

# APPRAISAL OF ROAD TRANSPORT POLICY REFORM IN NIGERIA: A CASE OF INFRASTRUCTURE DEFICIT

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## ABSTRACT

The study examined the road transport system reform in Nigeria. This was intending to assess the adequacy of road transport reform in Nigeria. The study employed both primary and secondary data. This study employed a stratified sampling technique for the choice of civil servants who are at directorate cadre with a total population of 35 in Federal Ministry of Transport, Federal Ministry of Works and Federal Road Maintenance Agency. For interview administration, purposive sampling technique was used to select the sample size of (FMW 3; FMT 2; FERMA 1) 6 Directors which constituted 17.1% who are the custodian of road transport policy. Observation of road infrastructures and office equipment were carried out. The secondary sources of information that were employed included relevant official publications and records from Federal Ministry of Transport, Federal Ministry of Works and Federal Road Maintenance Agency who are a major player in road transport; journal articles, periodicals and internet sources. Data collected through the use of the in-depth interview from the Directors of the two ministries and agency were analysed using descriptive statistics such as percentages, tables and frequency distribution and graph.

The results revealed that the road transport system reform in Nigeria was structurally deficient as it did not address all social classes especially the physically challenged and the elderly among others.

The study concluded that as a result of hindrances associated with road transport reform the expected road infrastructure expansion and facilities upgrade through the reform recorded a partial success.

## INTRODUCTION

The modern transport system in Nigeria started during the colonial period in which the networks of rail, water and road development were established essentially for the exportation of cash crops such as cocoa, cotton etc. as well as the importation of cheap mass-produced consumer goods. The early transport systems were planned in the most economic way possible as shown with the construction of sub-standard and sub-base rail and road alignments which later proved inadequate to accommodate heavy vehicles. In the post-colonial era, re-orientation of goals in transport sector

became imperative as transportation served as an instrument of unification of the country and an important tool for social and economic development.

The identified major imbalance between the needs of Nigerians and economy for adequate transport facilities and the ability of the transport sector to meet such demands informed the introduction of National Transport Policy. Friedrich (1975) defined public policy as the proposed course of action of the government or one of its divisions. It is also defined as the authoritative allocation of values to the whole society (Easton, 1979). Policy formulation is an instrument that is being used both by public and private organizations to address existing problems or imbalances and safeguard the re-occurrence of such in the nearest future through articulated goals and objectives as contained therein. Although a draft of the National Transport Policy was prepared in 1965, it was not adopted. Observed extreme malfunctioning of the nation's transport system and the associated problems necessitated the emergence of the 1993 document, christened "moving out of the crisis", as the first National Transport Policy with its thrust on modal development.

The realisation of the fact that the aspiration contained in this document seemed inadequate to transform the dynamics and ever-changing transport sector environment nationally led to the 2003, 2008 and 2010 reforms which paid attention to integrated intermodal development, deregulation, privatisation and public-private partnership respectively. Policy reform is a condition that prevails on policymakers to effect changes on a policy after discovering some lapses. This in effect did not imply that during the period, efforts were not made to improve and maintain the system and make it functional, but the overall demand for transport services and use of roads in Nigeria seems to exceed the supply. This situation requires urgent remedies to effect needed changes and improvement in the transport sector and particular road transportation in Nigeria.

The 2008 reform was short-lived as the need for its re-engineering of policy goals and objectives in line with social, economic and technological reality informed the emergence of 2010 National Policy document which suffers the same faith and remains essentially as a draft with the previous policies, but its contents are being implemented. The 2010 National Transport reform is aimed at institutionalizing transport system through the creation of central coordinating centres to administer its affairs. Despite the various policy document reforms, the transport sector and road transport mode witnessed deterioration in facilities. nine years after the last reform, not much could be said to have been achieved in the transport sector in general and road sub-sector in particular. The lofty general policy goals and objectives for the transport sector and in particular the road transportation seems unattainable. As many of the Federal highways and bridges in Nigeria including Ife-Ibadan, Oyo-Ilorin, Benin-Onitsha, Lagos-Ibadan, and Jebba-Mokwa, among other expressways, are

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characterized with large potholes and failed portions which slow down movements and expose users to frequent accidents with the attendant loss of lives and properties.

The major road transport infrastructure in Nigeria, as at year 2010, consisted of 34,123 km of Federal highways including seven major bridges across the Niger and Benue Rivers, the Lagos ring road, the Third Mainland Axial Bridge; 30,500 km of State Government roads; and 130,000 km of Local Government roads (Buhari, 2000; FGN, 2010). Buhari (2000) observed further that, only 50% of the Federal roads and 20% of the State roads were in reasonably good condition. Only an estimated 5% of the local rural roads were freely motorable. Meanwhile, overuse and lack of maintenance are further eroding the quality of the rest of the Federal highway network.

