URBAN TRANSPORT POLICY AND THE DEVELOPMENT OF FEDERAL CAPITAL TERRITORY (FCT)

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A PROJECT SUBMITTED TO THE DEPARTMENT OF POLITICAL SCIENCE, FACULTY OF SOCIAL SCIENCES, NASARAWA STATE UNIVERSITY, KEFFI, IN PARTIAL FULFILLMENT FOR THE REQUIREMENTS OF THE AWARD OF POSTGRADUATE DIPLOMA (PGD) IN PUBLIC POLICY ANALYSIS.

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DECLARATION

I hereby declare that this research work is the product of the research carried out by me. To the best of my knowledge it has not been presented for any degree in any institution of higher learning. The ideas, observations, conviction, except quotations, have been acknowledged in accordance with conventional academic traditions.

_____ _____

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CERTIFICATION

This research project titled: "**Urban Transport Policy and the Development of Federal Capital Territory (FCT)"** meets the requirements for the award of Postgraduate Diploma (PGD) in Public Policy Analysis, Department of Political Science, Faculty of Social Sciences, Nasarawa State University, Keffi, and is approved for its contribution to knowledge.

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DEDICATION

I dedicate this project to God Almighty my creator, my strong pillar, my source of inspiration, wisdom, knowledge and understanding. He has been the source of my strength throughout this program and on His wings only have I soared.

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ABSTRACT

The study assessed the impact of urban transport on policy on the development of FCT in terms of provision of facilities, affordability, traffic flow and reduction in rates of accidents /death. To achieve the above objective, decision making theory was adopted as a theoretical underpinning for the study. Methodologically, survey research design was adopted for data collection and analysis. Out of 2,389 questionnaires administered to policy makers, vehicle investigation officers, commuters, transport companies and car owners drawn from four Area councils in the FCT. However, 1,905 questionnaire were returned accordingly. In the same vein, face-to-face interview was conducted with selected respondents who are major stakeholders in the transport industries within the FCT. Descriptive analysis was adopted for the purpose of affirming the authenticity of the research propositions. The findings of the study revealed that urban transport policy in FCT has not been able to ensure the provision of adequate facilities, affordable transport cost, reduction in the rate of accident and gridlock. However, the study recommended that adequate facilities should be provided, strict enforcement traffic regulation should intensified, and transport cost should be reduced through the prevision of more high capacity buses while congestion on the roads within the FCT should be checkmated. In conclusion, FCT administration should revamp the transport sector in order to improve the standard of living of its residents.

CHAPTER ONE

INTRODUCTION

1.1 Background to the Study

The policy position of Federal Capital Territory Administration (FCTA) on intra and inter-city transport services is to put in place a comprehensive transport system as enshrined by the Abuja master plan. The master plan proposal was based on lessons leant from Lagos, where too many private cars were on the road, causing serious traffic congestion and other Problems. Thus, the need arose to adopt measures aimed at promoting the use of public mass transit. This is to be achieved through the introduction of high capacity mass-transit rail network, buses and a well organized taxi system which will replace the present old taxi plying the city (The Draft National Transport Document (2010).

The master plan encourage public transport mobility for both the captive and choice riders, with the aim of reducing the number of private vehicles and other para-transit modes on the road, thereby reducing congestion and air pollution. It is therefore assumed (by the Abuja master plan) that introduction of public mass transit system will make car commuters adopt a new system practices in developed countries. In pursuance of this, the F.C.T.A awarded a contract on traffic studies in FCT to cover Origin and Destination (O&D) surveys with the following objectives: designing of bus routes and bus stops, production of route maps, trip demand analysis and to prepare a draft for final evaluation report. This is to provide the basis for the FCTA to assign bus routes and fleet. For the same reason, about 33,000 capacity of Park-n- Ride spaces were also proposed in both the bus and rail terminals (FCTA Transport Dept. 2004).

A glance at the 1999 Constitution of the Federal Republic of Nigeria revealed that urban transport is in the concurrent list and in the jurisdiction of state and local governments. This may be one reason why the sector has not attracted so much attention from the Federal Government before the urban mass transit initiative of 1988. The Blue Print on VISION 2020 constitutes a transport development strategy that is private-sector-driven, providing an environment capable of addressing the issues of wealth creation, employment generation and poverty reduction. This overarching strategy formed the basis of the fundamental objective of the country's National Transport Policy which is "to develop an adequate, safe, environmentally sound and efficient transport system in the context of a progressive and competitive market economy" (The Draft National Transport Document, 2010).

According to the national transport policy document (2010) the transport sector would take advantage of the private sector initiative in order to; improve efficiency of operatives and management of transport parastatal, achieve the desired reduction in the cost of providing transport services, facilitate further development in the nation's transport infrastructure, eliminate congestion both in the intercity and infra-city traffic flows and encourage the emergence of Nigeria as a transport hub for West and Central Africa Sub-region.

The Draft National Transport Policy (2010) has addressed urban transport in greater details than the previous policy documents. In this sector, the document envisages a more modern transportation system that is capable of meeting the needs of a rapidly growing urban population, noting that in the country, 11 cities have a population figure of above

one million, while 23 cities have a population over and above 200,000, according to the 2006 National Census. What is new about the thrust of the draft policy is the proposal for far reaching reforms in the sector, including legislation on improved institutional framework, and on the use of conventional buses and light rail. Sourcing the finance for the sector has remained a critical issue. To surmount this problem, the draft policy has proposed the establishment of an urban development fund which, when implemented, could serve the purpose of financing new initiatives in the sector and also provide the vehicle for funding subsidies which are necessary to sustain urban transportation, regardless of who is responsible for providing the service.

The implementation of the above initiatives will require a lot of commitment on the part of government considering that, sometimes, what the government envisages is not what is implemented. There is no doubt that the critical factor in the successful implementation of the new policy lies in the correct interpretation of the policy itself by the implementation agencies, and also in the ability of government to encourage the incorporation of indigenous enterprise in the sector for the citizens to acquire the appropriate skills In the organization and management of urban transportation. Clearly, a new kind of training and orientation will be needed for effective service delivery in the urban transport sector, especially because it is technically demanding to provide the service, and the investment in the sector is somewhat unattractive in terms of returns; hence the need for subsidy is often canvassed. It is against this backdrop that this study attempts to examine the impact of urban transport policy on the development of FCT.

1.2 Statement of the Problem

Over the years, the Abuja transport plan has suffered greatly due to poor implementation. The objective and guidelines for achieving smooth traffic flow as suggested by the Abuja Master Plan was not strictly followed. For instance, Aso Rock Villa was originally designed as a game reserve. Government only claims to be obeying Master Plan when the area involved is not its choice. Despite the fact that government placed a ban on "Okada", most of the streets in Abuja are characterized by two many commercial motorcycles popularly called "Okada", Old commercial buses operating in an unorganized manner, indiscriminate packing of vehicles by the side of the road and poor taxi system all causing traffic congestion and air pollution in the city. That was why the former Minister of the Federal Capital Territory Administration (F.C.T.A), Nasir El Rufa'i in 2004 stated that "it was not difficult to observe that even with the standard of roads network we have in the territory, Abuja was fast heading for mobility crisis just like other cities in Nigeria" (Vanguard Newspaper August, 10, 2015). Because of that, the present public transport system needs to be re-organized.

The result of transportation study awarded to M/S ASTAC Nig Ltd in 2005 indicated that the capital city has high level of automobile congestion and air pollution due to increasing number of private cars. The use of aged taxis and commercial buses as well as numerous commercial motor cycles in the capital city further compounds the problem. The authority considers the transport systems to be grossly inadequate and out of tune

with the need and status of Abuja. The FCTA therefore, deems it fit to re-organize the transport sector as envisaged by the master plan through a programme called Abuja public transport initiative (Abutrans) which includes introduction of high capacity modes of transportation i.e. rail and buses for intra and inter-city movement.

The assumption made by the Abuja Master Plan that by introducing an efficient high capacity travel modes in the territory, road users in the FCT will be lured from the use of private cars and other para-transit mode, need to be validated. Because such ideas are based on the mode choice behaviours of road users in developed counties, that is, it is assumed that since the system has been successful in such countries, it will also succeed in developing countries such as Nigeria. But, Busie and Rice, (1999), caution the philosophy of wholesome adoption of models from the developed countries for application in the less developed countries (LDCS) given that the urban context, travel behavior, income and cultural settings differ substantially from that of the developed countries. Furthermore, it is asserted that simply trying ideas without a clear understanding of the factors that are likely to lead to success or failure is likely to produce undesirable result and may even lead to backlash against progressive policies Barnes and Davis (1999).

However, substantial capital allocations to urban transportation infrastructure have been made over the years in Nigeria and particularly in the FCT. Such capital allocations into urban road development sewage, transport facilities, parking or garages have been identified. Unfortunately, however, the current transport infrastructures in terms of road network within the AMAC and up to the 5 Area Councils have been found to be

substandard. The massive neglect of these local governments and the poor transport facilities call to question, the effect of transport policy against the background of the significant capital outlay to this sector over the years In order to understand and put into consideration the peculiar nature of travel behaviour of the Abuja residents, while implementing the initiative, there is the need to conduct a study to find out the determinants of mode choice in FCT. It is against the background of the foregoing that this study focuses its attention on investigating the impacts of urban transport policy on the development of Federal Capital Territory (FCT) and AMAC in particular.

1.3 Research Questions

Based on the statement of the problem, it is appropriate to ask the following questions:

i. What is the impact of urban transport policy on commuters in the Federal Capital Territory?
ii. To what extent has the implementation of urban transport policy impacted on transport fair in Federal Capital Territory?
iii. What is the effect of urban transport policy on the reduction of gridlock in Federal Capital Territory?
iv. To what extent has the urban transport policy been able to reduce accident rate in Federal Capital Territory.
v. How does the transport policy reduce the suffering of commuters in the FCT?

1.4 Objectives of the Study

The general objective of this study is to examine the impact of urban transportation policy on the development of Federal Capital Territory, Abuja. However, the specific objectives are to:

i. Assess the impact of urban transport policy on commuters in the Federal Capital Territory?

ii. Investigate the extent to which the implementation of urban transport impacted on affordable transport fair in Federal Capital Territory.

iii. Assess the effect of urban transport policy on the reduction of gridlock in Federal Capital Territory.

iv. To examine the extent to which urban transport policy reduce the accident rate in Federal Capital Territory.

v. To investigate the ways urban transport policy reduce the suffering of commuters in the FCT.

1.5 Research Propositions

The research propositions for this study include the following:

i. There is no significant relationship between urban transport policy and availability of transport facilities on commuters in the Federal Capital Territory?

ii. The implementation of Urban Transport Policy has no significant effect on affordable transport Fair in federal Capital Territory.

iii. The implementation of urban transport policy has not led to a reduction of gridlock in Federal Capital Territory.

iv. Urban Transport Policy has no significant effect on the rate and level of accident in Federal Capital Territory

v. There is no relationship between urban transport policy and the overall development of Federal Capital Territory.

1.6 Significance of the Study

Transportation is no doubt an indispensible catalyst for activating and stimulating the tempo of economic, social, political and strategic development in any society. Thus, effective and efficient functioning of urban centres depends on the provision of basic infrastructures one of the most important being transport. This implies that transport infrastructure has to be rationally developed to ensure that movement of people and goods takes place speedily, economically, safely, comfortably and in an environmentally-friendly manner.

As compliments, there must also be strategic transport infrastructural development to enable all available transport modes to be properly harnessed, stream-lined and integrated for socio-economic and defence purposes. But whether transport infrastructure is rationally or strategically developed, the benefits could only be optimized if it promotes a sustainable transport system that guarantees safe, reliable, efficient and environmentally–friendly movement of people and goods. This is practically important for new cities like Abuja. If they must overcome the congestion monster that bedevils urban centres globally i.e. congestions of people, houses and traffic.

These problems constituted the nation's experience in Lagos to the extent that their magnitude affected the national psyche. Consequently, in 1975, the Federal Government of Nigeria decided to relocate the federal capital to Abuja. It was expected that the relocation exercise would eliminate all the problems associated with transportation in Lagos. But the development of the capital territory in the last four decades has created its own transportation challenges which require robust management strategies to handle.

Therefore, the findings of this study would be of immense benefits to the following stakeholders:

In the first place, the Transport Secretariat has redefine its position by becoming responsible for policy development and oversight. This will go a long way in ensuring sanity in traffic management within the Federal Capital Territory.

Second, the outcome of the study enable the Ministry Transport to introduce relevant policies in the area of safety regulation, traffic management/regulations, speed regulation, vehicle load control, and central control systems.

Third, the findings of this study equally strengthen the capacity of FCDA to plan, manage and regulate urban transport and serve as the sustainable transportation management strategy for FCT.

Lastly, the researcher and other scholars willing to conduct similar studies in future would gain access all necessary materials on issues relating to the impact of urban transportation policy on the development of the Federal Capital Territory.

1.7 Scope of the Study

The research attempt to examine the urban transport policy in FCT between 2003 and 2018. Within this the context, transport infrastructure includes all the fixed and mobile infrastructure like; roads, laybys, drainages, parking space, bus stop, traffic lights, street lights, etc which facilitates the case of vehicular movement, loading and unloading as well as parking within the FCT as may be found from public and private or institutional buildings other than in building parking space at a specific time and days within the FCT.

The study entails an investigation into the types, conditions and location of transport infrastructures in the study area. The study covers the Abuja Municipal Area Council (AMAC) in FCT.

However, 12 survey routes, namely; IBB, Sani Abacha, Muhammadu Buhari, Shehu Shagari, Olusegun Obasanjo, Aguiyi Ironsi, Nnamdi Azikwe, JS Tarka, Kashim Ibrahim, Adetokunbo Ademola, Herbert Macaulay and MKO Abiola Ways were selected. Their choice was based on their traffic volume capacity, density of economic activities and concentration of private institutions which have high propensity to generate and attract vehicular traffic in which these transport infrastructures will support.

CHAPTER TWO
LITERATURE REVIEW

2.1 Conceptual Framework

2.1.1 Concept of Public Policy

There is no precise and universally accepted definition of the term Public Policy, generally speaking it refers to the principles, guidelines or orientation adopted by a governmental body in guiding the affairs of people in a given polity.

The concept public policy means a "set of decisions taken by a political actor or group concerning the selection of goals and the method of attaining them, relating to a specified situation" (Roberts and Edwards, 1991:98). Defining policy in this context corroborates with the view that, "it is a fiction rather than the actual realization of how policy is created, but has been influential on how people look at policy in general" (Robert, 1987).

On the other hand, Sharkansky (1978) asserted that Policy refers to a proposal, an ongoing programme, or the goals of a programme, major decisions or the refusal to make certain decision. The problem with Sharkansky's analysis is that he views public policy to be same as plan, and programme which other scholars tend to differentiate.

