# **Title of the initiative: Vehicle re-registration**

**Type of initiative**: This initiative is mandated by the Road Traffic Act No. 11 of 2002 (hereinafter referred to as the “Act”) and will be implemented by the RTSA pursuant to Section 8 of the Act.

**Proposing Ministry**: Transport and Communications

**Last modification:** Around 1990

# **Summary**

**A. Definition of the problem under consideration and reference to the bills/regulations which are to be amended/substituted (if any)**

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| It is proposed to amend the Road Traffic (Fees) Regulation No. 38 of 2008 which stipulates a fee for re-registration as K975.00 with a downward adjustment of the re-registration fee only to K500.00 in order to facilitate the implementation of the re-registration exercise as provided for Under Section 8 of the Act.  Vehicle registration in Zambia is unsecure. Vehicle registration marks, number plates, can be fraudulently obtained. Policing “cloned” vehicle registration marks is difficult for the Road Transport and Safety Agency (RTSA), the Zambia Police (ZP) and the Zambia Revenue Authority (ZRA). Vehicles that are cloned using old vehicle registration marks usually are expensive top range luxurious cars whose owners evade tax and end up registering such vehicles on the RTSA e-ZamTIS System. This negatively impacts government’s ability to collect all the revenue required by the Treasury, compromises the security of the country’s motor vehicle fleet as there is more than one vehicle on the road with the same number plate due to cloning and generally affects the administration of the provisions of the Road Traffic Act, hampering improvement to road safety which is government policy. |

**B. Policy objectives, intended effects, and justification of legislative intervention**

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| A downward revision in the fee for re-registration has been proposed by Government so that citizens are permitted to re-register vehicles at a reduced fee. The program will be initiated under existing legislation and regulations.  The policy objective is to have an accurate motor vehicle registration database using secure number plates that are electronic which is the backbone for employing modern road safety law enforcement methods using cameras to identify unroadworthy vehicles, road traffic offences committed on the road and bring to book offenders.  This in turn will invariably result in a reduction of the number of road traffic offences, the number of road traffic crushes and the resultant severity of road collisions. Ultimately it is intended to ensure a reduction in social and economic costs to the country that arise from road traffic crashes. |

**C. Policy options considered, criterion/technique of comparison**

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| No other options have been considered as the prescripts of the Road Traffic Act compel government to follow a specific action in respect of ensuring compliant vehicle registration practice. Technology now allows for a secure tamper proof method of registering and implementing a vehicle mark [number plates combined with RFID tags]. |

**D. Statement of the preferred option**

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| The preferred option will be the re-registration of all registered vehicles in Zambia providing for the secure identification of vehicles using the road through secure number plates and tamper proof electronic vehicle identification. This will allow the monitoring of vehicle roadworthiness and the efficient enforcement of drivers breaking the road traffic laws governing the use of roads in Zambia. |

# **Section 1: Legislative and policy background**

## **1.1 Legislative**

The Road Transport and Safety Agency (RTSA) was established through an Act of Parliament, the Road Traffic Act No. 11 of 2002 (hereinafter referred to as the “Act”). The mandate of the RTSA is to contribute to national economic development through the implementation of Government policy on road transport, traffic management and road safety.

The Act provides for the re-registration of vehicles in a 10-year cycle. The road-safety specific registration of vehicles under the “Saving Lives” programme using secure number plates and a tamper-proof RFID tag gives effect to what is already required under Section 8 of Act.

## **1.2 Policy**

As part of its efforts to reduce road traffic crashes and fatalities in Zambia, the Government adopted the UN Resolution 64/255 in May 2011 as a signatory to the Declaration of Action for Road Safety. The commitment by the Zambian Government was to reduce the fatality rate for road crash victims by 50%.

Through the RTSA it is the government’s stated intention to reduce road fatalities. The commitment for such interventions was set out recently in a statement to Parliament in February 2017, by the Minister of Transport and Communications, Honourable Brian Mushimba, MP.

# **Section 2: Problem definition**

Zambia in sub-Saharan Africa is home to a population of 17 million. Like most countries, Zambia has to deal with the realities of aging infrastructure, rapid urbanization and congestion. A related challenge is that Zambia has an unacceptably high number of road deaths and injuries. Every single day six lives are lost on the roads; 20 people are seriously injured and 90 crashes are reported.

In 2016, road crashes resulted in 2206 deaths on Zambian road. The graph below shows that the figure has been steadily increasing.

