Dissertation

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The Implementation of the Federal Urban Mass Transit Programme in Nigeria: a Case Study of Imo Transport Company Limited, Owerri

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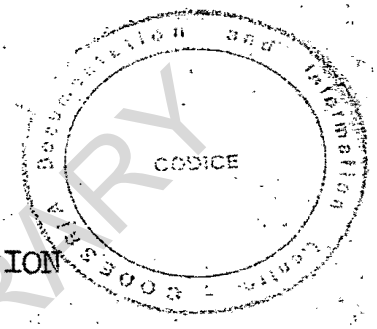
TITLE PAGE

THE IMPLEMENTATION OF THE FEDERAL URBAN MASS TRANSIT PROGRAMME IN NIGERIA: A CASE STUDY OF IMO TRANSPORT COMPANY LIMITED, OWERRI.



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APPROVAL PAGE

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DEDICATION

This research work is dedicated to my Mum, Late Mrs. Eberechi Theresa Chukwuka. You wanted to see me grown up and well educated, but death could not allow you see me to this height. Your dreams inspired me. The fire will never be extinguished. God bless your soul in the Great Beyond!

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PREFACE

Transportation involves the movement of people, goods and services from one place to another. This makes for a more equitable distribution and availability of resources and products at different locations in the country.

Observations, experiences and available literature show that several policies have been made to guide the various transportation modes in the country - rail, road, air and water. Unfortunately, these policies and programmes have on many occasions encountered severe bottlenecks during the implementation stages.

Thus, this research effort focuses attention on the extent the current federal urban mass transit programme has been implemented in the country with the experience in Imo State as a frame of reference. The work is divided into six major chapters with relevant sub-headings.

Chapter one deals with general introduction, statement of problem, purpose, and significance of study, literature review, the theoretical framework, hypotheses and methods used in carrying out the study.

In chapter two, an analysis of the historical development of transport in the country was made. The types of modern transport systems mainly involved in mass movement of commuters were discussed.

Chapter three contains a detailed discussion on the

federal urban mass transit programme with emphasis on earlier attempts at urban mass transit service, and the objectives of of the current urban mass transit programme.

Discussions contained in chapter four centred on the implementation of the programme in Imo State. The establishment and management of the Imo Transport Company, ITC, implementation strategies, and problems encountered in the process of implementingthe scheme were taken into account.

Chapter five focuses attenton on data analysis. The stated hypotheses were also tested.

The last chapter - six - was on conclusion and recommendations. Thus, based on the findings of the study, the following conclusions were drawn.

1. That the urban mass transit programme has been implemented to some extent in Imo State except for the fact that ITC vehicles are not always available at their loading stations nor are they regular on the various routes they ply.
2. That the ITC has contributed to the reduction of transit fare in the state.
3. That ITC vehicles have not aided the decongestion of traffic flow in the state.
4. That ITC vehicles have not helped to modernize transit services in the state due to poor sitting arrangements for

commuters, absence of both adequate provision for passengers' luggage and loading station facilities for commuters' convenience.

And finally, that the management of the Imo Transport Company encounters some problems both internal and external in implementing the federal urban mass transit programme in the state.

As a result of these findings, necessary recommendations were made which the researcher hopes will enhance the smooth implementation of the programme in the state.

CHAPTER ONE

INTRODUCTION

The movement of people, goods and services is imperative in all human society whether traditional or industrialised. The development of necessary transportation facilities enhances the advancement of society because transportation supports fundamental economic and social activities. Transport 'bridges the gap in time and space.'[1]

The availability of transport facilities influences business locations, alternative selection of living sites and offices, factories, schools, shopping centres and places for recreation and entertainment. Improvements in transportation permit more participation in community activities and better communication with others located elsewhere in the world.

The importance of transportation thus cannot be overemphasised since the socio-economic and political development of any nation depend to a large extent on the effectiveness and efficiency of the nation's transport network. As a developing country, Nigeria cannot neglect the importance of an effectively planned transport programme to cater for the wide variety of activities engaged in by her ever-growing population.

Improvements in transportation can facilitate economic growth through promoting economies of scale, efficiency, specialization and better use of expert services of relevant personnel. Enhanced transport services can lower the costs of production and increase competition among producers by expanding the area to which a given plant may distribute its products. The brewing and food processing industries in different locations in the country depend on available transport facilities to meet the needs of their customers.

In Enugu State for example, the Nigerian Bottling Company has a processing plant at 9th Mile Corner which caters for their consumers in Enugu and Nsukka zones. The 7Up Bottling Company too is making frantic efforts to establish a similar factory to serve the needs of her customers in the same zone. Both companies utilise the already existing road transport facilities for business expansion. Competition would eventually result. Such competition among plants producing similar products may lead to lower prices and a wider choice of products due to the availability of transport facilities.

The availability and quality of transport service also influence the effectiveness of government activities, such as mail delivery, emergency services, waste disposal and

national defence.

A relationship exists between transport and development. This inter-dependence explains why within the past hundred years, railways have been constructed in the country, thousands of kilometres of roads built, seaports and airports constructed; airlines and shipping companies incorporated, private and public passenger and goods transport companies established and thousands of motor vehicles imported or locally assembled. The role of transport can also be seen in the promotion of national unity, socio-economic integration and stimulation of a sense of mutual understanding in a culturally diversified society.

Labour mobility could be solved and elimination of unemployment or artificial shortage of labour and materials could be greatly facilitated with safer, cheaper, more accessible and more comfortable transportation facilities. In the course of Nigeria's national development efforts, many problems have been encountered in the transport sector as well as in other sectors which are inextricably tied to transportation services.

Public transportation is unquestionably a basic need in the country especially when one realises its utmost importance and contribution to the development of all facets

of the economy and society. Despite enormous financial resources invested in the transport sector, successive National Development Plans have failed in varying degrees to achieve the desired objectives because of both internal and external factors.

Adeniji contended that Nigeria should adopt the 'Satisfaction of Basic Needs' development strategy.[2] As a concept, it is not entirely new; what is novel is the practice of inserting basic needs as specific objectives in development strategies of poor countries.[3] The evolution of the 'Basic Needs Theory' could be traced to the work of Seers,[4] and the various International Labour Organisation (ILO) World Employment Mission reports.[5] Public transport was among other things identified as one of the basic needs each country should make deliberate efforts to provide her citizens.

In realization of the difficulties encountered by the citizens, the Federal Military Government established the federal urban mass transit programme in 1988. The broad objective of the scheme is the alleviation of the sufferings encountered by commuters. Urban mass transit, however, has been misconstrued to apply to road transport to the utter neglect of rail and ferry services.

Observations, however, show that there is a concentration of efforts on the bus system as the instrument for the implementation of the scheme in most states of the federation. This is the case in Imo State where the study is localised. The state lacks both the rail network and has poorly developed ferry resources. For the purpose of this work, the implementation of the federal urban mass transit programme in the state will comprise both the intra-city and inter-city services.

The advantages that would accrue from an effective implementation of the urban mass transit programme would be enormous. Outside easing mobility problems, an attendant benefit would be the generation of revenue and employment opportunities for the citizens.

1.1 STATEMENT OF PROBLEM/RESEARCH QUESTIONS

In Nigeria and many other developing countries, there has always been a perennial problem of making policies without adequately implementing them. So many policies have been made in the country - housing, economic and educational, but the extent to which these policies have been successfully implemented has become a public issue.

Many transportation policies and programmes have been formulated at the federal, regional and state levels prior to the current urban mass transit scheme. Most of these policies have failed the nation due to inefficient implementation. In short, there has always been a gap between policy formulation and implementation in the country.

Though the scheme has taken off in all the states of the federation, the high number of commuters stranded most of the time at the loading bays of urban transit stations raises the question of effectiveness of the programme.

The researcher was motivated to carry out this because of several personal experiences on attempts to use the services of both the Anambra and Imo States Transport agencies (TRACAS and ITC). First, coming down to Nsukka from Onitsha on a certain day, the researcher spent not less than eight hours with other passengers waiting for TRACAS vehicles that should convey them to their destinations. Second, travelling from Enugu to Nsukka and indeed other towns needs an extraordinary patience and endurance for one to board these mass transit vehicles. Several hours are usually wasted waiting for these vehicles without apologies from anybody for the delay.

Of course, taking ITC vehicles from Enugu to Owerri or vice versa remains more of a dream than a reality. It is pertinent at this juncture to examine the extent to which the programme has been implemented in Imo State by the Imo Transport Company (ITC).

In carrying out the study, many questions arose. Some of which are:

1. To what extent has the urban mass transit scheme been implemented by the Imo Transport Company in the state?
2. To what extent has the I.T.C. reduced transit fare in the state?
3. Do ITC vehicles aid decongestion of traffic flow in the state's urban centres?
4. To what extent has the ITC modernised transit services in the state?
5. What are the problems encountered by the ITC in implementing the federal urban mass transit scheme in the state?

1.2 PURPOSE OF STUDY

The purpose of this study is to find out the extent to which the federal urban mass transit programme has been implemented in the state, the problems encountered and making recommendations that would enhance the effectiveness of the scheme in the place under reference.

1.3 SIGNIFICANCE OF STUDY

Most existent studies on urban transit policy have been concentrated on the developed nations of Europe and North America with little attention on the situation in the developing countries of Africa, Asia and Latin America. Not until recently, studies on urban transportation have been submerged under urban and regional planning.

In the light of this, the study is significant because:

1. It provides information on the implementation of the federal urban mass transit programme in the state.
2. The study is a contribution to scholarly research on urban transport in Nigeria with Imo State as a case study.
3. The recommendations would be useful to the management of I.T.C. and thus enhance the services the agency renders to the public.

1.4 LITERATURE REVIEW

A review of literature related to the subject of investigation provides background knowledge of the subject-matter and enables placement of the study in its relevant context.
The review will be focused on:

(i) Transportation and Public Policy

(ii) Transportation Planning, Implementation and Co-ordination;

(iii) Management Problems of Public Transport Corporations.

The problem of transportation in general and urban transport in particular is such that no government would dare overlook without a public outcry. The gravity of urban mobility problem was noted by the late President Kennedy of the United States of America who said that, "nothing is more dramatically apparent than the inadequacy of transportation in our large urban areas."[6] Though this was some decades ago and reflected the American environment but the problem of inadequacy of our urban transit facilities resembles what pervades most Nigerian urban centres. The aftermath of such inadequacy is a 'tremendous waste of resources: human and physical involved in the inherent inefficiencies of passenger movement by private automobiles in congested metropolitan areas.

(i) Transportation and Public Policy

Public policies cater for diverse needs of the society. This deals with a variety of sectoral issues ranging from defence, housing, health, transport, agriculture and education. Lewis noted that the concept of policy has two distinct meanings in the field of politics and administration.[7]

The first sees 'policy' as ways of doing things or decision rule; while the second regards it as substantive programmes referring specifically to the context of what is being done, and not necessarily to how it is being done. Public policies are thus action and result oriented directing attention to a public problem.

Richard Ross suggested that policy should be seen as "a long series of more or less related activities and their consequences for those concerned rather than as a discrete decision.'[8] It could be seen that though this definition is ambiguous, it nonetheless embodies the useful notion that policy is a course or pattern of activity and not simply a decision to do something.

Transportation policy thus outlines programmes, activities and investment priorities which enhances the realisation of effective transit network for the society. This ensures mobility and bridges gaps in both time and space. Carl Friedrich emphasised the purposive or goal oriented aspect of policy which he saw as:

> ... a proposed course of action of a person, group or government within a given environment providing obstacles and opportunities which the policy was proposed to utilise and overcome in an effort to reach a goal or realise an objective or a purpose.[9]

Policy is thus an attempt to overcome or utilise environmental obstacles and opportunities to achieve a given goal, objective or solve a societal problem.

Urban transport policies in Nigeria have so far suffered neglect and this can be seen to be responsible for the enormous transit problems of the country's major cities. Such policies where existent lacked inadequate implementation, evaluation and feed-back.

Anderson while commenting on the definition and importance of policy on programme execution stated that "the concept of policy implies a purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern."[10] The definition thus differentiates a policy from a decision which is a choice among competing alternatives.

In the formulation and implementation of public policies, the welfare of the citizens comes to the fore. This is the case when one considers the broad goal of the current federal urban mass transit scheme - alleviate the sufferings of commuters.

According to Agedah and Orioke, prior to the current mass transit programme, serious mobility problems ranging from traffic congestion to absence of vehicles manifested in many of our urban centres as well as in inter-city and inter-state transportation. This gloomy and pathetic transport problem

was beautifully captured by a magazine reporter who wrote:

> The scene at the bus-stop was frightening. A commuter bus commonly referred to as molue, had just come to an apparent stop where the expectant crowd had gathered. Suddenly hell was let loose. Everybody, old and young, male and female surged forward, pushing and shoving, all in a bid to secure a place in the bus which was almost full already. Some went in through the windows while those who perched at the door blocked effectively those who wanted to disembark. The conductor was helpless. All his appeals to the passengers to behave themselves fell on deaf ears.
>
> Suddenly, the vehicle jerked forward and in the process, a lady whose legs were not firmly rested on the molue's doorstep lost her grip and fell down. The rear tyre missed her leg by inches. She got up, surveyed her clothings and made for the vehicle again. She could not risk waiting endlessly for another bus which might take hours to arrive ...11

The plight of the hapless lady is that of the average commuter in urban centres in Nigeria. Because of the inadequate means of transportation, one is subjected to a daily hardship of waiting long hours at the bus-stops for the almost elusive commuter vehicle and ends up being frustrated.

According to Anoliefo, "if there is going to be a revolution, war or chaos in this country, it will start from the bus-stop and in the evening in particular."[12] His fear may be far-fetched, but the situation that informed his thinking aloud is a real one. In recent times, all the

nation's transportation modes - Airways, Railways, Road Transport, Waterways, etc. have been overstretched and are greatly experiencing severe bottlenecks either in rolling stocks, number of aircrafts, number of road worthiness of available public and private vehicles as well as shortages of spare parts.

In view of this crisis and the prime importance of the transport sector to the good health of the nation's socio-economic and political life, there is need for such a sector to be guided by dynamic and realistic policies and programmes from time to time.

Prior to 1960, there was the Eastern Nigeria Transport Policy which specified the responsibilities of the Ministry of Transport. This included among other things the development and maintenance of regional roads, ferries and bridges, inland water-ways and regulation of traffic. A good road system was seen as the back-bone of the economic development of the region. Public transport policy was thus development-oriented and focused on the core sectors - road, rail and port development.

The urban transit problem in the post-civil war period was relatively seen as essentially a traffic problem - the

journey-to-work problem, that of the peak-hour/congestion, the problem of accidents, etc. Presently, the problem is more complex. The current urban mass transit scheme which seeks to redress the transport problem is a benevolence of the military government of General I.B. Babangida. Undoubtedly, the nation's transport programmes have always been the federal government's initiative.