Similarly, Dlakwa (2008) classified all the perspectives on Public Policy into three, namely; (i) statement of intention, (ii) a set of activities, and (iii) a process of decision-making or choice. Also, Roberts and Edwards, (1991) define policy as a "set of decisions taken by a political actor or group concerning the selection of goals and the method of attaining them, relating to a specified situation". Defining policy in this context corroborates with the view that, "it is a fiction rather than the actual realization of how

policy is created, but has been influential on how people look at policy in general" (Robert, 1987).

A policy option made by an individual is known as "private policy" because it affects the person alone and no any other person (Barret and Fudge,1981: 5) argued that we talk of "public policy" when a policy:

> emanates from the 'public sector' including both the institutions and central and local government and state created agencies such as water or health authorities, commissions and corporations – it may be implemented through and directed at a wide variety of individuals and organizations may or may not be part of the State apparatus, and which may be greater or in lesser degree independent.

Going by the above assertion, it implies that policy takes critical consideration of factor(s) affecting a particular "target population" in a geo-politically defined territory. Public policy however, acknowledges the fact that "planning" forms the bedrock of public policy. Planning is explained by (Chandler and Plano,1998: 95) as:

> Conceiving meaningful goals and developing alternative choices for the future action to achieve these goals. Planning involves a systematic procedure for the reduction of many alternatives to an approved course of action. It determines not only goals but the sequential order in which they are pursued for maintaining control.

According to Olaniyi (200) 19-20, policy analysis may be used as a term to describe the detail examination of a particular public policy system at any and/or all the stages of policy making process. The processes are policy identification (need), policy studies, policy demands, policy decisions, policy outputs and policy outcomes. The unrealistic nature of effective policy actualization at the local government in Nigeria is not unconnected to Theodore (1964) argument, who identified the distributive, redistributive and regulatory policies being purposes or types of policy, of which analysis could be

based on the number of purposes or types of policy, could be based on the number of people affected by a policy and their relationships with another, on one hand, and the expected outputs on the other hand. Pertinent to this article is to clearly define these terms 'public policy formulation' and 'public policy implementation.

Public policy issue is a subset or particular realm in politics, while its analysis is a subdivision of politics, a field affiliated to Political Science. An exemplification of public policy is argued by (Snyder, 1996:67 "that the formulation and execution of public policy is one of the major areas of future growth in Political Science," and by extension, local government.

Public policy formulation refers to that part of the process by which proposed actions are articulated, debated, and drafted into language for law or policy. Public policy implementation on the other hand involves the carrying out of basic policy decision, usually incorporated in a statute, but which can also take the form of important executive orders or court decisions (Mazmanian and Sabatier, 1983) 89. The unrealistic nature of effective policy actualization at the local government in Nigeria is not unconnected to Theodore (1964) argument, who identified the distributive, redistributive and regulatory policies being purposes or types of policy, of which analysis could be based on the number of purposes or types of policy, could be based on the number of people affected by a policy and their relationships with another, on one hand, and the expected outputs on the other hand.

2.1.2 Policy Process and Instrument

According to Robinson and Majark (1967:179), the policy process refers to the methods, conditions, procedures, activities, interactions and stages by which policies are made. It refers to how polices come about or are made and what is involved in the processing of policies from problems identification to the policy outcome. More generally, it involves all that goes on from when the need and desire for a policy was articulated to its formation, enactment, implementation, performance and impact. The policy process is a complex web of activities, interactions, techniques and strategies involving several persons, groups and agencies. Basically, policy making is more than an act, it is often a tortuous and complex process of bargaining, negotiations, compromises and choices among methods, goals, interest, techniques, alternatives, structures, resources and political commitments (Ikelegbe, 1994).

The policy process could be examined in general, sectorial or specific terms. At the general level, it relates the pattern of activities, interactions, procedures and methods of making policies at the level of international organizations and states (e.g. Nigeria policy process). At the sectoral level, it could refer to health policy process or defence policy process. In specific terms, the process of a particular public policy could also be isolated and examined. The processes of policies may differ as a result of the context, conditions, the persons involved and manner by which the policies are made. The processes may even be unique by virtue of precedence, choice, tradition and peculiar characteristics to states, governments and even policy sectors. Thus, the policy process in Nigeria may have peculiarities that distinguish it from the United States' policy process. According to Ikelegbe, (1994:103), "insights from policy literatures reveal that variation of the process could be delineated in terms of its interactions processes, sub-processes and stages". For

instance, policy actors in Nigeria only pay lip service to the official norms but in actual sense, they violate the laid down rules and regulations.

The examination of the policy process as an interactive process can be done from the holistic perspective provided by systems analysis. The processes of policies in organizations and government consist of several activities and interactions between policy actors through the conversion process which translates demand and preferences into policy output and the implementation system which consists of implementing agencies and activities. The policy process could be said therefore to consist of six key aspects; policy generation, formation, policy output, implementation, performance and impact (Robinson and Majark, 1967).

The policy generation system consists of essentially the environment. There is a physical and human environment. The physical environment consists of the spatial environment with its peculiarities, problems and strengths and the resources be they physical, economic, industrial or otherwise. The human environment consists of the citizenry and groups and their peculiarities. The human environment possesses; values, attitudes, perceptions and preferences which in interaction with human conditions and the physical environment generate numerous demand and interests which are transmitted into the politics and conversion processes.

The policy formation system consists of the policy making structures and interactions, which in the case of the political system are the institutions are structures of government such as; the legislature bodies, the executive, judiciary, bureaucracy and the officials of ruling political parties. Ordinarily, the legislature deliberates and enacts policies;

executive implements them and the judiciary adjudicates. In reality however, the executive is the most active organ. The bureaucracy more appropriately belongs to the policy implementation system. But, they are also active in the arena of policy formation, through the expertise, skills and roles in policy recommendations and advice. The policy formation system acts on the expectations, demands and interests generated by the environment and takes certain actions. The actions are policies. A policy therefore could be conceptualized as actions taken by authoritative bodies in response to certain needs or desired changes in the environment. The policy must be backed by funds and personnel or it may be merely a symbolic response (Robinson and Majark, 1967).

Policy implementation becomes imperative when policies are committed to the jurisdiction of certain agencies or department or new structures agencies are established to executive them. This might also involve the co-operation of private groups and organizations such as policy related interests groups. Implementation activities give active force to the policy and result in certain outputs, such as services. The entire process is interactive in the sense that the impact may further generate new demands, interests and expectations, which are further articulated into the policy formation system. This may again result in new polices or policy decisions relating to modifying existing policy or the policy implementation system. Information on the policy impact may be fed back directly to the conversion process through, for example, the monitoring and evaluation services and the media. The policy may affect may affect the environment as well as the implementation structure and activities. The quality of performance and impact are also affected by the environment. Thus, the policy process consists of

interactions between the environment, the conversion process and the policy itself (Pressman and Wildavsky, 1979) 181.

A thorough analysis reveals that the critical group in the process is the human environment or more properly the citizenry. They constitute the values, perceptions, preferences, attitudes and beliefs which generate and guide demands and expectations. The citizen constitutes the major resources in themselves or through the exploitation of the physical environment which pay for policy activity and implementation. Their response to policies considerably affects policy performance and modifications. They votes in or at least support the political leaders and institutions that constitute the conversion process. Their rejection of the output could result in leadership and even structural changes. The citizenry perform these vital roles and in-fact relate to the policy formation system through the linkages of elections, public opinion and the Mass Media. However, the effectiveness of these linkages in transmitting citizen opinion is poor. The low awareness of citizens, the poor issue or policy orientation of elections and the low political participation of the citizenry make these linkages ineffective. Rather than the generality of citizens therefore, it is only a few, the elites that effectively related to the policy formation system.

2.1.3 Urbanization and Urban Growth

According to Igube (2012:12), urbanization is that process whereby, large numbers of people leave the rural areas and migrate to towns and cities. As such, urbanization involves the movement of people from sparsely populated areas to densely populated areas. The scope of migration has varied over time. Although, cities have been around for

thousands of years, our concern here is with industrial cities. The industrial cities developed at the time of the industrial revolution in Britain. The process was further facilitated by the agricultural revolution. Industries in the cities needed labour and as people left the rural areas due to high unemployment and displacement by the agricultural revolution and migrated massively to the urban areas to find livelihood. In the opinion of Igube (2012:78), "mass migration of peasants from the rural areas into the urban areas was a momentous demographic phenomenon that caused unprecedented social change and fundamentally impacted people's lives in many ways". Specifically, the mass exodus of rural populace to the urban centres has turned rural problems to urban calamities due increase in crime rate, unemployment, poverty, transport fare and accommodation in the city centres.

Similarly, Robertson (1988) as quoted by Igube (2012) describes urbanization as a process by which the population is concentrated in the city. In terms of density, people tend to be concentrated in the city in different proportions. An urban area may be described as high density, medium density, or low density area. Slum areas tend to have both big populations with high density settlements.

Louis Wirth in Mabogunje (1968) defines urbanization or an urban centre as a relatively large, dense and permanent settlement of socially heterogeneous individuals. Mabogunje (1968) defines urbanization as a process whereby human beings congregate in relatively large number at one particular spot of the earth's surface. In this work, Davies definition would suffice. Davies in Aidan Foster (1985) defines urbanization as a growth in the proportion of the country's population living in cities. The urbanisation level of a country is the proportion of its total population residing in urban areas – put differently; it is the

size of the urban population divided by the size of the total population. Therefore, an increase in the number of rural-urban migrants – the number of people moving from rural areas to a new place of residence in urban areas – results in an increase in the urban population.

Hatt and Reiss (1957) identified four processes underlying the spatial order of the city. These are concentration, centralization, segregation, and invasion. The process of concentration is whereby and urban settlement forms and grows. It has to do with population size and density. It described changes in the size of population agglomerations. Centralization on the other hand is related to the mode of production, functionality, and interdependence. The identified process of segregation has to do with the development of institutions which may be influenced by socio-economic variables. The population may also be segregated and dispersed into several locations; residential areas. Segregation may manifest as upper class areas like, Victoria Island in Lagos, Maitama and Wuse 11 and Asokoro in Abuja. Residential patterns may manifest and form along ethnic lines like those observed in the Jos metropolis Plateau state, Nigeria. The segregation pattern could also manifest as slums. Examples are Ajegule, Lagos, Nigeria and Kisenyi, Kampala, Uganda, Nigera and Nairobi. This land settlement patterns are not static. When the business region expands in response to increasing centralization and centralization, other areas follow suit and boundaries shift. The resultant effects are intrusion of a new type of land use. For example, residential areas keep intruding as suburbs form and develop.

2.2 Urban Transport Policy

The Nigerian Federal Government, in recognition of these roles, which the transport sub-sector plays in national development, devoted a substantial amount of money to the sub-sector. Between 1990 and 1994 the transport and allied sub-sector accounted for 3.00 percent of the total approved budget or 1112 million naira on average (World Bank, 1996). In spite of the Federal Government's huge expenditure on transport sub-sector, the transport infrastructural facilities are deteriorating and quality of services is falling. For example, the road condition and fleets, rail services, air services and water transport are all declining (World Bank, 1996).

In 1995, for example, the nation's road network has an asset with nominal value of N1, 850 billion naira. As a result of systematic deterioration of the network, the asset is depreciating at the rate of N800 billion naira or 5.41 percent per annum. The rehabilitation of the asset was estimated to cost N20 billion naira as at 1995 (Adeniji, 2000). The deterioration of the facilities has contributed to lack of efficiency of the transport system, which has been swift and devastating on the economy. The inefficiency of the transport system has inhibited the flow of local products to domestic and international markets, increased final costs and consequently reduced the competitiveness of Nigerian non-oil exports. In the same vein, high transport costs also increased the cost of input such as fertilizer and pesticides.

Lastly, public safety has also been put at risk particularly in the case of road transport (World Bank, 1996). Besides the development of the highway system, the Nigeria Federal Government in 1993 introduced elaborate transport policy objectives that

emphasize integrated multi-model transportation development system. The transport policy contains essentially two major thrusts.

Accordingly, the Federal Ministry of Transport maintains that the major policy thrusts are:

i. Assuring that transport service is adequate to meet the social and economic needs of the country and to provide an instrument for national development polices and

ii. Assuring that the most efficient use of resources within the transport sector and sustained improvements of the sector's productivity (FMT, 1993).

In effect, the two major thrusts of the National Transport Policy (NTP) gave rise to two main transport policy objectives in Nigeria. The objectives are:

i. Adequate transport service and

ii. Efficient use of transport resources.

The national transport policy (NTP) objective of providing adequate transport service is the same with promoting accessibility in transport system. In the other hand, the NTP objective of efficient utilization of transport resource refers to economic efficiency in the use of transport resources; hence the aim of NTP is to achieve sustainable transport system in Nigeria. These transport terms:- accessibility; economic efficiency and safety are appropriate elements of sustainable Transport (May, 1997)7. The National transport policy objectives ought to guide decisions in transport industry but surprisingly it is observed that the policy has little influence in the system.

The Committee on National Urban Policy (1982) observes that urban policy resists precise definition. Historically, it has been considered (among other things) a component of sub-national regional policy; a euphemism for much of domestic social policy; an

umbrella term describing policies designed to deal with places; and as programs specifically addressed to the physical, fiscal, and social afflictions of central cities. The National Urban Policy Act of 1970 suggests that urban policy should encompass almost every aspect of domestic policy. Each of the... three [subsequent] administrations defined urban policy differently, within the terms of that law. The Nixon Administration argued that urban growth policy should be a part of overall national growth policy, but the Carter Administration, responding to 1977 amendments to the law, confined its attention to distressed central cities.

It may be more useful to think of urban policy as a search for an overall positive net effect by public policy on the economic, social, and physical conditions of urban settlements. Labelling a policy as urban is not as important as understanding the consequences of a range of policies for urban conditions and attempting to reconcile those intended and unintended effects with the central aims of the policies so as to have a positive net effect. National urban policy is not a specific collection of actions so much as it is one strategic perspective on public policy (Committee on National Urban Policy, 1982).

Meyer (2007) contends that urban regulatory policies have continued to be designed to keep growth and development within politically acceptable bounds. The wisdom behind such polices was to keep the population of urban centres in check. This was made possible through the continuous removal of illegal structures and shanties within the city centres. At the national level, antitrust, international trade, and transportation regulations have been designed to foster competition. Environmental regulations have sought to prevent negative externalities that can impair the health of affected populations and the

efficiency of the mainstream. At the local level, land use regulation remains the principal tool by which growth is channelled to desirable locations and unsafe or unhealthy development is prevented.

According to Urban Planning and Design Branch (2014: 89), such National Urban Policy is;

> a coherent set of decisions derived through a deliberate government-led process of coordinating and rallying various actors for a common vision and goal that will promote more transformative, productive, inclusive and resilient urban development for the long term (which can be from to 20 to 30 or even 100 years horizon). It is developed by ministerial departments and local authorities with the involvement of urban stakeholders such as the private sector, civil society organization, and research and academic organizations. It results in a coordinating framework to address urban challenges to maximize benefits minimize adverse externalities. And it should be approved by the Government and ready for implementation.

