

# **A SYSTEMIC EVALUATION OF SAFE ROAD OPERATIONS IN NIGERIA**

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## **ABSTRACT**

The imperative of mitigating carnage on Nigerian Highway informed the establishment of Federal Road Safety Corps (FRSC) IN 1988 by the Federal Government of Nigeria vides Cap 141 of 1990 as amended in the FRSC Act 2007. It was empowered to detect arrest and penalize offenders, impound the vehicles, rescue victims and conduct Problem solving researches. It was established as a Paramilitary Unit with component Command Structure, linked to the Presidency through a Board. This Paper therefore evaluate safe operation in Nigeria as example for other developing Countries with Particular emphasis on the Institutional framework, Management Approaches, Organizational Structure, Road Safety Process management and QMS Performance Indicators suggest areas of improvement after reviewing best practices elsewhere in the world.

## **1.0 INTRODUCTION**

Road Safety is a noble idea, a moral suasion, encouraging road users to ensure safety of all or to move in peace on the highway. According to Trincta et al (1988), the three eras of road safety in the world are:

- I. 1940-1950 when RTA increased (Traffic Safety increase proportionately with the vehicle population (Motorization)
- II. 1950-1970 When RTA decline (Traffic Safety) more than the decline in vehicle ownership (Motorisation)
- III. 1970 Date when RTA decline (Traffic Safety) in spite of growth in Vehicle Traffic.

In Nigeria and most developing countries Road traffic accident (RTA) at first seems relatively unimportant when compared to hunger, educational, financial and economic resources problems. In fact, public ignorance of the causes of road traffic accident was palpable, as people continually attributed cases of road carnage to either the will of God or evil spirit (Ben Okri, 1991), while ignoring the scientific angle to the menace thus creating a high level of apathy among the people.

Year	Cases reported	Person killed	Person injured	National population souce: NPC-3.45%	Total casualty	Yearly Vehicle licensed (2.2%) source: FOS,FMW	Acc/ 1000 veh	death/ 100,000 pop (personal safety)	Death/ acc( fatality index	Casual ty/100 accd	Fatal /casualty (severity index0	Time /killed (min)	Time/ RTA case(Min)	Death /10,00 0(traffic safety)	P;Veh/1,000 popu(motorization level)
1990	21721	7755	23490	85999420	31204	616493	35	9	0.36	1.45	0.25	68	24.2	126	7
1991	22498	7523	25627	88992200	33150	634244	36	9	0.36	1.6	0.23	70	23.4	119	7
1992	22909	8701	25154	92088111	33855	615993	37	10	0.39	1.53	0.26	60.4	23	134	7
1993	21412	6342	22882	95293857	29224	669742	32	7	0.31	1.45	0.22	83	25	95	7
1994	18218	5407	17890	98613440	23297	687491	27	6	0.3	1.28	0.23	97.2	29	79	7
1995	17000	6647	14431	102050991	21078	705240	24	7	0.3931	1.24	0.32	79.1	31	94	7
1996	16793	6364	15290	105564166	21654	722989	23	6	0.38	1.29	0.29	83	31.3	88	7
1997	9034	6104	15464	109200353	21568	740738	12	6	0.37	1.29	0.28	145	58	82	7
1998	16046	6538	17341	112963946	23879	758487	21	6	0.41	1.49	0.27	80	33	86	7
1999	12424	5370	17585	116859503	22955	776236	16	5	0.43	1.86	0.41	97	42	69	7
2000	12705	6521	20671	120891747	27198	793985	16	5	0.51	2.14	0.24	81	41	82	7
2001	13801	8109	22202	124938081	31261	811734	17	7	0.59	2.27	0.44	66	38	100	7
2002	14544	7407	22112	129285926	29515	829483	18	6	0.51	2.03	0.25	71	36	89	6.4
2003	14363	6452	18116	133785076	24568	847232	17	4.8	0.5	1.71	0.59	82	37	76	6
2004	14279	6452	5351	138400661	11803	865871	17	4.7	0.45	0.82	0.55	82	37	76	6
2005	8962	4519	15779	143175484	20298	884920	10	3	0.5	2.3	0.2	116	59	51	6
2006	9114	4944	17390	148150382	22334	904388	10	3	0.5	2.45	0.2	106	58	54	6

Table 1 - Road Traffic Crash Data for the year 1990 to 2006 as compiled by Balogun (2006) from FRSC records

Yet analysis of the causes of death in a number of countries throughout the developing countries has shown that deaths and fatalities from road traffic accident in Nigeria rank high. You can see in Figure 1 above that one person is killed in less than two hours as at 2006, one RTA occurs every 58 minutes and 54 deaths occur in every 100,000 population (Balogun 2006). Table 2(FRSC, 2006) have shown that eighteen States have individual fatality average exceeding the national average of 83 deaths/ 100,000 populations Prominent among are Ogun, Edo, Lagos, Niger and Plateau States respectively. For instance somebody was killed every 42 minutes and an accident occurred every 9 minutes in Lagos State between 1990 and 2006. All these and other available data, albeit inadequate, show that RTA has become a serious national malaise and the cost colossal.

