

URBAN TRANSPORTATION AT STATE AND LOCAL GOVERNMENT LEVELS

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Introduction

Demand pressures for transport facilities in the local and state government areas have remained high. With increased political, economic and social activities in these areas, passenger traffic growth potential is relatively high.

Suffice it to say, as the resources of neither the Federal nor the state governments can cope with the mass transit needs of the country's 589 local governments, it has become imperative that local governments should be significantly involved in public transportation. This paper tends to address the responsibilities of local governments as they include planning, design implementation and maintenance of traffic management schemes and monitoring traffic conditions.

As for the state governments, the paper examines certain state transport agencies, existing situation of urban transportation administration, organizational structure for public transport management and operation by the state governments.

Recommendations are made and they include those earlier made by Dar-al-Handasah.

The Problem

The National Urban Transport Policy for Nigeria, draft policy document prepared by Federal Urban Mass Transit Agency in 1996 has clearly shown the following problems bedeviling institutional arrangements regarding urban transport activities in Nigeria:

Urban Transport activities in Nigeria are characterized by proliferation of management bodies. This has clearly created overlaps and conflicts in the provision and management of urban transport infrastructures and services and the enforcement of traffic laws and regulations.

The various governmental bodies involved have been unable to respond to the functions which they are supposed to be rendering due to certain human, technical and financial constraints

Previous recommendations on institutional reforms have been largely ignored.

The present federal system arrangement puts urban transportation predominantly under the control of the local government; local government manages 67% of urban roads, state government 27% and federal government 6% only. Whereas, the local government is grossly under-funded and itself lack fund generating drive, technical expertise and other resources to provide for efficient urban transport infrastructure and service delivery.

The functions and the level of involvement of the three tiers of government are not clear. Their roles overlap, are duplicated and confused. Whereas, successful implementation of urban transport policy can only be meaningful within the context of an effective, coherent and well-coordinated institutional framework..

EXISTING SITUATION OF URBAN TRANSPORT ADMINISTRATION

The administration of urban transportation in Nigeria follows the structure of government administration, that is the 3-tier form of government - federal, state and local.

Statistics shows that about 67% of the total road network in the country is under the responsibility of the local government. In the urban areas, the shares of the respective tiers of government are as follows:

Federal 6% or approximately 1,500km

States 27% or approximately 6,700km

Local 67% or approximately 16,600km

Source: World Bank

The responsibility of providing and managing urban transport services and urban road networks fall on the lowest level of government which is the least able to respond both financially and technically.

Other problems include poor coordination, and fragmentation of responsibilities among federal ministries and bodies which do not relate to one another in any way.

At The Federal Level

Several ministries and bodies are responsible for the urban transport, but this creates the need for coordination. They are:

A. Federal Ministry of Transport, whose role is ambiguous as far as urban transport is concerned and has limited direct responsibilities. Its responsibilities are carried out by different bodies such as:

- i. Inland waterways department - urban ferry services
- ii. The Nigerian Railway Corporation
- iii. The Nigerian Institute of Transport Technology (NITT)

B. Federal Ministry of Works and Housing (Highway Department). This department of the ministry is responsible for the planning, design construction and maintenance of urban and transport facilities.

C. Federal Urban Mass Transit Agency

This agency is currently under the Presidency. It was established in response to the urban transport crisis of 1985.

At The State Level

The Ministry of Works and Transport is responsible for the planning, construction and maintenance of Trunk 'B' roads and the intra-city services through the state transport corporations.

Symptoms Of Institutional Failure

1. There is no clear definition of responsibilities among the three tiers of government. This has led to institutional conflicts in several areas, especially enforcement, infrastructure provision and use, policy formulation and coordination.
2. Absence of long-term strategic planning, resulting in reactive planning, i.e. ad-hoc decisions.
3. There is poor regulation and enforcement - the land use control and regulatory instruments are ineffective where they exist.
4. Importance of data, information and scientific research is yet to be appreciated.

Human Resource Development

There has been so much efforts aimed at improving the skills of urban transportation managers in Nigeria. Various organizations and many individuals have responded positively to training organized by institutions on transportation. For instance, the National Institute of Transport Technology in Zaria has been training individuals in service wanting to improve their skills. Similarly, the Ogun State University, Ago Iwoye has a comprehensive transportation training centre for the training and re-training of transportation officers with the view to making them technically and professionally equipped for various responsibilities and assignments. In the same vain, the University of Lagos encourages the teaching of transportation and it now awards higher degrees in transportation studies.

