA’s slow pace in the improvement of hazardous sections and spots on our roads, particularly on our trunk roads;
- collaboration and coordination between key players (stakeholders) was weak; and
- NRSC and key players’ over dependency on donor support for implementation of road safety programmes and projects.

14. To address these weaknesses, NRSS II under the leadership of NRSC, was thus launched covering the period 2006 to 2010, to effectively mobilise resources and redirect efforts to improve safety for pedestrians and vehicle occupants (passengers) who constitute about 65% of total accident fatalities in the country.
2.1 **Statutory mandate**

15. The National Road Safety Act, 1999, Act 567 established NRSC to plan, develop and promote road safety for all categories of road users across the country.

**Broad functions of NRSC**

16. The broad functions of NRSC are to:

- undertake nationwide planning, development and implementation of road safety education, publicity and campaign;
- coordinate, monitor and evaluate road safety activities, programmes and strategies;
- develop and maintain a comprehensive database on road traffic accidents and publish reports related to road safety; and
- set standards for road safety equipment and ensure their compliance.

**Corporate vision for road safety**

17. The Commission’s vision is to become a reputable organisation with a highly motivated staff committed to reducing Ghana’s road traffic crash fatality to a single digit.
Mission statement

18. The NRSC exists to promote best road safety practices for all categories of road users through the conceptualisation, design, implementation and monitoring of data-led road safety interventions.

2.2 Goals and objectives

19. The NRSC seeks to provide leadership in the development and implementation of measures that will reduce road traffic accident fatalities on a year-on-year basis with a view to reducing road traffic deaths in the country from the current annual average of 1,600 to less than 1,000 and to achieve a single digit fatality rate by the year 2015. Specific objectives it seeks to achieve are to:

   a. encourage the development of road safety education as part of the curriculum and the training of teachers (trainers) in road safety;
   b. carry out special projects for the improvement of road safety;
   c. co-ordinate, monitor and evaluate road safety activities, programmes and strategies;
   d. act in liaison and co-operation with government agencies, the Driver and Vehicle Licensing Authority and such other bodies as it may determine to promote road safety;
   e. conduct investigations into road safety issues and advise the Minister on them;
f. develop and maintain a comprehensive data base on road safety for the information of the public;
g. develop a long term road safety plan; and
h. set standards for road safety equipment in consultation with the Building and Road Research Institute (BRRI), Ghana Standards Boards and other bodies with relevant knowledge and expertise on road safety and ensure compliance with the standards.

20. In Ghana, the sector ministry (MoT) provides the broad framework for management of road safety. Within the policy framework, the NRSC plays the coordinating role that brings the efforts of all key players together to facilitate the implementation of road safety activities and programmes. “The NRSC will guide and encourage the stakeholders (Key players) through board meetings and direct contacts, and the NRSC will also facilitate the preparation and implementation of the key players’ detailed action plans. Results of the overall strategy will be prepared, evaluated and publicised”.

21. The NRSC translates strategies agreed at such fora into action plans for every key player. NRSC, under the strategy has the primary function to coordinate, monitor and evaluate road safety activities. This role is grouped into categories namely:

---

7 NRSC 1 Report, page 67
NRSC co-ordinates, monitors and evaluates road safety activities, programmes and strategies

22. An annual conference is held for all road safety key players where current issues relevant to road safety are discussed to ensure that all key players are informed about ongoing initiatives.

NRSC undertakes nation-wide planning and development of road safety education

23. To raise awareness and to improve the behaviour of different groups through public campaigns, NRSC undertakes various traffic accident interventions through different activities at the regional and national levels.

NRSC develops and maintains a comprehensive database on road traffic accidents and publishes reports related to road safety

24. The NRSC also collaborates with BRRI in Kumasi. Data on accidents are provided by MTTU in the regions to BRRI periodically which is processed to support other stakeholders with up-to-date accident information, statistics and research.

NRSC’s assistance to MTTU

25. The NRSC assists the Police in enforcement by providing basic equipment (breathalysers, height gauges and speed radar guns) to improve their services. More details about NRSC and stakeholders can be found in Appendix “2”.
2.3 **Funding**

26. The sources of funds for NRSC are:
   - Consolidated Fund;
   - Road Fund Board;
   - National Insurance Commission;
   - Danish International Development Agency (DANIDA);
   - International Development Agency (IDA); and
   - Corporate donations, projects.

27. Table 2 shows the details of NRSC’s annual budget and sources of funding. The Road Fund and DANIDA continue to be the main sources of funding for NRSC, contributing 66% and 80% of total funding in 2006 and 2007 respectively. In 2007, the total amount received declined by GH¢ 45,000 (2.8%) over that of 2006.

**Table 2: Funding for NRSC from 2003 to 2007**

<table>
<thead>
<tr>
<th>Sources of funds</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>GHC</td>
<td>GHC</td>
<td>GHC</td>
<td>GHC</td>
<td>GHC</td>
<td>GHC</td>
</tr>
<tr>
<td>Consolidated Fund (GOG)</td>
<td>53,700</td>
<td>52,600</td>
<td>80.5</td>
<td>205,400</td>
<td>167,400</td>
<td>559,600</td>
</tr>
<tr>
<td>Road Fund</td>
<td>180,000</td>
<td>449,500</td>
<td>400,100</td>
<td>498,900</td>
<td>448,300</td>
<td>1,976,800</td>
</tr>
<tr>
<td>Nat. Insurance Commission</td>
<td>50,300</td>
<td>70,300</td>
<td>79,700</td>
<td>82,100</td>
<td>90,400</td>
<td>372,800</td>
</tr>
<tr>
<td>DANIDA</td>
<td>400,000</td>
<td>151,700</td>
<td>173,400</td>
<td>547,300</td>
<td>788,300</td>
<td>2,060,700</td>
</tr>
<tr>
<td>IDA</td>
<td>2,700</td>
<td>354,700</td>
<td>213,300</td>
<td>239,600</td>
<td>24,700</td>
<td>835,000</td>
</tr>
<tr>
<td>Corporate Sponsorship</td>
<td>-</td>
<td>8,100</td>
<td>10,300</td>
<td>19,400</td>
<td></td>
<td>37,800</td>
</tr>
<tr>
<td>Total</td>
<td>686,700</td>
<td>1,078,800</td>
<td>955,100</td>
<td>1,583,600</td>
<td>1,538,500</td>
<td>5,842,700</td>
</tr>
</tbody>
</table>

Source: NRSC financial reports
2.4 Current development

28. A new Legislative Instrument to empower the MTTU to enforce certain sections of the Road Traffic Act, has been drafted and tabled before Parliament. MoT intends to set up a Transport Police Unit to replace MTTU which will be solely responsible for enforcing road traffic regulations, and ensuring safety on all the nations’ roads.⁸

⁸ “Ghanaian Times” of 9 March 2009
CHAPTER THREE

FINDINGS

3.0 Introduction

29. NRSC with its key players has recorded successes in its road safety activities. The objective of NRSS II is to reduce road accident fatalities on a year-on-year basis and achieve a total of less than 1000 fatalities by 2015. This also translates into a reduction of Ghana’s Road Traffic Accident (RTA) fatality rate from 23 in 2005 to a single digit by 2015.

