TITLE PAGE

PROJECT MANAGEMENET:
A CASE STUDY OF SOME SELECTED WORLD BANK PROJECTS IN BAUCHI STATE

BY

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DEDICATION

Dedicated to Jiyamere (cry no more)

and

To all projects located where they are and ought to have been there.

Not Dedicated to those projects located where they are but ought not to have been there.

DECLARATION

I, Adekwei Titus Jatau do hereby sincerely declare that no part of this project has ever been written, in whole or in part, to the best of my knowledge and all borrowed materials have been duely and fully acknowledged.

CERTIFICATION

This project, Project Management: A case study of some selected World Bank Projects in Bauchi State, meets the regulations governing the award of the degree of Masters in Business Administration (MBA) of Ahmadu Bello University (ABU) Zaria and is approved for its contribution to knowledge and literary presentation.

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Dean, Post Graduate School	6-6-90 Date
Project Supervisor	Date

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Perhaps what no author has successfully done is to acknowledge all those who directly or indirectly contributed to his work. Bearing this at the back of one's mind and knowing too well that no research can be successfully carried out without the help of many other people, to these people I must express my thanks. In particular Mrs J. Nwasike whose immense help brought this project to fruition. I am extremely grateful. Without the service provided by the staff of World Bank, Federal Mortgage Bank in Bauchi state, in particular Mr A.B. Zargina, the task would have been impossible. My thanks are due to them.

To the unknown person(s) who will, in due course, use this research to contribute to further knowledge I here and now say thank you in advance. My relations (both distant and near) particularly the Jataus by their support, tolerance and practical help have gone far beyond what used to be known as 'relatively duty' and deserve far more than a passing mention.

Finally to all and sundry particularly authors whose works and ideas form the core of this write-up without whom it could never have been written at all, I can only say 'Thank you all for making it possible'.

Inspite of these contributions by others, I alone bear full reponsibility for the content of this write-up.

A.T. Jatau.

ABSTRACT

Project Management has been and continues to be a subject for concern because of its importance as well as its difficulty. Efforts must be made ho make it less difficult. In trying to make the subject less difficult, Project Management is divided into three viz: (a) Management Decision, (b) Project planning and, (c) project control.

The research sought to apply these stages or phases of project Management to some selected World Bank Projects in Bauchi State. Among the objectives sought to be accomplished were:

(1) Whether variations occured in the projects planned and their execution.
(2) If problems militated against such projects and,
(3) The benefits to be derived from such projects.

Based on these objectives, the research found out among other things that:

(1) Variations did occur between project planting and project implementation.
(2) Problems also militated against the projects.
(3) Project Management is a difficult subject and,
(4) Alot of benefits could be derived from the project.

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CHAPTER ONE

INTRODUCTION

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In recent years the presence of the World Bank continues to be on the increase in most developing countries. Nigeria a developing country had been and is still witnessing the execution of World Bank projects. These projects vary in size and in nature from one state to another depending upon the state's priorities. World Bank projects exist in different forms. These forms range from Agriculture to urbanisation, and included are Drainage, Sewerage and Industrial Estates. It is however, important to assess whether or how states or the country as a whole benefits from projects financed by the World Bank.

1.1 General Background of the state

Bauchi state came into estistence in 1976 having been curved out of the former North-Eastern state of Nigeria. With its population put at 3,926,679 in 1981, it covers a total area of 66,570,045 square kilometers thereby representing 7.2 percent of the land area of Nigeria. The state's population density is 59 persons per square kilometer. The state borders Borno and Gongola states to the North-East, Kano to the North, Plateau and Kaduna to the North-West. The state with its administrative

headquaters in Bauchi town has a population of 1,300,000 as at 1981 with two main towns - Gombe and Azare. With the creation of additional local Governments in May 1989, the state has a total of twenty (20) local Government Areas.

The state is predominantly an agricultural state which employs about 70 percent of the total population and produce both food and cash crops. It must be added here that the two major towns which are Bauchi and Gombe are both faced with acute shortage of water supply. A unique problem with Gombe however is that it is seriously threatened by gully erosion. There also exist a shortage of houses in both towns, a problem depicting urbanisation.

1.2 Definition of project sites

At the request of the Federal Ministry of Housing, Urban Development and Environment (FMHUDE), the World Bank sent an urban project identification mission to Nigeria from October, 10th - 27th, 1977. The mission was asked to visit Bauchi and Imo states to consider proposals for the implementation of the states' Housing and Urban Development programmes as set out in the Third National Development plan for possible World Bank financing. The feasibility study for the project dates back to 1978 with the following terms of reference as par project sites:

(a) Bauchi, approximately 245 hectares of upgrading in either

the Makama area or the Dan Kadi and Dawaki.

(b) Bauchi, approximately 100 hectares of sites and services either in the undeveloped area of Makama or an undeveloped site outside the city walls to the North East of Ranp Gate.

(c) Bauchi, approximately 20 hectares of small scale industry sites.

(d) Gombe, approximately 75 hectares of upgrading in Bolari area.

(e) Gombe, approximately 3600 hectares of drainage area covering both the water catchment and the urban area containing the drainage gullies.

In addition, the selection of sites and services areas in Bauchi is to be governed by the following terms of reference:

(i) Proximity of sites to employment opportunities for lowest income residents;

(ii) costs and time of transport to work places and markets;

(iii) proximity to existing areas from which the new settlers

are expected to be drawn;

(iv) suitable site conditions (e.g. geology, topography and natural drainage);

(v) cost of land acquisition;

(vi) access to off-site infrastructure facilities; and

(vii) rough cost estimates for land acquisition and site infrastructure and their relation to income levels of anticipated beneficiaries.

Also, in connection with the selection of the upgrading project the terms of reference are as follows:-

> "For the upgrading component of project, the project preparation unit will, on the basis of the neighbourhood assessment review established appropriate level of existing services provision, proximity to employment opportunities or adequate transportation linkages, size, density, age and condition, ease of servicing, including topography, soil and subsoil condition, economic viability of the community degreeé of consolidation, land, tenure characteristics, soil cohesion, etc."

Taking into consideration all the above stated terms of references, the consulting firm - DAR Al-handasah consultants came out with the recommendation that Makama is selected for both the upgrading and the sites and services components for Bauchi town. This, to the consultants will yield the following advantages:

(i) The Makama sites would be adjacent to the main employment/industrial area of Bauchi allowing residents to conveniently walk to work.

(ii) New settlers could be conveniently relocated in close proximity to existing areas.

(iii) Site conditions appear to be satisfactory in Makama.

(iv) Makama is well suited in using existing and future on and off-site infrastructure facilities.

(v) The development of Makama, in conjunction with the committed Federal low cost Housing scheme, would make a substantial contribution to the overall planned development of Bauchi.

By the same consideration, the site selected in Gombe town is Bolari.

1.3 Project Programme and Methodology

In general terms, the primary objectives of the Nigerian States Urban Develpment programme is to assist the states in their implementation of the National Housing programme (NHP) as defined by the Federal Military Government. The objective of phase 1 of the programme is to design a national mechanism for the financial and technical implementation of National Housing programme (NHP) within Nigeria's long-term economic objectives. Though the proposed mechanism would be applied to Bauchi and Imo states, the mechanism should be capable of assisting all the states of the Federation with some modifications to meet their own specific needs.

The mechanism should respond to 5 policy objectives of the National Housing Programme (NHP). These objectives include:

(a) Financial replicability,

(b) Substantial increase in housing supply for groups expressing greatest needs i.e low income groups,

(c)Definition of affordable standards of construction of housing and infrastructure,

(d) Recovery of investment costs to permit replicability

(e) Control of effects of urban sector investment on the national and state economies.

It is the primary objective of phase 1 of the programme to develop and improve understanding of the components of the mechanism in order to permit subsequent identification and financing of similar projects in other states.

In specific terms however, the project's specific objectives as stated by Bauchi state Government (BASG) are:

1. The project to be prepared for possible World Bank financing is to be designed to assist the state Government in the implementation of the National Housing programme by providing shelter, employment, and urban services to low income population groups at costs which they can afford without need for public subsidies.

2. Through the upgrading of several lowest income settlements and the development of sites and services, the project should improve the living conditions of some 50,000 low income people in Bauchi and Gombe cities; of Bauchi state, thereby increasing their productivity as well as their welfare.

The consultants however felt that in carrying out the project state Government's direct intervention in 3 key areas is

essential. These areas include:

(a) Improvements to on-site service infrastructure which consists of access ways, water supply distribution, electricity distribution, refuse collection, stormwater and surface water drainage etc.

(b) Improvements to on-site social infrastructure among which are pre-primary and primary schools, health centres, recreation, public transport, industrial training programmes etc and

(c) Stimulation and incentives to rapid shelter construction; such as assisted purchase of key building materials, prior construction of initial core, technical assistance and training, demonstration models of appropriate building techniques credit/home loan opportunities and speed-up administrative processes.

In addition to this direct Government intervention, successful outcome of the project will have to rely on indirect Government intervention such as encouragement to the community and individual self-help.

1.4 Project Description

The project description consists of 8 activities in sequen-

tial order. These activities include:

(a) Project design

(b) Upgrading programmes in Bauchi and Gombe Towns

(c) Sites and services programme in Bauchi Town

(d) Drainage study in Gombe Town

(e) Building Materials loans for Housing construction and improvements

(f) Social components

(g) Employment generation

(h) Implementation

These project activities will be discussed in subsequent chapter(s); specifically chapter three.

1.4.1 General Scope of Work programme

The state's Urban Development Board with the assistance of consultant expertise will be responsible for the preparation

of a project suitable for consideration for World Bank financing.

1.4.2 Task Descriptions and Task Schedule

The work to be accomplished by the project preparation unit during project preparation comprises the following activities which shall be discussed in some detail in later submissions.

(a) The definition of appropriate institutional mechanisms required for the implementation of the project;

(b) the review and analysis of the current situation leading to the definition of project components, design standards, target population characteristics and selection of project sites in Bauchi and Gombe Towns;

(c) the preparation of representative site plans for sites and services and for upgrading and drainage study preliminary engineering, designs and cost estimates for the project;

(d) the undertaking of financial, economic, social and institutional feasibility analysis of the project and its individual components.

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The task schedule for the project will be highlighted in subsequent chapters. However, a tabulated task schedule is given below:

Table 1. Task Shedule

TASKS	MONTHS 1	2	3	4	5	6	7	8
Review and Analysis of the current situation		---	--->					
Definition of project componenets:								
Definition of target group		---	--->					
Preliminarey Design Briefs		---	--->					
Site selection			--->					
Project Design: Sites Services								
Alternative layouts			--	->				
Evaluation				--->				
Detailed site plans					--->			
Project Design: Upgrading								
Alternative proposals			--	->				
Evaluation				--->				
Detailed site plans				--	--->			
Feasibility Analysis				---	---	--->		
Reports:								
Inception		--->						
Interim		---	--->					
Draft Final				---	--->			
Final						---	--->	

Source:- Feasibility study for sites and services Residential upgrading in Bauchi and Gombe Inception Report.

