ENGINEER - Vol. LVIII, No. 04, pp. [47-57], 2025

DOI: https://doi.org/10.4038/engineer.v58i4.7716

Road Safety Risk Assessment on Partially Completed Road Work Zones in Sri Lanka

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Abstract: Road safety issues in Low to Middle-Income Countries and the key causal factors are well documented in the literature. However, an issue that is often overlooked is the safety hazards posed by road work zones or partially completed road segments that have not followed adequate safety measures to safeguard the road users. The stoppage of road works occurs due to various issues, with financial reasons being the primary cause in developing countries. These sites are left unattended for months, exposing road users to numerous hazards that may result in road crashes. Considering road agencies face major budget constraints, it is unlikely that all road segments can be completed within a short time. Therefore, there needs to be a process to expedite the evaluation of these road segments to prioritize mitigation measures to reduce the safety risk. This research aims to provide a framework for assessing the risks associated with partially completed roads. First, the key safety issues were identified through a comprehensive road safety inspection across several types of sites where partially completed road segments were present. Risk assessment of these segments was done based on the level of exposure of the safety issue to road users, the likelihood of the safety issue causing a road crash, and the severity in the event of a road crash. Then, decision-makers can identify and prioritize critical projects that align with the available budget, ensuring that resources are allocated effectively to achieve the maximum impact on road safety. This proactive approach examines critical road design elements, such as geometry, pavement quality, signage, etc, providing actionable insights to mitigate risks. The integration of these methodologies ensures a holistic understanding of safety challenges, enabling the development of targeted interventions to improve safety on partially completed roads.

Keywords: Risk assessment, Road safety, Safety audit

1. Introduction

Roadway issues account for nearly 30% of road crashes [1]. This is mainly due to poor visibility due to road alignment deficiencies, lack of warning signs and road markings to guide drivers, inconsistencies in the designs with respect to the speed limit, and road defects such as potholes and low skid resistance, among many other roadway issues [2]. The road environment and its impact on user safety can be explained through the concept of 'System Demand'.

System demand is a measure of the workload or effort required from road users to navigate a roadway or transportation system safely. It includes the level of attention, decision-making speed, and physical responses that the roadway environment demands. Crashes are more likely to occur when system demand exceeds the capabilities or performance of the road user. This mismatch can stem from the design of the road environment, user behaviour, or situational factors.

Road construction work zones intensify the 'system demand' due to the complexity of the road environment, which increases the cognitive load on the drivers to interpret signs, etc., and there is more decision-making due to the need for braking, decelerating, and manoeuvring vehicles during merging and demerging. As a result, in work zones where construction work is ongoing, there are mitigation measures in place to warn drivers in advance, personnel to manage the traffic, and barriers to prevent vehicles from entering work zones, significantly reducing the risks. Guidelines are put in place to implement these safety measures [3,4]. Despite these

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measures, work zone-related road crashes are still a significant issue for highway agencies [5, 6].

Moreover, the risk levels escalate significantly in abandoned road work zones, where construction activities have been suspended or terminated [7]. Such sites often lack active management, and basic safety measures may either have never been implemented or have gradually deteriorated over time. This neglect can result in abrupt and hazardous changes in road conditions, such as sudden drop-offs, poorly demarcated construction areas, and limited visibility, particularly at night or during adverse weather.

Road construction work can be suspended or terminated due to several reasons, among them, financial and contractual issues feature prominently. Due to the economic crisis, the Government of Sri Lanka had to limit fund allocation to several road rehabilitation projects that were initiated. As a result, a higher number of road construction projects were suspended after road works were partially completed. These road segments pose similar safety issues in addition to the traffic delay and environmental pollution they cause and itis imperative that funds are allocated to complete these road segments, especially those with critical safety issues. While comprehensive statistics on accidents specifically occurring at incomplete road construction sites are limited, general road safety data highlights the severity of the issue. In 2021, Sri Lanka reported approximately 3,000 road traffic fatalities, with an average of 38,000 crashes annually. Pedestrians and cyclists accounted for 70% of road traffic crash fatalities in Sri Lanka in 2021, significantly higher than the Asia-Pacific average of 31% [8].