These institutions periodically hold workshops similar to the one we are now attending in order to train and re-train transportation experts and also to equip them with new ideas for future tasks. Participants at such workshops are exposed to theories, devices, designs, research, topical issues such as safety, and new transport products.

Various government agencies especially transportation and traffic organs of governments should encourage the training of their manpower. Those to be trained may not be executive officers only, but may include junior officers receiving training for the first time.

Policy Objectives

These are again as earlier stated, the Urban National Transport Policy.

1. To clearly define the functions of all agencies involved in policy decision, policy execution and operational management of urban transport system.
2. To ensure coordination of plans and programmes of different agencies responsible for urban transport matter.

Strategies For Successful Institutional Arrangement

The Urban National Transport Policy has featured guided participation of the three tiers of government. In addition, the role of private institutions and non-governmental organizations should be clearly defined.

Proposals

1. The federal government shall continue to provide funds for urban transport infrastructure in first order urban centres.
2. The state governments shall take care of the urban road and water transport infrastructural facilities within its jurisdiction.
3. The local governments shall construct and maintain routes within its jurisdiction, take care of traffic management schemes.
4. The following Transit Agencies should be established:
 - i. State Urban Transit Agency (SUTA)
 - ii. Local Urban Transit Agency (LUTA)

State Urban Transit Agency (SUTA)

This shall be concerned with:

- Urban Transport planning and management
- Planning, designing and maintaining infrastructural facilities
- Regulation of public transport services
- Determining and implementing appropriate traffic management and control measures
- Liaison with the local governments
- Fixing, collecting and controlling fares and rates
- Formulating parking policy in line with local needs
- Enforcing traffic regulations
- Ensuring effective intermodal coordination
- Undertaking research and development
- Presentation of annual “state of urban transport action plan and report” to FUMTA

Local Urban Transport Agency (LUTA)

This agency shall be concerned with:

- Parking control and enforcement
- Data collection and analysis at the local level
- Traffic control and enforcement
- Identification of road “black spots”
- Traffic signs, road markings and education of users
- Public transport operations and control.

An empirical survey of all these activities show very negative responses, as implementation of any of these desired goals and aspirations by the POLICY DOCUMENT is yet to start.

Ideals For Institutional Reforms

One of the greatest problems is in attempting to introduce integrated transport planning when the different aspects of transport policy (infrastructure and public transport, etc.) were the responsibilities of different public administration levels with different ties to the political process. If we are to succeed in establishing new land use and transport goals and measures, some institutional changes could have facilitated this. Therefore, integration of road transport and infrastructure planning and operation should ideally be accompanied by relevant institutional reform.

Against the background of policy framework, institutional reforms are needed towards achieving better service delivery, greater rationality in decision making, higher sense of accountability and increased and more holistic use of available policy instruments. The following key institutional reforms are proposed.

State Policy: Need For An Implementation Agency

It has frequently been noted in the past that the division of responsibility for activities in the transport sector both within and between the various levels of government, has been a major contributory factor to the decline in the quality of the service provided. The state government has decided, therefore, that it is now appropriate for the creation of an autonomous agency to have overall responsibility for the provision of transport services in the state (Dar-Al-Handasah, 1993).

This report has proposed division of responsibility between the primary agencies that, at present exercise some control over the transport sector in the state, and the proposed new agency is outlined in the table 1 below:

TABLE 1: The Proposed Role Of Different Tiers Of Agencies

S/N	AREA	MODE			
		Rail	Ferry	Bus	Taxi
A	<u>Regulation</u>				
	Fares	O	O	O	O
	Parking Control	F	S	L	L
	Licensing (Driver & Vehicle)	F	S	S	S
	Enforcement	F,S	F,S	F,S,L	S,L
	Vehicle Inspection		F,S	F,S,L	F,S,L
B	<u>Financial</u>				
	Infrastructure	F	F,S	S	S,L
	Maintenance	F,O	F,S,O	O	O
C	<u>Infrastructure</u>				
	Construction	F	F	S,L	L
	Maintenance	F	F,S	S,L	L
	Planning	F	F,S	S,L	S,L
	Design	F	F	S	L
D	<u>Operations</u>				
	Traffic Management	O	S	S,L	S,L
	Traffic Control Devices	O	S	S	S

Source: Adapted From Dar-Al-Handasah (1993).