Minister Mushimba has stated that over the last five years, the significant cause of road traffic crashed could be attributed to:

1. Poor road conditions;
2. Inadequate road safety features;
3. Inadequate road carrying capacity due to the increased motor vehicle population;
4. Poor vehicle condition resulting from inadequate motor vehicle testing equipment;
5. Unregulated systems regarding the repair of motor vehicles, as well as a lack of necessary skills for those repairing motor vehicles; and
6. Further, a large number of drivers lack the necessary driving skills needed to avoid crashes, as it is not mandatory for drivers to undergo formal training in Zambia.

Amongst the measures Minister Mushimba announced, is the adoption of a greater use of technology and ICT platforms in road safety such as the Accident Information System, mechanized motor vehicle testing equipment, driver simulators for all weather conditions, and the use of other traffic tools.

In addition, in order to regulate drivers and vehicles, government needs to ensure that all drivers and vehicle are properly registered. At present a material number of motor vehicle are fraudulently registered. Current systems in place cannot prevent fraudulent motor vehicle registrations from occurring. Existing registration data relating to vehicles and vehicle owners is unreliable. Without the ability to accurately manage the vehicle population, unregistered, unroadworthy and unregulated vehicles use the road network, significantly adding to the risk of road collisions. Modern road safety law enforcement methods using cameras depend on an accurate motor vehicle registration database. Without this, a systematic road safety improvement program is unlikely to succeed.

If this situation was left as it is, the fatality rate on Zambia’s rod network is likely to increase over time, imposing significant economic and social costs on communities.

# **Section 3: Policy Goals and justification of intervention via legislative instruments**

The policy objective is to reduce road crash related fatalities in line with the Declaration of Action for Road Safety. While the target is for a 50% reduction between 2010 and 2020, a target of 1000 road crash related fatalities by 2025 would be a realistic goal.

International best practice regarding road safety strategy implementation has evolved over the past decades. The benchmark strategy is now labeled “safer roads”. The Safe System approach is a fundamental shift in road safety thinking which is necessary to move towards the ultimate elimination of death and serious injury.

To achieve this, we have adopted a safe system philosophy on road safety. This is a holistic method that aims to minimize the risk of death or serious injury on the roads by taking into account the interaction between roads, vehicles, speeds and road users.

While people are fallible and often do make mistakes on the road, road trauma should not be accepted as inevitable. Within the safe systems model, if a mistake is made on the road the impact is severely reduced or negated by safer roads, safer vehicles, safer speeds and safer people.

In a road crash, the amount of force a person can absorb depends on the amount of protection they have. This protection is increased when we work within the rules of the safe system, resulting in no death or injury. The safe system approach is only effective when rules are obeyed - such as keeping to speed limits, avoiding dangerous driving as well as the provision of safe roads and safe vehicles.

Road Safety experts have long understood that motorists inevitably make errors that may lead to a crash. The limitation of force that the human body can withstand (without causing death or serious injury) in a crash is limited by the type of crash and the speed of the impact. The aim of the safe system approach is a transport system that is better able to accommodate for human error. This is commonly achieved through better management of crash energy, so that no individual road user is exposed to crash forces likely to result in death or serious injury.

The safe system consists of four cornerstones:

1) Safe vehicles

2) Safe roads and roadsides

3) Safe speeds

4) Safer road use behaviour

**This particular regulatory requirement (i.e. to say re-registration of motor vehicles) has a major impact on the first cornerstone, SAFE VEHICLES.**

Other regulatory amendments will be introduced to address the other elements of this core strategy.

In order to achieve the aim of safe vehicle, the government has a policy of annual inspection of motor vehicles above a certain age limit, or annually according to vehicle class and functional use. In order to ensure that these regulations are complied with, an accurate and reliable vehicle registration database with secure vehicle registration is required.

Government can then determine vehicles which are not roadworthy, track and take action in accordance with the prescribed regulations. At present, this is not possible due to the unreliability of the vehicle registration data and the lack of security relating to number plates.

A high-level summary of the intended process is shown below:

In line with the legislative provisions, government intends to re-register all vehicles on the road network and also ensure that number plates are secure by introducing new technologies and secure processes for vehicle registrations.

Through this action, the government intends to ensure that only safe and roadworthy vehicle make use of the Zambian road network. Underpinning this with be regulatory and enforcement methods relying on secure identification of motor vehicles.

