



## INSTITUTIONAL FRAMEWORK

# Priming the Corps to Win



Organisational transformation requires an institutional framework that delivers clarity through a well-articulated strategy. Between 2007 and 2012, FRSC underwent radical transformation to enhance its ability to create a safe motoring environment in Nigeria.

Without committed action, by the year 2020 more people in Nigeria will die from road traffic crashes than from malaria or HIV<sup>1</sup>. At the inception of the Federal Road Safety Corp in 1988, Nigeria recorded about 156 deaths per 10,000 registered vehicles. As at December 2012, the ratio had improved to 41 deaths per 10,000 vehicles. The current FRSC management has set a goal of improving the ratio to 3.2 deaths per 10,000 by 2020. To achieve this goal, FRSC has embarked on a journey to establish the right institutional framework, create a high performance organisation, deploy enabling technology, achieve operational excellence and create stakeholder partnerships. Much progress has been made and the Corps is primed to create a safe motoring environment in Nigeria.

### Preamble

According to the World Health Organisation, Nigeria is second only to Eritrea in terms of road traffic crashes with a consequent loss of about 3 percent of its Gross Domestic Product (GDP). According to a 2010 report of the Nigeria Economic Summit, this immense loss is equivalent to

<sup>1</sup> Nextier Analysis. Nigeria Bureau of Statistics (2012). Social Statistics in Nigeria

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.

the GDP of about 20 countries in Africa. More importantly, these statistics represent mothers, fathers, sons, daughters, uncles, aunts, friends and many more who were loved, cherished and missed by those they tragically left behind.

The high incidence of road traffic crashes in Nigeria is the result of a number of mutually reinforcing factors with the most pertinent being the poor state of the road infrastructure, which, in turn, is a consequence of very low investment in the road transport sector. Between 2006 and 2010, Nigeria had a budget of over ₦8.6 trillion (US\$56.8 billion), yet only ₦0.64 trillion (US\$4.2 billion) was appropriated to road infrastructure. It is, therefore, not surprising that over 65 percent of the 198,200 kilometre of roads in Nigeria are in poor condition. Yet, it is this poor road network that shoulders the movement of over 75 percent of goods and passengers in Nigeria.

### Back to the Beginning

From its inception in 1988, FRSC's mandate was to eradicate road traffic crashes and create a safe motoring environment in Nigeria. This mandate was to be achieved through effective regulation, enforcement and coordination of all road traffic and safety management activities in the country.

In 2006, the year prior to Osita Chidoka becoming the Corps Marshal

and Chief Executive (COMACE) at FRSC, Nigeria recorded 9,114 Road Traffic Crashes (RTC) resulting in 22,334 casualties of which 4,944 deaths occurred. By 2011, at the end of his first four-year tenure, RTCs in Nigeria had dropped by 47.7 percent to 4,765 incidents resulting in 21,836 casualties of which 4,372 deaths occurred.

These improvements are a result of the remarkable transformation of FRSC from a staid public sector agency to a high performance, merit-driven and knowledge-based organisation that has leveraged cutting edge information and communication technology to drive operational excellence. From 2007, FRSC adopted private sector values and practices, such as a focus on continuous improvements, and this has positively impacted their ability to deliver measurable results.

### Setting the Strategic Context

The transformation of FRSC, albeit a work in progress, is the result of careful strategic

planning and meticulous implementation. From its inception in 2007, the Chidoka-administration created a strategic framework with five themes to achieve the Corps' mandate. These strategic themes formed the basis for the creation and implementation of over thirty initiatives to address specific objectives and challenges.

Taken together, these themes (and their initiatives) resulted in the stellar performance of the Corps that has been

internationally recognised with the 2008 Prince Michael of Kent International Road Safety Award, 2009 National Productivity Award, 2012 World Bank recognition as the "Lead Agency in Africa", and selection as adviser on road safety by a number of African countries.

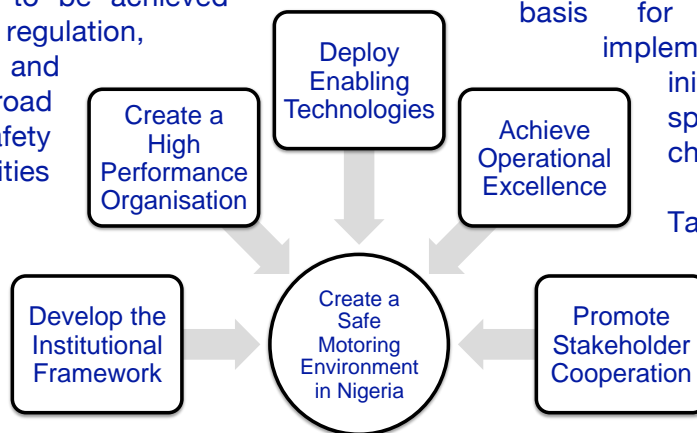
The FRSC strategic themes are as follows:

Theme 2: Create a high performance organisation to drive implementation of FRSC's mandate.

