

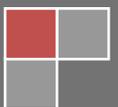
2013

# ROAD SAFETY STAKEHOLDERS FORUM

ENHANCING ROAD SAFETY EDUCATION  
STARTING AT THE GRASSROOTS

Hotel Africana, Kampala, Uganda  
September 26, 2013

UGANDA ROAD ACCIDENT REDUCTION NETWORK ORGANISATION  
(URRENO) With support from UKAid and European Union through  
CrossRoads  
9/26/2013



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## **1.0 Introduction**

The Road Safety Stakeholders Forum was convened by Uganda Road Accident Reduction Network Organization (URRENO) at Hotel Africana on September 26, 2013. The forum brought together a cross-section of 60 participants including representatives from Uganda Police, NGOs, Ministry of Education and Sports (MoES), Ministry of Works and Transport (MoWT), Ministry of Health, National Council for Curriculum Development (NCCD), Uganda National Roads Authority, Uganda Taxi Operators and Drivers Association (UTODA), cultural institutions. Other participants included teachers and head teachers of primary and secondary schools.

The purpose of this workshop, organized around the theme *Enhancing Road Safety Education starting at the Grassroots*, was to commence a process of formulating ways of reversing road accidents in Uganda.

Through discussions facilitated by speakers from different institutions, the workshop painted a picture of the road safety education intervention that is being piloted in selected schools. The forum also highlighted the challenges of maintaining safety on roads, implications for policy and explored opportunities for a multi-faceted approach to enhancing road safety in Uganda.

This report highlights the key themes and issues that emerged from the presentations, panel discussion and debates in the plenary. The meeting was structured to be as participatory as possible and the varying approaches to the sessions contributed significantly to stimulating forward-looking discussions throughout the day.

A key outcome of the stakeholders' forum was the sense of renewed commitment to effectively implement already existing measures to enhance safety on Uganda's roads not only for children but for all citizens.

### **1.1 Opening remarks**

**Speaker:**

**Mr. Fred Tumwine Nkuruho,**

**Executive Director, URRENO**

In his opening remarks, Mr. Fred Tumwine Nkuruho outlined the socio-economic costs of road carnage. He underscored a multi-sectoral approach to address road safety, citing 3 major pillars on which it must be anchored:

- a) Legal and policy framework
- b) Technical capacity supportive framework
- c) Public awareness and individual responsibility framework

## **1.2 The role of National Curriculum Development Centre in road safety education in Uganda**

**Speaker:**

**Mr. Godfrey Ntubiro,**

**Curriculum Specialist – Creative Arts (Secondary) and Coordinator Road Safety Education**

Mr. Ntubiro explained that the objective of the intervention at the curriculum level is to increase learners' knowledge, understanding and skills in the proper of road usage in order to avoid accidents.

The road safety education curriculum project, which was funded by World Bank from 2004-2008, focused on the following activities:

- a) Production of resource materials including teachers' guides, pupils' texts, posters, teachers' resource books and road safety videos for P1-P4
- b) Orientation of teachers in 20 pilot schools

Some of the challenges cited included:

- While at P1-P3, road safety education takes a thematic approach in the curriculum, the absence of support materials makes teachers ill-equipped to handle the theme
- Similarly, whereas the P4-P7 syllabuses include the road safety content, it is apparent that there are no support materials for the teachers to effectively handle this area
- URRENO in collaboration with NCDC with support from European Union and UKAid are in advanced stages of rolling out P1-P4 road safety curriculum materials to 180 schools out of almost 24,000 primary schools. However, the roll out of the P1-P4 materials to the country as well as the development of the P5-P7 materials is still dogged by lack of financial support

The road safety education coordinator, however, reported that road safety content was incorporated in the new primary school curriculum for P5-P7 within subjects of English, Science and Social Studies. He explained that although NCDC has supported road safety education in primary schools, the tendency of teachers undermining the delivery of the curriculum on account of road safety not being an examinable subject remains a stumbling block. He however advocated community sensitization through multi-pronged awareness campaigns involving radio and television talk shows, road shows, newspaper pull outs, posters which target learners.

*Emerging issue:*

How can we make schools accountable for road safety education if this aspect of the curriculum is not examinable?