30. Figure 1 shows that the Commission has been able to reduce RTA fatalities but has not been able to achieve the target/forecast it set for itself. Targets achieved for 2006 and 2007 were not presented in the 2007 annual report. As a result, we could not measure achievements and variances for the period 2001 to 2007.
Figure 1: RTA fatalities – forecast and actuals from 2001 to 2007

Source: NRSS II, pg. 22 and NRSC Annual Report 2007, pg. 9

31. Figure 2 also shows that NRSC and its stakeholders have been able to reduce the fatality rate on a year-by-year basis up to 2007. The fatality rate which was 40.7 in 1998 had been reduced to 30.9 in 2000. It further reduced to 26.7 in 2003, rose again to 31.1 in 2004 before its downward trend to 21.9 in 2007 (53.8%).
32. Other achievements include:
   - increased road safety awareness among policy makers, civil society and the general public;
   - transformed driver licensing and vehicle inspection processes and standards; and
   - review of Road Traffic Act and Regulations.

33. At the stakeholders meeting on 28 March 2008, reference was also made to existing challenges that are preventing the Commission from being effective as it grapples with the problem of road safety in the country. These are:
i. unsafe driving (driver incompetence, impatience, recklessness and irresponsibility);
ii. deficiencies in vehicle fitness;
iii. insufficient enforcement of road traffic regulations;
iv. high speeds;
v. driving under the influence of alcohol and other drugs;
vi. driver fatigue;
vii. over loading of goods and passengers;
viii. high pedestrian deaths;
ix. high vehicular passenger deaths; and
x. disabled vehicles left on the roads for long periods.

34. These challenges clearly show that although the Commission has been making efforts in ensuring safety on our roads, a lot still remains to be done. Our interviews and review of data collected during the audit confirmed that road accidents are increasing because of the following challenges:

- inadequate enforcement of Road Traffic Laws and Regulations;
- deficiency in vehicle fitness (road safety factors);
- public education;
- slow pace in the improvement of hazardous sections of our roads; and
- inadequate ambulance services.
3.1 Road accidents are increasing

The occurrence of road traffic crashes is increasing in the country despite the objective to reduce the RTA fatality rate to a single digit by 2015. Figure 3 presents the annual distribution of crashes from 2000 to 2007. The total number of road traffic crashes in 2007 was 12,038, representing an increase of 3.2% over the 11,668 recorded in 2006 and 5.9% over the 2005 figure of 11,328. The Commission indicated that the numbers increased dramatically in 2000 and 2004 because they were election years, when more accidents occurred because of increased political activity.

Figure 3: Road traffic crashes between 2000 and 2007

Source: NRSC report for 2007
36. Figure 4 illustrates the trend of road traffic fatalities (deaths) from 2000 to 2007. Road traffic fatalities refer to the number of deaths resulting from road traffic accidents, with the deaths being those occurring within 30 days after the crash. The total number of road traffic deaths recorded in 2007 was 2,043, an increase of 29.5% over that of year 2000. This indicates that road traffic deaths have gone up by 29.5% from 1,578 in 2000 to 2,043 in 2007. However, management was of the view that fatalities should be related to growth in vehicle and human population.

Figure 4: Road traffic fatalities from 2000 to 2007

Source: NRSC report 2007
Picture 1: Vehicles involved in accidents

Source: NRSC
37. Table 3 summarises the statistics on road crashes in 2006 and 2007. Fatalities per 100 crashes increased in 2007 by 6.9% whilst fatalities went up by 10.1%. Serious injuries were up by 6.9% and pedestrian fatalities increased by 14.3% in 2007.

**Table 3: Summary of statistics on road crashes in 2006 and 2007**

<table>
<thead>
<tr>
<th>Data category</th>
<th>2006</th>
<th>2007</th>
<th>Increase/Decrease</th>
<th>Percentage Increase/Decrease</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of registered vehicles</td>
<td>841,314</td>
<td>932,540</td>
<td>91,226</td>
<td>10.8</td>
</tr>
<tr>
<td>Tot. number of crashes</td>
<td>11,668</td>
<td>12,038</td>
<td>370</td>
<td>3.2</td>
</tr>
<tr>
<td>Fatalities per 100 crashes</td>
<td>15.9</td>
<td>17</td>
<td>1.1</td>
<td>6.9</td>
</tr>
<tr>
<td>Rural/urban environment casualty ratio</td>
<td>9,284/7,074</td>
<td>8,802/7,611</td>
<td>(482)/537</td>
<td>(5.2)/7.6</td>
</tr>
<tr>
<td>Fatalities</td>
<td>1,856</td>
<td>2,043</td>
<td>187</td>
<td>10.1</td>
</tr>
<tr>
<td>Serious injuries</td>
<td>5,882</td>
<td>6,287</td>
<td>405</td>
<td>6.9</td>
</tr>
<tr>
<td>Minor injuries</td>
<td>8,610</td>
<td>8,086</td>
<td>(524)</td>
<td>(6.1)</td>
</tr>
<tr>
<td>Pedestrian fatalities</td>
<td>770</td>
<td>880</td>
<td>110</td>
<td>14.3</td>
</tr>
<tr>
<td>Bus/mini bus occupant fatalities</td>
<td>382</td>
<td>414</td>
<td>32</td>
<td>8.4</td>
</tr>
<tr>
<td>Male/female fatality ratio</td>
<td>1,348/492</td>
<td>1,554/489</td>
<td>206/(3)</td>
<td>15.3/(0.6)</td>
</tr>
</tbody>
</table>

*Source: NRSC*

9 These are the only figures received from NRSC.
3.2 Inadequate enforcement of road traffic laws and regulations

The review of Strategy I identified inadequate enforcement of road traffic laws and regulations as one of the challenges that hampered the achievement of the strategy. The Road Traffic Act of 2004 (Act 683), provides for a more comprehensive regulation of road use to ensure safety on the roads and other related matters. MTTU is the main organisation that is mandated to enforce Act 683, to manage public transport and the general public. However, insufficient capacity and resources to deal with the situation impede MTTU’s activities. The factors militating against MTTU are:

- inadequate inputs like towing trucks and breathalysers;
- inadequate training of officers;
- absence of enabling legislation; and
- inadequate staff at DVLA.

