# THE FEDERAL URBAN MASS TRANSIT PROGRAMME:
## A Review Article

by

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## 1. INTRODUCTION

Hitherto a neglected area, the urban transport sector has become a primary focus of activities at both federal and state government levels since Mr. President, in his Budget Speech of 1988, announced the federal urban mass transit initiative. In that speech, Mr. President declared his administration awareness of the growing critical problems of travel in the country's urban centres and of the need for urgent actions to address the situation. Thus, in the 1988 Budget, an allocation of 770 million was made in support of the urban mass transit initiative.

Following the Budget speech, an Urban Mass Transit Task Force was set up to work out a programme of action, the implementation of which commenced in late March 1988 with the establishment of the Mass Transit Implementation Committee (MTIC) under the Chairmanship of the Honourable Minister of Transport. Later on, arising from a perceived need to quicken the pace of implementation and maintain the focus of the initiative, the MTIC was transformed in September 1988 into the Federal Urban Mass Transit Programme (FUMTP) based in the Presidency under a Sole Administrator. In implementation, the FUMTP is now over three years old and it is possible to begin to assess its impact on the nation's urban travel situation. Such assessments are particularly valid with respect to the thrust of the broad actions being taken within (and in parallel to) the programme in terms of their relevance to the identified problems and their likelihood of success. In particular, it is possible to comment in terms of whether the programme, with hindsight, is correct in conception and orientation and, if so, whether it is being faithfully executed. It is also possible to comment on the extent to which other government budgetary actions have been supportive of the objectives of the FUMTP and have therefore facilitated the alleviation of the transport problems of our cities. This is the discussion that is undertaken in this paper.

Before proceeding further, it is necessary to state that urban transport problems are quite intractable and their alleviation do not happen overnight. Indeed, it is this their characteristic that makes it necessary for actions directed at their alleviation to be well planned before implementation and, in this respect, the government should be commended for having sought to evolve a rational plan of action through the Urban Mass Transit Task Force.

## 2. THE FEDERAL URBAN MASS TRANSIT PROGRAMME

The broad objectives of the FUMTP have been stated as:

(a) arrest of the declining quantity and quality of urban transport services through the immediate procurement of buses; and

(b) the laying of a solid foundation for modernising and improving the national mass transit system.

Towards fulfilling these objectives, the main thrust of activities (focused on road, rail, water and intermodal projects) since 1988 have been as follows:

- procurement of over 1,050 buses of various types and the allocation to state governments of about 879 to provide immediate relief to the transport problems of their major urban centres;
- the setting-up by each state of the federation and Abuja of a limited liability company to operate urban mass transit services alongside private operations;
- standardisation of vehicle fleet (six types have been identified) and implementation of a programme for the provision of requisite maintenance facilities and adoption of good workshop practices;
- undertaking of some traffic flow improvement measures in Metropolitan Lagos such as junction signalisation, construction of medien barriers, etc;

In addition, about nineteen ferry boats have been refurbished/purchased to facilitate water based urban movement whilst rail-based mass transit programmes have been launched in Lagos, Enugu, Kaduna, etc. and completion of the dualisation of the urban rail line within Lagos has been embarked upon.

Vehicles purchased under the programme have been allocated to the various states and Abuja first on the basis of equality of states and, secondly, on the basis of needs. An indication of the distribution of these vehicles by state and their utilisation is provided on Table 1. The costs of these vehicles are expected to be paid back to the Federal Government by the states over five years at an initial compound interest of 3% (increased to 5% in early 1991) with six and three months' grace periods on the principals and interests respectively.

Of the announced 700 million allocation in the 1988 budget, only 151.3 million was actually released owing to the short-fall in total government revenue during 1988. The budgetary allocation to FUMTP since its inception is shown on Table 2. In addition, the following fiscal policies which could aid the urban

mass transit programme have been taken by government since 1989 either as part of the June 1989 SAP relief measure and/or yearly budgetary proposals:-

(a) Discriminatory fuel price - 42 kobo and 60 kobo for commercial/public transport operators and private users, respectively, i.e. a 30% price differential during 1989 but discontinued by year end;

(b) Initial reduction of tariff (from 25% to 5% in the 1989 Budget Speech) and, later that year, abolition of tariff on imported commercial vehicles and their associated spare parts (the 1990 Budget saw the reintroduction of tariff but largely at rates below 15%);

