

An Assessment of the Efficacy of Nigerian Draft National Transport Policy

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Abstract

For the past five years, Nigeria has been toying with the national economy by its failure to bring about an operational transport policy for the country. Therefore there is no clarity in strategic direction, legal responsibilities or liabilities. Moreover the high death toll and property loss due high accident rate amongst others are eating deep into the national economy. To cite and stress the overriding importance of transport policy to national development and the imperatives for sound transport policy, the transport sector accounts for over 10% of America's economic activities, directly employs 4.5 million Americans and estimated to be worth \$1.8 trillion of the United States economy. So given this compelling evidence, Nigeria's current predicament has critical national and global implications.

However, more dangers lie ahead if the 2004 Draft National Transport Policy with its deficiencies translates to substantive policy document. Transport efficacy to development can only be founded on well-structured, strategic, contextual and content-rich policy. The lack of clarity in an ill-conceived transport policy will be more detrimental than the current no-policy position.

This paper attempts an analysis of the Nigerian Draft Transport Policy using the Structure-Context-Strategy-Content (SCSC) model to ascertain the efficacy (in other words, the suitability and adequacy) of document to deliver desirable outcomes. The analysis of the draft policy with the model yielded 40% result, which translates to inadequacy.

Key words: transport policy, transport efficacy, Structure-Context-Strategy-Content model.

1.00 INTRODUCTION

Transportation is a driving force needed to propel the economy of any nation. Hence a striving economy has a formidable transport system as a backbone. Transport service provision involves a lot of interactions and needs an ordered state to operate. The orderliness and guidance to achieving national transport objectives are captured and actualized by drafting a national transport policy.

Drafting a policy is only a starting point towards achieving the national objective. It may not be complete or holistic in addressing all transport issues. It is therefore subject to periodic review and assessment to effectively address its weaknesses and emerging issues. It is in this light that the assessment was conducted.

This paper analyzed the Nigerian Draft Transport Policy using the Structure-Context-Strategy-Content (SCSC) model to determine the strength and the suitability of the document to produce solutions to Nigerian transport challenges.

The first part of the work explored the draft policy document and presented an overview of the areas covered by the policy. The key challenges of Nigerian transport system were highlighted with the view of seeing how the policy was positioned to address the challenges. The model with the results of the analysis was presented, and after which came the recommendation and conclusion of the study.

2.00 AN OVERVIEW OF NIGERIAN DRAFT TRANSPORT POLICY

The policy covers the opportunities and challenges of Nigerian transport system, the goals and objectives of the policy, water, land, and air transportation. Included in the contents are also the regulatory framework, transport safety, energy and environmental issues, integrated and intermodal coordinating issues, policy implementation and conclusion.

2.10 GOALS AND OBJECTIVES OF NATIONAL TRANSPORT POLICY

The goal of Nigerian national transport policy is to develop an adequate, affordable, safe, environmentally sound and efficient transport system in the context of a progressive and competitive market economy.

The national transport policy has the following unaltered broad objectives:

- To promote trade competitiveness of Nigeria through an efficient and affordable integrated transport network;

- To promote the safety, security, reliability, quality and speed of movement of goods and people at both national and international levels
- To facilitate trade and transport through transparent and streamlined administrative procedures based on modern management and information technologies;
- To increase the involvement of private sector in the financing of and operation of transport related services;
- To protect national interest in the country's transport system and encourage full indigenous participation in transport service delivery;
- To promote quality road infrastructure and operation through greater effectiveness in meeting customers need;
- To structure the infrastructure to ensure environmental sustainability and international accepted standard;
- To promote culture of maintenance and upgrading of existing infrastructure;
- To build a strong financial base (both public and private) for the creation, maintenance and upgrading of transport infrastructure; and
- To promote the use of public transport over car travels.

The new direction presented public-private sector partnership for the provision and development of the nation's transport system. The government wishes to tap the ingenuity and proper management of fund that characterize the private sector in her transport development. Hence it will be the role of the private sector to invest, own, and manage different elements of transport system, while the government plays the role of direction and supervision of the transport system.