3.3 Inadequate inputs

Our interview with the Commander of MTTU disclosed that every MTTU office (120) nationwide should have at least one towing truck. On the contrary, Accra which has 29 Units had two towing trucks aged seven and eleven years respectively which were always visiting the workshop for repairs. Ashanti and Volta Regions which have 19 and 12 units respectively did not have any towing truck. As a result, other vehicles crash into Heavy Goods Vehicles (HGVs) that had been abandoned on the roads. In an attempt to prevent such
accidents, the Police in Ashanti banned the movement of HGVs after 6 pm.10

40. Table 4 shows the deficiency in the number of tools that the Unit requires to become more effective. MTTU lacks radar guns, breathalysers, height gauges, red light batons, motorbikes, patrol vehicles and does not have enough personnel to carry out its duties effectively. Data received from MTTU disclosed that the Unit requires 2,352 Police officers, 380 radar guns, 963 breathalysers, 480 height gauges and 970 red light batons to function effectively. The absence of breathalysers makes it difficult for the Police to check drink driving. The lack of height gauges also means that the Unit could not check the heights of overloaded trucks. Officers of the Unit were found thinly spread on the ground and could not man the numerous roads and intersections.

Table 4: The number of inputs MTTU had and the number needed

<table>
<thead>
<tr>
<th>Item</th>
<th>Inputs required</th>
<th>Inputs available</th>
<th>Shortfall</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Officers</td>
<td>4,000</td>
<td>1,648</td>
<td>2,352</td>
<td>58.8</td>
</tr>
<tr>
<td>Rader guns</td>
<td>400</td>
<td>20</td>
<td>380</td>
<td>95.0</td>
</tr>
<tr>
<td>Breathalysers</td>
<td>1,000</td>
<td>37</td>
<td>963</td>
<td>96.3</td>
</tr>
<tr>
<td>Height gauges</td>
<td>500</td>
<td>20</td>
<td>480</td>
<td>96.0</td>
</tr>
<tr>
<td>Red light batons</td>
<td>1,000</td>
<td>30</td>
<td>970</td>
<td>97.0</td>
</tr>
</tbody>
</table>

Source: MTTU headquarters, Accra

41. The inadequacy occurred because MTTU did not have a budget line for the purchase of the breathalysers, height gauges and red light batons. MTTU relied on NRSC to provide them with these items. We noted that Ashanti Region had only eight motorcycles. We also noted that although Accra had 47 motorcycles, the city’s Unit needs over 100. Furthermore, we found that 70 motorbikes out of 195, which could be used to enforce traffic regulations, were kept in reserve for very important functions like visits of dignitaries to the country.

42. Besides, even though the Unit was understaffed, MTTU officers were transferred out of the Unit and sometimes not replaced, thereby losing experienced staff. As a result, MTTU agreed to use officers of the National Youth Employment Programme to assist in enforcing road traffic laws and regulations. In Accra, the staff strength was 270 although they required 550 to man the roads. Consequently, officers worked for about 12 hours a day instead of eight hours. Our performance audit report on “Management of Ghana Police Residential Accommodation” noted that the personnel strength of the Police Service as at May 2008 was 22,610 to a national population of 20 million. The ratio of the officers to the citizens was thus 1:900, instead of the accepted norm of 1:500. The report also highlighted the Service’s intention to increase its strength to 40,000 by the year 2010 to meet the United Nations standard of 1:500.
3.4 Training of officers

43. The objective for training is to equip personnel to be able to discharge their duties efficiently and effectively. Our interviews disclosed that, on the contrary, the management and handling of motor traffic is not taught at the Police Training School as confirmed by NRSS II\textsuperscript{11}. Subsequently, officers of the Unit spread all over the country mainly undergo on-the-job training. This omission could negatively affect their handling of motor traffic situations.

3.5 Absence of enabling legislation

44. MTTU is also hindered by the non-existence of a Legislative Instrument (L.I.) to enable it enforce the use of seat belts, in line with the Road Traffic Act, 2004 (Act 683). By Section 13 of the Act, every person who sits in a motor vehicle must wear a seat belt. However, MTTU has not been able to enforce these laws because it is awaiting another L.I. by which the Minister of Transport would be able make recommendations as to the type of seat belts that must be used.

45. According to the World Health Organisation (WHO), the use of seatbelts reduces deaths by 50% and this is a very effective safety measure that saves more lives than any other invention. Nevertheless, only 40% of travellers on Ghana’s roads use them, according to a 2006 report by the Global Road Safety Partnership (GRSP).\textsuperscript{12} A

\textsuperscript{11} NRSS II page 17
\textsuperscript{12} “Daily Graphic”, 11 August 2008.
survey conducted by GRSP in 2007 concluded that the use of seatbelts should reduce vehicle fatalities between 40% and 65% in Ghana.

3.6 **Inadequate staff at DVLA**

46. We noted that DVLA scarcely carries out its enforcement duties. The few occasions it gets on the road are when, in conjunction with the Police, it checks vehicles stolen abroad and imported into the country (mostly in Accra). DVLA’s inability to carry out frequent road checks is largely attributed to lack of staff. DVLA in Tamale has six officers to serve the Northern Region whilst Ho has nine. Accra has 284 (both administrative and technical staff) but believes it needs to increase its technical staff although it declined to give a figure.

3.7 **Deficiency in vehicle fitness (Road safety factors)**

47. The contribution of vehicles to accidents in Ghana is attributable to the state of their structure brought about by improper vehicle conversion and reconstruction and lack of maintenance. The laws of Ghana mandate that vehicles allowed on roads are assessed as being road worthy. On the contrary, we noted that these vehicles had the following challenges regarding:

- lighting and conspicuousness of vehicles at night;
- construction and arrangement of passenger seat;
- faulty braking system;
- use of worn-out tyres; and
- malfunctioning headlights.
48. However, DVLA finds it difficult to address these problems when vehicles are presented for inspection prior to issuing of road worthy certificates. The heads of DVLA interviewed in the four regions stated that DVLA lacked the following relevant tools to enable it carry out tests as required. They are:

- brake testers;
- tyre thread gauge;
- computerised testing machine to test “new” vehicles of improved technology;
- lack of standards to check indicator light; and
- lack of machines to test the emission of carbon dioxide from exhaust.