### **1.3 CrossRoads and its contribution towards enhancing road safety**

**Speaker :**

**Mr. Alex Mugova**

In his presentation, Mr. Mugova started by emphasizing that the goal of CrossRoads program was the improvement of quality of road network and efficiency in spending on road sector. He said that the program was a direct response to the challenges of market failure. Referring to the Challenge Fund, he explained that it is a £1 million facility aimed at promoting innovation in the road sector and has so far supported 9 projects. He stressed the importance of getting to the root cause of the problem as a way to promote safe road usage.

*Emerging issues:*

- What can be done to ensure that road safety education content is effectively implemented if school inspectors are not laying their role?
- How can all stakeholders at the school level be brought on board to support effective delivery of road safety curriculum?
- How does the curriculum and road safety education take care of persons with mobility challenges?
- How can we sustain innovations that can be replicated to curb road accidents in Uganda?

### **1.4 Road safety education in Ugandan primary schools and the challenges faced by children**

**Speaker:**

**Mr. Fagil Mandy**

**Chair, Uganda National Examinations Boards (UNEB)**

Mr. Mandy began his presentation by decrying the exam-oriented schooling which negatively impacts learners' development, depriving them of critical skills. He noted that schools lack co-curricular activities because of an overcrowded timetable and pupils are not exposed to activities that enhance physical fitness and agility, rendering their minds inflexible and hence unable to avoid mishaps. He therefore appealed for richer exposure during school time in order to produce all-round learners which he cited as a major factor in assisting pupils become less prone to accidents.

He underscored the social responsibility of parents and communities in inculcating the values of safety in children arguing that the home is the first unit of teaching. He concluded by emphasizing the need for learning at three levels, which he identified as school, home and community, to work together to promote road safety.

*Emerging issues:*

- Teachers need to be equipped first before they can impart life skills. What can MoES do to bolster the capacity of teachers to effectively integrate all life skills in their teaching?
- Curbing road accidents requires bringing together a cross-section of stakeholders as well as paying attention to a number of factors which have a bearing on safety on roads
- How can we sustain road safety interventions in schools?

## **1.5 Documentary on Road Safety**

The day's focus was reinforced by a 10 minute video which depicted the day-to-day situation of motor and pedestrian traffic in Kampala city and major roads in Uganda. Some of the salient observations that the participants noted included:

- The challenge of poorly designed road infrastructure with regard to road markings, signs, designated stops for vehicles etc
- The loopholes of the regulatory framework for road usage and traffic management
- The wanting levels of community consciousness about road usage and safe driving
- Particularly for *Boda Boda* means of transport, the tension between economic mainstay and safety on the roads

## **1.6 Survey findings on road safety education curriculum development in Uganda**

**Presenter :**

**Mr. Cuthbert Isingoma,**

**Program Manager, URRENO**

The presentation focused on the results of the survey of the impact of road safety education in primary schools that was piloted in 2008. The survey followed collaboration involving URRENO, Transport Research Laboratories (TRL) and NCDC to develop and produce the P1-P4 road safety education curriculum. The project, undertaken in 20 districts of Uganda, produced teacher's resource books, pupil's texts, charts and videos. The project also trained teachers in road safety, distributed resource materials to schools and conducted monitoring and evaluation.

The survey which was conducted in 20 schools focused on two major aspects:

- a) The availability of road safety materials

b) The utilization of materials

*Emerging issues:*

- Can road safety education be considered for all schools as a deliberate effort?
- What is the capacity of Uganda Police to enforce adherence to road safety education curriculum in schools?
- What was the motivation of public schools in implementing curriculum and what were the challenges faced by private schools?
- What were the criteria for selecting participating schools?
- How did the study ascertain that road safety education was the causal effect of reduction in accidents?
- What tangible aspects did the children learn from the content of road safety education curriculum?
- What next after the pilot survey?

**1.7 Road safety measures required for improved traffic flow in Uganda. Is Police doing enough on road safety education?**

**Speaker:**

**SP Bettinah Nalugo**

**Directorate of Traffic and Road Safety, Uganda Police**

In Uganda, about 2000 people are killed in road crashes annually, which in most cases are attributed to carelessness, inadequate skills or due to lack of road safety awareness of the road user.

The importance of formal training in road safety has been underestimated in the past because of the mistaken belief that the lessons to be learned are simple and the tasks to be performed are rudimentary.