Such worthwhile attempts could be seen in the commissioning of the Stanford Research Institute to undertake a study of the operating conditions of the nation's rail, road, river and air transport. The report of the study provided the development options of the transport sector between 1960-1970. Ogwude noted that this study, 'The Economic Co-ordination of Transport Development in Nigeria' is still the most widely quoted single study in the field of transport policy and programme planning in Nigeria today.[13] The reason being that most of the problems discussed in the study are still relevant to our present transport needs. However, the transport policy of Nigeria was first spelt out in 1965 in a Government White Paper. This among other things provided that, "the transport needs of the economy should be met with the minimum of expenditure of economic resources in a way to prevent 'excessive investment' in transport."[14] There was also need to ensure

that transportation services were fast, dependable and up-to-date as well as economical.

Ogwude furthered by stating that it was not very clear what was meant by 'economy in investment' as was contained in the policy. But since the general objective in transport allocations was to provide a transportation service that was optimum, the aim must have been to avoid duplicating facilities. The emphasis was, therefore, on economic efficiency, and the need for a rational and co-ordinated development.

It could, however, be noted that the stress on economic efficiency in investment was based on constraints imposed on the economy at that time by two areas of critical shortages; capital and foreign exchange. But with a change in the economic circumstances of Nigeria, transport became modified, and by 1970, the over-riding policy was the provision of quality services which would ensure increased safety to those who used the transport facilities.

The economic boom of the early seventies had a notable influence on the country's economic future. As a result, the transport sector was no exception. Thus, in the face of the transport crisis encountered by the nation due to the disastrous aftermaths of the civil war, it became necessary for the government to overhaul and re-examine her investment priorities.

The policy as contained in the 1970-74 plan period was to promote co-ordination and rationalization of investment decision in the transport sector. Government sought to resolve the 'wasteful' competition between the rail and road transport in order to make them provide complementary services. Though, attempts were made at rationalization of investment priorities in the transport sector, policy on urban transit was almost lacking, except the 1976 Lagos Metropolitan Area Transport Study. This was designed to harmonize transport policy at the urban level.

It could be seen that national development plans embodied several government policies on transport.
A further attempt at ensuring a good transport network could be seen in the attention given to this sector in the Third National Development Plan (1976-80). It was stated that:

> the transport system has to support the growth and development of agriculture, commerce and industry with efficient movement of people and goods throughout the country. As a matter of public policy, Government supports the continued development of efficient, dynamic and flexible transport services as being vital to economic growth and the general progress of the nation.15

From the above statement, one realises that the basic objective is to develop and assure the continued and

expanding availability of fast economic transport services needed in a growing and changing economy.

The 1981-85 plan reaffirmed the previous plan's objectives and noted that transportation needs derive essentially from activities in other sectors of the economy such as Industry and Commerce, Administration and Security and other activities within the system. Furthermore, it emphasized rationalization and fair competitive services between roads, rails and water modes; consolidation and maintenance of facilities already created in the previous planned periods; achievement of higher level of co-ordination within the transport sector of the economy.

This shows a deviation from the first three plans (1962-68, 1970-74 and 1975-80), which emphasized land transportation by allocating 65.4%, 77.4% and 85.3% respectively, of public expenditure in the transport sector to road and railway development programmes.[16] Thus all the four development plans attached strategic importance to the transport sector and an average of about 20% of all investment funds were allocated to the transport sector. It should be noted that not all was planned for was implemented.

The table below shows shares of allocations to the transport sector for the Four National Development Plans. These formed the foundations of the nation's transport industry.

Table 1.1

Shares of the transport sector in Total Planned Investment - 1962-1985

Plan Period	Transport Sector Allocation ₦m	Percentage of Total Planned Investment
1962-68	309.092	19
1970-74	.559.840	25
1975-80	9,677.541	22
1981-85	10,706.616	15

Source: National Development Plans (1962-85)

It is worthy to note here that following the jump in crude oil prices in 1973/74, a total of ₦2 billion was expected in the second plan period rather than the planned ₦0.47 billion. It therefore follows that the figures in the table merely reflected government's intentions at the planning stage. In addition, the relatively low plan allocation in the fourth plan 1981-85 should not be seen as a reflection of change of priority but was due to a shift of emphasis from the creation of new facilities to consolidation and maintenance of existing ones.

In the process of implementing the various plans; allocations were made to the transport sector in varying proportions.

Table 1.2

Intermodal Share of Transport Sector Investment 1962-85

Sub-Sector	1962-68	1970-74/5	1976-80	1981-85
Roads	58.0	67.0	72.0	60.0
Rail	10.0	9.0	11.0	25.0
Water	25.0	13.0	9.0	9.0
Air	7.0	11.0	8.0	6.0
Total	100.0	100.0	100.0	100.0

Source: National Development Plans (1962-85)

As can be seen from the table above, the lack of rational and comprehensive policies led to disappropriate share of investment resources among the various modes of transportation. The inter-modal share of the allocations shows that the road sub-sector consumed most of the planned and actual investment funds. This tilting allocation to road transport appears to be responsible for the dominance of road transportation over the other modes, hence the misconception of even the current federal urban mass transit programme by many as a mere road and motor-car/bus scheme.

Effective realisation of public policy objectives in transportation requires a reappraisal of the various transit modes

available in the country. Imperatively, since the discriminatory policy of favouring the road sector could not solve the ever-increasing mobility problems of commuters, a balance should therefore be struck with other sectors of public transit as to minimize commuter sufferings especially in the urban centres with higher population concentrations.
It is evident that the present difficulties encountered in urban transit are due to the impact of technological development, and population growth of urban environment caused by attraction of available infrastructural and job facilities. Thus, the rising standards of living and increased mobility needs have introduced new questions of how to service their consequent traffic needs more economically.

Pergum noted that these traffic problems and issues have brought severe repercussions on land utilization and location of activity.[17] However, the question of land utilisation and development of necessary transport network is an issue that has not been adequately catered for in planning our urban cities. Several development plans and other public policies as could be seen from the above sources shows sizeable neglect of urban transit problems. This point was further buttressed by Adeniji who lamented that "the sub-sectors of the country's transport has not been guided by any consistent policy."[18] This neglect and absence of

co-ordination in investment priorities was responsible for the waste of resources in the rail sector which has been saddled with lots of problems. Thus, following the introduction of the Structural Adjustment Programme (SAP), the unintended effect of reduction in the purchasing power of the nation's currency worsened the transport problem. Acquisition of vehicles of all types and the necessary spare parts heightened the transport crisis.

It was in the light of this, that the Federal Government in July, 1986, set up a Committee of Experts on National Transportation Policy. Their job was to propose a comprehensive national transport policy up to the year 2,000. The recommendations of the Committee is the most recent on the nation's transport policy. The policy was comprehensive enough and catered for the sub-sectors of the nation's transport systems.

The main recommendations of the Committee were[19]

a. The co-ordination and harmonisation of all the transport modes in Nigeria.

b. Renaming the Federal Ministry of Transport and Aviation as Federal Ministry of Transportation with responsibilities for all modes of transport.

c. The establishment of a Federal Highway Authority to

co-ordinate the planning, construction and maintenance of all federal highways in the country.

d. The nation's inland water-ways, creeks and coastal waters need to be effectively developed for meeting the nation's needs.

e. There should be a greater use of lagoons to solve transit problems in urban and riverine areas such as Lagos, Warri, Port Harcourt and Calabar.

f. There is need to upgrade some of the private Airlines into Schedule Air-Lines as well as the re-organisation of the Nigerian Airways into two Airlines, one to operate domestic and the other to operate external services.

g. The setting up of a Federal Road Safety Corps to cater for safety, security and sanity on our roads.

h. The setting up of a task force on urban mass transit programme.

The recommendations of the committee on urban transit received a boost when a sum of ₦700m was set aside for the prosecution of the programme in the 1988 fiscal year. This was a positive development since about 80% of the urban population depends on one form of public transport or the other. In both intra-city, inter-city and inter-state road freight, the market is dominated by privater operators.

Due to the unreliability and inadequacy of the services of these private operators, one would not be starkly surprised at the great number of commuters struggling for scarcely enough vehicles for daily life's activities. The attendant result was urban and inter-city transport crisis which undeniably led to the urban mass transit alternative.

Evidently, urban transport thus brings a lot of policy issues to the fore.[20] Some of these are:

i. There is need for preventive, routine maintenance and streamlining of the Federal and State maintenance procedure, especially for inter-state highways.

ii. Co-ordination of inter-state road transport operations and harmonisation of inter-state traffic laws.

iii. Development and operation of dynamic mass transit systems in Nigeria's urban centres on the one hand and between urban and rural areas on the other.

iv. Development of local transport technology and standardization of motor vehicles.

Taken altogether, the first twenty seven (27) years of the nation's development witnessed outstanding policy studies in the transport sector. Such studies included: the Kampsax Consultants' Trunk Road Study (1972), CANAC's report for the Railways (1972), NEDECO'S Port Development Study (1970), NACO'S Report on the Nigeria Airways (1972).

Other studies were the 1986 National Transportation Policy Study and the Lagos Metropolitan Area Study (1976). Enormous resources - material and human - were undeniably expended in these studies. Unfortunately, many of the recommendations of these studies were not adequately implemented mainly because according to Ogwude, the authorities concerned did not have the competence to appraise many technical reports of the studies.[21] In some cases, the appraisal of the reports and implementation of the recommendations embodied in them were unduly delayed that the reports themselves became outdated. This however to an extent borders on transportation planning, co-ordination and administration.

II: Transportation Planning, Implementation and Co-ordination

Nigeria is endowed with abundant human and material resources. There is in fact no shortage of ideas in the country; but what appears to be lacking is the political will and appropriate institutional framework to translate such ideas into action.

Adamolekun and Ogwude are of the opinion that the most critical issues in the transport sector between 1962 till the later 1980's have been the problems of poor co-ordination of investment programmes maintenance, management and

institutional problems and the issue of finding appropriate pricing policies for our public corporations. The successful implementation of any programme, however, depends on the availability of good planning strategies.

In most third world countries, transport planning has so far been seen as part of the entire national development plans. Such plans involve government intervention in the socio-economic development process of a given society. According to Waterson as quoted by Abdulsalami, a country was considered to be engaged in development planning if its government made 'deliberate and continuing efforts or attempts to accelerate the rate of economic and social progress and to alter institutional framework or arrangements which were considered to block the attainment of this goal.'[22]

Koontz et. al. similarly sees planning as 'deciding in advance what to do, ho, when and who is to do it.'[23] Thus planning bridges the gap from where we are to where we want to go. It makes it possible for things to occur which would not otherwise happen. Planning thus requires the conscious determination of courses of action and the basing of decisions on purpose, knowledge and estimates.

The determination of different transit modes in the country has so far been the exclusive preserve of the federal government. The outlined plan is given to the state and local governments as the case may be for implementation. One would thus not be surprised that the current urban mass transit programme is a benevolence of the federal government. It is hoped that whatever strategies adopted for implementing the scheme would enhance the realisation of the objectives - alleviating commuters transit problems.

Different transport planning techniques have been evolved especially in the advanced countries of Europe and North America. Whichever technique is utilised, transport planning in a given context must entail specific recommendation for action leading to attainment of some objectives through co-ordinated development of transportation facilities and services. The Institute of Traffic Engineers suggested that such planning exercise must be based on measurement and closely integrated with land use and environmental considerations.

Onakomaiya and Ekanem felt that some of the specific quantitatively-based planning models and studies would involve trip generation, trip distribution, traffic assignment and modal split, all of which may necessitate extensive use of

computers as may be dictated by the amount of data and the degree of complication of the models.[24] Nigeria is yet to adequately utilise these planning techniques and models in her transport programmes or evolve a standard system of transport planning whether in the urban, rural, state or regional settings on computerised and scientifically analytical designs.

Also contributing to 'Urbanisation Processes and Problems in Nigeria', Onakomaiya opined that "one primary goal of transportation planning is the minimization of total systems costs."[25] To achieve this, there is need for transport planners to encourage an increased utilisation of local materials, ensure a reduction in time costs and energy, organise transport systems that promote the standards of safety and convenience of the users of the various modes and liaison with town planners in order to achieve a sound and efficient land use.

Transportation co-ordination has so far been faced with several set-backs. The absence of reliable statistics creates problem during implementation. The government could hardly succeed in implementing transport policies whether for the urban or rural areas without the co-operation of the entire citizens. This would also require noting the comparative cost

of such programmes. It is evident that for a particular transport demand, there is a mode which is superior to all others on the basis of cost considerations and quality of service. This means that alternative forms of transport have their advantages in serving or meeting other societal requirements. Thus, for our transportation system to be balanced and be in a position to provide envisaged supplementary service, each mode would have to be employed in those service areas in which it has the greatest economic advantage.

Economic co-ordination of transport is based firstly, on determining relative costs of alternative forms of transport. To compare costs would, however, require an enormous amount of research effort and data. For example, in determining the full cost of transport per se, the public costs of roads construction and maintenance has to be calculated and then added to the lorry owner's costs. Here much more than three cost items need to be estimated in that single calculation. This appears to be extremely difficult. However, adequate information is needed by government for enough financial provisions to be made for such a sector.

This may be responsible for the concentration of

investments in the urban centres to the detriment of the rural areas which equally has a sizeable proportion of the nation's population. Another reason may be due to the absence of a clear-cut policy on urban-rural allocation of transport resources. The nation has unabatedly witnessed over-concentration of all other investments in the urban centres even in intra-city and inter-city linkages; this will further worsen the increasing inequality between the rural and urban sectors of the economy.

Ekanem and Asuquo stressed the need for a more sophisticated and scientific approach to national planning in general and transport planning in particular. To them, systems analysis and modelling techniques which involves computerization should be utilised. The essential elements of systems analysis as enumerated by Cantese and Steiss as quoted by Ekanem includes:[26]

i. a systematic examination and comparison of alternative courses of action which might be taken to achieve specified objectives.

ii. critical examination of cost (in the sense of economic resource cost) and the utility (benefits or gains) pertaining to each of the alternatives being compared to

attain the stipulated objectives.

iii. an extended time context of analysis - often five, ten or more years.

iv. an environment with considerable uncertainty,

v. numerous interactions among the key variables in the problems;

vi. quantitative methods of analysis most frequently applied, but often supplemented by quantitative analysis, and

vii. the focus of systems analysis, most often, is applicable to research and development and/or investment type decision problems.

As against the systems analysis style, Adeniji suggested a mere systems approach in developing a methodology for national transportation planning. This approach can be best characterised by a break-down of the methodology into three major phases.[27] The first phase deals with the definition of the planning problems, diagnosis of the existing transportation system and the anticipated transportation problems and issues. It also includes an identification of goals and policies of the government with regard to transportation development and related social and economic planning.

The next phase deals with the generation and analysis of alternatives for dealing with the transportation planning problems. Herein lies most of the quantitative activities

of the transportation planning effort; demand and supply analysis, identification of deficiencies and an estimation of projected costs and benefits of the various strategies.