To address these challenges, there is a pressing need for comprehensive road safety inspections, identifying safety hazards, and prioritizing countermeasures to mitigate the risks if budget constraints prevent addressing the issues in all the road segments.

The research aims to demonstrate the application of risk assessment methods to prioritize road safety issues at partially completed road segments.

2. Literature Background

A Road Safety Audit (RSA) is the formal safety performance examination of an existing or future road or intersection by an independent, multidisciplinary team. It qualitatively estimates and reports on potential road safety issues and identifies opportunities for improvements in safety for all road users. The Federal Highway Association works with State and local jurisdictions and Tribal Governments to integrate RSAs into the project development process for new roads and intersections, and also encourages RSAs on existing roads and intersections [9, 10].

RSAs aim to identify road elements posing safety risks, determine their impact on different users, and propose measures to mitigate them. RSAs can be applied at any stage of road projects, from planning to operation [11], and on projects of any size, considering mixed traffic conditions [12], separately for each road user [13].

Studies in Europe indicate that these proactive strategies have significantly reduced accident rates, with some cases reporting a 27% decline in crashes [11]. Projects that implement mitigation measures, such as improved signage, speed management, traffic calming, redesigned road geometry, and enhanced skid resistance, demonstrate a strong cost-benefit ratio, resulting in reduced crash frequencies and severity on upgraded roads [10].

The Road Safety Index (RSI) has been developed as a tool to quantify the cumulative risk of road safety issues that are identified during road safety audits. As shown in Equation 1, it generally consists of three factors, exposure, probability, and crash severity [15, 16].

RSI = Exposure x Probability x Severity ... (1)

- Exposure refers to the number of road users exposed to a particular safety issue, directly linked to traffic flow and activity levels. Key factors include Annual Average Daily Traffic (AADT), road segment length, intersection size, pedestrian activities, and the proportion of motorcycles.

- Probability is the likelihood of a crash occurring for a given user under certain roadway conditions. For instance, an open drain on a segment with limited roadside space poses a higher probability of pedestrian

crashes than if adequate space is provided. Probability is influenced by speed, road geometry, shoulder condition, offset to hazards, guidance, delineation, sight distance, roadway and surface condition, and design of facilities.

- Severity refers to the extent of damage or injury if a crash occurs. For example, a crash on a sharp curve without roadside barriers may result in severe outcomes depending on the vertical drop. Severity is affected by speed, roadside features and design, and impact angles [17].

For road networks, especially in developing countries, one key limitation is the lack of updated traffic data and reliable accident data. There are also resource constraints to adopting safety performance models as they require extensive calibration. Moreover, it is unlikely that these road agencies would have a regular road monitoring regime to update this information regularly. Therefore, it is important that the safety performance evaluation method is simplified whilst being able to reflect the critical safety issues of the road. A risk matrix is a simple tool that helps evaluate the likelihood of a road crash and its potential consequences. It can be used to identify high-risk areas and allocate resources appropriately. Many road agencies, such as the New Zealand Transport Agency, adopt these tools to evaluate the road safety risk of road segments [18].

3. Methodology

A list of roads where construction work suspended was obtained from the Road Development Authority (RDA). Roads under Provincial Road Development Authorities or local roads were selected to represent the different road types, such as local roads, roads near town areas, and roads along horizontal/vertical curves to provide a good representation of the type of issues prevailing in the network.

Road safety inspection along the roads was carried out via walking inspections. A dash camera was used to record the roadway condition on segments (in both directions of travel) where safety inspection was done, for verification purposes.

A checklist is prepared to identify specific issues at each site. Aspects considered in the checklist include road signs, road markings, road geometry, road furniture, specific requirements for pedestrians and cyclists, accessibility issues, etc. The checklist is similar to the one provided for roads under construction by the Asian Development Bank's Safety Audit for Road Project – An Operational Toolkit [19];

i. Identify the safety-related issues on the road and record the following information
    a. Location (latitude, longitude, RHS/LHS)
    b. Description of the issue and relevant images and its categorization
ii. Assessment of the impact on the road users (pedestrians, motor vehicles, motorcycles, public transport users) due to the identified issues
iii. For each road safety issue, conduct a risk assessment (see section 4 for the road safety risk assessment methodology). The sample risk assessment carried out for a road segment is presented in Annexure A.
iv. Compute the cumulative risk rating for each road segment (partially completed site) by summation of the risk ratings of each issue.