Causes of accidents :

Human factors	80% (overspeeding, fatigue, talking on phone while driving, dazzled (lights, influence of alcohol, reckless driving)
Vehicle condition	10% (poorly maintained vehicles - brake failure, defective lights, tyre (burst)
Road condition	5%
Environmental	5%

Traffic policing plays a major role in road safety and focuses on :

- Crash reporting and investigation
- Traffic regulation enforcement
- Road safety education

Current enforcement strategies :

- a) Segmentation of highways for easy monitoring and quick response
- b) Intensified operations on common causes of accidents like drink driving, overspeeding, driver competence etc
- c) Improve partnership with stakeholders
- d) Increased motorized traffic patrols
- e) Improve deployment of personnel to monitor and deter offenders
- f) Dedicated traffic monitoring desk with a toll free line
- g) Capacity building of human resource
- h) Acquisition of equipment to enhance operations

Challenges in enforcement :

- a) Limited human and non-human resources
- b) Poor driver training
- c) Influence peddling
- d) Corruption
- e) Uncooperative passengers and vehicle owners

SP Nalugo lamented that the current enforcement strategies are not adequate on their own. She noted that they need to be complemented with road safety education and engineering in order to effectively enhance reduce mishaps on roads.

*Emerging issues:*

- How will Uganda Police deal with issues of integrity which have compromised road safety including bribery and influence peddling?
- How does the Uganda Police plan to handle ineffective traffic policing especially for vehicles carrying beyond their capacity?

## **1.8 Panel Discussion**

**Road safety enhancement through a multi-sectoral approach: possibilities and challenges**

**Panelists:**

**Mr. Alex Mugova (CrossRoads), Mr. Fred Tuwmine Nkuruho (URRENO), Mr. Davis Muhwezi (UNRA), SP Bettinah Nalugo (Uganda Police)**

The final part of the day's proceedings focused on exploring pro-active ways of enhancing road safety on all fronts. Drawing on what the panelists are doing in their respective agencies, the panel engaged the participants in a lively discussion that illuminated ways of plugging the loopholes that are compromising safety on roads in Uganda.

*Emerging issues:*

- Human behavior is the starting point to tackle the problem of road safety
- Is road safety education enough on its own? It needs to be complemented with effective enforcement
- The absence of a crash database makes it difficult to decide where to invest more – engineering versus behavioral factors
- While the problems of maintaining road safety have long been clearly identified and the solutions crystallized, the challenge lies with implementing viable strategies to combat road carnage
- A multi-sectoral approach is a pro-active way to deal with road carnage. However, how do we effectively enhance a multi-sectoral approach towards road safety?
- Is the road safety communication strategy effective? How can the messaging about road safety be improved? Does the messaging require a “shock therapy” in order to send the right message across?

## **1.9 Closing remarks**

Mr. John Ndyomugenyi of UTODA officially closed the workshop. His remarks sounded an appeal to the participants to work together in stepping up their vigilance not only in enhancing safety on roads but also security in the transport sector.

## **Conclusion**

The workshop closed at 4:45pm after engaging deliberations on a range of issues aimed at crystallizing an effective multi-sectoral approach towards enhanced safety on Uganda's roads.

By the end of the day, consensus had emerged that participants have a good grasp of the challenges of ensuring safety on roads and fully understand what needs to be done to reverse the situation. The missing link where all stakeholders needed to devote their energies was to implement multi-pronged strategies on different fronts in order to attain and sustain increased safety on all roads in the country.

## **2.0 RECOMMENDATIONS**

### **2.1 Learner-oriented recommendations:**

2.1.1 In order to promote effective delivery of the road safety education curriculum in schools, it is worth making the content examinable. This move will encourage teachers and schools and avoid treating this aspect of the curriculum as non-essential and thus undermining its delivery.

2.1.2 In a bid to foster holistic development of learners, it is vital that National Curriculum Development Centre (NCDC) develops curriculum that imparts competencies. As a result, Uganda National Examinations Board (UNEB) should then explore means of testing the development of those competencies among pupils and students.

2.1.3 The success and scaling-up of the road safety education intervention hinges on effective delivery of the road safety education curriculum in schools. It is therefore critical to support schools with respect to bolstering the capacities of teachers, inspectors, Centre Coordinating Tutors (CCTs) as well as the financial capacity of schools to procure the relevant resource materials etc.

2.1.4 The cause for increased road safety encompasses a number of stakeholders. It is therefore crucial to rally all stakeholders to support school-based interventions that promote road safety.

### **2.2 Evidence-driven recommendations:**

2.2.1 There are many factors at play when it comes to enhancing safety on roads. A more scientific approach to promoting road safety is recommended to generate empirical data, which will inform the nature of interventions

2.2.2 Given the magnitude of road accidents in Uganda, it is timely to embark on developing a crash database for the country, which specifically maintains a record of causes of road accidents. This database would provide basis for informed decision-making regarding which factors need to be tackled between behavioral and engineering aspects of promoting road safety.

