

Functions perform by Government entities on Road Safety in Sri Lanka



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2. Executive Summary

About 100 road accidents will happen daily in Sri Lanka and between 6 to 8 persons are killed thereupon and as such, it could pose social and economic problems. The United Nations had recognized that approximately 1.24 million people die annually all over the world due to road accidents and another 20 – 50 million of persons meet accidents with minor injuries and the fruitful human resource and young people who are at the ages of 21-45 years and breadwinners of the families suffer from this disaster. Therefore, the period from 2011 to 2020 had been declared as the decade of action for road safety at the General Meeting of the United Nations held in March 2010 as the proposal No.64/255. Sri Lanka is one of the parties signed for this proposal as well.

The South Asian World Health Organization had prepared an action plan relating to a period of 10 years to minimize road accidents and Sri Lanka had also prepared a plan for the decade of action for road safety. Accordingly, the major related Government Institution is the National Council for Road safety. Its functions are performed in respect of minimizing road accidents happen in Sri Lanka, comprising 17 members represented by Government and non-governmental entities.

As such, the objective of this audit is to evaluate the performance of functions of those Government entities which fulfill the duties of road safety in Sri Lanka.

Similarly, the interim report of the Select Committee of Parliament on the investigation into matters of the alarming increase in traffic accidents had been published at the first session of the Seventh Parliament. This audit had drawn attention on the recommendations stated therein.

Even though the Management capacity sufficiency for the minimization of road accidents is most important, it was observed that the powers as well as physical and human resources available in the National Council for Road Safety had been insufficient. Similarly, it was also observed that 72 per cent of the police officers attached to the Traffic Division of the Department of Police had not followed the Traffic Management course and sufficient training accommodation and equipment were not available in its Training Unit. It was a function of the National Council for Road Safety

to establish a data base in respect of road accidents. Even though the data base had been operated by the Police Motor Traffic Headquarters, the Council, the Department of Motor Traffic, Ministry of Health and Insurance Companies had not been linked thereto.

In the creation of safety roads, conducting road security audit is important but the trained engineers thereon were not available at present in the Road Development Authority and as such road safety audit had not been carried in the years 2016 and 2017. It was also observed that road accidents had happened due to Engineering faults and rectification of those faults are not done by those entities. Other observations included, insufficiency in checking the standard and running condition of school vans by the Traffic Division, insufficient lighting system in A1, A8 and A33 roads, road accidents happen as a result of non-availability of unprotected railway crossing, instances where the registration of motor vehicles not in use were not cancelled and even though restraining orders had been issued by the Police Officer and Motor Vehicle Examiners having being identified as vehicles not suitable for running, such orders had not been withdrawn after being rectified defects were observed. Similarly, it was further observed in audit that non-renewal of registration of the driving schools and insufficient equipment to identify the faults occurred in vehicle running for Traffic Police Officers.

Even though required resources for strengthening post crash care should be sufficiently available, inadequacy of health and human resources required for accident service, insufficient facilities for treatments, inadequacy of ambulance facilities were observed.

Accordingly, road accidents can be minimized by specially identification of functions of all institutions connected with road safety, vesting and supervision of such functions, and the understanding of drivers and commuters in respect of road accidents, which is an essential factor.

2. Introduction

2.1 Background

The United Nations had recognized that approximately 1.24 million persons die annually by road accidents all over the World and another 20 to 50 million of persons become physically handicapped with grave injuries by road accidents. The disaster situation in relation to these road accidents being that those who die as such and become physically handicapped are young adults between the ages of 21 to 45 years who are fruitful human resources and breadwinners of families. Likewise, it is inevitable that many families economically fall down due to burden additionally added to the family as a lot of persons so die or become handicapped were employed and those families deprive of their income earners. As a result, it has been recognized that the National Income of low and mid income generating countries falls down by 1-2 per cent.

Similarly, it had been found that the damages caused by accidents in countries with low and mid income earnings were doubled as compared with that of the high income generating countries. The United Nations had recognized that road accidents had become the main 8th impact on deaths in the world by the year 2009 and there would be a tendency that it would become the 5th issue by the year 2030.

The bad impact on road accidents in Sri Lanka is also being increased daily. During the period from 2007 to 2016, 365,925 road accidents happened, resulting deaths of 25,607 persons. Likewise, the Ministry of Health incurs a sum of Rs.1 to 10 million per person subjected to road accidents for treatments. Out of the patients admitted to the Colombo National Hospital, 25 per cent are affected by road accidents and 70 per cent of them belongs to the age groups between 15 – 45 years.

Particulars of road accidents reported in the past few years appear below.

Year	Total number of road accidents	Number of persons died of road accidents
-----	-----	-----
2007	31,980	2,402
2008	29,864	2,328
2009	33,094	2,413
2010	37,653	2,721
2011	40,258	2,677
2012	42,145	2,444
2013	37,877	2,362
2014	35,969	2,440
2015	38,107	2,817
2016	38,978	3,003
2017	37,598	3,153

(Source – Sri Lanka Police)

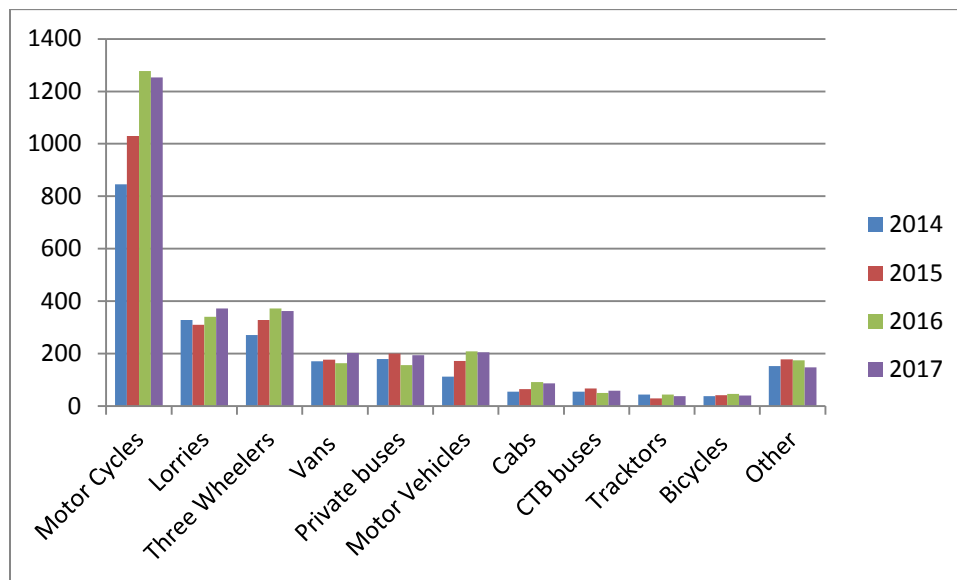
When the total accidents happened in the previous years are considered, Motor Cycles had become significant in identifying answerable vehicle types separately. The other motor vehicles causing more accidents can be identified as Three Wheelers, Lorries, Private buses, Vans and motor cars. Details are as follows.