(c) Ear-making of US $30.0 million (about 220 million naira) foreign exchange allocation for the importation of spare parts for commercial vehicles as part of the June 1989 SAP relief measures;

(d) Provision in the 1991 Budget of 100 million naira to the organised Labour Unions to set up mass transit schemes for their members to be disbursed through the Federal Urban Mass Transit Programme;

(e) Provision in the 1991 Budget of 200 million naira to the nation's universities to allow them provide car refurbishment loans to their senior staff - disbursement to be through the National Universities Commission;

(f) Exploration with two local car manufacturers of possible ways of reducing unit cost of car production;

(g) Introduction of scheme for increased private sector investment in the provision of transport infrastructures such as roads; and

(h) Reduction in interest rates which should significantly reduce the cost of buying new vehicles and, consequently, also the cost of second-hand vehicles;

An action worthy of comment is that stated in the 1991 Budget on the need to divert significant resources to address the housing and urban development problems of the country. This initiative can have significant positive impact on the transport problems of our cities since many of these problems are the results of bad and inappropriate physical planning and inability to enforce planning laws and regulations leading to haphazard growth of these cities with attendant increased journey distances.

The above measures are quite significant initiatives on the part of the government to create a good environment for the operation of urban transport services. These measures, coupled with the actual expenditure on the FUMTP so far totalling over 2 billion over the last three years provide concrete demonstration of the seriousness with which the Federal Government views the urban transport problems of the nation.

The above level of expenditure and supportive fiscal and other policy changes notwithstanding however, the unfortunate reality is that the transport problems of urban dwellers seem to be as bad today as they we re three years ago, if not worse. Whilst some of the factors accounting for this situation are outside the scope of influence of the FUMTP, some are not and relate to:-

(a) initial misconception as to the focus of the programme and thus of the nature of activities under the programmes;

(b) the degree of appropriateness of the vehicle types acquired under the programme and their use;

(c) the extent of the impact of the fiscal and other policies on urban mass transit provision; and

(d) the nature (scale and scope) of the transport problems of Nigerian cities.

## 3. MISCONCEPTIONS AS TO THE FOCUS OF THE PROGRAMME

Although Mr. President's pronouncement was quite clear as to the objectives of his initiative - arrest of the deteriorating quantity and quality of urban transport services - it was unfortunately the case that subsequent debates extended the initiative to cover inter-city transport. Indeed, some people argued that it should include rural mass transit services !! Because clear and unambiguous clarifications were not immediately forthcoming, so it became politically difficult not to respond to some of these extended interpretations of what is meant by "urban mass transit" when the programme of action was finally evolved. Thus activities relating to inter-city services were tolerated in the programme.

Clearly, however, an urban mass transit initiative should not involve inter-city transport activities and, indeed, should focus primarily on the transport need of the major urban centres where real mass movement of people takes place. Indeed, it can be argued, that such an initiative should in fact focus only on transport needs along the major travel corridors of these major urban centres where people can be moved by one of the available mass transit modes (bus or rail). Arising from the above misconceptions, the impact of the urban mass transit initiative was diluted from the on-set.

## 4. DEGREE OF APPROPRIATENESS OF ACQUIRED VEHICLE TYPES

Most of the vehicles so far acquired under the programme have a capacity of around 40 seats. For effective use in intra-urban service, these vehicles require a level of passenger demand which currently is obtainable only in the major cities of Nigeria along their major travel axis. Yet, these vehicle types have been distributed almost evenly amongst the states. If put into intra - city service where the demand is low, they will have to operate at high headways to be profitable (thus low service quality to the customer) or at low load factors to keep passenger waiting times at reasonable levels (thus operating at a loss). In response to this situation, many states have resorted to operating the vehicles on inter-city services; and, even then, load factors are still often very low.

In addition, even though in its own policy guidelines to the states, FUMTP advises that state mass transit companies should standardise on not more than two vehicle types, the reality is that the average is in fact well over three. Whilst this unbearable situation is primarily the result of the purchasing policies of particular states, it is unfortunately the case that in one or two notable instances, e.g. Lagos State and Abuja, the main culprit is the FUMTP itself. Whilst it is known that FUMP is now taking steps to correct the situation, the multiplicity of vehicle makes operated by the state mass transit companies have compounded their maintenance problems and significantly increased their maintenance costs and reduced their ability to maintain high fleet availability.