STATE	TOTAL CASES	FATAL	SERIOUS	MINOR	PERSON KILLED	PERSON INJURED	TIME/KILLED	TIME/RTA	2006 POPULATION(NPC)	FATALITY/100,000
Abuja	5142	1296	2342	1458	1551	9452	339	102	1405201	110
Abia	3442	1467	1542	618	1647	3822	319	152	2833999	58
Adamawa	5480	1822	2736	1303	3499	8924	150	96	3168101	110
A/Ibom	6211	2139	3144	1727	2609	6444	202	85	3920208	67
Anambra	7932	2114	3458	2374	3021	7006	174	66	4182032	72
Bayelsa	644	142	348	154	187	740	2813	817	1703358	11
Bauchi	5820	2564	2235	1167	3722	10885	141	90	4676465	80
Benue	5895	2941	4425	1806	4275	13280	130	89	4219244	101
Borno	8599	1860	2182	1743	2164	6482	243	61	451193	480
C/River	7337	2189	6757	1540	3539	7803	149	72	2888966	123
Delta	12472	3182	6783	3300	4742	11418	111	42	4098391	116
Ebonyi	555	201	250	146	242	848	2174	948	217350	111
Edo	15812	3521	6534	5591	4722	14121	111	33	3218332	147
Ekiti	843	346	624	172	519	1454	1013	624	2384212	22
Enugu	5244	1604	2129	1491	2180	4914	241	100	325298	67
Gombe	1503	589	647	216	904	5906	582	350	2353879	38
Imo	5649	1739	2836	1021	2466	6540	213	93	3934899	63
Jigawa	3148	1661	1111	376	2512	6367	209	167	4348649	58
Kaduna	10077	3365	3635	3080	5084	10660	104	52	6066562	84
Kano	20179	6182	8360	5593	7994	18243	66	26	9383682	85
Katsina	6423	2684	2282	1363	783	6430	672	82	5792578	14
Kebbi	1563	404	773	386	535	2150	983	337	3238628	17
Kwara	4406	1550	1826	1240	404	5970	1305	119	2371089	17
Kogi	3737	1549	1358	760	3312	8612	159	141	3278487	101
Lagos	57769	10376	26711	20761	12680	36838	42	9	9013534	141
Nasarawa	1678	972	661	131	1761	4654	299	314	1863275	95
Niger	7264	3328	2452	1464	5570	12726	94	72	3950249	141
Ondo	9002	2462	4002	2541	3949	10358	133	58	3441024	115
Ogun	22916	6759	9439	6024	10316	24468	51	23	3728098	277
Oyo	14767	4322	5811	3598	6400	3861	82	38	5591589	115
Osun	4465	1493	1912	2344	2537	6666	207	118	3423535	74
Plateau	5888	2416	2205	1243	4186	11731	126	89	3178712	132
Rivers	7757	1676	3712	2393	2138	7816	246	68	5185400	41
Sokoto	3715	1573	1480	655	2779	1098	189	142	3696999	75
Taraba	1371	583	578	212	749	2352	702	384	2300736	75
Yobe	2489	979	1088	447	1593	5056	330	211	2321591	69
Zamfara	596	271	268	113	384	1225	1370	883	3259846	12

Table 2 - RTC Data by States in Nigeria (Source FRSC, 2006)

Several efforts had been made to answer the road safety question before the establishment of FRSC. These includes; the Motor traffic ordinance of 1913 operated in Southern Protectorate, the National Motor traffic ordinance of 1916, reviewed in 1940 and 1945 based on English road traffic Act 1930, conduction of drivers training by transport companies with large fleet of vehicles, establishment of traffic Police unit after Nigerian independence in 1960, the one week safety campaign organized by the Nigerian Army in 1972, establishment of vehicle inspection unit in Ministry of Works and Transport between 1971-1974, the declaration of 1974 by FGN as National Road Safety year, the establishment of Road Safety Advisory Commission in Federal Ministry of Works and Housing in 1974, establishment of Oyo State Road Safety Corps vide Edict No. 18 of 1977, establishment of urban traffic Unit by Nigerian Police in 1978 to ease traffic in urban area and the establishment of National Road Safety Commission (NRSC) at Federal Ministry of Works and Housing and its scrapping in 1988 to pave way for FRSC same year (Agunloye, 1988).

All these conscious efforts are manifestations that the need to set up a body to be responsible for safety on our roads had always existed and recognized (as such). But unfortunately, these efforts did not pay off handsomely as accident rate and the resultant fatalities continued to rise steeply in spite of them. The Federal Road Safety Corps (FRSC) was therefore established as a paramilitary organization via Road Traffic Act CAP 141 of 1990 Amended in FRSC Act 2007 with the stock of Officers from the National Youth Service Corps of 1988 as well as some distinguished staff in the Oyo State Road Safety at the time. In order to ensure the safe use of the highways, the Commission was empowered to detect arrest traffic offenders, impound the vehicle, penalize offenders, rescue accident victims and conduct research into ways to improve safety on the road.

This was done with a Command structure (HQ, Zones, 37 Sectors and Units). For proper coordination, the corps is organised into zonal structure. There are twelve zones in the Country each supervising some State commands (Sector) under it. As shown in the figure below, each sector is located in the State capital of each of the 37 State in Nigeria, while effort is being made to have unit commands in each of the 769 Local Government in the Country. The location of the present unit commands is being guided by traffic volume, preponderance of black spot and ease of administration (Chidoka 2007).

