AN APPRAISAL OF THE IMPLEMENTATION OF GREATER YOLA MASTER PLAN 1976 - 1986

M Sc. U. R. P. THESIS

BY

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Department of Urban and Regional Planning
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DECLARATION

I hereby declare that this Thesis has been composed by myself as a result of my Research work. It has not been presented before any examiners for the award of a higher degree.

All sources of information are specially acknowledged by means of reference.

A. A. Sahabo

1995

CERTIFICATION

This Thesis Titled : *AN APPRAISAL OF THE IMPLEMENTATION OF GREATER YOLA MASTER PLAN* : Meets the regulations governing the award of the degree of *Master of Science* of Ahmadu Bello University, Zaria, and is approved for it's contribution to knowledge and literary presentation.

Chairman, Supervisory Committee — Date

I D Suleiman

Member, Supervisory Committee — 30/9/95 Date

Head of Department — 20/10/95 Date

Dean Post Graduate School — 7/4/97 Date

DEDICATION

This Thesis is Dedicated to:

My father Alhaji Ahmed Sahabo

My Mother Mallama Fatima A. Sahabo

My Wife Aishatu A. Sahabo

My Children :

Tukur A. Sahabo - Amir

Ahmed A. Sahabo - Muammar

Fatima A. Sahabo - Walida

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ABSTRACT

Implementation is a very complex and important aspect of Physical Planning, because it covers different activities by different agencies, therefore, it's successful implementation cannot be assured at the early stage.

The success of any plan depends on it's translation into reality, th it gain from the policy makers, Financial resources available, the implementation polici supervise the implementation of the proposed plan. Therefore, it is imperative to

pay more attention on implementation in the planning process, because. Planning is never complete without implementation.

The first section of this study comprises introduction, statement of the research problem, aim, objectives, scope and limitation.

The second section of the study covers literature review of implementation process, concepts of implementation studies and problems of master plan implementation in Nigeria.

The third section is an appraisal of the Greater Yola Master Plan using the management model considering three variables viz Time, Cost and Quality. These variable help in appraising of the implementation of the Master Plan, by discovering among the three variables which is sacrificed in the implementation of each of the Master Plan Proposals.

Section four of the study deals with the problems that affect the implementation of the Master Plan. This gives an insight of the master plan appraisal using Time. Cost and Quality.

Finally, section five of the study deals with proposals and recommendation or measures to be taken improve physical plan implementation in future. Some of the measures include sourcing of fund to implement physical plans, employment of qualified personnel, servicing of layouts before allocation among others.

ABBREVIATION

1. A.M.C. - Abuja Municipal Council
2. ASUPDA - Adamawa State Urban Planning Authority
3. F.E.P.A. - Federal Environmental Protection Agency
4. F.C.D.A. - Federal Capital Development Authority
5. F.C.T. - Federal Capital Territory
6. F.H.A. - Federal Housing Authority
7. F.M.W.H. - Federal Ministry of Works and Housing
8. I.D.F. - Infrastructural Development Project Fund
9. L.U.A.C - Land Use Allocation Committee
10. L.U.D. - Land Use Decree
11. N.E.P.A - National Electric Power Authority
12. N.I.T.E.L. - Nigerian Telecommunication Limited
13. NIPOST - Nigerian Postal Service
14. N.I.T.P. - Nigerian Institute of Town Planning
15. NNTCPL - Northern Nigerian Town and Country Planning Law
16. NURPL - Nigerian Urban and Regional Planning Law
17. TOPREC - Town Planning Registration Council
18. U. R. P. - Urban and Regional Planning.

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CHAPTER ONE

1.1 INTRODUCTION

The importance of cities in National Development of any country cannot be under-estimated. Cities are known as centres of social and commercial activities where people interact to share ideas. For many years towns in Nigeria have been growing rapidly in terms of population and spatial extent. But they have been observed to be unplanned characterized by unhealthy environment and weak economic base, especially the bigger one's. The demand for social services and facilities such as Roads, Water, Electricity, Telephone, Health and Educational facilities to meet the demand of the increasing population is also growing or rising. Such unhealthy condition of the cities is common to almost all the developing countries, Nigeria inclusive.

During the past two decades, there has been rapid urbanization in Nigeria due to lack of facilities and services in rural areas and in search of employment. Rural - urban migration and urban - urban migration increases the demand for facilities and services including housing. This lead to construction of substandard housing without approved building plan, which finally result into uncontrolled developments.

Master Plans have been prepared to control unplanned growth and development with the aim of attaining planned and conducive environment. Generally, master plans "Provide broad base policy frame work aimed at creating a total environment which is functional, healthy and aesthetically satisfying, as a setting for human activities. They serve the needs and aspiration of the community."[1]

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[1] Vagale, L.R. (1978): Implementation of Master Plans and Urban Development Schemes: Problems of financing and social equity, paper presented at the 9th N.I.T.P conference Kaduna.

Master Plan essentially deals with housing, utilities, facilities and services, circulation, landuse and designs. It also stresses the economic potentials and ensure social equity. It has been observed that despite the potentials and use of Master Plan for years, many Nigerian including Planners, seems to disagree that the goals of Master Plans have been achieved. Because urban centres have however, continued to grow indiscriminately, degenerate physically, very expensive and unsafe to live in them. This has been attributed to lack of effective implementation of Master Plans. Infact, one of the major problems of Physical Planning in Nigeria is the inability to translate Physical Planning ideas drawn on paper into reality.

Many researchers have shown that there are many problems that affects the implementation of Master Plans. Vagale 1978 and Dawam 1983, gave some reasons which include administrative, political interference, inadequate budget provision, lack of professional and Technical staff, multiplicity of agencies, lack of co-ordination and co-operation among others.