Key: F=Federal; S=State; L=Local Govt.; O =Operator Public or Private

Organization

An autonomous body thus far termed Metropolitan Area Transport Authority (MATA) will be under the direction of a governing Board of Directors. The Board will direct the operations of MATA through the office of the Managing Director who shall be the only full time member of the Board. The Managing Director will be appointed by the Board and his appointment shall be approved by the State Governor. The Board of MATA will be accountable to government through the office of the State Governor.

All Tiers of Governments:

Creation of Metropolitan Area Transport Authority (MATA) charged with the coordination of transport policies, programmes and actions of all agencies at the different tiers of government. Constituted by the

State Governor, its Board is to comprise of representatives of the various groups involved in the provision of transport services in the state (see figures 1 and 2 for suggested organizational structure for MATA).

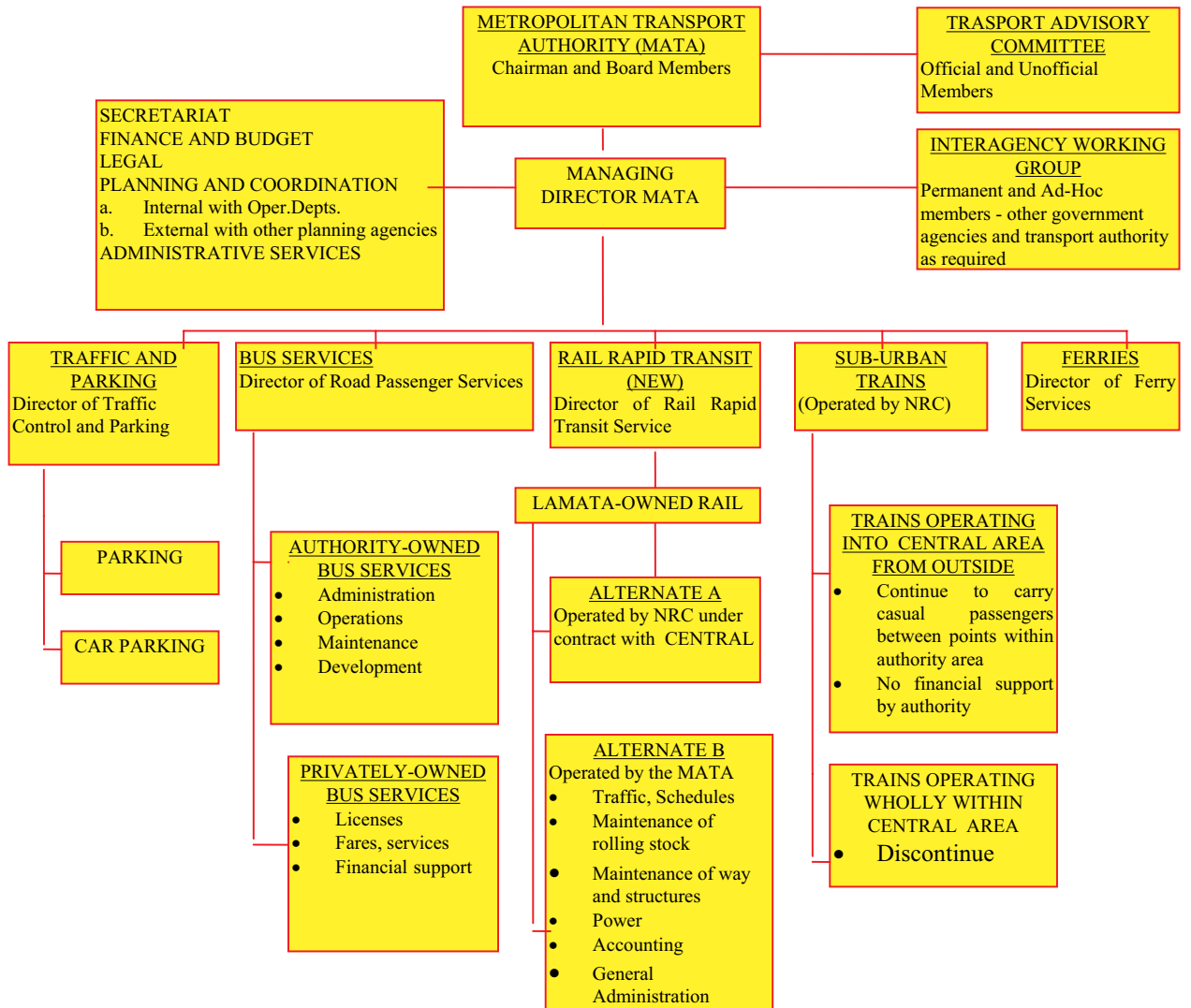
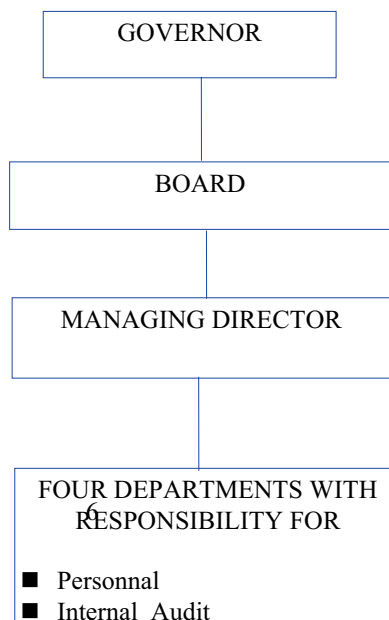