Table 1 shows the total number of roads inspected in different road classes across various provinces in Sri Lanka (see Annexure C for the map).

Table 1 – Summary of audited road list

Road Class	No. of roads/segments	Total length (km)
A & B	22	522
C & D*	8	54
Local	11	22

*Under Provincial RDA

4. Road Safety Risk Assessment

Risk assessment of the road segment audited is done to assist in the prioritization of road safety improvement measures that are expected to be taken to mitigate the existing safety issues along the roads.

A subjective rating is assigned for each of the factors on a scale of low, medium, and high. The combined risk is then assessed in two steps:

- Step 1: The likelihood of the crash, which is the combined effect of exposure and probability of the safety issue, is evaluated using a risk matrix shown in Table 2.

- Step 2: The overall impact of the likelihood and severity of the issue is evaluated to determine the overall risk of the safety issue. The rating score assigned for overall risk is shown in the risk matrix in Table 3.

If the overall risk of the issue is deemed insignificant, a risk rating is not assigned, and the issue is only identified in the audit report. The cumulative risk rating for a given road segment is calculated by aggregating the risk rating scores derived for each safety issue following the steps described earlier. A road section associated with a particular safety issue is classified as a high-risk safety concern if it achieves a score of 6 or higher on the likelihood and severity score matrix. A high-risk rating score for a road segment would denote a higher risk for road users. Moreover, this can be used to check the impact of proposed safety improvement measures and evaluate the overall reduction in risk rating after the road safety improvements are carried out.

Table 2 – Risk matrix exposure vs probability

Likelihood	Probability		
Exposure	Low	Medium	High
Low	Low	Low	Medium
Medium	Low	Medium	High
High	Medium	High	High

Table 3 – Risk rating severity vs likelihood

Risk Rating	Likelihood		
Severity	Low	Medium	High
Low	1	2	3
Medium	2	4	6
High	3	6	9

5. Results

The information available in the checklist and the onsite observations are used to identify the key safety issues at each location. In summary, the common issues that were identified along with sample images, are shown in Figure 1. The field survey identified several recurring safety deficiencies on partially completed roads, which are summarized in Table 4. Key issues included nonstandard work-zone demarcation, absence of pedestrian facilities, lack of protective barriers at bridges and steep embankments, incomplete or deteriorated pavement surfaces, and inadequate signage or delineation. Among these, the most frequent concern stemmed from suspended road upgrading projects, where work zones were not demarcated in accordance with established guidelines. At several locations, residual construction debris, incomplete culverts, and unfinished bridge structures created substantial roadside hazards, particularly for motorcyclists and pedestrians. Furthermore, the lack of adequate warning signs exacerbated these risks by failing to alert road users to the presence of hazardous conditions. The road safety risk assessment confirmed that these deficiencies were consistently associated with high-risk ratings, underscoring their potential contribution to increased crash likelihood.

For the roads that had been paved, the lack of pavement markings and road signs caused delineation issues for road users. The smooth road surface profile of the newly paved segments would encourage speeding, but the lack of safety measures would not create a safe environment for road users.

Adequate emphasis is not given to improving pedestrian infrastructure in the road upgrading work. Even in the road segments that have been paved, pedestrian infrastructure is in an unsatisfactory condition, especially in town areas and near schools, where pedestrian activity is expected to be high.

The results of the risk assessment for each road segment are presented in Figure 2 (see annexures A and B for further details). The figure illustrates the overall risk rating assigned to each segment, categorized as low, moderate, or high risk, based on the combined evaluation of the likelihood of a crash and its potential severity arising from identified safety deficiencies.

