



Federal Road Safety Corps

FEDERAL REPUBLIC OF NIGERIA

“Creating a safe motoring environment in Nigeria”

STAKEHOLDER COOPERATION

Partnerships for Life



Osita Chidoka, Corps Marshal and Chief Executive of the Federal Road Safety Corps (FRSC) with Senator Ike Ekweremadu, Deputy Senate President and Honorary Special Marshal, making a pledge to partner to create a safe motoring environment in Nigeria.

The Federal Road Safety Corps (FRSC) has developed a strategy to improve safety on Nigerian roads. In 2010, the Global Road Safety Partnership worked with FRSC to establish a National Road Safety Partnership (NRSP) between public sector, private sector and civil society. In addition, FRSC partnered with the World Bank and other donor organisations to fund intervention programmes and projects to improve the effectiveness of the Corps' operations and reduce road traffic crashes (RTCs).

Preamble

The Federal Road Safety Corps was created in 1988 and is charged with cooperating with bodies, agencies or groups in road safety activities and in prevention of road traffic crashes on

The Federal Road Safety Corps provided the data on traffic road safety in Nigeria. All other data are appropriately referenced. **Nextier Advisory** compiled and produced the report.

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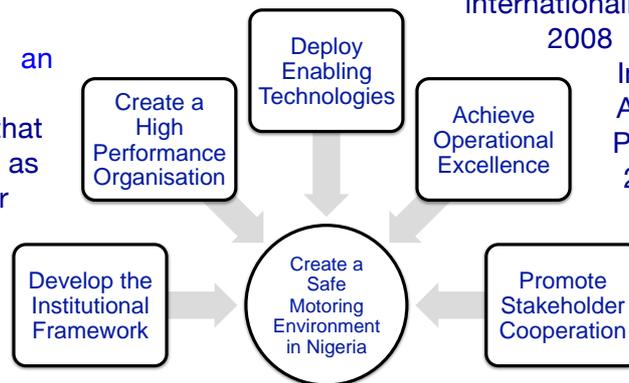
highways. FRSC, as the lead agency responsible for road safety in Nigeria, is focused on creating a safe motoring environment in Nigeria.

In 2006, the year before Osita Chidoka took over as the Corps Marshal and Chief Executive (COMACE) of the Federal Road Safety Corps (FRSC), there were 9,114 road traffic crashes resulting in 4,944 deaths or 55 deaths per 10,000 registered vehicles. Upon assumption of office as the COMACE, Osita Chidoka engaged the Corps to develop a strategic roadmap that identifies the key challenges with road safety management in Nigeria and proffer pragmatic solutions. The Roadmap confirmed FRSC’s long-term investment priorities and specified the role of the various parties in the delivery of the core work programmes. It also identified implementation projects, outlined strategies for building partnership and coalitions, established data collection systems, and strategies for prompt rescue operations. The strategic roadmap is the basis for all investment decisions on road safety in Nigeria and formed the premise for creating strategic partnerships to drive FRSC’s mandate.

Setting the Strategic Context

Sustainable organisational transformation cannot be achieved without an overarching strategy. Therefore, it was imperative to situate the imperative for partnerships within a broader strategic context for the FRSC. Guided by this principle, FRSC management created a comprehensive strategy with the following strategic themes:

1. Develop an institutional framework that positions FRSC as the lead agency for road safety management in Nigeria;
2. Create a high performance organisation to drive the implementation of the FRSC mandate;
3. Deploy enabling technologies to improve the Corps’ data-driven decision making;
4. Achieve operational excellence through a commitment to quality service and continuous improvement; and
5. Promote multi-sectoral stakeholder cooperation towards creating a safe motoring environment in Nigeria.



FRSC's Five Strategic Themes

as COMACE, Nigeria recorded 4,765 road traffic crashes (RTC) that resulted in 4,372 deaths or 43 deaths per 10,000 registered vehicles. This is a 47.7 percent drop in RTC incidents from 2006, the year prior to Osita Chidoka becoming the COMACE.

The transformation at the FRSC and the significant drop in RTC has been internationally recognised with the 2008 Prince Michael of Kent International Road Safety Award, the 2009 National Productivity Award, the 2012 World Bank recognition as the “Lead Agency in Road Traffic Management in Africa”, and routine invitation by other African governments to

provide technical assistance with the establishment of their road safety agencies. Under the Chidoka leadership, FRSC has become the national and international model for transformative public sector agencies thanks, in part, to its focus on using data to improve the quality of its decisions.