Types of vehicle answerable	Years			
	2014	2015	2016	2017
Motor Cycles	846	1030	1778	1,253
Lorries	328	310	341	373
Three Wheelers	271	328	373	363
Vans	171	177	164	203
Private buses	180	201	157	194
Motor Vehicles	113	172	209	205

Cabs	56	65	92	87
CTB buses	56	67	51	59
Tracktors	45	30	45	38
Bicycles	38	42	47	41
Others	153	179	175	148

(Source – Sri Lanka Police)

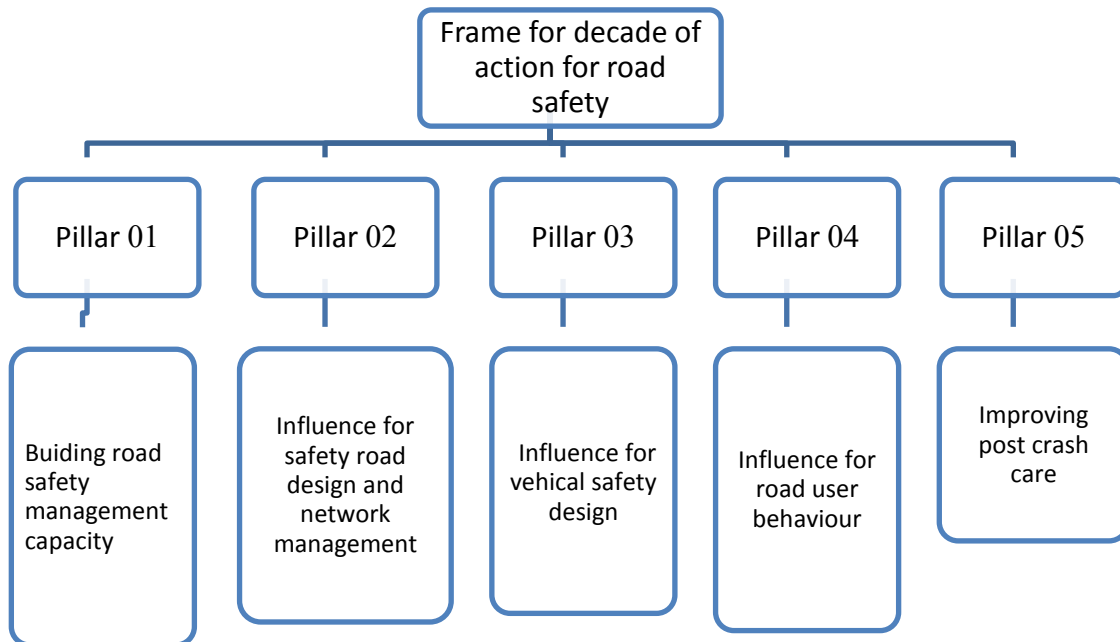
Vehicles answerable for fatal accidents



Even though the position of road accidents in Sri Lanka is as such, many countries in the world used road safety methods evidenced that they had minimised road accidents. Countries such as Australia, Canada, France, Netherland, Sweden and USA are cited as examples.

At the General Meeting of the United Nations held in March 2010, the period 2011 to 2020 had been named as ‘decade of action for road safety’ under proposed No.64/255. The functions of this decade had been entrusted to the World Health Organisation and the other Regional Commissioners of United Nations and an action plan had been prepared by the World Health Organisation in order to minimise road accidents related to the period of 10 years.

For the implementation of decade of action for road safety relating to the period 2011-2020, a National Action Plan had been prepared being founded on 5 pillars as shown below.



Under this background, the Select Committee of Parliament had been set up to investigate into matters of the alarming increase in traffic accidents and its interim report had been published at the first session of the 7th Parliament. It had been published on 12 December 2014 under the Parliamentary Series No. 351.

The National Council for Road Safety functions basically under the theme of the establishment of a safety road system for all and set up by the Motor Traffic Amendment Act No. 5 of 1998 under the Ministry of Transport. This council consists of not more than 17 members with a Chairman appointed by the releart Minister.

The group of representative comprises as follows.

- A representative of the Ministry of Minister in charge of the subject of Education.
- A representative of the Minister of the Ministry in charge of the subject of Finance and Planning.

- A representative of the Minister of the Ministry in charge of the subject of Provincial Councils and Local Government.
- A representative of the Minister of the Ministry in charge of the subject of Highways.
- A representative of the University of Moratuwa appointed after consultation with the University Grants Commission established under the Universities Act No. 18 of 1978.
- A representative of the Urban Development Authority established by the Urban Council Authority Act No. 41 of 1978.
- A representative of the Road Development Authority established under the Road Development Authority Act No. 73 of 1981.
- A representative of the Minister of the relevant Ministry.
- A representative of the National Transport Commission established under the National Transport Commission Act No. 37 of 1991.
- A representative of the Department of Motor Traffic.
- A representative of the Sri Lanka Transport Board established under the law No. 19 of 1978 of the National State Essembly.
- A representative of the Ceylon Society for the Prevention of Accidents.
- A representative of the National Transport Medical Institute.
- A representative of the Automobile Association of Ceylon established under the Automobile Association Ordinance (Incorporation) No.19 of 1957.
- A representative of the Department of Police appointed after consultation with the Inspector General of Police.
- A representative of the Colombo Municipal Council after consultation of the Major of the Colombo Municipal Council.
- Controller of insurance or his representative.

2.2 Authority for Audit

Audit was carried out under my direction in pursuance of provisions in Article 154(1) of the Constitution of the Democratic Socialist Republic of Sri Lanka.

2.3 Scope of Audit

My audit was carried out in consistent with the International Standards of Supreme Audit Institutions (ISSAI 3000-3200)

The World Health Organization had prepared an action plan for taking action on the implementation of decade of action for road safety made up of the frame with 5 pillars in order to minimize road accidents relating to the period 2011 to 2020. Based on the objectives and targets stated in that action plan, the functions of the relevant government entities had been evaluated.