Theme 3: Deploy enabling technologies for data collation and analysis to improve the Corps' data-driven decision-making ability and achieve operational effectiveness.

Theme 4: Achieve operational excellence through a commitment to quality service and continuous improvement.

Theme 5: Promote multi-sectoral stakeholder cooperation towards creating a safe motoring environment in Nigeria.



FRSC Strategic Themes

This paper, “Priming the Corps to Win”, chronicles FRSC’s efforts on Theme 1: *Developing an institutional framework*. The other four themes are documented and available on the FRSC website ([www.frsc.gov.ng](http://www.frsc.gov.ng)).

In developing its institutional framework, FRSC achieved the following objectives:

- Established FRSC as the Lead Agency in road safety management in Nigeria
- Implemented a national strategy
- Set realistic, data-driven targets
- Secured funding for its activities

#### Establish FRSC as the Lead Agency in Road Safety Management in Nigeria

In 1988, 12 years before the United Nations started advocating the need for every country to designate an agency to provide overall coordination of its road safety activities, FRSC was set up as the lead agency for road safety management in Nigeria. Notwithstanding, a number of other government agencies (such as the Police, Vehicle Inspection Office, etc.) continued to provide aspects of road safety management services. This situation resulted in various levels of confusion as to which agency is responsible for what activities.

Although its role as the lead agency on road safety was enshrined in its 2007 Establishment

Act, FRSC needed to prove itself and gain the respect of other agencies through the achievement of measurable results. Faced with significant resource constraints, FRSC created the *Nigeria Road Safety Partnership* initiative to provide a framework for support from various parties concerned about road safety management in Nigeria. These parties included government agencies, corporate bodies, non-governmental agencies, civil society organisations, etc.

Through this collaboration, FRSC has been able to expand its operations. The Corps increased its uniformed Marshals from 12,000 in 2007 to 18,737 in 2012. In addition, it has achieved an aggressive growth of its Special Marshals from 5,000 in 2007 to 14,091 in 2012.

The Special Marshals programme is an innovative approach to staffing that was pioneered by FRSC in Africa. Special Marshals are non-uniformed, volunteer officers, typically civilians drawn from the professional cadre, who are designated with police powers to coordinate traffic. Today, FRSC’s Special Marshals constitute the largest volunteer force in Africa.

FRSC expanded its Road Safety Clubs (RSC) initiative in schools as a way to increase road safety awareness and create a pipeline of volunteers for the Corps. As at 2012, there were 619 RSCs in primary schools and 2,326 RSCs in secondary schools with a cumulative



Faced with limited resources, FRSC had to innovate to achieve its mandate. It pioneered the Special Marshals programme in Africa. Today, FRSC’s Special Marshals are the largest volunteer force in Africa.

of 38,244 members in both the primary and secondary schools RSC. This is a 95.4 percent increase over the membership strength in 2011. There are 1,822 members in National Youth Service Corps Road Safety Clubs.

FRSC has had to expand its administrative infrastructure to provide effective coverage of Nigerian roads. By 2007, FRSC had the ability to patrol only 27,655 kilometres (14 percent) of Nigeria's total road network. By 2012, following an aggressive expansion of the Corps, FRSC increased its coverage to 30 percent of the total road network. To achieve this coverage, FRSC was reorganised into 8 Divisions and expanded to 12 Zonal Commands, 37 Sector Commands and 189 Unit Commands.

Today, FRSC is accepted as the principal agency in road safety management because, in addition to the enabling laws, it has provided clear leadership in the sector.

#### Implement a National Strategy

In its early days, FRSC was focused on tactical, almost "trial and error" approaches to road safety management. In mid 2007, FRSC management decided to adopt a more strategic and deliberate approach to its activities and investments. The strategic plan was to be comprehensive and cover the activities of all parties involved in road safety management.

In December 2007, Corps officers were invited to identify the key challenges with road safety management in Nigeria and to proffer pragmatic solutions. In early 2008, a committee including external stakeholders was convened to review all the issues and suggestions and develop the draft FRSC Strategic Roadmap.

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 draft Roadmap was subject to extensive reviews by various internal and external stakeholders before it was finally adopted, signed and released to the public in December 2010. It is the strategic basis for all investment decisions on road safety management in Nigeria.