## 5. FUNDING ARRANGEMENTS

By being required to repay the cost of the buses allocated to them, however generous the terms, many of the states have been forced to take a commercial approach to the use of the buses in order to maximise generated revenue. Whilst nothing is wrong with this by itself, for most of the states, this has meant using the vehicles for inter-city and inter-state services this clearly defeats the federal government's objective in assisting them to acquire the vehicles. For those states for which information is available the clear trend is that of detailed decreasing provision of intra-city services evidenced by the decreasing number of passengers carried (Table 3).

The key issue skirted round by this action of the states (and federal governments's acquiescence) is that urban transport services, especially when provided by a public sector organisation, invariably requires a subsidy unless it is operated very effectively and/or large density of demand exists. Or, of course operators charge the fare at which they make a profit. Their ability to do this is however much restricted by the willingness of the travelling population to pay such fares. In response to the situation, FUMTP has advicsd state mass transit companies to charge for intra-city services on the basis of covering their operating costs and, possibly, some of the capital costs. For other services, fares charged are advised to be related to market forces - i.e. what the market can bear. The issue of the basis for charging for mass transit services is a problem that both the federal and state governments will have to revisit again in the near future since the demand for public transport within cities will not disappear and, indeed, is growing.

## 6. DEGREE OF APPROPRIATE TARGETING OF THE FISCAL POLICIES

As stated earlier, the fiscal policies announced by government to encourage commercial vehicle operation have great potential to benefit the urban mass transit programme. The extent to which they will in fact do so is however a function of how they worked out in reality.

For example, the discriminatory fuel price was a big concession (subsidy) by government to commercial vehicle operators from which urban travellers should have been expected to benefit. Unfortunately, the period of operation of the scheme witnessed the sharpest rises in fares in recent times, if the situation in Lagos is a reflection of national trends, and would have risen more but for some market resistance. The failure of the scheme to arrest fare increases coupled with its large scale abuse probably accounts for its discontinuance by *end of 1989*.

In respect of the reduction/abolition of tariff on commercial vehicles and their spare parts, this should have had a positive impact on the provision of urban mass transit services. However, the extent of its beneficial impact would no doubt have been reduced by the profit maximisation behaviour of vehicle and spare parts importers. This is because, unlike the inter-city transport sector (freight and passenger) where operators such as Ekene Dili Chukwu, etc. have large vehicle fleets and are therefore able to make direct imports, urban transport operators are characterised by single-vehicle ownership (Table 4) lacking the capacity to import directly. Moreover, the profit margin of these operators have been greatly squeezed in recent years and therefore operate on low liquidity. Hence, they are not able to make straight cash purchases or make significant down payments. As a result, the refleeting that the tariff changes was designed to encourage took place mainly in the inter-city transport sector: additions to urban transport vehicle fleet have been secondhand and/or abandoned vehicles refurbished and diverted for passenger carriage, often unlicensed.

The above observation applies to a lesser extent in respect of spare parts importation/purchase. The danger here however is that because the vehicle types being used by urban transport operators are also to be found in common private use, the benefits from the tariff reductions have been enjoyed by the generality of the population. It therefore could not really have been said to have been targeted at the urban transport operators.

Turning to the ear-marked foreign exchange allocation of US$30 million for the transport sector, available information indicates that only US$1.0 million was allocated for the use of the Nigerian Union of Road Transport Workers (NURTW), the umbrella organisation for most of the urban transport operators. Moreover, it would appear that the NURTW even found it difficult to raise the naira equivalent to purchase this amount of foreign exchange. If this was indeed so, it supports the assertion made earlier as to the poor financial position of most urban transport operators.

From the above discussion, room exists for doubting that the objectives fo the urban mass transit programme have in ract been much helped by the above fiscal measures. Sad though that conclusion may be, it points to the real difficulties facing government in its search for an appropriate mechanism to increase provision of public transport services in general and of encouraging private sector participation in particular. This is especially so under the present economic environment of the country and of the scale and nature of its urban transport problems.