2.20 WATER TRANSPORTATION

2.21 PORTS, INLANDWATERWAYS AND SHIPPING

By Decree No. 38 of 1999, Nigerian Ports Authority owns the ports and controls all public and private tasks. With this nature of port organization, port sector is characterized by rigidity and gross inefficiency, with no room for competition.

Hence, the policy provided for a reform that will improve service delivery, enhance management capability, and reduce government involvement and spending. Under the reform:

- The private sector will take over all the existing port terminal operations, investment and maintenance of super structure.
- The public sector will be responsible for port planning and development, nautical management, safety, security and environment. The public sector functions will be executed by a reformed NPA.

- Port Commission will be created to undertake economic regulation of the sub sector, pending the creation of Transport Regulatory Commission

In order to enjoy the potentials of waterway transportation, the government has resolved to:

- Eliminate the physical constraints to navigation.
- Promote pricing system that will shift traffic to the inland waterways
- To restructure Inland Waterways Authority (NIWA) to reduce its responsibility to create opportunity for private sector participation.
- To encourage indigenous participation in the development of inland waterways
- To establish Inland Waterway Safety Inspectorate to inspect and license commercial river crafts and impose sanctions where necessary.
- To subsidize services where it is costly to provide services by public enterprises.

The government also wishes to encourage indigenous participation in building national capacity in international shipping. This will reposition Nigeria to be able to carry her own cargo in the future.

2.30 LAND TRANSPORT

2.31 RAIL TRANSPORT

Nigerian rail system has deteriorated and ceased to be economically viable. The main policy goal of the government is to revitalize the railway system to enable it perform its function as a key sub-sector of the nation's transport system. Hence, the government has resolved to adopt concession approach with competitive access to revive the nation's railway.

2.32 ROADS AND ROAD TRANSPORTATION

The government has no intention of expanding the road network in short or medium term, but to maintain and upgrade what is in existence. The reconstruction and maintenance fund is expected to come from budget allocation, user charges and private sector funding and investment. It wishes to promote the training of the operators, government road pricing and compliance to road traffic regulations.

The government intends to open up the rural areas for local and regional markets, improve the institutional framework for rural road construction, maintenance and operation, and ensure sustainable funding for rural road construction and maintenance. It also wishes to develop an efficient, self sustaining and reliable public transport system that meets the need of the growing population of Nigerian cities.

2.33 PIPELINE TRANSPORT

Government policy objective is to provide adequate and safe pipeline transport. The strategies for achieving the above objective include extension of the lines to other areas of need, ensuring security of infrastructure and safety of persons and environment through regulatory measures, integration of pipeline into the transport system and provision of terminal and interchange facilities.

2.40 AIR TRANSPORT

Only three out of nineteen Nigerian airports are operating at a commercial self sufficiency level, while the rest operate at a substantial loss.

The government wishes to reposition the sub sector by:

- i. Improved management and focused commercial posture to enable them attain a level of self sufficiency and efficiency.
- ii. Improve air traffic control and navigational facilities in compliance with International Civil Aviation Organization (ICAO) regulations.
- iii. Participation of private operators and creating enabling environment to provide quality service in line with ICAO regulations.

2.50 POLICY REGULATORY FRAMEWORK

As the private sector provide the required transport service, the government sets the service quality, controls tariff, provides the atmosphere for free and fair competition, sets safety standard and ensure that the goal of national transport policy are met.

The policy provides for the setting up of an independent federal regulatory commission called Transport Regulatory Commission (TRC) to coordinate economic and safety activities. Within the two departments of the commission (Economic and Safety), the various modes will be adequately represented as units under each of the two departments, to undertake economic, technical and safety regulations.

2.60 SAFETY, ENERGY AND ENVIRONMENTAL ISSUES

The policy covers safety issues as it touches civil aviation, water, rail, road, and transportation of dangerous goods.

Government wishes to control the level of fuel consumption using appropriate pricing, alternative fuel sources and traffic management measures. The regulation also seeks to reduce pollution.