It may be noted that public actions, affecting the living conditions in urban areas, do not entirely originate from the human settlement sector. Most public policies and programmes are those fiscal and monetary measures, industrial development strategies, rural development projects or provision of education and health services, have a direct impact on urban life. These are what Mills calls “nonurban policies as urban policies” (Mills, 1987).

According to Barton (2006:33) new urban policy accommodates strategic planning for achieving the capacity building. The basic principles of strategic urban planning are the model of governance for the development and implementation of public policies, that is, citizen participation and public-private cooperation between actors of the city as a method of adapting to the new demands and those imposed by the current complexity on

improving the quality of urban life. In the opinion of Krels (2007: 19), new urban policy planning is dictated by the living building challenge. Since 2006, living building challenge is a philosophy, advocacy tool and certification program that promotes the most advanced measurement of sustainability in the built environment

National urban policy need to vary between countries, since urbanization processes vary too, given different speeds of urbanization, resources available to invest in infrastructure and services, institutional capacities, etc. In the opinion of Turok (2014: 56), a number of principles can be followed based on a study of national urban policies in 20 countries around the world, with focus on low- and middle-income countries in the South.

In a simple parlance, transportation is the conveyance of goods and people over land, across water, and through the air. It is also the movement of people and goods from one place to another by land (by road, rail, human porterage, motorized and non-motorized vehicles), across water (ship, canoe, boat, etc.) and through the air (helicopter, light and heavy aircraft, etc.). One thing is clear, transportation or transport involves the movement of people, goods and services from origin to destination either by road, air, sea, rail, human porterage, animals, pipeline and even telecommunication or combination of these modes to bring inter-modal essence of final movements of such goods, people or services (Wikipedia contributors, 2008).

2.3 Components of Urban Infrastructure

According to Juma (2006:99), the term infrastructure means facilities, structures, associated equipment, services, institutional arrangements that facilitate the flow of goods and services between individuals, firms and governments. Infrastructure therefore

includes public utilities, such as power, schools, housing as well as transport with its usual modes, such as roads, railways, ports, waterways, and airports. We should however draw attention to infrastructure as a service, and define infrastructural service to include the provision, operation and maintenance of the physical facilities of the types of infrastructure listed. If we bring together all of the above elements, it means that transport infrastructure can be viewed fairly broadly to include the provision, operation and maintenance of transport facilities as well as the institutional arrangements for organizing the transport sector. It also means that the associated road furniture as well as public transport is all parts of road infrastructure.

Berry (1973: 57) argues that policymaking model lies at one end of a spectrum of approaches to urban policymaking. He discerns several divergent paths in twentieth century urbanization that resulted from these different approaches to policymaking and different roles of the state. He offers a fourfold taxonomy as follows:

First, the most common is simply ameliorative problem-solving. This is the natural tendency to do nothing until problems arise or undesirable dysfunctions are perceived to exist in sufficient amounts to demand corrective or ameliorative action. Such ‘reactive’ or ‘curative’ planning proceeds by studying ‘problems’, setting standards for acceptable levels of tolerance of the dysfunctions, and devising means for scaling the problems back down to acceptable proportions.

The focus is upon present problems, which implies continually reacting to processes that have already worked themselves out in the past; in a procession sense, then, such

planning is past-oriented. Implied goal is the preservation of the 'mainstream' values of the past by smoothing out the problems that arise along the way.

According to Berry (1973: 149), a second style of planning is allocative trend-modifying. This is the future-oriented version of reactive problem-solving. Present trends are projected into the future and likely problems are forecast. The planning procedure involves devising regulatory mechanisms to modify the trends in ways that preserve existing values into the future, while avoiding the predicted future problems. Such is Keynesian economic planning, highway building designed to accommodate predicted future travel demands, or Master Planning using the public counterpoint of zoning ordinances and building regulations.

The third planning style is exploitive opportunity-seeking. According to Berry (1973), analysis is performed not to identify future problems, but to seek out new growth opportunities. The actions that follow pursue those opportunities most favorably ranked in terms of returns arrayed against feasibility and risk. Such is the entrepreneurial world of corporate planning, the real-estate developer, the industrialist, the private risk-taker – and also of the public entrepreneur acting at the behest of private interests, or the national leader concerned with exercising *developmental leadership*, as when Ataturk built Ankara. It is in this latter context that the concept of strategy planning was developed.

Finally, the fourth mode of planning involves explicitly normative goal-orientation. Faihan, (2014:12) opined that goals are set, based upon images of the desired future, and policies are designed and plans implemented to guide the system towards the goals, or to change the existing system if it cannot achieve the goals. This style of planning involves

the cybernetic world of the systems analyst, and is only possible when a society can achieve closure of means and ends; i.e. acquire sufficient control and coercive power to ensure that inputs will produce desired outputs.

2.4 Transport as a Catalyst for Urban Development

Urban development is a situation whereby there is high standard of living for the generality of people residing in the city centres through the provision of social amenities such as; goods roads, electricity, telecommunication services, affordable health care delivery, qualitative education and pipe borne water. Therefore, the role of transportation in urban development cannot be over-emphasized. In the first place, there is need to transport agricultural produce from rural areas to urban centres in order to the demand of consumers. Second, adequate transportation is needed to convey public servants, civil servants, private employees, buyers, sellers and producers from neighbouring villages to the city centres on daily basis. Third, both the extractive, construction and manufacturing industries require transportation to convey raw-materials and other related inputs from hinterland to the urban centres regularly. To cap it all, no government project can be effectively implemented without availability of efficient, affordable and dependable transportation system.

According to Bos (2003:19), transport can be viewed as a public utility which supplies essential goods and services, where essential means they cannot be cut off without danger of total or partial collapse of an economy. Along with power and communication, transport is one of the social overhead capitals which must be developed to a critical minimum level in order to facilitate the development of the other sectors of the economy. From the allocative point of view transport contributes to the infrastructure of the

economy, while from the distributional point of view it contributes to providing consumers with the necessities of life. The subject of this discourse is the management of transport infrastructure in Nigerian cities. This concern is understandable for two reasons (Bos, 2003:10). In the first place, there is a pressing need to rebuild the infrastructure of the country as a whole, and secondly, the urban transport sector in particular has been in crises due to inadequate and decaying infrastructure, poor management or lack of management and control, in the absence of institutional framework to regulate the sector. In the circumstance, the distributional aspects of transport cannot be overlooked, at a time when the entire national transport system is in the process of transformation, following global trends.

Faihan (2014:78) opined that, since ancient times, there was interdependence between shipping activity and the degree of economic development. Civilizations who managed to exploit natural advantages like waterways have managed to develop economically. Thus, in ancient times, countries such as Egypt, China, Greece and the Roman Empire grew economically by developing river and maritime transportation routes. Since the eighteenth century, the importance of transport was highlighted by Adam Smith. In Smithian concept, transport was a productive branch that creates value, but not the use-value.

Smith (1998) has developed the importance of labor division in society. As businesses increased and produced more goods than they can sell locally, it need access to wider markets, at which stage, water transport gained an important role: “For any industry, water transport leading to a wider market than can provide land transport”. In the

nineteenth century, the links between the national economy and transport were points of interest in theoretical research. Thus, in 1850, Kohl study the structure of transport networks correlated with the geographical distribution of natural resources, on the example of Russia, highlighting the importance of an internal transport system for the future development of cities. Also during the nineteenth century, Ravenstein develops a study of traffic flows referring to internal migration of the British, creating traffic flow distribution, which was important for the future development of transport networks. Transport system made the transition from "isolated state" to an open economy. Necessity of developing economically space of a country is based on national and international transport system. A well-developed internal transport system leads to linking economic activities by identifying locations that offer favorable conditions of production, there is even a geographical boundary with the impose prices of certain products and the area criteria.

Faster development of a transport system compared to the whole economy can be a disadvantage for a country in terms of inequality conditions generated in the formation and development of various industrial and commercial locations. Due to advanced transport infrastructure, local economy gets in the position to not be able to develop industrially because the local community has the opportunity to procure the necessary goods from other economically developed regions. Based on the concept of sustainable development of society, the transports have a significant importance for the balanced development of economic and social systems of a country.

The external dimension of transport leads to opportunities and benefits of economic and social influence throughout the economy. When transport system is lagging behind losses

occur due to decreased international trade. In the development and diversification of trade between countries worldwide, international freight transport has an important role. Transport, by assumed role, is an important part of material production shaping the other sectors of the world economy, mainly international trade (Bos, 2003). Transport activity is a premise in achieving economic cooperation agreements, in order to bring in world circuit regions around the globe, by creating a distribution system opened to needs of potential beneficiaries.

According to Faihan (2014;172), in the current period, countries interrelation is based to economic resorts, international trade, by transport activity, is one of the main elements of globalization. With the transition to an open economy, evolution growing of transport capacity worldwide has a similar trend to that international trade. Among the factors contributing to the upward trend include: - boost economic exchanges between countries, by increasing the number of partners and areas involved in international trade; - cross-border relocation of world production as part of globalization resulting in the formation of international value added chains; - uneven distribution of primary factors; - structural changes occurring in trade accentuated the diversification of production of goods; - development of related services, in particular the storage and handling, which required improvement of work organization; - quality of services of international shipping companies with the implementation of quality standards in service providers (Gilbert and Nadeau, 2001).

Transport has a social and environmental task that cannot be neglected. Social task is outlined by transport activity role in society and which is closely related to environmental task, because transport is a potential pollutant of the environment with implications for

humans (Gilbert and Nadeau, 2001). The effects on the economy of transport activity, can be direct or indirect. Direct effects refer to the availability of markets, in which case transport provides connections to large market outlets and saving time and money.

2.5 Urban Transport Policy in Nigeria

Transport is the pilot on which all development and other economic activities revolve. The collapse of the transport sector, therefore, would affect other economic activities. Transportation is an integral part of the functioning of any society. It exhibit a very close relationship to the style of life, the range and the location of productive and leisure activities and goods and services which are available for consumption. No society can urbanize, industrialize and advance the living standard of its people without the aid of transport for the activity centre, proximity to place of work, relation, socializing, shopping, medical care etc. Transport is an important part of everyday life and in consequence; a large and expansive literature has grown over the years on various aspects of transport movement. One of the characteristics of road transport is its ability to give door-to-door facility and that it acts as feeder to all the other modes (Oduola, 1997).

According to Oni (2004)78 Transport is a key element in the social and economic development of any nation. Essentially, therefore, Nigeria's transport policy has two major thrusts, namely: that transport services are adequate to meet the social and economic needs of the country and to provide an effective instrument of national development; and that the transport system ensures the most efficient use of resources within the transport sector and a sustained improvement of the sector's productivity (Ogunsanya, 2004).

There is therefore, the need to develop a national transport policy that is responsible to the needs of the country and its people. According to Oyesiku (2004) the prime of such a policy is the provision of an affordable adequate and efficient transport system. The policy of the federal republic of Nigeria, as contained in its National Economic Empowerment and Development strategy (NEEDS), is to increase the participation of the private sector and private initiative in the national economy. Under this arrangement, the private sector "will be executor, investor and manager of businesses, while the government will play the role of enabler, facilitator and regulator, helping the private sector to grow, create job and general wealth". The national transport policy therefore acknowledges this need for introduction of the discipline of market economy into the country's transport sector, in order to attract private investment and initiative and as far as possible, to transfer responsibilities for the functioning of the transport system from government to the private sector (Oyefesobi, 1997).

This does not mean the abdication of government responsibilities, but rather a focus on the role of the government leading to a true public – private sector partnership (PPP), with both the private and public sector performing their proper function, this is the main goal of the current national transport policy for Nigeria. The fundamental goals of Nigeria's transport policy are to develop an adequate, affordable, safe; environmentally sound and efficient transport system in the context of a progressive and competitive market economy (Oyeyemi, 2002).

The Transport policy observed the dominance of the road in the transport system of the nation and the increased demand for road transport. The policy also recognized the very

large number of small operators in the sector due to high costs of vehicles, their poor state of maintenance and the overloading characteristics of the vehicles all of which constitute various menace to safety on the road. According to Oyesiku, (2004), there are two distinct categories of transportation services provided to support a viable and efficient capital city, the first deals with the provision of the facilities to accommodate the daily functioning of the city itself, roads streets, public transport services and myriad of ancillary facilities required to provide for the diverse movement of people and goods essentials for the operation of any urban area. And the second category of transport services are those required to allow the new capital city to interact with the rest of Nigeria as well as the world in fulfilling its national function – air services, inter regional highway and trucking services are the major component of the total transport system.

The basic concept of transportation in the city is to support the city and the territory with an adequate high way system and other mass transit system. The network consists of peripheral and traverse expressways, parkways, transit way and arterial collectors and local streets. The combination of these systems has created a very comprehensive highway system bounding the major development sectors and defining their outer limit. These are provided to ease movement of commuters, as well as pedestrian and goods (Oyefesobi, 1997).

According to Oduola (1997), the Abuja Urban Mass Transit Company (AUMTCO) is an agency established and charged with the responsibility of providing convenient and efficient intra and intercity transportation services for the territory. At inception in 1989 a fleet of 14 buses was introduced. This was increased to 56 to ease mobility need due to

the influx of people into the territory. Numerous taxi painted in the national colour (green) commuters buses and the unpainted buses and the unpainted private taxis dubbed (kabu-kabu) abound to provide efficient transport services inside and outside the territory.

Frequent changes in government hampered the effect formulation, development, regulation, control and implementation of urban transport guidelines. These have somewhat made the concept of the policy difficult and the appraisal of the policy document impossible before implementation. Moreover, the process of formulation of the policy alienates the stakeholders, particularly private sector operators of the transport system as well as the ordinary transport users or riders. The fact that there was little consultation with stakeholders made the previous efforts of putting together national transport policy on exercise destined for the shelves. Closely associated with the problem of inadequate data and poor consultation, the approaches of government in the evolution of transport policy are the inability of even government stated policy statement to change overtime. A good regulatory and control system, like a transport system itself must be subjected to modification and review. Despite so much in the literature of urban transportation development, even in several developing countries, virtually all – urban centers in Nigeria do not have an urban transport development plan Lagos has one but this is not updated (Oyeyemi, 2002).

As a result of these constraints, although the potential effect of urban transport policy is great, efforts to put in place urban transportation policy have relatively little effect on the provision, use and rider ship of urban transportation services and therefore, poor qualities of the services and welfare of the people. The issues in urban transport policy in Nigeria

as being discussed call for government intervention in setting the rules guiding urban transport system in the country. These issues do not support government direct participation in the provision of services or setting out rigid guidelines for the operation and management of urban transportation systems in the country. Indeed, the issues are not the basis of arguments for regulation or deregulation but articulating urban transportation policy that would guide efficient, adequate safe, comfortable and cost effective urban transportation system (Ogunsanya, 2004).