## 7. THE ECONOMIC ENVIRONMENT AND THE PROVISION OF PUBLIC TRANSPORT SERVICES

The present economic and urban transport reality of the country is that as the scale of the demand for travel is increasing, the country's ability to supply the needed public transport services has decreased very sharply whilst the individual's ability to pay for such services has been greatly squeezed in recent years (Table 5). Perhaps more importantly, the rapid and continuing depreciation fo the naira over the last five years has led to more than fifteen-fold increase in the cost of new urban transport vehicles and of maintenance parts. As a consequence, the private sector urban transport fleet is fast aging *and depleting and only being replaced by equally old, or even* older and dilapidated vehicles. More importantly, operating and maintenance costs of these 'new' vehicles are higher than for new ones. The operators and users of public transport services are thus caught in a vicious cycle of increasing capital and operating costs and decreasing ability for cost recovery leading to declining service provision. This is a cycle which will not be broken unless a new major initiative is taken to reduce the capital cost of entry into the public transport business. This is because the majority of the increasing demand for travel is coming from the ranks of the low income urbanites who have little ability to pay the full cost of provision of public transport services. Yet, like most other Third World countries, most of Nigeria's Gross National Product is derived from her urban areas and an efficient urban transport system is an important input to safeguarding this wealth. Thus it becomes important for government to somehow find the resources and framework to alleviate the transport problems of the urban centres with

little expectation of being able to fully recover the attendant costs in financial terms. In that search, it is important that the government seek to involve the private sector as much as possible: they are an interested party through their existing investment (Table 6) and are invariably likely to be more efficient than their public sector counterparts due to the presence of self-interest as a motivating factor.

However, even if government is ready to encourage increased private sector involvement in the provision of urban transport services, are the private sectors willing to respond? Unfortunately, available indications suggest that the answer is no, they preferring the easier rich pickings in the freight and inter-city passenger services. This is a sad situation which does not reflect well on the private sector public transport operators.

## 8. THE NATURE AND SCALE OF THE URBAN TRANSPORT PROBLEM

Elsewhere (Banjo, 1984) the author has described the characteristics of the urban transport problems of Nigeria as given on table 7 and proposed that the roles of the three tiers of government in tackling these problems be as shown on table 8. The nineteen identified characteristics of the problem may be grouped broadly as related to the nature of:-

(a) the perception of and response to the problem;

(b) the level of provision, use and control of available urban road infrastructure;

(c) the provision of transport services; and

(d) the cost of access of transport services.

Whilst some of the actions under FUMTP have addressed some issues related to (b) above, the emphasis have in fact being overwhelmingly on (c) with respect to acquisition of and subsequent allocation to states of mass transit vehicles. This focus may be attributed to the perception of the urban transport problems of the nation as that of under-capacity requiring a response directed therefore at increasing capacity. As can be seen from Table 7, this is but one, if important, aspect of the urban transport problem. By failing to accord the necessary attention to the other characteristics of the problem, this author's view is that the FUMTP has consequently been unable to adequately address the basic and fundamental issues related to urban transport provision in Nigeria, to wit:-

(a) in the major urban centres of Nigeria, urban road provision is inadequate in terms of the length available, their condition, their use and their control;

(b) mass transit is but one of the elements of movement in cities and without the other elements functioning properly, mass transit cannot be efficiently provided; and

(c) urban transport problems require a holistic approach involving consideration of the basic philosophy for economic, social and physical development in the area concerned.

It is for these reasons that the various tiers of government need to be involved in urban transport actions along the line indicated on Table 8. Although FUMTP has in fact adopted some of the proposals on Table 8 as part of its policy guidelines (see FUMTP, Monograph 2), their implementation would appear not to have been fully pursued. It is the view of the author that the time is now ripe for FUMTP to shift its perceptions and actions towards addressing the three issues outlined above. By so doing, it will give its actions new impetus and be more in consonance with Mr. President's speech which proclaimed the federal urban mass transit initiative.

## 9. CONCLUDING COMMENTS

The urban transport sub-sector is clearly presently not a preferred arena of operation by private transport operators because of its greater complexity and difficulties in covering cost, not to talk of making a profit. Thus, private provision of public transport services is presently typified by single-vehicle owners whose operations are typified by predatory behaviour. Yet, for the government, it is a necessary arena of operation because of the great social, economic and political cost of failing to provide reasonably efficient city transport services. The evolution of a basis for generating greater private sector participation in the provision of public transport services needs to be urgently addressed by FUMTP. Perhaps more importantly, FUMTP needs to ensure that the mechanism is one that frees it significantly from concern with operational matters hence allow it to concentrate on broader policy issues especially those related to the improvement of urban road infrastructure and the management of the use of those infrastructure.