1.5 Objectives of the Research

The main objective of this study is to find out to what extent World Bank projects have been successfully executed in Bauchi state of Nigeria.

More specifically, it will determine:-

(a) The achievement of the World Bank projects' objectives.

(b) Whether there are variations in the projects planned and their execution.

(c) The potential problem areas militating against such projects.

(d) The benefits to be derived from World Bank projects; and it will offer recommendations.

1.6 Significance of the study

It is hoped that this study will give a full comprehension of the role of the World Bank in the provision of financial and other assistance for the economic development of developing countries with particular reference to Nigeria. Secondly, this study may be important in the sense that it may generate other studies into World Bank activities and its goal attainment

specifically in developing countries. Thirdly, the research is likely to highlight the benefits developing countries derive from the World Bank. And finally, it is most likely that the research will shed more light on the activities of World Bank both overtly and covertly.

1.7 Limitations of the study

Various types of World Bank projects exist in the state. This study is however limited to the urbanisation project which includes sites and services and Residential upgrading in Bauchi and Gombe towns, because other World Bank projects in the state, for example water supply in both Bauchi and Gombe towns are carried out in conjunction with African Development Bank (A.D.B). Also, the research will prove too wide if other projects are to be included. For these and other reasons therefore, the study is limited to sites and services and Residential upgrading in Bauchi and Gombe towns in Bauchi state.

There is the need for further research into all World Bank projects in the state with a view to assessing the extent of World Bank projects in the state in particular and in the nation in general which this research has not covered.

A lot of problems were encountered in the course of the research. These problems range from problems associated with interviews to problems bordering on finance. In between was the problem of the unco-operative attitude of workers in possession

of institutional sources.

Among the problems associated with interviews were the problems of 'not-on-seat' responses and interviewer-respondent communication problems. The 'not-on-seat' response .problems were overcome by repeated calls which proved costly. The other problem of interviewer-respodent communication problems were also resolved through rephrasing and explanation of questions.

Another problem was the limited financial resources for the researcher to carry out this study.

1.8 Scheme of the study

In an attempt to achieve the earlier stated objectives of this study, the research is divived into five chapters. Chapter one examines the general introduction of the research; statement of both objectives and significance of the research; a general background of both the state and the project under reviews methodology of the study; limitations and problems encountered in the research; definition of terms and finally scheme of the study.

Chapter two presents an overview of related materials as regards project management. A more detailed aspects of project management and the phases involved will be highlighted.

Chapter three discusses the project planning from its inception. In other words all activities preceeding the project execution is discussed in this chapter. Problems, if any

encountered in the planning stage will also be highlighted.

Chapter four treats, to the exclusion of all other chapters project implementation of the projects under review; attempt to compare actual with planned with a view to pinpointing any variation(s); correction and action review if variation(s) occur and finally the maintenance of the project.

The final chapter summarises, concludes and makes recommendations where necessary.

1.9 Methodology of the study

In research, many methods can be used in collecting and analysing data. For this, a combination of methods are used to achieve more accurate and valid data collection and analytical procedures.

Two main sources of data collection were exhausted, the primary and secondary sources. The primary source which became useful in project implementation (chapter 4) was gathered from discussion, personal interviews and direct observation with the parties involved in the project, namely, the project manager, Bauchi state urban Develoment Board (BSUD) now Utilities Board (UB), Federal Mortgage Bank of Nigeria (FMBN) and the beneficiaries of the project.

Secondary datum another form of data collection was particularly useful in chapter three (project planning). The main source of this secondary datum was preparation of a feasib-

ibility study for Bauchi state sites and services and slum upgrading project carried out by a consulting firm - Da Al-Handasah consultants (Shair and Partners) prepared in 3 volumes. Other published materials were used to augment the earlier stated secondary datum.

CHAPTER TWO

LITERATURE REVIEW

2 Project Management

A project has been defined by Burman (1972) as "a finite, homogeneous, complex and non-repetive activity". In other words, a project is distinguihed from some operations that are continuous in nature example treating sewerage. One-time jobs are considered projects because they have a defineable beginning as well as a defineable end. A project therefore consists of three basic elements (1) operation, that is the things done, (2) resources, things used consisting of men, money, materials, machine and time, and (3) conditions or restraints under which work must be carried out, such as deliveries and deadlines.

Project mangement, has been described by Martino (1968) as an all-embracing term, covering the management of every detail of a project from its inception to its final completion. Three main phases have been identified by Burman (1972)
(1) Management decision (2) project planning, and (3) project control. Management decision is a purely intellectual operation and is a necessary function in the mounting project. It consists of three main divisions which are (1) forecasting, (2) objectives, and (3) policies. Forecasting is essentially an attempt to look into the future. Major elements here include

those of carrying out interventions and interpreting facts. Involves questions in order to marshal facts in an orderly fashion from which logical conclusions can be drawn.

Continuing, Burman (1972) argured that forecasts must be transformed into objectives at every level of organisation. This forms the second main division in management decision. The objective phase is a sure way of a project preceeding in an orderly and logical manner. Objectives must therefore be set at every level so as to guide subordinates.

The third main division in management decision policy. Policy statements, according to Thompson and Strickland (1981) provide standing answers to questions and are the key to delegation. Work will proceed much more smoothly and rapidly if anticipated problems are solved in advance especially if they are repetitive (programmed) in nature.

The second phase of project management is project planning and is the phase of the operations that does determine the success or failure of the project. It is made up of three sub-phases manely: (1) programming, (2) schedulling, and (3) budgeting. By programming, Loombal ( ) said, is meant a sequence of activities in the project. It is independent upon the forcasts, objectives and policies to a large extent, though many building of the programme as deviations may obtain between the planned and the actual.

Schedulling sets the time limits for the various activities,

and follows the process of programming. This at this stage that the standards of performance become of paramount importance.

The final sub-phase in the project planning phase, as presented by Burman (1972), is budgeting. Budgets are the means of ensuring that the most economical use is made of men, money, machinery, materials, space and time. The final control of a project will invariably depend upon accurate budgeting, prompt measurement of progress, and decision action on exceptions.

Since it is unlikely that each aspect of the planning process will be fully covered in the initial investigation it is therefore a process of proceeding with each aspect, and then of reinvestigating all or any of these as the need arises during subsequent stages. The planning process may therefore be viewed as a continuous one calling for constant revision as new problems arise.

The last phase in project management is project control where the main aim is to achieve the stated objectives in accordance with the predetermined plan. Taylor (1970) warned, that the mere existence of project plan does not and can not ensure the accomplishment of the objectives of the operation. Since performance rarely matches due plan exactly, the entire process becomes dynamic and tight control is therefore needed at all levels at all times. This is one of the project manager's more exacting tasks, in addition to planning of operations, reviewing and updating and action.

Planning of operations, according to Robertson, (1967) are the result of the planning stage of project management. Whatever form operational plans may take an indication for each activity is given as to when the activity should start, when it should end, and whether any delay is permissible.

It is sure that, no plan of operation, however accurate, can encompass all the contingencies that may arise during the course of the project. It therefore calls for continual review to determine whether the project is proceeding according to plan, or how much behind or ahead of plan (schedule) it is. This is the review stage. Updating is the process of recording the state of the project as shown by reviews, or of making ammendments.

In the action phase, whenever and wherever a review had shown a project to be deviating from plan, action is required to restore the operation to its planned characteristics. This may be achieved by extra work or additional resources, or other means available to the project manager. Alternatively, the action taken may be to revise the plan in the light of any new developments.

2.1.2 Benefits of project management

Benefits to be derived from project management to the organisation are many but Taylor (1970) has conveniently grouped them under three (1) benefits to the organisation (2) benefits

to the individual, and (3) benefits to the customer. To the organisation, some projects like a consortium project, overseas aid project, bridges and road construction, etc., require a high degree of co-ordination, some much deeper than others. They will certainly involve many organisations within the company and outside contractors. The inter-organisation involvement and cross co-ordination cannot be provided by the long-term planning of each functional activity of the company. They demand a common technical and managerial interface and thus need person to look after them - a project manager.

In agreement with Taylor, Burman (1972) said, certain projects therefore require co-ordination. In other words, if the project is complex; organisationally, technically, or financially large, then a central technical and managerial interface must be created, that is a project management organisation and a project manager. Without this the project will invariably be late, much more costly and perhaps with inferior function.

Concluding, Taylor (1970) submitted that project management provides benefit to the customer. More and more as projects become larger, more costly and more complex the relationship between supplier and customer tends to get more complicated. It becomes essential that the supplier and the customer appoint one interface contact, that is a project manager. By this, the customer feels he is being attended, not by a large inorganic

mass that he cannot seem to penetrate, but by a real personal contact; he also feels that this contact is able to attend properly to his problem because of the ability of the project manager to access any required part of his company directly.

The question that often arises is, is project management easy? If difficult what makes it difficult? Simply put, in what way(s) does project management differ from other forms of management in an organisation? Project management is not easy. Taylor (1970) agrees when he remarked that it is difficult and differs from other forms of management in organisations because of the structures and techniques involved in project management.

2.1.3 Project management structures

The structures to be found in project management differ from other organisational structures. Martino (1968) stated that project management requires a high degree of co-ordination, some much deeper than others. The inter-organisational involvement and cross co-ordination can not thus be provided by the long-term planning of each functional activity of the company. The demanding of a common technical and managerial interface necessitates one person to look after them - a project manager.

The often solicited structures under project management is matrix structure. Daft (1983) argued that "the matrix organisation structure is often the answer when organisations

find that neither the functional nor product structure combined with horizontal linkage mechanisms will work". To him, the unique characteristics of the matrix organisation is that both product and functional structures are implemented simultaneously.

It therefore follows that in situation where there is an inter-organisational involvement and cross co-ordination and in order to meet specification according to plan, matrix organisation structure is called for. Again Daft (1983) gave three conditions for a matrix structure. Condition pertains to environmental pressure; condition two relates to the task environment of the organisation, when it is both complex and uncertain; finally, condition three involves the economy of scale in the use of internal resources.

The essence of designing a special organisation structure in project management therefore arises because it involves people from both different functional areas of an organisation and people outside the organisation. Also, tasks in project management are scheduled and certain activities cannot start without the completion of other activities. Without high co-ordination, undue delay will result thereby unnecessarily increasing the cost of the project.