Table 4 – Common safety issues that were identified during the safety audit with the location

No	Issue	Image	Example location
1	Nonstandard work zone demarcation practices for incomplete road segments	a	B212 Road, Kekirawa
		b	B213 Road (Kekirawa to Thalawa)
		c	B429 Road, Panagala West
		d	B124, Udupila Junction,
		e	A3 Road, Wennapuwa,
		f	B133 Road, Yakalla,
2	Lack of pedestrian infrastructure along both main roads and local roads or presence of open drains on local narrow roads/ low roadside space posing a major risk to pedestrians	g	B133 Road, Ganewelpola
3	Lack of barriers at bridges/culverts or road segments with steep vertical drops	i	B429 Road, Ehalakanda
4	Partially completed roads with base layer, unpaved sections or incomplete road sections with severe deteriorations	h	B133, Galenbindunuwewa
		l	B212, Kekirawa
5	Lack of road signs and markings, poor delineation on most road segments that have been recently paved.	j	B124, Udupila Junction
		k	A8, Ketetanna

Figure 1 – Sample photographs of audited road sections

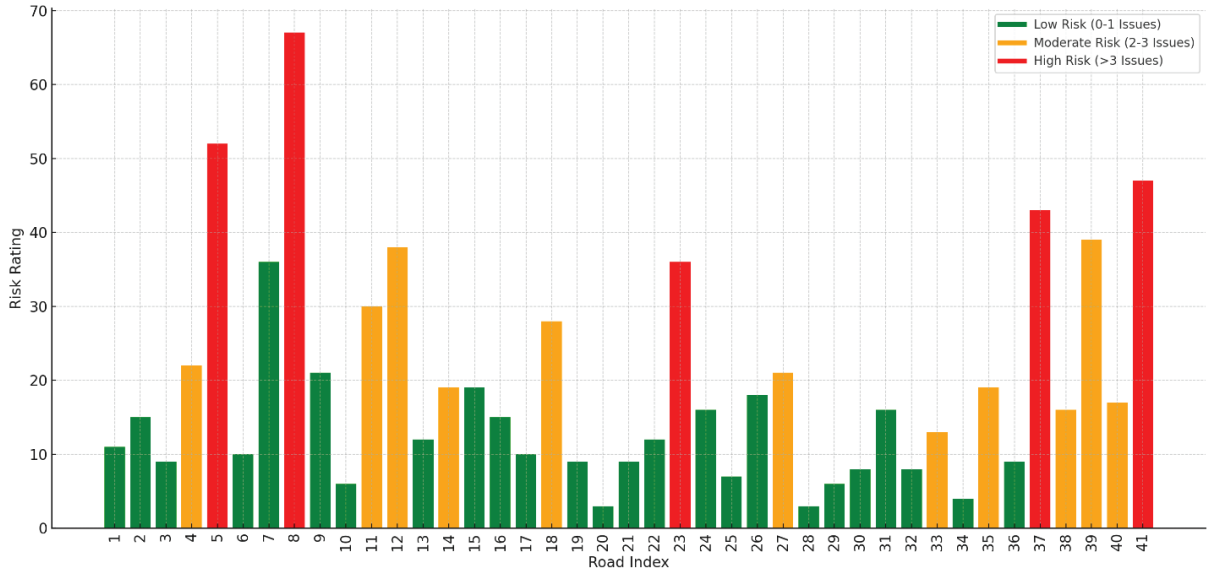

Figure 2 – Summary of Risk rating for each road section in different provinces

Road section no 1. Atharagalla School to Gurugoda (MIS01) 2. Iginimitiya to Wannikudawewa Road, 3. Ihalagama Junction to Nochchiya Road, 4. B213, 5. B212, 6. A011 (Galenbidunuwewwa junction to Habarana), 7. B133, 8. B248, 9. B454, 10. B303, 11. B139, 12. B429 B129, 13. Badalkumbura Bogahapelessa UMO 031, 14. Adawaththa Lunugala UBA 008, 15. Akiriya to Madolsima UBA 069 (B360), 16. Demodara-Baddegama-Badulla UBA 081, 17. Pallegama via Udagama Road UBA 279, 18. B368, 19. WCO 168, 20. WCO 162, 21. WCO 234, 22. WCO 260, 23. B214 (Udupila Junction), 24. WGA 32, 25. WGA 137, 26. B038, 27. A018, 28. B350, 29. B002, 30. B573, 31. B572, 32. B344, 33. Rahumaniya Mosque Road ETR 159, 34. Eachchantivu to Fizel Nagar Joint Road ETR 157, 35. Thopur Kaddaparichan Iddimanthurai Road ETR 006, 36. Sampoor Soodakkudah Road ETR 170, 37. Batticaloa Trincomalee Road (A015), 38. Al Hambra School Road, Iqbal Nagar ETR 053, 39. A001 (Pasyala Junction to Galigamuwa), 40. A009 (Naula to Dambulla), 41. A003 (Negombo town to Wennappuwa)

To evaluate the relative significance of each identified safety issue, the total risk rating scores were aggregated across all audited road sections. For each issue, the average risk rating and standard deviation were then calculated to assess both the average contribution to road safety risk and the variability of the observed values.

