ROAD SAFETY IMPLEMENTATION IN NIGERIA: ISSUES, ACTIONS AND NEXT STEPS

PRESENTED BY

ANTHONIA A. EKPA, PhD
DIRECTOR ROAD TRANSPORT & MASS TRANSIT ADMINISTRATION, FEDERAL MINISTRY OF TRANSPORTATION

AT THE 8TH MEETING OF THE COMCEC TRANSPORT AND COMMUNICATIONS WORKING GROUP, OCTOBER 27TH AT THE CROWNIE PLAZA HOTELS & RESORTS, ANKARA – TURKEY
OUTLINE OF THE PRESENTATION

- Introduction: why the Focus on Road Safety?
- Nigeria’s Road Safety Situation
- Summary of Data on Nigeria’s Road Traffic Accidents
- Some Causes of Road-Related Deaths
- Nigeria’s Tripartite Levels of Governmental Action on Road Safety
- Institutionalization of Road Safety Operations
- Core Functions of The Federal Road Safety Commission
- Implementing the United Nations Decade of Action on Road Safety in Nigeria
- The Role of The Federal Ministry of Transportation (FMOT) in Road Safety
- Strategic Actions Taken BY FMOT, FMPWH, FMH, FRSC
- Challenges
- What is Required/Next Steps
INTRODUCTION

- The imperatives of a global action on road safety became more obvious to the entire world with the declaration in May 2011 of the **Decade of Action on Road Safety** by the Secretary General of the United Nations, Mr. Ban Ki-moon.

- The enormity of the situation according to the UN, reveals “increasing trends” of daily occurrence of about 1.3 million deaths due to road traffic collision and more than 3000 deaths each day, with about 1,500 of those not travelling in cars.

- Also, 20-50million people sustain non-fatal injuries from a collision leading to disability worldwide. Ironically, 90% of road traffic deaths which have become a major public health and development issue, occur in low- and middle-income countries, which have less than half the world's registered vehicle fleet.

- Unless immediate and effective action is taken, road traffic injuries are would become the 5th leading cause of death in the world, resulting in an estimated 2.4 million deaths each year.

Additional studies by International Development Agencies etc illustrate the following:

- Road traffic injuries are the number one cause of death for young people worldwide in addition to a forecast of an annual rise of 1.9 million deaths in road traffic by 2020.

- By 2015 road traffic injuries will be the leading health burden for children over the age of five years in Developing countries.

- The economic cost to developing countries of road-related injuries and deaths is at least one hundred billion US Dollars ( $100 billion) a year.

- Road traffic injuries place an immense burden on hospitals and health systems generally.

- The sad account not withstanding, the implementation of a global Action Plan which includes practical measures could save millions of lives.

Source: http://www.fiafoundation.org/our-work/road-safety
The Road offers the most accessible means of transportation for majority of Nigeria’s 170 million people.

The country has a total of 204,000 kilometers of road networks with about 8 million registered vehicles on the roads, amounting to about 34 vehicles per kilometer making the country one of the top 40 in the world.

Nigeria has approximately 30,000 traffic safety personnel at both Federal and State levels, which amount to 7km of road to 1 road traffic safety personnel.

Because it is the most readily used mode, road transportation is the noted cause of most deaths, with over 6,000 deaths and 39,000 injuries recorded on Nigerian roads each year.

Source: http://frsc.gov.ng/
The reasons proffered by the Federal Road Safety Commission for the causes of deaths on the roads often attribute such to the drivers. For example it is stated that:

“Most crashes are caused by the driver’s behaviour and not always as a result of bad roads [and that ]the Idea of a “Safe Road” in Nigeria is more of changing our driving behaviour than advocating for good road infrastructure.”