49. Our visit to the DVLA in Accra revealed that road worthy tests were done “visually”. Obviously, under this “unscientific” approach, the proper testing of vehicles at DVLA could not be assured. Furthermore, the Authority could not determine whether imported used vehicles met MoT standards because of the lack of appropriate tools, whilst recognising the fact that imported used cars may not meet MoT standards in their home countries.

50. During our inspection of commercial buses and in our interviews with DVLA and GPRTU officials, we noted that DVLA officials did not follow laid down criteria pertaining to converted vehicles. According to the guidelines for the conversion of vehicles,
all seat frames, head restraints and legs must be constructed of round metal (pipe) so that there are no sharp edges or projections which can cause injury to occupants in an impact. Inspection of vehicles revealed that seats in buses and mini-buses were constructed of metals with sharp edges, which could cause injury to occupants in an impact. Out of 100 buses inspected, only five had the prescribed seats.

51. Although the guidelines state that a seat belt must be securely fixed to the seat or to the structure of the vehicle, only four buses out of the 100 inspected had seat belts.

52. By the guidelines, there should be no insecurity of the body or its supporting member to the chassis. Contrary to this criterion, converted vehicles were elongated to carry more passengers, which compromises the chassis of the vehicle. In this situation the frame of the vehicle would not be strong enough to provide any safety for the passengers. Some of the buses involved are Benz 207, Nissan Urvan, and Hyundai. In addition, some of these buses had carriers mounted on them, which is not allowed because the buses were originally built to carry cargo. Any of these buses carrying both human beings and cargo on its carrier becomes a death trap.
3.8 Public education

53. As reported by NRSS II, the World Road Association (WRA) Conference held in Togo in 2006 revealed that 57% of all road traffic accidents are caused by human behaviour. According to NRSC, in Ghana, the figure is between 90% and 94% in totality, considering all the human and vehicular factors involved in RTAs. To raise awareness and to improve upon the behaviour of different groups through public campaigns, NRSC undertakes various road traffic accident interventions through different activities at the national and regional levels. They include:

- road safety education in the electronic media;
- road safety outreach programmes;
- road safety training for teachers, children and parents;
- education of people in communities along the highways;
- road safety awareness messages on TV and radio; and
- printing and distribution of road safety information materials.

Picture 4: Road safety education

Source: NRSC, Tamale
54. A joint stakeholder’s workshop held on 22 and 23 May 2006 towards the development of NRSS 11 identified key contributory accident factors, which included:

i. non-compliance with licensing procedures: Drivers acquired licences through illegal means at DVLA. Twenty-four per cent (168 out of 700) commercial drivers were carrying fake licences and 19% (133) of the same sample interviewed, were operating with invalid licences. Statistics available at DVLA showed that from 1995 to 2008, applicants that passed the driving test and were issued with licences totalled 671,213. At the current rates of GH¢39.40 and GH¢9.20 for the acquisition of licences and renewal, the Government would have lost GH¢6,346,990.12 and GH¢1,173,280.32, respectively.

ii. Driver fatigue: A survey conducted by NRSC in 2006 revealed that generally, commercial vehicle drivers in Ghana work for 16 hours every day, instead of eight hours.

iii. Drink-driving: A study conducted in Ghana by Mock, Asiamah and Amegashie, revealed that 11% of 722 randomly chosen weekend drivers were driving under the influence of alcohol.

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14 Source: NRSC Strategy 11 report.
15 Source: NRSC 11 report.
iv. Speeding and wrongful overtaking: A BRRI study conducted on the Kumasi-Konongo road in 2006 showed that nine out of ten drivers travelling through the settlements along the road exceeded the posted 50km/h speed limit.

v. Wrongful overtaking: Drivers speed and overtake slower vehicles even when the conditions are dangerous (uphill, curves or when oncoming traffic is too close). It has resulted in head-on collisions leading to death of motorists and passengers.

vi. Low level of knowledge of traffic laws: Drivers did not know the traffic laws and road signs; and

vii. Jay walking: Pedestrians walked without taking care to avoid traffic.

55. These factors can be meaningfully addressed through educating the public. However, it is only NRSC that educates citizens in Accra and the regions. Its target group are mainly pedestrians, school children, recognised drivers’ associations like GPRTU and PROTOA, and motorcyclists in the northern part of the country.

56. Although, NRSC has conducted Road Safety educational programmes for school children and on radio and TV, we could not conclude on the actual deliverables and express our opinion on the impact of the educational programmes because the deliverables were
not measurable. This condition was also noted by the evaluation report (NRSS I 2001-2005).

57. The Commission suffers financial constraints. Table 5 depicts the variances between the annual budget and actual amount received. The NRSC’s total budget for 2007\(^{16}\) was GH₵2,284,100.00, whilst actual funding received was GH₵1,538,500.00, resulting in a shortfall of GH₵745,600.00 (32.6%). The condition occurred because NRSC did not receive the required amounts from the Road Fund. Additionally, there was low response from companies to sponsor road safety activities and a decline in motor sticker tickets. The law that requires the Road Fund to finance road safety activities does not specify the percentage to be given to NRSC. Road Fund gives NRSC 1.1% of revenue collected; including road tolls, which NRSC finds inadequate. According to the Director of Finance of NRSC, at least 2% of Road Fund contribution should be enough to solve their funding problems. There were also inconsistencies in the allocation of supplementary budget to NRSC by MoT.

58. These negative variances as shown in Table 5, amounting to an average of 24.7% from 2003 to 2007, contributed to the Commission’s inability to fund public education adequately during the period under review\(^{17}\).