### **2.3 Multi-faceted recommendations:**

2.3.1 Considering that road safety touches every life, a worthwhile intervention to consider is to have road safety incorporated in all government programs as a cross-cutting theme

2.3.2 At a broader level, it is necessary to combine road safety education with interventions which particularly target changing attitudes of the citizenry towards road safety. In particular, the enforcement capacity of traffic policing needs to be augmented to match the increasing number of motorists and road users.

2.3.3 The strategy for communicating road safety messages needs to be reviewed in order to make it more effective in acting as a deterrent for would be offenders. Awareness raising not only needs to be stepped up for all stakeholders but also to introduce a “shock therapy” so as to raise their antennae to the reality of the toll of road carnage in Uganda

## **2.4 Institutional strengthening**

2.4.1 As a network organization that is already working with schools across the country, URRENO serves as a splendid platform to mobilize input of CSOs into the proposed Uganda National Roads Safety Authority

# Annexes

## Road Safety Stakeholders Forum

September 26, 2013, Hotel Africana

**Theme:** *“Enhancing road safety education starting at the grassroots”*

TIME	PRESENTER	ACTIVITY
8:00am-9:00am	Secretariat	Arrival
9:00am –9:30am	URRENO	Welcome, Introductions and forum overview
9:30am – 9:45am	Director NCDC	The role of NCDC in road safety education in Uganda
9:45am – 10:00am	Executive Director, URRENO	Remarks
10:00am – 10:15am	Team Leader, CrossRoads	Remarks
10:15am – 10:45am	Minister of Works and Transport	Official opening
10:45am – 11:15am	Fagil Mande	<b>Paper Presentation 1:</b> <i>Road safety education in Ugandan primary schools and the challenges faced by the children.</i>  Discussions and reactions
<b>11:15am – 11:30am</b>	<b>HEALTH BREAK</b>	
11:30am – 12:00pm	URRENO	<b>Mini Video Road Safety Documentary</b>
12:00pm – 12:30pm	Programmes Manager URRENO	<b>Paper Presentation 2:</b> <i>Road Safety Education impact on the 2008 TRL &amp; URRENO RSE pilot project.</i>

		<b>Research findings presentations</b>  <i>Comments and discussion of recommendations</i>
12:30pm–1:00pm	Dr. Kasima Stephen	<b>Paper Presentation 3:</b> <i>Road safety measures required for improved traffic flow in Uganda. Is Police doing enough on road safety Education</i>  <ul style="list-style-type: none"> <li>• <i>Discussions and reactions</i></li> </ul>
<b>1:00pm – 2:00pm</b>	<b>LUNCH BREAK</b>	
2:00pm–4:00pm	<i>Moderator:</i> Patrick Kamara  <i>Panellists:</i>  <ul style="list-style-type: none"> <li>• UNRA</li> <li>• MoW&amp;T</li> <li>• URRENO</li> <li>• Uganda Police</li> </ul>	Discussion Panel:  <i>Topic: “road safety enhancement through a multi-sectoral approach: possibilities and challenges”</i>
4:00am-4:30pm	Stephen Kaheru	Wrap up
4:30pm–5:00pm	Minister of Education and Sports	Official Closure

**Table: Accident Victims by Age and Gender**

Age group	Killed		Seriously Injured		Slightly Injured		Total
	Male	Female	Male	Female	Male	Female	
<b>Below 18</b>	411	270	898	743	196	200	<b>2718</b>
<b>18- 24</b>	347	71	1955	797	207	103	<b>3480</b>
<b>25- 34</b>	708	132	3118	1054	365	100	<b>5477</b>
<b>35 – 44</b>	493	94	1800	513	172	72	<b>3144</b>
<b>45 - 54</b>	213	59	557	159	105	30	<b>1123</b>
<b>55- 64</b>	84	27	182	56	31	12	<b>392</b>
<b>65- 74</b>	44	16	78	33	20	7	<b>198</b>
<b>75 &amp; Above</b>	22	4	67	17	6	0	<b>116</b>
<b>Unknown</b>	113	16	871	239	95	34	<b>1368</b>
<b>Total</b>	<b>2435</b>	<b>689</b>	<b>9526</b>	<b>3611</b>	<b>1197</b>	<b>558</b>	<b>18016</b>