Fig.1: A model Generalized Functional Organization for a Metropolitan Transport Authority
Source: Adapted from Dar-Al-Handasah Report, 1993.



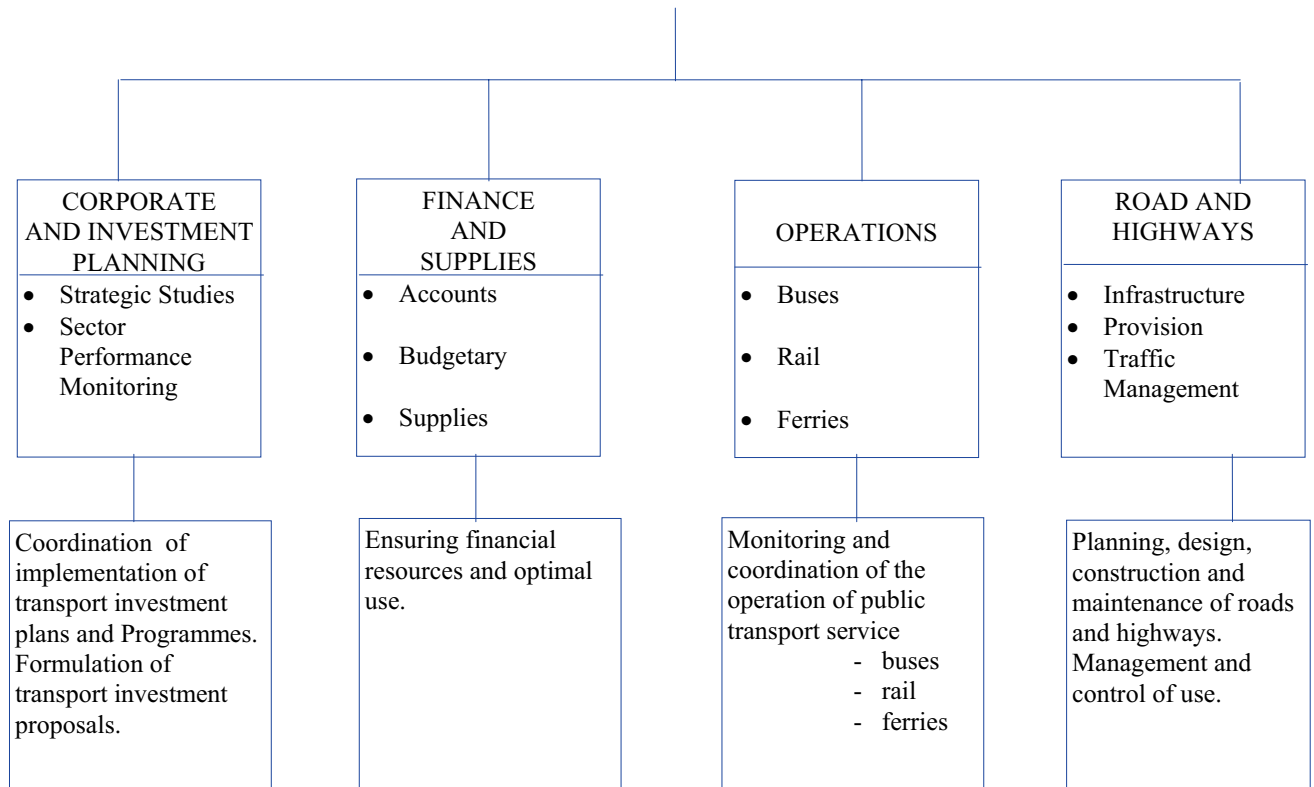


FIG. 2: PROPOSED ADMINISTRATIVE STRUCTURE FOR METROPOLITAN AREA TRANSPORT AUTHORITY

Source: Adapted from the Dar-Al-Handasah Report(1992).

Federal Government

The provision of technical support to state agencies either through direct technical assistance or in the development and promotion of appropriate training programmes;

The development and implementation of policies at the Federal level aimed at enabling the private sector to improve the efficiency of use of the transport infrastructure;

Assistance in the commercialization (or privatization) of public sector (state, local and federal) urban transport operations;

Assistance in the formulation of appropriate policies by all levels of government;

The Federal Ministry of Transport to implement the appropriate sections of the National Transport Policy as approved, and to undertake or sponsor policy and research studies on various aspects of transport demand and supply;

In line with the National Transport policy, institutionalize the Federal Urban Mass Transit Policy as an autonomous corporate entity.

State Government

Pending the coming into operation of MATA, immediately restructure the Civil Engineering and Transportation Department. The roles of the divisions within the new structure is as follows:

1. Plans and Programme Division (PPD) - responsible for the development of policies and programmes relating to the development of the transport infrastructure and for the monitoring of transport sector activities.
2. Roads and Highways Division (RHD) - responsible for the construction of new highways and the maintenance of existing facilities.
3. Traffic Management and Engineering Division (TMED) - responsible for the design and implementation of traffic management and engineering solutions to identified problems, develop appropriate design standards for all aspects of the state transport infrastructure, road safety measures, liaison and coordination with the local government UTMUs and the provision of technical assistance to them when requested and promotion of non-motorized transportation.
4. Public Transport Operations Division (PTOD) - assisting private sector public transport operators of all modes to provide an improved level of service.