The third deals with the evaluation of plan alternatives and the analyses of the impact of alternative decision-making strategies in transportation planning. This phase represents a synthesis of the results of the first two.

Differing from the views advanced by Ekanem and Asuquo, Adeniji drew attention to the importance of non-quantitative activities in a transportation planning effort.[28] The attainment of a balance between quantitative and qualitative models and issues in developing a transportation plan is therefore necessary. Large-scale quantitative models, often requiring considerable commitments to computer applications are not the most effective means for arriving at a plan. This does not, however, imply that qualitative analyses are precluded, but reflects the view that planning is a political activity in which quantitative inputs play a supporting role.

Public transport planning is general and urban mobility needs should involve the use of both strategies. Representative planning involving both the government and the citizens is necessary right from the proposal to the implementation and evaluation stages. Thus, the federal urban mass transit scheme should utilize necessary aspects of the above models.

The under utilization of several transport modes especially rail and water due to poor planning contributed immensely to the transit problems of the country since the road mode alone was not enough for the ever increasing travel needs of the society. The proper planning of urban transit modes, adequate and standard construction and maintenance of facilities are important. Over-flooding the whole place with buses and transport agencies is merely a tip of the iceberg. This would rather compound the problem of traffic flow in our urban centres.

III. Management Problems in Public Transport Corporations

Closely related to the issue of adequate planning, implementation and co-ordination in public transportation in Nigeria is the problem of management of these agencies. Following the establishment of the mass transit scheme nation wide, public transport corporations have been established in all the state capitals and Abuja to facilitate implementation of the urban and inter-city transport programme.

The beginning of the early 1970's saw the establishment of state transport companies. Unfortunately, almost all the state-owned agencies withered away with the passage of

time. This was blamed mainly on the management acumen of such organisations among other factors.

Omotunde et. al. stated that Armels Transport was the first inter-city transport corporation in the early 1950's with its head office in Benin.[29] Due to its success story, the former P & T (Posts & Telegraph) employed their service as its courier for mail distribution in the Southern part of the country. At the end of the civil war in 1970, Bendel Lines emerged as the first government owned transport agency after Armels had sold out its shares to the Ogbemudia government. Other states followed with their own intra-city and inter-city services - Oriental Lines by the then East Central State, Benue-Plateau Lines, Rivers Lines, etc. These agencies could not, however, stand the test of time and gave way to private vehicle operators who have dominated the service till recent times.

According to Ubajaka Daniel, Managing Director of Izu Chukwu Transport Company, the failure of these corporations was due to poor and inadequate management. Yahaya Kwande, Chief Executive of Quarless Transport Firm, Jos buttressed Ubajaka's notion when he stated that the failure of government to run such public corporations was due to the attitude of civil servants towards government property. Their

being guaranteed of their salaries at the end of the month led to high level of apathy and lack of commitment to duty. Coupled with lack of commitment was excessive bureaucratic red tapism which killed virtually all the state-owned transport corporations in the 70's. In the opinion of Ben Ikeakor, bureaucracy is not psychologically equipped for mass transportation.[30]

The volume of past consultant reports[31] on both the Nigerian Railway Corporation and the Airways showed the extent of the seriousness of the corporations' management problems. Most of the problems were due to over-staffing, inadequate management, unwillingness of workers to exhibit high levels of efficiency, and lack of effective control and supervision by management staff who were apathetic to the efficient operations of the corporations.[32, 33.]

In the case of the current urban mass transit programme, some private transport operators feel most of these new corporations have a maximum of between two to five years for them to collapse like a pack of cards. Time, however, will prove or disprove this assertion. Kwande noted that the North-East Lines, Kwara Lines, Plateau Bus Service, etc. died sudden deaths because of poor management and organisation of resources.

The story of the defunct Oriental Lines operated by the then East Central State is similar. Established in 1972, with a fleet of 20 buses, had both a board of directors and management board. The salaries of the management board alone was more than the total revenue of the company. Thus, it was unable to survive.

Another aspect of the management problem concerns the quality of the people who execute the schemes. Most public corporations have few competent middle level management personnel to whom work could be delegated. This usually creates the problem of over burdening the few key officers with the daily routines of taking decisions and planning. Shortage of highly skilled and competent indigenous personnel can drastically shorten the life span of any corporation. This is because they have the responsibility of transferring the lofty objectives and top management decisions into realistic programmes.

In a similar vein, Ogwude opined that between 1961-81, several reports and recommendations were made on the development of public corporations in the country.[34] The extent to which the recommendations of the reports could be translated into policy would depend on how well the management could appraise such reports. Often, it is not

easy to grasp the essential details of many technical reports. This may result to their being discarded or appraised very late.

Attempts were also made between 1979-82 to upgrade the quality of management of both the Airways and Railways by inviting experts from Holland and India respectively. These experts merely revitalized the services of the corporations but did not groom any Nigerian or indigenous manager to replace them. For example, in November 1981, the Nigerian Union of Railwaymen (NUR), said bluntly and openly that "between now and the middle of 1982, there will be no Nigerians with requisite qualifications, experience and the right attitude to work to man the posts of Director General, Directors, etc. in the corporation.[35]

This opinion is an important reminder that even in the face of passage of years, these management problems are still here with us, hence the need to infuse indigenous experts in both the technical and operational aspects of our public transport agencies. Such local managers will, however, need to reassert their capability to manage both men and materials in our public corporations to make them work in order to justify their pay, and above all restore the confidence lost in their managerial ability.

Thus, from the literature so far reviewed, it could be

seen that transport planning, whether urban or regional, implementation and co-ordination has so far been entrenched in various national development plans and have been beset with several problems. Unfortunately, urban and inter-city linkages have so far been the private operators affair and as a result has remained critical. Public policy on transport and several other sectors of the economy have suffered neglects and ran into difficulties during implementation. Coupled with this, is the problem of management which many feels has been responsible for the failure of government-owned corporations even where huge amounts of capital are provided for such agencies.

It is pertinent therefore that present government transport corporations learn from such past mistakes, engage the services of qualified, competent and highly motivated personnel to enhance the success of the federal urban mass transit programme.

1.5 THEORETICAL FRAMEWORK

In research studies, conceptual frameworks and theories serve useful purposes. They are means of communication, generalization and direct researches in the attainment of valid or worthwhile results. For the purpose of this study, the SYSTEMS THEORY will be used as the theoretical framework.

The theory sees organizations to be made up of several components which are in continuous interaction with the environment. Griffin defines a system as an inter-related set of elements functioning as a whole.[36] To Fitz Gerald, a system is a network of inter-related procedures that are joined together to perform an activity or to accomplish a specific objective.[37]

Another scholarly definition as given by Luchsinger and Dock described a system as a collection of inter-related parts which is unified by design to obtain one or more objectives.[38]

The above definitions of a system are all related to the other and notes the importance of unity for goal attainment. Though, the origin of the systems theory derives from the biological and engineering sciences, reasonable attention has been paid to this theory equally by the social sciences.

Variants of this theory include the political system theory and the systems analysis. David Easton saw the political systems as composed of those identifiable and inter-related institutions and activities in a society that make authoritative decisions (or allocations of values) which are binding on society.[39]

The relationships existing in society which itself comprises several independent components gives explanation for

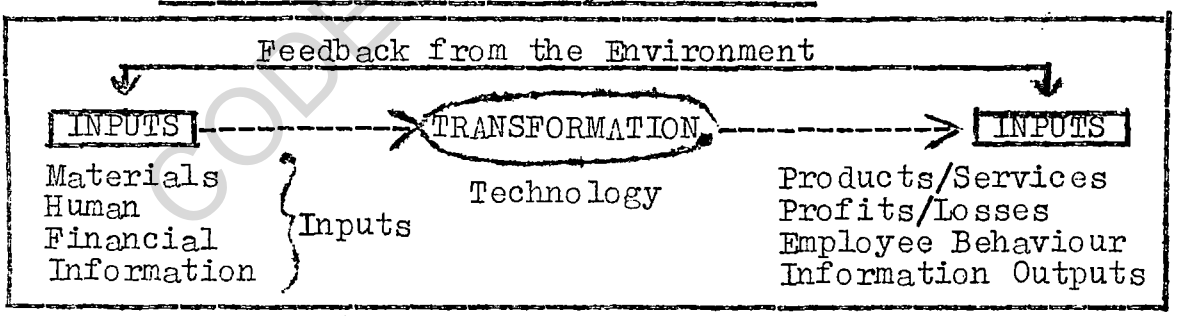
the use of the systems theory in the study of organizations, economic and social phenomena. From the view point of the systems theorists, an organization consists of four basic elements. First, inputs enter the system from the environment. Materials, human, financial and information inputs are the most important for any organization.

Next, through technological and managerial processes, the inputs undergo a transformation. Outputs are then produced in the form of products or services, profits or losses, employee behaviours and information.

Finally, the environment reacts to these outputs and provides feedback to the system. The systems theory as it affects organizations can be illustrated from the diagram below.

Fig. 1

Demonstration of the Systems Model



SOURCE: Griffin, R.W. Task Design - An Integrative Approach (p. 100).

From the above sketch, one notes a relationship with the urban mass transit programme being executed by the Imo Transport Company as existing within a given environment. The company is a classical example of an organization and thus merits a study from the systems perspective. As an organization, it has economic, political and social environments, aims and interests in the process of serving the needs of the society.

In implementing the scheme, material, human, financial and inputs from the environment are utilized. Employees are recruited, money provided for the purchase of essential infrastructure needed for the programme.
Market researches (information inputs) on route viability is necessary before buses are put into the various routes. This is necessary for effective implementation and realization of the objectives of the scheme.

These inputs will be used during the execution (transformation) process. Buses serve as the technological tool. They then yield the attendant outputs - transit services, employee behaviours, financial turnover and complaints (information outputs) rendered by the public on the services of the company and reaction of the establishment on such issues. Based on efficiency of transit services rendered

to the public, the company will be in a position to receive feedback from the environment. This enables the agency to make adjustments where necessary and improve on their services.

The systems theory as the conceptual framework for this study enables one to appraise the inter-relationship between organizational input and output. For instance, the nature of personnel recruited (input) from the environment to a large extent determines the attainment of the organizational goals (outputs). This theory is therefore important for the management of the company in ensuring the survival of the organization (ITC) and thus enhance the effective implementation of the programme in the area.

1.6 HYPOTHESES

The following statements served as the hypotheses for this study.

i. The urban mass transit programme has not been implemented to a high extent in the state.

ii. The urban mass transit scheme has not reduced transit fare in the state.

iii. ITC vehicles have not reduced traffic congestion in the state.

iv. The introduction of the federal urban mass transit programme has not modernised transit services in Imo State.

v. The management of the Imo Transport Company will not encounter problems in implementing the programme in the state.

1.7 METHODOLOGY

Two major sources were used in collecting relevant data/ information for this study. They were:

PRIMARY SOURCE

(a) Questionnaire

The researcher distributed a total of 180 questionnaire to a cross-section of commuters seen at the various loading depots of the company located in the three major urban centres of the state. The distribution was as follows: Owerri - 60; Orlu - 60 and Okigwe - 60.

Purposive sampling technique was used in the sampling of commuters' opinions on the urban mass transit programme. The return of questionnaire were: Owerri - 53; Orlu - 48 and Okigwe - 49. This shows a high percentage of return.

Questionnaire were also given to all the ten management staff at the company's head office in Owerri to ascertain the extent of implementation of the scheme and problems

encountered in the process. A 100% return was recorded probably because of the small number of management staff and acquaintance with the researcher during the period.

(b) Participant Observation

The researcher had first-hand experience on the operations of the agency. As part of the requirements for the Master of Public Administration degree, the researcher did a two-month industrial attachment at the Imo Transport Company. This greatly enhanced visits to the three urban centres for data collection and field observations.

Also during the period, the researcher was posted to the Traffic and Monitoring Unit. This further exposed him to several issues and problems of the company in the provision of transit services.

SECONDARY SOURCES

(a) Library Research

Useful information and materials were got from the review of existing literature: theses works, newspapers, magazines, seminars, conference papers and Government documents in the libraries of the University of Nigeria, Nsukka; Federal University of Technology, Owerri and the Federal Information Centre, Owerri.

In analysing the data generated, percentages were used to analyse the five research questions used in the study. Before using the percentages, efforts were made to tally the responses and then present them in tables. A decision was reached that any score not up to 50% was rejected as not being appropriate in solving problems or finding out the extent of implementation of the scheme in the state.

In the same vein, scores up to 50% and above were considered appropriate.

To test the hypotheses used for the study, percentages were also used which were derived from the research questions. Percentages were used to test all the hypotheses. In the process, some of the state hypotheses were accepted while some were rejected depending on how high or low the calculated percentages were.

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CHAPTER TWO

HISTORICAL DEVELOPMENT OF MODERN TRANSPORTATION IN NIGERIA

2.I Evolution of Transportation Systems in Nigeria.

Transport which has been defined as the movement of goods and people from one place to another through a specified mode is as old as man.

It's facilitation of interaction between people of different geographical and economic regions is enormous. Transport improvements to some is indispensable for an acceleration of the development process while others see it as a result of, rather than as a cause of economic development. One of the proponents of this view was that archtype of colonial administrators, Lord Lugard, who in 1922 stated that material development of Africa may be summed up in the one word - transport.[1] This was supported by a 1967 United Nations' study which described transport as "the formative power of economic growth."

The development of Nigeria's transportation system can be divided into two major phases: pre-independence and post-independence. Adeniyi gave a further sub-division of pre-colonial and post-colonial periods.[2] Pre-colonial transportation systems were purely rudimentary: just enough to support the subsistence economy. Human porters and beasts of burden

as well as paddled canoes were used in view of the relatively limited level of economic activities. In the Northern part of the country, the Trans-Saharan trade routes, however, provided an exception as donkeys and camels were used for inter-regional trade along the routes.

However, the beginning of modern mechanised means of transport can be traded to the colonial era following the opening of the railway line from Lagos to Ibadan in 1907.[3] The building of the first set of railways network and consequent feeder roads were meant to facilitate the exploitation of the agricultural and mineral rescurces of the country for export to metropolitan Europe. In addition, they were meant for the maintenance of law and order in a way to facilitate the imperial administrative hegemony over Nigeria. It is evident that the objective of the policy during this period was to open up the country for the exploitation of agricultural and mineral resources as well as secure markets for the industrial products of Europe.

During the post-independence period, successive governments in Nigeria noted transport as a catalyst for the improvement of economic, social and political development

of the country. The 'dendritic pattern' of transportation which connected the urban coastal centres to the hinterlands, inherited from the colonial era was seen as unsatisfactory and efforts were made to redress the system. The government embarked on programmes of road construction as a matter of priority, and infrastructure for other sectors of transportation such as seaports, airports, etc. received attention with a view to modernising them. It could thus be claimed that the foundation for the development of modern transportation facilities was laid during the 1962-68 plan period. Unfortunately, investments in the transport sector were not guided by an coherent or systematic policy and hence a lopsided allocation of resources took place.