The Commission evolved through 5 Zones between 1988 - 1994 (Kaduna, Bauchi, Aba, Benin and Ibadan), 10 between 1995-1997 (Jos, Benin, Kaduna, Lagos, Owerri, Ilorin, Yola, Bauchi and Sokoto), 8 between 1997-1999 (Jos, Benin, Kaduna, Lagos, Owerri, Sokoto, Ilorin and Yola), 12 between 1999-2003 (Kano, Lagos, Yola, Markurdi, Benin, Calabar, FCT, Lokoja, Owerri, Sokoto, Osogbo and Bauchi), and 12 between 2003-date (Kaduna, Lagos, Yola, Jos, Benin P/H, FCT, Enugu, Sokoto, Osogbo and Bauchi).

Several changes also occurred in the management structure. The National headquarters has a total of 8 departments and 12 corps offices. These departments include Operation, Training, Standardisation and Certification, Safety Engineering, Motor vehicle administration ND Policy research and statistics. The corps offices include Corps Secretary, Audit, Logistics, Budget, Planning, Provost, Intelligent etc. The department at the headquarter are expected to be headed by a deputy corps marshal, the corps offices as well as Zonal offices by Assistant corps marshal, the sector command to be headed by a corps commander, and the unit level by an Assistant corps commander. For effective command and control the head of operation at all level is expected to be the second in command. This is important so that such head of operation can be in effective control in case the Zonal, Sector or Unit commanders are on leave as shown in Figure 1 below.

### Commanding structure

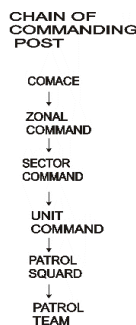


Figure 1 - Command Structure

## 2.0 INSTITUTIONAL RESPONSIBILITIES IN ROAD SAFETY

This involves assigning primary responsibilities for road safety management to a particular authority with government Act. This Act specifies the limitation, funding and function of the road safety management. The responsibility is classified as designated and undesignated responsibilities. The function that require enforcing are usually designated while functions that are humanitarian (rescue) could be undesignated. The designated functions are done by the government while undesignated function could be done by NGO and private sector and generally receive no public funding. The operators of undesignated functions are usually allowed to register their interest.

In Nigeria, a three (3) Tier structure is utilized (Oyeyemi 2003). This comprises of Regular Marshals, Special Marshals and the Road Safety Clubs. The regular marshals are the paid work force described above. The special marshal are volunteer citizen, interest groups organized into units to carry out patrol activities under the supervision of

regular marshals and are covered by legislation and insurance just as the regular marshals. The number of special marshal is presently twice that of regular marshal in the Country being up to 25,000. The special marshal helps to create awareness and makes road safety every one's business. They help to attract compliance through personal discipline, use their integrity to get attention from public and act as contact to various organizations or society whom they serve as feedback to with respect to safety implementation. They sometimes provide operational and enlightenment material. The above relationship is shown in Figure 2 below.

