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The “Single Organizational Model” for Road Safety in Nigeria

Nigeria, February 2021



> Introduction & Objective

- Global study of LMIC road safety lead agencies – a collaboration involving the **World Bank**, the **World Health Organisation** and the **African Development Bank**
- UK Aid supported study, through the **Global Road Safety Facility** and **World Bank**, focuses on **Nigeria** and its single institutional model for tackling road safety issues
- The defining feature of the Nigerian road safety model - **Federal Road Safety Corps (FRSC)**, which delivers functions that many countries separate across multiple large agencies
- Although the Nigeria “single organizational model” is considered successful, there has been no comprehensive assessment of its efficacy
- The replicability of the model in other countries with similar socio-economic, roads and traffic conditions is of considerable interest.

Objective

To assess the performance of the Nigeria’s “single organization road safety” in tackling Nigeria’s road safety challenges and to determine the factors that will be crucial in the replicability of the model in other low- or lower-middle income countries.

> Research Questions

- Q1. What are the strengths and weaknesses of this model and what could be done to improve its' efficiency and effectiveness?
- Q2. How efficient and effective is the "Single Organizational Model" institutional setup (both federal and state levels) in dealing with the road safety issues in Nigeria?
- Q3. Can this model be replicated in other LMICs and what are the factors that will determine the replicability of the model in those countries?
- Q4. What are the steps in setting up "Single Organizational Model" institutions in LMICs?

> Methodology

A part of the study - road safety engineering policies and practices, road crash data and road safety education - was supported by field investigations and visits, face-to-face interviews in Nigeria

Due to COVID-19 travel restrictions, a part of the study - institutional analysis - was conducted remotely with audio-video calls and emails to various senior staff within FRSC and partner agencies, as well as desk analysis of available reports

The prepared comprehensive report was peer-reviewed and fine-tuned based on comments from peer-reviewers and Nigerian stakeholders including FRSC



Institutional Analysis: Strength and Weaknesses of the Model

The FRSC is a large and powerful national road safety lead agency, unique not only in Africa, but globally, for the sheer breadth of its operations. The size and scope of the FRSC allows the opportunity to develop greater synergies across various safety critical functions.

Principal Strengths

- ✦ **One clearly designated public sector head**, the Corps Marshal, appointed by the President, through the Federal Road Safety Commission, responsible for road safety in Nigeria; and
- ✦ **Many safety related functions are at the Corps Marshal's direct disposal:** e.g., road safety management (although some functions are more or less developed); regulation of motor vehicles, motor vehicle drivers and transport operators; road traffic law enforcement; and post-crash response (managing call center, ambulance and roadside trauma clinics in conjunction with the health sector).

Principal Concerns

- ✦ **The dominant role of FRSC may mean that other key public agencies simply leave responsibility for all matters concerning road safety to the FRSC** – key activities of concern in this regard would be the important roles of Nigeria Police, the other road agencies, and the health agencies; and
- ✦ **The operational command nature of the FRSC may not be well suited** to the complexities of handling multi-sectoral, public health issues, such as road traffic safety.

> Institutional Analysis: Functional Comparison of Two Leading Road Safety Institutional Models in Africa: **Nigeria** and **Kenya**

Nigerian road safety model delivers a number of road traffic system functions which other countries allocate across multiple agencies.

This is broadly illustrated in the table which compares the functional responsibilities of the FRSC with those of the National Transport and Safety Authority (NTSA) in Kenya

	Nigeria	Kenya
Ministry Home	Presidency	Home Affairs
Agency Form	Federal Road Safety Corps, led by a Commission	National Transport and Safety Authority, led by a Board
Legislative Basis	Federal Road Safety Corps (Establishment) Act 2007	National Transport and Safety Act 2012
Road Safety inter-agency Governing Body	National Road Safety Advisory Council	None
Institutional Management Functions	✓	✓
Motor vehicle and driver regulation	✓	✓
Commercial transport regulation	✓	✓
Road network management (safety audit)	✓	
Speed limit regulation	✓	✓
Road traffic law enforcement	✓	
Road safety information and promotion	✓	✓
Post-crash response	✓	



