LAGOS METROPOLITAN AREA TRANSPORT AUTHORITY – LAMATA

Its Genesis, Design, Performance and Future Prospects

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Outline of Presentation

- Background
- Road to creation of LAMATA
- Key elements of the organizational design of LAMATA
- The task for LAMATA in its formative years (5-years)
- Key achievements
- Lessons learned and challenges going forward

Acknowledgment:

Dr Banjo as consultant conceived the idea of LAMATA and undertook its detailed institutional design while Dr Mobereola is the first and only MD of LAMATA.
Background
Nigeria’s Growing Urban Challenge: The Transport Dimension

**Key Concerns**

- Pattern of urban growth – with the less privileged often commuting long distances
- Severe congestion - impacting social and economic activities
- Increasing air pollution – impacting health and quality of life
- No regulatory public transport framework – with the poor often vulnerable to high cost of transportation

The poor are worst affected!
Some key characteristics of Lagos - 1

- Formerly national capital but not since 1994 resulting in reduced central government interest in addressing the ‘Lagos problem’.
- Major industrial and commercial center but declining in aggregate terms (70/75% in 1970s NOW about 60%)
- But still seen as ‘big apple’ reflected in its population growth rate (6% on average)
- Income and Poverty – income equality > other states; poverty incidence 53% in 1996, 64% in 2004 (54% national overall and 43% in urban sector)
- Unemployment rate 11% in 2006 with additional 20% under employed.
- Megacity with inadequate supportive infrastructure and services
Some key characteristics of Lagos

- Only 15% of adult population able to afford use of private vehicle for commuting and similar proportion do not travel significantly outside area of residence.
- Average household size 4.90 but in overcrowded conditions; expected fall in household size will increase transport demand.
- Implies need for wide range of transport options and high level of scope for rapid increase in travel demand as economy grows.
- Comparison of urban growth scenarios concludes on need for coherent urban structure which implies greater integration of transport with land use. Greatest population increase expected in the central areas which has majority of present low income having jobs mainly outside the central areas.
Existing Transport Network
Road to creation of LAMATA
The road to creating LAMATA!!

- 1977: Lagos Master Plan Study (LASG/UNDP) - Major traffic growth north into neighbouring state
- 1979: Creation of Lagos Ministry of Public Transportation focused on deregulation of bus public transport services and executing of north-south Metroline Project
- 1988: Lagos Mass Transit Options Study (LASG/WB) upon cancellation of Metroline Project
- 1994-5: Lagos Urban Transport Project (LUTP) – To implement key LMTTMS recommendations
- 1994: Creation of LAMATA approved by state government
- 1994: Study to prepare Detailed framework for establishing LAMATA commissioned
- 1995: Further preparation of LUTP stopped due to political impasse
- 1999: LASG rejects WB offer to revive LUTP
- 2000: LASG approaches WB for assistance
- 2001: LUTP Office created to oversee preparation and detailed design of LUTP
- 2002: LAMATA Act passed
- 2002: Key staff of LAMATA competitively recruited by international advertisement
- 2002: LUTP implementation starts
- 2004: LAMATA Act amended to make explicit its regulatory function
The Lagos Mass Transit and Traffic Management Study (LMTTMS)

- Initially focused on identifying and prioritizing needed investment to improve budgetary efficiency – road, rail, TSM and NMT to establish an integrated transport system being promoted by state.
- LMTTMS proposed investment of about $215 million of which rail mass transit about $100 million and institutional $15 million.
- Financing of the investment beyond then existing state resources with little hope of Federal assistance forthcoming given focus on development of Abuja.
- Need seen to increase user charges and tap into private sector financing.
- The first required improvement in public perception of state to deliver on promise and latter required assurances of government seriousness and existence of a technically competent state agency as interlocutor.