3.1.4 Project Management techniques

Another area in which project management is different

from management of programmed activities is the techniques involved thus makes it a difficult task. Management sciences has contributed much in designing techniques for project management. These techniques are broadly grouped by Burman (1972) into traditional planning techniques and network programming.

Among the traditional planning techniques include (1) Gantt chart developed by Henry L. Gantt, (2) milestone method which is a refinement of bar (Gantt) chart, and, (3) the line of balance techniques. There are some limitations of these traditional planning techniques. These include:

(a) All these techniques use time as the basis against which the plan is drawn. They are therefore applicable where time estimates can be made with reasonable accuracy and maintained during the project. These techniques cannot be used where times are often only educated guesses. Stated differently, the simpler techniques are not sufficiently dynamic in a large project.

(b) Large projects are composed of many hundreds of unrelated activities. Any attempt to put these activities in bar chart will certainly become meaningless. It often results in a generalized picture which in turn results in a loss of details

control that is necessary for the project to finish in the minimum time and at least cost.

(c) No bar chart is capable of depicting all the dependencies of activities upon each other. It does not therefore indicate that a delay in one activity is going to affect other activities in the project.

(d) These techniques, none is capable of distributing resources or of controlling costs.

(e) The techniques is not capable of predicting where trouble spots are likely to occur.

For these and many other short-coming of traditional planning techniques, other techniques have been developed. Wild (1971) discussed many and varied techniques among which are Project Evaluation and Review Techniques (PERT) and critical path method (CPM).

Burman (1972) identified three basic causes for the failure of a project: These were lack of co-ordination, bad project definition and changes in the direction of carrying out a project. Thus the isolation of these causes of failure led to the formulation of certain basic principles which would cater for the improvement in planning, schedulling and control.

Simply stated these principles are programming which is a statement of how a task should be carried out, should be a distinct phase; separated from schedulling, which is the fitting of the job to a time-table, to avoid swampling project management in administrative paper-works' there should be the adoption of the principle of "management by exception", and the plan must be dynamic and capable of rapid response to changing conditions.

It should be noted that the above listed techniques have one thing in common - a planning technique known as network analysis. According to Buffa (1983), network analysis is meant a method of planning and controlling projects by recording their interdependence in a diagramatic form that enables each fundamental problem involved to be tackled separately. Continuing, Buffa (1983) set out what network analysis seeks to achieve:

(1) It presents in diagramatic form a picture of all the jobs to be done, and of their dependency on one another. (2) it considers the limitations imposed by the availability of men, machinery, money, and material resources, and in view of these, estimate the time required to perform each task, and (3) it applies the estimated task time to the network diagram. A number of advantages accrue to network analysis. These include:

(a) It separates the planning sequence of tasks from the schedulling to times for the tasks.

(b) It depicts the interdependence between tasks and enable people to see the overall plan as well as those activities that depend upon others.

(c) It enables resource and time restraints to be included in the plan before its evaluation.

(d) It allows the total requirements of men, materials, money, machinery, and space resources to be readily calculated. It indicates where the delaying or slowing down of non-critical jobs.

2.1.5 Project management and other forms of management

However divergent project management can be with other forms of management as discussed in preceeding pages, similarities exist particularly capital budgeting. According to Merret (1963), if capital projects are to be efficiently analyzed and financed, the department concerned must be given sufficient time and resources. All too often these complex problems are often subjected to decisions by senior management. Time is always held to be too precious for fuller consideration, yet the sums of money at stake can be enormous and are seldom

large. The scope for improvement decisions foregone by insufficient consideration is such that few hurried top managers could justify taking all the too common short cuts.

The problems of capital budgeting and to a greater extent, project management organisation in any enterprise are both financial and political. Merret (1963) continued, "it would be unrealistic to consider financial aspect of capital budgeting or project management in isolation from its political issues of large firms". Even in the best organized firms there will always be powerful political pressures at work endeavouring to influence financial assessment of capital projects because the future shape of a firm is essentially determined by the investment decisions of its top management.

Both project management and capital budgeting are irreversible decision, which calls for project management and capital budgeting administration and they revolve around four main issues.

(a) Generation of investment proposals
(b) Estimation of cashflow
(c) Project selection based upon accepted criteria
(d) Continual evaluation of investment projects after their acceptance.

2.2 World Bank and other related projects

Founded in 1944 with two affiliates: International

Development Association (IDA) and International Finance Corporation (IFC) began operation in 1946 with a general objective of the provision of financial and other assistance for the economic development of member countries. It is a specialized agency of the United Nations. Its principal role being the provision of loans to developing countries for a wide variety of productive projects in various fields. It is at the moment the largest multilateral source of development financing in the world. By June ending, 1972 the Bank known as International Bank for Reconstruction and Development (IBRD) had committed nearly $23 billion in over 100 countries.

The International Development Agency (IDA) established in September 1960 performs the same function as World Bank though its loans are on much easier terms and are made to the poorest member nations. The International Finance Corporation (IFC) on the other hand, established in 1956 finances most types of commercial enterprises through investments in equity, loans without Governmental guarantee and under writing commitments. Its purpose is to supply venture capital to productive private enterprises to stimulate the development of local markets, and to promote the international flow of private capital.

2.2.1 Urbanisation

Problems of urban poverty and unemployment, inadequacy of housing and urban infrastruture have been throughout history,

what most distinguishes the current urban problems of the developing countries is their scale and intensity. The severity of the problems reflects primarily the rapidity of overall population growth and the acute shortage of resources with which to equip the additions to urban population.

In recognition of the importance of these issues, the World Bank recently decided to supplement its activities in individual sectors with a more direct focus on problems of urbanisation.

As World Bank Operations Sectoral Programmes and policies (1972) put it "the malaise of urban centers in the developing countries is only too evident in the squalor of the rapidly growing slums and unauthorized settlements, the detorioration in many public services, the exteme shortage of housing and the congestion in streets". A large part of Bank lending has been urban-oriented and has been concentrated in major cities with over $2 bilion or more than 10% of all Bank lending has been absorbed by 13 cities, each receiving $100 million or more.

"*Sites and services*" *urban project program and similar* projects are directed to provide urbanized land on which the occupants can build their own dwellings using self-help methods. A very similar project to the one being experienced in Bauchi state was appraised in Nairobi by 1972 - the land provided by the Government will be equipped with roads, water, sewage and power facilities. Education and health facilities are included

in the project as well as sites for industrial, commercial, recreational, infrastructural and other developments.

In the design of urban projects, the bank feel urbanisation projects such as "site and services" and urban extension areas will provide devaluations of alternative basic service systems that can have much wider applicability for Bank projects in urban areas. World Bank operations: Sectoral programs and policies (1972) noted that site and services projects, both as individual programs and in the wider context of integrated urban extension areas represent a further field for co-operative effort including analyses of employment and savings aspects.

2.2.2 Water Supply and Sewerage

Urban communities of any site without adequate piped water and sewerage are not viable and thus seriously compromise national development prospects. It must be noted that individuals need a minimum amount of water for drinking and preparation of food. Because this minimum requirement is an absolute necessity, people not being served by a piped water system resort to alternatives ranging from carrying water long distances or purchasing water from vendors to use of heavily polluted ponds. These alternatives are not physically feasible in urban areas beyond a certain size. For these and other reasons the Bank give out loans for the financing of such projects.

According to 'World Bank Operation' (1972) comprehensive data on external financing of water and sewerage projects are not available, but there is reason to believe that the bulk of external financing in this area has been provided in the form of suppliers' credits and other bilateral loans for pumps, pipes and treatment plants. During 1961-70 Inter-American Development Bank (IDB) lent $486 million for 85 water and sewerage projects with a total cost of $1,117 million.

In presenting a summary of investment in this sector the Bank felt it would seem to be much more suited to its development objectives than the limited Bank involvement to date would indicate. "Adequate water and sewerage is a necessary but not a sufficient, condition for the solution of pressing urbanisation and public health problems in member countries".

Finally, the most pressing problem is to develop better criteria for allocating scarce funds among competing projects in this sectors. Progress toward this goal depends on developing better measures of economic benefits, which largely depend in turn on developing better data. The Bank has started to carry out research to this end and expects to intensify it. Other research objectives are to improve water demand analysis and forecasting and to identify pricing policy options for water and sewerage.

CHAPTER THREE

PROJECT PLANNING

Introduction

Planning has been defined by Koontz et al (1980) as "deciding in advance what to do, when to do it and who to do it. It bridges the gap from where we are to where we want to be in desired future". Continuing, Koontz said "no real plan exist until a decision has been made - a committment of human or material resources or of reputation to go in a certain direction. Before a decision is made, all we have is a planning study an analysis or a proposal but not a real plan". This chapter attempts to present the planning process of the project under consideration from its inception to the final planning process.

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3. Inception Report

The inception report contains definition of project sites, and governed by stated terms of references came out with selected sites; project programme and methodology, specifically highlighting the objectives of the project and the organisation of work tasks. These project sites have been discussed in chapter one. However, the main components in the plot project

description for the two towns. Bauchi and Gombe will be presented.

3.1 Pilot Project Description - main components

The pilot project as defined in September 1978 with the assistance from World Bank Pre-Appraisal Mission will promote two programmes (1) sites and services programme and (2) upgrading programme within Bauchi and Gombe towns in Bauchi state. The project also involves extra components in support of the above; that is housing loan, employment generation, assistance to local Government and training. The pilot project consists of groups of components: 8 in Bauchi town and 3 in Gombe, and all Federal level components.

3.1.1 Bauchi Town

(a) Sites and Services

To provide 2,100 residential plots in the undeveloped area of the Makama neighbourhood of Bauchi which will occupy 120 hectares within the town, including roads, water supply, storm-water drainage, pit latrines, soakaway for waste water disposal, refuse collection and landscaping.

The plots are to be of four types (1) subsidized small plots of approximately 200 square metres each, (2) normal plots of 200 square metres, (3) medium-sized plots of 260-270 square metres,

and (4) large plots of 375-400 square metres suitable for mixed residential commercial or residential/small-scale-industrial use. In order to provide reasonable fit to the estimated demand, the overall layout will be designed to provide these plots in the following proportions: 25 per cent subsidized small plots (As type), 35 per cent normal small plots (A type), 20 per cent medium-sized plots (B type), and 20 per cent larger plots (C type).

(b) Upgrading and Infill

This involves the upgrading of 140 hectares of Makama at present inhabited by about 27,500 people. The upgrading would provide extension to existing on-site infrastructure, including roads, water supply, stormwater drainage, electricity network, refuse collection services and landscaping. The idea of upgrading the area would allow an additional 1,850 infill plots to be developed.