“Deaths and injuries due to crashes by 50% can be reduced if citizens do not drink and drive, over speed, use phone or eat while driving but obey traffic rules, wear helmets and seatbelts and tell people about Safe Road Nigeria. (http://frsc.gov.ng/)

The problem goes beyond behavioural tendencies of the road users. The quality of drivers, their education and knowledge of road signs, the state of maintenance of vehicles operating on roads, adequate sensitization of all road users, and the state of roads, effective urban planning etc are prerequisites that need be considered in the effort to address the road safety issue.
Death toll on Nigeria’s roads have been occurring at an alarming rate despite several efforts since 1988 when the awareness of the issue was prompted by the Federal Government. Between year 2012 and 2016, several accidents have occurred claiming the lives of people of all levels and income groups.

In 2012, at least 473 persons died from a total of 1,115 vehicular accidents nationwide. The 2014 OECD Road Safety Report cited by Fumnanya Agbugah stated that Nigeria logged 6092 fatalities from road accidents in 2012 alone.

April 2013 was documented as recording the highest death rates in the nation’s road crash history as follows:

- A luxury bus and a smaller bus crashed on the Abuja-Lokoja Road 18 died.
- April 5, 2013: A petrol tanker set luxury bus and articulated vehicle ablaze at Ugbogui village on Ore-Benin Expressway, 80 people were burnt beyond recognition.
- April 6, 2013: At Dazigan, 11 kilometers from Potiskum, Yobe State, 20 died in an accident.
- April 11, 2013: 10 died on the Damaturu-Gashua road also in Yobe State.
- April 14, 2013: Seven died on the Abuja-Lokoja Road, a car ran into an articulated vehicle.
- April 15, 2013: Five died on the Asaba-Onitsha Expressway.
In 2014 April, Captain Yusuf Sabo Sambo, the immediate younger brother of Arc. Mohammed Namadi Sambo, Nigeria's Vice President under the Good Luck Jonathan Administration, died in an auto crash on the Bill Clinton drive, Airport Road Abuja.

In 2015 on the 1st of June, a diesel tanker accident in Anambra state, left 70 people dead and caused unquantifiable damage to properties. Also, 15 people died when a tanker carrying 33,000 liters of petrol lost control and rammed into vehicles at Kirikiri, Lagos.

2016 On the 6th of March, Nigeria was thrown into mourning as the reality of hazardous road travels dawned on all, when the beloved Minister of State for Labour and Productivity, Hon James Ocholi (SAN) died along with his wife and son in a fatal motor accident along Abuja – Kaduna road.

Sources:
- Vice President’s senior special adviser on media and publicity, Umar Sani
- www.greenreporters.com/..
- http://www.vanguardngr.com/2016/03/auto-crash/
2016 August A driver of a tanker carrying petroleum product, while trying to negotiate a bend along I at Onueke in Ezza South Local Government Area of Ebonyi State, fell on the highway, leading to his death while two of his conductors in critical conditions were taken to a hospital in Abakaliki.

October 2016 an auto crash that occurred on Hadejia-Kano road in Jigawa state has claimed eight lives – About four of the victims died immediately after the accident occurred.

2016 in September 6 persons were killed after a petrol tanker went up in flames at Obong Itam, Itu local government area of Akwa Ibom state.

2016 in October 18, four people were confirmed dead including a woman and 2 children when a truck lost control and rammed into a market in Oja Oba market in Ibadan.

https://www.naij.com/1015057-truck-kills-4-injures-several-others-ibadan.html
https://www.naij.com/984735-6-killed-petrol-tanker-crash-akwa-ibom.html
CAUSES OF ROAD-RELATED DEATHS IN NIGERIA

- Abuse of existing traffic regulations by public transport operators.

- When permanent injuries and deaths from such accidents occur, often, the poor are the victims.

- Why the poor suffer most is because they cannot afford transportation for all members of their families hence they choose the obviously unacceptable means of sitting more than one on a motorcycle and overloading motor cars etc.
Some Causes of Road Related Deaths in Nigeria Con't.

- Tiredness of Drivers and drunk driving.
- Overloading especially by truck and other articulated vehicle drivers/operators.
- Slow implementation of axle load policy and construction of weigh bridges on major highways, thus encouraging overloading especially by truck and other articulated vehicle drivers/operators.
BAD ROADS IN SOME COMMUNITIES

- Reckless driving
- Unqualified drivers and
- Poorly maintained vehicles

Breaches of existing laws including use of seat belts.
Impatience by road users

Lack of cooperation with Law enforcement Personnel by Drivers.