As a result, the 3rd National Development Plan 1976-80, devoted greater attention to this. It was envisaged that:

> the transport sector has to support the growth and development of agriculture, commerce and industry with efficient movement of people and goods through the country. As a matter of public policy, government supports the continued development of efficient, dynamic and flexible transport services as being vital to economic growth, expanding productivity and the general progress of the nation.4

To reaffirm these objectives, the Fourth Development Plan (1981-85) noted that "transportation needs derive essentially from activities in other sectors of the economy such as Industry and Commerce, Agriculture, Administration and Security, etc."

There was need for rationalization and fair competitive services between road, rail, air and water transport servicers, consolidation and maintenance of facilities already created in the previous planned periods.

All the four plans attached strategic importance to the transport sector with an average of about 20% of all investment funds allocated to the sector. Following the jump in crude oil prices in 1973/74, Ogwude noted that a total of ₦2 billion was expended in the second plan period as against ₦0.47 billion. Allocations were made for the transport sub-sectors during the plan period.

The table below shows the share of such inter-modal allocations.

Table 2.1

Inter-modal Share of Transport Sector Investment 1962-85

Sub-Sector	1962-68	1970-74/75	1976-80	1981-85
Roads	58.0	67.0	72.0	60.0
Rail	10.0	9.0	11.0	25.0
Water	25.0	13.0	9.0	9.0
Air	7.0	11.0	8.0	6.0
Total	100.0	100.0	100.0	100.0

SOURCE: National Development Plans (1962-1985)

The above table shows a glaring case of disproprtionate share of investment resources among the various modes of transportation. This may be due to lack of rational and comprehensive policies and the circumstances of the periods under reference. The inter-modal share of allocations reveals that the road sub-sector was favoured and consumed a sizeable proportion of the planned and actual investment funds.

2.2 Types of Modern Transport Systems in Nigeria

Several transport systems have been identified in Nigeria. The major systems are rail, road, sea/river, air and pipeline. Out of the above mentioned types, three main possible mass transportation modes available to the average citizen in the country are roads, rail and water. A deliberate omission is made of the air mode because it does not actually serve the average citizens.

Rail Transport

The main-line railway system started in a narrow 1.067 metres guage in 1898 from Lagos northwards to Abeokuta reaching Ibadan in 1901.[5] The 1067 mm guage railway reached Jebba in 1909, and about the same time, work on the Kano to Baro line commenced and was completed in 1911. By 1915, Lagos to Jebba line was linked at Minna with the Kano to Baro line. The

Bauchi Light Railway of 763 mm guage was constructed from Zaria to Bukuru. Later in 1957, the line was closed for a combination of economic and operational factors.

In the Eastern part of Nigeria, construction started from Port Harcourt and reached Enugu in 1916, extending to Makurdi in 1924. About the same time construction started from Kaduna junction to join that from Kakurdi at Kafanchan in 1927. Later that year, Jos was linked. Bauchi lines were laid to Kaura Namoda, Nguru and Idogo. The Bornu extension from Kuru on the Kafanchan to Jos line was started in 1958 and it reached Bauchi in 1961, Gombe in 1963, and Maiduguri in 1964. The existing network with a total of 268 stations has 3505 route kilometres, 4430 track kilometres and spans fifteen of the former nineteen states' structure in the federation.[6,7,8].

The railway is the oldest mode of modern transport in Nigeria being managed by the Nigerian Railway Corporation (NRC) which was established by the Railway Act of 1955. The purpose of the system was partly administrative providing a link between the north and south, and partly economic, to facilitate the evacuation of mineral resources and agricultural products from the northern producing areas to the seaports in the south for onward shipment to oversea markets in Europe. On the social aspect, the movement of passengers was an inevitable by-product of the political and economic considerations behind the construction of the railways.

Prior to 1964, the railway was the most important mode of transportation. It has since remained backward and neglected till the late eighties. Jakpa stated that the line has not been rehabilitated so that the dangerous curves (about 20 to 30% of the network) and sharp gradients (about 30%) are yet to be straightened, while communication system remains moribund. Apparently, some improvements have been made in the recent past at revitalising the rail network in the country.

Consequent on the neglect of the railways, the operational level and efficiency of the Nigerian Railway Corporation has declined. For instance, taking the operational statistics of the organization between 1983-1986, one notices a stark decline in both operations and efficiency.

Table 2.2

Railway Operations 1983-86

Category	1983 1	1984 2	1985 3	%age (1&2) 4	Change (b/w 2&/) 5	1986 Provi-sional
Passengers carried ('000)	13,012	15,552	11,709	+19.5	-24.5	9.860
Passenger Revenue (₦'000	31,333	33,938	37,527	+8.3	+10.6	33,540
Passen-gers/km	n.a	n.a	n.a.	n.a	n.a	n.a
Freight tonnes ('000)	1,619	1,511	1,237	-6.7	-18.5	1,190
Freight Revenue (₦'000)	36,636	35,335	35,628	-9.0	+6.9	23,590

SOURCE: Central Bank of Nigeria (Annual Reports, 1985). For 1986 provisional figures, ministers 1987 National Press Briefing.

The freight traffic of the corporation which reached a peak of 2.8 million tons in 1961/62 declined to 1.4 million tons in 1970/71. In the same vein, passengers traffic declined from 12 million to 4 million within the period under reference.[9] The operational statistics for 1983-86 as shown in the table above, indicates that the operations have been characterised by decline.

Its operational performance and loss of market share has since fallen from 90% in the pre-independence period to about 10% in the 1970's and the 80's. This ugly situation saw minimal improvements in the beginnings of the 1990's.

As a result, there is need for infrastructural modernisation of the railways, improvements in management performance and specification of performance targets; minimization of excessive ministerial control granting of commensurate autonomy, complete commercialisation and privatisation and need for patronage by governments and their various agencies.

Road Transport

The development of this mode started with the construction of the first trunk road in 1905 from the railhead at Ibadan northwards to Oyo.[10] From this date, the road network expanded rapidly. So far major road expansion programmes had taken place such that numerous trunk roads have spanned the whole country. Adefolalu stated that road transport has the widest geographical coverage of the country and is the mode that lends itself most easily to expansion in reaching every settled part and used by the vast majority of the population.[11]

All the earlier attempts at drafting and implementing national development plans emphasized the importance of road transport. A near average of 70% of total investment in the transport sector has gone into road development. The result is great increase in road capacity even though road transport was first developed as feeder to the railway, it has since overtaken the later in importance, usage and maintenance.

According to several compilations contained in the Nigerian Year Book 1986, total road length increased in quality and quantity from 4,400 km in 1951, to 72,000 km in 1957, to 113,00 in 1963 to 129,000 in 1986.

The major component of road network consists of the four south to north arterial highways from the ports of Lagos, Port Harcourt, Warri, Calabar respectively. There exists about 14 East to West links and 18 shorter links that connects the main North-South and East-West trunk roads. In addition, about 2,000 km of dual carriage and express-ways have been provided to offer alternative faster road links between some of the major cities. More are still being constructed. These improvements in the quality and quantity of roads have been so phenomenal that the World Bank stated in its 1981 Highway Sector study of Nigeria that

"from the point of view of road development, Nigeria could no longer be regarded as a developing country."

The construction, maintenance and administrative responsibility of the roads are shared among the federal, state and local governments. The table below shows the distribution of the three tier system of roads.

Table 2.3

Inter-governmental Distribution of Roads in Nigeria

Item No.	Classification	Total Length (Km)	Paved (Km)	Unpaved (km)
1	Federal Roads	29,000	20,656	8,344
a	Trunk A	12;000	10;823	1;477
b	Trunk B	17,000	9,833	6,867
2	State Roads	35,000	15,000	20,000
3	Local Govts Roads	65,000	6,500"	58,000"
	Total	158,000	62,812	94,688

"Estimate

SOURCE: Federal Ministry of Works & Housing, Lagos.

Following the changes in government at the federal, state and local glevels, and the consequent creation of para-ministerial agencies like the Directorate of Foods, Roads and Rural Infrastructure, DFRRI. there has been a steady increase in the construction of unpaved rural roads.

Sea/River Transport

Water transport has been seen as very useful and the cheapest mode for hauling bulk commodities such as fuel, non-perishable agricultural goods and commodities.
The country is, however, blessed with good coastal environments: lagoons and rivers. The coasts bordering Lagos, Port Harcourt, Sapele, Warri, Calabar, etc. if well utilised could provide the essential transit requirements of indigenes of such locations. Similarly, inland waterways if fully developed can also provide wide variety of supplementary services.

The seaports of Lagos and Port Harcourt witnessed significant improvements and modernisation in the last fifteen years following the congestion problems of the 1970's and need for increased capacity of commercial activities. The oil boom of the early 1970's culminated in excessive imports of a wide range of consumer goods and other commodities. The continuous congestion of Nigeria's seaports thus awoke interests in port management. Consequently, it has been realised that port capacity is a function of the available facilities and the level of efficiency of their operations, especially the rate of cargo handling.

The Nigerian Port's Authority is the autonomous public corporation charged with the responsibility of construction, management, operation and maintenance of the country's seaports. Following the strategic importance of Lagos as both administrative and commercial capital, there has been a tendency for traffic to concentrate in the Lagos port complex. At the beginning of the 1976 plan period, Lagos Port alone handled 75% of all cargo tonnages passing through Nigeria's seaports while all the others put together handled just 25%. The tendency still continues though the proportion has somehow reduced (Lagos: Apapa - 51.90%, Tin Can 15.76% and others 31.34%). So far, the Calabar port is the most underutilised.[12]

The Nigerian National Shipping Line (NNSL) was established in 1961 as the nation's shipping outfit. It has, however, grown speedily and by 1988 had a total fleet of 16 16 ships.[13] It has unfortunately suffered from incessant ministerial control and lack of government patronage and consequently carries less than 10% of the nation's sea traffic (as against 40% usually expected to be allocated national shipping line).

Water transport has the disadvantage of fixed routes made worse by the fact that this route is far less direct

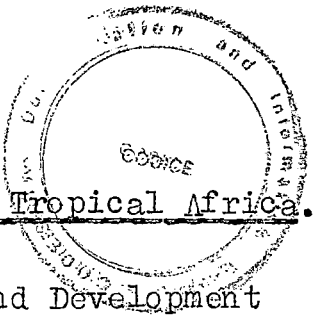
between origin and destination than that of railway or road and thus requires transhipment in order to serve points that are far off the waterway. Nigeria has a vast potential of inland waterway transport, although the Niger-Benue River constitutes the main segment. Others include the numerous rivers, creeks and lagoons. One basic problem of inland waterways transport is the fact that the length of navigation and capacity along the channel vary greatly along the course. Needed improvements consists of protecting the waterway from silting through dredging and proper marking for safe navigation.

However, despite its comparative low development, operational costs and its vast potential, inland water transport is grossly underdeveloped and under-utilised.

The above literature thus establishes the fact that the various means of transport singly and jointly have significant roles to play in the overall development of the country. As a result, there is need forreassessment of investment priorities in modern mass transit facilities. The needs of economic growth should be considered along with the social,

cultural and political requirements. The needs for mobility is strong in resource utilization and use as well as in the mobility requirements of certain organs of the state and of the entire population for various reasons.

The above mentioned types of modern mass transport systems which are retrogressive and unable to measure up to the demands and challenges of a fast changing society like ours. What is needed is the full development, co-ordination and utilisation of the above systems in the light of increasing demands of their services in the society as a whole. This suggestion is based on the contention that the above systems have complementary roles to play in the enhancement of the different facets of the economy and general upliftment of our society.



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CHAPTER THREE

THE FEDERAL URBAN MASS TRANSIT PROGRAMME

The principal motive of mass transit is the movement or passage of any passengers at a time from one place to the other. For the purpose of this study, urban mass transit system is viewed as any transportation system which conveys large number of passengers (upwards of 40 passengers) at a time and for which operations are regulated by time schedules, fixed routes and stops.[1] From this classification, urban mass transit modes therefore includes road transit, the commuter rail system and riverine waterways of passenger ferries.

The current urban mass transit scheme emphasizes the bus mode and utilisation of the road system as against the other systems. This bias for the bus mode may not be unconnected with the relatively easy procuring of equipment, operation and maintenance. It's capital cost is lowest and it needs less investments in its infrastructural facilities than the other systems, and can be implemented within a short period of time.

It appears that given these attributes, one can say that if the bus mode cannot be implemented and operated successfully and efficiently, it will be open to question whether

one can implement and operate any of the other systems successfuly given their greater capital outlay, costs and complexities - operational and technological. An organised urban mass transit bus system has great advantages in urban passenger transportation. They carry more people at a time than cars, tend to operate on more definite schedules and have designated stops for the picking up and discharging of passengers.

The bus system had an upper hand in the allocation of resources for the mass transit scheme both at the federal and state levels. By 1989, the federal government delivered a total of 1,620 buses to all the old 21 states and the Federal Capital Territory, Abuja for them to attempt commuting of passengers and minimise the man-hours lost in struggling and waiting for vehicles mostly owned by private operators. A break-down of the number shows that the total purchases and allocations to the states of Lagos, Kano, Borno and Kaduna had the highest number of 196, 80, 80 and 97 respectively. This motivation enhanced the recent increased attention being paid to the problem of mass lifting of our urban commuters.

The following table illustrates the comparable allocation of mass transit vehicles to the states and Abuja since 1987.

Table 3.1

Allocation of Mass Transit Vehicles

States	Old Allocation	Allocation Oct. 1988	Allocation Dec. 1989	Total Allocation
Akwa Ibom	23	25	15	63
Anambra	27	25	22	74
Bauchi	25	22	20	67
Bendel	23	20	15	58
Benue	24	25	21	70
Borno	30	25	25	80
Cross River	20	20	15	55
Gongola	23	20	15	58
Imo	28	25	20	73
Kaduna	35	32	30	97
Kano	37	33	10	80
Katsina	20	17	18	55
Kwara	20	25	15	60
Lagos	88	60	48	196
Niger	25	18	13	56
Ogun	28	24	22	74
Ondo	32	24	19	75
Oyo	23	29	10	62
Plateau	25	25	25	75
Rivers	22	18	25	65
Sokoto	24	13	15	52
Abuja	20	19	24	64
Total	622	556	442	1,620

SOURCE: FUMTP Monograph, No. 1. Briefs and Guides, 1989.

Nigeria is currently experiencing rapid urbanization and the trend will be difficult to reverse as more wealth gets into the hands of many citizens. An inherent after-math of this trend is sharp increase in urban population. This has adverse and tremendous effects on urban mobility.[2] It therefore

follows that the provision of access and mobility services are imperative for the efficient functioning of urban life. For most urban centres in developing countries, it is becoming increaseingly difficult for the existing transportation infrastructure and services to cope with the growing transit demands. The available services are mainly provided by private operators who lack adequate regulated services to stand the challenges of a steady changing and growing environment.