2.70 TRAINING AND RESEARCH

With the general objective of achieving self sufficiency in the pool of qualified human resources in the transport, the government intends to:

- i. Identify the manpower need in the transport industry.
- ii. Analyse the adequacy of the existing training in the nation.
- iii. Promote and coordinate research work in transport.

2.80 INTEGRATED AND INTERMODAL TRANSPORT

Nigeria does not have a balanced transport modal development. The development has been skewed towards the road to the extent that the road is responsible for conveying about 90% of passenger and freight transport.

The national transport policy recognizes the need for the development of a seamless chain of transport system where each mode has the opportunity of fulfilling its distinct potentials. The government intends to:

- i. Adopt a pricing mechanism that will tilt traffic to the appropriate modes.
- ii. Create mode interface or interchange points to facilitate connectivity.
- iii. Connect ports by rail and road.
- iv. Connect river ports, rail stations and airports by good roads.
- v. Conduct a study into the problems of intermodal transport in Nigeria and proffer solutions
- vi. Implement the master plan for integrated transport infrastructure.

2.90 IMPLEMENTATION

The realization of the aspiration for a transport policy depends much on the implementation which is expected to be in phases. It comprises immediate, short and medium term action plan. Under immediate action plan, government will review the regulatory, legal and institutional framework for transport. Short term action plan involves setting up of Transport Policy Implementation Unit in the Ministry of Transport, while medium term action plan entails constituting a Review Team comprising knowledgeable transport specialists and researchers to adjust the policy to accommodate necessary changes.

3.00 CHALLENGES OF NIGERIAN TRANSPORT SYSTEM

A critical observation of the Nigerian transport system shows that it is shrouded with a lot of challenges which manifest under structure, content, strategy and context dimensions. Below is a list of thirty two identified challenges.

- 1) lack of strategic direction,
- 2) growth without development
- 3) Lack of inter-modalism
- 4) Invasion of transport space builders and traders
- 5) beggars' intrusion on transport space
- 6) highway and street hawking
- 7) bribery and police harassment
- 8) unhealthy competition (Survival of the fittest)
- 9) substandard construction
- 10) poor maintenance culture
- 11) infrastructural decay
- 12) low public investment in transport services and infrastructure
- 13) manpower shortage,
- 14) low human capital development
- 15) Increasing growth of touts
- 16) abuse of public space
- 17) high level of pollution
- 18) Increased litter of abandoned vehicles
- 19) Unregulated emergence and growth of motorcycles as Para transit
- 20) Highway robbery
- 21) Increasing loss of life on our roads
- 22) high accident rate

- 23) loss of capital resources
- 24) growth of lawlessness,
- 25) Fare hikes
- 26) lack of standards
- 27) irresponsible licensing
- 28) inability to meet the demand for public transportation
- 29) sporadic shortage energy supply and distribution
- 30) unregulated growth of private transport
- 31) poor quality transportation
- 32) lack of transport financing

Out of the thirty two challenges encountered, only ten of them were addressed. They include lack of inter-modalism, substandard construction, poor maintenance culture, infrastructural decay, low investment, loss of life, high accident rate, fare hikes, growth of private transport, and transport financing. Hence 69% of the identified challenges were not represented by the policy.