According to the Federal Republic of Nigeria's Constitution (1999) the responsibility of the planning, developing and maintaining the nation's transport infrastructure is shared among the three tiers of Government. To this end, intra-state roads are the responsibility of State Governments; Local Governments are required to cater for intra-urban and rural feeder roads, which account for over 60% of the existing road network; while the Federal Government, through Federal Ministry of Transport, Federal Ministry of Work and Federal Road Maintenance Agency (FERMA), is responsible for the maintenance of national highways which constitute only 17% of the existing road network in Nigeria. Despite the lopsided institutional arrangement, the impact of the three tiers of government and, in particular, the Federal Government, remained minimal as the condition of Nigerian roads has become deplorable and inadequate, notwithstanding the reform put in place.

This scenario informed why attention is focussed on policy reform implementation of the transport sector and road transportation in particular as it affects Federal highways in Nigeria. Therefore, this study attempts to unveil what is responsible for the poor status of federal highways and road infrastructural deficit borne out of policy reform implementation.

### **Statement of the Problem**

Following the growth in transport demand and its consequent negative effects; sustainable transportation policy reform has been adopted in many parts of the world, to deal effectively with the threats and simultaneously provide optimal mobility and access. This also made the Federal Government of Nigeria (FGN) introduce National Transport Policy (NTP) in 1993, aimed at achieving sustainability in the transportation system. However, it is observed that the policy reform has little influence on transportation development, especially as the railways' system has partially collapsed with resultant increased pressure on roads. Diverse studies have been conducted on the level of transport development in Nigeria. Notable among

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these and of importance are Buhari, (2000); Sumaila, (2013); Agbonkhese, Yisa, Agbonkhese, Akanbi; Aka & Mondigha, (2013); and Igwe, Oyelola, Ajiboshin & Raheem; (2013) whose studies focused on reviewing the national transport policy. However, these studies failed to link the remote cause of the deplorable state of federal highways to limitation and weaknesses imposed on infrastructural development by the national road transport reform document. In spite of 1993 National Transport Policy and subsequent reforms, the road transport infrastructure appeared inadequate and the yearly budgetary allocation seems not have impacted favourably on the quality of the existing road network.

Given the above, there is need to evaluate the National Transport Policy (NTP) to determine the extent to which the reform has achieved its stipulated objectives and in particular, its effectiveness on road transports reform on infrastructural development in Nigeria. Hence, this study.

### **Research Questions**

The study attempted to provide answers to this question *What are the key contents of the transportation system in Nigeria?*

### **Objectives of the Study**

The study has a broad objective of assessing the implementation of road transport reform in Nigeria, while its specific objectives is to examine the road transport system reform in Nigeria;

### **Scope of the Study**

The study covered policy formulation and infrastructural development in the road transport system of the Federal Government of Nigeria and the agencies that were saddled with the responsibility of the implementation, transformation, expansion and maintenance of the physical infrastructures and orderliness in the road transportation sub-sector between 1993 and 2016. The agencies involved are Federal Ministry of Transport, Federal Ministry of Works and Federal Road Maintenance Agency that was statutorily responsible for policy formulation, infrastructural development and road maintenance with the focus on federal roads in Nigeria.

## **LITERATURE REVIEW**

### **Road Transport Infrastructure**

Infrastructure can be generally defined as the set of interconnected structural elements that provide a framework supporting an entire structure of development. It is an important term for judging a country's or region's development. The term typically refers to the technical structures that support a society, such as roads, bridges, tunnels,

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water supply, sewers, electrical grids, telecommunications, and so forth, and can be defined as the physical components of interrelated systems providing commodities and services essential to enable, sustain, or enhance societal living conditions (Fulmer, 2009).

When viewed functionally, infrastructure facilitates the production of goods and services, and also the distribution of finished products to markets, as well as basic social services such as schools and hospitals; for example, roads enable the transport of raw materials to a factory. Research by anthropologists and geographers shows the social importance and multiple ways that infrastructures shape human society and vice versa (Graham & Marvin, 2001; Harris, 1968).

In Keynesian economics, the word *infrastructure* is exclusively used to describe public assets that facilitate production, but not private assets of the same purpose. In post-Keynesian times, however, the word has grown in popularity. It has been applied with increasing generality to suggest the internal framework discernible in any technology system or business organization. In public economics theory, infrastructure assets such as highways and railways tend to be public goods, in that they carry a high degree of non-excludability, where no household can be excluded from using it, and non-rivalry, where no household can reduce another from enjoying it. These properties lead to externality, free ridership, and spill over effects that distort perfect competition and market efficiency. Hence, government becomes the best actor to supply public goods (Myles, 1995).

Transportation infrastructure is viewed as a means of improving the communities in which we live and work. National transport reform non-implementation by governments or that varies from the agreed reform, will fail to deliver the desired outcome.