1.2 STATEMENT OF THE RESEARCH PROBLEM

Master Plans are generally prepared with a view to achieving decent and healthy environment for the purpose of growth and development, indeed planning process is never complete without effective implementation of the desired plan.

The success of any physical plan depends on it's full implementation. Ineffective implementation of physical plan, therefore, renders it as valueless for whom the plans are meant. In most Nigerian cities physical plans are prepared but never implemented due to some factors, hence they end up abandoned and this gives room for uncontrolled developments.

In some cities all the factors affecting the implementation of physical plans are tackled, yet they are not implemented. Indeed, Koenigsberger and Bill 1978 realized that the implementation of master plan in Britain have been more problematic than the preparation. Infact in 1967 British Government made a statement to that effect that ... "Plans which cannot be implemented are mere 'White Elephant'. However, admirable or attractive they may be, plans which can not be realized are positively harmful. They stand in the way of realistic plans and cause needless worries to the people."[2]

Furthermore, it has been observed that the failures of plan implementation "is there are normally too many Urban and Regional Plans which are never implemented."[3] The failures are mostly pronounced in the developing countries.

Greater Yola Master Plan was prepared between 1973-76 with the aim of guiding it's growth and development for the ten year plan period between 1976-1986. However, at the end of the plan period, most of the proposals were not implemented due to some problems. This study sets out to investigate these problems in relation to, and in terms of the various key elements of the master plan.

1.3 AIM AND OBJECTIVES

1.3.1 Aim

The aim of the research is to examine the problems that affect the implementation of Greater Yola Master Plan. With a view to recommending solutions for future implementation of Master Plans.

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[2] Dawam, P.D. (1983): Implementation of Urban Master Plan in a Depressed Economy: Problems and Alternative Strategies, paper Presented at the 1th N.I.T.P. Conference.
[3] Ibid.

1.3.2 Objectives

1. To highlight the role of plan implementation in the planning process.
2. To highlight the theoretical importance of master plan approach in solving problem of growth in the third world cities.
3. To examine the major proposals of the Greater Yola Master Plan and assess the level of it's implementation.
4. To identify the problems that affect the implementation of Greater Yola Master Plan.
5. To make recommendation towards effective and successful implementation of future master plans.

1.4 SCOPE AND LIMITATION

The study is essentially concerned with the problems that affects the implementation of Greater Yola Master Plan. Therefore, the research will assess the level of it's implementation. It will emphasize selected master plan components, the implementation of which are critical to the attainment of the planning goals.

1.5 METHOD OF DATA COLLECTION

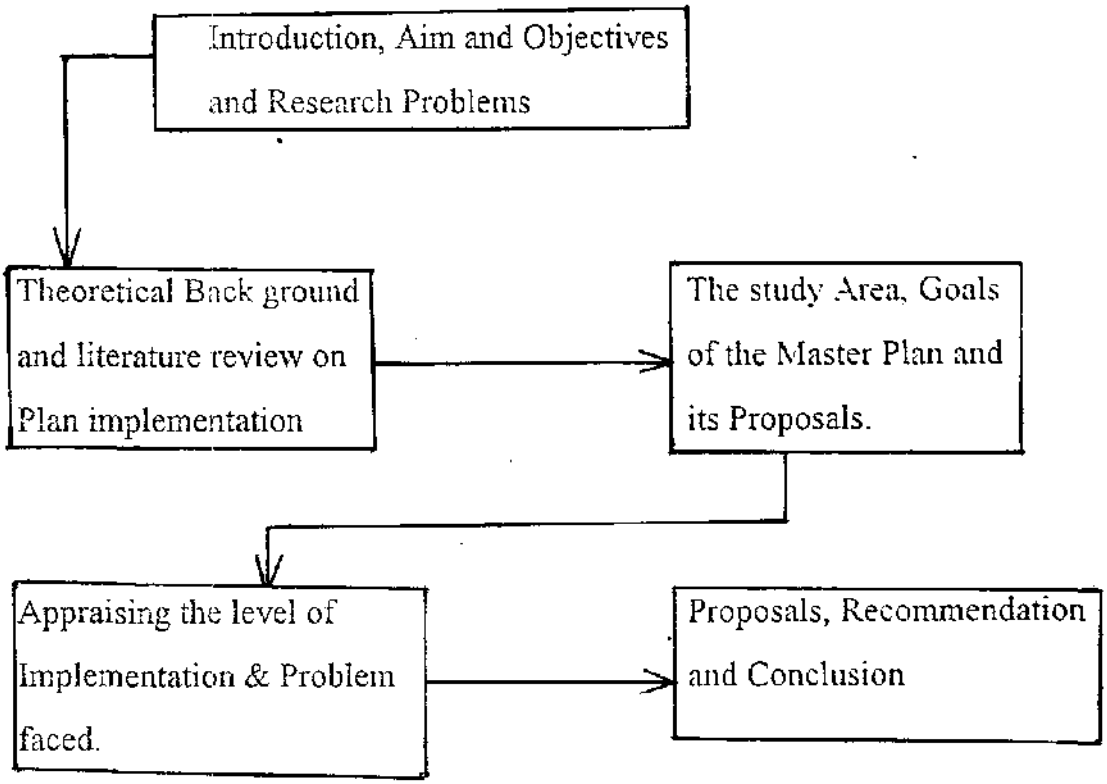
In collecting data and information for the research, both primary and secondary sources were used.