Recognition in course of study of lack of appropriate institutional capacity and framework to deal with needed investment led to increased emphasis on addressing this issue.
Key findings of LMTTMS

- **Absence of an articulated and adopted policy** and strategic framework for the sector;
- **Fragmentation of institutional responsibilities** between various agencies at the three levels of Government with no coordination framework;
- **Absence of a well equipped traffic management institution;** inadequately trained transport/traffic engineering staff; involvement of traffic police with traffic management planning because of an absence of professional civilian alternative;
- **Inadequately defined public transport planning and regulatory functions;**
- **Absence of standard procedures for the technical and economic evaluation of programs and projects** resulting in a strong bias toward capital expenditure rather than making better use of existing investments through better management and maintenance practices.
Recommendations for responding to the findings

**Principle objective of proposed investment**
Effective promotion of the use and efficient operation of public transport Services (bus and rail).

**Implying**

- Investment to improve quality and availability of public transport infrastructure and facilities
- Increased and improved involvement of private sector
- Focus and attention on the needs of pedestrians and NMT
- **Simultaneous focus on establishing enabling policy, institutional, legal, regulatory and financing frameworks.**
Institutional arrangements and policy framework before LAMATA

- Until 1994, sector policy making and management with the State Ministry of Works and Transport (LSMWT).
- The LSMWT also responsible for:
  - the now defunct Lagos State Transport Corporation (LSTC),
  - the establishment of the Lagos State Ferry Services Corporation,
  - the Lagos State Parking Authority (now defunct) and
  - the Central Licensing Authority, responsible for the administration of the vehicle licensing system including fee collection.
- Under LSMWT, actions in the State focused on road network expansion and collection of fines for revenue generation rather than on sector planning and the development of a holistic approach to resolving urban transport problems.
- 1991 saw emerging awareness of the need for such a response leading to the re-creation of the Lagos State Ministry of Public Transportation (LSMPT) with a mandate for overall sector policy development and planning.
- In 1999, LSMPT renamed the Lagos State Ministry of Transport (LSMT).
Key elements of the organizational design of LAMATA
Proposed policy framework

**Improve public transport services and promote use via**
- improved service reliability and efficiency;
- better road infrastructure with bus priority, route structure and organization;
- increased bus fleet including providing financial support;
- use of higher capacity vehicles; increased diversity of services;
- dedicated rail facility within existing rail corridor;

**Demand restraint via**
- Discouraging car use, encouraging energy conservation; control of car use within CBD and along major traffic corridors

**Improve infrastructure operation**
- Development of key strategic links
- New infrastructure in context of approved long term physical development plan
- Transport management measures
- Effective monitoring of operation of transport infrastructure
- Encourage area wide control of demand, parking supply and access to Lagos Island

**Full cost recovery**
- Ensure investment package is cost effective
- Introduce financial accountability in M and E; Widen revenue base; Reduce subsidy; Attract private capital; and Increase cost recovery
Key features underlying LAMATA’s design

- Clearly defined functions backed by legislation
- Lean and fit professional organization
- Private sector aligned conditions of service
- Cap on overhead cost as percentage of revenue to promote efficiency in operation
- Board/MD report to Governor not State Commissioner for Transport
- Board comprises private and public sector members including transport union
- Some element of independent revenue via Transport Trust Fund generated from user charges
- Methods and procedures based on good practices from outside of Nigeria
- Use of IEC tools in solution generation by technical departments to promote acceptability to stakeholders of proposed solutions, influence public perception of LAMATA, induce changes in travel behavioral and expectation (public and state)
- Mandatory requirement to prepare:
  - 5-year Corporate and Investment Plan
  - Annual Report and audited account; and
  - Convene Annual general Meeting
Key elements of the design - Objectives

During its formative years, this defined in relation to transport system, users, LAMATA as the organization and the wider society thus:

Transport system – improve serviceability of the transport system particularly road infrastructure with focus on routine/periodic maintenance

Users – value for money thus enhance cost recovery, create opportunities for private sector investment in sector (infrastructure/operations), efficient and transparent operation of Transport Trust Fund

LAMATA – efficiency, effectiveness in operation; fair employer of labour

Society – Equity and social justice, better understanding of how system being used and the demand for travel
Key elements of the design - implications of the defined objectives

- Establish appropriate links with external stakeholders within and outside the state
- Establish good corporate culture and image by applying appropriate work methods and procedures and employment policies.
- These objectives then used to define functions, methods and procedures for their fulfillment.
- Recognized that as new organization, LAMATA had no track record to judge performance and set productivity and performance standards and will go through ‘learning curve’.
- A ‘programme’ NOT a ‘project’ based approach.