Institutional Analysis: Assessment of Model Against Institutional Management Functions

Coordination	<ul style="list-style-type: none">• The establishment of the interagency structure in 2017 meets the essential governance requirements and reinforces FRSC responsibilities as the lead road safety agency.• National Road Safety Advisory Council (NaRSAC) needs to be further engaged in oversight of the Nigeria Road Safety Strategy (NRSS II (2021-2030), and accountabilities for government agencies could be strengthened with the Technical Working Group (TWG).
Leadership and target setting	<ul style="list-style-type: none">• FRSC - clearly the leader of road safety in Nigeria; gained approval of a significant road safety strategy for the coming decade.• Strategy implementation is always challenging and leadership within FRSC will be essential to ensure the delivery of NRSS II.
Legislation	<ul style="list-style-type: none">• Has strong regulatory foundation, particularly relating to vehicle safety and commercial operators, well organized across Federal and State authorities.• Requires continuous improvement, a stronger on-road enforcement effort and improved compliance.
Funding and resource allocation	<ul style="list-style-type: none">• Supported with sustained Federal budget, but inflation pace is neglected, also the national road fund could not be established.• Internal revenue streams and funding need to be developed and leveraged in greater capital investment in safety-focused projects.
Promotion and advocacy	<ul style="list-style-type: none">• Has a strong promotion and advocacy base, important in communicating much stronger compliance expectations amongst users and operators.• Strategic communications need to be aligned with the NRSS II and focused on the institutions, capable of improving the safety.
Monitoring and evaluation	<ul style="list-style-type: none">• Demonstrated an ongoing concern for, and preparedness to act on, improving crash data quality.• Requires continued attention over the course of the decade. Monitoring and reporting key safety behaviors will also be essential to drive improved enforcement activity.
R&D and knowledge transfer	<ul style="list-style-type: none">• Does not have strong research program, but a sustained training program within the FRSC, and a leadership program generating improved understanding of issues.• Capacity needs to be nurtured and extended into critical areas such as the State road safety agencies, key business groups, and non-government organizations.

> INSTITUTIONAL ANALYSIS: Efficiency of the Model in dealing with the road safety issues in Nigeria

Driver Licensing

- ✦ The current driver licensing system is based on a tripartite arrangement among the Joint Tax Board, the FRSC and State-run Vehicle Inspection Offices.
- ✦ The system is quite dependent upon the quality of State performance, but its overall integrity benefits from FRSC control of the license register. Identity proofing and license production should be assessed using a well-recognized risk management standard such as ISO 31000.

Vehicle Regulation

- ✦ FRSC regularly undertakes free vehicle safety checks, and has been keeping consistent data on results, but does not enforce non-compliance.
- ✦ It would be relatively simple to use motor vehicle registration processes to inform motor vehicle owners of their legal obligations to maintain the safety of their vehicles' brakes, tires, steering, lights and seatbelts, and of FRSC programs to enforce compliance regarding these critical defect issues.

Transport Operator Safety

- ✦ The Road Transport Safety Standardization Scheme (RTSS) is an important regulatory control on inter-city services, and is supported by compulsory speed limiters on some commercial vehicles.
- ✦ FRSC holds one of less than 500 certifications to ISO 9001 Quality Management Systems in Nigeria, and could promote uptake of ISO 39001 Road Traffic Safety Management Systems over the course of the next decade, focusing initially on commercial transport operators and corporations with major fleets.

> INSTITUTIONAL ANALYSIS: Efficiency of the Model in dealing with the road safety issues in Nigeria

Road Traffic Safety Enforcement

The FRSC (Establishment) Act 2007 provides that a fine can be issued for all offences. Special “Cobra” enforcement programs are run each year. In 2018, FRSC took action against 4085 offences in Cobra operations, of which the major offences targeted were:

⊕ Use of Phone	56.5%
⊕ Driving without seatbelt	33.7%
⊕ Light Sign Violation	4.3%
⊕ Route violation	2.5%
⊕ Other	3.0%

FRSC need to deploy general deterrent strategies that dramatically increase the actual and perceived risk of apprehension and punishment.