(c) Off-Site Infrastructure

Improvement to the off-site infrastructure is designed to reinforce services to the whole of Makama area, with improved and new town roads, construction of main outfall drains, high-tension electricity network, and the connection of existing boreholes to the water distribution network servicing the town.

(h) Technical Assistance to Bauchi State Urban Utilities Board

Technical personnel will also be provided for the project implementation and the demonstration of alternative construction techniques.

3.1.2 Gombe Town

(a) Environmental Sanitation

Improvement will be made in the neighbourhood of Bolari. This programme will include improvement to roads and stormwater collection drains with drop structures and the provision of a water distribution net-work and borehole pumps for supply by public standpipe.

(b) Assistance to the Local Government Authority

Technical staff, including community development personnel will be provided together with refuse collection vehicles to assist the LGA to, provide an improved maintenance services in Gombe town.

(c) Social Services

A maternal-clinical welfare centre will be constructed and equipped, to be run by the state school of Health Technology.

(d) Home Construction and Improvement Loan

This concerns the provision of loan for new construction of dwellings in the sites and services and infill areas as well as home improvement in the upgrading area. Such loan will be used to construct a wide variety of building types depending on family requirement.

(e) Social Services

Five clinics and five additional primary schools will be constructed to serve both the sites and services and upgrading areas. Measures to reduce the incidence of malaria will be provided through the filling of a large number of borrow pits within the developed area.

(f) Industrial Estate

Seven hectares of site for small-scale industries will be developed adjacent to Kakama. The plots will be fully serviced with roads, storewater drainage, water supply and electricity.

(g) Assistance to the Local Government Authority

Technical staff, including community development personnel will be provided, together with refuse collection vehicles to assist the LGA to take over a large proportion of the maintenance works and municipal services of Bauchi town.

3.1.3 Federal Level

Federal Mortgate Bank of Nigeria (FMBN)

It is also proposed to provide technical assistance to FMBN in order to strenthen its operations and capital base. In addition, project preparation studies for other states in the country would be financed and managed by the Project Development Unit (PDU) in co-ordination with the Housing, land and urban Development Division of the Federal Ministry of Works and Housing (FMWH)

3.2 Principles of Organisation

The organisation of sites and services as well as upgrading programmes require two kind of co-operation:

(a) Programme co-ordination so as to provide an integrated plan for carrying out the various project components thereby ensuring that the project is not unduly delayed by lack of progress in the implementation of any one element of the project.

(b) Process co-ordination for providing feedback between the various project stages - planning, implementation and maintenance to allow designs for subsequent projects to be modified in the light of experience.

Administratively, co-ordination may be achieved in two ways:

(a) Hierarchical co-ordination, whereby one agency is given overall authority to deal with the problems of urban development and all other agencies are subordinated to it. The project agency to have executive powers to undertake work involved in implementing the programme, and may also be responsible for maintaining the project areas after completion of the work.

(b) Inter-agency co-ordination, whereby agencies voluntarily co-operate in exchanging information on plans and schedules, often through the mechanism of a joint committee which may or may not have a permanent secretariat.

The hierarchical co-ordination offers a number of advantages. They include:

(a) It is the most effective mechanism for ensuring that programme objectives are not subordinated to the priorities of individual Government agencies, and that work essential to the programme are carried out quickly and efficiently.

(b) It provides for the most direct linkage between stages in the process, allowing feedback of experience gained during implementation and subsequent maintenance into the design of future scheme.

(c) The overall responsibility for the programme is clearly located.

(d) The option is created for making the programme financially independent, that is, the initial injection of capital being recycled as costs are recovered from project beneficiaries and reinvested in future scheme.

There are, however, potential difficulties in this approach.

(a) Centralized decision-making may be less responsible to local needs and problems.

(b) Implementation of certain elements in the programme may require particular expertise or experience.

(c) There is a danger of the project agency being overwhelmed in an attempt to handle all aspects of the programme.

In view of this, the consultants felt it may therefore be more appropriate for certain functions to be carried out by the outside agencies normally responsible with the provision of a possibility of intervention by the project unit in case of a failure to perform adequately. The extent to which tasks can be delegated will therefore be dependent upon the capability of the

other agencies involved, on the importance of the element concerned to the implementation of the programme as a whole, and on the feasibility of the project agency fulfilling that particular task itself.

3.3 Financial Considerations

This section presents some basic information that will be required in the formulation of a financing plan for the pilot project. The first part presents cost estimates while the second part loan requirements and relates their affordability. The final part presents a cashflow analysis for the suggested operations of the Federal Mortgage Bank of Nigeria in recovering on-site costs of Makama sites and services scheme.

It needs to be noted here however, that the following financing plan is proposed for consideration by Federal Ministry of Works and Housing, Federal Mortgage Bank of Nigeria (FMBN), Bauchi state Government, and World Bank Management.

World Bank	50%
FMBN	20%
Bauchi State Government	30%

This cost-sharing formula implies the following annual budgetary allocations for the project.

(In millions #)

	1980	1981	1982	Total
World Bank	2.8	4.0	6.3	13.1
F.M.B.N	1.1	1.6	2.5	5.1
Bauchi State Government	1.7	2.4	3.8	7.9
				26.2

3.3.1 Cost Estimates

The total estimated cost of the pilot project in base prices in #9.537,800 lower than the initial estimate of #12,540.000. The allocation of expenditure within the pilot project also varies quite considerably from initial distribution. The sum allocated to upgrading in Bauchi town in the pilot project is about #1.14 million. This is made up of about #0.57 million for on-site infrastructure and an additional #0.63 million for off-site infrastructure. This represents 55 per cent of the total sum allocated to off-site requirements; the remaining 45 per cent has been allocated to the sites and services scheme.

The pilot project recommends the expenditure of about #0.18 million on employment generation and the provision of industrial sites in Bauchi town. #2.44 million has been allocated to social services emphasizing the importance of providing Schools and Health facilities.

3.3.2 Loan Requirements and Affordability

It is important to ensure that the proposed loan for the programme be sufficient to enable plot recipients in the sites and services area to construct reasonable houses they can afford. All plots will be allocated to families with income below #200 per month. The loan to be issued should not exceed #5,000 to a recipient.

The total amount that will be required for loans in the sites and services area is estimated to be #2,462,400 in base prices. The amount available for loans to house holders in the upgrading area has been calculated rather arbitrarily and could possibly be reduced. It would allow each family to take a loan worth #753 at 1978 base prices.

3.3.3 Kaloma Sites and Services Scheme: Expected Cash Flow

Under the financing plan outlined by the International Bank for Reconstruction and Development (IBRD) and Federal Mortgage Bank of Nigeria (FMBN) in the IBRD) Pre-Appraisal Mission dated September 20th 1978, the FMBN is expected to play a dominant role in cost recovery. It is therefore important to check that plot development charges to be delivered from sites and services scheme are sufficient to cover debts to be incurred by FMBN when it pays Bauchi state Urban Utilities Board for the serviced sites. Any calculations about actual cost recovery must be based upon projected prices.

It should be noted that payments made to Bauchi state Urban Utilities Board only cover on-site works. The cashflow from loan repayments will begin in 1982 when 40 per cent of plot holders are expected to start repaying their loans. By 1983 all plot holders will be paying cost of allocated plots. Appendix 1 shows that the Federal Mortgage Bank of Nigeria will experience a surplus on the scheme by 1997, if it charges 6 per cent interest on the outstanding debt.

Finally, it may be noted that Federal Mortgage Bank of Nigeria is considering instituting a savings plan for plot recipients. Under this plan, potential beneficiaries will be required to save the equivalence of one year's loan repayment in the year that preceedes the allocation of their plots. This is designed to test their ability to pay.

3.4 Responsibilities for sites and services, upgrading and Infill

This section sets out who will be responsible for what and when.

3.4.1 Bauchi State Urban Utilities Board

A project unit should be established within the state urban utilities Board responsible for:

(a) Sites and services programme.

(i) Programme planning for the on going state-wide sites and services programme, including distribution of Government funds and the administration of a revolving fund which may be stablished as initial capital expenditure is repaid.

(ii) Selection of sites for services plots within each of the two towns (Bauchi and Gombe).

(iii) Acquisition of land for sites and services schemes.

(iv) Project design, including a land use budget, designs for physical infrastructure and site layouts.

(v) Site surveys

(vi) Preparation and supervision of contracts for the execution of civil works.

(vii) Selection of applicants for plots allocation and consideration of appeals where necessary, in co-operation with the local Government Authority.

(ix) Maintenance of a waiting list of qualified applicants for plots, arranging for the repurchase and resale of plots and houses.

(x) Guarantee Federal Mortgage Bank of Nigeria loans to participants.

(xi) Repossession of plots where all measures to enforce payment of arreas of monthly payments fail.

(xii) Monitoring and evaluating implementation progress and impact of individual schemes and the state-wide programme, using information provided by the local Government Authority.

(b) Upgrading Programme

(i) Programme planning for the ongoing state wide upgrading programme, including allocation of Government revolving fund.

(ii) Preparation and costing alternative upgrading packages, consultation with residents on alternatives including detailed design, for example selection of road routes and locations for community facilities, stand pipes, etc.

(iii) Infrastructural network design in collaboration with the local Government Authority and residents.

(iv) Iniation and funding of a formal survey of socio-economic in nature and priorities of residents where required.

(v) Preparation of contract documents, award and supervision of contracts for main infrastucture installation.

(c) Infill Programme.

(i) Programme planning, mainly where an infill programme is designed to mesh with an upgrading or sites and services project by connection into new main infrastructure network or by using the same implementation mechanism and agencies, such as the Project Development Unit (PDU).

3.4.2 Local Government Authority

(i) Provision of assistance to Urban Utilities Board, when acquiring land for sites and services schemes, in ascertaining existing property rights and arranging for the payment of compensation.

(ii) Advertisement of plots and receipts as well as processing of applications. Validation of agreed criteria, such as income and house ownership in co-operation with ward heads. Co-operation with Urban Utilities Board in selecting successful applicants, allocating plots, and hearing appeals where necessary.

(iii) Provision of advice and assistance to participants, including initial briefing, construction advice, health, education programme, etc, encouraging and facilitating further improvement, feedback to urban utilities Board on participants' reactions.

(iv) Collection of monthly plot charges for reimbursement to urban utilities Board.

(v) Informal and administrative measures to encourage payment of arreas of monthly payments, before repossession of plots.

(vi) Maintenance of roads drainage, open spaces etc, after handover by Urban Utilities Board.

(vii) Provision of a refuse collection service.

(viii) Carrying out surveys required to provide information for the monitoring and evaluating project implementation and progress.

(ix) Provision of services and shelter for local markets where required.