### Three tier Structure of Interlocking effort

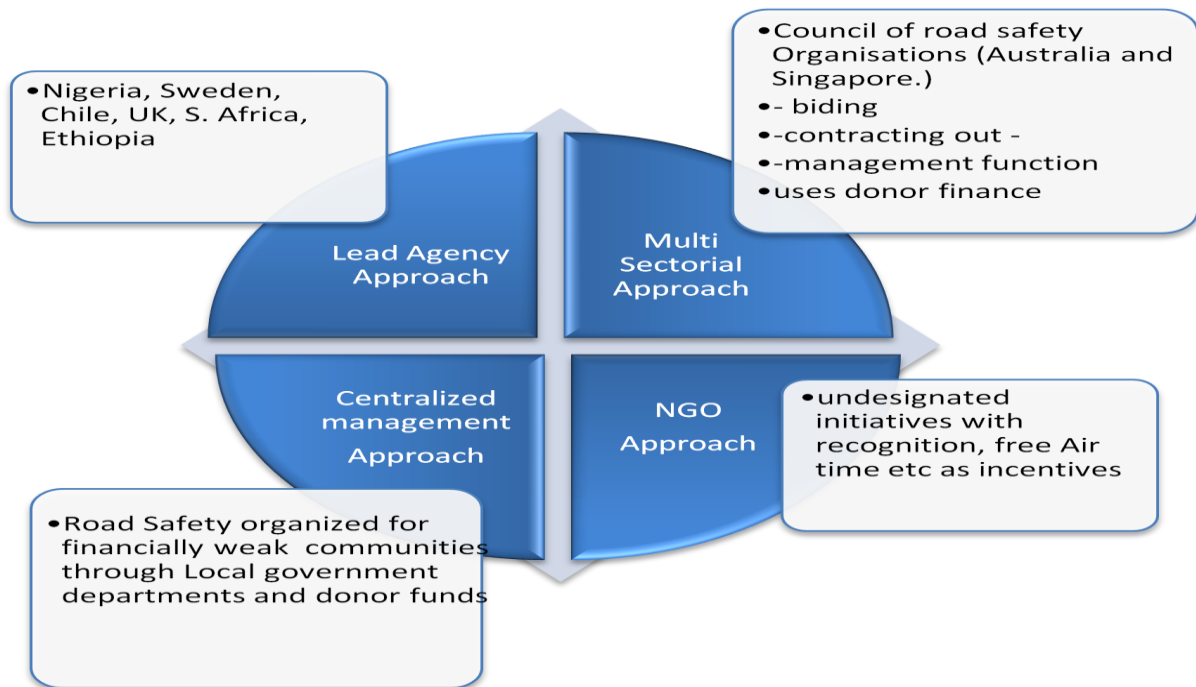


Figure 2 - Three tier Structure of Interlocking effort

The introduction of road safety practices in primary and secondary schools curriculum and development of relevant books for this level made it possible for safety clubs to be introduced in the schools. The young graduates serving in the country under the National Youth service scheme are also engaged in road safety clubs as part of their community development efforts. The Road safety clubs are younger group that inculcate road safety in their peers through school curriculum, and drama sketches. They also engage in community services such as provision of traffic signs and Marking.

### 3.0 ROAD SAFETY MANAGEMENT APPROACHES

3.1. *In the lead agency Approach*, one agency is established to manage road safety as it is found in Nigeria, Sweden, Chile, UK, S. Africa, Ethiopia, New Zealand, Australia and State of Victoria. The advantage of this approach is that there is clear funding stream from government.



**Fig 3: Road Safety Management Approaches**

The disadvantage includes: Difficulty in exploiting non-governmental fund. There is also tendency of putting road safety under highway / transport/ police authorities as lead agency. When road safety is under the highway/ Transport department, the traffic engineers are assigned responsibilities to monitor safety record (Audit, hazardous location, improvement) of their work. The remit of the Police is understandably on crime prevention and prosecution and not all road collision though both involves criminal act. Even the traffic Police focus more on traffic control than reducing risk of traffic injury.

By and large Police play key role in all countries. Great collaboration is needed between organizations to manage scarce resources. It is difficult but essential. The objective here includes introducing a more commercial approach to management of road safety by creating;

- (1) More autonomous and accountable management
- (2) A more market-based approach to setting priorities
- (3) Better staff incentives
- (4) A more flexible staffing structure
- (5) Better accounting system combined with tighter financial discipline.

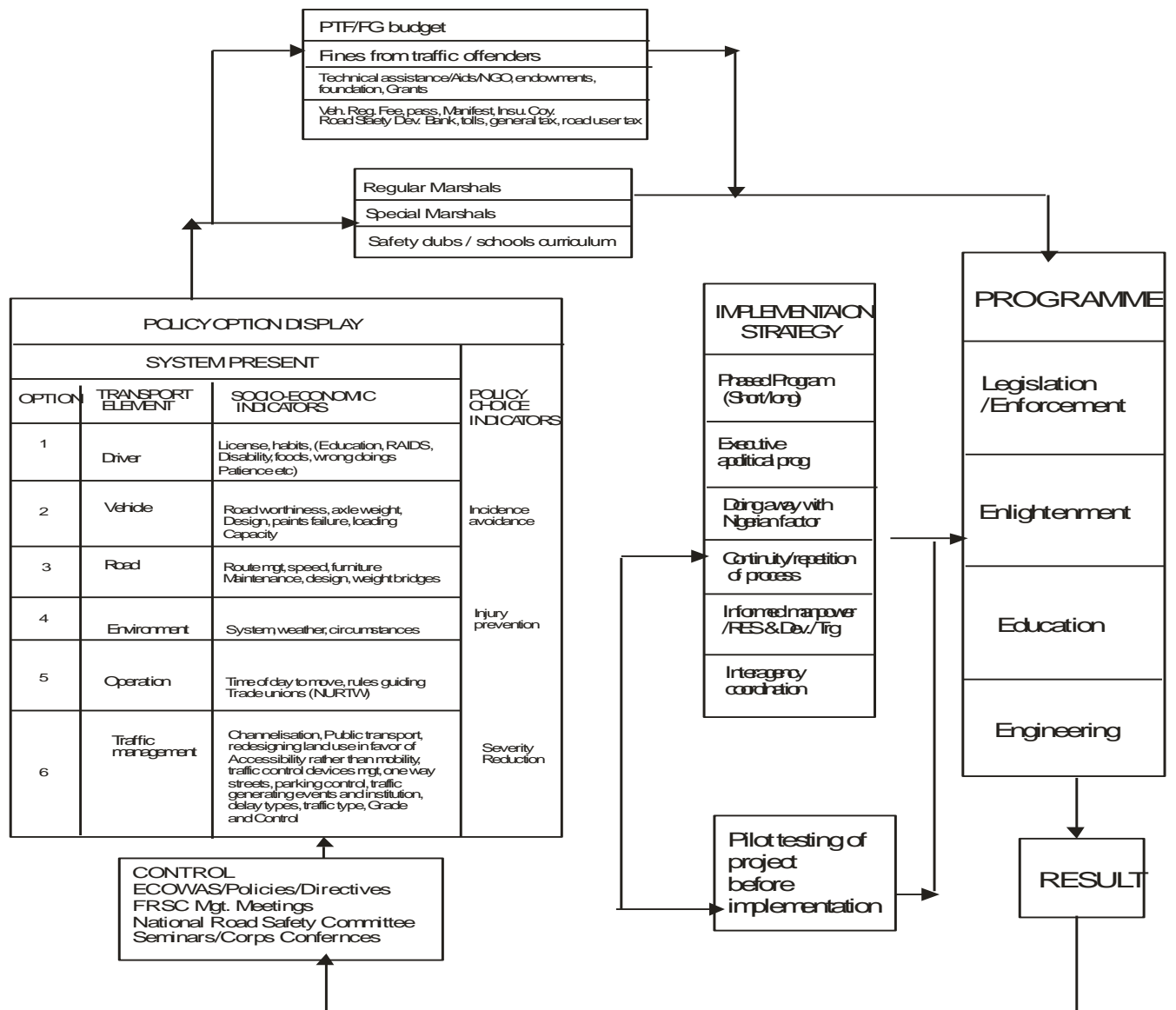
Here there is a board with Chairman, and members drawn from road users and business community. The board may be independent and perform advisory role, or they may be non executive board having 'full' control of the management, property, business, fund and any other road safety matters. The board normally delegate day to day management of the road safety agency to a Chief executive who is assisted by several line managers.