2.4 Audit Approach

This audit had basically paid attention in the manner how to connect the National Council for Road Safety, Motor Traffic Division of the Sri Lanka Police, Department of Motor Traffic, Road Development Authority in respect of minimizing road accidents. Similarly, the ascertainment of information through questionnaires from 41 Police Divisions located all over the Island had been carried out as well.

Thus, the interim report of the Special Parliamentary Committee appointed to investigate into matters on vehicle accidents being rapidly increased had been published at the first Session of the 7th Parliament. This audit had drawn the attention of its recommendations as well.

2.5 Audit Objectives

Main Audit Objective : Evaluation of functions of the entities perform the duties in respect of road safety in Sri Lanka.

2.5.1 Audit Objective : Evaluation of road safety management capacity building.

- 2.5.1.1 **Sub – Objective :** Evaluation of action of the National Council for Road Safety as the foremost agency with executing authorities.
- 2.5.1.2 **Sub – Objective :** Evaluation whether an information system in respect of coordinating and evaluating road safety has been established.
- 2.5.1.3 **Sub – Objective :** Evaluation whether the research development programme on road safety has been established.
- 2.5.1.4 **Sub – Objective :** Evaluation whether the continuous training is given for road safety personnel.
- 2.5.1.5 **Sub – Objective :** Evaluation whether surveys and Evaluation process is in operation.
- 2.5.2 Audit Objective :** Evaluation the impact on secured road construction and system management.
- 2.5.2.1 **Sub – Objective :** Evaluation whether improvement of safety features for new roads and whether the existing roads are being improved.

- 2.5.2.2 **Sub – Objective :** Evaluation whether audit functions were carried out for the security.
- 2.5.2.3 **Sub – Objective :** Evaluation whether human activities on road been minimized.
- 2.5.2.4 **Sub – Objective :** Evaluation whether security system is available in railway cross roads.
- 2.5.2.5 **Sub – Objective :** Evaluation Whether secured Transport system for school children is established.
- 2.5.2.6 **Sub – Objective :** Evaluation whether bus halt facilities are located in essential places.
- 2.5.3 Objective :** Evaluation whether effective observation programmes are set up for the observation of secured vehicle running.
- 2.5.4 Audit objective:** Evaluation the behavioral pattern of the commuters.
- 2.5.4.1 **Sub – Objective :** Evaluation the supervision of drivers' Learners schools.
- 2.5.4.2 **Sub – Objective :** Evaluation the enforcement of laws and rules effectively.
- 2.5.4.3 **Sub – Objective :** Evaluations on the improvement of insurance system.

2.5.5 Audit Objective : Evaluation of human and physical facilities in hospitals for the evaluation of post accident protection.

3. Detailed Audit observations

3.1 Road Safety Management Capacity Building

Under the Road Safety Management Capacity Building, activities of the various line Ministries, Departments, Institutions, Provincial Ministries as well as local Authorities are coordinated.

The Government entities to be intervened for the achievement of main objectives are as follows.

- (i) Ministry of Transport.
- (ii) National Council for Road Safety.
- (iii) Road Development Authority.
- (iv) Police Department of Sri Lanka.
- (v) Department of Motor Traffic.

Audit observations on road safety management capacity building by those entities are as follows.

3.1.1 National Council for Road Safety

The National Council for Road Safety is operated under the Ministry of Transport established by the Motor Traffic amendment Act No. 05 of 1998. The National Council for Road Safety operated under the theme of the establishment of a secured road system for all, consists of 16 representatives of public institutions and one representative from a non - governmental organization, headed by a Chairman.

Section 213 'a' of the Motor Traffic Act states the functions of this Council and section 213 'b' established the road safety fund; one per cent of the 3rd party vehicle insurance income of all insurance companies is credited to this fund monthly. Compensations of Rs.100,000 and Rs.75,000 prior to the year 2015 and Rs.200,000 and Rs.100,000 subsequent to the year 2015 are paid from this fund to dead or injured victims of unidentified hit and run motor vehicles.

Accordingly, compensations of Rs.31,555,000 for 209 deceased persons and Rs.11,955,000 for 182 totally wounded persons had been paid during the period from 2008 to 2017.

3.1.1.1 Conversion into a Commission

According to the recommendations contained in the by laws of the Parliamentary Special Committee appointed to investigate into matters on the decade of action for Road Safety and motor vehicle accidents being rapidly increased, the existing National Council for Road Safety should be converted into a National Commission including the Ministry of Health and the required duties, authorities and financial resources should be given for the better management of road safety in the country. However, it had not been accomplished even up to May 2018.

3.1.1.2 Strengthening the Council

Even though a sufficient trained staff and required infrastructure facilities should be accomplished for strengthening the National Council for Road Safety, this Council is an entity operates under the Ministry of Transport and it was observed that this Council consists of 11 officers attached to the Department of Sri Lanka Railways and Sri Lanka Transport Board and one officer employed on contract basis and a casual Labourer. The Chairman of the Council had informed the audit on 23 November 2017 that an additional staff and physical resources are further required.

3.1.1.3 National Policy on Road Safety

As stated in paragraph 14 of the Parliamentary Special Committee report on the investigation of road accidents being rapidly increased and the decade of action of road safety, it was recommended to formulate and implement a national policy on road safety as a function to be fulfilled by the Government on behalf of the Nation in accordance with the proposal on road safety passed by the United Nations by which Sri Lanka was also one of the signatories, in considering the decade of action for road safety from 2011 to 2020. Nevertheless such a policy had not been adopted even by November 2017.

3.1.1.4 Conducting researches on road safety

Collection of information about the related subjects, conducting researches and field inspections and assisting for researches should be carried out by the National Council for Road Safety. In addition, the establishment of a fund for Research and Development, provision of funds for the commencement of pilot projects, for new creations were stated in the National Action Plan on road safety as an executable function.

However, the monetary provision had not been made for the commencement of pilot projects for researches and new creations on road safety even by November 2017, but it was observed in audit that collection of information is being done.

3.1.1.5 Performance evaluation of decade of action for road safety

- a) According to the decade of action for road safety, the performance of the decade should be annually and half yearly evaluated by the National Council for Road Safety but any activity or performance whatsoever, had not been evaluated in the first half of the 2010-2020 decade and various activities and performance had been evaluated in the second half of the decade.