In the opinion of Aregbesola (2007), the development of urban transportation in Nigeria shall be examined in this study in three main stages which include; the pre-colonial, colonial and post-colonial periods. Cities in Africa particular result from peculiar spatial and social process. A major factor which could be designated as unguided urbanization makes the city growth and their hierarchical ordering difficult to sustain offices makes important contribution to the national economy and clearly and efficient transport system supports their development and growth. Transport can also contribute to policies, which favour the poor in a very positive way, providing access to job opportunities and enhancement to security. City growth and development had existed in Nigeria long before the colonial period. In-fact, the Yoruba town of Western Nigeria were largely urbanized. Walled towns such as Kano and Benin had come into existence as capital of local native Kingdoms. The first cities in the eastern Zone include, Calabar, Enugu, Port Harcourt, Aba and Onitsha, in the West Lagos, Ibadan, Abeokuta and Osogbo, in the North Kano, Kaduna, Zaria, Jos, Nguru in the Middle Belt-Bida, Lokoja and Kabba.

I. The Obasanjo's Administration

Much effort has gone into trying to effect the road user contribution from fuel, for the Federal Roads Maintenance Agency. In anticipation of this, in October 2003, the Federal Minister of Works, at the time, stated that "tolls on federal roads could be done away with, if fuel tax was instituted." In January 2004, the Federal Government dismantled tolls on federal roads. However, the National Assembly ruled that its prior approval was required before the commencement of collection of funds from the pump piece of fuel. Yet, in all recommendations for the funding of roads, (from 1973 to 2008) road user contributions had always consisted of a percentage of fuel price of fuel, tolls, concessions on federal roads and other sources *(Akindele, 2015)*.

The Abuja Workshop addressed all these issues in deliberations that encapsulated all preceding reports and studies from 1971 to 2008. It concluded with recommendations for the setting up of the National Road Fund and the Federal Roads Authority; each with its own Board. The Federal Road Safety Commission will be represented on the Board of the Federal Roads Authority, along with other stakeholders from Government departments and the Private Sector. The 36 States and the 774 Local Government Areas would be required to set up an equivalent Agency at their tier of government *(Akindele, 2015).*

Ogun State had already passed a Law in 2005 for the Ogun State Roads Board whose template has been requested by some of the other states. In the on-going Road reform in Nigeria, it is necessary to review the roads under each tier of government, especially where federal roads pass through cities in the states. There may be need for further classification of roads, such as Township Roads within the Local Government areas and roads in Private Estates and Institutions.

The year 2008 Workshop established target dates (milestones) for the passage of the Bills for the Federal Roads Authority, the Road Fund and the inauguration of the Road Fund Board (in the Ministry of Finance) and the take-off of Federal Roads Authority (by May 2009). The Stakeholders also discussed modalities for expediting the passage of the Bill through the Executive and Legislative Arms of Government. The Federal Government decision to dismantle the Ministry of Transportation (and thereby return roads to the Ministry of Works, with new Ministers and new organizational structures) slowed down the process. However, the Federal Executive Council promptly approved the recommendations in 2010 and sent the Executive Bills to the National Assembly *(Akindele, 2015).*

Abuja Light Rail is a project was initiated by Obasanjo's administration to build a light rail transport system in Abuja in FCT, Nigeria. The first phase of the project will connect the city center to Nnamdi Azikiwe International Airport, stopping at the standard gauge railway station in Idu. The project is 90% complete as of March 2017 and is expected to be launched in December 2017.

President Olusegun Obasanjo performed the official groundbreaking ceremony in May 2007. The project was originally linked to the city's bid to host the Commonwealth Games in 2014. However, lack of funds delayed the project by many years. A construction contract was awarded to China Civil Engineering Construction Corporation, but as of November 2010, they had only received 20% of the promised amount from the government. Initially, diesel rolling stock will be used; electrification will be undertaken when electricity supplies are more reliable. Rails will be imported; sleepers are being produced locally.

ii. Umar Musa Yar'Adua Administration

The civilian administration that started in 2007 under the leadership of late President Umar Musa Yar'Adua proposed a Seven-Point Agenda of development. The agenda later became the policy thrust of the administration. The main objectives and principles of the agenda include improving the general well-being of Nigerians and making the country become one of the biggest economies in the world by the year 2020. The agenda has critical infrastructure as the first key area of focus. This includes power, transportation, national gas distribution and telecommunication. The second focus is to address the existing issues in the Niger Delta. Food Security constitutes the third priority area. The fourth area is human capital development and the land tenure reform is the fifth key area. The sixth key area is national security while the seventh area focuses on poverty alleviation and wealth creation. Although the Seven-Point Agenda appears to have a broad coverage to address the various development challenges facing the country, it has been widely criticized by development experts. The wide ambit of the programme may not allow for proper monitoring and effective implementation

+Transportation is one of the four (4) sectors prioritized in the Seven Point Agenda as a result of its cross-cutting implications for the development of the Nigerian economy. The thrust of the transport policy is the attainment of efficient inter-modal system that would effectively link the different means of transportation. Not only would this bring down the cost of doing business, it will also enhance the growth of Gross Domestic Product (GDP) of the country.

The transport system with the constituent arteries (road networks, waterways and railways) will link all the sea ports and airports together. The role the railway system is

expected to play in the inter-modal system is in haulage of low value, bulk commodities, containers and petroleum products. The major impediment to effective and efficient rail operations is inadequate tracks and rolling stock. Government intends to close this growing gap through concessioning. c) Expansion of the railways – Apart from the Itakpe – Ajaokuta - Warri line (329km) and the Eleme-Onne port (19km), which are yet to be completed, previous Governments have not added anything of significance to the railway system since 1964. It was against this background that the administration has directed the modification of the US$8.3 billion modern rail system contract signed between Nigeria and China in 2006, instead of jettisoning it out completely.

The 7-Point Agenda further proposes rehabilitation work, some expansions and modernization as priority projects to link the Federal Capital Territory to the railway system and also to the three major ports. The seaports in Lagos and Port Harcourt shall be linked to the railways while feasibility studies shall be commissioned on the possibility of linking major airports with the railway to reduce congestion in intra-city transportation. The major framework for implementing the transformation and modernization of the railway subsector has been through concessioning of the Nigerian Railway Corporation (NRC).

The Action Plan, with emphasis on changing the legal and the regulatory frameworks, restructuring and concessioning of NRC and rehabilitation and expansion of railways, commenced in 2008; when the Nigerian Senate was requested by President Yar'Adua to confirm the appointment of Chief Ernest Shonekan, to head the proposed 12-man board of governors of the extant statutory Infrastructure Concession Regulatory Commission (ICRC).

The challenges confronting the sector include: i) Over-reliance on road networks; ii) Poor maintenance of roads; iii) Inadequate investment to meet the sector's requirements; iv). Multiplicity of agencies with conflicting objectives. The Concessioning of commercially viable road networks, as a way of attracting private sector investments and participation has been the central plank of the transformation of the railway transportation subsector. Issues pertaining to pricing, institutional arrangement and the establishment of a Road Fund are already being considered by the Administration as important elements for the rapid transformation of the Industry. In order to give effect to the proper management of national infrastructure including federal roads in the country, President Yar'Adua therefore inaugurated the 12-man Governing Board of the Infrastructure Concession Regulatory Commission (GBICRC) in Abuja on 27th November, 2008.

In accordance with the ICRC Act, 2007, the Commission is to, among others: i) Develop and issue guidelines on PPP policies, processes and procedures; ii) Work closely with relevant MDAs to identify potential PPP projects and take a lead role in the development and procurement processes that will enable the participation of the private sector in line with international best practices; iii) Act as the interface with the private sector to promote communication on national PPP policies and programmes; iv) Collaborate with State Governments to promote an orderly and harmonized framework for development of infrastructure, and accelerate market development for PPP projects.

It should be noted, however, that the Commission's work covers all critical infrastructure matters, not just road transport. Nationwide works lined up in the Federal Government budget 2009 include: Maintaining 30,000km of roads (for completion in 3 years); Construction and rehabilitation of 3.29km of roads ; Engineering design of 699.05km of

roads; Completion of 2.821m length of bridges; Rehabilitation of 262m length of bridges; Zonal intervention in road projects to cover about 2,400km of roads; Access Roads to 6 NNPC refineries and ports; Highways rehabilitation and construction; Construction of 2nd Niger Bridge at Onitsha (on PPP basis); Guto/Bagana Bridge (on PPP basis); Emergency rehabilitation road works in all 6 geopolitical zones (Federal Ministry of Transport (2010).

The Federal Government budget 2009 under the Yar'Adua administration include: 5 Maintaining 30,000km of roads (for completion in 3 years); Construction and rehabilitation of 3.29km of roads; Engineering design of 699.05km of roads; Completion of 2.821m length of bridges; Rehabilitation of 262m length of bridges; Zonal intervention in road projects to cover about 2,400km of roads; Access Roads to 6 NNPC refineries and ports; Highways rehabilitation and construction; Construction of 2nd Niger Bridge at Onitsha (on PPP basis); Guto/Bagana Bridge (on PPP basis); Emergency rehabilitation road works in all 6 geopolitical zones. (01.06) Zonal Intervention Road Projects across All Six Geopolitical Zones as Follows:

iii. Goodluck Jonathan Administration

The Jonathan administration introduced the transformation agenda programme with the aim of encouraging economic growth and development. The Jonathan's administration restored the railway system, rebuilt airports, boasted the National Independent Power Projects (NIPP), engineered electoral reforms, created massive employment through the Subsidy Reinvestment and Empowerment Programmes (SURP-E) Encouraged the establishment of more Federal and private Universities, improved the standard of Education and attracted many investors and launched the "Industrial Revolution Plan"

which herald the opening up of Automobile Industries, production of sugar and textile materials locally (Gyong, 2011).

Governments expect total investment for the transport sector during the period 2011-2015 to be approximately N4. 465 billion. The investment would cover roads, railways, inland waterways, ports and airports development. The main policy is to evolve a multimodal, integrated and sustainable transport system, with greater emphasis on rail and inland waterways transportation. An enabling environment for public –private partnership (PPP) is being created by designing new policies, legislation and institutional framework that would support the envisaged transformation of the sector. A modern means of transformation system will be procured and installed. This will include modern rail system, revitalization of in-land waterways system among others. The dredging of River Niger is expected to be completed and as such create alternative means of transportation to people particularly in the riverside and coastal area (Itah, 2012).

A thorough assessment of the nature of urban transportation in United Kingdom and South Africa revealed that Nigeria has a lot to learn from the experiences of the two countries above. In the first place, both the United Kingdom and South Africa have a compressive road map for the effective utilization of all mode of transportation within the city centres. This has helped in reducing pressure on road traffic management. Also, the cost of buying and managing private vehicles in United Kingdom and South Africa is very low compared to Nigeria in many respects. This has made it difficult if not impossible for individual to own a manager their own private cars. This can only be made possible through the manufacturing cars locally.

iv. The Jonathan Administration

One noticeable effect of population explosion in the major cities of Nigeria is in the area of public transportation. It has become so bad to the extent that its fabric has been stretched to almost a breaking point. So for any administration to be taken seriously, it must be courageous enough to tackle this menace headlong, which has all the potentials of positively affecting other sectors of the economy.

Before the relocation of the nation's capital city from Lagos to Abuja by the administration of the late Murtala Ramat Mohammed, Lagos was virtually bursting at the seams as a result of traffic congestion. And since the federal seat of government moved to Abuja, Nigerians and foreigners alike have watched with stupefaction as the ills that informed the relocation of the capital city from Lagos suddenly surfaced in Abuja, with its attendant negative effect on the economy of the city.

While successive past executives of the Federal Capital Administration (FCTA) could not muster the necessary courage to tackle this ugly phenomenon, the incumbent administration under the leadership of Senator Bala Abdulkadir Mohammed, in the last three years, has been courageously tackling same with appreciable results. It is well known in Nigeria that 90 per cent of transportation of goods, services and people in the country takes place on roads; therefore roads are a critical contributor to the socio-economic and political development of Nigeria. It is the foregoing that informed FCTA's decision to promulgate a new transport policy in 2013, a development that led to the ban of commercial buses in Abuja metropolis. This created shortage in the number of commercial vehicles available for commuters. To fill the gap, over 700 high-capacity buses were immediately procured by the administration and deployed to ply Nyanya-

AYA-Eagle Sqaure/Wuse Market; Giri Junction-Airport Road-City Centre; Zuba Junction through ONEX (Outer Northern Expressway) to city centre and Ring Road one Circulation connecting Wuse Market and Eagle Square.

The minister had emphasised that the buses would not only move people in large numbers but reduce time spent in traffic gridlock and improve the economy of the FCT, pointing out that it was in the overall interest of all residents and visitors coming to Abuja for the policy to succeed. To further strengthen this laudable policy on public transportation in the city, the FCTA has gone ahead to procure 100 brand new Abuja mass transit buses to be used by the Abuja Urban Mass Transport Company Limited, which was flagged-off with fanfare by Vice President Mohammed Namadi Sambo. The vice president, who flagged off these luxurious buses in a colourful ceremony attended by the crème de la crème of the society at the Abuja Eagle Square, commended the FCTA for being people-oriented in nature and for boosting the transformation agenda of President Goodluck Jonathan.

Architect Sambo described Senator Mohammed as an action minister known for always keeping his promises. This can be seen in the procurement of the high-capacity buses following the ban on mini-buses in the Federal Capital City recently. He remarked that this new buses would go a long way in ameliorating the transportation problems of the residents of the FCT, especially thousands of workers staying in the satellite towns and suburbs of Abuja. In his address, the FCT minister, Senator Bala Abdulkadir Mohammed, while thanking Vice President Sambo for continuously identifying with the FCTA, noted that the commissioning of the buses was a fulfilment of the pledge he made to FCT residents before the vice president last year.

Mohammed (1978) reiterated that his administration would not relent in its effort to build and administer a capital city in compliance with the Abuja master plan, via the establishment of an effective and enduring service-oriented administration that can respond to the needs and aspirations of all residents and stakeholders. He said that these buses would assist in the realisation of short time target of reducing travel time to 20 minutes and transport between 1.2 million to 2 million commuters from all entrances into the city and from the city to most satellite towns by 2015.

The FCTA is working tirelessly to ensure a timely completion of the Abuja Metropolitan Rail Transport network, Lots 1A and 3, which are at over 50 per cent completion. The launch of additional 100 high-capacity buses into the fleet of the Abuja Urban Mass Transport Company (AUMTCO) marks another milestone in our quest to make public transportation safer, more comfortable and accessible," he said. According to him, AUMTCO, SURE-P and Yutong Hongkong Company, made the delivery of these buses possible as the FCTA made 50 per cent payment on the buses, adding that the remaining 50 per cent will be defrayed through the business plan and cash flow of AUMTCO over agreed timeline of 2 years because Yutong Hongkong Company has given the FCTA a loan with a 3 per cent interest rate.

Senator Mohammed disclosed that the 100 high-capacity buses are fitted with all the essential security apparatuses to make them safe, air-conditioned to make them comfortable and premised on electronic payment system to make it convenient for commuters. In his welcome address, managing director of the Abuja Urban Mass Transport Company, Mr. Abdulrazaq Oniyangi, thanked the FCT minister for his consistent support to the company to deliver on its mandate to the people, just as he

promised to reciprocate by making the company live up to its billing by providing international standard services to the residents of the Federal Capital Territory (Ochela, 2014).