This administration is the first to have recognised the need for a bold and major initiative towards addressing the urban transport problems of the nation.

The situation is likely to worsen before it gets better and the federal government is deserving of the fullest support as it surely must reinforce and expand its actions in this area.

## REFERENCES

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2. Banjo, G.A. (1986): Urban Transportation and Local Government. Paper presented at the Kano Seminar on Nation Transport Policy, Kano.

3. FUMTP (1989): Monograph No. 2.

4. FUMTP (1990): Monograph No. 3.

Table 1:Indicative Profile of the State Mass Transit Companies.

| State | Date Established Operation | Fleet size Source | | | No. of Vehicle Makes | Service Types Operated and Location/Route Nos. | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | State | FUMTP | Total | | Intra-City | Intra-State | Inter-State | Hire |
| Akwa Ibom | 1/1/88 | 38 | 30 | 68 | 3 | Uyo | Yes | 4 | - |
| Anambra | 12/9/88 | 12 | 37 | 49 | 3 | Enugu, Awka Onisha | 12 | No | - |
| Bauchi | October 1988 | - | 32 | 32 | 2 | Bauchi | 20 | 8 | - |
| Bendel | 22/3/79 | 132 | 36 | 168 | 5 | Benin | Yes | Yes | Yes |
| Benue | May 1988 | 11 | 41 | 52 | 4 | Makurdi | 13 | 6 | - |
| Borno | 1972 | 29 | 30 | 59 | 3 | Yes | Yes | Yes | - |
| Cross River | 1972 | 40 | 38 | 78 | 4 | Yes | Yes | Yes | - |
| Gongola | Dec. 1988 | 18 | 30 | 48 | 3 | Yola | 14 | 5 | Yes |
| Imo | 24/8/88 | 12 | 35 | 47 | 3 | Owerri/Aba | 8 | 3 | - |
| Kaduna | 1978 | 100 | 44 | 144 | 5 | Kaduna/Zaria/Kafanchan | Yes | 17 | - |
| Kano | Dec. 1988 | 68 | 52 | 120 | 4 | Kano | Yes | Yes | - |
| Katsina | 13/1/88 | 54 | 28 | 82 | 4 | Katsina | 20 | 6 | - |
| Kwara | 30/3/88 | 35 | 50 | 85 | 3 | Ilorin/Okene | 18 | 7 | - |
| Lagos | 1/4/77 | 350 | 128 | 478 | 3 | Lagos | 3 | 2 | Yes |
| Niger | 11/8/88 | 56 | 28 | 84 | 4 | Minna | All LGs | 7 | - |
| Ogun | 1988 | 18 | 42 | 60 | 2 | Abeokuta | Yes | Yes | - |
| Ondo | Aug. 1988 | 29 | 28 | 57 | 3 | Akure | Yes | Yes | - |
| Oyo | July 1988 | 50 | 44 | 94 | 3 | Ibadan | 5 | 1 | Yes |
| Plateau | 3/8/88 | 11 | 43 | 54 | 2 | Jos | 9 | 8 | Yes |
| Rivers | 197 ? | ? | 20 | 20 ? | ? | ? | ? | ? | ? |
| Sokoto | 1988 | - | 35 | 35 | 2 | Sokoto | All LGs | Yes | - |
| Abuja(FCT) | 1988 | 18 | 33 | 51 | 6 | Abuja | Yes | Yes | - |
| Totals | | 1,081 | 884 | 1,965 | Average =3.4 | | | | |

Table 2: Budgetary Allocation to FUMTP (1988 - 1991)

| Year | 1988 | 1989 | 1990 | 1991 | Total |
|---|---|---|---|---|---|
| Amount (₦) | 143 | 258 | 200 | 150 | 751 |