- b) Sri Lanka Agency of the World Health Organization had informed that the operation of 5 towers relating to that decade had not been fulfilled during the period from 2011 to 2015 by Sri Lanka according to the international decade for road safety. Issues mentioned by the World Health Organization in this connection are as follows.
 - Non – availability of a national road safety policy.
 - Inability to impose speed limits regionally.
 - Non – availability of Laws to carry away of children below the age of 8 years.
 - Road safety audits not carried out.
 - Non – availability of policies for the encouragement for walking and cycling.
 - Non – availability of Pre-Hospital protection

3.1.1.6 Maintenance of a Computerized data base

In terms of orders stated in the gazette extra-ordinary No.138/4 of 04 April 2008, the maintenance of a Computerized data base, indicating information such as the number of Motor vehicles, and their features and composition road accidents, local and international statistics on road safety are main functions of the National Council for Road Safety but it had not been performed.

3.1.2 Department of Police

A significant task in respect of the implementation of Motor Traffic laws in the country is performed by the Department of Sri Lanka Police. Supervision of Motor Vehicle offences, submission of criminals to court of law, taking action in respect of road safety and make awareness of people on road safety are accomplished by the Sri Lanka Police.

Accordingly, a training unit had to be setup in the Traffic Police Headquarters in order to give a complete training in a manner to identify the violation of Traffic laws and to carry out investigations. Nevertheless, the following issues observed that it had not been so done.

3.1.2.1 Police Motor Traffic Training Unit

- a) Areas of 20×30 square feet and 8×8 square feet are used in the 3rd floor of the Traffic Police Headquarters as the training hall and the training office respectively, the construction work of which were not yet completed. Only 40 officers can be trained in that place at a time. It was observed that during the past 3 years from 2015 to 2017, number of officers trained in Senior Motor Traffic Management course, Junior Motor Traffic Management course, one day Motor Traffic course and 2 – day Motor Traffic course amounted to 180,562, 87 and 104 respectively.
- b) As observed at the audit examination, out of 7,041 officers employed in 41 Police Motor Traffic Divisions 5,089 Police officers or 72 per cent had not followed the senior and junior motor Traffic Management Courses as at 31 December 2015 which was a long term course with theoretical and practical training given to the officers attached to the Motor Traffic Divisions. Accordingly, it was observed that the space belongs to motor Traffic Police Training unit and the number of officers trained annually were insufficient.



(Traffic Police Headquarters, Construction work of which was not completed)

3.1.2.2 Physical Facilities

It is the task of the decade of action for road safety in strengthening this training unit and accordingly the required physical facilities should be provided. However, shortfalls such as equipment required for Lectures, computers, printing machines and vehicles required for training had existed as at 31 December 2017 in that unit.

3.1.2.3 Installation of the data system in respect of road accidents.

- (a) Collection of vehicle accident data and analysis therein is currently done by the Traffic Police Headquarters. However it was observed that the National Council for Road Safety, Department of motor Traffic, Ministry of Health and the Insurance Companies could not access to this data system.
- (b) According to the Motor Traffic Ordinance No.17 of 1951, (as amended by subsection 161(c) of Motor Traffic act No. 18 of 2009) in the event of an accident, the insurer who insured the vehicle related to accident should report such an accident to the OIC of the nearest Police Station, for the purpose of preparing statistics related to the accident. However, when the data collected by the Police and the Sri Lanka Insurance Association is compared each other, major differences were observed as follows.

Year	Number of Accidents reported to Police	of Accidents reported to Insurance Companies	Difference
2008	29,864	392,038	362,174
2009	33,094	351,537	318,443
2010	37,603	335,836	298,233
2011	40,258	431,505	391,247
2012	42,088	566,127	524,039
2013	37,877	492,534	454,657

(c) Maintenance of the data system

The Department of Police belonged computer programmes developed for input analysis. A basic training had been given to 92 police officers by the University of Moratuwa in respect of data input to the system. It was observed that the office equipment requirement for the operation of updated vehicle accident data system had not been fulfilled in the statistical Division of the Traffic Headquarters even by 31 December 2017.

3.2 Development of Safety roads and system management

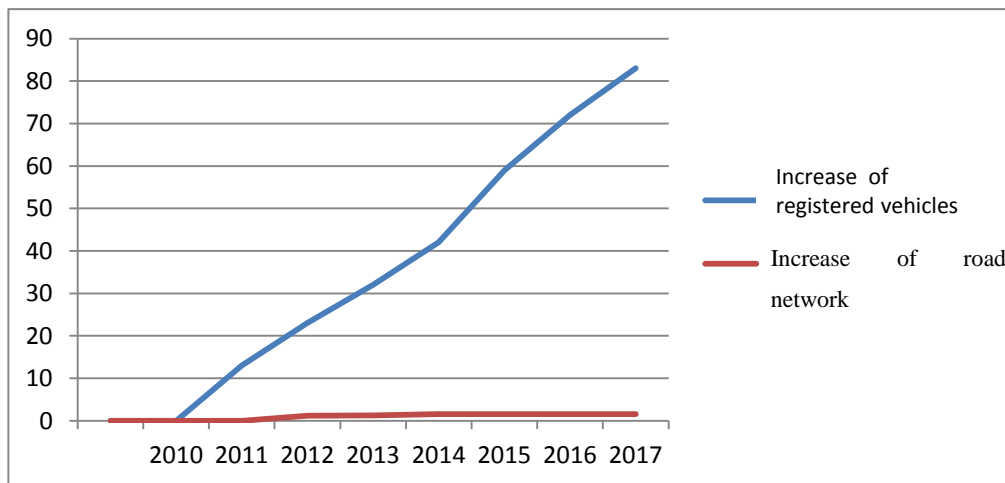
An opinion accepted by experts in road safety is that the condition of roads is affected as a prime factor for happening road accidents. Accordingly, the creation of secured road and protection of existing roads had been identified as the second tower of road accident decade, and those functions are performed by the Road Development Authority. The functions to be performed by those entities are indicated in the road accident prevention decade and the report of the Parliamentary Committee. Audit observations in fulfilling those functions are given below.

3.2.1 Road Development Authority

3.2.1.1 Road Network

In terms of paragraph 12 (b) 4 of the interim report of the Parliamentary Committee, it was recognized that road system in Sri Lanka is insufficient as compared with the increasing trend of vehicle accidents. Similarly, the following statistics established that the road network in Sri Lanka is not improved as compared with the speed of vehicle registration.