By and large, the administration's consistent fidelity to the workability of its policy on transportation is highly commendable and worthy of emulation by other cities that are choking under a derelict transportation system. As a matter of fact, the policy is loaded with a lot of goodies for the residents: cheaper fares, passengers' comfort, security, reliability of vehicle and reduction in environmental pollution via emission of poisonous fumes from vehicles, identification of transport operators and companies through biometrics data capturing, promotion of healthy competition among operators, reduction in traffic congestions, road accidents and transport-related crimes and criminalities (Ochela, 2014).

The policy is equally germane to attaining cost effectiveness through greater efficiency and service delivery, building of new driving culture and attitudinal change, creation of wealth and employment opportunities for professional drivers and ensuring smoother movement of goods and services. Above all, it will help replace the bedlam that has become the lot of Abuja roads with sanity.

With all these efforts so far geared towards repositioning Abuja's public transportation system, the administration of Sen. Bala Mohammed deserves not only applause but also support to further give it the necessary fillip to ensure that the policy serves the interest of the generality of the residents of Abuja (Ochela, 2014).

2.6 Urban Transport Policy in the FCT 2015-2018

Over the years, is has been discovered the main factors to the public transport problems in Abuja are the rapid growth in population, particularly in the satellite towns, low standard of efficiency, reliability and safety, poor enforcement of regulations, shortage of bus shelter and bus stops, poor maintenance culture. Inadequate public transport services have a detrimental effect on the economic and there would be far reaching benefits if the demand for public transport in order to enable people to go about their business without unnecessary hindrance.

Improve public transport services in urban areas would help to reduce the tendency for public passengers to upgrade to private transport. Abuja urban mass transit company was established by the Federal Capital Territory Administration to alleviate transport challenges of citizens dwelling in and around Abuja. In order to achieve this, over 1.5 billion was spent to procure 192 buses to ply different satellite town within the city at affordable price by the Buhari Administration to solve the mobility challenges. Among those challenges are long waiting time, long queue of passengers' at various bus stops, stampeding due to rush, loss of valuable items as a result of struggling for buses, lateness to work, loss of man hours. However, this strategy does not seem to solve the magnitude of problems.

During the inauguration at Abuja Metro Station in 2016, the President Muhammadu said the accomplishment of the project demonstrated his administration's commitment to addressing critical infrastructure needs in the country. He said the exercise also demonstrated the administration's determination to ensure prudence in the management of public resources, value for money considering the huge investments in the project in keeping with the ideals of its Change Agenda.

Buhari in his New Year message in 2017 said, transportation was the live wire of any city and expressed optimism that the inauguration of the project would bring about a boost to the economy of Federal Capital Territory (FCT) and enhance social life.

On the other hand, President Buhari in 2017 also engages in Bilateral agreement with the China Government (the EXIM Bank of China) for their support on this and many other projects currently being executed in the country. "This gesture further cements the already existing cordial relations and developmental partnership between Nigeria and the People's Republic of China."

The president urged the FCT Administration, especially the management of the rail services, to ensure efficient operations, good customer service and maintenance culture in the operations.

Gap in the literature

Both empirical and theoretical researches were conducted on issue regarding the impact of urban transportation on the development the Federal Capital Territory by notable authorities in the field of management and administration. Some of the scholars as presented above have made outstanding contributions on the subject matter of this study. However, a careful examination of their works indicated that none of them focused directly on issues regarding the impact of urban transportation policy on the development of the Federal Capital Territory, Abuja. It is this gap in knowledgewhich this study intends to fill.

2.7 Theoretical Framework (Decision Making Theory)

An analysis bringing the decision making process into the focus of political analysis was developed by Snyder and his colleagues after the Second World War II. Snyder made a

distinction between the static analysis so far adopted in the study of politics by the structural functionalists and the systems theorist and claimed that the decision-making analysis based as it was on process analysis, was capable of dealing with dynamic situations. A static analysis could yield information on the nature of change between two points in time and on the conditions under which the change took place but not on reason for change or how the change was actually unfolded. A process analysis on the other hand, being a combination of time and change and concerned with sequences of behavioural events, involved the study of the change in relationship and condition (Varma, 2001).

In the field of decision – making, Herbert Alexander Simon's "Administrative Behavour" made a pioneering contribution. According to Simon (1957), decision-making is the most significant activity of administration. He argued that decision-making should be studied carefully since the deciding comes before the doing. Simon criticized the traditionalists (scholars in the classical school of thought and said that their "principle" is "proverbs." He also criticized the idea of laying emphasis on formal organization structure of authority and allocation of functions. He prescribed an empirical approach in administration to replace the so called "arm-chair speculation."

The models of decision making attempt to simplify the real world situation of decision making through relating how individuals and groups take decisions, what guides or informs such decision making, what information the decision maker looks for and what influence his decision (Ikelegbe, 1994). Basically, the decision making theory can be categorized as the rational (comprehensive), satisfactory, incremental and mixed scanning model.

a) The Rational-Comprehensive Model:- This model is described as “a system analysis approach based on the principles of scientific investigation and scientific problem solving”. It is described by Lindblom (1959) as involving five features namely: Clarification of values, means-ends analysis, and choice of most appropriate means to achieve described ends, comprehensive analysis and analysis that is theory based. Rational-comprehensive analysis defines the problem, develops alternative solutions, places values on the consequences of various alternatives, assesses the probability that they will occur and makes a decision based on logical rules (Olaniyi, 2001). The rational model of decision-making is a process for making sound decisions in policy-making in the public sector. Rationality is defined as “a style of behavior that is appropriate to the achievement of given goals, within the limits imposed by given conditions and constraints”. It is important to note the model makes a series of assumptions, such as: 'The model must be applied in a system that is stable'; 'The government is a rational and unitary actor and that its actions are perceived as rational choices'; 'The policy problem is unambiguous'; 'There are no limitations of time or cost' (Bardach, 2011).

Furthermore, in the context of the public sector policy models are intended to achieve maximum social gain. Simon identifies an outline of a step by step mode of analysis to achieve rational decisions. Ian Thomas describes Simon's steps as follows:

1. Intelligence gathering — A comprehensive organization of data; potential problems and opportunities are identified, collected and analyzed.
2. Identifying problems — Accounting for relevant factors.

3. Assessing the consequences of all options — Listing possible consequences and alternatives that could resolve the problem and ranking the probability that each potential factor could materialize in order to give a correct priority to said factor in the analysis.
4. Relating consequences to values — With all policies there will be a set of relevant dimensional values (for example, economic feasibility and environmental protection) and a set of criteria for appropriateness, against which performance (or consequences) of each option being responsive can be judged.
5. Choosing the preferred option — The policy is brought through from fully understanding the problems, opportunities, all the consequences & the criteria of the tentative options and by selecting an optimal alternative with consensus of involved actors (Bardach, 2011).

Rationalistic models are widely held conceptions about how decisions are ought to be made. An actor becomes aware of a problem, posits a goal, carefully weighs alternative means, and chooses among them according to his estimates of their respective merit, with reference to the state of affairs he prefers. Incrementalists' criticism of this approach focuses on the disparity between the requirements of the model and the capacities of decision makers.

Social decision makers do not have a specific, agreed upon set of values that could provide the criteria for evaluating alternatives. Values, rather, are fluid and are affected by, as well as affect, the decisions made. Moreover, in actual practice, the rationalistic assumption that values and facts, means and ends, can be clearly distinguished seems inapplicable: In addition, information about consequences is, at best, fractional. Decision

makers have neither the assets nor the time to collect the information required for rational choice. While knowledge technology, especially computers, does aid in the collection and processing of information, it cannot provide for the computation required by the rationalist model.

Also, rather than being confronted with a limited universe of relevant consequences, decision-makers face an open system of variables, a world in which all consequences cannot be surveyed. A decision-maker, attempting to adhere to the tenets of a rationalistic model, will become frustrated, exhaust his resources without coming to a decision, and remain without an effective decision-making model to guide him. Rationalistic models are thus rejected as being at once unrealistic and undesirable (*Paul, 2006).*

Further criticism of the rational model include: leaving a gap between planning and implementation, ignoring of the role of people, entrepreneurs, leadership, etc., the insufficiency of technical competence (i.e. ignoring the human factor), reflecting too mechanical an approach (i.e. the organic nature of organizations), requiring of multidimensional and complex models, generation of predictions which are often wrong (i.e. simple solutions may be overlooked), & incurring of cost (i.e. costs of rational-comprehensive planning may outweigh the cost savings of the policy).

However, Thomas R. Dye, the president of the Lincoln Center for Public Service, states the rational model provides a good perspective since in modern society rationality plays a central role and everything that is rational tends to be prized. Thus, it does not seem strange that "we ought to be trying for rational decision-making" (*David, 2004).*

b) Satisfying Model: Satisfying model is explained as "the process of finding a decision alternative that meets the decision maker's minimum standard of satisfaction. Satisfying model was coined by Simon in his 1958 work titled "A Behavioural model of Rational Choice". However, it was further developed by James .G. March and Herber .A. Simon in their 1958 book, "organization". They argued that while economic man selects the best alternatives form those available, the administrative man satisfies (looks for a course of Action that is satisfactory. Therefore, *March & Simon, (1958)23* argued that:

> "if maximizing means getting the most out of something satisfying means getting only enough to meet the immediate need or selection the solution that is least upsetting to stability.

The foregoing shows that satisfying model does not follow the economic principle of "rational Choice". In the conventional ideal of a rational decision, a decision maker maximizes something, However, it is argued that "an exhaustive search for the maximum, for the best of all possible policies is not usually worth what it costs and may in fact be impossible of accomplishment (Lindblom, 1968). In essence one satisfices" instead of "maximizing". Herbert Alexander Simon disagrees with the assumption that man is completely rational while making decisional choices. He argued further saying that as a result of his bounded rationally, man is "intendedly rational" and therefore is generally unable to achieve the maximum utility out of his decisions. Furthermore, man is only a "satisfying" man and not a "maximizing man-he stops deciding at a point when a particular action or choice seems to "satisfy" him. Thus, not only a man is incapable of exploring all possible alternative solutions to a problem, but he is also not keen to explore all such alternatives.

According to Simon (1957) all decisional processes have three stages, namely, intelligence, design and choice. “Intelligence” refers to identifying or locating the problem which requires decision to be made; “design” is the process of listing out various alternatives to the problem; and “choice” is choosing the alternative which would “satisfy” the decision-maker. After a decision is implemented, its feedback can turn out to be a source of new problem that calls for a fresh decision. In this manner, the vicious circle of decision-making continues in an endless direction.

c). The Incremental Model: The incremental model was advanced as an alternative to the rationalistic models. The theory is most often associated with the work of Charles .E. Lindblom. The underlying principle of incremental model is that it presumes that public choices arise out of the interplay of “partisans” and that administrative decision making usually involves a continuation of past policies with the least possible modifications to suit changing circumstance. Therefore, it aims at meeting new challenges slowly and progressively. The incrementalist decision making sequence call upon the decision maker to:

(1) Identify the problem
(2) Investigate how similar problem have been handled in the past.
(3) Analyze and evaluate a few solutions that appear to be plausible and
(4) Choose one that makes some contribution to solving the problem without drastically altering existing processes and institutions. (Olaniyi, 2001)

An incremental policy model relies on features of incremental decision-making such as: satisfying, organizational drift, bounded rationality, and limited cognition, among others. Such policies are often called "muddling through" & represent a conservative tendency:

new policies are only slightly different from old policies. Policy-makers are too short on time, resources, and brains to make totally new policies; as such, past policies are accepted as having some legitimacy. When existing policies have sunk costs which discourage innovation, incrementalism is an easier approach than rationalism, and the policies are more politically expedient because they don't necessitate any radical redistribution of values. Such models necessarily struggle to improve the acceptability of public policy (Parsons, 1995).

Criticisms of such a policy approach include: challenges to bargaining (i.e. not successful with limited resources), downplaying useful quantitative information, obscuring real relationships between political entities, an anti-intellectual approach to problems (i.e. the preclusion of imagination), and a bias towards conservatism (i.e. bias against far-reaching solutions) (*Paul, 2006).*

This study adopted the **Mixed- Scanning Model as a theoretical framework** of analysis. Etzion, (1967) was the person who advanced mixed scanning model to the policy making. He considered the model to be superior to both the rationale and incremental models. In fact, like the incrementalists, he rejected rationalistic models because they were “unrealistic practically and undesirable normatively”. He did not also see incrementalism as an alternative to rationalism. He argued that “normatively the incremental approach which presumes that public choices arise out of the inter-play of “partisans” is deficient to the extent that not all community interests are represented in the process of decision”.

Basically, mixed- scanning seeks to avoid the problem of rationalistic and incremental model: Its purpose is to permit the simultaneous utilization of the rational comprehensive and incremental models in different situations. Whilst in some cases incrementalism will be adequate, in others, the rational – comprehensive will be needed. Therefore, descriptively, mixed scanning can incorporate when they occur, both incremental and fundamental policy decision. Mixed – scanning recognizes the limited human capacity to secure purely rational decisions. (Olaniyi, 2001)

Mixed-scanning provides both a realistic description of the strategy used by actors in a large variety of fields and the strategy for effective actors to follow. Let us first illustrate this approach in a simple situation and then explore its societal dimensions. Assume we are about to set up a worldwide weather observation system using weather satellites. The rationalistic approach would seek an exhaustive survey of weather conditions by using cameras capable of detailed observations and by scheduling reviews of the entire sky as often as possible. This would yield an avalanche of details, costly to analyze and likely to overwhelm our action capacities (e.g., "seeding" cloud formations that could develop into hurricanes or bring rain to arid areas). Incrementalism would focus on those areas in which similar patterns developed in the recent past and, perhaps, on a few nearby regions; it would thus ignore all formations which might deserve attention if they arose in unexpected areas.

A mixed-scanning strategy would include elements of both approaches by employing two cameras: a broad-angle camera that would cover all parts of the sky but not in great detail, and a second one which would zero in on those areas revealed by the first camera to require a more in-depth examination. While mixed-scanning might miss areas in which

only a detailed camera could reveal trouble, it is less likely than incrementalism to miss obvious trouble spots in unfamiliar areas.

From an abstract viewpoint mixed-scanning provides a particular procedure for the collection of information and strategy about the allocation of resources. The strategy combines a detailed ("rationalistic") examination of some sectors which, unlike the exhaustive examination of the entire area, is feasible with a "truncated" review of other sectors. The relative investment in the two kinds of scanning full detail and truncated as well as in the very act of scanning, depends on how costly it would be to miss, for example, one hurricane; the cost of additional scanning; and the amount of time it would take.