This paper is focused on the FRSC’s fifth strategic theme: Promoting multi-sectoral stakeholder cooperation towards creating a safe motoring environment in Nigeria. In pursuant of this goal, FRSC had to position itself to facilitate collaboration among multiple stakeholders through partnerships, increase awareness of risk factors through public enlightenment, and secure adequate

funding through partnerships with the World Bank and other donor organisations to assist in funding projects, manpower development and procurement of operational equipment.

Joining Hands

Realising the need for coordinated collaboration to achieve its mandate, FRSC created programmes that would encourage various stakeholders to join efforts with the Corps to create a safe motoring environment in Nigeria. This task was achieved through the establishment of a Nigerian Road Safety Partnership (NRSP) as a platform for corporations and individuals interested in road safety management, and the creation of the Special Marshal scheme to provide a platform for patriotic Nigerians to volunteer their time and services to ensure safety on Nigerians roads.

Coordinated Interventions

Various public sector, private sector and non-governmental organisations have a focus on improving safety on Nigerian roads. Lack of proper coordination has led to sub-optimal outcomes. As a result, FRSC, in its role as the lead agency in road safety management in Nigeria, created the Nigeria Road Safety Partnership (NRSP), in December 2010, to provide the framework involvement in road safety management. Ten (10) organisations are members of NRSP including Shell Petroleum Development

Company, Dangote Industries Limited, Nigerian National Petroleum Corporation, Chevron Nigeria Limited, TOTAL E&P Nigeria Limited, Global Road Safety Partnership, United Bank for Africa, Safety Beyond Borders, Prompt Assistance to Victims of Road Traffic Accidents (PATVORA), and FRSC. More partners are welcome.

The NRSP is focused on four key areas of intervention including:

- Public education and enlightenment
- Provision of safety components, such as road signs, pavement markings, speed devices, etc.
- Enforcement, for example, provision of enforcement gadgets, enforcement support, training of enforcement personnel, etc.
- Emergency services (e.g. support of Search and Rescue) through provision of ambulances, rescue materials, furnishing of roadside clinics, etc.

A study carried out by FRSC in Nigeria's Federal Capital Territory revealed inadequate road signs and markings on most of the corridors especially on the 3 kilometer Moshood Abiola Way in Garki. This corridor has three schools, two shopping malls, and sixteen intersections and carries a heavy and mixed traffic load. FRSC relied on its NRSP to provide and install road safety components and improve enforcement on this and other corridors. The NRSP has embarked on other projects including partnering with communities to improve



Special Marshals are non-uniformed volunteer officers who are drawn from the civilian, professional cadre. It is an innovative approach to staffing that was pioneered in Africa by the FRSC.

safety on their roads. In Abuja, NRSP partnered with the Garki community in a number of projects that culminated in the creation of the Garki Community Road Safety Partnership Committee.

Volunteer Marshalls

Faced with the need to increase its staff strength especially for enforcement; yet faced with significant financial constraint, FRSC had to develop an innovative approach to staff. The Special Marshals programme, which was pioneered in Africa by FRSC, is a Corps of non-uniformed volunteer officers who are typically civilians drawn from the professional cadre. They are vested with police powers to coordinate traffic. This innovation is entrenched in the FRSC Establishment Act (2007) for Special marshals who would compliment the work of the regular, uniformed Marshals.

Special Marshals are patriotic Nigerians who are successful in their chosen careers but desire to volunteer to serve Nigeria in the area of road safety management. Honorary Special Marshals are Nigerians of the same standing but who are not able to engage in the day-to-day activities. The Special Marshals programme has seen an over 180 percent growth from 5,000 Special Marshals in 2007 to 14,091 Special Marshals in 2012.

The Special Marshals programme continues to seek innovative means to improve road safety in Nigeria. For example, in 2012 the

Corps realize that Nollywood (Nigeria's movie industry and the third largest film industry in the world) was perpetuating bad road safety practices. A number of the movies portrayed actors and actresses in moving vehicles without their seatbelts. In response, FRSC appointed a number of celebrity movie stars (Oge Okoye, Halima Abubakar, etc), and musicians (Weird MC, Tony Okoroji, etc) as Special Marshals with the task to advocate compliance to road safety rules. In the same light, a number of celebrity entertainers have been conferred as Special Marshals. They use the increasingly vibrant entertainment industry in Nigeria to advocate improved road safety practices in Nigeria.