\(^{16}\) See Appendix “2”
\(^{17}\) Full details of variances are presented as Appendix “3”
Table 5: Shortfalls in budget allocation from 2003 to 2007

<table>
<thead>
<tr>
<th>Year</th>
<th>Budget GH¢</th>
<th>Actual release GH¢</th>
<th>Budget shortfall GH¢</th>
<th>Percentage shortfall</th>
</tr>
</thead>
<tbody>
<tr>
<td>2003</td>
<td>848,000.00</td>
<td>686,700.00</td>
<td>161,300.00</td>
<td>19.0</td>
</tr>
<tr>
<td>2004</td>
<td>1,423,500.00</td>
<td>1,078,800.00</td>
<td>344,700.00</td>
<td>24.2</td>
</tr>
<tr>
<td>2005</td>
<td>1,691,800.00</td>
<td>955,100.00</td>
<td>736,700.00</td>
<td>43.3</td>
</tr>
<tr>
<td>2006</td>
<td>1,509,300.00</td>
<td>1,583,600.00</td>
<td>(74,300.00)</td>
<td>(4.9)</td>
</tr>
<tr>
<td>2007</td>
<td>2,284,100.00</td>
<td>1,538,500.00</td>
<td>745,600.00</td>
<td>32.6</td>
</tr>
<tr>
<td>Total</td>
<td>7,756,700.00</td>
<td>5,842,700.00</td>
<td>1,914,000.00</td>
<td>24.7</td>
</tr>
</tbody>
</table>

*Source: Audit Service*

59. Moreover, according to the Accra Commander of MTTU, some of their duties with regard to education and training have not been sustained because they do not budget for training. Such activities include:

- explaining traffic laws to the general public;
- sensitising the public on how to use traffic signs;
- producing stickers and leaflets to educate the public on the “dos” and “don’ts” on our roads; and
- re-training Police to upgrade their skills in road safety activities.

60. Despite the efforts of NRSC in educating the public on road safety issues, we noted that the NRSS II intends to further embark on targeted campaigns, safety measures for pedestrians and safe walking of children to school in order to reduce RTAs.
3.9 Slow pace in the improvement of hazardous sections of roads

61. Roads in Ghana, especially the major roads, have deteriorated. The bad state of the roads is partly the result of the few weighbridges available in the country. Under NRSS II, the Ghana Highway Authority is to build 26 weighbridge stations by 2010, but so far, there are 12 weighbridge stations in Tema, Elmina, Agona Junction, Takoradi-Tarkwa road, Sefwi Bekwai, Bogoso, Mim, Asuo Yeboah, Offinso, Yapei, and Bolgatanga manned by officials of GHA.

62. This deterioration is mainly caused by the movement of Heavy Goods Vehicles. According to DUR the accepted axle load is 11.5 tons, but currently trucks plying the roads weigh 16 tons and above. Stretches of roads have been affected and the main organisations set up to manage the roads (DUR and GHA) have not been able to meet their maintenance schedules in order to improve the hazardous sections of our roads.

63. Routine maintenance should be done to ensure daily passability of the roads. It consists of patching of potholes, grass cutting, tree and bush cutting along the roadside, cleaning of gutters, drains, culverts and minor repairs of slopes. Grass cutting, which should be done at least four times a year, was done twice a year. Potholes must be patched when they appear, but this was not done.
64. Furthermore, periodic maintenance of roads was delayed. Examples are the Denu to Akatsi and the Nsawam to Apedwa roads, whose reconstruction, according to the Daily Graphic, were started in October 2008 after over nine years of deterioration. According to an official of GHA, delays in the procurement of works lead to accidents within the period of delay. The Tetegu Junction on the Mallam to Kasa road where repairs delayed over a period of almost a year (August 2007 and March 2008) is an example. Between that period, accidents were recorded resulting in 27 deaths and 112 injuries. At Koluedor, on the Tema to Sogakope road, 10 deaths occurred between March and May 2008 when a previous request to fix traffic calming measures on the road went unheeded. The citizens went on a demonstration to draw attention to their plight.

65. There were also delays in the rehabilitation and fixing of traffic lights. Traffic lights, which were dysfunctional for months in Tamale, are now being rehabilitated\(^\text{18}\). Traffic lights, amongst other things, are to promote order and slow down vehicular movements. According to the 28 June 2008 edition of the “Daily Graphic”, 33 out of 131 traffic lights in Accra did not function and many more were dysfunctional, just flashing on and off. This made conditions at intersections chaotic for drivers and pedestrians. Young men were often seen at the intersections using leaves to direct traffic. They put themselves in serious danger because they had not been trained for that purpose.

66. Additionally, a Director at DUR stated that since some of the traffic lights are imported, there were sometimes delays in payment and shipment. Some of these lights were faulty as a result of power fluctuation or because they were knocked down by careless motorists.

67. GHA has not been able to execute most of its road safety activities. Table 6 reveals that in 2006 GHA, apart from Road Safety Audits (RSA) stage monitoring, where 90% of work was done, the other safety measures were partially done. Work not done ranged from 50% to 100%. This situation was caused by budgetary constraints. From data received at GHA, on “Status of commitment of budgetary allocation for road safety works and axle load control” for 2008, out of a budget of GH¢14,302,780.00 only GH¢5,146,898.00 constituting 36% was approved for activities, leaving a shortfall of 64% amounting to GH¢9,155,882.00.
Table 6: Road safety activities carried out by GHA in 2006

<table>
<thead>
<tr>
<th>Programme/activity</th>
<th>Objectives</th>
<th>Planned output</th>
<th>Actual output</th>
<th>Percentage work not done</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>RSA stage monitoring</td>
<td>Safety assurance in maintenance</td>
<td>100km</td>
<td>90km</td>
<td>10.0</td>
<td></td>
</tr>
<tr>
<td>Installation of solar studs in dangerous curves.</td>
<td>Reduction in head-on collision accidents and ran-off in curves</td>
<td>20km</td>
<td>0km</td>
<td>100.0</td>
<td>Budgetary constraints</td>
</tr>
<tr>
<td>Installation of delineators</td>
<td></td>
<td>20km</td>
<td>2km</td>
<td>90.0</td>
<td>Budgetary constraints</td>
</tr>
<tr>
<td>Construct traffic calming measures in settlements along trunk roads</td>
<td>Reduction in pedestrian accident</td>
<td>25</td>
<td>10</td>
<td>60.0</td>
<td>Budgetary constraints</td>
</tr>
<tr>
<td>Treatment of accident prone sites</td>
<td>Reduction in accident fatalities</td>
<td>10</td>
<td>5</td>
<td>50.0</td>
<td>Budgetary constraints</td>
</tr>
<tr>
<td>Treatment of accident prone routes</td>
<td></td>
<td>3</td>
<td>1</td>
<td>66.7</td>
<td>Budgetary constraints</td>
</tr>
</tbody>
</table>

*Source: Ghana Highway Authority*

### 3.10 Inadequate ambulance services

68. According to NRSC, many accident victims who survive accidents ultimately die due to late emergency response and improper handling at accident spots or on the way to hospital. As part of road safety measures, ambulance services are established to provide first aid at accident spots and to carry accident victims to the hospital for treatment. The National Ambulance Service (NAS) is the main organisation set up by Government to carry out such emergency services.
69. Table 7 shows that NAS has 24 ambulance stations in the country and 228 Emergency Medical Technicians (EMTs) who have been trained in emergency service delivery techniques. The distribution of EMTs is nine to an ambulance station.