The road safety organization still reports to a parent ministry as do other transport enterprise. The relationship between the board and the ministry can often be a source of conflict particularly when someone from the ministry is chairman of the board. The best arrangement appears to be where the Chairman of the board is independent. The road agency prepares a rolling, plan corporate plan and then uses that to negotiate an annual performance contract with the parent ministry (Presidency in Nigeria).

Other reforms tend to focus on reducing staff by contracting out most research and licensing work, improving terms and conditions of employment, strengthening other staff incentives (bonuses, training etc) and permitting the board to hire and fire staff on a normal competitive basis. Redundant staff are offered redundancy package and generally receive other forms of support to help them become small scale road safety consultants. Complementary reforms generally focus on financial arrangement, introduction of modern management information system, commercial accounting system and independent technical and financial auditing.

But the Federal Government in Nigeria came up with a model (copied in other countries) that has enforcement capability like Police. The problem is that while the health ministry cooperated in ambulance services the Police did not leave the licensing officer post, VIO would not leave vehicle licensing for revenue reason, and so on and the traffic regulation is under the concurrent legislation. It is in this view that Asom (2010) suggested that the National Security Adviser to the President coordinate activities of Paramilitary to avoid overlaps while Lane monitoring device are installed on the roads.





**Fig 4: The Nigeria Road Safety Model**

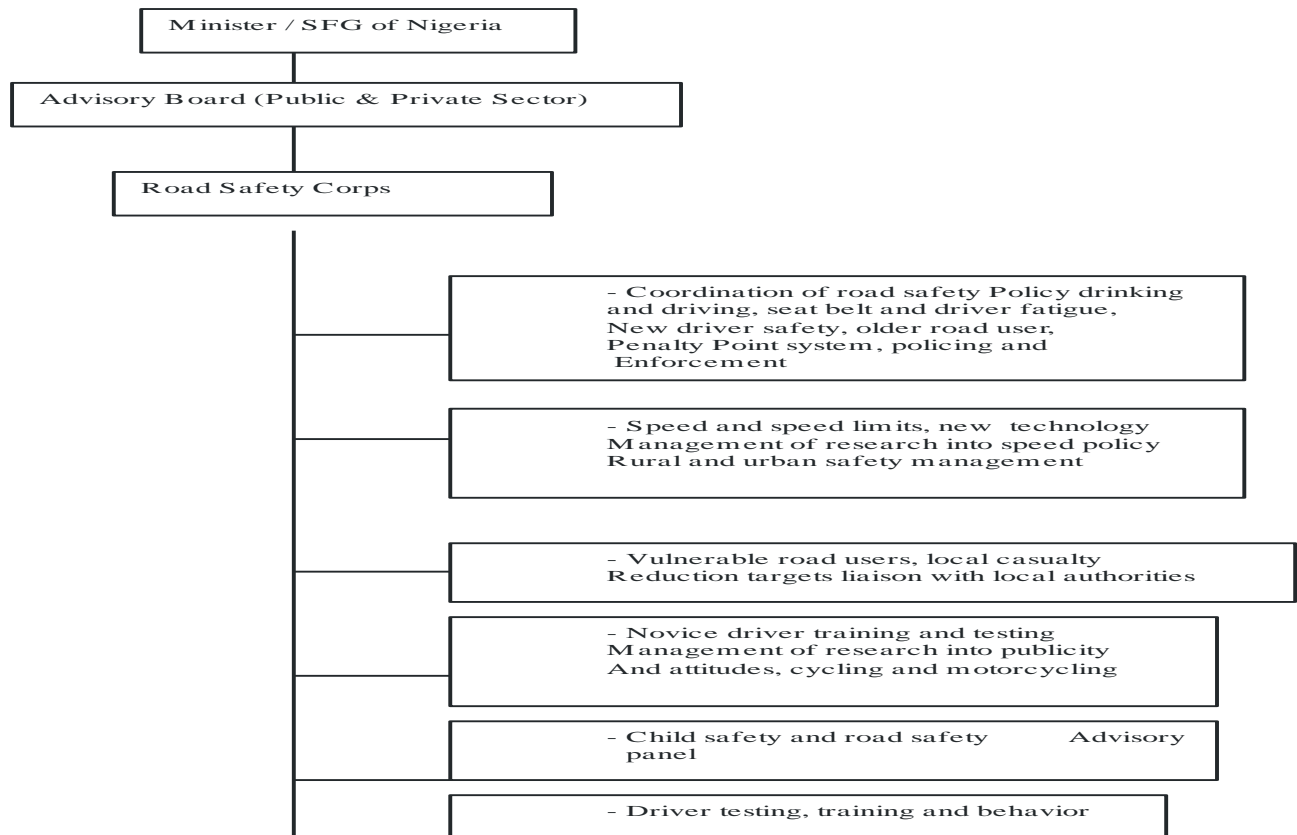


Fig 5: Bottom-up delivery of road safety service.