1. The primary source of data include both formal and informal interviews were conducted with planners, the general public and the allied professional like civil, mechanical, and Electrical Engineers and Land Administrators. Questionnaires were administered to helped in gathering the relevant materials for research and analyzed the responses and the results.

2. The secondary source of data was collected from both published and unpublished materials. Also official documents from both the Ministry of

Land and Survey, Urban Planning Authority and I.D.F reports were both consulted and documents from Water Board was also consulted to find out the relevant materials for the research.

Fig. No. 1 : ORGANIZATION OF THE STUDY



CHAPTER II

2.1 BACKGROUND AND LITERATURE REVIEW

Implementation is an essential and integral part of the planning process, with out which planning is not complete and there would be no positive development. Therefore, it is pertinent to identify problems of plan implementation and propose possible solutions to these problems for the creation of healthy environment.

Development plans can be implemented by the public sector as Governmental action and the private sector as a complementary action to that of Government. Government action can either be legal or administrative. The legal action is regulatory in nature which is referred to as development control measures, zoning regulation and building bye-laws being the tools of plan implementation. The administrative actions are through good working relation by co-ordination, supervision, persuasion, incentives and direct investments in infrastructural provision and housing development projects.

2.2 PLANNING PROCESS

Planning has been viewed by various scholars as a continuous process aimed at achieving desired goals through series of actions. It has been defined as "Process of human thought and action based on that thought."[4] It has been referred to also as a "Process for determining appropriate action through a sequence of choices."[5]

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[4] Chad Mick, G. (1972): A system view of Planning. Towards A Theory of Urban and Regional Planning Process.

[5] Faludi, F. (1978): A reader in Planning Theory Pergamon Press, New York.

Planning is a system in it self with it's sub-system. It has it's process, input, output, control feed back and restrictions. Physical Planning involves the use of series of human activities and materials which are organized into several levels.

These definitions suggest that there are two basic elements involved in planning 'Thought and Action.' The thought process embraces the identification of means of achieving a desired outcome. The input and the actions by which the process of thought is transformed into reality referred to as implementation.

Therefore, Physical Planning is geared towards the future, involving the accumulation of knowledge of the physical planning environment, values and factual ideas are organized by the concepts and ideas of the relationships which are analyzed to provide a strategy for a possible plan which would be evaluated against the goals and objectives.

2.3 IMPLEMENTATION OR ACTION

This is the implementation stage of the proposed plan, which modified or modifies the relationship between the individuals (both Government, Private investors and the Community) and the environment where the action takes place, it integrate the environment and the values held by Government, private investors and the community. The community remain under observation and new goals and objectives may be formed.

The Physical Planning process is viewed as a cyclic process without termination in the 'Final Plan', "In the Plan formulation and plan implementation, series of events occur in a set order demanding involvement

of different agencies ranging from the Federal, State and Local Governments, private investors and the people of the community."[6]

In urban physical planning, plan implementation has been used in different ways and it comprises various relationships to the plan on one hand and the environment on the other.

Plan implementation has been conceived as the execution of projects in accordance with the approved plan. Plan implementation is aimed at transforming a previously unplanned area to a planned and habitable area. Plan implementation is influenced by several forces, they include socio-economic, administrative, physical and political factors.

2.3.1 Stages in Plan Implementation

There are five stages of Plan Implementation. They are Phasing, Programming, Budgeting, Actions, Review and Evaluation.

2.3.2 Phasing

Here for the successful implementation of any physical plan document or draft plan, there is the need to have capital to help in it's implementation. This is the stage of mapping out of projects into phases and it involves the definition of the planned proposals into physical and time schedules by which development should operate in order of priorities. It is also determined by the needs and aspirations of the society and the goals of the plan be phased according to National Development Plans for proper funding.

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[6] Faludi, F (1978): A reader in Planning theory perfamon press, New York.

2.3.3 Programming

This stage of plan implementation process is done by programming the projects requirements in terms of financial capability, which include the sources of finance. In programming the project area, there is the need to consider the needs of the people and the cost of implementation, the administrative requirements which comprises the number of staff or personnel required and the various agencies that would participate in the implementation process.

2.3.4 Budgeting

This is an important stage in physical plan implementation, because it requires capital for implementing the proposed project, fund for land acquisition for siting the project and payment of compensation, salaries and purchase of equipment. Therefore, budgeting is a process or means of improving capital base, to know the total amount for project implementation.

2.3.5 Action

At this stage the prepared plan is translated into reality. It involves the manual layout on site, technical supervision and construction management. For the successful implementation of any physical plan, implementation tools are required which are in form of regulation, capital improvement scheme, public participation and Government action in form of legal and administrative aspects.

2.3.6 Review and Evaluation

The plan implementation process is incomplete without proper review and evaluation of the proposals made for implementation. Programmes and projects schedule for implementation which passes through series of action