Establishment by each local government of a Traffic Management Unit (TMU) in the office of the Chairman, capable of the planning, design, implementation and maintenance of local traffic management schemes and assessment of the transport impact of land use proposals.

Rail Mass Transit Operations

This is proposed to be undertaken by a limited liability with equity participation by both private and public sector investors. The mandate of the company should be to build, operate and maintain rail mass transit services within the Nigerian Railway Corporation (NRC) corridor and Lagos State in general in line with growing demand for such services.

Road Corridors:

Preamble

The policy framework enunciated above (Policy Framework) provide the basis for evolving proposals, at different level of detail, for improving the efficiency and productivity of the transport network. In evolving the proposals, existing demand and operational characteristics have been compared with forecast corridor traffic growth which vary between 1.0 percent to over 10.0 per cent depending on proximity to potential areas of population growth.

Organizational Structure For Public Transport Management And Operations By State And Local Governments

For efficient local governance at the grassroots level, the local government has to participate by contributing to an efficient and reliable public transport system in their communities, likewise the state government at their levels. Therefore, a proper avenue for organizing, operating and regulating transport activities should be entrenched. In the process of organizing public transport operations, the government has a great role to play to ascertain that the organization of public transport system is carried out in such a way that it benefits the majority of the community it serves.

Generally, the government has established various agencies or institutions responsible for the coordination of the activities of public transport operation. In Nigeria, many of such institutions/agencies are created as separate entities from the ministry but with close supervision by the Transport Ministry. Unfortunately, the establishments effectiveness have been disappointing in terms of their ability to initiate and implement good operational framework for public transport and traffic management in the country.