Reckless crossing of roads by Pedestrians

Use of mobile phones while driving

Insufficient road signs

Refusal to comply with available road signs
Long cues and traffic congestion along Federal highways in cities. Occasionally vehicles lose breaks and cause deaths.

Inadequate inspection of vehicles for road-worthiness

High population of untrained commercial motorcycle riders.
# Nigeria’s Tripartite Levels of Governmental Action on Road Safety

## Federal Level
- **Federal Government** through:
  - Formulation of policies and implementing international conventions, contracts and treaties on road safety through the Federal Ministry of Transportation.
  - Empowering the Nigeria Police to prosecute arrested road safety violators.
  - Making of relevant laws.
  - Constructing safe highways through the Federal Ministry of Power Works and Housing.
  - Maintaining/repairing Federal Highways through the Federal Roads Maintenance Agency FERMA.
  - Funding the programmes and projects at the federal level including those by the FRSC.

## State Level
- **State Governments & Federal Capital Territory** through:
  - Construction & Maintenance of state/intercity roads.
  - Legislating state road related laws including safety ones.
  - Ensuring that urban planning takes road safety into consideration.
  - Collaboration with Federal and local governments.
  - Empowering Departments of Road Transport Services (Vehicle Inspection Officers).
  - Issuing vehicle licenses and ensuring road worthiness of vehicles by VIOs.

## Local Level
- **Local Government Areas**
  - Is the 3rd level of government as stipulated by the 1999 Constitution as amended.
  - Practically operates through the State governments and implements local/feeder road projects.
  - Carries out safety programmes through the local councils.
  - Is yet to assume full responsibility for its own road safety management without state government interference.
INSTITUTIONALIZATION OF ROAD SAFETY OPERATIONS IN NIGERIA

Nigeria’s effort at tacking the issues of safety on its roads has been long. Such interventions include making of relevant laws which began during the Military regime with the creation of Federal Road Safety Commission and include: Decree No. 45 of the 1988 amended by Decree 35 of 1992 referred to in the statute books as the FRSC Act cap 141 Laws of the Federation of Nigeria (LFN).

With the reintroduction of democracy, it became necessary to further legitimize the efforts initiated by the Military Administration. Hence, the Decree were passed by the Legislature (National Assembly) as Federal Road Safety Commission (establishment) Act 2007. 88.

There has also been introduction of legislation on use of crash helmets by motor cyclists and mandatory use of seat belts among others.
Minimizing / preventing accidents on the highways.
Clearing obstructions on any part of the highways.
Making the highway safe for motorists and other road users.
Recommending works and devices designed to eliminate or minimize accidents on the highways and advising the Federal and State Governments including the Federal Capital Territory Administration and relevant governmental agencies on the localities where such works and devices are required.
Public enlightenment for Drivers, Motorists and other Members of the public on safety and discipline on the highways.
In its realization that global road death and injury is a "major public health problem with a broad range of social and economic consequences which, if unaddressed, may affect the sustainable development of countries and hinder progress towards the Millennium Development Goals", the UN General Assembly proclaimed the UN Decade of Action for Road Safety 2011-2020.

The Resolution on the Decade of Action (DoA) was co-sponsored by 100 countries including Nigeria. Officially launched on 11 May 2011, the Decade of Action has the official goal of 'stabilizing and then reducing' global road traffic fatalities by 2020.

The Country is working assiduously to implement the Pillars of the DoA and has galvanized the relevant institutions to carry out the associated activities.
The FMOT is the Federal Government’s key organ for developing policies on road safety.

The Ministry ensures that all Conventions, Legal instruments, Agreements, treaties etc on transportation including those on road safety, for which the Federal Government is a contracting party are observed and implemented.