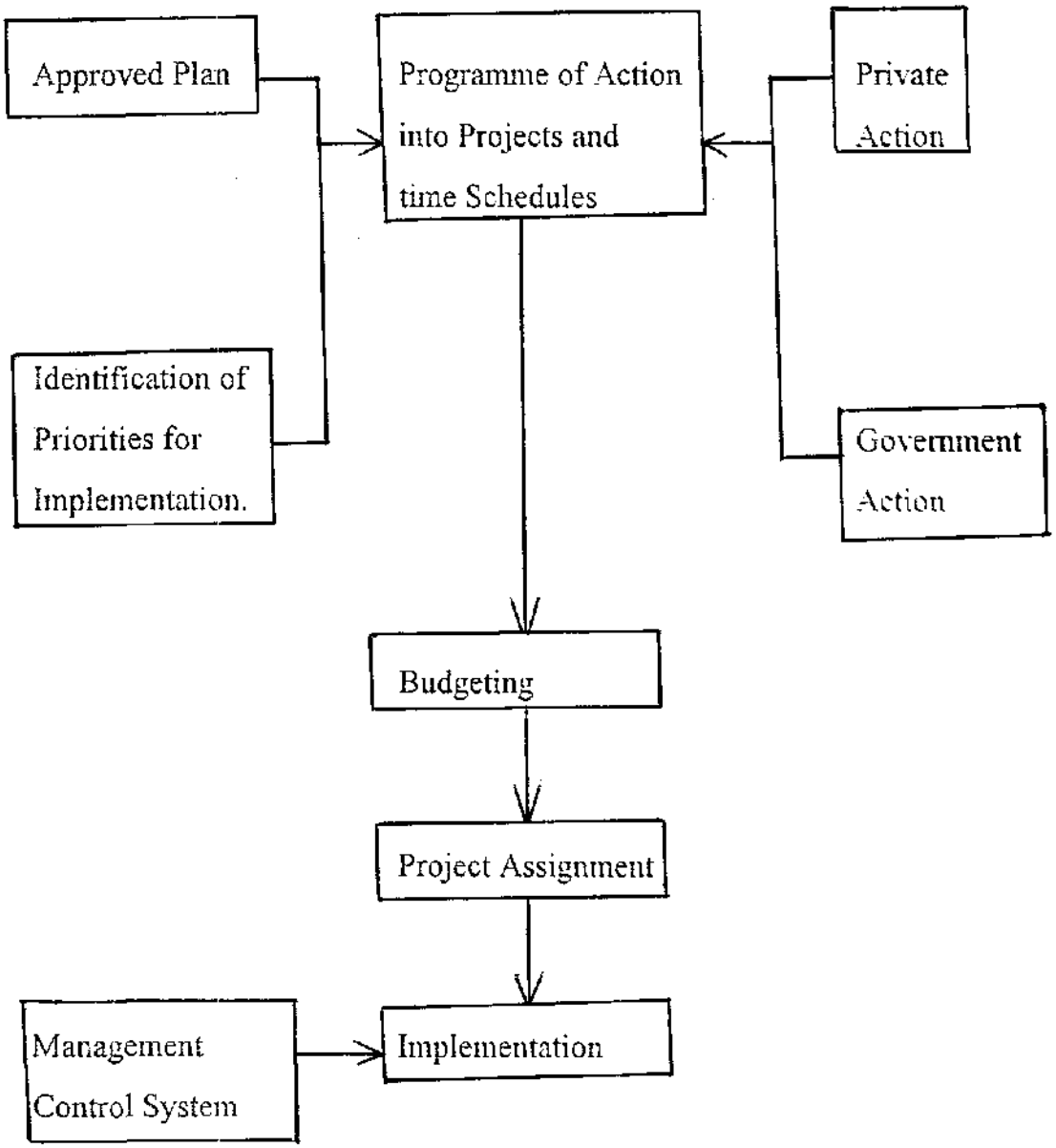
of the implementation process are subjected to review and evaluation in order to assess their level of performance.

Plans that are difficult to be implemented are review in the light of goals and objectives identified. Goals could be reformulated and objectives redefined. Successful projects after review, could be revised and repeated for other projects.

Furthermore, the review aspect of the planning process provides adequate room for adjustments in the planning process. This is made necessary by the fact that implementation of physical plans depends on the ability to forecast future as accurately as possible especially where the dynamics of social, economic and political changes which tallied with the accurate forecasting. Infact, the failures of master plan implementation may largely depend on the in ability of planning agencies to review the proposals of such master plans to suit the present situation.

The inference derived from the above plan implementation process is that, plan succeed when they are implemented accordingly as proposed. However, it could be reviewed, revised and redefined whenever, the need arises in order to suit the needs and aspirations of those whom the plan are meant for. Also these stages served as guide for the successful implementation of any physical plans.

Fig. No. 2 Plan Implementation Process:



Adopted from unpublished Development Plan lecture notes (Kulshrestha S.K. 1985) Department of Urban and Regional Planning A.B.U., Zaria.

2.3.7. **Implementation**

This is the process of actualizing the policies, proposals or provision of a development plan. It is a means to the desire end of effecting a livable and an enabling change in the community concern. Implementation is a necessity in physical planning, this is due to the importance attach to it and the functions and purposes it serve in planning process. Implementation is a stage where attempt is being made to translate physical planning proposals or policies into reality. It is the action stage in planning process. It is also the stage where Governments be it Federal, State or Local Governments tries to fulfill it's promise to the general public by providing them with promised needs (Facilities and Services). It is at this stage 'implementation' Government tried to justify it concern and care to it's people by catering or implementing what was proposed in the draft plan.

Furthermore, to achieve any desired goals or target, there is the need to have comprehensive development plans to be in place (Master plan proposal), because it is a means of achieving successful implementation of designed or desired policies. Equally important is the calibre of professionals with the know how for it's implementation. The professional planner who is charged with the responsibility of plan implementation, often perceives the essence of development control as implementing various components of physical development plan.

Also it is the importance given to plan implementation in planning process, that led to the formulation and preparation of physical plans, based on target goals, so that at the end of the plan period, it will be assessed to measure the success and failures of the plan and solutions to the problems encountered could be rectified. Implementation served as a weigh bill in checking out achievements and problems of any plan proposal. It is also used as a means of achieving targets set or goals of plan proposal over time.