Table 3: Some Passenger Carrying Trends for Anambra, Kwara, Ondo and Plateau Mass Transit Companies (1989)

| Month | Anambra | | | Kwara | | | Ondo | | | Plateau | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Intra City | Inter City | Total | Intra City | Inter City | Total | Intra City | Others | Total | Intra City | Others | Total |
| January | 93,392 | 124,905 | 218,297 | 134,072 | 129,450 | 263,522 | 106,510 | 178,577 | 185,447 | 319,236 | 29,560 | 348,796 |
| February | 82,329 | 136,264 | 218,593 | 137,224 | 64,107 | 201,331 | 108,640 | 155,674 | 264,314 | 216,823 | 27,474 | 244,297 |
| March | 85,923 | 171,182 | 257,105 | 107,824 | 73,733 | 181,557 | 109,824 | 157,371 | 267,195 | 322,198 | 30,368 | 352,566 |
| April | 57,396 | 168,301 | 225,697 | 79,200 | 70,676 | 149,876 | 110,966 | 159,008 | 269,974 | 253,558 | 59,180 | 312,738 |
| May | 55,166 | 185,571 | 241,737 | 93,535 | 69,798 | 163,333 | 111,204 | 197,851 | 309,055 | 210,314 | 27,002 | 237,316 |
| June | 50,488 | 153,843 | 204,331 | 82,507 | 63,137 | 145,644 | 112,416 | 201,008 | 312,424 | 190,065 | 31,857 | 221,922 |
| July | 80,391 | 169,383 | 249,774 | 103,871 | 82,939* | 186,810 | - | - | - | 196,438 | 29,640 | 226,078 |
| August | 31,965 | 214,318 | 246,283 | 72,864 | 79,612 | 152,476 | - | - | - | 181,529 | 27,849 | 209,378 |
| September | 30,124 | 203,491 | 233,615 | 117,493 | 78,785 | 196,279 | - | - | - | 171,692 | 28,836 | 200,528 |
| October | 45,888 | 231,400 | 277,288 | 98,395 | 76,639 | 175,034 | 117,227 | 223,977 | 341,204 | 167,143 | 26,072 | 193,215 |
| November | 23,910 | 287,342 | 311,252 | 96,492 | 74,749 | 171,241 | 116,986 | 216,489 | 333,475* | 114,602 | 29,042 | 143,644 |
| December | 16,674 | 307,456 | 324,130 | 89,755 | 85,024 | 174,779 | 118,572 | 236,111 | 354,683* | 139,001 | 36,123 | 175,124 |
| Totals | 654,646 | 2,353,456 | 3,008,102 | 1,213,232 | 948,650 | 2,161,882 | 1,012,345 | 1,726,066 | 2,738,411 | 2,482,599 | 383,003 | 2,865,602 |

Source: FUMTP Monograph No 3, 1990.
Note: Asterics denotes that adjustments have been made to correct the errors in the original FUMTP compilation.

TABLE 4: SOME FEATURES OF PRIVATELY OWNED PUBLIC TRANSPORT VEHICLE FLEET IN LAGOS

| Vehicle | Typical Vehicle Type | Average Carrying Capacity | Average Age of Vehicle (yrs) | Average Fleet Size |
|---|---|---|---|---|
| Taxi | Peugeot 504 saloon | 4 | 5.4 | 1.3 |
| Minibus | Nissan Urvan | 18 | 5.7 | 1.5 |
| Omnibus | Mercedes 911 | 67 | 7.1 | 2.0 |
| Molue | Bedford truck chassis | 50 | 6.3 | 1.5 |

Note: As at 1988.

TABLE 5 SELECTED ECONOMIC INDICATIONS FOR THE PERIOD 1982 - 1995

| | 1982 | 1983 | 1984 | 1985 | 1986 | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| GDP Growth (% real) | -0.2 | -6.4 | -7.4 | 9.7 | 1.8 | -4.4 | 5.1 | 2.7 | 3.9 | 4.2 | 4.4 | 4.6 | 4.6 | 4.7 |
| GDP/Head Growth Rate (%real) | - 3.6 | -9.8 | -10.8 | 6.3 | -1.6 | -7.8 | 1.7 | -0.7 | 0.5 | 0.3 | 1.0 | 1.2 | 1.2 | 1.3 |
| GNP/Capita (US $) | 1023 | 931 | 925 | 874 | 594 | 218 | 221 | 219 | 218 | 225 | 233 | 241 | 250 | 261 |
| Federal Retained Revenue (₦ billions) | | | | | | 14.2 | 16.2 | 19.6 | 25.5 | 31.3 | 37.8 | 45.4 | | |

Source: World Bank.