The Local Governments

In 1992, the federal government called on all the local governments in the country to establish mass transit programmes to meet the ever-increasing demand for public transport in their various considerations.

The local government must play the finishing and concluding role of public transport service provision, as well as complementing the efforts of, and not competing with other operators. The local government must

access their potentialities, and selected areas where they are best suitable, must reflect the historic, social and cultural background.

In organizing the public transport system, the local government should recognize their relationship, with other institutional bodies, which interact to make the whole public transport sector conducive for operation, i.e. should not exist in isolation of other operators.

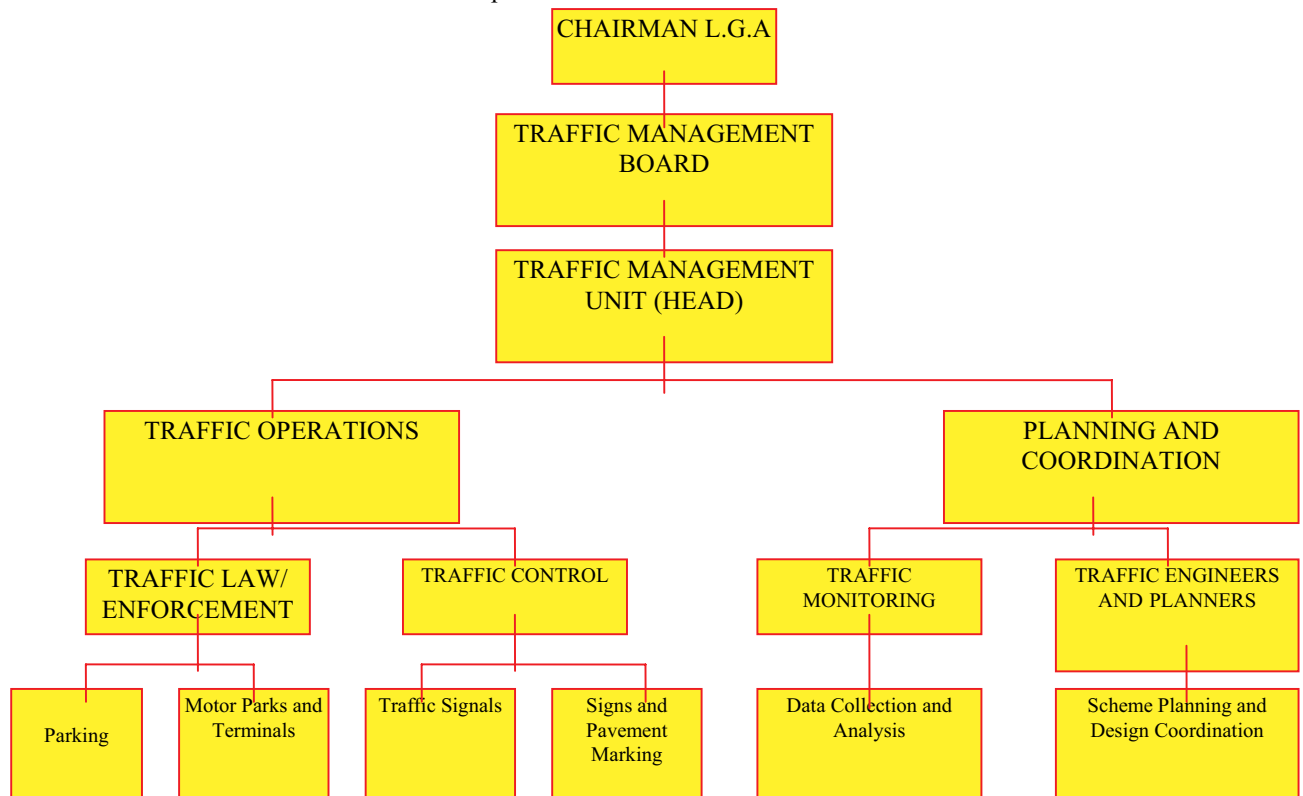


Fig. 3: Proposed Organization and Structure of Local Government Traffic Management Unit
Source: Adapted from Dal-Al-Handasah Report, 1993.