Implementation is a crucial stage in physical planning, hence Nigeria had it fair share of development experience since her independence (1960) especially in the last eight years. From then a lot of development related policies and activities have been undertaken in various parts of the country, which is guided by National Urban Development policy reviewed in (1992). The policy serve as a guide line for the implementation of National Policies. Implementation could either be for short or long period depending on what is being targeted or set to be achieved. It could be for a rolling period (3-4 years) or long period (10-25 years) which is applicable to most master plans. Implementation serve as a guide or yard stick to achieving success in any plan proposal and identify problem for future occurrence. Planning process will never be complete without implementation, it is just like drinking Tea without Sugar, which is abnormal.

As it is commonly said in all planning issues, implementation is one of the most vital stage in the process of any policy proposal or formulation, without which, there cannot be a viable realization of whatever, noble goals that may be contained in the plan or policy.

Waterson A. (1965) P. 335 asserted that, "The gradual awakening to the realization that plan - policies do not implement themselves, and that specific measures must be adopted if plan or policies are to be converted from expression of aspiration to programmes of actions. "The above is emphasizing the importance attached to implementation for the realization of any target or goals set.

Plan implementation served many purposes in planning process, some of which are:-

- Implementation assist Government in identifying potential areas where urgently needed revenues could be generated for urban development.
- Proper implementation also help in monitoring and controlling the rate of physical development of urban settlements. This is achieved in terms of locational and distribution of new infrastructures like transportation facilities, water supply, sewage and sewerage facilities, road and drainage (as provided in Yola by I.D.F between 1989-93) and Electricity.
- Implementation facilities a sound macro and micro economic planning at the three tiers of Governments. Since economic activities constitute the basis for the sustenance of all urban settlements.
- Implementation serve as a major basis in complementing the existing and proposed Government policies, that have direct or indirect relationship in urban development.

In conclusion implementation serve as a gauge, yard stick and appraiser of success and failures of every physical plan proposal. Therefore, it is consider as a main stay or backbone and an essential ingredient in physical planning process.

2.4 AN OVERVIEW OF PROBLEMS OF MASTER PLANS IMPLEMENTATION IN NIGERIA

Generally, there are many problems that served as constraints to implementation of physical plan in Nigeria. The most prominent among them are Administrative, Financial, Legal, Technical, Public participation, Land tenure system, faulty plans and Political atmosphere. Others are lack of co-ordination and co-operation of the multiplicity of planning agencies.

(i) Administrative Problem:

There are many agencies that are responsible for plan implementation in most urban centres in Nigeria, and in some occasions the function of these agencies are duplicated to the extent that time is wasted on sorting and identifying which agencies are responsible for certain aspects of plan implementation.

This fragmentation of metropolitan administration is not peculiar to Nigeria or developing countries alone. Similar problem could also be observed in developed countries. "It is noted that the San Francisco Bay area, with an area of 18,193 sq km is governed by 9 countries, 91 corporate cities, over 650 special autonomous district and more than 50 States and Federal agencies."[7] These multiple agencies often resist and vehemently oppose any effort at fundamental changes and integration in their structures, organization and area of jurisdiction.

In Adamawa State there are many agencies responsible for planning administration and the level of co-operation is not cordial as it suppose to be, because they all feel, they are involved in urban development within Greater Yola. There is conflict, for instance

[7] Vagale, L.R. (1976): Implementation of Master Plan and Urban Development Schemes: Problems of Financing and Social equity p. 26.

between Ministry of Works, Yola Local Government and Adamawa State Urban Planning Authority on road construction and maintenance. Also there is conflict of plot allocation between Lands and Survey Ministry and Yola Local Government.

There is also a problem between Yola Local Government. Adamawa State Urban Planning Authority and Environmental Protection agency on who is responsible for refuse collection and disposal at the markets, motor parks and the designated spots of refuse dumping.

Agaba 1980, in his study discovered that there are four agencies involved in planning administration in Kano, three in Makurdi where there are virtually no co-operation and co-ordination of activities of the various agencies. He also discovered that urban administration falls below any acceptable standard.

Sulaiman 1981, discovered that besides the problem of lack of co-operation and co-ordination, between planning agencies with clear cut responsibility or responsibilities. The problem exist in the planning authorities which should act as co-ordinators of the activities of the various agencies involved in plan implementation. The implementing agencies are too many and not united, therefore, it is difficult to achieve a common cause or goal. These agencies are largely autonomous as such they comply to directives at their own convenience. This makes it difficult to state planning authorities to direct and coordinate physical plan implementation. This problem causes slow and partial implementation of many development plans in Nigeria.

Furthermore, with the dissolution and merging of the former State Housing Corporation in former Gongola State 1986, left only Bekaji Housing Estate under the control of the Urban Planning Authority, the rest are under the State Ministry of Finance Yola. This limits the function of the Housing Division of the Planning Authority. This leads to conflict between the Urban Planning Authority and the Ministry of Works as to who is responsible for road maintenance within the various housing Estate in Yola.

The consequences of the conflicts between the agencies in urban administration and lack of co-operation leads to overlapping areas of jurisdiction, negligence of duties, because no single agency would be held responsible for failure to execute projects. The resultant effect is poor implementation of physical development plans and none provision of facilities and services.

(ii) Lack of Finance

The implementation of urban development plans, is basically done by the Government in developing countries, Nigeria inclusive, because individuals in most cases are not committed to providing or sponsoring the provision of facilities and services. Government do not have sufficient fund to enable it solve its urban problems which increases as a result of population growth and urbanization. Some of these are caused due to lack of commitment by the state Government and instability of the resources to enable the Government implement it's physical plan."