Year	Number of vehicles registered	Increased of number of registered vehicles (%)	Road network km	Increased of road network
2010	3,954,311	0	12,019	0
2011	4,479,732	13	12,019	0
2012	4,877,027	23	12,165	1.21
2013	5,203,678	32	12,169	1.24
2014	5,633,234	42	12,208	1.57
2015	6,302,141	59	12,210	1.59
2016	6,795,469	72	12,210	1.59
2017	7,247,122	83	12,220	1.67



3.2.1.2 Road safety Audits

According to the decade of action for road safety action plan, it was stated that engineers of the Road Development Authority should be trained for conducting road safety audit and at least one road audit should be conducted in one road during a period of 04 years. Nevertheless, any road safety audit whatsoever had not been carried out, even though the total number of engineers in service in the years 2016 and 2017 amounted to 642 and 665 respectively.

3.2.2 Prevention of entry to main roads by pedestrians

In the examination of road accident data for the last 8 years observed that 23 per cent of the serious injuries and 31 per cent of deaths out of road accidents had caused to pedestrians. Accordingly, one task included in the decade of action on road safety is that fences near junctions and commercial areas with congestion are to be put up and the exact mid be marked by using soundly strips in dual roads in order to prevent pedestrians entry to main roads.

Similarly, Paragraphs 12 (a), 7.3, 12(a) and 7.4 of the Parliamentary interim report stated that in considering, the available space, dangerous bends, soundly hump margin at the edge of the road and junctions should be put up to reduce the speed of vehicles and also put up bifacial fences on main road at least in junctions and commercial areas with traffic congestion.

However, according to the information obtained by audit in this connection from police division located though out the island it was revealed that there were instances where no such soundly humps and pedestrian fences had been put up. Due to such reasons, it was observed that pedestrians had met road accidents in 46 places existed in 16 police divisions.

3.2.3 Putting Up Service Lines

As stated in the Decade of action for road safety it should be an inevitable requirement that a corridor should be provided in all future projects in respect of constraction and reconstruction of highways for the provisiom of electricity, telephone and water supply service lines, a methodology to provide capital to execute those projects be formulated, electricity telephone and water supply lines currently existed besides the road be removed and they should be layed by under ground or parallel to the rail roads. Specially it should be done in urban areas.

Nevertheless, according to the information obtained from Police Divisions throughout the island by audit, revealed that there were 109 occasions where electricity and telephone posts had existed, interrupting the road in 15 Police Divisions as at 31 December 2015, resulting 14 road accidents had happened.

3.2.4 Maintenance of Yellow Lines, White Lines Pedestrian Crossings, Bridges and Flyovers

According to the Decade of action for road safety and paragraph 12 (6)(7) of the above Parliamentary report, pedestrians should be provided with pedestrian crossing and the pedestrian crossing marked in yellow should be drawn by using re-flexible paints. However, there were 355 cases in 18 Police Divisions where road – signs in pedestrian crossing were not clearly indicated and they had become erased and as such 196 road accidents had happened.

3.2.5 Pedestrian Crossing situated nearest to bus halt intersections

According to the decade of action for road safety and paragraphs 12(a) and 7.11 of the Parliamentary committee interim report, it was stated that when passengers are getting in to the bus and getting off the bus, by missing the step and crossing the road near the bus stop, accidents might happen and as such bus stands should be provided in suitable places specially planned along with main roads in a manner not to encumber the vehicle running behind. However, it was observed in accordance with the information obtained as at 31 December 2015, that 368 road accidents had happened in 293 places of 28 Police Division since the period from 2 months to 8 years, as pedestrian crossing were situated, nearest to the bus stand intersection.

3.2.6 Maintenance of quality, Standard and Suitable Running Condition of the School Vans

Decade of action for road safety states that a secured transport service should be set up for school children. Likewise, in terms of Motor Traffic Instruction Circular No.39/2013 dated 23 February 2013 and Motor Traffic Instruction Circular No.65/2014 issued in June 2014, the number of private vehicles carrying school children within Sri Lanka is being increased daily and the number of vehicle accidents happened therefrom is also being increased daily. Therefore it was stated that the provision of maximum security for school children on the roads was the responsibility of the Police.

It was stated in that circular that school vans should be checked once in 3 months and some other instructions. However, out of 5296 school vans available in 10 Police Divisions in the year 2015, it was observed at test check that only 3126 school vans had been checked.

3.2.7 Illumination

According to the decade of action for road safety, electric lamp facilities should be provided up to a distance of 50 Km from Colombo in A1, A2, A3 and A4 roads. In addition, when the roads and intersection are sufficiently illuminated the risk of accident can be prevented and therefore, illumination facilities should be provided to all highways. However as observed at audit test check carried out in respect of the supply of electricity to A1, to A33 roads as at 31 December 2017, only the distance up to 6.5 Km, 34 Km and 12 Km in A8 road, A1 road and A33 road had been illuminated respectively. Similarly, according to the information obtained by audit from Police Divisions situated throughout Sri Lanka, it was revealed that 108 road accidents had happened in 475 occasions during which electric lamps were inoperative at night in 30 Police Divisions all over the island for the period from 6 months to long periods as at 31 December 2015.

3.2.8 Elimination of Engineering faults effected to interrupt transportation and causing vehicle accidents.

In the mindful examination of vehicle accidents happened during the past years stated in the Motor Traffic instruction Circular No.55/2014 (undated), a large number of vehicle accidents reported due to road defects themselves. Order No.D1 of the Department of Police had stated that the Police officers who perform the duties of Engineering faults, motor vehicle transportation and road safety should take action to prevent and correct them.

In addition, it was stated that those defects should be discussed at the meeting of the road safety committees with responsible entities and make aware of them to rectify faults, action should be taken by involving Police Officers to eliminate faults in the 2nd and 3rd months, when the entities responsible for the rectification of engineering faults are continuously eluded for rectification even they had been informed, they should be reported to the judicature in terms of section 99 of

the Criminal Procedure Code under the public oppression and get a conditional injunction. However, road engineering defects not rectified in the year 2015 are as follows.