RECOMMENDATIONS

At the Federal Level

1. The Federal government should relinquish its responsibility of traffic management in urban areas to the states or competent local government while it concentrates on policy matters and overall supervision and implementation of policies and programmes as earlier proposed.
2. The Federal Urban Transit Agency (FUMTA) should serve as the apex urban transport planning organization in Nigeria.
3. The Federal Ministry of Works and Housing should hand over the responsibility of traffic management of federal urban roads to the traffic units in the state urban transport policy.
4. The Federal Ministry of Transport should drop all its involvement in urban transport operations i.e. the ferries and trains.

To the State Government

At the state level, state urban transport agencies shall be established in the respective states Ministry of Works and Transport to serve as the state organs for urban transport planning monitoring and management in the state.

To the Local Government

Each local government is to establish a local government transport authority to be responsible for the urban transport matters including the overall planning, monitoring and management at the local level.

Based on the foregoing, Table 1, figs.1, 2, and 3 show the proposed roles of different tiers of government in the provision and regulation of transport services.

RECOMMENDATIONS EARLIER MADE BY DAR-AL-HANDASAH

Local Government - implementation of local areas traffic schemes, maintenance of local roads, development of appropriate revenue generation policies and coordination with the planning and other relevant departments at the local level, establishment of a skilled unit within each local government capable of the planning, designing, implementation and maintenance of local traffic management schemes, creation of local forum in which the views of the relevant individuals and agencies, on the proposals can be heard and their contributions considered. Similarly, Traffic Management Unit (TMU), was proposed to be established in the office of the Chairman, capable of planning, designing, implementing policy, and maintaining local traffic management schemes and assessment of the transport impact of land use proposals.

State Government Level - Development of basic transportation policy, establishment of policy goals and objectives for the transport sector, maintenance of existing primary and secondary roads, implementation of traffic management schemes and the monitoring and evaluation of the players in the transport sector and the provision of technical support to .Cities with multiple local governments such as Lagos Metropolis, Kano metropolis, Port Harcourt, Abeokuta, Ogbomoso, Maiduguri, Jos and Owerri. In this case connection, the creation of a single authority to be named METROPOLITAN AREA TRANSPORT AUTHORITY could be considered.

This body would then be the only mechanism by which effective unification and coordination of transport policies and programmes can be constituted and implemented for the metropolitan area. The development of this is viewed, therefore, as the long term institutional reform objective.

This adapted structure as earlier idealized and proposed as the Lagos Metropolitan Area Transport Authority (LAMATA) in 1978.

Metropolitan Area Transport Authority

The multi-farious expectations of the local, state and federal governments, the private sector and non-governmental organisations into the transport sector requires an administrative body to articulate these inputs such that overall efficiency of the operation of the Lagos Metropolitan Area Transport System is enhanced. This authority is proposed as an administrative unit for the effective unification and coordination of transport policies, programmes and actions in the area.

The administrative structure proposed for the authority will have at the helm of affairs - the board. This board will comprise of representatives of the various groups involved in the provision of transport services in the state. The provision of the board has been proposed as follows:

- i. Chairman
- ii. One representative of the FMT
- iii. One representative of the FMWH
- iv. One representative of the FUMTA
- v. Three representatives of the state government, one each from the Ministries responsible for transport, finance, economic planning and land use matters.
- vi. Ten representatives of the local governments

Vii. Managing Director

The principal functions of the authority are the coordination of transport investment plans and programmes within the metropolitan area as approved by the board, in general, implementation of the state's transport plans and programmes and monitoring and supervision of the operation of public transport operators.

The policies and programmes of the board may be executed either directly through the authority or any of the agencies represented on the board. It shall be the duty of the managing director of such an authority to liaise, as appropriate, with all agencies with transport responsibilities at local, state and federal levels such that the recommendations made to the board take account of the proposed transport plans and programmes of these agencies.

Users need to be educated about laws and regulations in order to gain their acceptance and compliance. Such laws should be based on moral suasion as opposed to coercion. The strong inter-relationship that exist between enforcement, the driving environment and education should be reflected in institutional arrangements for urban transport improvement. Institutional arrangements and resources have to be adequate if urban transportation are to be dealt efficiently and effectively with. Powers, authorities and responsibilities of each responsible agency should be clearly delineated and that with co-ordinating responsibility clearly identified, resourced and empowered.

Linkages should be across different tiers of government.

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