"Government spent huge sums for the preparation of master plans of some urban centres, but it lacks the enthusiasm to implement the Plans prepared in the former Gongola State."[8]

Another problem is that of inefficient financial management. A lot of fund is being spent extravagantly due to disjointed prioritization of the implementation of physical plans, which if spent judiciously would give a higher value return. For example the amount spent by the Federal Government in 1982 for the construction of low cost houses at N17,000.00 per house then, if properly used, it would have built more houses than what is obtained. Funds are mostly released lately, this inevitably causes delay in the implementation of any physical plan.

(iii) Legal Problem

It has been asserted that one of the reasons for failures of Planning Authorities in Nigeria, in the discharge of their duties, it is the absence of legal force which give it legal backing to operate. And sometimes where it is available the laws and planning standards are not adhere to. Also the law was base on the United Kingdom Town and country Planning Act of 1932, which has been revised many times, yet it was functional in Nigeria, until recently when the Nigerian Urban and Regional Planning Law No. 88 of 1992 was signed into law.

Therefore, the legislative basis of laws governing Urban and Planning in Nigeria was not functional. For example, a review of the legal framework for Planning in Nigeria shows that adequate provision was

[8] Mshelia, S.M. (1986): Problems of Town Planning in Gongola State, Paper presented at N.I.T.P Conference.

made. But unfortunately it was not being used or adhered to when it comes to implementation of plan proposals.

Furthermore, the inclusion of Urban and Regional Planning from the Nigeria Constitutions, appears to have been provided by Cap 155 of the Nigerian Town and country Planning Law, ordinance No. 4 of 1946 which allows for the re-planning, improving and development of different parts of the Northern Nigeria by means of preparing planning schemes and the establishment of Planning Authorities. The law was comprehensive enough and it gives adequate protection to Officers in the Planning Authorities who are performing their official duties.

With all the lack of revision of the Planning Law to be up to date to suit the changes in Planning administration, the problem could be attributed to lack of proper interpretation of the law, it's application and the organizational structure of the planning agencies. Most planning authorities in Northern Nigeria were established to function as implementing agencies of the various master plans.

Furthermore, with the signing of the New Nigerian Urban and Regional Planning Law No. 88 of 1992, Planning activities in Nigeria have now absolute legal backing of all the aspects of the planning administration. For example, part (1) of the Planning law have stated categorically the functions of all the levels of Government in the country. Section (c) part (1) (5) have also stated the formation of National Urban and Regional Planning Commission at the Federal, State Urban Planning Board and the Local Planning Authority. It has

also states the composition, function and power of Planning Commission, Board and Authority in all the three Tiers of Government. The delay in the establishment of the Planning Authority to guide and supervise the implementation of the Master Plan and appointment of unqualified staff to Head Planning Authority.

(iv) Public Participation

Public participation is another problem in the Planning Process which affects the implementation of Physical Development Plan. "Prospective developers tend to regard planning policy without real understanding as merely a barrier to be overcome, many Planners see the land developers as a major threat to the community."[9]

This difference is due to lack of communication between the community and the professional planners. This leads to unco-operative attitude from the community towards plan implementation. There is no forum created for the community and the Planners to discuss about planning issues. Also the general public are not enlightened on the need to help the Government in providing facilities and services such as road, drainages, water and housing. Public participation should be encouraged from the initial stage of plan preparation. There is also the need to establish public enlightenment unit in each Planning Authority to educate the Public.

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[9] Phal, R.E. Whose city: And further Essay on Urban Society, London P. 40.

(v) Land Tenure

The 1978 Land Use Decree is never welcome by the majority of the people, because Land owners were force to become tenants on their lands. Hence whenever, government wants to acquire land for physical development, people are never ready to vacate their land not to talk of accepting compensation. Because even if they are ready to accept compensation the amount is so meagre, that it's value would drop before the actual payment commence. Hence people refuse to vacate their land, which normally results into clashes between government security agents and the affected community, e.g. Bakolori Dam compensation in Sokoto State and Kiri Dam compensation in Adamawa State.

(iv) Faulty Plans

Wrong plans have also been identified as one of the major causes of lack of implementation of physical plans in Nigeria. "Wrong planning infact does not in the first place allow the successful implementation of the physical plan, even if there is no other problem."[10] In his research work Agaba (1980) identified the reasons why plans are not properly implemented in Nigeria. Firstly, that most of the plans were prepared by foreign planning Consultants who are not conversant with the social, cultural and economic values of the people which these plans were drawn for. The indigenous Planners do not impress the foreign consultants on producing a plan that is socially, economically and culturally relevant to the country's setting.

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[10] Ball David: Physical Planners from developing countries, Demand and Supply, June 1972 P. 47.

For example, the metropolitan Kano Master Plan 1963-1983, 20 years Development Plan was prepared by B.A. W. Travellion under the British Technical Assistance, Master Plan for Kaduna Capital Territory 1967 was prepared by Maxlock Nigeria Limited, Makurdi Master Plan 1978-2005 was prepared by Texco Kozti Consulting Engineers. Also Yola, Maiduguri, Bauchi and Potiskum Master Plans were all prepared by Maxlock Nigeria Limited a foreign Planning Consultant.

(vii) Political Problem:

Wolfe describes politics as a master and major factor affecting the effective plan implementation in developing countries. "The most obvious cause is a general lack of authentic National Development policies incorporating a concept of the future society towards which the forces of development should be directed and on which medium and short term operational plans could be based. Where such policies are lacking, development means copying the high production pattern put forward by inter Governmental organization such as: Industrialization and Transportation Policies."[11]

In such a situation Planners are faced with two possibilities or alternatives: they either try to fill the vacuum and take the responsibility in the formulation and promotion of policies - a task which Planners are not well trained to do. This may make them like another pressure group or power brokers trying to influence the Government, or they can console themselves by taking refuge in the preparation of technically consistent plans and ignore their political

[11] Wolfe, M. (1976): Between the idea and reality, notes on the Implementation of Plans P. 4

viability, in which case the plan will have no influence on the Government, it may therefore, end up in libraries and stores without being implemented.