Table 7: Distribution of ambulances and Emergency Medical Technicians (EMTs) in Ghana

<table>
<thead>
<tr>
<th>Region</th>
<th>Ambulance stations</th>
<th>EMTs at post</th>
</tr>
</thead>
<tbody>
<tr>
<td>Greater Accra</td>
<td>6</td>
<td>57</td>
</tr>
<tr>
<td>Ashanti</td>
<td>5</td>
<td>45</td>
</tr>
<tr>
<td>Eastern</td>
<td>4</td>
<td>37</td>
</tr>
<tr>
<td>Central</td>
<td>2</td>
<td>17</td>
</tr>
<tr>
<td>Volta</td>
<td>2</td>
<td>18</td>
</tr>
<tr>
<td>Western</td>
<td>1</td>
<td>9</td>
</tr>
<tr>
<td>Brong Ahafo</td>
<td>1</td>
<td>9</td>
</tr>
<tr>
<td>Upper East</td>
<td>1</td>
<td>7</td>
</tr>
<tr>
<td>Upper West</td>
<td>1</td>
<td>9</td>
</tr>
<tr>
<td>Northern</td>
<td>1</td>
<td>9</td>
</tr>
<tr>
<td>Accra Control</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td>Ashanti Control</td>
<td>1</td>
<td>5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>24</strong></td>
<td><strong>228</strong></td>
</tr>
</tbody>
</table>

*Source: NRSC annual report 2007*

70. NAS procured 97 ambulances in 2006 and stationed them at strategic locations across the country to deliver emergency services. Thirty of the ambulances were attached to the NAS Head office and the regions whilst the rest (67) were attached to some health facilities in Accra and the regions (NRSC annual report 2007). NAS’ services are free and the ambulances work 24 hours a day. However, we noted that the running of the ambulance service has its attendant problems.
71. The main challenge facing NAS is that the Act on the National Ambulance Service has not been passed. This condition has created the following operational problems:

- there was no budget to provide adequate funding and adequate resources to run the Service (the Service relies on Ministry of Health for its requirements); and
- fuelling the ambulances was difficult because coupons arrived late from Accra and also, the number of coupons received was not adequate. Each station was given GH¢100.00 worth of coupons a month in 2007, which was the same amount they were being given in 2004.

72. According to interviews conducted, the Stations resorted to asking relatives of accident victims to fuel the vehicles, leading to conflicts. In Tamale, staff had to make their own arrangements with fuel dealers before reimbursement. But they were not always given the total number of coupons they used and thus found it difficult to make good their indebtedness. Invariably, this situation led to shortage of fuel and the vehicles were unable to operate whilst awaiting the provision of the fuel coupons.

73. NAS aims at maintaining ambulance stations in all the 10 regions and 170 district capitals, but the number of ambulances that NAS was operating as at the time of audit was inadequate. NAS was not fully represented in all the regions. There was an average of two
ambulances per region which made it impossible for the Service to serve the people in the regions effectively. Ashanti Region, being a pilot project, had five stations (Komfo Anokye, Ejisu, Mamponteng, Konongo-Ejura, Nkwanta), Northern Region had one (Tamale) and Volta Region had two (Ho and Hohoe).

74. We also found that NAS’s ambulance maintenance services were centralised. Consequently, all the vehicles were driven to Accra for maintenance after 5,000 kilometres. Since their services were often in high demand and also, until they received the go-ahead from Accra, the vehicles exceeded this limit, leading to frequent breakdowns. NAS officials in Ho reported that Hohoe’s ambulance broke down twice in two months. Ho’s ambulance broke down once in 2008 and it took two months to be repaired. There was no ambulance service over the period. Another lapse noted was that, occasionally, the ambulances returned from the workshop with some of the faults unattended to because the officer who reported the faults was not made to accompany the vehicle.

75. We were informed that the ambulances were donations from the People’s Republic of Iran to the Government of Ghana and that the vehicles are maintained by Tanink (based in Accra) who have accredited dealership for Fiat vehicles. Furthermore, we learnt that minor repairs could be carried out in Tamale and Wa where there are trained mechanics, whilst major repairs are effected in Accra.
CHAPTER FOUR

4.0 SUMMARY OF FINDINGS AND CONCLUSIONS

76. NRSC and the key players have been implementing their programmes and activities in line with NRSS I (2001 to 2005) and NRSS II (2006 to 2010). Under NRSS II, the country aimed at reducing road traffic accidents and road traffic crash fatalities through education and training, engineering, enforcement and emergency response services. Consequently, NRSC and its key players carried out several programmes and activities in this regard since 2001.

77. Despite these programmes and activities, NRSS II has been hindered by a number of problems. There is no legislative instrument to enforce the law on the compulsory use of seatbelts that could save the lives of many people. MTTU lacks the necessary equipment like radar guns, breathalysers, height gauges, red light batons and towing trucks to enable it function effectively. DVLA and MTTU lack personnel to carry out checks of vehicles on the roads. These constraints have made it difficult for road traffic laws and regulations to be enforced.

78. Although, DVLA should certify all vehicles as roadworthy, it does not have the necessary equipment to carry out roadworthy inspection and does not follow the laid down criteria for the
conversion of vehicles. DVLA can thus not ensure that vehicles are roadworthy.

79. It is an objective of NRSC to raise awareness and improve the behaviour of groups through public education. However, we could not measure the extent to which the Commission had carried out its educational programmes because its deliverables were not measurable.

80. Roads have deteriorated as a result of vehicular movement. The three government agencies responsible for the roads do not effectively check overloading. They do not routinely maintain the roads and delay maintenance of roads and rehabilitation of traffic lights. Consequently, they have not been able to meet their objective of effectively maintaining the roads.

81. NAS, which is to provide ambulances in all the regional and district capitals, faces certain challenges. It has an average of two ambulances per region which we found inadequate. It is also difficult for NAS to maintain and fuel its ambulances. Again, the EMTs have not been adequately trained. There is thus the need for further training to make them more efficient. The presence of NAS is not felt and its objective of saving the lives of many accident victims is defeated.
CHAPTER FIVE

RECOMMENDATIONS

5.0 Introduction

82. We have made recommendations in this chapter to NRSC and its partner agencies, to enable them promote best road safety practices for all categories of road users.