Speed Enforcement

- ⊕ Speeding contributes to half of all crashes and insufficient resourcing of speed enforcement is a major gap that is holding back the achievement of better road safety results for Nigeria.
- ⊕ One option is to resource a dedicated mobile speed enforcement unit, piloted and evaluated in a few states and then scaled up across Nigeria. A further step is to consider further investment in automated speed enforcement, given the quality of the vehicle and driver systems which are in place.

> INSTITUTIONAL ANALYSIS: Efficiency of the Model in dealing with the road safety issues in Nigeria

Alcohol Enforcement

- ✦ In 2016 32.1% of female road traffic injuries in Nigeria and 41.5% of male road traffic injuries involved alcohol, and 15,365 alcohol attributable deaths occurred on the road (World Health Organization)
- ✦ Consideration should be given to the development and implementation of a credible drink driving enforcement program. 1

Scoping, designing and delivering safety engineering treatments

- ✦ Current safety engineering practices needs considerably strengthening, beginning with a national capacity building program for FRSC staff, federal and state road authorities.
- ✦ A project to establish a Nigeria Road Assessment Programme (iRAP) project backed by a multi-year infrastructure safety program would support this, and also provide impetus for the development of a comprehensive set of road safety engineering guidelines and manuals, as well as a systematic speed limit review process.

Post-crash response and treatment

- ✦ FRSC's post-crash response capability is remarkable. It operates a well-known national emergency call center (122), Nigeria's first national ambulance service, and a growing network of 28 roadside health clinics.
- ✦ FRSC can leverage its operational capacity to advocate improved support for road crash victims through Nigeria's national health system. It can also advocate policies and programs to support the long-term health and welfare of road crash victims

> **INSTITUTIONAL ANALYSIS:** Efficiency of the Model in dealing with the road safety issues in Nigeria

Raising and allocating road safety investment

- ⊕ The FRSC receives considerable ongoing allocations from the Federal budget, which provides a critical platform for discharging its road safety responsibilities.
- ⊕ In 2020 The World Bank estimated that USD 3.77 billion needed to be invested in infrastructure and speed management treatments in Nigeria to achieve the 2030 voluntary road safety performance targets.
- ⊕ It is essential that the sustainable funding sources are developed that will establish a stronger basis from which additional capital expenditure may be available through multi-lateral development bank loans, or other international sources of road safety funding

Collecting, collating and using road crash data

- ⊕ The governance arrangements are sound with FRSC taking the lead for road crash data management from data collection to data analysis and dissemination, as empowered by the FRSC Act 2007 and the National Road Traffic Regulations 2010
- ⊕ While the system for crash analysis and dissemination of road crash data is adequate at the Federal levels, substantial scope exist for improvement in staff skills for improved crash data collection and crash analysis at the State level, and increased presence to cover all local government authorities – FRSC's recent investment in this initiative is a critical new step.

> Future Strengthening

- ❑ Although significant improvements in Nigeria's road safety performance are required, **the institutional foundation exists from which road safety policy and investment decisions can be made**
- ❑ FRSC ownership and accountability over several decades **has driven sustained effort and preparedness to act** in some vital areas
- ❑ FRSC recognizes the need to continually improve, and this restlessness for improvement **can be further honed in pursuit of the elimination of fatal and serious injury on the road.**
- ❑ FRSC should refocus again on **safety leadership, and the efficiency of its enforcement operations**