Scanning may be divided into more than two levels; there can be several levels with varying degrees of detail and coverage, though it seems most effective to include an all-encompassing level (so that no major option will be left uncovered) and a highly detailed level (so that the option selected can be explored as fully as is feasible). The decision on how the investment of assets and time it takes to be allocated among the levels of scanning is, in fact, part of the strategy. The actual amount of assets and time spent depends on the total amount available and on experimentation with various inter-level combinations. Also, the amount spent is best changed over time. Effective decision-making requires that sporadically, or at set intervals, investment in encompassing (high-coverage) scanning be increased to check for far removed but "obvious" dangers and to search for better lines of approach. Annual budget reviews and the State of the Union messages provide, in principle, such occasions.

An increase in investment of this type is also effective when the actor realizes that the environment radically changes or when he sees that the early chain of increments brings no improvement in the situation or brings even a "worsening." If, at this point, the actor decides to drop the course of action, the effectiveness of his decision-making is reduced, since, through some high coverage scanning, he may discover that a continuation of the "loss" is about to lead to a solution. Reality cannot be assumed to be structured in straight lines where each step towards a goal leads directly to another and where the accumulation of small steps in effect solves the problem.

In the exploration of mixed-scanning, it is essential to differentiate fundamental decisions from incremental ones. Fundamental decisions are made by exploring the main alternatives the actor sees in view of his conception of his goals, but unlike what rationalism would indicate details and specification are omitted so that an overview is feasible. Incremental decisions are made but within the contexts set by fundamental decisions (and fundamental reviews).

Thus, each of the two elements in mixed-scanning helps to reduce the effects of the particular shortcomings of the other; incrementalism reduces the unrealistic aspects of rationalism by limiting the details required in fundamental decisions, and contextuating rationalism helps to overcome the conservative slant of incrementalism by exploring longer-run alternatives. Together, empirical tests and comparative study of decision-makers would show that these elements make for a third approach which is at once more realistic and more effective than its components.

The application of the Mixed Scanning model of decision making as a formwork of analysis became necessary since it combines incorporates the assumptions of both the rational and increamental models before coming up with a result oriented approach to decision making. In light of this study, policy makers since independence to date have failed to maximize their decision making process on issue regarding urban transportation policy due to the fact that preference was given to political considerations over economic rationality. Therefore, the adoption of mixed scanning approach to decision making became imperative in order to reposition the state of urban transportation in Nigeria.

CHAPTER THREE
RESEARCH METHODOLOGY

3.1 Research Design

This aspect of the study focused on the most appropriate procedures to be adopted in laying solid foundation on how data are collected, analyzed and interpreted. In this regard, survey research design was adopted. Issues such as, methods of data collection, sampling techniques/sample size research population, and methods of data analysis were given due consideration in this aspect of the study. The elaborate discussion on the above issues is presented below:

3.2 Population of the Study

The inhabitants of the four (4) selected Area Councils (AMAC, Gwagwalada, Kuje, and Bwari) constitute the study population of this research. Specifically, the target populations (respondents) for this study include; Transport Companies, commercial drivers, commuters and Car owners within the FCT. The table below shows the population Vehicle Investigation Officers of each Four Area Council in FCT according to 2006 population census.

Table 3.1: Sample Population in four (4) Area Councils of the FCT

	Area Councils					
S/N	**Particulars**	**AMAC**	**Bwari**	**Kuje**	**Gwagwalada**	**Total**
1	Vehicle Investigation officers	1221	563	784	583	3151
2	Road Safety Corp	453	467	456	543	1919
3	NURTW	7342	4321	3214	3214	18091
4	Commercial Drivers	30,176	21,024	10,276	12,987	74433

5	Car owners	5,187	4,176	5297	3,578	18238
6	Commuters	6431	11,168	7,187	8,967	33753

Source: Federal Office of Statistics FMS/PDS/634/vol.5

3.3 Sample Size and Sampling Technique

The sample size and sampling technique adopted in this study is Yamane statistical formula. Yamane sample calculation aims to determine the sample size for a study. The reason for choosing this method is that the formula has 95% confidence level (Yamane, 1973). Yamane formula is calculated thus:

Table 3.2 Population Sample

S/N	Strata	Population	Sample Size
1	Vehicle Investigation officers	3151	399
2	Road Safety Corp	1919	398
3	NURTW	18091	398
4	Commercial Drivers	74433	398
5	Car owners	18238	398
6	Commuters	33753	398
	Total	**149585**	**2,389**

Source: FCTA/FCTA file 251

3.4 Method of Data Collection

3.4.1 Primary method

Questionnaire were used as the primary instruments of data collection in this research work.

1. **Questionnaires**

According to Ojobo (2005), questionnaire is a device for getting answers to questions by using a form, which is filled in by respondents. It can be used to obtain facts about past, present and anticipated events, conditions, practices and to make inquiries concerning attitude and opinions. Therefore, this study focus on the administration of questionnaires to respondents. Self-administered Questionnaires (SAQ) were used to collect data from the field for this study apart from the help of research assistants. SAQ is appropriate because it involves collecting data from a large population (Bryman and Bell, 2007).

Thus, the questionnaire used for this research work has multiple opinions for the questions where respondents were provided with opinion of answers to choose only the right answer to their desires. This form of research plan was chosen in order to ease the work of the researcher in the area of classifying and analyzing individuals (respondents) options. The questionnaires included both structure and unstructured questions. The researcher went further to conduct personal interview for answer not properly given when filling the questionnaire.

The questionnaire shall be administered by the researcher only in such a way that fairness and justice was given due consideration. This shall help in avoiding hoarding of the questionnaire by immature researcher whose attitude might jeopardize the purpose of research. It shall equally reduce injustice since the researcher shall give due recognition to the entire stratum. Also, the questionnaire instruments to be used shall be primarily obtained through a sample survey. It shall be divided into five (5) sections; A,B,C,D,E. Section A shall contain background information of respondents while section B-E shall consist of research questions designed to elicit information from respondents on the

impact of urban transportation policy on the development of Federal Capital Territory and AMAC in particular

3.4.2 Secondary Sources

According to Aregbeshola (2007), secondary sources of data collection refers to information obtained from books or given by other people who were not the originators. It includes abstraction from published statistics or records like annual abstracts of statistics. However, Secondary data (s) were obtained from published materials. Records of achievements of Federal Capital Development Authority (FCDA) contained in official documents were examined and used to provide empirical support for the study. Specifically, information on settlement growth and patterns in the FCT, functions and activities of the Transport Secretariat of FCDA and its operating departments, traffic mix and traffic flow figures on major arteries in the territory, information on mass transit activities in the territory for which Abuja Urban Mass Transit Company (AUMTCO) provide additional data.

3.5 Method of Data Analysis

The raw data collected were presented, analyzed, and interpreted through the use of frequency tables and simple percentage. This became necessary in order to give vivid description of all relevant variables in the survey conducted. The preference for this method was due to the pattern in which the questionnaires were framed such that nominal data can be easily converted into percentages. It equally make it possible for the researcher to compare views, perceptions, and opinions of the different categories

involved in the research. Lastly, secondary document were used as the statistical tools for validating or invalidating the statement of research proposition.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

4.1 Data Presentation

This chapter deals with presentation, interpretation and analysis of data generated from the field through questionnaire where data obtained from field survey are presented with the use of the simple percentage statistical method. The total sample size for this study was 2,389 questionnaires administered and 1,905 were completed and returned by respondents. However, the chapter focused on the rate of return response of questionnaires analysis and interpretation of respondent's profile and data presentation.

Table 4.1: Questionnaire Administered and Returned

Respondents	**Administered Questionnaires**	**Returned Questionnaires**	**Rate of Returns**
NURTW	398	324	81.4%
Commercial Drivers	398	325	81.7%
Vehicle Investigation officers	399	332	83.2%
Road Safety Corp	398	321	80.7%
Commuters	398	304	76.4
Car owners	398	299	75.1%
Total	**2,389**	**1,905**	**80 %**

Source: Field Survey January, 2020

The results in above table indicated that 1,905 questionnaires were returned out of 2,389 administered to respondents within the Federal Capital Territory, Abuja. The inability of the researcher to retrieve all administered questionnaires was due to the fact that most of

the respondents are engaged in one activities or the other. However, the rate of returns which stood at 80% is highly significant.

Table 4.2: Distribution of Respondents by Age

Age Groups	Frequency	% Scores
Below 35 yrs	856	44.9%
36-45yrs	349	18.3%
46-55yrs	678	35.6%
56yrs and above	22	1.2%
Total	**1905**	**100%**

Source: Field Survey January, 2020

The results in table 2 above indicated that 856 (44.9%) of the respondents are below 35 years, 349 (18, 3%) are 36-45 years old, 678 (35.6%) are within the age bracket of 46-56 years while the remaining 22 (1.2%) are 56 years and above. On the whole, the majority of the respondents are below 35 years. By implications, the larger number of active population in the entire population has further enhanced the objectivity of the study since they are the one who felt the impact of urban transport most.

Table 3: Distribution of Respondents by Sex

Sex	Frequency	% Scores
Male	1022	53.6%
Female	883	46.4%

Total	**1905**	**100%**

Source: Field Survey January, 2020

The result in table 3 above demonstrated that 1022 (53.6%) of the respondents are males while the remaining 883 (46.4%) are females. In a nutshell, the majority of the respondents are males. This is not unconnected with the fact that male respondents are more in number in transport industry due to the stress involved.

Table 4: Distribution of Respondents by Educational Background

Educational Background	Frequency	% Scores
Primary School Leavers	789	41.4%
O/Level	378	19.8%
NCE/OND	234	12.3%
HND/Degree	212	11.1%
M.Sc/ Ph.D	120	6.3%
Others	172	9.1%
Total	**1905**	**100%**

Source: Field Survey January, 2020

The data in table 4 above indicated that 789 (41.4%) of the respondents are primary school leavers, 378 (19.8%) obtained O/Level certificate, 234 (12.3%) bagged NCE/OND results, 212 (11.1%) secured HND/Degree qualifications, 120 (6.2%) got M.Sc/Ph.D certificate while the remaining 172 (9.1%) possessed other qualifications. Bye and large, the respondents who secured primary school certificate obtained the highest percentage scores from the entire distributions. By implication, the majority of operators in the transport industries are yet to obtain higher qualifications. This made it difficult for most transport operators to adhere strictly to the highway codes.

Table 5: Distribution of Respondents by Area Councils

Area Councils	Frequency	% Scores
Gwagwalada	332	17.4%
AMAC	787	41.3%
Kuje	110	5.8%
Bwari	676	35.5%
Total	**1905**	**100%**

Source: Field Survey January, 2020

The results in table 5 and fig.5 above exhibited that, 332 (17.4%) of the respondents are from Gwagwalada Area Council, 787 (41.3%) came from Abuja Municipal Area Council (AMAC), 110 (5.8%) reside in Kuje Area Council while the remaining 676 (35.5%) are residence of Bwari Area Council. In a nutshell, the majority of the respondents are from AMAC. This result is favourable for the study since the study is concerned urban transportation. By implication, the higher number of respondents from the city centre contributed immensely towards enhancing the objectivity of the study.

Table 6: Distribution of Respondents by Years of Experience

Years of Experience	Frequency	% Scores

Less than 5 yrs	319	16.7%
6-10yrs	131	6.9%
11-15yrs	543	28.5%
Above 15 years	912	47.9%
Total	**1905**	**100%**

Source: Field Survey January, 2020

The results in table 6 and fig.6 above indicated that, 319 (16.7%) of the respondents have acquired less than 5years experience, 131 (6.9%) have spent between 6-10 years of experience, 543 (28.5%) have spent between 11-15 years of experience while the remaining 912 (47.9%) have spent above years of experience. To cap it all, the larger percentage of the respondents have acquired more than 15 years experience. By implication, the selected respondents are in the best position to offer objective opinions on issue regarding the impact of urban transportation policy on the development of Federal Capital Territory, Abuja.

4.2 Data Analysis and Results

Table 4.7: Commitment to Planning and Motivation of Personnel involved in the Formulation and implementation of Transport Policy in FCT

Category	**Very Committed**		**Committed**		**Not Committed**		**Indifferent**		**Total**	
		%		**%**		**%**		**%**		**%**
Vehicle Investigation officers	14	4.2	93	28.0	185	55.7	40	12.1	332	**100**
Road Safety Corp	10	3.1	81	25.2	200	62.3	30	9.3	321	**100**
NURTW	16	4.9	98	30.3	190	58.6	20	6.2	324	**100**
Commercial	5	1.5	181	55.7	132	40.6	7	2.2	325	**100**

Drivers										
Car owners	7	2.3	166	55.5	116	38.8	10	3.4	299	**100**
Commuters	10	3.3	180	59.2	101	33.2	13	4.3	304	**100**
Total									**1905**	**100**

Source: Field Survey January, 2020

The results in table 7 above shows the opinions of respondents on issues regarding the commitment to planning and motivation of personnel involved in the formulation and implementation of transport policy in FCT. In the first place, the larger percentage of vehicle investigation officers, 185 (55.7%) opined that they are not committed. This made the performance of policy makers in transport industry to be below expectation. Similarly, most of the respondents in transport companies, 200 (62.3%) believed that they are not committed. In the same vein, the larger number of civil servants, 190 (58.6%) stated that they are not committed. However, the larger number of commercial drivers, 181(55.7%) subscribed to the opinion that they are committed. Also, the majority of car owners, 166 (55.5%) believed that they are committed while the larger proportion of commuters, 180 (59.2%) concord with the view that they are committed.

Table 4.8: The Level of Consultation / Sensitization with; NURTW, Agbero, Commuters, Car Owners and KEKE NAPEP before the Formulation of Transport Policy in FCT

Category	**Very Significant**		**Significant**		**Not Significant**		**Indifference**		**Total**	
	%		**%**		**%**		**%**		**%**	
Vehicle Investigation officers	18	5.4	101	30.4	200	60.3	13	3.9	332	**100**
Road Safety	14	4.4	87	27.1	205	63.9	15	4.7	321	**100**

Corp										
NURTW	24	7.4	100	30.9	198	61.1	2	0.6	324	**100**
Commercial Drivers	23	7.1	145	44.6	98	30.2	59	18.2	325	**100**
Car owners	28	9.4	122	40.8	99	33.1	50	16.7	299	**100**
Commuters	16	5.3	78	25.7	198	65.1	12	3.9	304	**100**
Total									**1905**	**100**

Source: Field Survey January, 2020

The result in table 8 above revealed that the larger number of the policy makers, 200 (60.3%) were of the view that the level of consultation / sensitization with; NURTW, Agbero, Commuters, Car Owners and KEKE NAPEP before the Formulation of Transport Policy in FCT is not significant. In the same vein, the majority of the NURTW, 205 (63.9%) considered it as not significant. Similarly, the larger proportion of the roa safety Corp, 198 (61.1%) subscribed to the opinions that the level of consultation is not significant the majority of the commercial drivers, 145 (41.6%) opined that it is significant. Also, the larger number of car owners, 122 (40.8%) believed that it is significant. On the contrary, the majority of commuters, 198 (65.1%) stated that it is not significant.