5.1 Improving the enforcement of traffic laws and regulations

83. To improve the enforcement of traffic laws and regulations, we recommend that:

- the Police Service should include in its budget the cost of equipment such as radar guns, breathalysers, red light buttons and height gauges to augment the ones supplied by NRSC;
- the Police Service should, through the Minister of Interior, appeal to corporate institutions to assist in funding the Service to acquire more tools and to carry out training programmes;
- the Police training school should include in its curriculum courses on road traffic enforcement and road safety issues;
- the Police should as a matter of urgency embark on its planned recruitment of more personnel to strengthen the MTTU;
• the Police should use the Police Council to prevail on Parliament to enact the enabling Legislative Instrument to back the Road Traffic Act 2004, Act 683; and
• DVLA, with the backing of the Police, should resume the checking of vehicles regularly on the roads.

5.2 Ensuring vehicle fitness (road safety factors)

84. In the previous chapter, we concluded that DVLA is not able to effectively check deficiencies on vehicles. To ensure vehicle fitness we recommend that DVLA should:

• provide the necessary equipment to staff to enable them carry out roadworthy checks of vehicles; and
• strictly adhere to the criteria for the conversion of vehicles.

5.3 Improving public education

85. To improve upon public education on road safety, we recommend that:

• the key players should make provision in their budgets to enable them conduct public education to supplement NRSC’s efforts;
• since over 90% of road accidents are caused by human error, NRSC should prioritise and concentrate more of its resources on public education;
• the Government should increase road tolls that had not been reviewed since 1999 to enable the Road Fund to provide more funding to NRSC;
• the Road Fund should consider increasing the percentage of its funding, (probably to 2%), to enable NRSC cater for most of its road safety activities; and
• NRSC should ensure that its deliverables are specific and measurable to ascertain whether set targets have been achieved.

5.4 Increasing the pace of improvement of hazardous sections of roads
86. To increase the pace of improvement of hazardous sections of roads, we recommend that:
  • GHA should expedite action on the proposed installation of the 14 weighbridges left to forestall the deterioration of roads;
  • DUR, GHA and DFR, who are responsible for roads in the country, should abide by their laid down maintenance schedules;
  • MTTU should ensure that motorists who knock down traffic lights bear the cost as demanded by law; and
  • DUR should consider installing other effective types of traffic lights.
5.5 Providing an effective national ambulance service

87. To provide an effective national ambulance service, we recommend to NAS to:

- prevail on the authorities and Parliament to pass the National Ambulance Service Bill to enable the Service prepare its own budget and programmes;
- expedite action to provide the appropriate amount of petrol coupons on time to the ambulance stations;
- provide more ambulances for the regions; and
- support the accredited workshops in the regions where the ambulances should be maintained, instead of driving faulty vehicles long distances to Accra to be worked on.

88. Additionally, a form that clearly lists the faults on the ambulances should accompany the vehicles. Also, heads of ambulance stations should ensure that the vehicles comply with their maintenance schedules.
Appendix 1

Documents reviewed

- NRSC annual report-2002
- NRSC annual report-2003
- NRSC annual report-2004
- NRSC annual report-2005
- NRSC annual report-2006
- NRSC annual report-2007
- NRSC financial report 2003-2008
- Impact of Working Conditions of Commercial Drivers on Road Traffic Safety- November 2007
- Consultancy Services for the Evaluation on Driver Fatigue- April 2008
- Training of 400 Drivers and 80 Vulcanizers
- Letters and Circulars- NRSC, DUR, GHA
The main stakeholders/key players and their activities

Motor Traffic and Transport Union (MTTU)
The MTTU collaborates with other key players such as DVLA, NRSC, GHA and Driver Unions to carry out their activities namely:

Decongestion of traffic
Abandoned and broken down vehicles along the major roads in the country are towed to prevent accident and enhance free flow of traffic. The MTTU also re-directs traffic in its attempts to reduce congestion:

Enforcement of traffic regulations
Enforcement teams are deployed on the roads to check speeding, drunk driving, jumping of red light at traffic light controlled intersections, wrongful parking and other offences in the Road Traffic Act, Act 685, 2004.

Accident investigation & data collection
Investigations are conducted in most of the accident cases to develop and establish the real causes of road accidents.
Driver and Licensing Authority (DVLA)
DVLA is to ensure that drivers of high competence and vehicles of high roadworthiness ply the roads; it does these by setting standards for drivers and vehicles in the country. These activities include:

a. inspection and registration of Driving Schools;
b. training of Driver Instructors;
c. collaborate with MTTU as a Task Force to conduct roadside checks on vehicles and drivers;
d. inspect vehicles for roadworthiness to ensure that they meet road safety standards; and
e. licensing of drivers to ensure that applicants are adequately tasked to meet safety standards.

Ghana Highway Authority (GHA)
Ghana Highway Authority (GHA) is charged with the responsibility for administration, development and maintenance of trunk roads and related facilities in the country. It focuses on the following to achieve the assigned responsibilities:

a. road safety engineering;
b. road safety audit procedure;
c. improvement of black spots (sections on the road noted to be accident prone);
d. route actions (general improvement, e.g. signage (road signs) pavement markings, removal of hazardous objects from the roadside, provision of crash barriers to shield
road users from roadside hazards, closure of unauthorised accesses and minor alignment improvements); 
e. building of weighbridges;  
f. designing standards for highways; and  
g. road maintenance.

Ghana Ambulance Service

The strategic function of NAS is procurement and nationwide operation of ambulance and emergency response services.
### Table 8: Variances between annual budget and actual 2003

<table>
<thead>
<tr>
<th>Sources of funds</th>
<th>Approved budget GH¢</th>
<th>Actual revenue GH¢</th>
<th>Budget shortfall GH¢</th>
<th>Percentage shortfall</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consolidated Fund</td>
<td>93,000</td>
<td>53,700</td>
<td>39,300</td>
<td>42.3</td>
</tr>
<tr>
<td>Road Fund</td>
<td>250,000</td>
<td>180,000</td>
<td>70,000</td>
<td>28.0</td>
</tr>
<tr>
<td>NIC</td>
<td>100,000</td>
<td>50,300</td>
<td>49,700</td>
<td>49.7</td>
</tr>
<tr>
<td>DANIDA</td>
<td>400,000</td>
<td>400,000</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Sponsorships</td>
<td>5,000</td>
<td>2,700</td>
<td>2,300</td>
<td>46.0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>848,000</strong></td>
<td><strong>686,700</strong></td>
<td><strong>161,300</strong></td>
<td><strong>19.0</strong></td>
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</tbody>
</table>