The level of car ownership in Nigeria - one car to about 400 persons,[3] is seen to be comparatively lower than that of most developed countries. There has, however, been a steady increase in the number of car ownership over the last ten years.

In utilising the rail mode at urban mass transit, Kaduna, Ibadan, Kano, Enugu, etc. lack adequate commuter services. Presently, an inter-state commuter services are being run between Enugu and Port Harcourt traversing Aba urban while intra-city service is yet to take off.[4]

Although, the different Federal Governments of Nigeria have been active on public transportation planning, development and implementation since 1960, the policy governing the

allocation of aid for urban mass transit reflects little or no understanding of the need for the continuous existence of a co-ordinated urban mass transit service for the various urban centres across the country.

3.1 Earlier Attempts at Urban Mass Transit

Between the early 1970's and late 80's, a few urban centres in the country such as Lagos, Kaduna, Port Harcourt and later Benin City possessed municipalized public transportation systems. In most cases, however, the municipal buses were so few that they became only symbolic. Other attempts at municipalizing bus services took place in other cities: Aba, Calabar, Enugu, Ibadan and Yola.[5,6,7.]

Public transport users have regarded it as a last resort for mobility in urban areas, but the sudden oil wealth in the country; 1970-78 caused a total neglect of municipal public transport. For example, in Lagos, the number of mass transit demands was 1,750,000 and 2,182,950 for total persons per peak period/day for 1977 and 1981 respectively.[8] Presently, the number is far in excess of the above figures considering the steady increase in the population of Lagos and all other urban centres in the country. The emphasis on road enhanced increase in automobile ownership in urban centres like Lagos, Kano, Kaduna and Jos to mention but a few. This

increased to about 600% between 1970 and 1980, with about 85% of employed persons living in metropolitan centres going to work by private public vehicles, while 10% went to work by privately owned automobiles.[9] The remaining 5% used some other methods of travel.

Attempts at municipalization of urban bus services started as far back as the early 1950's.[10] Many of the municipal bus establishments are owned by state governments. This is in charge contrast to the practice in most developed countries where such establishments are owned by local governments, partly because this tier for government passes the legal, financial and the technical personnel means of operating modern municipal bus services, which is not necessarily the case in Nigeria.

Reviewed efforts were made following the disastrous effects of the civil war in the 70's at the establishment of mass transit corporations. Government sought to reconstruct and re-integrate the various sections of the country. Municipal bus operations were thus established. Unlike the situation in many other parts of the world where municipal bus operations provide essentially intra-urban (within settlements) bus services, the Nigerian bus operators concentrate more on the provision of inter-urban and inter-state services, the LSTC (Lagos State Transport Corporation) being the only exception to this practice.

However, the most outstanding attempts at urban mass transit was initiated by the establishment of the Lagos State Transport Corporation. This agency was established around 1952.[11] Other similar companies were established especially during the early 1970's. They all provided both intra-urban, inter-city and inter-state transit services. A look at the table below gives more information on some major selected municipal bus services in Nigeria.

Table 3.2

Common Features of Selected Municipal Bus Undertakings in Nigeria

Municipal Bus Undertaking	Year Established	Type of Services provided	No. of Routes Operated when Established	No. of Routes Operated in 1980	No. of Operable Buses when established	No. of Operable Buses in 1980	Staff Strength in 1980
Bendel Line" (BL)	1970	Intra-Urban	31	20	144	96	551
		Inter-City/ State	None	17			
Ibadan City Bus Service (ICBS)·	1964	Intra-Urban	12	3	20	4	98
		Inter City/ State	None	10			
Kaduna State Transport Authority (KSTA)	1971	Intra-Urban	10	2	35	18	193
		Inter City/ State	2	4			
Kano State Transport Corporation	1973	Intra-Urban	12				
		Inter City/ State	3	8	42	29	317

Lagos State Transport Corporation (LSTC)	1952	Intra Urban Inter City/ State	N/A	97 4	242	540	1,809
Water Line (WL)"	1970	Intra Urban Inter City/ State	18 None	4 16	68	42	600

• The Ibadan City Bus Service wound up in October, 1976 as a result of a deep financial crisis, hence all figures shown for it are for 1976.

"The BL, KSTC and WL also provide freight services.

SOURCE: Adeniji, K., "Urban Transport System in Nigeria" ODU - A Journal of West African Studies, 28 July, 1985. p. 87.

However, until 1987, it was only the LSTC that received assistance from the Federal Government. This boosted their service with a donation of 30 buses as against about 2,000 vehicles needed for the mass transportation of the Lagos Metropolitan.

These attempts at operating urban mass transit services with the exception of LSTC performed poorly and eventually failed. The poor performance of these agencies at municipal bus operations include among others, the uncontrolled competition between the publicly-owned agencies on the one hand and the multitude of privately owned commercial operators found in most Nigeria urban centres on the other. Lack of control in the operation of the latter has enabled them to take the most profitable market segments from the former. This is because private operators as a rule do not operate uneconomic routes. It is only in Lagos that some of such routes are preserved for the government owned municipal bus operators.[12]

Other identified problems inhibiting the effective performance of municipal bus operators in the country generally are inadequate financial subsidization by sponsoring state governments; lack of proper maintenance of vehicles due to perennial shortage of vehicle spare parts; lack of qualified

technical staff and maintenance facilities, fare collection malpractices, ineffective management, and the general poor physical environment, in which municipal bus services operate. Also in a seminar organised by the Nigerian Institute of Transport Technology, Zaria in 1989, financial mismanagement was boldly identified as the bane of mass transit success.

The above reason apart, the lack of adequate maintenance of facilities attributed mainly to the high cost of imported spare parts took its toll. Towards the end of 1988, Major Gen. Paul Tarfa, Chief Executive of the Nigerian Railway Corporation stated that his agency cannot possibly partake in the mass transit scheme. The reason adduced was that the corporation was operating on "out-dated, worn-out locomotives, coaches, wagons and machinery" which were quite unsuitable for such a programme.[13]

According to the President Magazine, "the Nigerian Railway Corporation which if well managed could revolutionize mass transit in the country, was seen to be experiencing perennial neglect from the Federal Government." The result is that a series of operational problems have thus continued to bedevil the corporation. For instance, "out of 148 locomotives nation wide, only 35 were functional.[14]

Re-tooling of the establishment's facilities was the only way to enhance its transportation of persons within and over a long distances to the various cities in the country. This, coupled with the issue of single track arrangement of the corporation causes congestion. Trains thus would wait for the other, thereby defeating the essence of the scheme which should entail smooth and faster passenger traffic.

The next important reason identified for failure of earlier attempts is the almost total neglect of a continuous system of support in cash and kind. In the case of the Lagos State Transport Corporation mentioned earlier, outlived others, not essentially because of adequate management but simply because the State Government made yearly budgetary allocations to the mass transit scheme.

These problems notwithstanding, well articulated and implemented urban mass transit efforts will definitely yield worthwhile dividends.

3.2 Objectives of the Current Urban Mass Transit Programme

Dickson and Nnachi et. al. described the transport situation in Lagos Metropolis as a peculiar one.[15] This was informed by the fact that each business district alone had over 500,000

workers and more than 20,000 persons competing for space per square kilometre. However, the transit problem in metropolitan Lagos was almost over-stretched to a crisis point. The above example is merely emblemetic of the situation in many other urban centres in the country. Thus, when initial attempts were made in 1987 to effect a national urban mass transit effort, thousands of urban dwellers felt better days were at hand.

The following factors, however, precipitated the programme. The remote factors undeniably stemmed from the failure of the skeletal attempts earlier made, while the immediate factors were identified among other things as: the astronomical growth in urban population due to rural-urban migration of youths and other job seekers. This strained existing infrastructure especially the transport sector which was more of a private sector affair.[16]

Next was the introduction of the economic adjustment measures of the early and mid-1980's which put the Naira (₦) at a seriously disadvantaged position as against many foreign currencies like the Dollar($) and Pound Sterling (£). Though the Structural Adjustment Programme (SAP) was meant to get the economy out of recession by correcting the imbalance within her economic system, the hardships caused the populace were quite significant.

Mba stated that prior to the adjustment programme, urban dwellers who had no personal transit facilities used to suffer considerable hardships moving about in the cities.[17] School children from less priviledged homes had to find ways to and from school through the hustle and bustle of city streets.

Apart from private cars and a few publicly operated transport services, the great majority of available services were provided by private operators whose facilities were not only sub-standard but grossly inadequate, inefficient and operated in an erratic manner. It was therefore, not surprising that for many Nigeria urban dwellers, movement to work and other places of interest and activity became extremely difficult, expensive and almost elusive.

Against this background, the federal government lent a hand with the establishment of a nation-wide transit programme. The objectives of the programme as stipulated in the 1988 Budget Speech were the following:

(i) To reduce the hardships suffered by commuters and increase traffic flows.

(ii) To improve and modernise the urban transit services, and

(iii) To lay the foundation for developing a comprehensive and integrated mass transit system in Nigeria.[18]

To ensure the success of this programme, the procurement of buses and spare parts, development of maintenance workshops were provided for. Rail based projects involved the repairs and refurbishing of locomotives and coaches, repairs and doubling of rail tracks, the renovation of rail-stop stations as to provide urban commuter rail services - at selected centres - Lagos, Ibadan, Kaduna, Kano, Enugu and Port Harcourt. Water based projects comprised the repairs and refurbishing of about 19 ferries owned by the Inland Water-Ways were vigorously pursued.

In order to hasten implementation and co-ordination of the scheme, the Federal Urban Mass Transit Programme (FUMTP) Lagos was established. Four basic guidelines were formulated for the agency.[19] They are

The Management and Institutional Framework Policies

This was to guarantee the establishment of the programme in all the states of the federation in such a way that the management of the system would be undertaken under the following: Urban Transport Planning and Management, Regulation of Public Transport Service, Traffic Engineering and Management, Parking Guides, Pricing Issues, etc.

Standardization of Bus Types

The Federal Government discovered that past problems related to maintenance was the construction of costly multi-make

work-shops to service different brands of vehicles. To solve this, patronage of only two makes of locally built bus types was stipulated.

From observations, however, a comparative analysis of vehicle types in the fleet of the Imo Transport Company (ITC) and the Transport Corporation of Anambra State (TRACAS) for instance, reveals a negation from the above guidelines or stipulation. Rather the following vehicle types are mostly being used: Mercedes Benz buses, Peugeot J5, Bedford and Toyota Coaster buses.

Training for Operations and Maintenance

Past experiences depicted that the operators of mass transit facilities were inadequately trained. Government therefore decided that for maintenance purposes, the operators must be well trained to guarantee the availability of skilled personnel within the corporations.

Insurance Policy

A third party insurance policy cover offers the transport agencies the free hand to institute repairs of damaged vehicles without awaiting inspection by insurance agents.

The above policy guidelines were meant to enhance the success of the scheme throughout the federation and avoid past

mistakes which caused the failure of earlier attempts. However, one notices a missing link between the establishment of the scheme and modalities for its continuity. A case in point here is that there was no provision for a continuous subvention policy to guarantee its survival. Even when part of the requirements expected of the states before embarking on the scheme was evidence of sustaining and maintaining the programme in the form of annual budgetary allocations and release of funds. By implication, this provision does not guarantee mandatory annual subvention or allocation because of the absence of an edict to support it.

Mass transit agencies thus appear to be self-reliant. There is the tendency for these companies to find it difficult to generate enough revenue, operate and maintain their facilities, pay salaries of workers and yet not losing sight of the social service motive. However, whatever is the case, the current scheme is the only all embracing attempt (nation wide) in recent times by any administration to address the nagging issue of urban mobility needs, even in the face of dwindling economic resources.

Though the instruments meant for the programme implementation includes the bus, commuter rail service and the waterways, the former - bus mode has the upper hand. The rail

system where available and effectively utilised would have been a viable mass transit option considering its capacity in relation to goods haulage and commuter service. Unfortunately, this has been unable to be achieved given the fact that the necessary infrastructures and equipment for efficient mass movement of commuters for both intra-city and inter-urban travels are either absent or inadequate.

According to Azagba, et. al., "the 1961 passenger traffic of the corporation stood at 11,000 per day, and dropped to a mere 4,070 in 1974."[20] This trend continued unabated till the end of the third plan period when Government as a matter of urgency invited the Rail India Technical and Economic Services (RITES) to take over the management of the corporation. Presently, the railway is yet to link urban centres like Owerri, Benin, Uyo, Calabar, etc. while places like Sokoto and Rivers States do not possess more than 100km of railway passenger carrying lines. Lagos and Port Harcourt only provide skeletal services to intra-city commuters. In Lagos specifically, the metropolis runs commuter rail services between Alagbada and Iddo Terminus on the Lagos mMainland. The Lagos rail commuter services involve all stations between Ifaw and Iddo/Apapa which covers a distance of only 55km.[21]

Thus against the water and rail options, the bus mode is dominant in the urban centres of Imo State. There is a total absence of rail or commuter rail service in the state and her major urban centres, neither did the State Government invest on inland water-way service.

Consequently, the only option utilised for the implementation of the programme is the bus system.

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CHAPTER FOUR

IMPLEMENTATION OF THE PROGRAMME

4.1 Establishment and Management of the Imo Transport Company (ITC).

The Imo Transport Company (ITC), was established on August 24, 1988 under the auspices of the Federal Urban Mass Transit Programme (FUMTP), Lagos.

The ITC is thus the State Agency for carrying out the objectives of the nation-wide programme in Imo State in particular. The different states of the federation by establishing and maintaining urban mass transit facilities and services, the foundation for developing a comprehensive and integrated mass transit system in the country would have been laid.

The company commenced operations with 20 buses which represented the state's allocation from FUMTP Lagos. An initial sum of ₦2 million was voted by the State Government to enable the company employ and pay staff salaries, provide office infrastructure. This greatly enhanced the smooth take off of the programme in the state. The State Government also allocated the former premises of Monier Construction Company (MCC) to the ITC as her headquarters and has so far served as the return and take-off base of ITC vehicles.

With the initial 20 vehicles, efforts were concentrated on the provision of inter-city and inter-state transit services which were believed to be more profitable. This attempt, however, paid off and by the end of 1989, a total of 49 vehicles were registered in the fleet of the company.[1] This number was, however, one bus below the company's projection of 50 buses by the end of 1989.

The table below shows a breakdown of vehicle type, month of allocation/purchase and number in the fleet of the company between August, 1988 and December, 1989.

Table 4.1

I.T.C. Fleet Size - August, 1988-December, 1989

Vehicle Type	Month of Purchase						
	Aug. 1988	Feb. 1989	Mar. 1989	June 1989	Sept. 1989	Nov. 1989	Dec. 1989
0365 Mercedes Benz	10	-	-	-	-	-	-
J5 Peugeot	10	-	-	-	-	-	-
L608D Mercedes Benz	-	5	5	4	-	5	-
Bedford	-	-	-	-	1	-	4
911 Mercedes Recovery Vehic Vehicle	-	-	-	-	1	-	-

Total Bus Number = 49, Recovery Vehicle = 1.