(b) Upgrading Programme

(i) Initial project formulation in co-operation with or response to residents of existing informal housing areas.

(ii) Ascertain resident' priorities and preferences, as input to project planning; infrastructure network design, in collaboration with residents and Urban Utilities Board.

(iii) Administration of a sample survey designed to obtain information on socio-economic characteristics of an area and residents' *prioroties and preference, if necessary.*

(iv) Selection of upgrading package, in consultation with residents.

(v) Organisation of on-site discussion with residents, to reach design decisions on which urban utilities Board will base detailed planning of infrastructural network etc.

(vi) Ongoing community development programme aimed at facilitating implementation of upgrading and encouraging community and individual intiatives to undertake further improvement to services and housing, by liasing between residents and urban utilities Board, NEPA, etc providing publicity for Federal Mortgage Bank of Nigeria loan scheme, and giving technical advice.

(vii) Organisation of health education programme to ensure correct use and maintenance of new services provided during upgrading, especially pipe borne water, soakaways etc.

(viii) Collection of the compulsory betterment levey, including action in case of default.

(ix) Reservation and improvement of communinally used open spaces.

(c) Infill Programme

(i) Section of sites for infill in conjuction with upgrading or sites and services projects, planned, schedulled and designed by urban utilities Board.

(ii) Reservation of land for access and community facilities.

(iii) Provision of assistance and technical advice to settlers where required.

(iv) Liaison between settlers and agencies such as Urban Utilities Board and NEPA; encouragement of individual or group iniatives for improvements

(v) Maintenance of open spaces; provision of a refuse collection service.

3.4.3 Ministry of Works, Land and Survey

(a) Sites and services programme.

(i) Issue of statutary title deeds to each plot in co-operation with urban utilities Board.

3.4.4 Federal Mortgage Bank of Nigeria (FMBN)

(a) Sites and services programmes.

(i) Issue of loan not exceeding #5,000 to beneficiaries for house construction and payment of the capital cost of plot and its development.

(ii) Collection of monthly repayments, possibly in co-operation with local, Government Authority.

(iii) Transfer of funds direct to Urban Utilities Board in respect of plot charges.

(b) Upgrading Programme

(i) Issue of loan to beneficiaries for approved house improvement and payment of the compulsory betterment levy.

(ii) Collection of loan repayments, and photographic record of achieved works in co-operation with local Government Authority.

(c) Infill Programme

(i) Issue of house constuction loan to beneficiaries, perhaps together with loan to cover water and electricity connections, subject to a minimum amount.

3.4.5 Bauchi State Water Board

(a) Sites and services programme

(i) Supply of water to serviced plots areas.

(ii) Maintenance of water supply system after handover by State Development Board

(b) Upgrading Programme

(i) Supply of water to upgraded areas

(ii) Maintenance of water supply system after handover by the contractor.

(c) Infill Programme

(i) Supply of water to individuals or groups.

3.4.6 National Electric Power Authority (NEPA)

(a) Sites and Services Programme

(i) Provision of an 11kv network and substraction and domestic electricity supply on demand from participants in sites and services schemes.

(b) Upgrading Programme

(i) Provision of an 11kv network and substrations, spurs of single phase supply and individual connections, according to level of provision made as part of upgrading, and demand from residents.

(c) Infill Programme

(i) Provision of spurs of single phase supply and individual connections as required.

3.4.7 Health Management Board/Ministry of Health

(a) Sites and services, upgrading and infill programmes

(i) Construction, staffing, maintenance and operation of clinics or dispensaries as required, on sites to be allocated in consultation with urban utilities Board.

(ii) Collaboration with Local Government Authority on content and design of health education programme aimed at maximising the benefits of land and services provided.

3.4.8 Minisdtry of Education/Local Education Authority

(a) Sites and services, upgrading and Infill Programmes.

(i) Construction, maintenance, staffing and operation of primary and secondary schools as required, on sites allocated in consultation with Urban Utilities Board.

CHAPTER FOUR

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PROJECT IMPLEMENTATION

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Introduction

The palanning of an activity is one thing and the carrying out of such an activity in line with the planned activity is yet another. Stated differently, the planning of an activity is not an end in itself but a means to an end. To be sure, the mere existence of project plan does not and cannot ensure the accomplishment of the objectives of the operation. It must equally be borne in mind that since performance rarely matches the plan exactly, the entire process becomes dynamic, and tight control is therefore needed at all levels at all times.

This chapter, to the exclusion of all other chapters highlights the implementation of the project(s) under review, attempts to compare actual with planned with a view to pinpointing any variation(s), correction and action review if variation(s) occur, and finally the maintenance of the project(s). Information derived from discussions, personal interviews and direct observation with people directly involved in the project(s) is used here.

4. Implementation

As planned in the implementation schedule (Table 2) the execution of the project(s) started in 1980. To enhance implementation. Table 3 depicts how co-ordination is being carried out. To ensure sequential arrangement and because the three programmes (sites and services, upgrading and infill) pose different problems to the implementing angency, each will be discussed separately.

Bauchi Town

(a) Sites and Services

Would be beneficiaries, who must fulfil certain conditionalities applied for plots and when successful automatically qualifies them for loan. The conditions an applicant must fulfil among others include:

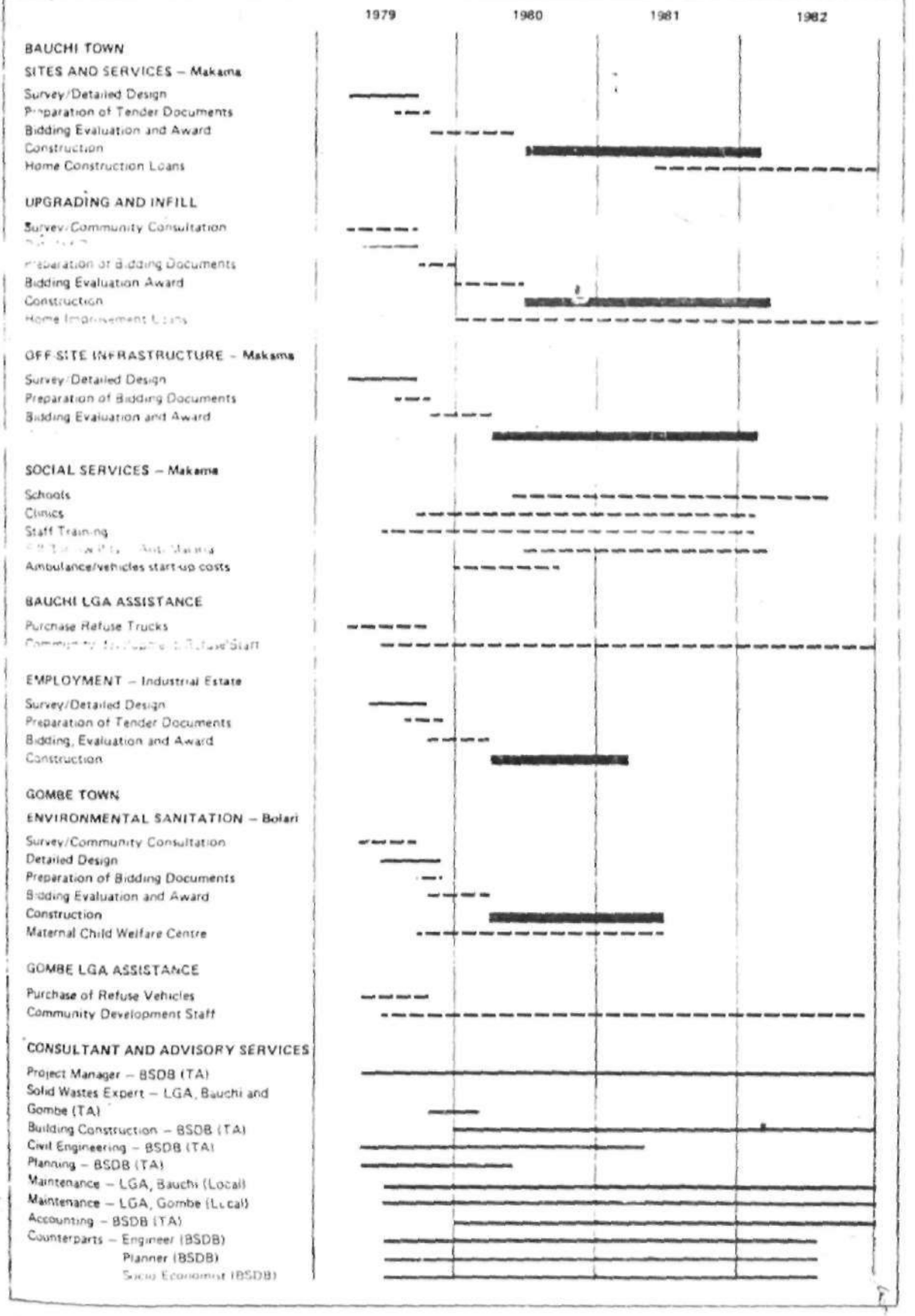
(i) One must have been staying in a rented quater

(ii) one must be an indigene of the state or must be resident in Bauchi for at least five years.

(iii) One must have a well defined source of income

FIGURE 21

NIGERIA: BAUCHI STATE URBAN DEVELOPMENT PROJECT
IMPLEMENTATION SCHEDULE



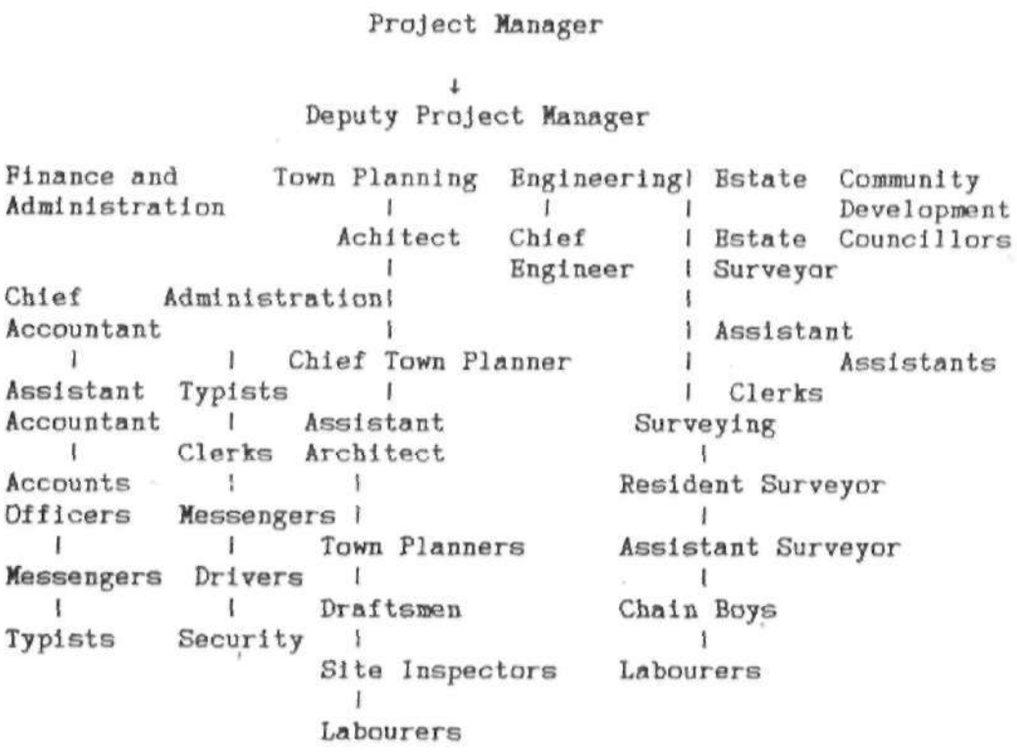


Table 3: Organisation Chart.