*Source: Audit Service*

### Table 9: Variances between annual budget and actual 2004

<table>
<thead>
<tr>
<th>Sources of funds</th>
<th>Approved budget GH¢</th>
<th>Actual revenue GH¢</th>
<th>Budget shortfall GH¢</th>
<th>Percentage shortfall</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consolidated Fund</td>
<td>176,400</td>
<td>52,600</td>
<td>123,800</td>
<td>70.2</td>
</tr>
<tr>
<td>Road Fund</td>
<td>450,000</td>
<td>449,500</td>
<td>500</td>
<td>0.1</td>
</tr>
<tr>
<td>NIC</td>
<td>92,800</td>
<td>70,300</td>
<td>22,500</td>
<td>24.2</td>
</tr>
<tr>
<td>DANIDA</td>
<td>130,000</td>
<td>151,700</td>
<td>+ 21,700</td>
<td>16.7</td>
</tr>
<tr>
<td>IDA (RSDP)</td>
<td>574,300</td>
<td>354,700</td>
<td>219,600</td>
<td>38.2</td>
</tr>
<tr>
<td>Sponsorships</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,423,500</strong></td>
<td><strong>1,078,800</strong></td>
<td><strong>344,700</strong></td>
<td><strong>24.2</strong></td>
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</table>

*Source: Audit Service*
### Table 10: Variances between annual budget and actual 2005

<table>
<thead>
<tr>
<th>Sources of funds</th>
<th>Approved budget GH¢</th>
<th>Actual revenue GH¢</th>
<th>Budget shortfall GH¢</th>
<th>Percentage variance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consolidated Fund</td>
<td>209,600</td>
<td>80,500</td>
<td>129,100</td>
<td>61.6</td>
</tr>
<tr>
<td>Road Fund</td>
<td>450,000</td>
<td>400,100</td>
<td>49,900</td>
<td>11.1</td>
</tr>
<tr>
<td>NIC/GIA</td>
<td>105,200</td>
<td>79,700</td>
<td>25,500</td>
<td>24.2</td>
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<tr>
<td>DANIDA</td>
<td>203,500</td>
<td>173,400</td>
<td>301,00</td>
<td>14.8</td>
</tr>
<tr>
<td>IDA (RSDP)</td>
<td>713,500</td>
<td>213,300</td>
<td>500,200</td>
<td>70.1</td>
</tr>
<tr>
<td>Corporate Donations</td>
<td>10,000</td>
<td>8,100</td>
<td>1,900</td>
<td>19.0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,691,800</strong></td>
<td><strong>955,100</strong></td>
<td><strong>736,700</strong></td>
<td><strong>43.5</strong></td>
</tr>
</tbody>
</table>

Source: Audit Service

### Table 11: Variances between annual budget and actual 2006

<table>
<thead>
<tr>
<th>Sources of funds</th>
<th>Approved budget GH¢</th>
<th>Actual revenue GH¢</th>
<th>Budget shortfall GH¢</th>
<th>Percentage shortfall</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consolidated Fund</td>
<td>210,300</td>
<td>205,400</td>
<td>4,900</td>
<td>2.3</td>
</tr>
<tr>
<td>Road Fund</td>
<td>500,000</td>
<td>498,900</td>
<td>1,100</td>
<td>0.22</td>
</tr>
<tr>
<td>NIC/GIA</td>
<td>99,500</td>
<td>82,100</td>
<td>17,400</td>
<td>17.5</td>
</tr>
<tr>
<td>DANIDA</td>
<td>150,000</td>
<td>547,300</td>
<td>+ 397,300</td>
<td>+ 264.9</td>
</tr>
<tr>
<td>IDA</td>
<td>510,500</td>
<td>239,600</td>
<td>270,900</td>
<td>53.1</td>
</tr>
<tr>
<td>OTHERS</td>
<td>10,300</td>
<td>10,300</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,509,300</strong></td>
<td><strong>1,583,600</strong></td>
<td><strong>74,300</strong></td>
<td><strong>4.9</strong></td>
</tr>
</tbody>
</table>

Source: Audit Service
Table 12: Variances between annual budget and actual 2007

<table>
<thead>
<tr>
<th>Sources of funds</th>
<th>Approved budget GH¢</th>
<th>Actual revenue GH¢</th>
<th>Variance GH¢</th>
<th>Per cent shortfall</th>
<th>Reason for variance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consolidated Fund</td>
<td>236,500.00</td>
<td>167,400.00</td>
<td>-69,100.00</td>
<td>41.3</td>
<td>Full complement of staff not in place</td>
</tr>
<tr>
<td>Road Fund Board</td>
<td>640,000.00</td>
<td>448,300.00</td>
<td>-191,700.00</td>
<td>42.8</td>
<td>Nov/Dec 2007 requests not received</td>
</tr>
<tr>
<td>NIC</td>
<td>148,000.00</td>
<td>90,400.00</td>
<td>-57,600.00</td>
<td>63.7</td>
<td>Decline in motor sticker proceeds</td>
</tr>
<tr>
<td>DANIDA</td>
<td>560,000.00</td>
<td>788,300.00</td>
<td>+228,300.00</td>
<td>29.0</td>
<td>Includes extra budget for fatigue campaign</td>
</tr>
<tr>
<td>IDA</td>
<td>669,600.00</td>
<td>24,700.00</td>
<td>-644,900.00</td>
<td>2,610.9</td>
<td>Inconsistencies in allocation of supplementary budget to NRSC by MoT</td>
</tr>
<tr>
<td>Corporate sponsorship</td>
<td>30,000.00</td>
<td>19,400.00</td>
<td>-10,600.00</td>
<td>54.6</td>
<td>Low response by companies</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2,284,100.00</strong></td>
<td><strong>1,538,500.00</strong></td>
<td><strong>-745,600.00</strong></td>
<td><strong>32.6</strong></td>
<td></td>
</tr>
</tbody>
</table>

*Source: NRSC2003-2007 annual reports*
Appendix 4

List of abbreviations

GoG       Government of Ghana
GAS       Ghana Audit Service
BRRI      Building & Road Research Institute
DANIDA    Danish International Development Agency
DUR       Department of Urban Roads
DVLA      Driver and Licensing Authority
GHA       Ghana Highway Authority
GPRTU     Ghana Private Road Transport Union
IDA       International Development Association
MoT       Ministry of Transport
MTTU      Motor Traffic & Transport Unit
DFR       Department of Feeder Roads
NRSC      National Road Safety Commission
NRSS      National Road Safety Strategy
EMT       Emergency Medical Technicians
NAS       National Ambulance Service
HGV       Heavy Goods Vehicle
RTA       Road Traffic Accidents
GRSP      Global Road Safety Partnership