#### Set Realistic, Data-Driven Targets

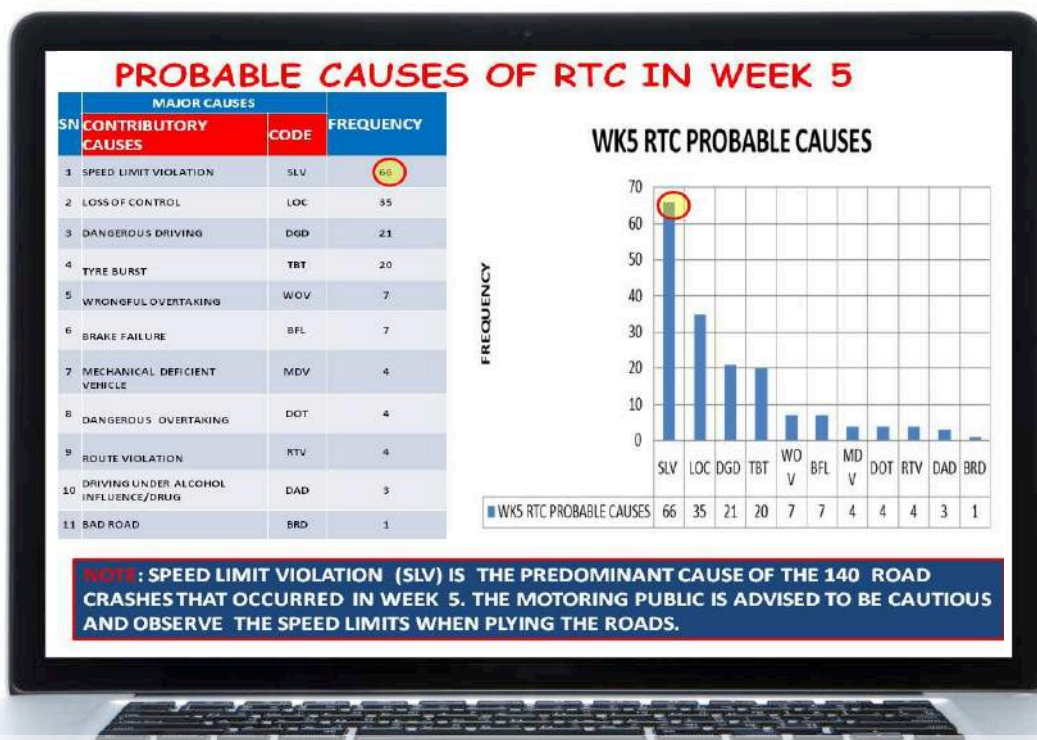
Peter Drucker, a management thinker, is reputed to have said, "if you can't measure something, you can't manage it". The Chidoka-administration adopted this mantra as the Holy Grail and set out to improve its data collation and analysis capabilities.

In its earlier history, FRSC had significant



issues with the quality of the reports it received at its Headquarters from the Field Commands. They were typically incomplete and arrived too late (sometimes months) for the data to inform management decisions.

Data from the Dashboard is presented every week at FRSC management meetings and form the basis for most management decisions. Analysis of national traffic data from the Dashboard has helped FRSC set realistic



The Dashboard is used to collate and manage data on all FRSC operations. The data from the Dashboard are presented at the weekly FRSC management meetings and form the basis of most management decisions.

To improve its performance, FRSC established a Dashboard (a database system) to be used to track, collate and manage all road safety operations and administration data. Supported with other information and communication technology tools, data from various Unit Commands are more promptly uploaded to the Dashboard; sometimes, as soon as the event is happening. For instance, all FRSC Unit Commands are connected to the Headquarters through one of its over 400 VSAT terminals around Nigeria. In addition, about 6,000 Closed-User-Group handhelds are on the FRSC network. This enables online, real time uploading of information .

Following the implementation of the Dashboard in 2009, FRSC management has been able to keep abreast of all critical data and has had the ability for real time intervention, policy formulation and/or re-alignment towards the achievement of Corps goals.

and long term goals for its operations. Some of FRSC goals by 2020 include:

- **RTC Deaths:** From 59 deaths per 10,000 vehicles in 2009 to 3.2 deaths per 10,000 vehicles  
2012 result: 41 deaths per 10,000 vehicles
- **Human Capacity:** Improve staff capacity by increasing training budget to 7.9 percent of annual FRSC budget  
2012 result: 7.9 percent of FRSC budget
- **Increase operational capability**

Parameter	Goal	2012 Status
Sector Command	37	37
Unit Command	190	184
Regular Marshals	28,500	18,737
Patrol Vehicle	2,900	444
Tow Trucks	58	11
Patrol Motorbikes	1,150	252
Ambulances	360	52

- **Develop alternative funding sources for FRSC activities**

2012 result: 18 percent of budget from non-government sources

FRSC made funding the VSAT a prerequisite condition for any bank proposing to manage the Corps' staff salary account. United Bank for Africa Plc won the bid and, in turn, funded



Osita Chidoka, Corps Marshal and Chief Executive of Federal Road Safety Commission, leading marshals and officers of the Corps on a routine patrol.