### **Policy Performance and Impact**

The major problem with the evaluation of programme performance is that most public programmes do not have an accepted index that measures completely quality and output (John, 1971). This problem of an acceptable index that measures completely quality is a major challenge facing infrastructure development in the transport sector. Hence, performance could be looked at as how well a policy is doing concerning intended purposes, objectives, targets and accomplishments. It relates to whether intended services have been delivered, intended outcomes or other desired end state have been achieved or whether the target problem or situation has experienced the desired changes. Performance encompasses effectiveness and efficiency. Effectiveness is viewed as the level of attainment or realization of programme goals. It answers the question of whether stated intentions, plans and projections have been met or not. In other words, effectiveness assesses the relevance, propriety and correctness of efforts, activity and accomplishment (Soyode, 1980).

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However, Van Meter and Van Horn (1975) defined performance as the degree to which anticipated services are delivered. Equally, efficiency relates to input or resources invested in the results obtained. An efficient programme is one that achieves high output with minimum input. Efficiency considers the resources means or operations and activities that produce a specified output. Then, performing programme is that which achieves critical objectives and targets. This implies that the activities or output of such performing programmes are properly directed to achieving the desired impact. The issue of performance deserves serious attention as a result of inherent gaps between policy objectives and outputs on one hand and policy outcomes and impact on the other. Indeed, it has been observed that public policy implementation in the presence of required resources may not be implemented as stipulated to match the intentions and expectations of policymakers (Sharkansky & Van Meter, 1975; Richard, 1975). Performance can also be associated with the professional standards in existence, the magnitude of the problem or need, the quality of services and client derived satisfaction (Sharkansky & Van Meter, 1975). In reality, public policy has been largely characterised by non-performance in which targets are hardly achieved, goals are often not attained, desired impacts are elusive and policy problems remain unsolved.

Policy impact is viewed as the aftermath of public policy on the environment which can simply be defined as 'the measurable changes in the social or physical environment that the policy program was intended to produce' (Dye, 1972). This definition could be said to be narrow in the sense that the impact analysis is the solution of the targeted problems or attainment of intended effects on the target population, public policy necessarily produces unintended consequence both on target groups and the society at large.

Dye (1972) defined policy impact as the "effect of a policy on real-world conditions". This other definition broadly encompasses all effects or consequences on every facet of the society which include the impact on the target situation or group; the impact on situations or groups other than the target group or situation and the impact on future as well as immediate conditions. Dye's conception is broad because all policies have varied effects which could be direct or indirect and intended or unintended on various segments of the population. The impact of the target group is the major preoccupation because it is the concern of the programme objectives.

Policy reform is a condition that prevails on policymakers to effect corrections on a policy having discovered some lapses. These gaps inform the need for reform. The government officials in particular politicians entertain fear and become indifferent to accept a policy reform even in the realization that the policy is likely to fail. However, there is a need to evaluate the policy performance at the implementation stage and recommend institutional reform for a better and viable

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policy. In as much effective policy implementation cannot be divorced from management and monitoring, it behoves on all staff to be policy-result oriented and adhere strictly to the policy implementation procedures. Quality personnel are central to policy formulation and implementation which has become an issue. Most staffs that formulated policy are with inadequate qualification, lack capacity, expertise or skills either to formulate or monitor the policy. In most cases, policies are implemented by incompetent staffs that are conservative and prefer status-quo in their disposition to policy implementation. These inform why any attempts to introduce policy innovation that will bring new development in the challenging world are played down. Policy reform is a process in which changes are made to the formal "rules of the game" which may include existing policy, laws, regulations and institutions to address a problem or achieve a goal such as economic growth, environmental protection or poverty alleviation (OECD, 2006).

The "World Development Report 1994," which focused on infrastructure, stressed the importance of expanding the role of competitive markets and the involvement of the private sector to increase efficiency in the provision and operation of infrastructure and service (Gwilliam & Shalizi, 1996). Transport economic policy reform indices include the following: trade policy, foreign direct investment, privatization, deregulation and public-private partnership among others.

#### **Transportation Reform in the United Kingdom in Perspective**

The year 2007 became remarkable in the United Kingdom as a transportation strategy witnessed a major change in which a new national government policy document has shown a marked transport policy approach different from the old order. The new policy idea is objective-focused and evidence-based. Notably, it focussed indices of economic growth and air pollution reduction instead of paying direct attention to transportation outcome as worthy objectives. Essentially the new process is a merit-based approach to decision making which enables the government to analyse and priorities different alternatives based on economic costs and benefits of policies and projects. Also, the best solution that addressed different policy objectives are selected. This strategy originated from the report released by Eddington Transport Study in December 2006 which differs from a traditional transportation-centric method in which transportation is been treated as a branch of environment, economics and social policy, but not focussed as a goal.