Between the period 1980 and 1985 all those who applied for plots and have met the stated conditionalities got them. This is possible because the level of awareness towards the benefits to be derived from the project was low. Government had to intervene by way of educating the populace. The resultant effect was the receiving of applications in excess during the period 1985 and 1989.

The Makami sites and services area consists of 3,000 plots of four different sizes as submitted in chapter three. These 3,000 plots exclude new extensions with about 1,000 plots of

which work is yet to start on them. The level of completion of work depicts (1) Completed work 50-55 per cent (2) Not completed 30 per cent (3) Not started 10 per cent.

In financial terms, as at 1988 the sum of between #25,000,000 and #30,000,000 was spent on the project part of which was given out as loans. The amount of money granted as loan, was #6,000 only. However, due to increase in cost of building materials the loan was reviewed to about #15,000.

Though house are constructed to taste by individual plot holders, building plans were however provided by the Project Development Unit (PDU). Additionally, plots are developed in stages by beneficiaries because the amount of loan given out is meagre. Also, such development in stages tally with the increase in number of occupants in a compound which was projected to reach 13 occupants in a compound.

(b) Upgrading and Infill.

The Planned activity was to upgrade 140 hectares at present inhabited by 27,500 people living in 1,900 compound houses. In addition, it should provide extension to existing on-site infrastucture including roads, water supply, stormwater drainage, electricity network, refuse collection services and landscaping. The main aim of this project component is to make the initially inhabited area of Makama much the same like the

virgin land. (Sites and services). What now obtains is, to a greater extent, in line with the objective, that is, there is hardly any line of demarcation between the earlier inhabited area and recently inhabited area. Infrastructural facilities avail in this area. Social services also exist.

(c) Social Services.

In line with the plan, 5 clinics and 5 additional primary schools have been constructed to serve both the sites and services and upgrading areas. The five clinics are scattered all over the project area and have since been handed over to the Ministry of Health for their running and maintenance. These clinics are meant to serve different purposes. For instance there is the Nutrition Unit, the Maternal Centre, and the under 5 children clinic among others.

In the same vein, five additional primary schools have been constructed and handed over to the Ministry of Education. These primary schools are located in strategic areas of Makama.

There is also the measure to reduce the incidence of malaria by filling a large number of borrow pits within the developed area.

Other social services facilities like recreational areas, shopping complexes and children parks are underway.

(d) Off-Site Infrastructure

There is ongoing improvement on the off-site infrastucture with a view to reinforcing services to the whole of Makama. There exist improved and new town roads, main outfall drains, high-tension electricity network and the connection of existing boreholes to the main water distribution network servicing the town.

(e) Assistance to the Local Government Authority

As planned, technical staff including community development personnel have since been provided, together with refuse collection vehicles to assist the Local Government Area so as to take over a large proportion of the maintenance works and municipal services of Bauchi.

(f) Technical Assistance to Bauchi State Development Board.

Technical personnel have been provided for project implementation and the demonstration of alternative construction techniques.

(g) Industrial Estate

Unlike the project components discussed, the development of sites for small-scale industries is yet to commence.

Gombe Town

(a) Environmental Sanitation

The proposed improvement to be made in the neighbourhood of Bolari, with a population of about 15,000 people have been effected. This include improvement to roads and stormwater collection and the provision of water distribution network.

(b) Assistance to the Local Government Authority.

Much the same as in Bauchi town, technical staff, including community development personnel have been provided together with refuse collection vehicles to assist the Local Government Area in providing an improved maintenance services in Gombe town.

(c) Social Services

A maternal child welfare centre has been constructed, eqquiped and is being staffed by the school of Health Technology.

(d) Federal Mortgage Bank of Nigeria (FMBN)

As proposed, technical assistance to Federal Mortgage Bank of Nigeria with a view to strengthen its operations and capital base has since been provided. In conformity with plan, five project preparation studies for other states in Nigeria is being financed and managed by the Project Development Unit (PDU) in

co-ordination with the Housing, lands and urban Development Division of Federal Ministry of Works and Housing (FMWH).

Finally, there is no gain mentioning the responsibilities of each party involved in the implementation of the project as this has been discussed in chapter three. What is worth mentioning here however is that each of the parties involved in the project carried out or is still carrying out its responsibilities as stipulated.

4.1 Project Control

By project control is meant comparing actual with planned in order to take corrective measures for any deviations. The main aim is to achieve the stated objectives in accordance with the predetermined plan. Comparing actual with planned, few variations occur. These variations include schedulling, finance and design.

4.1.1 Schedulling

Schedulling as discussed, sets the time limits for the various activities and follows the process of programming. To some extent, the starting time of the project has been delayed. This in turn delayed some activities. Such activities include electricity and water supply which cannot start until house construction is completed.

4.1.2 Finance

Though in the plan inflationary trend or increase in cost of building materials was envisaged, nobody knew by what per centage increase in building materials would be. This has rendered the initial loan of #6,000 valueless for the purpose of house construction. This necessitated such loan to be reviewed to about #15,000.

4.1.3 Design

Another variation that occured is in the area of design. The initial and survey made some plots to fall on either marshy or rocky areas. An alternative was to either refill the marshy areas or to reallocate plots to affected individuals, which engulfed large amount of money not budgeted for.

This variation causes some concern to the Project Development Unit (P.D.U) in two areas; the first borders on the starting of house construction has to start behind schedule which in turn delayed other activities that are dependent on the construction of houses. As mentioned, 10 per cent of work not started fall in this category. The second aspect of design is the planned drainage. The drainage system was not well planned. This necessitated a replanning of the drainage system to actually depict the flow of rain water in the area.

4.1.4 Development Areas

Whereas the plan stipulated the provision of 2,100 residential plots in the undeveloped area and the upgrading of 140 hectares of the developed area of Makama, the Project Development Unit (PDU) has more than 3,000 residential plots in the undeveloped area. New sites and services are continually being provided to cope with the increasing number of applicants.

4.2 Problems Encountered

Two main problems occured during the implementation stage (1) level of awareness, and (2) finance.

4.2.1 Level of Awareness

The level of awareness envisaged at the inception of the project was that of nonchalancy therefore low response. Because the level of awareness could, determine the success or otherwise of the Programme, Government has been given the responsibility of educating the populace of the benefits to be derived from the programme.

To buttress this point there was very low response to the completion of application forms. To serve as incentives, forms were granted free of charge, and duely completed application forms were processed almost immediatelt. The acquiring of certificates of occupancy on behalf of beneficiaries was undertaken by the Project Development Unit (PDU). Even then,

only few people applied.

4.2.2 Finance

Another problem encountered during the implementation stage of the programme is that of finance. To aggravate the meagre amount of #6,000 given as loan for house construction, beneficiaries misused such loans.

Also, money meant for the project was not forthcoming and when it did eventually come prices of building materials increased. This has a lot of repercussion on such a pilot project. Thus notwithstanding, there has been a tremendous change in attitude among beneficiaries as to the level of awareness and the misuse of loans granted. Beneficiaries are now willing to develop their plots without loans. It is therefore safe to say that the objectives of the programme are being achieved.

4.3 The extent of objectives achievement

The ultimate result of project management is that the implementation be a replica of its planning. Only then can the objectives of a project be said to have been achieved. To a large extent, the objectives of the project discussed in chapter one are being achieved: Substantial increase in housing supply for groups expressing greater need has been and is still being effected. This has brought with it two advantages (1) the

decongesting of the city, and (2) the increase in the productivity as well as the welfare of beneficiaries.

It also helped in the implementation of the National Housing Programme by providing shelter, employment, and urban services to low income population groups. Additionally, the objectives of urban sector investment on the national and state economies has been achieved.

Thirdly, early beneficiaries of the programme have started repaying their loans which seeks to achieve the objectives of financial replicability and the recovery of investment costs to permit replicability.

Above all, the objective which seeks to permit subsequent identification and financing of similar projects in other states has been achieved.

4.4 Maintenance

As mentioned in chapter three, tasks and responsibilities have been shared so as to enable smooth take-off and maintenance of the project components. It was also mentioned that each of the parties involved successfully carried out or is still carrying out its own task and responsibility. Some of these parties are responsible for the maintenance aspect of such project components. These project components include social services grouped under Health and Education and off-site infrastucture.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATION

Project management is not easy. In theory it has been described as an all-embracing term, covering the management of every detail of a project from its inception to its final completion.

This study examined some World Bank projects in Bauchi state right from its planning to its implementation. The project consists of groups of components. Namely (1) sites and services, (2) upgrading and infill (3) off-site infrastructure (4) Home construction and improvement loans (5) social services (6) Industrial Estate (7) Environmental sanitation and (8) Technical assistance to Local Government Authorities.

The planning stage of the project started with inception report that clearly came out with selected sites, project programme and methodology, specifically, highlighting the objectives of the project and the organisation of work tasks. Also discussed is principles of organisation which requires two kinds of co-ordination. 'Programme' and 'process'.

Equally considered is the financial consideration of the project. The proposed financing is to be in the proportion of

World Bank 50 per cent, Bauchi state Government 30 per cent and Federal Mortgage Bank of Nigeria (FMBN) 20 per cent. This cost-sharing formula is to be applied to a total budgetary allocation of #26.2 million between the period 1980 to 1982. Responsibilities for each of the parties involved in the project have been clearly spelt out.

A final aspect the write-up considered is the implementation of the project. Almost all that has been planned has been successfully implementated. Variations in the planning process and the implementation stage however occured. Such variations which are both favourable and unfavourable. They include (1) Schedulling (2) Finance (3) Design, and (4) Developable areas. Two main problems occured during this implementation stage:- (1) Finance and (2) level of awareness. At this implementation stage the objectives of the project could be said to be achieved specially the substantial increase in housing supply in the state which has a spilt-over effect of decongeting the city.