The results are summarized as box plot chart (see Figure 3), to visualize the distribution of risk ratings, enabling a clearer comparison of the criticality of each issue which presents the average risk rating and the corresponding standard deviation (Sd) for the five categories of safety issues identified in Table 4.

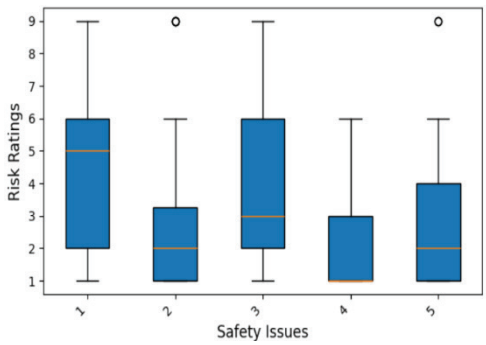

Figure 3 – Average risk rating by type of road safety issue

(Notes: Sd: issue 1 - 2.73, issue 2 – 2.24, issue 3 -2.35, issue 4 – 1.59, issue 5 – 1.99)

The analysis indicates that the most critical safety issues are Safety Issue 1: Nonstandard work-zone demarcation practices for incomplete road segments and Safety Issue 3: Lack of barriers at bridges, culverts, or road segments with steep vertical drops. Both issues exhibit the highest median risk ratings together with relatively wide distributions, highlighting their strong and consistent contribution to elevated crash risk across multiple road segments.

6. Conclusion

This study assessed the safety risks of partially completed and suspended road projects in Sri Lanka through structured road safety inspections and a risk-based evaluation framework. Road safety audits were conducted along the identified segments using a structured checklist, enabling systematic identification of key hazards.

While the assessment relied on qualitative judgements through structured checklists and expert evaluation, the results were further

validated through quantitative analysis. The use of average risk ratings and standard deviations across issue categories (Figure 3) demonstrated consistent patterns, with critical hazards showing both higher mean scores and wider distributions, reinforcing their significance. Moreover, sample calculations from individual road segments (Annexures A and B) illustrate how the cumulative risk rating method systematically aggregates exposure, probability, and severity factors to produce transparent, reproducible scores. These quantitative checks help to mitigate subjectivity and provide confidence in the robustness of the findings.

The proposed risk assessment method integrates both the likelihood and severity of potential crashes associated with each safety issue. The analysis revealed that nonstandard work-zone demarcation and the absence of protective barriers at bridges and steep embankments are the most critical hazards, consistently associated with high cumulative risk ratings across several road sections. Other recurring issues, such as inadequate pedestrian facilities, poor signage, and incomplete pavement surfaces, also contributed significantly to crash risk, particularly in high pedestrian activity areas. These conditions present immediate dangers to road users by increasing the likelihood of high-severity crashes, particularly at night or under poor visibility conditions. In the Sri Lankan context, where resources are limited, addressing these two high-priority hazards is crucial to prevent fatalities and serious injuries.

By quantifying the relative safety risk of partially completed road segments, these ratings provide a transparent basis for prioritizing interventions under limited budgets. Segments with high cumulative risk scores indicate an urgent need for safety improvements or completion, whereas lower-risk segments can be deferred without significantly increasing crash risk. This structured prioritization allows road agencies and policymakers to allocate resources more effectively, targeting hazards that have the greatest potential to reduce fatalities and serious injuries. Furthermore, the methodology can be applied to monitor and evaluate the effectiveness of implemented safety measures over time, supporting strategic planning.

Overall, the study demonstrates that proactive risk assessment and management of partially completed roadways that can provide evidence-based guidance for reducing crash risk and improving road safety in Sri Lanka.