Nature of Engineering faults	No of faults revealed	No.of accidents happened
-----	-----	-----
(1) Pedestrian crossings, bus halts, situated nearest to intersections	293	368
(2) Signs not clearly in Pedestrian crossing and they were faded	467	183
(3) Non availability of pre-indicating sign-posts in culverts and bridges and non-availability of bridge arms.	221	76
(4) Non availability of islands in the middle of high ways and not closed existing islands.	63	74
(5) Location of signmarks still as before on the roads prepared for both ways running but now converted in to one way running.	22	31
(6) Holes on the road	536	125
(7) Location of both bus halts near the both sides of the road	53	129
(8) illicit constructions without the approval of the Authority of Roads.	84	64
(9) Non availability of proper control signs in accordance with physical location of roads.	237	143

(10)	Electricity and Telephone wire posts located unprotectively on the road.	108	12
(11)	Retention of remains of earth, rubble posts etc.as a result of being repaired certain roads for a long time.	93	95
(12)	Inactivated electric lamps	466	107
(13)	Unmarked bus stands.	295	27

3.2.10 Places where many accidents happened (Black Spot)

As the Road Development Authority does not perform its functions adequately in the occasions such as roads being damaged, existence of dangerous bends and principle road being marrowed, non availabliy of road signals, etc. Police station had identified areas where 2014 plenteous vehicle accidents being occured in 23 Police Divisions in the year 2015.

Even though the Police stations had made aware the road Development Authority of 204 areas, so identified, it was revealed that they had not been corrected.

3.3 Establishment of effective observation programme for the observation of secured vehicle running

Under this, it intends that formulation of standards for vehicle registration, establishment of effective observation programmes for the observation of suitability of vehicles to run on the high ways, monitoring cycles, motor cycles and three wheelers, impose limitations on tractors and monitoring vehicle imports etc. In performing these functions, the Department of Motor Traffic and the Police are involved. Audit observations in respect of performing each of these functions are given below.

3.3.1 Cancellation of the registration of motor vehicles not in use

The Parliamentary committee report indicated that the registration of motor vehicles not in use be cancelled, motor vehicles which destroyed, parts being detached, broken or become

permanently non-usable otherwise be included in the list of cancellable motor vehicles, printing and prescribed for publishing in the government gazette, a specimen from to inform the condition of vehicles belong to vehicle owners to the Commissioner of Motor Traffic. However the following observations indicate that action in this connection is not taken.

The approval of the Cabinet of Ministers had been granted at the Cabinet meeting held on 28 February 2014 for the Cabinet Memorandum submitted by the Hon. Minister of Education along with the Cabinet Paper No. අමප/ 14/0220/530/009 dated 31 January 2014, titled as 'Ascertainment of scrapped vehicles required for practical works relating to the G.C.E.(A/L) Technology subject stream.' Technology stream had been introduced to 250 secondary schools in the year 2013 and proposed to be introduced to 150 schools in the year 2014 as the second stage. Accordingly, facilities had been provided to use those motor vehicles to be disposed of and clustered in government institutions, in the schools in which this subject was introduced, for practical purposes.

According to the above Cabinet Decision, 396 scrapped vehicles, comprising 162 scrapped jeeps, 177 motor cycles, 54 cars, 02 vans and 01 cab of the Department of Police had been distributed among 249 schools in the year 2015. However, the Department of Police had not taken necessary action for the cancellation of registration of these motor vehicles in the Department of Motor Traffic. The particulars of those vehicles appear below.

3.3.2 Fully conditioned vehicles to be driven by drivers

According to decade of action for road safety it was stated that before driving his vehicle, the driver should ensure whether brakes, external lights, front and rear signal lights are properly functioned. However, audit test check observed that police inspections confirmed 19 instances where vehicles with mechanical faults were running on roads.

3.3.3 Prohibition of operations of vehicles not suitable for running

A motor vehicle examiner with a police officer tests whether vehicles not suitable for running operate on the road. If that test finds that unsuitable vehicles are run, restraining orders are issued in terms of sections 201 (2), 198(2) and 194 of the Motor Traffic Ordinance. Until the fault is rectified the revenue license of that vehicle and the driving licence are obtained by the

Motor Vehicle Examiner and Police respectively, as the vehicle running in the road is an offence.

Subsequently, fault of the vehicle should be rectified and the revenue liscence and the driving liscence are taken back after being withdrawn the restraining order. In the examination carried out in this regard revealed the following.

- (a) Out of the 1436 restraining order issued by July 2015 within the Colombo District, the number of restraining orders withdrawn and not withdrawn amounted to 793 and 643 respectively. Faults on those 643 vehicles had not been corrected even by 30 November 2015 and it represented about 45 per cent of the restraining orders issued.

The test check carried out in respect of restraining orders not withdrawn revealed the following.

	Date of issue of restraining order	Vehicle Number	Vehicle class	Expiry date of revenue liscence	Renewal date of revenueliscence
	-----	-----	-----	-----	-----
1.	20.12.2012	22-8380	Lorry	20.03.2013	2013.03.19
2.	10.10.2014	27-0461	Lorry	01.04.2015	NA
3.	14.03.2014	51-1931	Van	20.04.2014	2014.03.03
4.	25.08.2014	205-2908	Three wheeler	04.12.2014	2014.10.15
5.	15.07.2013	40-2370	Lorry	27.03.2014	2014.10.24
6.	11.02.2013	56-0513	Van	19.07.2013	2013.10.04
7.	22.09.2013	43-3518	Lorry	04.11.2014	2015.03.27
8.	05.08.2014	205-2980	Three wheeler	04.12.2014	2014.10.15
9.	06.12.2012	LE-7875	Lorry	16.01.2013	2014.03.24
10.	20.12.2012	22-8380	Lorry	20.03.2013	2013.03.19
11.	18.07.2014	63-2565	Double Decker	26.09.2014	2014.10.16
12.	19.01.2014	GE-7624	Three wheeler	08.02.2014	2014.08.21
13.	20.07.2012	60-4231	Three wheeler	08.12.2012	2012.12.11
14.	03.07.2014	226-8567	Lorry	23.07.2014	2015.08.10
15.	25.02.2014	GV-2932	Duel car	27.10.2014	2014.11.17
16.	04.10.2013	NA-6782	Double Decker	18.09.2013	2013.10.23

17.	09.01.2014	28-3463	Lorry	11.01.2014	2014.02.13
18.	27.03.2014	NO-9831	Double Decker	01.11.2013	2014.04.09
19.	05.06.2013	52-3828	Duel car	29.05.2014	2015.09.29
20.	19.12.2014	LJ-5883	Lorry	15.03.2014	2015.05.08

Even though the revenue license is obtained by the Motor Vehicle Examiner along with the issue of restraining order without the rectification of fault of the vehicle, new revenue license can be obtained, despite the restraining order had been issued as above and therefore it was observed that the purpose of the issue of restraining order was not accomplished.