The crux of the Eddington Study is to reposition transportation to enhance and promote the environment, economic performance, and societal goals. The report was divided into four parts: firstly, through previous studies, the detailed consideration of the fundamental association between transportation and economic growth were examined using commissioned academic and private sector researches. The study confirmed that there exists a positive relationship between economic growth

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and investment in transportation. However, the weight of this association and the direction of causality between transportation and economic growth could not be ascertained (Eddington, 2006). At times, investments in the transportation system may be associated with major increases in productivity as pointed out in the case of completion of the U.S. interstate highway network in the 1950s which was in contrast to the identification of U.K. transportation network important areas where the transportation networks performance negate economic growth and environmental sustainability. Based on this assessment several policy alternatives that cost-effectively reshape the U.K. transportation problems are provided. Finally, section four considers "delivery" issues, including reform to the development consent process, to improve the deliverability of interventions and investments as described below.

### **The Transportation Challenge in the United Kingdom.**

The second part of the Eddington Study sought to identify the strategic economic priorities for the U.K. transportation system. The report observed that the U.K. with a territory relatively small and densely populated had unique economic geography. Most trips were the local and short distance in which the demand was concentrated in particular areas of the network and a particular period of the day or year. As such, the transportation challenges were traced mainly to the high density of demand instead of having to shrink long distances (Department for Transport, 2005). In a survey conducted by the stakeholders engaged by Confederation of British Industry confirmed that capacity and reliability rather than speed were the pressing challenges in 62 per cent of businesses respondents asserted that unreliable goods delivery time had an impact on their business (Confederation of British Industry, 2004). The Eddington Study observed that the main UK economic strength is rooted in international trade in goods and services in its major metropolitan areas. As applicable in any open economy, the U.K. stands to lose more if international trade routes malfunctioned. Also if the urban network were congested the UK economy will significantly be affected. As shown by the data analysis, the report indicated that the UK transportation system was under pressure in the key metros and along the main international trading corridors which the modelling suggested would worsen through to 2030 (Department for Transport, 2006).

Thus, it was concluded strategically that upgrading the international corridors, city networks and selected highways between cities and international trading corridors are likely to offer the highest returns in the U.K. Consequently, in order to meet the changing needs of the UK economy the Eddington Study endorsed and put forward that the government should focus on economic policy that will sustain investment and enhance the existing transportation networks in the areas that are critical for the U.K.'s economic success. Specifically, the three strategic economic priorities for transportation policy should be congested and growing commuter cities, the key



interurban corridors, and the key international gateways that are showing signs of increasing congestion and unreliability.

### **Overcoming the Challenge**

The response to the identified challenges was to examine the cost-benefit information through the collation of over 170 different projects considered by the government into a single database for analysis by the Eddington Study. The identified key points included the Fundamental economic principle dictates that the prices of an undertaken journey must reflect true benefit and impact. As a result, an economic cost was proposed for the users to defray the impact on the road, combat the emissions as well as to prevent road congestion.

A countrywide road pricing plan which will ensure that the drivers pay the economic cost for congestion and environment impact that offers huge economic benefits is targeted. Hence, at the centre of Eddington recommendations emerged the “user-pays” principle that would promote the payment of full costs of using the transportation network, across all modes, which will eliminate the modal distortions in the government funding policy. Furthermore, congestion, greenhouse emissions and the need for additional investment in new capacity would have been reduced drastically. This will enable transportation operators to use the current road infrastructure and equipment efficiently. As applicable to other economic sectors, pricing assumes a central position for an efficient allocation of resources in transportation a radical approach from the past exercise.

The Eddington Study concluded by identifying the best solution to the most pressing problems through the proposal of the reforms to the policy process which is required to deliver the new policy prescription in practice.

### **Eddington’s Unique Lessons for Developing Countries including Nigeria**

There are significant lessons from the U.K. transportation policy reform experience for developing country like Nigeria. Although the lessons are not perfect matches, as the U.K. is one of the most industrialized countries of the world, operating under a parliamentary system of government (Webber & Berube, 2008).

In contrast, the Nigeria Federal system otherwise known as the Presidential system is fashioned along that of the United State of America which is far more disaggregated. Notwithstanding the separation of power, Nigeria government is expected to develop broad-based policies that truly meet national interests, as the same constitution provides for both exclusive and concurrent list on transportation where the federal government can operate within the ambit of the law. The issue of transportation is usually viewed in isolation instead of been seen as an integral part of the economy and other national priorities. However, Nigeria government needs to adopt an Eddington like approach to tackle myriads of problems confronting transportation system and in particular federal highways. It is not enough putting

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more money into the transportation system, a mechanism where road transport investment is subject to benefit-cost analysis and performance-based outcomes must be created and put in place. The Federal Government of Nigeria should articulate sets of objectives in order of priority aimed for the achievement of economic development.