SOURCE: Ist Year Anniversary Bulletin, ITC Owerri.

The table above shows an increase in the size of the company's fleet. From an initial number of 20 buses, the management of the company had purchased additional vehicles to boost transit services in and outside the state.

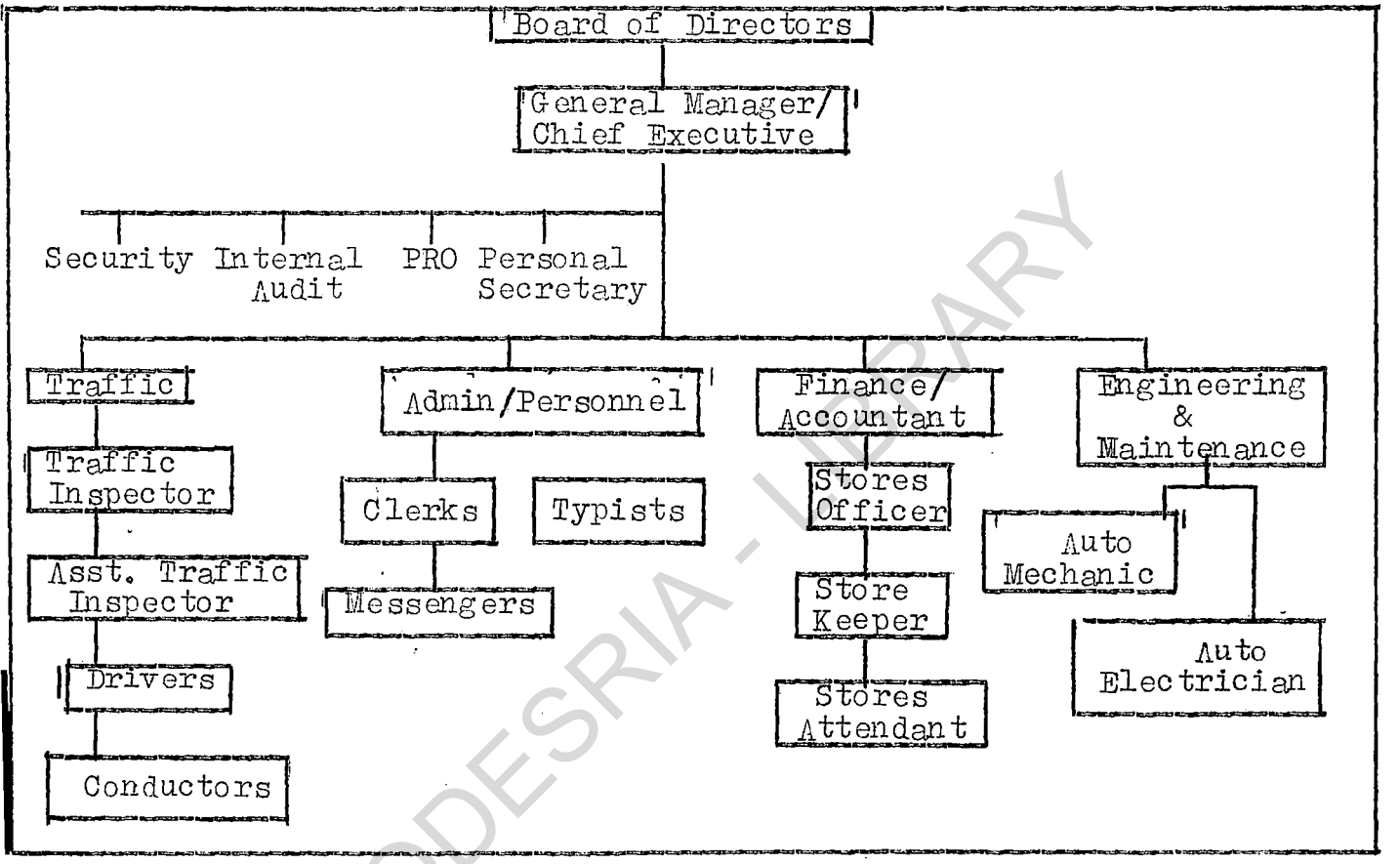
Management of Imo Transport Company

To ensure effective management and survival of the agency, the state government incorporated the company. The company has a General Manager who is the Chief Executive and is responsible to the Board of Directors who oversee the entire working of the organization.

The organizational structure of the company appears in the chart below.

Fig. 2

ORGANIZATIONAL STRUCTURE OF IMO TRANSPORT COMPANY



SOURCE: Public Relations Unit.

The company is divided into five major departments and other smaller units. They are: General Manager, Administrative/Personnel, Accounts/Finance Departments. The sub-units are Stores, Security, Public Relations, Fuel Dump, Monitoring Internal Audit, and Medical Units. Each department or section is allocated specific responsibilities.

The General Manager's department oversees general administration of the establishment. Being directly responsible to the Board of Directors, and the State Government, it thus liases with the Federal Urban Mass Transit Programme (FUMTP) Lagos to ensure execution of the scheme in Imo State. The units that are directly linked to the General Manager's department are the Security, Internal Audit, and the Public Relations Units.

The safety and general security of the company's vehicles and office infrastructure are catered for by the Security Unit. Visitors, are duely screened before entering the premises of the company. Visitors, personnel and non-ITC vehicles are also searched to forestall pilfering of the company's assets and materials. The public relations unit acts as the image maker of the agency and gets across the activities of the company to the public. Imternal financial transactions and management are catered for by the internal audit.

The Administration Department comprises of the personnel, administration and political sections. This department coordinates the entire activities and functioning of the company and also caters for the day-to-day running of the company. It ensures industrial peace and takes care of general personnel responsibilities - staff recruitment, training, discipline, welfare, promotion and separation practices.

The Accounts/Finance Department is in charge of overall financial management and transactions of the company. Thus staff salaries, contracts and payments made to the FUMTP Lagos are among the numerous responsibilities of the agency.

Unlike the above departments, the Traffic Department serves as the main and busiest section of the corporation due to the nature and complexities of the job it executes. The plotting of bus routes, route viability researches, market surveys and contract hire services are all catered for by the traffic departments. Similarly, the monitoring unit of the traffic department goes into the field (intra-urban and inter city/state routes plied by ITC vehicles) to monitor the performances of ITC bus drivers and conductors. These field workers report back to the head of traffic department who compiles weekly reports and minutes such materials to the General Manager. This serves as a kind of formative and continuous assessment of the performance of the company.

The Engineering/Maintenance Department caters for vehicle servicing and overhauling or general repairs. This ensures road worthiness of ITC vehicles and thus enhances the viability of the company in the provision of transit activities.

The above mentioned departments of the company, however, do not work in isolation. Their roles sometimes overlap and are complementary to the various sections of the organization. This makes for increased productivity and the attainment of programme

objectives. The above situation depicts that there is the existence of functional departmentation as each section is headed by well-trained and qualified personnel. Koontz, et. al. believes that such functional occupational specialization which in turn makes for efficiency in manpower utilization.[3]

Nama et. al. saw a relationship between a company's organizational structure and its performance.[4] Variations were, however, noted in the structure of some mass transit corporations which they studied, despite the fact that these companies operate in the same environmental set up. The group sought to assess the performance of six selected state-owned mass transit agencies within the first year of inception of the programme in the country. The agencies studied were those of Ondo, Kaduna, Imo, Plateau, Ogun and Kano States.

They noted merits, demerits and specific characteristics in several types of organizational styles. Observations from about six states and Lagos covered by Nama et. al. indicated that Lagos and Kaduna state transport corporations were controlled by Military Executive Chairmen. They have systems of communication that are military-like. This has the advantage of quick implementation of directives. Thus, apart from the difference in the head of the organization (military and civilian Chairmen) almost all the states have common attributes in their departmental set up but for the nomenclatures used in naming such offices.

Except the Lagos State Transport Corporation (LSTC) that has a very elaborate organizational structure due to its enormous fleet-size and sub-depots, all other states have the following departments:

i. Operation Department under the Operations Manager, the Traffic Manager or Transport Manager as the case may be.

ii. The Mainetance or Technical Department under a Maintenance, Technical or Workshop Manager.

iii. Administration Department, Finance and Audit Department and the Security Unit are also common in all the agencies studied.

The above analysis of such corporations shows preferences to both the operator and maintenance sections. The reason is not far-fetched considering the fact that both departments serve as the engine room which propels such companies.

In the case of the ITC, management recognises the importance of both the Traffic and Maintenance Sections; hence the higher number of workers employed in both departments for enhanced discharge of their various duties. Thus, between 1989 and 1991, the traffic and maintenance sections topped the list with a total work-force of 411, followed by the Accounts/Internal Audit Unit with 333.[5]

The table below shows the Staff Strength of the Company.

Table 4.2

Staff Strength of Imo Transport Company

Department/Unit	1989	1990	1991	Total
General Manager	9	9	14	32
Admin/Personnel	12	13	23	48
Traffic	92	109	134	335
Accounts/Finance	98	105	107	310
Internal Audit	3	5	15	23
Security	10	13	23	46
Maintenance	16	25	35	76
Public Relations	3	4	14	21
Total	234	283	365	891

SOURCE: Admin/Personnel Department

A look at this table shows that the importance attached both to the Traffic/Maintenance and Accounts/Finance Units were reflected by the high number of people employed in such sections.

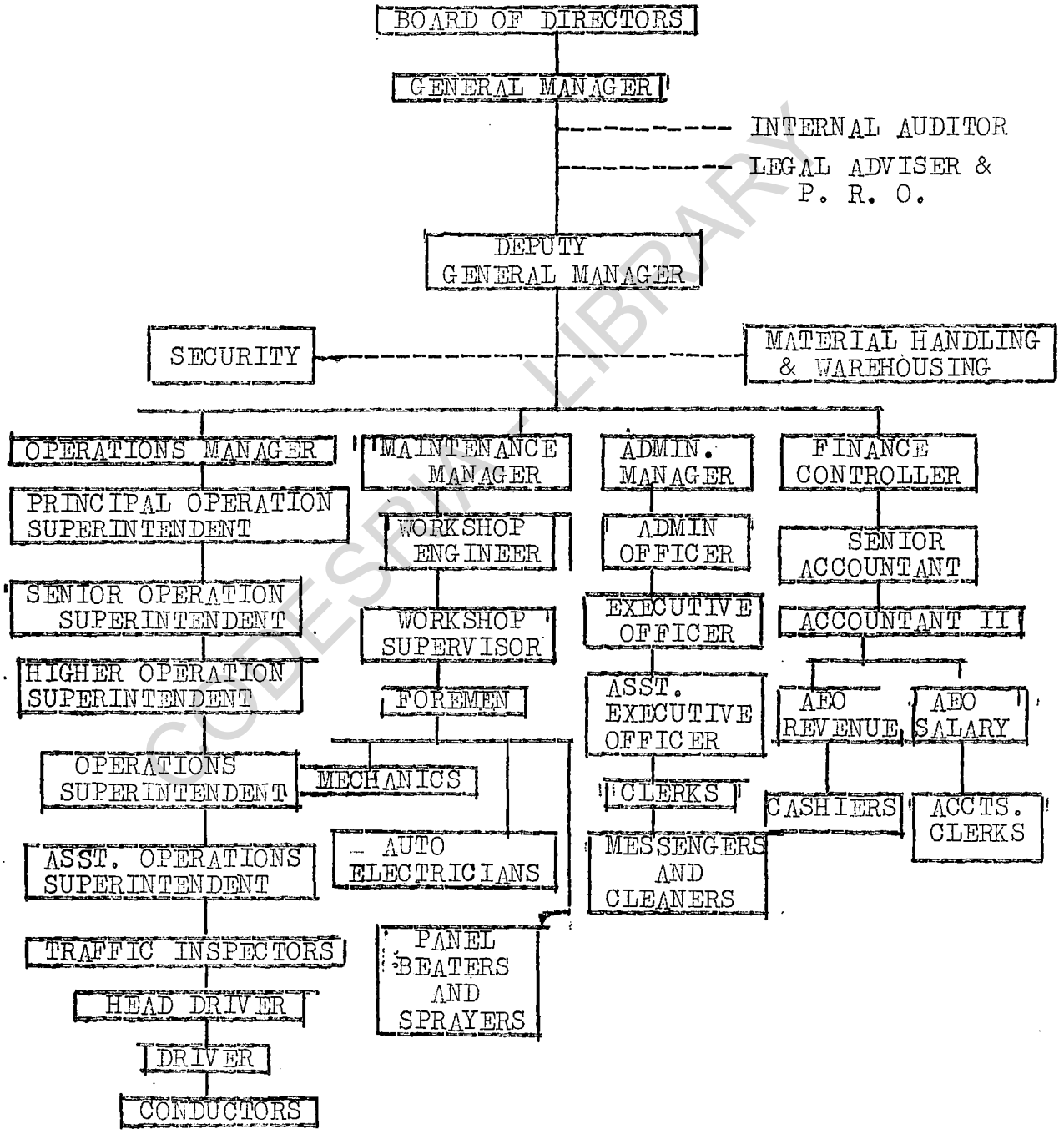
Nama et. al. further identified several shortcomings in the departmental and entire structures of the corporations studied as: poor communication system, power tussle between top officers due to concentration of powers in certain departmental heads and difficulties in inter-agency co-ordination.[6]

Based on these findings, they thus proposed a new all embracing organizational blueprint or structural model for all the state transport companies in the country. This model was expected to enhance the implementation and success of the urban mobility programme. The proposed organizational strucutre was also believed to be profitable to all agencies by standing

the test of time and cater for increase in fleet size and general expansion of such corporations.

This organizational structure appears in the sketchb below.

PROPOSED ORGANIZATIONAL STRUCTURE FOR STATE TRANSPORT AGENCIES



SOURCE: Nama et. al.; Appraisal and Comparison of Various Organigrams of Transport Companies, NITT, Zaria 1989.

4.2 Implementation of the Programme

The major objectives of the federal urban mass transit scheme: the reduction of hardships suffered by commuters and the modernization of urban transit services; have overwhelming influences on the development of and types of strategies adopted for implementing the programme in Imo State.

The strategies utilized are:

i. the operation of fixed routes;

ii. the adoption of low fare strategy; and

iii. the provision of transit services.

The Operation of fixed routes

In implementing the scheme, the company operates and maintains specific routes in the provision of daily transit services. These routes traverse the entire sections of the state and her urban centres. They are thus meant to aid decongestion of traffic flow and reduction of the number of passengers stranded along the major roads and streets in the state.

By plying fixed routes in the cities, civil servants, businessmen/women and other urban dwellers get to and leave their places of work conveniently. Unlike commercial vehicle operators who are demand responsive, profit-oriented and operate in a haphazard manner, the ITC concentrates on plying specific routes especially those that connect areas of high population density. This is meant to decrease the number of commuters who are most of the time unable to avail themselves of the services of taxi-cabs or other private

vehicle operators to their various destinations.