5.2 Findings

The study found out, among many other findings that:

(1) Variations occured between project planning and project implementation. As mentioned, such variations include (1) finance, (2) schedulling, (3) design among others.

(2) Problems militated against the project, notably among which are finance and level of awareness.

(3) Alot of benefits could be derived from this project especially housing needs. That is substantial increase in housing supply for groups expressing greatest needs like low income groups.

(4) There exist financial replicability. That is cost recovery in order to invest in similar projects.

(5) There is recovery of investment costs to permit replicability and

(6) Project management is a difficult subject.

5.3 Recommendation

Based on the above findings the following are recommended:-

(1) States in the Federation should invest in such project because of the benefits to be derived (five states have already started.

(2) Parties involved in the maintenance aspect of the project should adhere strictly to maintaining the project rather than

abandoning it.

(3) Federal Mortgage Bank of Nigeria (FMBN) should intensify its efforts in loan recovery so as to facilitate financial replicability.

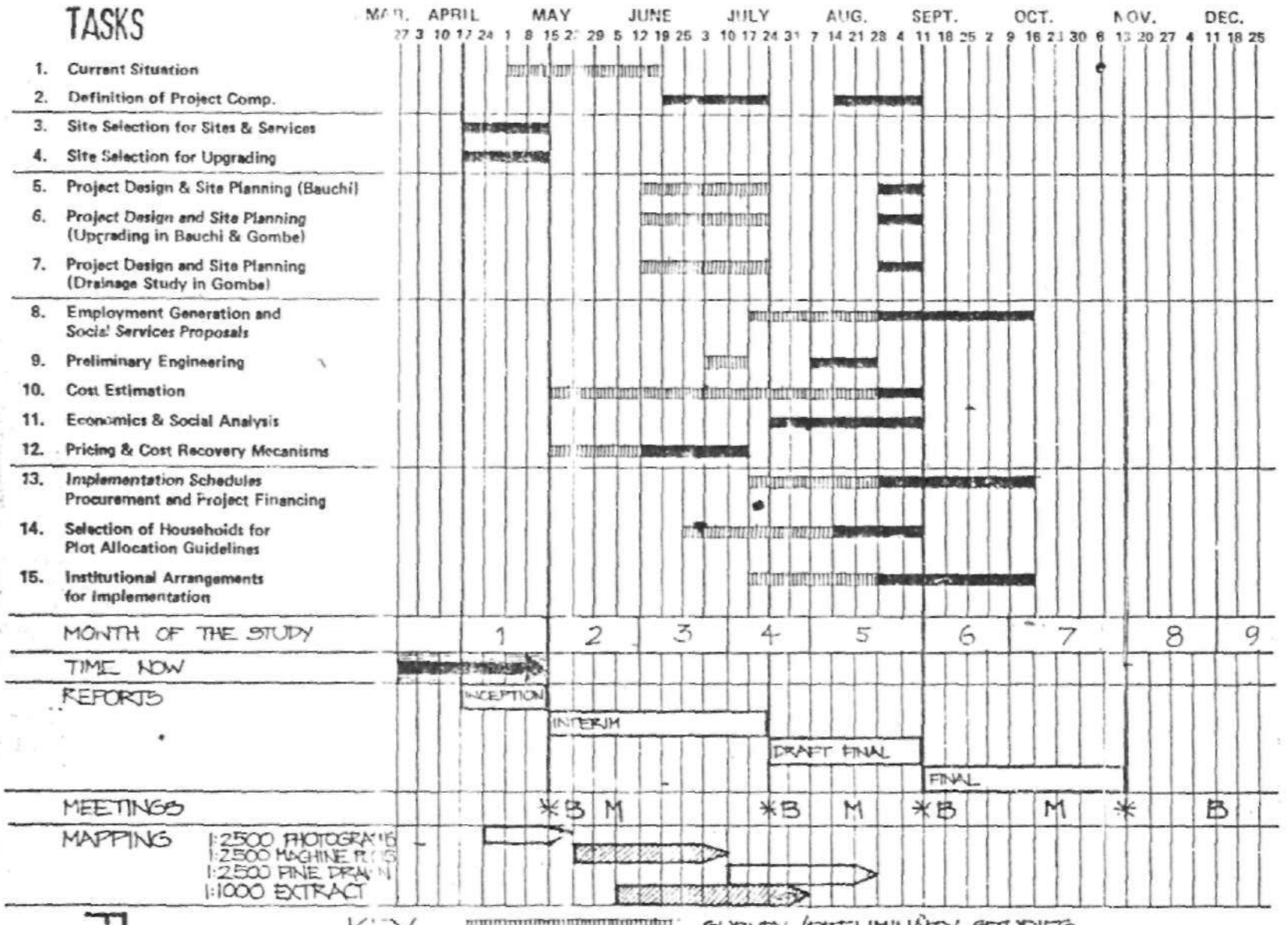
(6) Developing countries should 'lobby' for World Bank projects in areas where they need such projects most.

(7) More research should be done on the subject project management so as to make the subject easy.

PROGRAMME 2
(1978)

FEASIBILITY STUDY FOR BAUCHI AND GOMBE SITES AND SERVICES AND SLUM UPGRADING PROJECTS

N7812



FIGURE

APPENDIX 2

World Bank are less easy to define. The final pattern will be the result of further negotiations between the participating organisations.

Table V.4

EXPECTED ACTUAL ANNUAL PAYMENTS FOR PLOT DEVELOPMENT AND CONSTRUCTION (TO NEAREST £)

Item	A Plot Holders Subsidized	A Plot Holders Full Costs	B Plot Holder	C Plot Holder
Plot Development Charges				
1981				
(i) Capital Sum	190	667	867	1731
(ii) Annual Payment	19	68	88	176
1982				
(i) Capital Sum,	214	750	974	1945
(ii) Annual Payment	22	76	99	198
Construction Loans				
1981				
(i) Capital Sum	1736	1736	2833	2833
(ii) Annual Payment	177	177	289	289
1982				
(i) Capital Sum	2037	2037	3305	3305
(ii) Annual Payment	207	207	337	337

APPENDIX 3

Table V.5

FEDERAL MORTGAGE BANK'S PROJECTED CASH FLOW: SITES AND SERVICES SCHEME (₦ MILLION)

	Projected Cash Outflows			Projected Cash Inflows			
Year	To BSDB	Construction Loans	Total Outflow	Annual Plot payments	Annual Loan Repay-ments	Total Inflow	Balance Plus 6% Inter-est
1980	0.250	-	0.250	-	-	-	0.265
1981	0.560	1.566	2.126	-	-	-	2.535
1982	0.630	2.748	3.378	0.055	0.160	0.215	6.039
1983	-	-	-	0.150	0.439	0.589	5.777
1984	-	-	-	0.150	0.439	0.589	5.499
1985	-	-	-	0.150	0.439	0.589	5.205
1986	-	-	-	0.150	0.439	0.589	4.893
1987	-	-	-	0.150	0.439	0.589	4.562
1988	-	-	-	0.150	0.439	0.589	4.212
1989	-	-	-	0.150	0.439	0.589	3.840
1990	-	-	-	0.150	0.439	0.589	3.437
1991	-	-	-	0.150	0.439	0.589	3.018
1992	-	-	-	0.150	0.439	0.589	2.575
1993	-	-	-	0.150	0.439	0.589	2.105
1994	-	-	-	0.150	0.439	0.589	1.607
1995	-	-	-	0.150	0.439	0.589	1.079
1996	-	-	-	0.150	0.439	0.589	0.520
1997	-	-	-	0.150	0.439	0.589	+0.007
1998	-	-	-	0.150	0.439	0.589	+0.632
1999	-	-	-	0.150	0.439	0.589	+1.294
2000	-	-	-	0.150	0.439	0.589	+1.996
2001	-	-	-	0.150	0.439	0.589	+2.740
2002	-	-	-	0.094	0.280	0.374	+3.301

APPENDIX 4

Table VI.1
COSTS AND BENEFITS - MAKANA, SITES AND SERVICES (BASE PRICES' 000 NAIRA)

COMPONENT	1980	1981	1982	1983	1984 to 1999	2000
COSTS						
1. Land	43.2	86.4	86.4	-	-	-
ON-SITE ELEMENTS						
2. Roads, Drains	45.1	90.1	90.1	-	-	-
3. Water Supply	51.5	102.9	102.9	-	-	-
4. Sanitation	12.2	24.5	24.5	-	-	-
5. Foul Drainage	27.0	54.0	54.0	-	-	-
6. Site Works	9.7	19.5	19.5	-	-	-
7. Landscaping, etc.	1.0	2.0	2.0	-	-	-
OFF-SITE ELEMENTS						
8. Roads	18.5	37.0	37.0	-	-	-
9. Outfall Drains	27.0	54.0	54.0	-	-	-
10. Water Mains	27.0	54.1	54.1	-	-	-
11. Electricity	12.4	24.8	24.8	-	-	-
OTHER ELEMENTS						
12. Engineering & Design	16.2	32.4	32.4	-	-	-
13. Physical Contingencies on 12	1.6	3.2	3.2	-	-	-
14. Physical Contingencies on Works	34.7	69.4	69.4	-	-	-
15. House Construction						
Type A	-	466.6	669.8	-	-	-
Type B	-	518.4	777.6	-	-	-
TOTAL CAPITAL COSTS	327.1	1639.3	2101.7			
16. Maintenance Costs (4% excluding Land)	-	11.4	73.5	154.1	154.1	1541.0
BENEFITS						
1. House Type A	-	-	155.5	388.8	388.8	3888.0
2. House Type B	-	-	138.2	345.6	345.6	3456.0
TOTAL BENEFITS	-	-	293.7	734.4	734.4	7344.0

Source: Table V.1 and Text

NB. With continued maintenance, property values will be preserved indefinitely. The net value of the property at the end of the century is calculated by capitalizing net receipts at 10 per cent.