The unique lesson avail to Nigeria through the U.K. experience is that the Eddington Study group was not concern about transportation but concentrated her energy on how to improve the national economy. The issue of road congestion was not treated in isolation rather; the effect of congestion on the movement of goods and services; the environment and the road users were put under considerations. This is a paradigm shift from the traditional method. With Nigeria depending largely on crude oil revenue with attendant fiscal policy problem, an examination of the economy through a transportation lens as did by Eddington group with due recognition of the environment and other social factors will be a fertile ground for consideration.

### **Theoretical Framework in Brief**

This research study was anchored on Easton's system theory (1967) which was a product of General system theory but based on the assumption that a system is characterised by the interactions of its components and the nonlinearity of those interactions. Also, it recognises that a system could be fragmented into subsystems in such a way that each unit could be analysed as an independent entity, but the component parts could be sum together to describe the totality of the system. Thus system laid emphasis on relationships and not on individuals.

The Federal Government, the State Governments and the Local Governments are entities on their own and constitute sub systems within the Federal Republic of Nigeria as a system. Each tier of government constitutes a system with ministries and extra ministerial agencies as sub systems that interact with each other constantly. The ministries' staff could be taken as a sub system with their peculiar training and ethics that guide the profession (Civil Engineer, Electrical Engineer, Architect, Structural Engineer, Surveyor and Administrator).

The internal environment of the ministries and the agencies consists of administrative machineries known as bureaucrats, infrastructures, and other supportive staff and the set goals. The external environment constitutes the political class, larger society, social, economic and technological environment, the governments and the legislature. While the legislature passes laws on appropriation bill dictating allocation to each sector of the economy, the administrator comply and operate within the confine of the laws.

The demand input into the ministries and the agencies are the enabling enacted laws by the legislatures and approved projects. While the support input are professionals from different fields and government funding from tax payers. The

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outputs from the system are various constraints and challenges that inhibit effective and efficient administrative performance of the authority in each ministry and agency. The material inputs that accompany infrastructural development and maintenance determine the quality of such infrastructure provided resulting largely to road transport reform implementation success or otherwise. Limited resource to offset liabilities incurred on acquisition of landed properties poses a challenge. The resultant feedback manifests in insecurity resulting from improper maintenance and inadequate provision of infrastructural facilities that could lead to enactment of another law.

Finally, the system theory provides avenue for the existence of bureaucrats as a sub system who embraces the incremental model in policy formulation as well as through annual budgetary allocation to solve myriad of national problems in which road transportation reform implementation is not left out.

### **METHODOLOGY**

This study employed the use of both primary and secondary data. Primary data were obtained through the administration in-depth interview. Structured interviews were conducted on the Managerial Staff of Federal Ministry of Works (3), Federal Ministry of Transport (2) and Federal Road Maintenance Agency (1) who volunteered and cooperated with the study. For interview administration, stratified sampling technique was used to select 35 civil servants who were at directorate cadre and custodian of national transport policy constituted the total population of which 6(17.1%) directors considered to be fair representation of the population were purposively selected as the sample size for the study. Structured interview guide was conducted with Director of Planning Research and Statistics; Director of Highway Planning and Development, Director of Highways Design-Roads, Director of Highways Public-Private Partnership and Director of Transport Planning and Coordination as well as a Director from the Department of Road Maintenance and Management Service of FERMA. This selection method became necessary to target those respondents who were well informed concerning the road transport reform in particular in the area of policy formulation, implementation and monitoring. Other information collected through a structured interview included policy issues, and challenges facing the reform implementation in Nigeria. Physical observation of status of major roads, bridges and motor parks facilities and infrastructures were carried out. Office and field equipment of Ministries and Agencies were also visited.

The secondary sources of information that were employed included relevant official publications and records from Federal Ministry of Transport, Federal Ministry of Works and Federal Road Maintenance Agency who are a major player in road transport; journal articles, periodicals and internet sources. Data collected through the use of the in-depth interview from the Directors of the two ministries and agency were analysed using descriptive statistics such as percentages, tables and frequency

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distribution. The road status under focus forms the dependent variable while the policy reform indices were predictor (independent variable). The road transport reform indices included modal development, road interconnectivity, public-private partnership, concessionaire, deregulation, privatization among others.

## RESULTS

### **Critiquing the Road Transport Reform Document**

This section addresses the objective of the study by examining the adequacy of National Transport Policy Reform provisions for road transport network development in Nigeria. The National Transport Policy came into being in 1993 sequel to the first policy statement in 1965. The focus of the policy was transporting modal development. This informed why each transport sub-sector was developed individually without paying attention to required complementarities and interconnectivity. Realising this gap necessitated the 2003 National Transport Reform. This was closely followed by another reform in 2008 which was market-driven imbibing the privatisation which according to Williamson (1990) helps to relieve the pressure on the government budget with the belief that private industry is better managed efficiently than state enterprises; and deregulation of transport services which consists in a shift to a competitive economic climate by reorienting and/or suppressing regulatory mechanisms (Jean-Paul, Claude and Brian, 2006).