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Annexure A

Sample risk analysis report for the Atharagalla School to Gurugoda Road

No	Location	Safety Issue	Exposure	Probability	Severity	Comments	Risk	Risk Factor (A x B)
1	Atharagalle School junction	a. Lack of signage and road markings at intersections	Low	Medium	Medium	Absence of a "T Junction Ahead" sign and lane markings increases the risk of improper merging and lane changes, leading to side-swipe and rear-end collisions. merging, increasing the likelihood of side-swipe and rear-end collisions.		2
2	From Atharagalle school to Kalegama road	b. Lack of signage and road markings	Low	Low	Medium	Lack of regulatory, warning, guide signs, and pavement markings reduces driver awareness and navigation, increasing conflicts and accident risk.		1
	From Atharagalle school to Gurugoda (7.91637, 80.28721) Ch 00+000km to 01+300km		Low	Medium	Medium	The smooth asphalt surface enables comfortable travel, but without regulatory and warning signs, drivers may overspeed and struggle to react to unexpected situations.		2
3	From Ch 01+300km to 06+000km	c. Excessive pavement condition and cycling and pedestrian hazards	Low	Low	Low	This gravel surface creates a rough driving experience, with loose material causing dust, reduced visibility, and air pollution.		1
4	Atharagalle School junction	d. Open drains	Low	Low	Medium	Uncovered drains pose serious safety risks, especially for pedestrians and cyclists, who may fall in or collide with the edges.		2
5	Ch 02+800km	e. Unprotected bridges and culverts	Low	Medium	High	The narrow, unprotected bridge without width markers or reflective signs creates risks for larger vehicles and poor night visibility, increasing the chance of accidents.		3
Total risk rating								11

The risk factor for each work zone location was determined using the parameters of probability, exposure, and severity, as presented in Tables 2 and 3. The overall risk rating for a given location was obtained by summing the corresponding risk factors. For the Atharagalla School to Gurugoda section, no high-risk safety issues were identified, and the calculated risk rating was 11. A summary of the number of high-risk safety issues and the corresponding risk rating values for all audited road sections is provided in Annexure B.

Annexure B

Province	Road name	Length of audited section (km)	No. of high-risk safety issues	Risk rating
North Central	Atharagalla School to Gurugoda	6.16	0	11
	Iginimitiya to Wannikudawewa road via Nanneriya Junction	18.5	0	15
	ihalagama Junction to Nochchiya across Wannikudawewa to Road	4.43	0	9
	B213	28.8	2	22
	B212	7.2	5	52
	A011	25	0	10
	B133	46.2	1	36
Southern	B248	11.2	6	67
	B454	12	1	21
	B303	4.9	0	06
	B139	4.2	2	30
	B429 B129	20.4	3	38
Uva	Badalkumbura Bogahapelessa UMO 031	12.32	0	12
	Adawaththa Lunugala UBA 008	4.76	2	19
	Akiriya to Madolsima UBA 069 (B360)	11.78	1	19
	Demodara – Baddegama - Springwelly - Rockhill to Badulla UBA 081	21.3	1	15
	Pallegama via Udagama Road UBA 279	4.54	0	10
Western	B368	4.4	2	28
	WCO 168	0.79	0	09
	WCO 162	1.5	0	03
	WCO 234	1.22	0	09
	WCO 260	3.32	0	12
	B214 (Udupila Junction)	10.1	4	36
	WGA 32	1.86	1	16
	WGA 137	1.77	1	07
Sabaragamuwa	B038	28.2	0	18
	A018	66	3	21
Eastern	B350	13.8	0	03
	B002	18	0	06
	B573	22.5	0	08
	B572	9.7	1	16
	B344	6.8	0	08
	Rahumaniya Mosque Road ETR 159	0.15	1	13
	Eachchantivu to Fizel Nagar Joint Road, Eachchantivu Section i & ii ETR 157	1	0	4
	Thopur Kaddaparichan Iddimanthurai Road ETR 006	7.15	2	19
	Sampoor Soodakkudah Road ETR 170	3.9	1	9
	Batticaloa Thirukondiyadimadu Trincomalee Road (A015)	30.3	4	43
	Al Hambra School Road, Allai Nagar West, Allai Nagar East, Iqbal Nagar ETR 053	0.77	2	16
	A001	40	3	39
	A009	15	2	17
	A003	51	6	47

Annexure C

Road safety inspection location map