First, Safety!

As the popular saying goes, safety does not happen by accident. Inculcating road safety ideals in Nigerians from an early age should produce a generation that is more conscious of the costs and dangers of errant habits on the road. FRSC created the Road Safety Clubs (RSC) to achieve this aim. Furthermore, it worked with the Federal Ministry of Education to introduce road safety in the curriculums of schools and create teaching materials that include road safety tips.

Playing Safe

In the United States, motor vehicle crashes are the primary cause of death for children from 2 to 14 years according to the Centers



FRSC believes that inculcating a road safety culture at an early impressionable age would produce more disciplined adult road users. FRSC has 619 RSC in primary schools, 2,326 RSCs in secondary schools and 1,822 RSCs in the National Youth Service Corps programme.

for Disease Control and Prevention. Sadly many of these fatalities can be prevented.. By 2006 in Nigeria, one in three of the deaths resulting from road traffic crashes were children. FRSC analysis shows that this high ratio is a result of a lack of awareness of safe road usage, traffic signs, safe seating positions, and seat belt usage while travelling in vehicles. This validates author Eleanor Everet’s maxim that “safety is not a gadget but a state of mind”.

Guided by this fact, FRSC embarked on creating Road Safety Clubs (RSCs) in schools with the aim of inculcating safety ideas in the children from an early age to create more disciplined road users. There is an RSC at every educational level: primary, secondary, and during the National Youth Service Corps (NYSC) programme. Some of these RSC members become Special Marshals when they graduate from the NYSC programme and begin their careers. The RSCs are recognised by the FRSC Establishment Act (2007) as a third tier of the Corps’ personnel.

As at 2012, there were 619 Road Safety Clubs in primary schools and 2,326 Road Safety Clubs in secondary schools. There are 1,822 members in the National Youth Service Corps Road Safety Clubs.

Teaching Safety

The FRSC believes that road safety should be taught as a subject in the various educational levels. The Corps worked with

the Federal Ministry of Education to develop the curriculum and the authorities are currently reviewing it.

In the interim, FRSC has introduced road safety principles in various subjects that are currently taught in schools. The Corps has developed teaching materials for various subjects that include road safety tips. The objective is to indoctrinate road safety consciousness while teaching the traditional subjects.

Money Talks

FRSC has achieved significant results despite significant financial constraints. For instance, in 2007, the year Chidoka became COMACE, only ₦602 million (Six hundred and two million naira) was allocated for capital and ₦7 billion (Seven billion naira) for recurrent expenditure.

Funding is critical to the ability of the FRSC to fund its programmes and projects and deliver its mandate. The FRSC Strategic Roadmap indicates that the Corps needs about ₦458 billion (four hundred and fifty eight billion naira) to achieve its goal of 3.2 deaths per 10,000 vehicles by 2020. Obviously, the government allocation for capital expenditure was grossly inadequate to deploy the required infrastructure: patrol vehicles, safety equipment, emergency and rescue equipment, build roadside emergency clinics, etc.



The World Bank provided financial support to the FRSC because of its credibility as an efficient manager of public resources. Some of the funds were spent on the procurement of operational vehicles in pursuant of its mandate.

The funds can either come from increased budgetary allocation from the government or from partnering with private sector and non-governmental organisations. With either of these sources, FRSC had to prove that it had been effective and efficient in its use of the available resources and provide a compelling case for additional support. In a few short years, the Chidoka-led administration was successful in securing funding from multi-lateral organisations, private companies, and non-governmental organisations to fund its projects, develop its human capital, procure operational equipment, conduct studies, etc.

Government Budget

The Chidoka-led administration set out to manage the available government budget with great diligence to make a case for increased funding. The Corps ensured that its successes were visible to policymakers, especially those responsible for the national budget. In recognition of these successes, the Federal government increased FRSC budget by over 280 percent between 2006 and 2012. However, most of the increase was for recurrent expenditure that increased from 92 percent in 2006 to 97 percent in 2012. Allocation for capital expenditure increased marginally from ₦602 million (2006) to ₦848.5 million (2012). It was clear to the FRSC that it must seek funding from other sources if it is to deliver on its mandate.

Innovative Private Sector Partnerships

FRSC management had to innovate to fund its critical infrastructure. For instance, connectivity is a critical requirement for a road safety agency. However, at the point when the COMACE assumed office in 2007, FRSC lacked VSAT (very small aperture terminals) technology to achieve interconnectivity between its offices.