Observed dwindling financial resources and the need for massive investment in road infrastructure necessitated the 2010 reform which embraces Public-Private-Partnership or outright concessionaire of roads. From the above, it can be deduced that the National Transport Reform is not well formulated and articulated, and lacks professional touch which was the reason why reformation of the document was hastily done within three years.

No matter the positive aspect of the PPP or outright concessionaire of roads, this study believes that the policy formulators failed to look at the other side of the programme vis a vis the economic implication of free-market economy, deregulation and other economic reform indices which generally favour developed economy that have investment all over the world; as most private partners or concessionaires are expected to be foreigners with road technology, equipment and materials which will be at no cost to their country but which will have serious consequences on our foreign exchange reserve when repatriating their profit from a mono-economy like Nigeria. Hence Nigeria needs to redirect its attention by focusing on the economy to proffer solution to the transport system in general, with particular focus on the road sub-sector as it was done by the Eddington Reform.

After the last reform in 2010, the proposed 'National Road Commission' in Section 4.2.4. a (v), 'Road Authority' in Section 4.2.4. a (iii); and 'Urban Transport Agency' in Section 4.4.4c of the National Transport Policy Reform document have not been put

in place. The failure of the Government to enact the enabling Act for the establishment of Agencies and Commissions is a major setback for reform implementation. Government is proposed to introduce the Rapid Rail System into the major cities that will ease out pressure and congestion from the roads networks of the country (in Section 4.4.4a) is yet to be done. Also, it was observed in Section 1.4, paragraph 1 page 5 that the reform document lacks durability as it contains some terminal programmes that render it obsolete at the expiration of such programme e.g. Millennium Development Goals which terminated in 2015; Vision 20:2020; DFRRRI etc. instead the positive values of these programmes and the strategies to achieve them should have been integrated into the document.

Road transport reform is expected to take care of all the social strata. But it was observed that dedicated walkways and routes for cyclist were not provided; physically challenged and the elderly were also not given their right of place. This corroborated Olawole's (2014) lamentation that the elderly in the society were neglected in the scheme of things on the roads as provision was not made for them. Before now the budgetary allocation to roads is the parameter that was used as the standard for performance. The document in itself lacks performance measurability and targets. To get value for money, the budgetary allocation to the sector does not confirm performance, as corruption is endemic and the fund may not be positively deployed.

The lopsided road infrastructural development (Federal Government 17%, State Government 16% and Local Government 67%) as it is contained in Section 1.4 paragraph 5, page 4 and last paragraph, Section 4.2.4.b(i), page 29, remain unacceptable. The proposed road infrastructural development arrangement of Federal Government 50%, State Government 30% and Local Government 20% as it is contained in the last paragraph of page 29, should be adopted and implemented without further delay to justify the human expertise, material and financial resources at the disposal of each level of government.

### Empirical Interview Analysis

To meet the data, this research collected informans as follows:

**Table 1. Administration of the Interview Guide**

Civil Servants		
Ministry/Agency	Frequency	Per cent
Ministry of Transport	11	31.4
Ministry of Works	17	48.6
FERMA	7	20.0
Total	35	100.0

Source: *Fieldwork, January 2017.*

Table 1. revealed that 48.6% of the sampled civil servants were from the Ministry of Power, Works and Housing; 31.4% were from the Ministry of Transport, and 20.0 % were from FERMA. Of the 35 civil servants who were in the Directorate cadre, 6 were be informans

The conducted interview was aimed at eliciting information relating to policy issues using a structured interview guide questionnaire. On the contending issue of whether 'National Policy on transportation exists'. The study sought to know if the staff had a personal copy of draft National Transport document, as this presented likelihood that the staff might have cause to refer to get used to the provisions and thereby provide a basis for its successful road transport reform implementation. It was revealed by all respondents that they have their copy and that the Draft National Transport Policy is on the internet for everyone to have access to it. Their claim put to rest the argument in the academic parlance that Transport Policy on road does not exist.

The interviewees "Directors" said if the country does not have National Transport Policy and in particular, the road transport policy, then the Ministry of Transport will not be in existence. It was also pointed out that first National Transport Policy was in 1993 which was later reformed three times and the draft document was on the internet. When asked why it has remained as a draft; the interviewees said it remained as a draft because the institutions to be established by the Act of parliament by the National Assembly are yet to be put in place. These institutions included Federal highway Authority, National Road Commission, Toll Roads Authority and Municipal Transportation Agency among others. It required the political will of the government to do this not that of the Ministries.