3. 2. *The multisectoral Approach* is compressive and inclusive. Different organization carries out road safety function but under a council formed by them. The resulting council is only able to advice rather than initiate actions a-times with little executive powers. The funds are mostly from the donor agencies. It involves contracting out planning and management of road safety initiative (partly or wholly).

*The first model* here involves biding and the winning company organizes a competitive term of contract between the government and the contractor who then carries out all works. The redundant staff is either engaged or retired. At the end cost of operation is reduced while impact on road user is increased.

*The second model* involves contracting out management function (i.e veh testing). In developed countries, this gives efficiency while the objective in developing countries is to hand over management to competent hands.

*The third model* is common in francophone Africa. Here a contract executing agency uses donor finance. The board are normally well known figure (not in Government), appoints a general manager and other line managers under private sector terms and condition. The government determines the road safety initiative while the board invite

bid for its Execution. The body could be formed by members appointed by the government, businessmen in transport and automobile industry and the less common council / committee of independent or Non-Governmental organization.

While it is given freedom to lobby campaign and receive funds from different sources, it offers limited authority over public sector agencies, involved in road safety as in Australia and Singapore. Multi-stakeholder engagement model sees road safety as affecting and is affected by a wide array of stakeholders ranging from governments to business, civil society and the general public all working individually but preferably collectively to accomplish the tripartite goal of creating safer road, safer users and safer vehicles. Such collaborative work gives best result, legitimize the work and remove mutual suspicion.

3. 3. *Centralized management of road safety*- Small towns and villages are not financially strong to establish road safety agency, therefore centralized agency is needed. But this often takes place in two ways. The responsibility is either assigned to the ministry or to an agency.

The first case is often associated with donor fund. Donors wishing to contribute to road safety often channel fund through ministry. Although such arrangements ensure that donor fund gets disbursed, they do so at the expense of long-term sustainability. The central government is normally happy to have two donor financed program but fail to

- (i) Adequately consult local communities on priorities
- (ii) Makes little or no effort to persuade the local comities to accept responsibilities for maintenance
- (iii) Often makes no effort to legally classify the roads and have them assigned to a competent road agency.

Since the local highway authority is by passed, the above arrangements further weaken its capacity. When the donor program comes to an end, the road, are simply abandoned. It is no surprise that about a third of the road networks, in many developing countries have no legal owners, they are unclaimed, and unmaintained; they belong to no one. This strategy should be avoided.

3.4. *Dealing with undesignated road safety initiatives such as done by NGO*. Here incentives are given to encourage people to do it; they also need access to advice and technical assistance as well as technical and financial oversight and accountability mechanism of public funds in their care. The incentives can be recognition accommodation and free air time on mass media particularly in countries at fringe of market economies.

#### 4.0 QUALITY ROAD SAFETY MANAGEMENT STRATEGIES

▣ The FRSC adopted the 3E strategy from inception. This comprise:

- Education/Enlightenment
- Enforcement and;
- Engineering

*The Education strategy* is needed because the literacy level in Nigeria is presently low; lower than the sub-saharan African average of 55% literacy. Our close neighbors such as Ghana and Cameroun has 68% and 70% respectively. The manifestation of the low literacy level shows in;

- Believe in charms as protection against traffic crash a situation popularly termed Road Accident Immunity Delusion Syndrome (RAIDS) in Nigeria
- Low maintenance culture
- Poor use of seat belt, ridding motorbike while wearing 'Agbada' or without helmet, women sitting astride on motorbike
- The fear of reporting traffic crash cases to law enforcement agents
- Bribery and Corruption
- Poor driver psychology manifesting in Optimism bias and external locos of control; drivers believing that they cannot be involved and not at fault respectively
- Traffic lawlessness by Political class and so on

The public are therefore engaged in;

- Workshops, seminars, drivers' improvement courses, through motor park rallies involving drivers association, through Highway Code literacy published in major Nigerian Languages and special campaign targeted at certain behavior, free eye test, medical advice and periodic vehicle checks.
- Use of leaflets, fliers, posters, billboard, rhymes, songs, slogans, advertisement in print and electronic media.
- With Road safety clubs and volunteers special Marshals, establishing of model driving school as train the trainer scheme and so on.

*The enforcement strategy* in FRSC includes (Oyeyemi and Balogun 2009);

- Warning
- Subtle enforcement
- Full enforcement

The subtle enforcement requires FRSC patrol officers to stop or not to stop but warn offending drivers to change his habit. Offenders are sometimes made to listen to road safety lectures or watch crash videos. It involves detection, apprehension and verbal warning. This is followed by selective enforcement which is targeted on education or on commercial drivers. The full enforcement of traffic rules occupies 65% of the enforcement effort of FRSC. Major campaign with full enforcement uses a variety of methods for finding out offenders.