Consideration of System Wide Improvements Required

- ✚ **Using and improving the governance system** - Ongoing engagement by the National Road Safety Advisory Council (NaRSAC) is essential in nourishing the FRSC's mandate that would enable NaRSAC to review progress, renew the political mandate and increase investment in road safety.
- ✚ **Strengthening the lead agency function** - The internal mandate and resourcing of the Policy Research and Statistics (PRS) Department could be considerably strengthened to match its external mandate and resourcing.
- ✚ **Continuous improvement in regulatory management** - The regulatory systems should be audited to ensure that there is transparent information about the standards required, the processes in place to check those standards are being complied with, and the enforcement activity.
- ✚ **Taking the next step in vehicle safety** - Aside from an audit of regulatory requirements for (new) vehicles entering the market, consideration should be given to using the UN regulatory standards as the basis for strengthening regulatory requirements.
- ✚ **Targeting and enforcing key safety behaviors** - An assessment of the readiness for automated speed enforcement systems is required, and a sustainable path developed to tackle drink driving, both within a strong general deterrence enforcement strategy.
- ✚ **Building safety engineering capacity nationally to transform the road environment** - An International Road Assessment Programme (iRAP) project would support the capacity strengthening, and also provide impetus for the development of a comprehensive set of road safety engineering guidelines and manuals, as well as a systematic speed limit review process.
- ✚ **Investing in improved road safety data** - Regular funding is required to ensure ongoing maintenance of the Road Traffic Crash Information System, and to conduct annual functional and technical reviews.

> Replication of This Model in Other LMICs

Can this model be replicated in other LMICs?

Yes, Nigeria's single agency model may be a path forward for other LMICs. However, a decision to pursue this should only come after careful consideration of the national and institutional context of road safety within the country.

For example, major structural changes regarding Police agencies and highways agencies are not simple matters, and these agencies will remain critical to road traffic safety even with the aggregation of safety functions into one entity.

Factors that will determine the Replicability

Replication of one country's government agencies and governance systems in another country is fraught with difficulty. Nevertheless, Nigeria's single agency model may be a path forward for other LMICs, for whom, while replication, there are some essential features to draw from:

- ✦ A high-ranking official, with legislative mandate, appointed by the President (head of state)
- ✦ An inter-agency governance system through which the national road safety lead agency engages with government and non-government stakeholders
- ✦ The lead agency provides technical services for governing body, and oversees the development and coordination of multi-sectoral road safety strategies and plans
- ✦ Aside from any other operational responsibilities, the national lead agency is functionally responsible for all road safety institutional management functions.

> Setting up “Single Organizational Model” Institutions

Recommended Steps to be followed in other LMICs

LMICs are encouraged:



Firstly to reflect upon the extent to which their own arrangements compare with items 1 to 4 in the previous slide.

Secondly to consider whether they wish to prioritize institutional road safety reform, in order to establish a much stronger base for tackling their road safety problem, and how this may be best approached.

The potential advantages and benefits involved in implementing the single model may be outweighed by the disadvantages and costs of focusing on major structural and institutional reforms ahead of policy and operational road safety reforms. These reforms should include an institutional focus such as the strengthening of the inter-agency governance mechanism, or the existing lead agency function or the preparation of Road Safety Mainstreaming guidelines for government ministries, departments and agencies.

Inevitably, an assessment is required at a country level, taking into account both immediate and longer-term challenges and opportunities.

> Summary Answer to the Research Questions

Q1. What are the strengths and weaknesses of this model and what could be done to improve its' efficiency and effectiveness?

The organization has a very clear purpose, and is accountable for road safety performance. Performance needs to improve, and greater ownership is required within Federal/State agencies, but the establishment of the FRSC is likely to have had a significant beneficial effect on Nigeria's capacity to tackle its road safety problem

Q2. How efficient and effective is the "Single Organizational Model" institutional setup (both federal and state levels) in dealing with the road safety issues in Nigeria?

Nigeria's single organizational model cannot be said to be more or less efficient or more or less effective than other models, but it has critical features which can be replicated elsewhere

Q3. Can this model be replicated in other LMICs and what are the factors that will determine the replicability of the model in those countries?

Yes, this single agency model may be a path forward for other LMICs, but simply establishing an agency is not enough – the organization must have the capacity to lead and support others, not just focus on itself.

Q4. What are the steps in setting up "Single Organizational Model" institutions in LMICs?

A decision to pursue this model should only come after careful consideration of the national and institutional context, through, for example, a national road safety management capacity review.



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