The adoption of the low fare policy

The fares charged on ITC vehicles depend generally on the type of bus, distance and kind of transit service for which the journey is made. For the 0365 42 seater mercedes benz buses, the fare from Owerri to Aba on ITC vehicles for instance is ₦4.00; while the price for the same journey on a J5 Peugeot bus is ₦5.00. Here, the 0365 bus conveys more passengers than the J5 and thus carries more passengers and charges lower fares. Also in the case of private commercial vehicle operators, the fare for a journey from Owerri to Aba on the same mercedes bus model is ₦6.00 and ₦7.00 on the J5 Peugeot bus on the same route. The prices for private operators unfortunately fluctuate and rise to nearly unaffordable heights when there is rainfall or at peak periods mostly after work (between 3.30 p.m. and 6.00 p.m.).

A close observation of the table below shows a striking difference in the fares payable by commuters on ITC buses and what is charged by private operators on an inter-city/state journey from Owerri to Onitsha.

Table 4.3

Fares charged by ITC and Private vehicle Operators on an Owerri-Onitsha Journey

Vehicle Model	I. T. C. Fare Charged	Private Operators Fare Charged
0365 42 Mercedes Benz Bus	₦20.00	₦30.00
L608D 32 Seater Mercedes Benz Bus	₦20.00	₦30.00
J5 Peugeot Bus	₦20.00	₦35.00

SOURCE: Field Observations during Industrial Training Period, September, 1992.

Observations, however, showed that what might have caused such disparities in price of even where the same vehicle model was used could have been due to the non-payment of fees at the "motor parks" and other loading stations by ITC vehicles. In the case of private commercial vehicle operators, touts collected their share or 'commissions' as they are called for helping to find commuters for such vehicles. To balance up therefore, they charged higher fares than ITC buses.

Also, in the intra-city service, the fare per drop is ₦3.00 on ITC vehicles while private taxi cabs and others charge in the neighbourhood of ₦5.00 to ₦7.00 and above as the case may be. This adoption of the low fare strategy in the implementation of the programme brings to the fore the social service motive of urban mass transit agencies which according

to Ogunbi are often provided at a loss.[7] This to him makes a case for the compulsory inclusion of inter-city and inter-state transit services as part of the transit operations provided by these state-owned corporations. This would go a long way to enhance their revenue generation base.

The adoption of this strategy may be responsible for the large number of commuters that are seen at the various loading stations of the company and other similar corporations. Generally, the most critical issue in deciding the fare structure of our public transport corporations is in finding out a reasonable balance between what is commercially profitable and the need to provide social service.[8] There is need, however, for public transport companies to make use of adequate and effective use of market promotion methods such as advertising, slogans, off-peak fares, concession and season tickets to increase their profit margins. This would enhance their survival in a highly competitive business environment where myriads of private operators exist.

According to Adiele, the fares charged by ITC are both modest and affordable.[9] The company thus operates a tapered bus fare structure which approximates to 5 kobo per kilometre of travel on the major roads. He further stated that the company's fare rate has in many occasions been accepted as the bench mark rate and many private vehicle operators have voluntarily 'pegged' themselves

down to the company's competitive fare rate. This has helped to stabilize the transport fare in the state.

Evidently, a rational assessment of the company's contribution to and impact on transit service in Imo State can be meaningfully made when one visualises the mobility situation in the state without the ITC. Prior to the establishment of company, almost a 100% of the transit needs of the citizens of the state were left in the hands of commercial operators who fixed fares payable by the commuters as "the spirit moves them". There was no humanitarian face nor the social service motive in arriving at such price or fare rates.

A case in point of the near crisis situation was during the anti-SAP riots of June, 1989. The ITC was compelled to withdraw temporarily its bus services from certain routes. This withdrawal provided field days for private commercial vehicle operators who arbitrarily hiked their fares by upwards of 20% on these routes. But as soon as the ITC resumed commercial operation (4 days after) bus fares simultaneously slumped to the company's pre-withdrawal rates.[9]

The Provision of Transit Service

The provision of a wide range of transit services appears to be the most important instrument adopted in the process of implementing the federal urban mass transit programme in the state. The services rendered are:

a. Intra-city service;

b. Inter-city service;

c. Inter-state service; and

d. the special school services.

Other related transit services rendered by the company include the contract hire service, commercial maintenance and the vehicle recovery services. For the purpose of this study, these last three services were left out because they are not actually meant for mass transportation of commuters but are rather sources of revenue generation for the company.

The intra-city service is meant to solve the mobility problems of urban dwellers and others engaged in one activity or the other in the urban centres. Meanwhile, this service has so far been restricted to the state capital - Owerri alone since inception in March, 1989. There are plans to start this type of service in the other two urban centres of Orlu and Okigwe before the end of 1992.

In Owerri where this service exists, the 0365 42 seater Mercedes Benz bus is being utilised for conveying passengers. The reason for this is the vehicles' ability to carry large number of commuters at a given time. It is, however, a common occurrence for commuters to be seen standing and thickly packed like sardine in these buses. But whatever is the case, the service guarantees both civil servants, businessmen

and other clients within the city journey to and from work.

The major routes covered in the city are:

1. City Centre - Ama JK - Amakohia - Egbeada;
2. New Market - Wetheral Road - Okigwe Road - Orji;
3. Douglas Road - Mbaise Road - Egbu;
4. Old Market - Umuguma Federal Housing Area;
5. Old Market - Naze - Agbala - Nekede.

The tables below shows a breakdown of intra-city bus services for the routes in Owerri from August-December, 1989 and September-December, 1991.

Table 4.4

Intra-City Service for the Routes in Owerri from August-December, 1989

Route No.	Route Section	Aug	Sept	Oct	Nov	Dec	Total
1	City Centre-Egbeada	28,000	22,310	26,133	25,500	16,521	118,464
2	New Market - Orji	14,140	29,094	22,281	20,602	19,025	105,142
3	Douglas Road-Egbu	36,121	30,200	32,109	14,992	28,916	142,338
4	Old Market-Umuguma	23,100	21,798	24,690	18,675	21,300	109,563
5	Old Market-Nekede	31,206	19,475	31,101	28,132	22,132	132,046
					Total		607,553

SOURCE: Traffic Statistics - Traffic Monitoring Unit, ITC.

Table 4.5

Intra-City Bus Service for the Routes in Owerri from September-December, 1991

Route No.	Route Section	Sept	Oct	Nov	Dec	Total No. of Commuters
1	City Centre-Egbeada	16,825	19,231	18,122	20,636	74,814
2	New Market-Orji	19,321	22,100	17,222	21,113	79,756
3	Douglas Road-Egbu	20,600	16,801	22,601	31,227	91,229
4	Old Market-Umuguma	23,091	22,202	20,100	16,332	81,725
5	Old Market-Nekede	19,011	18,254	13,980	23,656	74,901
				Total	=	402,425

SOURCE: Traffic and Monitoring Unit, ITC Owerri.

A look at the above tables revealed that the company to a large extent contributed to the reduction of urban mobility problems of commuters. The fare for this intra-city service is 50k per drop. Though, it is difficult to determine the number of people in need of such intra-city services, but the company to have conveyed over a million (1,009,978) commuters within the period under reference, this has to a large extent enhanced urban transit services in the state.

The inter-city service is meant to connect the state capital with other major towns in the state. Some of the routes covered

are:

Owerri - Orlu
Owerri - Mbaise
Owerri - Okigwe
Owerri - Egbema
Owerri - Mbano.

The inter-city service enhances the movement of commuters between the different sections of the state. In the process of connecting one location and another, sub-urban centres and villages in between are provided with transport services. Loading stations have been established in each town to enable the picking and discharging of passengers. Here, there is the problem of absence of fixed time schedules for bus and passenger departures.

The inter-state service links up the state with other sections of the country. Some of the major routes covered are:

Owerri - Onitsha - Benin - Lagos;
Owerri - Enugu - Makurdi - Keffi - Kaduna;
Owerri - Abuja, etc.

There is also the provision of the special school bus service. This is mainly for students who live and attend school within the state capital. This service is meant to reduce the burden on young people who have to find their way through the hustle and bustle of complex urban environment. Secondary school students on excursions, field trips, sandwich students on holiday performance also avail themselves of the school services of the company at a discount rate.

The achievements of the company can be said to be laudable. The corporation by dint of hard work increased the size of its fleet when compared with the initial number of buses allocated to it by FUMTP Lagos in 1988. By April, 1991, when an "Ultra-Modern Vehicle Maintenance Workshop" was commissioned, the company gave a good stewardship account of 67 vehicles.

In the process of executing the scheme, several citizens of the state have been employed in the company. This is in line with the company's ambition of reducing unemployment problems in the state. Between August 1988 - December, 1991, about 891 have been offered jobs in the establishment. A breakdown of this figure shows a workforce of 243, 283 and 365 for 1989, 1990 and 1991 respectively.

To ensure effectiveness, modern standard vehicles are procurred from ANAMMCO and PAN. These two plants assemble Mercedes Benz and Peugeot buses respectively. The vehicles undergo routine repairs and maintenance services in the newly established workshop.

On the average, considering the constant provision of mass transit services within and outside the state, the company has made quite a significant impact on the transport activities of the state. This is remarkable when one realizes that despite the numerous private commercial vehicle operators scattered all

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all the state, the ITC has to a large extent contributed to a highly competitive and affordable fare structure.

Having conveyed more than a million commuters in the state capital alone in intra-city service during the two selected periods, one is not, however, left in doubt that the corporation has helped to reduced the hardships suffered by commuters.

4.3 Problems Encountered in Implementing the Programme

Despite the achievements so far recorded by the company, several problems have been encountered in the process of implementing the scheme.

The most serious constraint of the scheme is funding and insufficient subvention or budgetary grants from the state government or the co-ordinating agency (FUMTP) in Lagos. This may be responsible for the long queues which has become a common feature at ITC's loading stations.

The absence of fixed time schedules for bus and passenger departures cannot be in the best interest of clients. Field research experience showed that there is a tendency for ITC buses to operate like private commercial vehicle operators who are most of the time demand responsive. The only difference being that ITC vehicles operate fixed routes.

Client-related problems centre around the average Nigerian's

apathy towards government property. As a result, some commuters see the bus scheme as a pure social service and an opportunity to partake of 'the national cake', hence their finding it difficult to pay.

The issue of accountability and fraud has also been identified as a constraint to the implementation of the programme. Fraud is seen as a deliberate means of revenue leakage with the intention of enriching individual purses.[11]
In realization of the huge sum of money invested in the urban mass transit scheme by government, it is imperative the company renders a high level of accountability. The minimization of fraud in the activities of the company will go a long way in enhancing revenue yielding to the company.

The loss of revenue due to fraud can be from:

i. collusion to execute charter/hire service without accounting for it;
ii. passenger evasion of far payment;
iii tardiness of fare collectors in their duties;
iv. the theft of collected fares by operational staff; and
v. re-insurance of used tickets.[12]

However, revenue loss also includes other operational aspects and inventory. This may be fuel theft by drivers, spare parts

stolen from the store with the intention of selling same to outsiders. The survival of mass transit operations undeniably depends to an extent on effective management of generated revenue, control of revenue leakage and outright embezzlement.

One can rightly state that fraud minimization enhances the financial status of any organization and increases operational efficiency, effectiveness and overall productivity.

Another constraint is the problem of escalating cost of vehicles and spare parts. By April, 1989, the price of J5 Peugeot has gone up by ₦111,000.00 when compared with the price of the vehicle by May, 1988. There was a staggering increase of 160%.

Similarly, the L608D 32 seater Mercedes Benz bus went up by ₦214,000.00 in May, 1988. As against the April, 1988 price, there was an increase of 89%. In the same vein, there was a 95% increase in the price of the 0365 42 seater Mercedes Benz bus within the same period. This is illustrated from the table below.

Table 4.6

Vehicle Price Increase May, 1988-April, 1989

Vehicle Type	May 1988	July 1988	Sept 1988	Nov 1988	Dec 1988	Jan 1989	Mar 1989	April 1989	Change Between May 1988 and April 1989
Peugeot J5	57,000	74,000	88,000	94,000	105,000	120,000	160,000	178,000	166%
L608D 32 Seater Mercedes Benz Bus	246,000	-	-	-	343,000	-	372,000	460,000	89%
0365 42 Seater Mercedes Benz Bus	430,000	-	-	-	800,000	-	880,000	-	95%

SOURCE: ITC Anniversary Bulletin, 1989.

All the above mentioned vehicles are used by the company.[13] These increases imply that replacement costs will simply be prohibitive for the company.

Increase in vehicle spare part prives are equally significant. Scarcity of these necessary 'raw materials' or 'inputs' create serious bottlenecks in the realization of the federal urban mass transit scheme in the state. Some vehicles have been grounded due to the unavailability of necessary spare parts, the provision of a substantial part of the 10% and 15% vehicle spare parts from the FUMTP Lagos notwithstanding.

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CHAPTER FIVE

DATA ANALYSIS

The data collected for this study were analysed statistically and presented in this chapter. Frequency and percentages were used to test the research hypotheses. Inferences were thus drawn.

Hypothesis I

The urban mass transit programme has not been implemented to a high extent in Imo State.

In testing this hypothesis, several questionnaire items were utilised to elicit the response of commuters in the three urban centres of the state where the ITC established inter-urban loading stations.

Table 5.1

Response of Commuters in the three urban centres (Owerri, Orlu and Okigwe) on the extent of implementation of the programme in the State.

Item No.	I t e m	Owerri				Orlu				Okigwe				Total of the Three Groups			
		Yes	%	No	%	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
1	Awareness of the existence of ITC Bus services in the State.	40	75	13	25	33	68	15	32	30	61	19	39	103	69	47	31
2	The frequency of board vehicles by commuters.	36	68	17	32	40	83	8	17	29	59	20	41	105	70	45	30
3	Availability of ITC buses at their loading stations	6	11	47	89	16	33	32	64	31	63	18	37	53	35	97	65
4	Regularity of ITC buses on their various routes	19	36	34	64	30	63	18	37	16	33	33	67	65	43	85	57
5	Whether much times is wasted by commuters at the loading depots.	27	51	26	49	28	58	20	42	26	53	23	47	81	54	69	46
6	Whether the absence of fixed time schedules for bus and passenger departures affect the implementation of the scheme in the state.	30	57	23	43	35	73	13	27	40	82	9	18	105	70	45	30
		N = 53				N = 48				N = 40				N = 150			

The table above shows that a greater percentage of commuters in the three urban centres of the state agreed with items 1, 2, 5, 6 and disagreed with items 3 and 4. This shows that in response to research 1 which contains the questionnaire items on the extent of implementation of the programme, the respondents agreed with the following:

i. that they are aware of the existence of ITC bus services in the state;
ii. that they frequently board ITC vehicles;
iii. that much time is wasted by commuters at ITC's loading stations; and
iv. that the absence of fixed time schedules for bus and passenger departures affect the implementation of the scheme in the state.