# **Section 4: Consultation of stakeholders/affected parties**

Under Regulation 2 (7) (3) (n) of the Road Traffic (Fees) Regulation No. 38 of 2002, the re-registration of a motor vehicle with a current registration mark is prescribed at 3, 250 fee units which translates to K975.00. The government intends to amend the existing fee downward so that the fee for re-registration will now be K500.00 in order to implement the motor vehicle re-registration exercise.

In order to assist motor vehicle owners with the implementation of the re-registration process, the re-registration fee will now include the cost of the secure number plate systems and the cost of installing the secure number plates.

These costs include the implementation of the software solution to securely manage the logistics of the re-registration process and to enforce the proper registration. These tariffs will allow government to meet the cost associated with delivering the vehicle registration service and cover the cost of the advanced technologies used in the new secure vehicle registration system. The RTSA staff and additional staff provided by contractors (IMS) will support the process and manage all logistics and customer support services associated with the process.

As the fee is being adjusted downward and cabinet approval has since been obtained as evidenced by the inclusion of the reduced motor vehicle re-registration fee in the 2018 budget at K500.00. The regulatory impact assessment is therefore limited to a review only and hence additional consultation with stakeholders outside of the Ministry will not yield much.

An intensive communication plan will be put into place during the launch of this process. Measures will be put into place to ensure that a grace period is given for vehicles that will be registered during the course of the re-registration process.

# **Section 5: Policy options**

While the do-nothing scenario is a theoretical option, this is not in line with government policy and will in fact result in continued excess loss of live resulting from road collisions.

In order to put into effect the road safety strategy, all the building blocks for a robust safe road system need to be put into place.

Secure and reliable vehicle identification is one of the key elements. This will allow vehicle roadworthiness to be managed, monitored and controlled. In addition, drivers of vehicles who break the law will be able to be held accountable for their action through the secure identification of vehicles. Thus, the intended action is a key element of the overall strategy.

The economic costs of accidents in Zambia has not been quantified. However, guidance from studies in other parts of the region, indicate that road collisions cost the Zambian economy in the order of K5 Billion per annum. A study will be commissioned to quantify this amount.

The cost of implementing the vehicle re-registration to vehicle owners is about **K680 Million.** This includes administration, data capture, the system, registration plates, the installation. If a 20% reduction in road fatalities is achieved the net economic benefit will be **K1.3 Billion** over a two year period. This could equate to almost **1000** live saved in this period.

# **Section 6: Preferred option**

A road safety strategy has been set as a priority for implementation. In order to achieve this government has decided to ensure that all elements with a positive contributory influence on the outcome of the strategy should be put into place.

In order to achieve the objective the vehicle re-registration project has been initiated, hence no alternatives have been considered or evaluated.

The preferred option will include the following actions:

1. Verification of all registration information in order to reliably identify owners of vehicles and provide reliable contact information for these owners.
2. Implementation of a secure vehicle identification system, comprising software, hardware and a secure number plate along with a unique tamper proof RFID tag. These elements will be used to identify vehicles visually and electronically.
3. All this information will be captured in the system and linked to e-ZamTIS and iZamtis
4. All new vehicle registrations will be undertaken using these systems.

# **Section 7: Regulations**

There will be need to amend Regulation 2 (7) (3) (n) of the Road Traffic (Fees) Regulation No. 38 of 2008 to reflect the reduced fee for vehicle re-registration from the current K975.00 to K500.00 as contained in the 2018 Budget.

The re-registration of motor vehicles is mandated via Section 8 of the Road Traffic Act, Act No. 11 of 2002. The current fee for motor vehicle re-registration is provided for under SI 38 of 2008 cited above.

# **Section 8: Impact of enforcement, implementation and post-implementation review**

The RTSA will be responsible for administering the motor vehicle re-registration exercise. The re-registration process is to be undertaken every after ten years according to Section 8 of the Road Traffic Act No. 11 of 2002. It is intended to review the project after a period of five years.

A monitoring program to assess progress with the motor vehicle re-registration exercise will be put into place. The aim will be to achieve the re-registration within 12 months after implementation. Re-registration will be enforced through the provision of the Road Traffic Act No. 11 of 2002.

**Visible enforcement on the re-registration provisions of the Road Traffic Act No. 11 of 2002 by RTSA will be implemented to ensure that all owners of vehicle comply with the requirements of the law.**