- (b) Are motor vehicles not suitable for running operated, the copies of restraining orders, issued in that regard should be presented to the Provincial Department of Motor Traffic by the Motor Vehicles Examiners and action should be taken not to issue a new revenue license for vehicles not being rectified. Nevertheless, the particulars thereabout had not been sent to the Provincial Department of Motor traffic.

3.4 Influence on the Commuters' Behavioral Pattern

Targets to be reached for fulfilling this matter are stated in the Decade for action for Road Safety and the progress in reaching those targets is given below.

3.4.1 Supervision of the driving schools

Drivers Learning schools in the island should be subjected to regular supervision by the Department Motor Traffic to ensure that the drivers are trained under a specific curriculum and to issue drivers licenses appropriately. The Parliament committee report stated that a group of officers, comprising the officers in the Ministry of Transport, Department of Motor Traffic and the Police should be appointed to raid driving schools. Similarly, it is also stated in that report, that a task force should be set up by the Ministry of Transport with the participation of officers of the Ministry, Department of Motor Traffic and the Police in order to check being sudden jumped on. However, an appropriate task force had not been set up even by 12 July 2018. Even though drivers learning schools should be subjected to regular supervision, only 538 drivers schools out of 969 had been inspected by 31 December 2017.

3.4.2 Registration of driving Schools

Learners schools registered in the Department of Motor Traffic should renew their licenses annually. The registered driving Schools as at 31 December 2017 amounted to 969 out of which 480 or 49 per cent had not renewed their registration within the specific period.

3.4.3 Equipment used for the identification of drunken drivers

During the period from 30 June 2014 to 30 June 2015, 47 persons had died due to drunken – driving. The Police uses Breathalyzer which is the equipment to measure the quantity of alcohol in expiratory air and to test whether drivers, while driving the vehicle had taken liquor. After being checked a driver, this equipment is produced to the court as a case material and as such this equipment could not be used again and again. In the examination in respect of 40 Police Divisions throughout the island as at 31 December 2015, in this regard revealed that the requirement of alcholyzer tubes, Alco meters and breathalyzer amounted to 64,270,485 and 28,628 respectively but supplied only 4330,04 and 799.

3.4.4 Use of Traffic Police Cameras

According to the action plan of the decade of action for road safety, the use of digital cameras is required in order to reveal motor vehicle offenders and the use of such cameras throughout the island fulfills the following advantages.

- Violation of Motor Traffic laws and rules can be entrapped and enabling to inform the offenders their offence.
- Enabling to send a notice to the person who had been registered for running the vehicle in respect of details of said to be alleged at the time of happening the offence along with the photograph relevant thereto.
- Are motor vehicle cameras used, it would result the reduction of Traffic offences being more cautious by offensive drivers.
- Reduction of the requirement of Police guard, continuously being carried out on roads.

Nevertheless, according to the information obtained by audit at Police Divisional level situated throughout the Island in this regard it was revealed that only 01 vehicle camera was available in 40 Police Divisions though the requirement was 573.

3.4.5 Supply of Communication and other equipment

Even though the supply of sufficient number of more developed communication equipment to identify the violation of rules and regulations in respect of speed and illumining signs and such equipment as fluorescent meters, tappet meters, cameras etc. are needed, only 16 items of such equipment had been supplied out of the requirement of 1270 items.

3.4.6 Increase the number of vehicles used for Traffic Police activities

Special operations must be launched by using officers to detect traffic offences. In that connection, a sufficient number of high power motor vehicles, motor cycles with radio communication equipment must be supplied to the Traffic Police. However, only 359 motor vehicles of the total requirement of 1169 was available in 40 Police Divisions as at 31 December 2015.

3.4.7 Strengthening the Traffic Police Department

As the Traffic Police performs the major role in respect of the implementation of Traffic Laws in the Country, all equipment to relating the implementation of Motor Traffic Laws should be fulfilled according to the requirement. Nevertheless, according to the information obtained by audit in respect of the requirement of each items of equipment for the control of motor vehicle accidents in Police Stations situated all over the Island, sufficient equipment was not available in 40 Police Divisions as at 31 December 2015. Particulars are given below.

Type of equipment -----	Requirement -----	Availability (NOS) -----	Percentage
i. Luminas gloves	7,537	921	12
ii. Luminas Jackets	7665	2537	33
iii. Helmets	4550	1253	28
iv. Red touches	2379	561	24
v. Rain Courts	7280	1047	14
vi. Cones	10050	2834	28
vii. Traffic Controller Jackets	17975	1730	09

viii. White Helmets	6191	1674	27
ix. White belt suit	6547	1540	23
x. Sun glasses	6437	1044	16
xi. White cloth gloves	6839	678	10
xii. gag	7129	545	08
xiii. Laser guns	336	08	02
xiv. Radar speed measuring equipment	446	85	19

3.4.8 Mitigation targets of fatal vehicle accidents

The Deputy Inspector of Police in charge of Traffic Control and Road Safety had made aware of all divisional heads and the Senior Superintendents of Police, Traffic (Colombo) by his letter No. DIG/TR/OUT/59/2014 dated 14 February 2014 about the quantity of fatal accidents to be mitigated in the year 2014. However, those targets had been achieved as expected only by 06 Police Divisions and it was observed that other 35 Divisions had not achieved such targets.

3.5 Post-Accident Protection

As stated in the National Health Strategies Plan 2016-2025, the most of the vehicle accidents Victims in Sri Lanka are the fruitful human resources and teenagers in the ages between 30 to 40 years. Delay in the recovery became handicapped and their demise are severely affected the economy of the country being lost or became physically handicapped, the income earner of a family it would collapse. It further states that if the Victims can be brought to the Hospital soon and by providing standard and quality hospital protection the patient would be recovered soon and to prevent being physically handicapped or demise. In considering the action plan prepared parallel to the decade of action for road safety and the contribution of Ministry of Health, the following matters were observed.

3.5.1 Human Resource required for an Emergency Health Service

Even though the sufficient and trained human resources are required for the efficient and effective accident medical services, the shortage of trained Medical Officers and nurses in the

Base and Teaching Hospitals in Sabaragamuwa, Uva, Central, Western and North Western Provinces amounted to 77 and 120 respectively whereas there were 43 and 14 excess trained Medical Officers and nurses respectively in the Western Province.