Conversely, they disagreed with the following:

i. that ITC vehicles are available at the loading stations all the time;
ii. that ITC buses are regular on their various routes.

It can be seen that the percentage response of commuters on items 1, 2, 5, 6 which bother on awareness of the existence of the programme, frequency of boarding the vehicles, time wasted at loading stations and absence of fixed time schedules for bus and passenger departures were items 1:69%, 2:70%, 5:54% and item 6%70% respectively as against those who disagreed (items 3:65%, 4:57%).

This shows that the urban mass transit scheme in Imo State has been implemented to some reasonable extent except for minor problems of frequency and regularity of ITC buses.

Hypothesis 2

The urban transit programme has not reduced transit fares in the state.

Here the researcher sought the opinions of commuters on whether the introduction of the ITC as an instrument for implementing the federal urban mass transit programme has contributed to the reduction of transit fares in the state.

Table 5.2

Response of Commuters on whether ITC has reduced transit fares in the State.

Item No	I t e m	Owerri				Orlu				Okigwe				Total			
		Yes	%	No	%	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
7	Whether ITC charges lower fares than Other commercial vehicle operators.	40	75	13	25	29	60	19	40	31	63	18	37	100	67	50	33
8	Whether fares charged by ITC are affordable by commuters.	27	51	26	49	24	50	24	50	28	57	21	43	79	53	71	47

From the table, one notices that the commuters in the three urban centres covered in the study agreed with the two items 7 and 8 (67% and 53%) respectively.

This shows that ITC charges lower fares than commercial vehicle operators and that the fares are affordable by commuters. Based on the high acceptance level by commuters, 67% and 53%, the hypothesis is refuted which shows that the introduction of the urban mass transit programme has contributed to the reduction of transport fares in the state.

Hypothesis 3

ITC vehicles have not reduced traffic congestion in the urban centres of the state.

One of the major components of the services provided by the ITC is the intra-city transit service. The researcher also sought the opinions of commuters in the state's three urban centres in relation to the extent ITC vehicles have aided decongestion of traffic flow in the state.

Table 5.3

Responses of Commuters on whether ITC vehicles aid decongestion Traffic flow in the State's urban centres.

Item No.	Item	Owerri				Orlu				Okigwe				Total			
		Yes	%	No	%	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
9	Whether the plying of specific routes by ITC vehicles has reduced the frequency of traffic congestion in the State.	32	60	21	40	15	31	33	69	19	39	30	61	66	44	84	56
10	Whether the provision of special school services has helped decongest urban traffic flow in the State.	18	34	35	66	9	19	39	81	21	43	28	57	48	32	102	68

From the above table, a greater number of commuters - 56% - disagreed with item 9 which means that plying of specific routes by ITC vehicles has not reduced the frequency of traffic congestion in the state's urban centres. Also, a greater number of commuters - 68% - agreed that the provision of special school services has not helped to decongest urban traffic flow in the state.

The percentage response of commuters on the two questionnaire items shows that ITC vehicles have not reduced traffic congestion in the urban centres of the state. The above figures show that the null hypothesis stated above is accepted.

Hypothesis 4

The introduction of the federal urban mass transit programme has not modernised transit services in the state.

The modernisation of transit services by state transport agencies was included as one of the objectives of the nation-wide federal urban mass transit programme. The researcher thus sought the opinions of commuters on the extent to which this has been achieved in the state in relation to the transit services rendered to the masses.

Table 5.4

Response of Commuters on the Extent ITC has modernised transit services in the State.

Item No.	I t e m	Owerri				Orlu				Okigwe				Total			
		Yes	%	No	%	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
11	Whether the absence of fixed time schedules for bus and passenger departures affect the implementation of the programme.	50	94	3	6	41	85	7	15	38	78	11	22	129	86	21	14
12	Whether ITC vehicles are comfortable for commuters with regard to:																
	(a) seating arrangement	23	43	30	57	22	46	26	54	19	39	30	61	64	43	86	57
	(b) Provision of passenger's luggage.	10	19	43	81	20	42	28	58	13	27	36	73	43	29	107	71
	(c) Loading station facilities for commuters' convenience.	20	38	33	62	28	58	20	42	18	37	31	63	66	44	84	56

The table above shows that a high percentage of the commuters - 80%, accepted that the absence of fixed time schedules for buss and passengers departures affect the effectiveness of the programme in relation to modernization of transit services.

On whether ITC vehicles are comfortable for commuters with regard to sitting arrangement, provision for passenger's luggage and availability of loading station facilities (seats, canteen facilities, toilets, etc.) for commuters' convenience, a greater number of passengers or 58% agreed that sitting arrangements are not comfortable for commuters; while a higher percentage of 71% and 56% of commuters agreed that maximum comfort is not derived from the provision and care of passenger's luggage which are at owner's risk and facilities at the respective loading stations of the company.

On the basis of the above response of commuters, the null hypothesis is accepted showing that the scheme has not modernised transit services in the state despite the fact that the ITC makes use of newly acquired vehicles for her transit services.

Hypothesis 5

This hypothesis stated that the management of ITC will not encounter any problem in implementing the urban mass transit programme in Imo State.

Several questionnaire items were worded to elicit information on the problems encountered by the management of ITC in the process

of implementing the scheme. The data collected is presented in the table below:

Table 5.5

The responses of ITC Management Staff on Problems encountered in implementing the programme in the state.

Irem No.	Item	Response			
		Yes	%	No	%
13	Whether ITC has enough qualified personnel to execute the programme.	6	60	4	40
14	Whether fraudulent practices by some ITC staff is a problem in the realization of the goals of the scheme.	7	70	3	30
15	Whether the absence of subvention/ grant by the state government decreases revenue generation by the company.	10	100	-	-
16	Whether the escalating price of vehicles and spare parts inhibit the realization of the goals of the scheme in the state.	9	90	1	10

The table above shows that a greater percentage - 60% of the management of ITC agreed that ITC has enough and qualified personnel to execute the programme. A total of 70% agreed that fraudulent practices of some ITC staff constitutes a problem in the success of the programme. Also 100% agreement was recorded on whether the absence of annual subvention and grants by the state government decreases revenue generation

which could have enabled the company to acquire enough buses for mass transit activities. 90% of the management staff agreed that the escalating price of vehicles and spare parts inhibit the implementation of the scheme since such high prices will lead to high transit fares and inability to provide more buses for commuters' mobility needs.

The above data on percentage responses of ITC management staff shows that the high price of vehicles and spare parts, fraudulent practices of some ITC staff and the absence of subvention/grants from the State Government constitute problems in implementing the federal urban mass transit scheme in Imo State.

However, the responses on item 13, shows that the company has enough qualified personnel to execute the programme in the state. This, therefore, shows that the null hypothesis is rejected. Thus the management of ITC encounters several problems in implementing the federal urban mass transit programme in Imo State.

CHAPTER SIX

CONCLUSION AND RECOMMENDATION

The Federal urban mass transit programme which had the main objective of reducing the hardships suffered by commuters in terms of availability of vehicles, operation of regular routes, charging of low fares and plying of fixed routes could be seen to have attained an enviable height in the state. Though the services provided by the company have greatly enhanced the urban transit services in the state more efforts should be made to perfect on the strategies utilised in implementing the scheme.

It could, however, be deduced from the study that ITC vehicles are not always available at the respective loading stations operated by the company. This apart, they are not that regular on the routes they ply due to the absence of enough vehicles to cater for the company's ever-increasing commuter patronage. There is the tendency to ply more profitable routes. This situation explains the increasing number of commuters who are most of the time stranded at the company's loading stations.
The inability of the agency to maintain regular routes makes it difficult for commuters to have confidence in the services rendered by the company. This would result to decreased patronage and loss of revenue.

Though the ITC has contributed to the reduction of transit fares in the state, more vehicles should be made available for

commuters especially during peak-periods and festive seasons. Observations revealed that there is a tendency for passengers to be stranded in large numbers at ITC stations during the festive seasons of Christmas, morning and after work peak periods. The provision of urban trnsit services must cater for these crisis moments as to attain the glorious goal of reducing the hardships suffered by commuters.

In the provision of transit services, the welfare of commuters comes to the fore. Despite the use of modern standardized buses, the ITC vehicles lack adequate provision for passengers' luggage, good sitting arrangements and loading station facilities (canteens, toilets, etc.) for commuter's convenience.

A situation where buses are filled with passengers most of them standing for tens of kilometres cannot guarantee their safety and convenience. It therefore follows that there is little or no difference with private operators who are demand-responsive and profit-oriented; thus caring less for the safety and convenience of the commuters whose fares maintain the company.

In implementing the federal urban mass transit scheme, the management of the company encounters several problems which militates against the realization of the objectives

of the programme. A situation where some ITC staff colluded with commuters in their evasion of fares, issuing of fake or expired tickets, pilfering of vehicle spare parts, theft of fuel and money cannot in any way be in the interest of the company.

Though, the company has made a noticeable impact on the transit situation in the state, more efforts should be made by the management of the company in attaining higher heights in the provision of transit services for the every-increasing clients of the company. This would consolidate the confidence of commuters, increase revenue yield and complement the services of numerous private commercial vehicle owners who generally operate in a haphazard manner.

RECOMMENDATIONS

In carrying out the study on the extent of implemtation of the federal urban mass transit programme in Imo State, the following factors were identified as obstacles to the realization of the objectives of the scheme. They are organizational, personnel/management, environmental and governmental.
The success of any programme depends on the efficiency of the organization which is the agency for implementing the scheme.

Good management of revenue, industrial harmony and conducive environment are important in the attainment of programme objectives. As a result, the following recommendations were made:-

Though the federal urban mass transit programme has attained some level of success in Imo State, there is still need for the management of the ITC to make their vehicles easily available to commuters as well as making them regular on the routes they ply especially the major and busy ones in the urban centres of the state.

Observations revealed that large number of commuters are most of the time stranded at ITC loading stations waiting endlessly for vehicles to get to their destinations. Thus management should operate reliable departure time table, aid decongestion of loading stations, and as a result reduce the number of commuters stranded on the various routes plied by ITC vehicles.

The ITC has not modernised transit services in the state. The management can achieve this by making sitting arrangements in the buses more comfortable for commuters, make adequate provisions for passengers' luggage and provide loading station facilities in order to increase client patronage, enhance revenue generation and achieve one of the major objectives of the programme: modernising transit services.

On the issue of revenue loss, management should guard against some fraudulent practices of their staff. Such practices include colluding with commuters in fare evasion, use of expired tickets by conductors, theft of vehicle parts, fuel, and embezzlement of revenue. There should be an efficient and effective traffic monitoring system to check carrying of excess passengers and ensure that drivers and conductors don't collude to divert money into private pockets. Such traffic monitors should not be kept permanently on such routes to reduce much familiarity with drivers who operate such routes.

A scheme or package of incentives should be provided to motivate ITC staff to put in their best. Such incentives could be in form of awards (best driver of the year, cash rewards, etc.). This would go a long way to encouraging them work dilligently.

It is of utmost important that the state government should provide adequate subvention/grants to the company to enable it procure enough vehicles and spare parts. A law should be enacted to back up the provision of such budgetary allocation. This will ensure effectiveness and efficiency of the scheme.

The public should not see the federal urban mass transit programme as a pure social service scheme or an opportunity to partake in the sharing of the 'national cake'. Rather, this is

an effort by government to complement the services of private commercial vehicle operators and reduce the hardships suffered by the citizens in going about their daily business.

Finally, the researcher is of the view that the Imo Transport Company (I.T.C.) and indeed other state transport agencies should stick to FUMTP guidelines on vehicle standardization and acquisition of only two models of locally assembled vehicles. This would enable them to procure vehicles and spare parts in large quantities and thus reduce costs.

Thus, when these are done, the agency and other state/local government transport corporations might have laid a foundation for developing a comprehensive and integrated urban mass transit system in the country.

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APPENDIX - QUESTIONNAIRE

Sub-Department of Public Admin. &
Local Government,
University of Nigeria, Nsukka.

Sir/Madam,

I am a post-graduate student in the above mentioned department, conducting a research on "The Implementation of the Federal Urban Mass Transit Programme in Nigeria: A Case Study of the Imo Transport Company Ltd., Owerri.

The purpose of this questionnaire is to aid the collection of information from the respondents which will be used to analyse the extent of implementation of the programme in the state. Whatever information you give will be treated as confidential since this research is purely an academic exercise being part of the requirements for the award of the Master of Public Administration degree.

The researcher will appreciate your sincere response to the questions.

Please, read each item carefully and tick (√) against the item that applies to you.

Thanks for your co-operation.

Yours sincerely,

CHUKWUKA, H.C.
PG/MPA/90/9044.

Note: Part I is for Commuters only.
Part II is for ITC Management Staff.

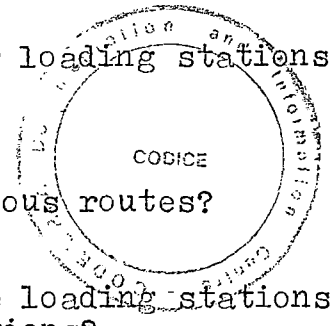
Part I

1. Are you aware of the existence of ITC bus services in the state?

   Yes ( ) No ( )

2. If 'Yes', how often do you board ITC buses?

   Always ( ) Not always ( )



3. Are ITC vehicles available at their loading stations all the time?

   Yes ( ) No ( )

4. Are ITC buses regular on their various routes?

   Yes ( ) No ( )

5. Do commuters waste much time at the loading stations before departing for their destinations?

   Yes ( ) No ( )

6. Does the absence of fixed time schedules for bus and passenger departures affect the implementation of the urban mass transit scheme in the State?

   Yes ( ) No ( )

7. Do you think ITC charges lower fares than other commercial vehicle operators?

   Yes ( ) No ( )

8. Are the fares charged by ITC vehicles affordable by passengers?

   Yes ( ) No ( )

9. Has the plying of specific routes by ITC vehicles reduced the frequency of traffic congestion in the state's urban centres?

   Yes ( ) No ( )

10. Has the provision of special school services for students helped decongest urban traffic flow?

    Yes ( ) No ( )

11. Does the absence of fixed time schedules for bus and passenger departures affect the effectiveness of the programme?

    Yes ( ) No ( )

12. Are ITC vehicles comfortable for commuters with regard to:
    (a) seating arrangements? Yes ( ) No ( )
    (b) provision for passengers' luggage? Yes ( ) No ( )
    (c) loading station facilities for commuters' convenience?
    Yes ( ) No ( )

PART II: FOR ITC MANAGEMENT STAFF ONLY.

13. Does ITC have enough qualified personnel to execute the urban mass transit programme?
    Yes ( ) No ( )

14. Are fraudulent practices by ITC staff a problem in the realization of the goals of the scheme?

    Yes ( ) No ( )

15. Does the absence of subvention/grant by the State Government decrease revenue generation of the company?

    Yes ( ) No ( )

16. Does the escalating price of vehicles and spare parts inhibit the realization of the goals of the programme in the State?

    Yes ( ) No ( )