By implication, the outcome of the table revealed that there was no adequate consultation/sensitization with; NURTW, Agbero, Commuters, Car Owners and KEKE NAPEP before the Formulation of Transport Policy in FCT. In view of this, decision making does not reflect the view of all the stakeholders in the transport unit.

Table 4.9: The Adequacy of Finance, Data and Information for Effective Formulation of Transport Policy in FCT by DRTS, VIO AND FRSC

Category	very Adequate		Adequate		Not Adequate		Indifference		Total	
	%		%		%		%		%	
Vehicle Investigation officers	28	8.4	37	11.1	179	53.9	88	26.5	**332**	**100**
Road Safety Corp	15	4.7	163	50.8	50	15.6	93	29	**321**	**100**
NURTW	22	6.8	92	28.4	180	55.6	30	9.3	**324**	**100**
Commercial Drivers	23	7.1	75	23.1	175	53.8	52	16	**325**	**100**
Car owners	14	4.7	77	25.8	110	36.8	98	32.8	**299**	**100**
Commuters	30	9.9	188	61.8	22	7.2	64	21.1	**304**	**100**
Total									**1905**	**100**

Source: Field Survey January, 2020

The outcome of table 9 revealed that the majority of the VIO 179 (53.9%) subscribed to the view that the finance, data and information for Effective formulation of transport policy in FCT by; VIO AND FRSC is not adequate. in the case of Transport Company, the larger percentage of the respondents 163 (50.8%) said it is adequate. The majority of the research population 180 (55.6%) opined that it is not adequate. On the part of the commercial drivers, the larger percentages 175 (53.8%) of them were of the opinion that it is not adequate. In the view of car owners, the majority of them 110 (36.8%) stated that it is not adequate. Lastly, the majority of the commuters 188 (61.8%) were of the view that it is adequate.

Table 4.10: The Effectiveness of Maintaining Road and Vehicles in Abuja Periphery after the Ban on Mini Buses

Category	Very Effective		Effective		Not Effective		Indifference		Total	
	%		%		%		%		%	
Vehicle Investigation officers	88	26.5	140	42.2	45	13.6	59	17.8	**332**	**100**
Road Safety Corp	52	16.2	138	43	40	12.5	91	28.3	**321**	**100**
NURTW% NATO	79	24.3	176	54.3	40	12.3	29	9.0	**324**	**100**
Commercial Drivers	67	20.6	156	48	43	13.2	59	18.2	**325**	**100**
Car owners	58	19.4	23	7.7	198	66.2	20	6.7	**299**	**100**
Commuters	98	32.2	145	47.7	25	8.2	36	11.8	**304**	**100**
Total									**1905**	**100**

Source: Field Survey January, 2020

The result in table 10 above demonstrates that the majority of the VIO makers 140 (42.2%) were of the opinion that the maintenance of road and vehicles in Abuja periphery is effective after the Ban on Mini Buses. On the part of Transport Company, the majority of the respondents 138 (43%) said it is effective. In the case of NURTW& NATO, the larger percentage of target population 176 (54.3%) opined that it effective. On the part of the commercial drivers, the majority of the respondents 156 (48%) were of the opinion that it is effective. However, the majority of car owners 198 (66.2%) stated that it is not

effective. Lastly, the majority of the commuters 145 (47.7%) were of the view that it is effective.

Table 4.11: The Supply of Fire Safety Engine and Water in Response to Fire Outbreak or Accident by the Fire Service and FRSC in FCT

Category	Very Prompt		Prompt		Not Prompt		Indifference		Total	
		%		%		%		%		%
Vehicle Investigation officers	16	4.8	57	17.2	150	45.2	109	32.8	**332**	**100**
Road Safety Corp	30	9.3	45	14.0	167	52.0	79	24.6	**321**	**100**
NURTW	22	6.8	88	27.2	141	43.5	73	22.5	**324**	**100**
Commercial Drivers	28	8.6	121	37.2	129	39.7	47	14.5	**325**	**100**
Car owners	58	19.4	115	38.5	89	3.0	37	12.4	**299**	**100**
Commuters	44	14.5	97	31.9	141	46.4	22	**7.2**	**304**	**100**
Total									**1905**	**100**

Source: Field Survey January, 2020

The data in table 11 above exhibited that the larger number of VIO 150 (45.2%) opined that the supply of fire safety engine and water in response to fire outbreak or accident by the Fire Service and FRSC in FCT is not prompt. Similarly, the majority of respondents from Transport Companies 167 (52%) said it is not prompt. In the same vein, the larger number of the civil servants 141 (43.5%) opined that it is not prompt. On the part of commercial drivers, the majority of the respondents 129 (39.7%) were of the opinion that it is not prompt. However, the majority of car owners 115 (38.5%) stated that it is prompt. Lastly, the majority of the commuters 141 (46.4%) were of the view that it is

prompt. On the whole, the larger numbers of the respondents were of the opinion that the supply of fire safety engine and water in response to fire outbreak or accident by the Fire Service and FRSC in FCT is not prompt. This may not be unconnected with lack of adequate facilities and low morale on the part of those involved in policy making and implementation.

Table 4.12: Adequacy in the Supply of Buses, Taxi Cabs and Toeing Vans within Abuja City Centres

Category	Very adequate		Adequate		Not Adequate		Indifference		Total	
		%		%		%		%		%
Vehicle Investigation officers	20	6.0	70	21.1	152	45.8	90	27.1	**332**	**100**
Road Safety Corp	25	7.8	97	30.2	123	38.3	76	23.7	**321**	**100**
NURTW	42	13.0	85	26.2	134	41.4	63	19.4	**324**	**100**
Commercial Drivers	20	6.2	90	27.7	101	31.1	114	35.1	**325**	**100**
Car owners	30	10	105	35.1	90	30.1	74	24.7	**299**	**100**
Commuters	28	9.2	110	36.2	35	11.5	131	43.1	**304**	**100**
Total 35									**1905**	**100**

Source: Field Survey January, 2020

The result in table 12 above demonstrated that the majority of the VIO 152 (45.8%) were of the view that the supply of Buses, Taxi Cabs and Toeing Vans within Abuja City Centres are not adequate. Similarly, the majority of respondents from Transport Companies 123 (38.3%) said they are not adequate. Also, the larger percentage of the

civil servants 134 (41.4%) opined that it is not adequate..In the case of commercial drivers, most of the respondents 114 (35.1%) subscribed to the view that it is not adequate. However, the majority of car owners 105 (35.1%) affirmed that it is adequate. Lastly, the majority of the commuters 131 (43.1%) were on the fence.

Table 4.13: The Provision of Road Signs, Street Lights and Enforcement of Traffic Regulations on the Red

Category	**Very significant**		**Significant**		**Not significant**		**Indifference**		**Total**	
		%		**%**		**%**		**%**		**%**
Vehicle Investigation Officers	50	15.1	47	14.2	170	51.2	65	19.6	**332**	**100**
Road Safety Corp	46	14.3	78	4.3	130	40.5	67	20.9	**321**	**100**
NURTW	70	21.6	169	52.2	29	9.0	56	17.3	**324**	**100**
Commercial Drivers	40	12.3	190	58.5	42	12.9	53	16.3	**325**	**100**
Car owners	53	17.7	185	61.9	14	4.7	47	15.7	**299**	**100**
Commuters	43	14.1	178	58.6	51	16.8	32	10.5	**304**	**100**
Total									**1905**	**100**

Source: Field Survey January, 2020

The data in table 13 above indicated that the larger number of VIO 170 (51.2%) were of the opinion that the provision of road signs, street lights and enforcement of traffic regulations in FCT are not significant. In the case of transport companies, the majority of

the respondents 130 (40.5%) said it is not significant. However, the larger percentage of the civil servants 169 (52.2%) was of the view that it is significant. Similarly, the larger percentage of the commercial drivers, car owners and commuters (58.5, 61.9 and 58.6) respectively subscribed to the opinion that it is significant.

Table 4.14: Overlapping of Roles between Traffic Warders, VIO'S, FRSC and its effect on Road Traffic Management in FCT

Category	**Very Significant**		**Significant**		**Not Significant**		**Indifference**		**Total**	
				%		**%**		**%**		**%**
Vehicle Investigation officers	180	54.2	38	11.4	25	7.5	89	26.8	**332**	**100**
Road Safety Corp	32	10	179	55.8	27	8.4	83	25.9	**321**	**100**
NURTW	182	56.2	77	23.8	22	6.8	43	13.3	**324**	**100**
Commercial Drivers	191	58.8	29	8.9	16	4.9	89	27.4	**325**	**100**
Car owners	69	23.1	187	62.5	30	10	13	4.3	**299**	**100**
Commuters	195	64.1	23	7.6	18	5.9	68	22.4	**304**	**100**
Total									**1905**	**100**

Source: Field Survey January, 2020

The outcome of table 14 revealed that the majority of VIO 180(54.2%) subscribed to the view that overlapping of roles between; Traffic Warders, VIO'S, FRSC and Conflict in

Road Traffic Management in FCT is very significant. in the case of Transport Company, the larger percentage of the respondents 179 (55.8%) said it is significant. In the opinion of civil servants, the majority of the research population 182 (56.2%) opined that it is very significant. On the part of the commercial drivers, the larger percentages 191 (58.8%) of them were of the opinion that it is very significant. In the views of car owners, the majority of them 187 (62.5%) opined that it is significant. Lastly, the majority of the commuters 195 (64.1%) were of the view that is very significant.

Table 4.15: The Level of Commitment to the Regulation by Commuters and Private Car Owners in FCT by AMAC, Gwagwalada, Kuje and Bwari Area Council

Category	**Very Significant**		**Not Significant**		**Significant**		**Indifference**		**Total**	
		%		**%**		**%**		**%**		**%**
Vehicle Investigation officers	40	12	41	12.3	150	45.2	101	30.4	**332**	**100**
Road Safety Corp	33	10.3	153	47.7	62	19.3	73	22.7	**321**	**100**
NURTW	47	14.5	39	12	147	45.4	91	28.1	**324**	**100**
Commercial Drivers	50	15.4	143	44	49	15.1	83	25.5	**325**	**100**
Car owners	39	13	148	49.5	61	20.4	51	17.1	**299**	**100**
Commuters	40	13.2	52	17.1	160	52.6	52	17.1	**304**	**100**
Total									**1905**	**100**

Source: Field Survey January, 2020

The result in table 15 above exhibited that the larger number of policy makers 150 (45.2%) opined that the level of commitment to the regulation by commuters and private

Car Owners in FCT by AMAC, Gwagwalada, Kuje and Bwari Area Council is significant. However, the majority of respondents from Transport Companies 153 (47.7%) said that it is not significant. Furthermore, the larger number of the civil servants 147 (45.4 %) stated that it is significant. On the other hand, the larger percentage of the commercial drivers 143 (44%) were of the opinion that it is not significant. Subsequently, the majority of car owners 148 (49.5%) were of the view that it is not significant. Lastly, the majority of the commuters 160 (52.6%) said that it is significant.

Table 4.16: The level of Productivity by; VIO, Police, Yellow Fever (Traffic Warders) and FRSC in the area of Traffic Management and Regulations in FCT

Category	**Very Productive**		**Productive**		**Not Productive**		**Indifference**		**Total**	
		%		**%**		**%**		**%**		**%**
Vehicle Investigation officers	47	14.2	154	46.4	30	9.0	101	30.2	**332**	**100**
Road Safety Corp	53	16.5	39	12.1	168	52.3	61	19	**321**	**100**
NURTW	40	12.3	147	45.4	89	27.5	48	14.8	**324**	**100**
Commercial Drivers	29	8.9	159	48.9	69	21.2	68	20.9	**325**	**100**
Car owners	21	7.0	170	56.9	78	26.1	30	10.0	**299**	**100**
Commuters	30	9.9	166	54.6	92	30.3	16	5.3	**304**	**100**
Total									**1905**	**100**

Source: Field Survey January, 2020

The data in table 16 revealed that the majority of the policy makers 154 (46.4%) were of the view that; VIO, Police, Yellow Fever (Traffic Warders) and FRSC are productive in the area of Traffic Management and Regulations within the FCT. In the case of Transport Company, the larger percentage of the respondents 168 (52.3%) said they are not productive. In the opinion of civil servants, the majority of the research population 147 (45.4%) opined that they are not productive. On the part of the commercial drivers, the larger percentages 159 (48.9 %) of them were of the opinion that they are productive. In the opinions of car owners, the majority of them 170 (56.9%) stated that they are productive. Lastly, the majority of the commuters 166 (54.6%) were of the view that they are productive. The implication of the above is that some of these officials are not very productive in the management of transport facilities. It implies that transport infrastructure made available have not been used judiciously. It also indicate that the staff are not committed to their responsibilities.

Table 4.17: Commitment of FRSC in Monitoring and Implementing Transport utilities within the Gwagwalada, AMAC, Kuje and Bwari Area Councils

Category	Very Effective		Effective		Not Effective		Indifference		Total	
		%		%		%		%		%
Vehicle Investigation officers	30	9.0	25	7.5	180	54.2	97	29.2	**332**	**100**
Road Safety Corp	15	4.7	178	55.5	56	17.4	72	22.4	**321**	**100**
NURTW	40	12.3	33	10.2	190	58.6	61	18.8	**324**	**100**
Commercial Drivers	22	6.8	170	55.3	55	16.9	78	24	**325**	**100**

Car owners	45	15.1	31	10.4	162	54.2	61	20.4	**299**	**100**
Commuters	37	12.2	49	16.1	159	52.3	59	19.4	**304**	**100**
Total									**1905**	**100**

Source: Field Survey January, 2020

The result in table 17 above demonstrated that the majority of the policy makers 180 (54.2%) were of the opinion that the commitment of FRSC in monitoring and implementing transport policy within the Gwagwalada, AMAC, Kuje and Bwari Area Councils is not effective. On the part of Transport Company, the majority of the respondents 178 (55.5%) said it is effective. In the case of civil servants, the larger percentage of target population 190 (58.6%) opined that it is not effective. On the part of the commercial drivers, the majority of the respondents 170 (55.3%) were of the opinion that it is effective. Similarly, the majority of car owners 162 (54.2%) stated that it is not effective. Lastly, the majority of the commuters 159 (52.3%) were of the view that it is not effective. By implication, the entire result indicated that that the commitment of FRSC in monitoring and implementing transport policy within the Gwagwalada, AMAC, Kuje and Bwari Area Councils is not effective. This has to some extent encouraged the violation of highway codes with reckless abandonment. As a matter of fact, motorist no longer have respect for law enforcement agents due to the believes that their major intention is to extort money from them.