A long term vision with implications for funding, human capital
Key elements of the design - Functions and responsibilities of LAMATA

- **Policy/planning** – supporting policy development and implementation by LASG and LGAs by undertaking strategic studies
- Preparation/implementation of externally funded projects
- **Road** – routine/periodic maintenance of the ‘declared road’ network
- **Rail** – coordination of activities to realize rail mass transit project
- **Bus/ ferry** – ensuring serviceability of their routes and support facilities
- **Public transport operation** – promoting and facilitating operations and performance monitoring
- **Traffic management** – planning of schemes on all primary and secondary roads; advising LGAs
- **Traffic law enforcement** – promote and facilitate traffic policing, monitor effectiveness and recommend needed changes
- **Transport sector fees, tariffs, etc** – ensuring collection and recommending on needed reviews

Recognition that LAMATA will do some directly and ensure/ coordinate others
Critical factors in reaching consensus on functions and responsibilities

These included decision to leave:

- Policy formulation with state Ministry of Transport
- New construction to Ministry for Public Works;
  - Limit responsibility of LAMATA to a declared road network of about 887 kms, these being those used primarily by bus public transport
  - State government’s acceptance of inclusion of federal roads in the declared road network, implying responsibility for their maintenance.
- Role in revenue collection and traffic control limited to oversight and advisory respectively
LAMATA operates a lean bureaucracy of professional staff competitively selected according to World Bank standards.
The task for LAMATA in its formative years (5-years)
Planned focus of formative activities

- Enactment of Act including approval of declared road network
- Approval of proposed user charges
- Enter into MOU with Federal authorities on LAMATA’s maintenance of federal roads in Lagos
- Obtain WB funding for LUTP
- Brief stakeholders on LAMATA and LUTP
- Recruit principal staff
- Gain WB approval of LUTP
- Implement LUTP
Key achievements
Key achievements of LAMATA - 1

✓ Survived !!!!
✓ Accepted by public and state government as a credible transportation agency, especially since delivering BRT-Lite
✓ A respected interlocutor with private sector and international development agencies
✓ Accepted champion of urban transport issues nationwide
✓ Often approached by Federal and State level agencies in Nigeria for advice and inputs in seeking solutions to their urban transport problems
Key achievements of LAMATA - 2

- Successful implementation of BRT, a first example of a comprehensive and integrated approach to improving public transport in SSA
- Preparation of strategic plans – Corporate/Investment and Transport Master Plan leading to identification of a state-wide multimode MRT network
- Promotion of two highly important light rail corridors (Red & Blue Lines) as integral part of proposed Lagos Urban Rail Network
- LUTP2
- Continuous routine, recurrent, periodic and rehabilitation maintenance of declared road network
- Increasing capacity at several critical at-grade intersections
- Preparation of comprehensive feasibility study for the development of ferry services
- Rehabilitation of four (4) important water jetties and landings identified for rural water transportation with poverty alleviation focus
Committed projects for an integrated multi-modal transport system includes:

- 4 BRT Routes
- 4 BFS Routes
- 3 Rail Line Routes
- 2 Cable Car Routes
- 5 Water Ferry Routes
BRT

- Service coverage – Mile12 – TBS
- 22km corridor
- Segregated lane
- 3 terminals, 26 stops, depot
- Lane marking and signage
- $1.4m per km compared to $6m per km for the well known premium BRT systems
- Government provided infrastructure, regulation, route planning and operational methodology.
- Private sector provided buses, recruiting & training of personnel and manages operations
BRT ‘LITE’ in operation on Ikorodu road
Progress on the Blue Line Corridor