3.5.2 Facilities required to treat road accident Victims

For the purpose of treating accident Victims, facilities such as shock and orthopedic facilities, facilities for Neuron surgeries and blood banks units should have been put-up in the Base and Teaching Hospitals. However, according to the information made available to audit, it was observed that facilities such as shock treatments, orthopedic treatments, in euro surgeries and emergency shock treatments, were insufficient in the Base and Teaching Hospitals in Sabaragamuwa, Uva, Central, Western and North Western Provinces. It was also observed that blood bank unit facilities in the Base and Teaching Hospitals in Sabaragamuwa, Uva, Central and North Western Provinces were not available.

4. Recommendations

4.1 Recommendations in respect of the National Council for Road Safety

- (a) The existing National Council for Road Safety be converted into a National Commission and assign required powers and authorities and provision of financial resources thereto.
(Ref: Paragraph No. 3.1.1.1 and 3.1.1.2 of the report)
- (b) Formulation and execution of a National Policy on road safety
(Ref: Paragraph No. 3.1.1.3 of the report)
- (c) Provision of funds for researches and commencement of pilot projects for inventions
(Ref: Paragraph No. 3.1.1.4 of the report)
- (d) Action be taken to obtain data on all road accidents not reported to the existing data system (Ref: Paragraph No. 3.1.2.3(b) of the report)
- (e) Maintenance of a data base and allocation of resources thereto in respect of number of motor vehicles and their features and composition, road accidents, Local and international statistics on road safety.

(Ref: Paragraph No. 3.1.1.6 and 3.1.2.3(c) of the report)

4.2 Recommendations in respect of the Department of Police

- (a) Supply of sufficient space and equipment for the training unit situated in the Traffic Police Head quarters

(Ref: Paragraph No. 3.1.2.1(a) and 3.1.2.2 of the report)
- (b) Conducting formal courses in respect of Motor traffic laws for all grades of officers involve in motor traffic handling.

(Ref: Paragraph No.3.1.2.1(b) of the report)

- (c) Supply of required Physical resources, internet and computer facilities to the statistics Division of the Traffic Headquarters Traffic Divisions of all Police Stations for the maintenance of data on road safety.

(Ref: Paragraph No.3.1.2.3(d) of the report)

- (d) Supply of the following equipment being identified required quantity to Traffic Divisions of all Police Stations.

- (i) High Power Motor Vehicles, motor cycles with radio communication equipment.

((Ref: Paragraph No.3.4.6 of the report)

- (ii) Fluorescent meters, speed testing equipment, like tappet meters Camera and testing measuring equipment through radars operated while being run the vehicle and computers etc. for the identification of violation of speed rules and regulations.

(Ref: Paragraph No.3.4.5 of the report)

- (iii) Equipment required to test the drunken drivers

(Ref: Paragraph No.3.4.3 of the report)

- (iv) Cameras required to catch culprits who violate Traffic laws and rules

(Ref: Paragraph No.3.4.4 of the report)

- (v) Secured cloths and equipment required for the officers engage in vehicle testing.

(Ref: Paragraph No.3.4.6 of the report)

4.3 Recommendations in respect of Road Development Authority

- (a) Road Network to be improved in terms of country's requirement and the development of existing roads.

(Ref: Paragraph No. 3.2.1.1, 3.2.8 and 3.2.10 of the report)

- (b) In constructing new roads and improving existing roads, carrying out a road safety audit must be obligatory requirement and carrying out road safety audits once in 4 years in the existing roads. (Ref: Paragraph No.3.2.1.2 of the report)
- (c) Putting up fences to prevent pedestrians entry to main roads.
(Ref: Paragraph No. 3.2.2 of the report)
- (d) Putting up bus stands, specially planned suitable places along with the road without being interrupted to the vehicles running behind.
(Ref: Paragraph No. 3.2.5 of the report)
- (e) Putting up corridors for electricity, telephone and water supply services (Ref: Paragraph No. 3.2.3 of the report)
- (f) Maintenance of Pedestrian crossing properly and put up appropriately.
(Ref: Paragraph No. 3.2.4 of the report)
- (g) Illumination of roads and junctions sufficiently. Ref: Paragraph No. 3.2.7 of the report)

4.3 Recommendation in respect of the Ministry of Transport

Supply of secured transport service for school children and examine them.
(Ref: Paragraph No. 3.2.6 of the report)

4.4 Recommendations in respect of the Department of Motor Traffic

- (a) Cancellation of the registration of vehicles not in use
(Ref: Paragraph No. 3.3.1 of the report)
- (b) Particulars of restraining orders to be informed the Department of Motor Traffic after the specific period, and not to issue the old revenue License and without the recommendation of the Motor vehicles examiner a new revenue License should not be issued. (Ref: Paragraph No. 3.3.3 of the report)

- (c) Proper monitoring the registration of driving schools and supervision. (Ref: Paragraph No. 3.4.1 and 3.4.2 of the report)

4.5 Recommendations in respect of the Ministry of Health

- (a) Attachment of sufficient number of treated Medical Officers and Nurses to the hospitals for emergency medical services (Ref: Paragraph No. 3.5.1 of the report)
- (b) Supply of sufficient shock treatment facilities orthopedic treatment facilities, Neuron surgery facilities and blood bank facilities to Hospitals for primary treatment (Ref: Paragraph No.3.5.2 of the report)

5. Conclusions

It is concluded that;

- 5.1** Due to delay in the process of converting the National Council for Road Safety in to a Commission and dearth of physical and human resources of the entities responsible for road safety, the road safety management capacity is insufficient.
- 5.2** Due to insufficiency in improving road network in the country as compared with the increasing trend of transport requirement and inadequate development of existing roads and not carried out a road safety audit, more risky places where accidents happen had increased. Therefore, construction of safety roads and system development not achieved as anticipated.
- 5.3** As a result of operating unsuitable vehicles for running, increase of the use of unsecured vehicles and increase of accidents, sufficient attention was not paid in respect of using secured vehicles.
- 5.4** As a result of insufficient resources required to control the unsecured use of road and insufficient supervision of driving schools, performance of functions for the control of making use of road is inadequate.
- 5.5** Due to inadequacy of Health Services Staff required and physical resources for an emergency medical treatment, post-accident protection is not at an anticipated level.