Table 4.18: The Contribution of Road Transportation to the easy movement of Goods and Services within the FCT

Category	**Very Significant**		**Significant**		**Not Significant**		**Indifference**		**Total**	
		%		**%**		**%**		**%**	**%**	
Vehicle Investigation	50	15.1	160	48.2	56	16.9	66	19.9	**332**	**100**

officers										
Road Safety Corp	70	21.8	180	56.1	120	37.4	49	15.3	**321**	**100**
NURTW	49	15.1	155	47.8	110	34	10	3.1	**324**	**100**
Commercial Drivers	67	20.6	172	52.9	73	22.5	13	4	**325**	**100**
Car owners	43	4.4	159	53.2	78	26.1	19	6.4	**299**	**100**
Commuters	57	18.8	49	16.1	149	49.0	49	16.1	**304**	**100**
Total									**1905**	**100**

Source: Field Survey January, 2020

The outcome in table 18 shows that the majority of the policy makers 160 (48.2%) were of the view that the contribution of transportation in the easy movement of goods and services within the FCT is significant. In the case of Transport Company, the larger percentage of the respondents 180 (56.1%) said it is significant. In the opinion of civil servants, the majority of the research population 155 (57.8%) opined that it is significant. On the part of the commercial drivers, the larger percentages 172 (52.9 %) of them were of the opinion that it is significant. In the opinions of car owners, the majority of them 159 (53.2%) stated that it is significant. However, the majority of the commuters 149 (49%) were of the view that it is not significant.

Table 4.19: Significance of Transportation Policy on the Security of lives and properties within the FCT

Category	**Very Significant**		**Significant**		**Not Significant**		**Indifference**		**Total**	
		%		**%**		**%**		**%**		**%**
Vehicle Investigatio	40	12	100	30.1	180	54.2	12	3.6	**332**	**100**

n officers										
Road Safety Corp	21	6.5	45	14	165	51.4	90	28	**321**	**100**
NURTW	23	7.1	60	18.5	182	56.2	59	18.2	**324**	**100**
Commercial Drivers	24	7.4	59	18.2	179	55.1	63	19.4	**325**	**100**
Car owners	15	5.0	43	14.4	192	64.2	49	16.4	**299**	**100**
Commuters	28	9.2	70	23	168	55.3	38	12.5	**304**	**100**
Total									**1905**	**100**

Source: Field Survey January, 2020

Table 19 above indicated that the majority of the policy makers 180 (54.2%) were of the view that impact of transportation on the Security of lives and properties within the FCT is not significant. Correspondingly, the larger number of respondents from Transport Company 192 (51.4%) said it is not significant. In the same vein, the majority of the civil servants, 182 (56.2%) opined that it is not significant. On the part of the commercial drivers, the majority of the target population 179 (55.1%) were of the opinion that it is not significant. Similarly, the majority of car owners 192 (64.2%) stated that it is not significant. Lastly, the majority of the commuters 168 (55.3%) were of the view that it is not significant. Bye and larger, the majority of the respondents were of the opinion that the impact of transportation on the security of lives and properties within the FCT is insignificant. The use of road as the major means of transportation in place of rail as provided for in the Abuja Master Plan has led to increase in crime wave within and outside the city centre.

Table 4.20: The Impact of Transport Policy on Income and Employment Generation by Car Owners and Commuters in FCT

Category	Very Significant		Significant		Not Significant		Indifference		Total	
		%		%		%		%		%
Vehicle Investigation officers	57	17.2	150	45.2	78	23.5	47	14.2	**332**	**100**
Road Safety Corp	67	20.9	38	11.8	178	55.5	38	11.8	**321**	**100**
NURTW	50	15.4	140	43.2	93	28.7	41	12.7	**324**	**100**
Commercial Drivers	77	23.7	162	49.8	57	17.5	29	8.9	**325**	**100**
Car owners	30	10	160	53.5	70	23.4	39	13.0	**299**	**100**
Commuters	45	14.8	154	50.7	97	31.9	8	2.6	**304**	**100**
Total									**1905**	**100**

Source: Field Survey January, 2020

The result in table 31 above exhibited that the majority of the policy makers 150 (45.2%) were of the view that the impact of transport policy on income and employment generation by car owners and commuters in FCT is significant. In the case of Transport Company, the larger percentage of the respondents 178 (55.5%) said it is not significant. In the opinion of civil servants, the majority of the research population 140 (43.2%) opined that it is significant. On the part of the commercial drivers, the larger percentages 162 (49.8 %) of them were of the opinion that it is significant. In the opinions of car

owners, the majority of them 160 (53.5%) stated that it is significant. Lastly, the majority of the commuters 154 (50.7%) were of the view that it is significant.

4.3 Discussion of Findings

The outcome of the study revealed that the impact of urban transport on the availability of transport facilities in the Federal Capital Territory, Abuja is insignificant. For instance, the supply of fire safety engine and water in response to fire outbreak or accident by the Fire Service and FRSC in FCT is not prompt due poor communication system, poor vehicle maintenance and lack of fund by the government for the purchase of sophisticated fire safety equipment within the FCT. Similarly, it was discovered that the supply of Buses, Taxi Cabs and Toeing Vans within Abuja City Centres are not adequate. Also, the result showed that the provision of road signs, street lights and enforcement of traffic regulations in FCT are significant.

Also the result of the investigation revealed that the cost of transportation to passengers within the FCT has not been affordable. This was attributed to the non-availability of enough mass transit buses, city train, etc. Also, there is no fixed or tagged cost price of transportation within the FCT. Motorist, car owners, commercial drivers, etc, influence the price of transportation when they wish without any sanction or debate. All the demonstrated that all efforts towards the reduction in the rate of gridlock in FCT failed to yield any positive result due to high influx of people from the neigbouring states to Abuja.

The findings on the impact of the implementation of urban transport policy on the level of accident rate in Federal Capital Territory demonstrated that the enforcement of traffic

regulations by FRSC and VIO have no significance effect on the reduction in the deaths of passengers in FCT. This is so because the enforcement is not regular, no awareness and in most cases, corruption is involved during the process of enforcement resulting to no sanction or compliance during the enforcement process, as such accident rate tends to increase by the day which in most cases result to deaths of passengers in the FCT.

The study revealed the existence of negative implications of overlapping, duplication and proliferation of agencies in Transport Industries in the FCT in particular. For instance, there are instances whereby the Police is performing the functions of vehicle inspection, traffic control and prosecution of traffic offenders. Also, the FRSC at times encroach into the functions of VIO and Traffic Warders. The negative implications of the above practices include; road crashes, logjams, unnecessary delay and high profile corruption and indiscipline.

The study revealed that the response rate of traffic Officers to the demand of road carnages in FCT by way of rescuing accident victims, removing obstruction and broken down vehicles is poor, thus leading to loss of more lives during accident. This is further aggravated by inadequacy of transport equipment and facilities.

CHAPTER FIVE
SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Summary

This research was carried out to ascertain Urban Transport Policy and the development of Federal Capital Territory, 2003-2018. The research has shown that transport is the pilot on which all development and other economic activities revolve. And the collapse of the transport sector, therefore, would affect other economic activities of which FCT is not an exception. In achieving the objectives of the study, the research was structured in five chapters. Chapter one introduces the entire work while chapter two reviews the existing literature on the subject area, provides the theoretical framework for the study, discusses and provides background information about the selected study area and appraised the existing urban transport policy. However, chapter three is the research methodology. Moreover, chapter four is on data presentation, analysis and interpretation while chapter five summarizes the entire work, made of up summary, recommendation and limitation of the study

5.2 Conclusion

The major thrust of the study is to examine the impact of transportation policy on the development of Federal Capital Territory (FCT), Abuja. Since independence, Nigeria has embarked on a reform process. Transport as a major element and factor in the Country's growth process is not left out. The National Transport policy document is responsive to the needs of the country and its people. The fundamental goals have been to develop an adequate, affordable, safe, environmentally sound and efficient transport system in the context of a progressive and competitive market economy but we found that the impact of

transportation on the development of FCT have not been very significant due to high influx of people to the city centre in search of greener pastures.

To achieve the objectives of urban policy, certain institutional framework were put in place by the Federal Ministry of Transport with its arrays of departments and parastatals at the state levels and Federal Capital Territory (FCT). Such agencies include; the Federal Road Safety Commission, the Police, the Directorate of Road Traffic Service (DRTS) and its states equivalent just to mention a few.

One noticeable effect of population explosion in the major cities of Nigeria is in the area of public transportation. It has become so bad to the extent that its fabric has been stretched to almost a breaking point. So for any administration to be taken seriously, it must be courageous enough to tackle this menace headlong, which has all the potentials of positively affecting other sectors of the economy and this therefore remains comprehensive transport policy and programme.

The emphases of the reform was that the buses would not only move people in large numbers but reduce time spent in traffic gridlock and improve the economy of the FCT, pointing out that it was in the overall interest of all residents and visitors coming to Abuja for the policy to succeed. However, in spites of these investments, the grid situation and poor management of transport facilities still persists.

5.3 **Recommendations**

In light of the findings, their consequent conclusion and implications, the following recommendations are considered fundamental towards the enhancement of effective

implementation of urban transport policy and the development of Federal Capital Territory:

1. The FCT administration as a matter of urgency should mount pressure on the federal government to rehabilitate all damaged federal roads within the Satellite Towns such as; Gwagwalada, Nyanyan, Kubwa, Kuje, Kwali, Bwari and Suleja. Such areas should equally be provided with enough road signs and traffic lights in order to reduce the rate of accident in the highways.

2. The FCT administration should introduce policies aimed at reducing the high rate of transportation cost within the City Centres through the provision of more high capacity buses and fixing of cost price of transportation

3. All obsolete transport equipment and facilities within the Federal Capital Territory should be replaced with new ones in order to encourage effective service delivery. The delay in prompt responses to; fire outbreak, car theft, traffic jams, emergency situations and road mishaps is not unconnected with lack of access to all necessary facilities by FRSC, Traffic Warder, Police, VIO and Fire Service.

4. There is need for strict enforcement of traffic regulations by FRSC and VIO within the FCT in order to reduce the rate of accidents and deaths of drivers/ passengers. This can only be made possible by putting a stop into all forms of extortion of money from motorists from the highways by traffic regulators.

5. All traffic Officers involved in corruption while discharging assigned responsibilities should be prosecuted to serve as deterrent against others. This will go a long way in

restoring public confidence on the activities of Traffic Officers within the Federal Capital Territory. Also, drastic reduction in the rate of corruption by FRSC, Traffic Warder, Police, VIO and Fire Service will lead to a decline in crime wave and road crashes since criminals and traffic offenders would face the wrath of the law without any fear or favour.

5.4 **Limitations to the Study**

Resources constraints notably time and money did not allow for larger scope. The respondents tend to be biased or subjective and some who are government officials are not willing to divulge sensitive information for the consumption of general public due to the fear of unknown. However, the information sourced from secondary sources such as; transport policy, Highway Code, Accident reports by FRSC on Traffic Flow Report helped to bridge the gaps identified above.

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APPENDIX I

Department of Political Science,
Faculty of Social Sciences,
Nasarawa State University,
Keffi.

Dear Respondent,

I John Raphael, a Postgraduate Diploma student in Public Policy Analysis (Political Science Department), Faculty of Social Science, Nasarawa State University Keffi conducting a research on "**Urban Transport Policy and the Development of Federal Capital Territory (FCT)**". This questionnaire seeks to get your response to the questions below. All response is strictly for academic research purposes only and as such shall be kept confidential. I therefore seek for your maximum cooperation.

Thank you.

Yours sincerely,

John Raphael
NSU/PGD/PPA/0001/18/19

APPENDIX II

SECTION A: Respondents Data

Instruction: Please tick ☑ in the boxes to indicate your choice of answer to the questions asked.

1. Age Group:

   Below 35 years ☐ 36 –45 years ☐ 46–55 years ☐ 56 and above ☐

2. Sex:

   Male ☐ Female ☐

3. Educational Background

   Primary School Level ☐ O'Level ☐ NCE/OND ☐ HND/B.Sc ☐

   M.Sc/PhD ☐ Others ☐

4. Council Areas:

   Gwagwalada ☐ AMAC ☐ Kuje ☐ Bwari ☐

5. Years of Experience:

   Less than 5 years ☐ 6-10 years ☐ 11-15 years ☐ Above 15 years ☐

Section B: Urban Transport Policy and the Development of Federal Capital Territory (FCT)

6. Commitment to planning and motivation of personnel involved in the formulation and implementation of transport policy in FCT

   (a) Very Committed ☐ (b) Committed ☐ (c) Not Committed ☐

   (d) Indifference ☐

7. How significant is the level of consultation/sensitization with NURTW, Agbero, commuters, car owners and Keke Napep in before the formulation of transport policy in FCT

   (a) Very significant ☐ (b) significant ☐ (c) Not significant ☐ (d) Indifference ☐

8. The adequacy of finance, data and information for effective formulation of transport policy in FCT by V.I.O and FRSC

(a) Very adequate ☐ (b) adequate ☐ (c) Not adequate ☐ (d) Indifference ☐

9. How effective is the maintenance of road and vehicles in Abuja Metropolis after the ban on Mini Buses?
(a) Very effective ☐ (b) effective ☐ (c) Not effective ☐ (d) Indifference ☐

10. How quick is the supply of fire safety engine and water in response to fire outbreak or accident by Fire Service and FRSC in FCT?
(a) Very prompt ☐ (b) prompt ☐ (c) Not prompt ☐ (d) Indifference ☐

11. How adequate is the supply of buses, Taxi Cabs and toeing vans within Abuja City. Centres?
(a) Very adequate ☐ (b) adequate ☐ (c) Not adequate ☐ (d) Indifference ☐

12. How significant is the provision of road signs, street lights and enforcement of traffic regulations on the reduction of accident rate in FCT?
(a) Very significant ☐ (b) significant ☐ (c) Not significant ☐ (d) Indifference ☐

13. How significant is the overlapping of roles between; Traffic Warders, V.I.O's, FRSC and Conflict in Road Traffic Management in FCT?
(a) Very significant ☐ (b) significant ☐ (c) Not significant ☐ (d) Indifference ☐

14. What is the level of compliance with traffic regulations by commuters and transport owners in Gwagwalada, AMAC, Kuje and Bwari Area Council?
(a) Very significant ☐ (b) significant ☐ (c) Not significant ☐ (d) Indifference ☐

15. How productivity are the; V.I.O, police, Traffic Warders and FRSC in the area of traffic management and regulations in FCT?
(a) Very Productive ☐ (b) Productive ☐ (c) Not Productive ☐ (d) Indifference ☐

16. How effective is the commitment of FRSC in monitoring and implementing transport policy within the Gwagwalada, AMAC, Kuje and Bwari Area Councils?
(a) Very Effective ☐ (b) Effective ☐ (c) Not effective ☐ (d) Indifference ☐

17. How significant is the contribution of transportation in the easy movement of goods and services within the FCT?
(a) Very significant ☐ (b) significant ☐ (c) Not significant ☐ (d) Indifference ☐

18. What is the impact of transportation on the security of lives and property within the FCT?
(a) Very significant ☐ (b) significant ☐ (c) Not significant ☐ (d) Indifference ☐

19. What is the impact of transport policy on income and employment generation by car owners and commuters in FCT?
(a) Very significant ☐ (b) significant ☐ (c) Not significant ☐ (d) Indifference ☐