To finance the acquisition of the required communication infrastructure, FRSC management established a partnership with United Bank for Africa Plc. to provide the first 13 VSAT terminals to connect all of its Zonal Commands to the FRSC Headquarters in Abuja. In return, UBA Plc. was awarded the contract to manage FRSC staff payroll. By 2012, FRSC had deployed about 400 terminals achieving connectivity to all of its operating bases. This vast network has improved communication and connectivity at FRSC and resulted in improved response time in emergency situations. Today, FRSC is able to respond to road traffic crash incidents within 20 minutes of receiving an emergency call.

Similar innovative structures have been used to acquire emergency response ambulances, patrol vehicles, communication equipment, roadside emergency clinics, etc. The corporations that are members of the Nigeria Road Safety Partnership have continued to support the FRSC in its mandate.



The remarkable successes recorded by FRSC can be attributed, in part, to its success in facilitating collaboration among multiple stakeholders through partnerships, in funding projects, manpower development and procurement of operational equipment.

World Bank Partnership

Given the credibility FRSC had gained as efficient managers of public resources, the World Bank established a partnership with the Corps.

Given budgetary constraints, FRSC is not able to provide, at this time, full and effective coverage of all the federal government roads in Nigeria. Therefore, it prioritized the cross-country roads that carry the most traffic. The World Bank provided a US\$4 million grant that the FRSC focused on six major roads that it designated as “safe corridors”. The goal was to significantly reduce (by 50 percent) road traffic fatalities on these roads. Satisfied with the outcomes on those roads, the World Bank provided an additional US\$16 million that has enabled the Corps to expand its coverage to 18 “safe corridors”.

Furthermore, the World Bank recommends designating 10 percent of all road construction contracts to safety engineering of roads. Some of the funds will be used to provide road furniture (pedestrian bridges, zebra crossings, road signs, etc.), ensure compliance to road safety rules (speeding, seat belt usage, impaired driving, safety awareness, etc.), and crash analytics. FRSC has been able to procure operational equipment, manpower development and strengthen the institution as a result..

It is, therefore, not surprising that in 2012, the World Bank commended FRSC as a “Lead Agency for Road Safety Management in Africa” for exemplary execution of road safety programmes in Nigeria. The World Bank also created a documentary of the initiatives of Nigeria’s FRSC that is being showcased around the world in part because of the uniqueness and impact that the FRSC Emergency Response Ambulances (“Zebra”) and FRSC Roadside Clinics have had on road safety in Nigeria as compared to other countries around the world.

Other funding alternatives currently being explored by the FRSC are the establishment of the FRSC Equipment Fund, FRSC Bond, as well as accessing the Corporate Social Responsibility budgets of private-sector

organisations, multilateral and donor agencies, etc. The corps is also exploring recapitalisation and securitisation of its assets.

Continuing the Momentum

The FRSC in 2012 is a different organisation from the agency Osita Chidoka met in 2007 when he became the COMACE. In the intervening years, number of road traffic crashes dropped from 48 percent drop from 9,114 cases (2006) to 4,765 cases (2011). In the same period, number of road traffic crashes per 10,000 vehicles dropped by 53 percent from 101 (2006) to 41 (2011).

These stellar results (by any international standard) were realised from a significant increase in operating assets: 444 patrol vehicles, 252 patrol motorcycles, and 11 tow trucks. For instance, in 2007, FRSC had only 2 emergency response ambulances. By 2012, there were 52 ambulance units. The Roadside Emergency Clinics increased from 12 (2007) to 25 (2012). The number of road traffic crash victims who were rescued alive increased by over 176 percent from 15,875 (2011) to 43,849 (2012).

These successes would not have been possible without the continued support of the various stakeholder groups that have partnered with FRSC on its goal of 3.2 deaths per 10,000 vehicles by 2020.

Creating a safe motoring environment in Nigeria cannot be achieved just by a government-funded agency without the support of other stakeholders with interests in road safety management.

The Chidoka-led administration has created the right strategic partnerships and funding sources, which has positioned FRSC to achieve its mandate of eradicating road traffic crashes and creating a safe motoring environment in Nigeria. More work (and sustained stakeholder collaborations) is needed but the path to victory is now clear. FRSC needs more partners to join its efforts to maintain the momentum to deliver on its mandate.



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