4.10 STRUCTURE -CONTENT-STRATEGY-CONTEXT (SCSC) MODEL

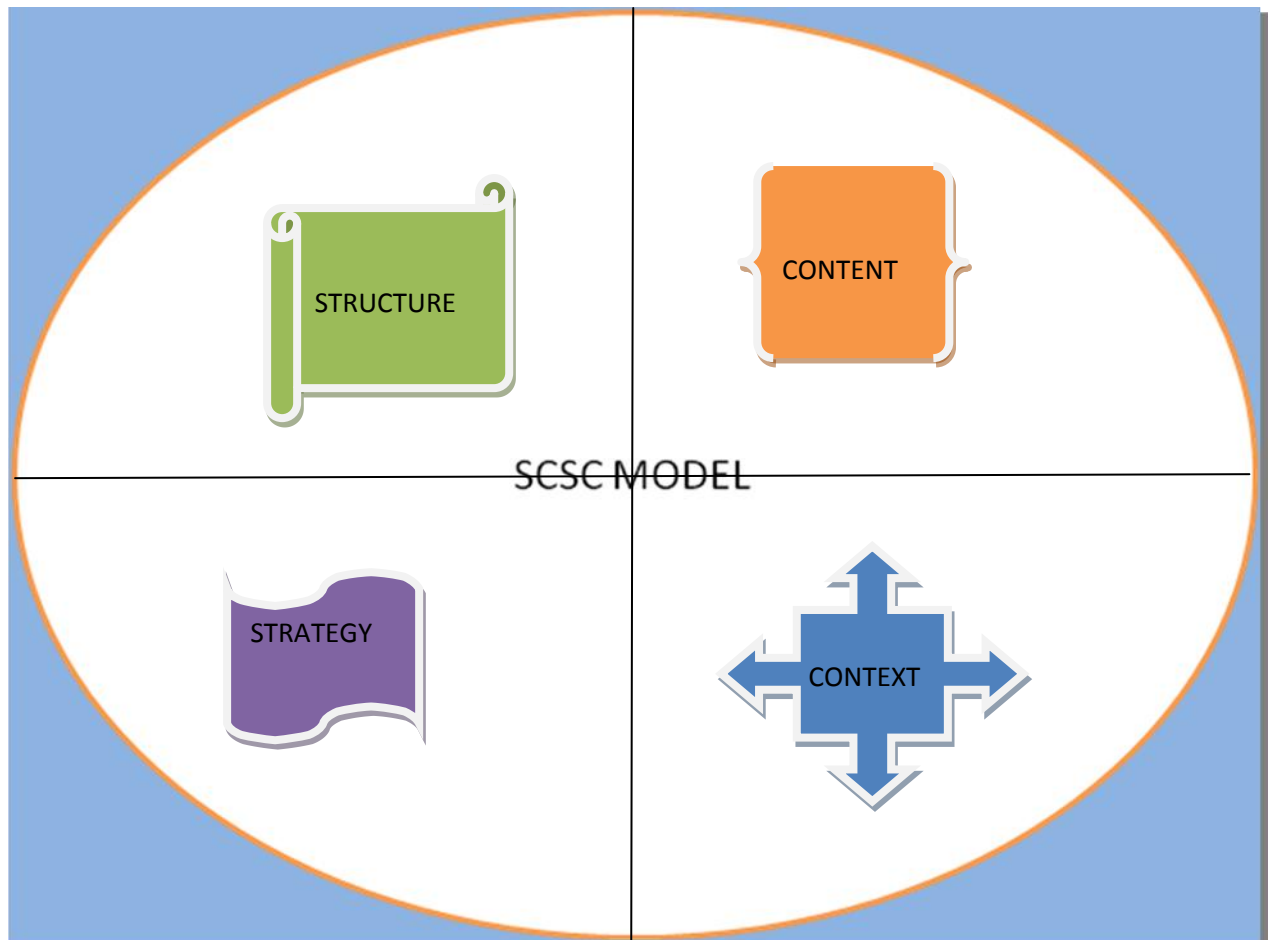


Figure 1 STRUCTURE-CONTENT-STRATEGY-CONTEXT (SCSC) MODEL

The general objectives of transport policy include the following:

- 1 Framework for Socio-economic development
- 2 Strategy for resource generation
- 3 Creation of lines of responsibility
- 4 Framework for regulation

Transport Policy addresses four main aspects of transport development which makes up the whole. This includes:

- a) Structure - the structural challenges of transport
- b) Content - the demand and supply challenges of transport
- c) Strategy - the methodology of delivering transport solutions
- d) Context - the development focus such as competitiveness, sustainability, employment generation etc.

STRUCTURE

Priority Issue: overdependence on road transport leading to **infrastructural decay** and associated problems such as, high level of road congestion, **emergence of motorcycling as a Para transit**, road safety menace, high accident rate, huge loss in transport capital and landed properties, , underdevelopment of other modes etc.