: Table VI.2 :

: ESTIMATED ACCOUNTING RATIOS FOR PROJECT INPUTS :

A.	Primary Inputs	A.R
1.	Foreign exchange	1.10
2.	Unskilled Labour	0.70
3.	Skilled Labour	0.80
4.	Taxes	0.00
5.	Profits	0.60
6.	Consumption	0.75
7.	Savings	0.25
8.	Miscellaneous Non-Traded Goods and Services	0.80
B.	Direct Inputs	A.R
1.	Road Transport	0.87
2.	Cement	0.91
3.	Timber	0.83
4.	Sand-Mud	0.69
5.	Iron Pipes, Sheets	0.68
6.	Heavy Machinery	0.96
7.	Cement Blocks	0.88
8.	Glass	0.89
	Project Components	A.R
1.	Land	0.75
2.	Roads & Roadside Drains	0.78
3.	Water Supply	0.73
4.	Sanitation	0.70
5.	Foul Drainage	0.71
6.	Site Works	0.70
7.	Refuse Collection Landscaping	0.70
8.	Electricity	0.95
9.	Detailed Engineering and Supervision	1.04
10.	House - Type A	0.71
11.	House - Type B	0.74

APPENDIX 6

Table VI.3
COSTS AND BENEFITS - MAKARA, SITES AND SERVICES (SHADOW)
PRICES '000 NAIRA

COMPONENTS	1980	1981	1982	1983	1984 to 1999	2000
COSTS						
1. Land	32.4	64.8	64.8	-	-	-
ON-SITE ELEMENTS						
2. Roads, Drains	35.2	70.3	70.3	-	-	-
3. Water Supply	37.6	75.1	75.1	-	-	-
4. Sanitation	8.5	17.1	17.1	-	-	-
5. Foul Drainage	19.2	38.3	38.3	-	-	-
6. Site Works	6.8	13.6	13.6			
7. Landscaping, etc.	0.7	1.4	1.4	-	-	-
OFF-SITE ELEMENTS						
8. Roads	14.4	28.9	28.9	-	-	-
9. Outfall Drains	19.2	38.3	38.3	-	-	-
10. Water Mains	19.7	39.5	39.5	-	-	-
11. Electricity	11.8	23.6	23.6	-	-	-
OTHER ELEMENTS						
12. Engineering & Design	16.8	33.7	33.7	-	-	-
13. Physical Contingencies on 12	1.7	3.4	3.4	-	-	-
14. Physical Contingencies on Works	26.0	52.0	52.0	-	-	-
15. House Construction						
Type A	-	331.3	475.6	-	-	-
Type B	-	383.6	575.4	-	-	-
TOTAL CAPITAL COSTS	250.0	1214.9	1551.0	-	-	-
16. Maintenance Costs	-	8.7	54.7	114.2	114.2	1142.0
BENEFITS						
1. Payments for Plots*	-	35.8	89.5	89.5	89.5	895.0
2. Loan Repayments*	-	-	100.2	250.6	250.6	250.6
3. Capital Gain	-	-	13.6	78.9	78.9	789.0
4. Rent Transfer	-	-	4.8	12.0	12.0	120.0
5. Consumer Surplus	-	-	0.9	2.2	2.2	22.0
TOTAL BENEFITS	-	35.8	209.0	433.2	433.2	2076.6

*Note: It is assumed that, although payments from plot recipients will cease in Years 2002-2003, the Government will continue to value the scheme at its basic earing capacity.

APPENDIX 7

Table VIII.6

TOTAL PROJECT COSTS (THOUSANDS OF NAIRA)

Component	Local Costs	Foreign Costs	Total Costs	%
Bauchi State:				
Sites and Services	538.8	392.4	931.2	(7.46)
Upgrading	740.8	702.6	1443.4	(11.57)
Off-site Infrastructure	314.3	347.8	662.1	(5.31)
Construction Loans	4055.8	1657.9	5713.7	(45.80)
Industrial Estate	74.6	114.1	188.7	(1.51)
Social Services	1054.1	704.7	1758.8	(14.10)
Bauchi LGA Assistance	65.9	61.0	126.9	(1.02)
Technical Assistance to ESDB	535.6	280.4	816.0	(6.54)
Gombe Environmental Sanitation	128.5	65.0	193.5	(6.54)
Gombe LGA Assistance	45.7	56.0	101.7	(0.82)
Gombe Health Centre	51.5	35.9	87.4	(0.70)
Further Preparation Studies	225.0	225.0	450.0	(3.61)
Bauchi State/Subtotal	7830.6	4642.8	12473.4	(100.00
Federal Level: FMBN	1567.5	1042.5	2610.0	
Total Base Costs (1976 prices)	9398.1	5685.3	15083.4	
Physical Contigencies	384.5	317.1	701.6	
Price Contingencies	5689.2	1270.3	6959.5	
TOTAL PROJECT COSTS	15471.8	7272.7	22744.5	
	(68%)	(32%)	(100%)	

Source: Based on information supplied by the World Bank.

APPENDIX 8

Table VIII.7

COST RECOVERY AND AFFORDABILITY IN SITES AND SERVICES AREAS

Plot Types	A_m	A	B	C
Plot Sizes (m^2)	200	200	270	375
Number of Plots	525	735	420	420
Plot Development Cost (#)	127	510	756	1183
Housing Loans (#)	1100	1100	1350	1350
Total Cost (#)	1227	1610	2106	2533
Monthly Charge (#)	10	17	21	25
Monthly Income Range (#)	65-84	85-104	105-126	127-141
Monthly Effort (%)	15	20	20	20
Percentile Affordable	20	32	42	53
Size of Shelter (m^2)	18	18	18	18

*Assumes loans at 6% interest over 15 years.

Plots of the A_m type indicate that plot development costs are reduced because of the location, access to services, and size of plots.

Source: Based on information supplied by the World Bank.

APPENDIX 9

Table VIII.10

IMPLEMENTATION BUDGET: ANNUAL TOTALS INCLUDING CONTINGENCIES

(THOUSANDS OF NAIRA)

	1979	1980	1981	1982	Total
Bauchi State-Bauchi Town					
1. Sites and Services	-	348	478	44	870
Design and Supervision	-	24	33	3	60
Physical contingencies	-	55	76	7	138
Price contingencies	-	123	266	34	423
Sub Total		550	853	88	1491
2. Upgrading and Infill	-	472	742	135	1349
Design and supervision	-	33	52	9	94
Physical contingencies	-	74	116	21	211
Price contingencies	-	158	390	100	648
Sub Total	-	737	1300	265	2302
3. Off-Site infrastructure	-	248	340	31	619
Design and Supervision	-	17	24	2	43
Physical contingencies	-	39	53	5	97
Price contingencies	-	82	178	22	282
Sub Total		386	595	60	1041
4. Loan Assistance	95	332	2703	2560	5690
Price contingencies	15	105	1390	1874	3384
Sub Total	110	437	4093	4434	9074

Table VIII.10 continued

5. Employment and Industrial					
Estate	-	132	44	-	176
Design and Supervision	-	9	3	-	12
Physical contingencies	-	21	7	-	28
Price contingencies	-	42	22	-	64
Sub Total	-	204	76	-	280
6. Social Services	45	502	747	359	1653
Design and Supervision	1	29	50	25	105
Physical contingencies	3	65	112	56	236
Price contingencies	7	170	425	284	886
Sub Total	56	766	1334	724	2880
7. LGA Assistance	69	25	23	10	127
Price contingencies	7	9	12	7	35
Sub Total	76	34	35	17	162
8. BSDP Assistance	246	259	231	98	834
Price contingencies	34	70	98	55	257
Sub Total	280	329	329	153	1091
TOTAL: BAUCHI	522	3143	8015	5741	18321

APPENDIX 10

Table VIII.10 (Contd.)

IMPLEMENTATION BUDGET: ANNUAL TOTALS INCLUDING CONTINGENCIES: (THOUSANDS OF NAIRA) - (Contd.)

	1979	1980	1981	1982	Total
Bauchi State-Gombe Town					
9. Gombe Environmental					
Sanitation	-	118	63	-	181
Design and Supervision	-	8	5	-	13
Physical contingencies	-	19	10	-	29
Price contingencies	-	45	38	-	83
Sub Totals	-	190	116	-	306
10. LGA Assistance	64	18	15	5	102
Price contingencies	6	6	9	3	24
Sub Totals	70	24	24	8	126
11. Maternal Child					
Welfare Centre	21	52	10	-	83
Design and Supervision	1	2	1	-	4
Physical contingencies	2	4	1	-	7
Price contingencies	4	15	5	-	24
Sub-Totals	28	73	17	-	118
TOTAL: GOMBE	98	287	157	8	550
Federal Level	1051	1270	289	-	2610
Price contingencies	136	317	122	-	575
TOTAL: FEDERAL	1187	1587	411	-	3185

Source: Based on information supplied by the World Bank.

APPENDIX 11

II. PROJECT COMPONENTS AND COSTS

The proposed project consists of the following components and costs. The indicated costs are preliminary and subject to revision by the Consultants' final report and to review by the Bauchi State Development Board and the World Bank Appraisal Mission.

BAUCHI STATE URBAN DEVELOPMENT
PROJECT - PROJECT COSTS SEPTEMBER, 1978 PRICES
THOUSANDS OF NAIRA

Component:	
Bauchi Town	
1. Sites and Services - Makama	727.6
2. Upgrading - Makama	132.4
3. Off-site infrastructure	958.0
4. Construction loans	7,841.6
5. Social Services	2,438.6
6. Maintenance and Refuse Collection	88.0
7. Employment	176.2
8. Technical assistance BSDB	250.0
Bauchi Town Subtotal	12,612.4
Gombe Town	
1. Maintenance and Refuse Collection	120.0
2. Environmental Sanitation Bolari	176.0
Gombe Subtotal	296.0
Bauchi and Gombe Subtotal	12,908.4
Detailed Engineering and Supervision	305.9
Subtotal	13,214.3
Physical contingencies + 15% (10% on detailed engineering)	1,402.6
Subtotal Base Cost (1978 prices)	14,616.9
Price contingencies - compounded 1980-1981-1982	8,947.1
Total Bauchi State (including taxes)	23,564.0

APPENDIX 12

Sample Questions Interview with the Project Unit.

1. What are the aims and objectives of such programme?
2. How much was/is voted for the programme
3. How many people applied for plots, and how many were successful?
4. What are the conditions one must fulfil to warrant being successful?
5. What remedy in an event of default in loan repayment by a beneficiary?
6. How many houses have so far been completed? How much does a beneficiary require for a particular type of a house?
7. What common problems faced by both the project unit and the beneficiaries?
8. What variations obtained between the project planning (feasibility study) and project implementation. How are these variations corrected?
9. What happened to Balori site and services selected in Gombe vide the feasibility study?
10. What of drainage and gully erosion project in Gombe. How is it carried out?

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9. What happened to Balori site and services selected in Gombe vide the feasibility study?
10. What of drainage and gully erosion project in Gombe. How is it carried out?

11. How does the project organisation structure (if any) looks like?

12. How are the various activities coordinated?

13. When is the project supposed to terminate

14. Has the objectives of the programme achieved? If not what are its possible causes?

15. Has similar projects taken off in other states of the federation?

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