Political tension that exist between the three tiers regarding planning and types of political decision or situation produces a deadlock, because any important political decision would endanger the interest of one of the participating group and this brings another problem. For example in 1981, when the former National Party of Nigeria - N.P.N. Government wanted to implement it's housing programme in the federation, the opposition parties, either denied it land totally or allocated marshy areas at the outskirt of the State capitals and Local Government Headquarters, where buildings could not be build due to the water logged nature of the land. The resultant effect was on the life span on the houses constructed, because the sites allocated were not good for housing construction.

Furthermore, in some cases the motives behind planning are political. Plans, such as Government Housing projects have been and are being prepared with the sole aim of gaining political popularity. Politics according to Edwin Dean influenced the choice of contractors and suppliers, especially during the political era. "Award of contract is frequently based on political loyalty rather than efficiency."[12] Over-staffing, useless appointments to reward political supporters is also a serious problem to planning and implementation of plans.

[12] Dean, E. (1972): Plan Implementation in Nigeria (Oxford University Press Ibadan) p. 59.

Another problem of politics to plan implementation is the political nature of planning itself which exposes its action to the public. Since most planners are Government officials they got instruction from their supervisor officers or executive directives, this fact had been used by many developers to protect their personal interest.

(viii) Lack of Co-ordination and Co-operation

It is essential to encourage inter-departmental and inter-sectoral coordination, in order to evolve a comprehensive approach to urban development planning at National and Local levels by integrating economic, social and physical planning. Without Land and capital, we cannot implement physical plans, and planning will become a paper work without the social consideration. The aim of planning will be defeated because it aims at human satisfaction, safety and convenience, therefore, the three considerations are necessary in the planning process.

In Adamawa State, for example, co-ordination and co-operation between the Urban Planning Authority, Ministries of Finance, Lands and Survey, Social Welfare, Trade and Industry is not cordial as expected. Many reasons have been attributed to that, some of which are the Planning Authority is not given free hand to utilize the revenue generated from the Development control charges, Betterment charges, Bill Boards, House Numbering and Sanitation charges. The money realized is remitted to State treasury which makes it difficult to use the money in implementing any planning schemes. This leads to conflict between the Ministry of Finance and the Planning Authority. Hence Ministry of Finance do not consider the survey

report carried out by the Planning team, used as a criteria for demanding fund. But finance ministry feels the report is not sufficient enough to give them detail needs and aspirations of the people they are planning for.

(ix) Multiplicity of Agencies

Table No. 1: Some Implementing Agencies and Services Rendered

TYPES OF SERVICES	AGENCIES RESPONSIBLE	LEVEL OF GOVERNMENT
1. Postal Services	Nipost	Federal
2. Police	Nigerian Police Force	Federal
3. Fire Service	Fire Bridge	Federal-State
4. Electricity	N.E.P.A - R.E.B	Federal-State
5. Housing	Ministry of Works, F.H.A, State Housing Corporation and Private	Federal and State
6. Education	Ministry of Education Local Government and Private	Federal, State Local and Private
7. Medical Health	Ministry of Health and Private	Federal, State Local and Private
8. Transportation	Transport Company and Private	State, Local Government and individuals
9. Water Supply	Water Board	State and Local Government
10. Urban Roads	Ministry of Works and Development Boards	Federal and State.

There are many agencies involved in undertaking of urban development, some of which are listed above.

The multiplicity of agencies becomes a problem where there is no co-operation or cordial relationship with the Planning Authority which should act as the co-ordinator of the activities of various agencies.

There is no single agency charged with the responsibility of executing all the necessary projects in urban developments which should be performed by one central agency - urban planning authority. The various agencies are autonomous, their sources of finance differs, some are financed by the Federal Government, others operate on profit basis and services like Telephone, Electricity and Water supply are provided on demands and the ability to pay for the service. Since some of these services rendered by the agencies, are funded by the Federal Government, therefore, it is difficult for a state planning authority to give directives to them for implementation, they comply at their own wish and convenience, this makes it difficult for the planning authorities to play their coordinating roles effectively. If the various agencies are made to be answerable to the higher authority or the Chief Executive of the State, then they can be forced to cooperate for fear of the wrath of the law and problem of coordination and cooperation will be a thing of the past.

For example when contract for the construction of Hadejia road was awarded in the present Jigawa State, it affected three agencies namely N.E.P.A, P&T and Nigerian Railway Corporation. The project involves the removal of electric poles and telephone poles and railway line to widen the road, it took about one year for the payment of compensation to enable the people vacate the land for work to commence, but the agencies did not comply on time, that was early 1980's.

Also in 1967, Maxlock Nigeria Limited a Planning Consultant, recommended in Kaduna Master Plan the shifting of the railway line to the western part of the town, but the railway authority did not cooperate by demanding high amount for compensation that discourage the Government to embark on such project. Despite the fact that it was aimed at solving traffic problem for the betterment of the people. Also the same Maxlock recommended the shifting of the Yola Airport to a more suitable location to give more land for residential houses. But the State Government did not make any attempts to shift the Airport knowing the amount to be spent.

Planning offices are divorced from agencies executing such sectoral infrastructural programmes like water supply, sewage disposal, building schools, roads and housing. Some of these agencies do not perform their duties because they were not party to the planning process.