Query 1: Is there any recognition of this priority issue in the policy document?

Query 2: Is there any policy to support the growth of local road construction companies capable constructing and maintaining the decaying infrastructure?

CONTENT

Priority Issue: Dominance of private operators exacerbating infrastructural decay, unfair pricing regime and consumer exploitation etc.

Query 3: Is there any recognition of the overriding dominance of private sector in the supply of transport services resulting in unfair manipulation of service users?

Query 4: Does the policy document provide for public participation to reduce the effects of overriding control of private sector?

STRATEGY

Priority issue: Any strategy that will deliver the goals of transport policy must be clear, comprehensive and attainable.

Query 5: Has the policy document any clear strategy or methodology towards making the development objective or policy focus attainable?

Query 6: Is the strategy comprehensive or adequate capturing all modes and emerging issues?

CONTEXT

Priority issue: Policy must locate within a particular context

Query 7: Is there recognition of the need for specific direction in policy such as increasing competitiveness, sustainability, or stimulating employment?

Query 8: Is there a clear direction or focus the policy document considers as overriding imperative?

ASSESSMENT

The policy is analysed to determine the level of representation of each of the aspects of transport development using recognition and strategy criteria. An aspect scores 10 marks if it is recognized in the policy, and 15 marks if there exists a real strategy in the policy for its actualization.

All the criteria are equally weighted with each quadrant constituting 25 % and the overall outcome graduated in the following Scorecard:

0 -25

26 -50

51-75

76 -100

Grossly inadequate

Inadequate

Satisfactory

Adequate

4.20 ANALYSIS

STRUCTURE

The policy recognizes the overdependence on road and the infrastructural decay and other associated problems (Items 4.2.6 and 10.1.1). The policy therefore scores 10% under recognition criterion. But there is no strategy for upgrading the decayed infrastructure through local construction companies. The policy however, provided for the use of Rural Road Maintenance Team and promoted labour intensive technology in the local governments. Hence it scores 5% for the above provision.

CONTENT

There is a recognition of the dominance of private sector in the supply of transport services (4.2.6 and 4.4.4), but there is no provision for public participation to reduce the effects of overriding control of the private sector. Hence, the content scores 10% for recognizing the dominance of the private sector and 0% for lack of provision for public participation as a way of controlling private sector dominance.

STRATEGY

Competitive strategies are found more in road transport mode (4.4.4 (a) and (b)). Port and rail subsystems contain the same element of competitiveness by the provisions for concession (3.1.6 (a) and (b)) and (4.1.5), hence structure scores 5% for partial recognition of the priority issue. The strategy is however, not comprehensive or adequate in all the modes and therefore scores 0% in this criterion.

CONTEXT

There is a recognition of the need for specific directions such as competitiveness and sustainability. This is seen in the objective of the policy (2.2). The policy scores 10% here. But there is no clear direction the policy considers as overriding imperative. Hence it scores 0% in context criterion.

The table below presents the summary of analysis.

	Structure	Content	Strategy	Context	Total
Recognition	10	10	5	10	35
Strategy	5	0	0	0	5
Total	15	10	5	10	40

Table 1- ANALYSIS SUMMARY

Summarizing, we find that in terms of problem identification, the draftsmen scored 35 /40 but in terms of strategic solutions they scored 5/60 and we know that the policy is essentially designed to provide strategic direction. We suspect that this may have been a very hurried document or one that lacked professional input altogether.

5.10 CONCLUSION

We have successfully applied the structure - content-strategy-context (SCSC) model on the Nigerian draft Transport Policy and are satisfied that the result reflects the quality of the document and its potential to deliver should it be accepted as a substantive policy. We hesitate to recommend it for adoption as valid for the purpose of policy as 40% score reflects inadequacy and consequently inefficacious.

5.20 RECOMMENDATION

We recommend an open review of the draft policy as an urgently imperative. This should involve as many stakeholders as possible.

Structure - content- strategy - context (SCSC) model should be subjected to further testing for validation, since it is being used for the first time.

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