When asked about the extent of road transport reform implementation, the interviewed directors said that 'all you have seen about road transport system are the achievement of the extent of road reform implementation'. They agreed that truly the road may be bad but that was not to say that nothing has been done. The road maintenance, rehabilitation and construction suffered a major setback because of parastatals that have not been put in place which incapacitated FERMA and deprived it of fund that could have been paid directly to the National Road Commission who was to manage and re-distribute the said money. The extent of road transport development is in exhaustive. As new areas are developed new roads are constructed.

On the quality of the job been done, the respondents said that the foreign contractors have adequate field equipment and technology. Whenever the standard of any project awarded to foreign contractor failed to conform to the standard specification, then there is an underline corruption. When asked about the exorbitant price on road construction; and why Ministry of Works could not directly

construct the road to reduce the cost, the interviewees said that the function of the Ministry was only in policy initiation, formulation and involvement in implementation. The Ministry does not execute projects; it stands as a consultant to such projects. Also, the respondents confirmed that it is the government's representative in the Ministry (Minister) that awards contracts. On the issue of corruption, the respondents agreed that political corruption is the most destructive ones which cannot be compared with bureaucratic corruption.

On the challenges facing the road transport reform, the directors said that the political will required for the establishment of the major road parastatals remained a clog in the wheel of progress. The unwillingness of the government to pay full compensation to the property owners on the road right of way retarded progress on a new or expanded road construction. The problem of funding assumes a front burner until the establishment of the proposed agencies which are expected to collect all related taxes.

The fieldwork involved having to travel around the three geo-political zones (South-South, South West and North Central) and in particular, the purposively selected six State capitals (Ibadan, Akure, Lokoja, Ilorin, Benin and Asaba). The road networks were generally characterised with potholes and failed portions to extent that in some cases pools of water made it impossible for small cars to pass through. On these routes road accidents became a child's play as motorists tried to boycott the worst part of dual carriageways to face the on-coming vehicle in a single lane, thus resulting in head-on collisions. These characterize all the three geo-political zones without exemption; it is even worse and dangerous than as asserted by Buhari (2000).

#### Analysis of Secondary Data

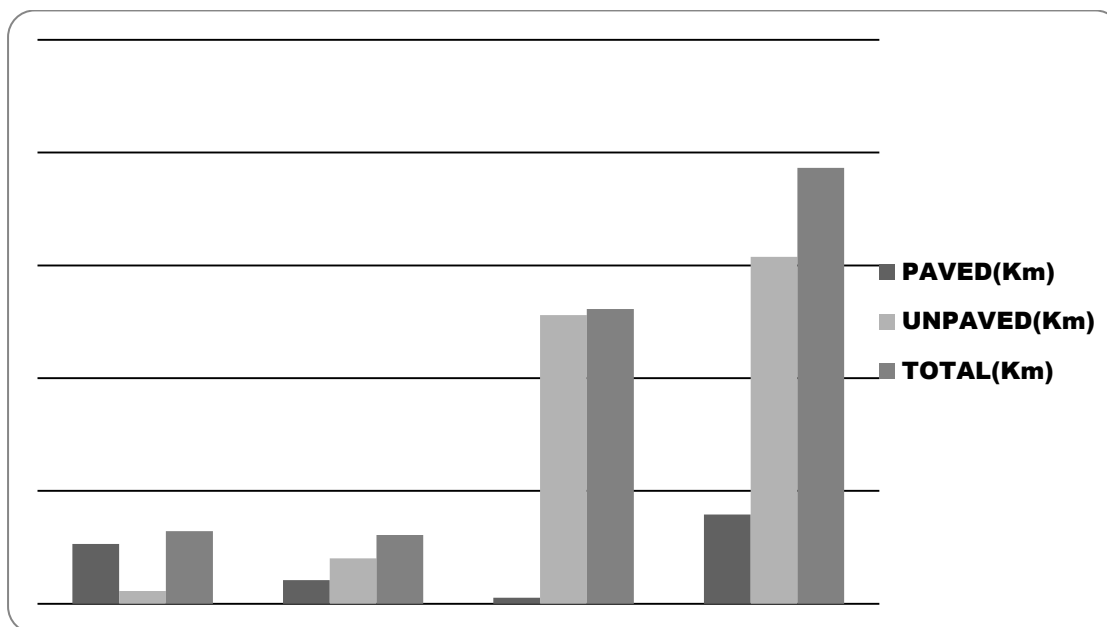
**Table 2 : Estimated Size of the Road Network in Nigeria.**