These methods are organized through a special department known as motor vehicle administration. The department also seeks to unify the diverse licensing practices in each federating unit of Nigeria. These Diverse licensing practices made movement across States impossible during pre FRSC era. The technology was formalized under the Uniform Licensing Scheme as follows;

(1) National Drivers License (first produced Feb1990)-This has been enhanced and now the FRSC is moving towards the use of smart card

(2) National Vehicle License- (Effective in 1993) - This gives codes to different categories of vehicle, such as the Private, Commercial, Government, Paramilitary, Diplomat, Interstate vehicles. The motorbikes are coded Q while commercial vehicles are coded X. Up to 39 000 codes that can register 26 million vehicles for each local Government (i.e XA123JBD). We may have XA to XZ, The last three letters stands for LG.

Under this scheme are other products such as the;

- Road worthiness -Obtained after passing yearly test.
- Vehicle license obtained yearly at motor licensing office and affixed to windscreen.

A lot of abnormalities have been recorded during prosecution. At the background of these are bribery and corruption and sometimes outright incompetence of few officers. Except in the mobile courts, compromising stands of court clerk delay case hearing and frustrate the witness. Many cases are postponed when the judge is tired because the case always comes last in the day's hearing.

Even though FRSC has continually reviewed the penalty on its offence sheet to make it deterrent to traffic offenders the court penalty has not improved its deterrent effect

appreciably. A wide range of penalty is used in the court such as fixed penalty as deterrent, retribution (such as forcing offenders to do correct thing) and restraint (such as imprisonment, impoundment of vehicle or confiscation of vehicle papers). As mentioned earlier, the FRSC deploys its enforcement mechanism through the command structure and the closest to the road user in the command chain is the patrol team. The five types of patrols carried out are;

- a) Mobile speed control-Conducted on dual carriage way. The patrol car maintain a speed of 105kmph on the slow lane thereby control speed of other, warn or arrest vehicles overtaking.
- b) Static speed control-Is carried out both on the dual and single carriageway. it uses patrol car and motorbike which possess both VHF radio and radar gun. The car is located at the end of a bend and a bike ahead to arrest runaway offender or record its registration number.
- c) Surveillance patrol-It is carried out in towns and on highway at variable speed to detect violators.
- d) Rescue mission-It is undertaken on receipt of information of occurrence of traffic crash to rescue the victim and remove obstructions. The bike/car utilizes emergency siren and flasher to bypass congested area and move at reasonable speed.
- e) Night patrol-It takes place at night, in towns or highway to arrest defective/non functional signals, headlamps and extra headlamps. The staff use reflective jacket.

A patrol team comprises an officer, a driver and two Marshals all well dressed, emotionally balanced and courteous. They do not assault or brutalize traffic offenders, not drinking or eating on duty, do not sit on the bonnet of patrol car on duty, do not stop offenders vehicle at all cost, do not carry unauthorized person while on duty. A normal patrol car carries the following items;

1. Authority devices: light bar, public address system, VHF radio communication (wireless).
2. Rescue devices: Reflective sign and tapes, blankets, fire extinguisher, Torchlight, body bags, axe, machetes, first Aid box.
3. Protection devices: Drinking water, food flask, bucket, hand gloves, disinfectants, patrolites or zipper.

4. Auxiliary devices: Reflective stripes for cordoning off roads, reflective jackets, mechanical kites, spare parts.
5. Stationeries: Notice of offence, field report forms, accident report forms, lists of wanted offenders, route map etc.

The offender is given a booking ticket showing a fine payable in a designated bank. All confiscated items are accounted for in the duty room of the commands operation department where they are wrapped with the duplicate of the ticket and kept. The items are kept labeled serially and alphabetically in lock up shelf/cabinet and protected from destruction by any means to avoid litigation.

The duty room is manned by an officer not less than SRC assisted by Marshals. He takes proper custody of tellers issued, record of waivers, offence booklets, fines paid, vehicles impounded and forward record of wanted offenders and unclaimed ticket to his head of operation. Unauthorized staff and offenders are not allowed in duty room (Nwaegbe (2008)). No cash payment, fines are paid at designated bank and bribery, extortion and gratification is prohibited in the duty room. The officer in duty room maintains the following register;

- a) Cash declaration register-No of patrol member is allowed to carry more than #100 except permitted and particulars of the money declared to prevent bribery.
- b) Notice of offence register-The booklet must be issued serially.
- c) Field report register-This is taken to patrol, completed by team leader and submitted along with the days booking at duty room.
- d) Daily incident report register is kept in the office and completed by the team on return.
- e) Fine register-Documents the name, vehicle number, offence code, notice of offence, number and date as written in field report is transferred to fine register. It further contains blank teller number, receipt number and daily total fines.
- f) Multiple offender register.
- g) Recovered property inventory-Used during accident. The original is given to victim, duplicate to receiver of victim's good and third copy kept in the booklet.