TABLE 6 DAILY COST OF PROVIDING PUBLIC TRANSPORT SERVICES IN LAGOS

| Mode | Daily Cost (₦) | Percentage | Cost/Passenger (₦) | Cost/Pass Km (₦) |
|---|---|---|---|---|
| Taxi | 1,358,000 | 39.0 | 1.21 | 0.21 |
| Minibus | 909,000 | 26.1 | 0.46 | 0.14 |
| Omnibus | 422,400 | 12.1 | 0.40* | 0.05 |
| Molue | 751,100 | 21.6 | 0.36 | 0.05 |
| LSTC | 39,400* | 1.1 | 0.39 | 0.06 |
| Total | 3,479,900 | 100 | 0.55 | 0.09 |

Source: Mass Transit Options Study, Dar-al-Handasah, 1989.
Note: *Almost certainly an underestimate. LSTC's accounts available do not provide sufficient data to estimate real costs.

**TABLE 7 CHARACTERISTICS OF THIRD WORLD URBAN TRANSPORT PROBLEMS**

1. Inadequate technical and material resources.
2. High incidence of inadequate attention to and provision for movements. needs in both planned and unplanned settlements.
3. Inadequate awareness of transport implications of land use developments.
4. Absence of long term strategic perspectives in transport actions resulting in reactive rather than prescriptive planning.
5. Dominance of the highway engineering perception of the problems resulting in over concern for increased system efficiency and capacity without adequately addressing the question of who loses and who benefits.
6. Increasing journey distances and travel time, the latter often due to transport system deficiencies.
7. Application of urban and road design standards often out of tune with social, cultural and economic realities.
8. Lack of provision for freight movement, one of the key visible outputs of national and urban development.
9. High accident rate resulting from misuse and abuse of an already deficient infrastructure.
10. Application of technical criteria which insufficiently accounts for the developmental context in which they are being applied and of the basic service role of transport in the fulfillment of developmental goals.
11. Highest aggregate rate of growth in demand for movement from those least able to afford to pay.
12. Setting of inappropriate goals for public agencies operating transport services resulting in their inability to effectively meet existing demand or plan for the future.
13. The neglect of non-motorised mode of travel.
14. Perception of informal motorised public transport as an undesirable element rather than as a valuable part of the urban scene.
15. Inadequate and often inappropriately educated transport professionals incapable of putting their actions in a wide context.
16. Inadequate institutional frameworks for plan formulation and implementation at the different tiers of government.
17. Ineffectiveness, where they exist, of traffic and land use control and regulatory instruments.
18. Lack of a national awareness of urban transport needs.
19. A seeming impotence of planning actions which has a demoralising effect on transport professionals, amongst others.

TABLE 8 POSSIBLE ROLE OF THE TIERS OF GOVERNMENT IN URBAN TRANSPORT

| | Federal | | State | | Local |
|---|---|---|---|---|---|
| 1. | Overall policy making and coordination: formulating national urban transport policy and implementation framework. | 1. | Urban transport planning and management at state level. | 1. | Parking control and enforcement. |
| 2. | Technical skills and manpower development. | 2. | Regulation of public transport services. | 2. | Data collection and analysis at the local level. |
| 3. | Outlining of planning procedures, techniques, etc. | 3. | Traffic and land use impact studies | 3. | Traffic control and enforcement. |
| 4. | Choice of type of technological emphasis | 4. | Pricing issues, especially toward ensuring social justice | 4. | Road safety: identification of 'black spots' and undertaking of remedial measures. |
| 5. | Major urban transport studies | 5. | Urban traffic control and management | 5. | Traffic engineering and management: design and implementation. |
| 6. | Research and development activities. | 6. | Research and development: identification of needs and promotion of solutions. | 6. | Traffic signs, road markings, etc: installation and maintenance. |
| 7. | Data base creation. | 7. | Road design, construction and maintenance standards and procedures | 7. | Road maintenance. |
| 8 | Outlining urban road design standards and practices. | 8. | Parking control and enforcement. | 8. | Control of public transport operations. |
| 9. | Setting safety and environmental standards | 9. | Annual 'state of urban transport' report to federal authority. | 9. | Annual 'state of urban transport' report to state government. |
| 10. | Determining financing framework | | | | |
| 11. | Annual 'state of urban transport' report to federal government. | | | | |

Source: Adapted from Banjo, G. A. (1986)