STATIONS: Okokomaiko, LASU, Volkswagen, Trade Fair, Alakija, FESTAC, Mile 2, Alaba, Iganmu, National Theatre, Iddo, Ebutte Ero, Marina
The elevated section of the Blue line under construction
Aerial View of Alaba Station
Experience to date, lessons learned and challenges going forward
Some experiences to date

- Basic organizational design robust
- Cap on overhead cost particularly useful in achieving budgetary discipline
- Main change to Act has been to make explicit LAMATA’s regulatory role
- On the ground, some duplication of roles which need to be resolved
- Recruiting adequate professional staff, particularly relating to traffic management
- Inability to fully implement LAMATA Act, e.g. protection of ROW, partly due to other priorities, lack of adequate staff and need to educate public and other agencies on mandate of LAMATA
- Inadequate funding with Transport Fund very useful in carrying out basic functions!!
Duplication of responsibilities not uncommon

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<thead>
<tr>
<th>Name of Authority</th>
<th>Governing Body</th>
<th>Public Transport Functions</th>
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<tbody>
<tr>
<td>Transport For London</td>
<td>Appointed Expert Governing Board</td>
<td>Planning</td>
</tr>
<tr>
<td>Syndicat des Transports D’île de France</td>
<td>Council of Representatives of Central, department And region gov’t</td>
<td>Strategic Planning</td>
</tr>
<tr>
<td>Singapore Land Transport Authority</td>
<td>Appointed Board of Directors</td>
<td>Strategic Planning</td>
</tr>
<tr>
<td>LAMATA</td>
<td>Board of Directors</td>
<td>Strategic Planning</td>
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Lessons learned 1 – significantly impacting the problem takes time!!

1994

- Rapid spatial and population growth, latter mainly from the ranks of low income earners.
- Travel demand growth rate at least equal to rate of urbanization (3-6%)
- Inadequate national awareness/ response to emerging trends
- Absence of a clearly articulated detailed strategy on urban transport.
- Transport investment programs ad-hoc in nature and heavily biased towards capital investment.
- Low cost recovery.
- Inadequate coordination of traffic & land use actions linked to urban mgmt.
- Inadequate transport sector institutional framework and capacity at all tiers of government.
- Inadequate coordination of the (i) planning for; (ii) management of; and (iii) regulation/enforcement of the demand & supply of transport facilities & services.
- A seeming impotence of planning action.

2008

- Although Lagos has the most extensive road network in Nigeria, existing public transport system cannot cope with ever growing rate of demand.
- Most sections of main roads are totally congested with attendant air pollution way beyond maximum permissible level. It is common for a one-way trip in Lagos to last for more than 3 hours due to:
  - Uncontrolled urban sprawl
  - Lack of capacity on existing radial main road
  - Poor traffic management
  - Lack of a high quality, high capacity, rapid and affordable transit system
  - Lack of support for and awareness of more sustainable alternatives e.g. NMT
Lessons learned - 2

- Significant institutional reform that led to creation of LAMATA requires commitment from the highest office of government.
- Legislative, institutional and management changes are essential before real impact (on transportation issues) can be achieved.
- Having a clear vision and mission will provide focus and direction to institutional activities.
- Experienced and capable staff complimented by good management is essential for success.
- The presentation of factual information borne out of well conducted research is key in persuading officials and politicians.
- Important for a transport authority to position itself for the state.
- It is important to embark on a publicity campaign designed to sensitize transport users on the benefits of reform.
- Immediate impact – to show the need for the authority.
- The re-organisation of urban transport service planning is a long term process.
- Providing a dedicated financial source important – Transport fund.
The vision for multi-modal transport in Lagos by year 2030

LAGOS STATE GOVERNMENT
LAGOS METROPOLITAN AREA TRANSPORT AUTHORITY
Strategic Transport Master Plan
(Rail, BRT, BFS, Water and Road Routes)
Challenges going forward

- Institutional sustainability
- Reduction of areas of duplication of functions with MOT
- Effective operation of the LAMATA Law
- Consistent political leadership
- Attraction of good professional staff
- Financing expansion of the transport system
- Making actions and priorities responsive to needs of the urban poor, perhaps the main customers of LAMATA
THANK YOU AND GOD BLESS