The challenge to the operation in FRSC includes the pervasiveness of bribery and corruption in the Country. Loopholes for corrupt enrichment are created by corrupt law enforcement agents and the impatient or poorly informed road user alike to sabotage the system. Much as the corrupt staff are fished out for punishment this practice has eroded the respect and brand name of the institution. The combined effect of increased

economic activities in the Country increased awareness of citizen rights and the development of fast vehicles has made road users more aggressive. Consequently, constraining excesses of motorist has been difficult for an un armed institution like FRSC.

*Engineering*

The law establishing FRSC confers the following traffic engineering function on it;

- Minimize RTA on highway by arresting traffic offenders
- Conduct research into causes of RTA black spot location and proffer effort to mitigate RTA there, conduct traffic count and road auditing to access accident potential of black spot.
- Make by laws on speed limit, siren, beacon lights and streamline all matters relating to road traffic system in the country.
- Assess effectiveness, adequacy and appropriateness of road furniture and advise FMT and FERMA on road maintenance, channelization, location of sign, marking and signals, road geometry and removal of road obstruction.
- In order to address the above traffic engineering problem and in order to avoid hitherto adhoc traffic management/palliative rather than curative decision, the staff of FRSC responsible for traffic engineering at Unit and Sector levels do encourage their L.G of service to form transport committee.
- The committee draws its membership from the ministry of transport, works, Police DPO, Media and Fire officers.

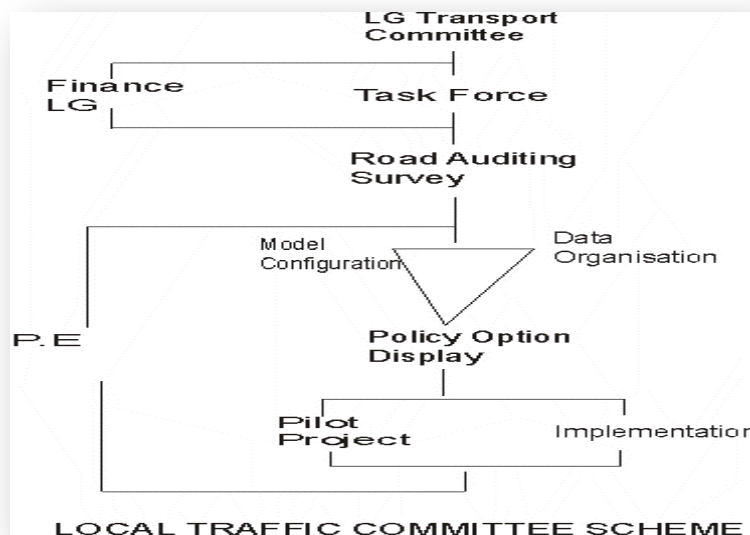


Figure 6 -Traffic scheme explaining the operation of the transport committee



It is important to note here that FRSC has concentrated much of its effort in the past on enforcement and education, but recently the advisory role of traffic engineering is being turned into area of strength for proactively reducing traffic crash through the crash investigation and road auditing carried out in FRSC. Informed suggestions are given to LG on location of pedestrian facilities, and other safety facilities on the road. The challenge here is the compliance to using the facilities by the local communities. Many concrete median along the expressways are forcefully pulled down by locals crossing the road.

Not up to 5% of residential or business houses in Nigeria have a garage and the few that has are located in government reserved areas and established layouts. Yet most of the roads in the country do not have kerb space. Hence the shoulder is used as kerb. The implication is that vehicles are at best parked on the kerb but most often on the right of way.

The use parking charges, parking restriction, road pricing etc has not been widely used in the country. The park and ride introduced in Lagos State was equally thwarted by road users who resorted to buying more vehicles while trailer parks in Ogun State equally met serious resistance. Recently bus priority lane is being introduced (LAMATA) and parking lots constructed in Abuja and Lagos Marina respectively.

It is disheartening enough to note that the literacy level among Nigerian drivers is low and that the reading culture is equally low, but it is more worrisome that most roads in the country lack necessary road furniture particularly sign, signal and markings. Signs are expected to be located within driver's visual cone ahead of hazard and to get greater driver attention.

Things that matter in delivering desired visual effect to the driver include; The size of the lettering, spacing between the lettering, as well as upper and lower case, height of the letters, number of words, color mixture, mixture of words and symbols, location of signs. Incidentally the few roads that have signs, signals and markings only meet above requirement by up to 50%.

But more worrisome is the preponderance of bill boards on the road as well as vehicle and pedestrian bridges. This not only cause damage to the bridges because it is often unmaintained but act as hide out to criminals, street traders and beggars. The bill boards are either outrageously big or simply wrongly located and in either case block road users' vision.

Worse still, all standards in signage are very often ignored by sign writers. The combine effort of outdoor advertising practitioners, L.G, ministry of works and even FRSC has not been able to tackle this problem. The bottom-line is that, there is need to empower

all PRS field officers as a traffic engineer, a planner, a researcher and to ensure their initiation of and involvement in traffic control task force in their command.

## 5.0 CONCLUSION

Evolution of its management approaches in line with international best practices, its Paramilitary nature and its three tiers of operation makes Nigerian Road Safety unique. Many African countries have appreciated and utilized aspects of this Model. But the Model would be more efficient if lapses identified in the quality Management system are rectified.

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