To effectively carry out its responsibilities with regards to the road sub-sector, the Ministry recently sought for and obtained Government approval to create a Department of Road Transport and Mass Transit Administration.
- FMOT collaborates with other government organs and agencies in coordinating activities and programmes of government on road safety.
- Collaboration exists in organization of transportation safety programmes and projects with the Federal Ministry of Health, the Nigeria Police, Federal Ministry of Environment, Department of Road Transport Services/Motor Vehicle Inspection Office, National Automotive Council, Nigeria Institute of Transport Technology, Federal Ministry of Power, Works and Housing.
The Federal Road Safety Commission is also partnered with in the re-orientation programmes on road safety issues.

The on-going focus on the improvement of road infrastructure as a core component of the implementation of the Federal Government's road safety initiative has the road safety as a key stakeholder.
STRATEGIC ACTIONS TAKEN (BY THE FMOT) TO IMPLEMENT DoA

- Construction of new rail lines and resuscitation of old ones across the country which would minimize the use of motorized vehicles on Nigeria's roads.

- Introduction of the Road Transport Operators Manual, a policy document to regulate the use of Nigerian roads by Road Transport Operators.

- Partnering with the Private sector to Construct Transit parks and truck terminals for long distance drivers to rest in order to prevent exhaustion-induced crashes.
Participation at the meetings of the UN Group of Experts road signs and signals by Nigeria in an effort to ensure compliance of the country with the UNECE /W. P1 1968 Convention on Road Signs and Signals, which the country became Contracting Party since 2011. The rationale of focusing on road signs is that failure to adopt them is a major cause of road accidents.

Encouragement of the Private Sector to involve more in provision of mass transit vehicles and water transportation for the public.

Sensitization of Drivers on road safety issues through collaboration with Transport Associations and Unions.
Collaboration with Abidjan-Lagos Corridor Organization (ALCO) to ensure coordinated enlightenment programmes of Truck drivers along the ECOWAS trade and transit corridors.

On-going process of formulation of policy on Axle load to check overloading by vehicles.

Developing Curriculum for Training of Drivers and Participating in such training by the National Institute for Transport Technology (NITT), an agency of the Ministry.

Researching into road safety issues by the NITT.
The Ministry regularly carries out Road Corridor monitoring with a view to identifying the impediments along the major road corridors and documenting for necessary action by the appropriate organizations and agencies.

a. Abuja – Shaki – Okerete
b. Abuja – Lagos – Seme, and

c. Abuja – Onitsha – Aba

d. Abuja – Seme – Lagos – Ilorin – Kaduna – Katsina – Jibiya Corridor (LAKAJI) and

e. Abuja-Enugu-Abakaliki-Ikom-Mfum – Bamenda (Cameroun) Border Corridor.
STRATEGIC ACTIONS TAKEN (BY THE FMPW&H) TO IMPLEMENT DoA

The Federal Ministry of Power, Works and Housing is another key player in the effort to ensure the roads are safe through the following activities:

- Construction of roads and highways across the country.
- Repair of roads and highways through its Agency Federal Road Maintenance Agency (FERMA).
- Provision of weigh bridges along highways.
The Federal Capital Territory Administration also has carried out some activities and put in place policies to reduce accidents in Nigeria’s capital including:

- Regular Vehicle inspection through the Vehicle Inspection Officers (VIO).
- Provision of road signs and markings.
- Clearing of the roads of bushes that obstruct the view of Drivers especially during the rainy season.
- Construction of more foot bridges for pedestrians.
- Restricting the operation and use of certain commercial buses from the city centre.

- Supporting the Private Sector on provision of computerized inspection equipment.
- Banning the operation of Motor cycles and tricycles from the city centre.
The country has achieved some significant milestones in the area of post–crash care of road accident victims as follows:

- Establishment of the National Trauma centre—a level 1 trauma centre at the National Hospital in the Federal Capital Territory.
- On-going process of developing policy on National Emergency Medical Services and National Emergency Ambulance Services.
- Formulation of policies to waive requirement of “Police reports” before treating of road crash victims.
- Establishment of Curriculum centres for formal training of Paramedics and other trauma experts in the hospitals across the country.
- Establishment of Organized Pre-hospitalized care and systems for rapid identification, extrication and evacuation of victims of road traffic crashes and provision of field hospitals, clinics and ambulances along major road corridors.
STRATEGIC ACTIONS TAKEN (BY THE FRSC ) TO IMPLEMENT DoA