### Secure Adequate Funding

As the lead agency for road safety in Nigeria, FRSC is responsible for ensuring adequate funding for various road safety interventions and activities. The FRSC Strategic Roadmap indicates that the Corps needs about ₦458 billion to achieve its goal of 3.2 deaths per 10,000 vehicles by 2020.

Judging from government budget on road construction and maintenance, it was evident that FRSC could not secure adequate funds from the government for its activities. For instance, in 2009, only 0.91 percent of Nigeria's GDP was spent on road infrastructure. This is a significant under-investment when compared to other developing countries such as Brazil that spent 10.6 percent of GDP in the same year. As a result, it had to seek alternative sources of funding for its activities.

FRSC has had to innovate to fund its various activities. In 2008, FRSC needed 13 VSAT terminals to connect all its Zonal Commands to the National Headquarters in Abuja yet did not have the funds to acquire even one VSAT to improve communication between its offices.

the roll out of the VSAT network. By 2012, there were 345 VSAT terminals connecting all FRSC offices. The Corps has, through creativity and perseverance, achieved seamless communication and connectivity to all its locations

FRSC has implemented other strategies to secure alternative funding for its activities. According to the World Bank, 10 percent of all infrastructure investments should be dedicated to road safety. FRSC has worked closely with the World Bank to secure some of these funds for its activities. By 2012, over ₦1.52 billion (US\$10 million) had been achieved from the World Bank provisions.

### Show Me the Outputs

In the years since 2007, FRSC has recorded some significant achievements. With the expansion of its administrative capacity and operational capabilities, FRSC has been able to increase its enforcement activities to make Nigerian roads safer.

Recent data shows that motorists are beginning to drive better on the roads. For instance, 525,148 arrests were made in 2012;

a 6 percent drop over the number of arrests in 2011. Of these arrests, 579,929 offences were committed in 2012; which is a 5 percent drop from the 2011 number.

Furthermore, higher numbers of frequent offenders are being compelled to attend training sessions to improve on their road habits. For instance, in 2012, 75,244 offenders received various types of training. This was a 19 percent increase over the 2011 numbers.

All of these interventions have resulted in a decrease in the road traffic crash Severity Index. The number of deaths to total number of casualties dropped from 20 percent in 2011 to 17 percent in 2012.

In addition, by 2012, FRSC had increased the total number of Emergency Response Units (code-named “Zebra”) to 13 units. The Corps had also purchased 52 ambulances; a significant increase from the 2 ambulances units it had in 2007.

The investments in emergency response systems reduced the average emergency response time for the ambulance units from 20 minutes in 2011 to 15 minutes in 2012, in the parts of the country with the Zebra units. The Corps needs more Zebra units and ambulances to provide a wider emergency response coverage across Nigeria.

In the same vein, FRSC increased the number of road side traffic clinics to 25; a 108 percent increase from 2007.

All of these assets enabled FRSC to increase the number of victims rescued alive from 15,875 in 2011 to 43,849 in 2012.

### Are We There Yet?

Despite its remarkable successes, especially for a public sector organisation in a developing country, FRSC is still a work-in-progress. Six years away from its 2020 goal of achieving 3.2 deaths per 10,000 registered vehicles, Nigeria is still at 41 deaths (2012 data). Though a remarkable achievement, it is still a long way from achieving the goals.

FRSC management knows the right levers to pull to achieve the goals. However, it requires about ~~N~~366 billion (US\$2.3 billion) in investment between 2013 and 2020 to achieve its goals. This level of investment can only be achieved through further collaboration with the private sector, civil society and well-meaning individuals. Government budget is grossly inadequate. However, having created the right institutional framework, FRSC is positioned to achieve its mandate of eradicating road traffic crashes and creating a safe motoring environment in Nigeria.



By the end of Chidoka’s first four-year tenure as Corps Marshal and Chief Executive (COMACE) at FRSC, road traffic crashes in Nigeria had dropped by 47.7 percent from 9,114 in 2006 to 4,765 in 2011.



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