Road Length in Km.			
OWNERSHIP	PAVED(Km)	UNPAVED(Km)	TOTAL(Km)
FEDERAL GOVERNMENT	26,500	5,600	32,100
STATE GOVERNMENT	10,400	20,100	30,500
LOCAL GOVERNMENT	2,600	128,000	130,600
<b>TOTAL</b>	<b>39,500</b>	<b>153,700</b>	<b>193,200</b>

*Source: Federal Ministry of Works*

The extent of work done is a function of proper funding as shown in the estimated size of the road networks in Nigeria in Table 2. The Federal Government-owned 34,100km (17.0%) in which 26,600 km were paved when 8,600km remained unpaved; the State Government-owned 30,500km (16%) in which 10,400km were paved and 20,100km unpaved; while 130,600km (67%) belongs to the Local Government with 2,600km paved when 128,000km remained unpaved. This was illustrated by the bar chart in fig.1 which compared the activities of the Federal, State

and Local Governments on the national road networks. The estimated size of the roads under the State Government stood at 30,500km (16%) when the Local Government roads constituted over 130,600km (67%).



**Fig.1 Activities of each Tier of Government on Road Network in Nigeria. Road Length in Km.**

Source: Federal Ministry of Works

### DISCUSSION OF FINDINGS AND IMPLICATIONS

In the course of this study, many scholars' works were reviewed in the area of policy formulation and implementation, as well as the role, played by the stakeholders concerning the road transport infrastructural development in Nigeria and the developed countries of the world. This study intends to juxtapose the obtained results with the reviewed extant literature to draw out the area of convergence or that of divergence. The objective of the study relied on the secondary data and in particular the examination of the National Transport Policy document. It was discovered that NTP document was deficient as it lacks target and measurability on which successive government performance could be evaluated on-road infrastructural provision. The study revealed that no provision for physically challenged and elderly constituted a social class each. The case of exclusion of the elderly has already been pointed out by Olawole (2014). Contrary to opinion held by the scholars, it was confirmed (interviewees) that the primary function of the Federal Ministries is in policy initiation, formulation and taking part in policy implementation. The Federal Ministries are not involved in project execution or award of road contracts; rather it stands as a consultant to such road project. It is only Agency or Parastatal like FERMA



that execute road maintenance project. Also, the government through its representative in the Ministry (Minister) awards the Federal Road Contract.

The reform implementation suffered a major setback as a result of inability of the Federal Government and National Assembly to establish the institutions such as National Transport Commission, National Road Commission, Federal Highway Authority, Road Toll Agency etc. that will execute road reform implementation, as well as facilitating collection of taxes and effective administration of road infrastructural provisions and maintenance. FERMA was established by the Act of Parliament to maintain Federal roads and be self-sustaining. However, its performance has fallen short of expectation as FERMA has become a victim of institutions that were not put in place which denies it of necessary generated funds and having to rely on budgetary allocation. The study found that because of improper funding, FERMA could not acquire the road technology, field equipment and qualified professional to undertake road maintenance; hence it embarks on road maintenance through the award of a contract with the attendant negative effect on the quality and the cost of such project. The present budgetary process does not enhance performance of developmental project execution as it takes the National Assembly about four months to pass the budget proposal and about two months for the Ministry of Finance to release part of the allocation; as well as the practice of freezing the account of the Agencies by December, only to come back the following year to start over budgetary processes even for an ongoing projects. This practice is responsible for a large number of uncompleted or abandoned projects.

Reform is a change expected to bring to bear on the existing course of actions. The extent of road transport reform has been within the policy framework, available technology and financial resources. The 1993 National Transport Policy document at inception recognized and promoted modal development. This document has been reviewed in 2003, 2008 and 2010 to address the existing or foreseeable identified gaps. Not only that the adopted PPP model has not impacted on road infrastructural development in Nigeria contrary to its positive impact obtainable in South Africa (World Bank Development Indicators, 2010; CIA World Factbook, 2010) among other reform indices.

## CONCLUSION

The study concluded that the country's unimpressive performance on road transport reform implementation was attributed to the Federal Government and National Assemblies inability to establish the various agencies and institutions which include National Road Transport Commission, Toll Gate Agency etc. that will execute the reform implementation with the Act of Parliament. Notwithstanding, the road

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transport reform has partially impacted on road infrastructural development which seemed grossly inadequate for the size of Nigeria Population and the economy.

### RECOMMENDATIONS

a. The Federal Government and the National Assembly should expedite action to pass the necessary Act to establish the agencies (National Transport Commission, Road Transport Commission, Federal Highway Agency, and Road Toll Agency etc.) that will fast track the activities of road transport reform implementation in the sector.

b. As the National Transport document is structurally deficient, a summit of professional not only in the sector should be assembled to review the document in such a way that due consideration will be given to standard specifications, government agency yearly performance criteria on roads activities as well as the economic implication of all reform process, taken a cue from UK Eddington study group who focused on the economy to proffer solutions to road transport problems.

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