- Introduction of use of speed Limiting devices and enforcement of Speed limits.
- Establishment of a dedicated toll free number for victims of road crashes.
- Carrying out of periodic road safety audit.
- Establishment of National Data collection centre on road traffic crashes.
- Establishment of Traffic Emergency Response Centres on major highways.
- Introduction of Retro-reflective tapes for use by Toxic laden trucks and articulated vehicles on roads at night.
STRATEGIC ACTIONS TAKEN (BY THE FRSC) TO IMPLEMENT DoA Con’t.

- Appointment of “Special Marshalls” from the public to secure more buy-in and interaction on road safety issues as well as heightened engagement with drivers at motor parks especially during festive seasons.

- Establishment of Zebra Rescue Groups.

- Identification and marking of “dark spots” with high incidences of road traffic crashes and clearing of road sides to ensure wider visibility by drivers and other road users.

- Introduction of National Driving Licence Standardization Scheme to check unqualified drivers handing steering wheels of vehicles.
Reduction of response rescue time to victims of road traffic crashes from 2 hours to 15 minutes in most major road corridors.

Inclusion of road safety in school curriculum at the primary, secondary and tertiary levels.

Inclusion of road safety in National Youth Service Corps orientation programmes.

Coordination of the international day set aside on road safety.

Accreditation of Driving Schools.
CHALLENGES

Despite the efforts made in tackling the problem of lack of adequate safety on Nigeria’s roads, the problem still persists. The following challenges are noted:

- Need for modern equipment's to practically tackle the issues.
- Failure to sanction road traffic violators appropriately.
- Insufficient funding to execute more projects and programmes especially those associated with the Decade of Action.
- Inadequate number of trained personnel to tackle the issues at both the policy development and implementation level.
CHALLENGES con’t.

- Multiplicity of Road safety-related agencies and depletion of available resources to maintain them.
- Insufficient cooperation among agencies working on road safety.
- Lack of supervision/coordination of road safety issues and agencies by the FMOT which should provide the needed policy direction.

- Insufficient political will especially at the level of States and Local Government administrations.

- For achievement of the Ministry’s target of 3Es (Efficiency, Effectiveness and Economy in operations) if the Decade of Action goals are to be achieved.
More political will is required at all levels and tiers of government.

Changing the approach to road safety management from the traditional reactive method or “crash-based approach” of road safety analysis, which relied on historical data of actual crashes to a more proactive approach of analyzing traffic conflicts.

A traffic conflict is a scenario that could have resulted in a crash, but didn’t because the driver took some action. This could be slowing down, changing direction or sounding the car horn.

A key advantage of thinking about traffic conflicts rather than crashes is that they occur more frequently, making it possible to conduct studies in a much shorter time span.
- Coordination of Road Safety issues and operations of the agencies associated with it, by the Federal Ministry of Transportation as is the practice in most successful countries.
- Effective Monitoring and evaluation of the successes recorded for more improvements.
- Development of a concise policy on the implementation of the Decade of Action with a work plan and time lines.
- Securing more funding and Technical assistance from International Development Partners and Donors.
- Stringent enforcement of existing laws.
- Developing of UNECE approved Road signs and Signals.
- Implementation of Non-motorized transportation.
- Improving mass transit operations to reduce use of.
WHAT IS REQUIRED / NEXT STEPS Con’t.

- More public enlightenment and deployment of strategic communication processes to develop messages for each group of road users.

- Capacity building for Staff of FMOT, FRSC and other MDAs (Ministries Departments and Agencies) working on road safety in the country.

- Building of additional rail lines to reduce traffic on roads.

- Targeted implementation of an action plan for Global Decade of Action towards reducing death on roads.

- Deployment of modern technology including provision of more cameras on roads.
THE END:
THANKS FOR LISTENING!