The implementation of master plans problems in Nigeria are not the only one's but there are a host of others like time factors that is time taken or spent between plan formulation, preparation and implementation, in ability to enforce planning law using standards laid down by Government on any development, high cost of building materials etc. subsequent chapter will discuss problems of Yola Master Plan.

CHAPTER III

3.0 BACKGROUND OF THE STUDY AREA

3.1 LOCATION

Yola is both the capital of Adamawa State as well as the Headquarters of Yola Local Government Area. Formerly it was the seat of Adamawa Native Authority, Adamawa Division and Adamawa Province. It is the traditional Head Quarters of Adamawa Emirate, derived from Modibbo Adama's name.

Yola is located in the North-Eastern part of Nigeria, it is bordered on the North by Borno State, to the west by Bauchi State and shares boundary with Taraba State to the south west and to the south-east with the republic of Cameroon.

It is situated between Latitudes 9° 12' North and Longitudes 12° 28' East. Comprising of predominantly two settlements; Yola town the traditional settlement and Jimeta a relatively new settlement which evolved and developed as an extension of Yola. Yola is constrained by the fact that, to the North is Nujwa Lake and the surrounding floodable area and to the west is River-Chouchi which places a lot of limitation on the expansion of the Town.

3.2 POPULATION

The 1963 census population of Greater Yola is 32,305 at 2.5% growth rate for Yola Town and at 7.0% growth rate for Jimeta. The 2.5% growth rate is the standard growth rate for Nigerian rural settlements which Yola as a Traditional city still maintain. The 7.0% growth rate experience in Jimeta is due to it's rapid urbanization and the creation of State in 1976. The 1991 census shows the population of Greater Yola as 246,000.

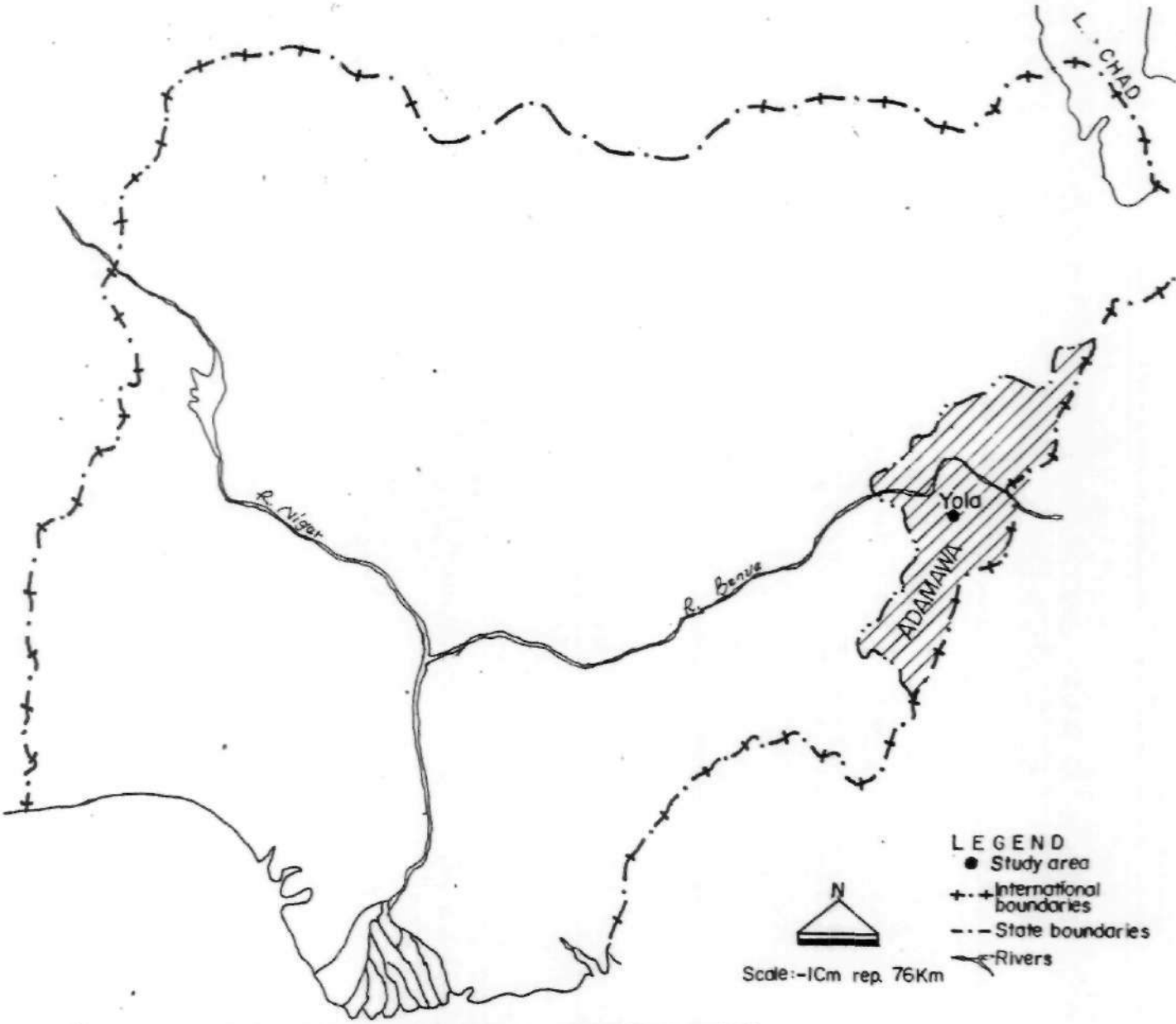
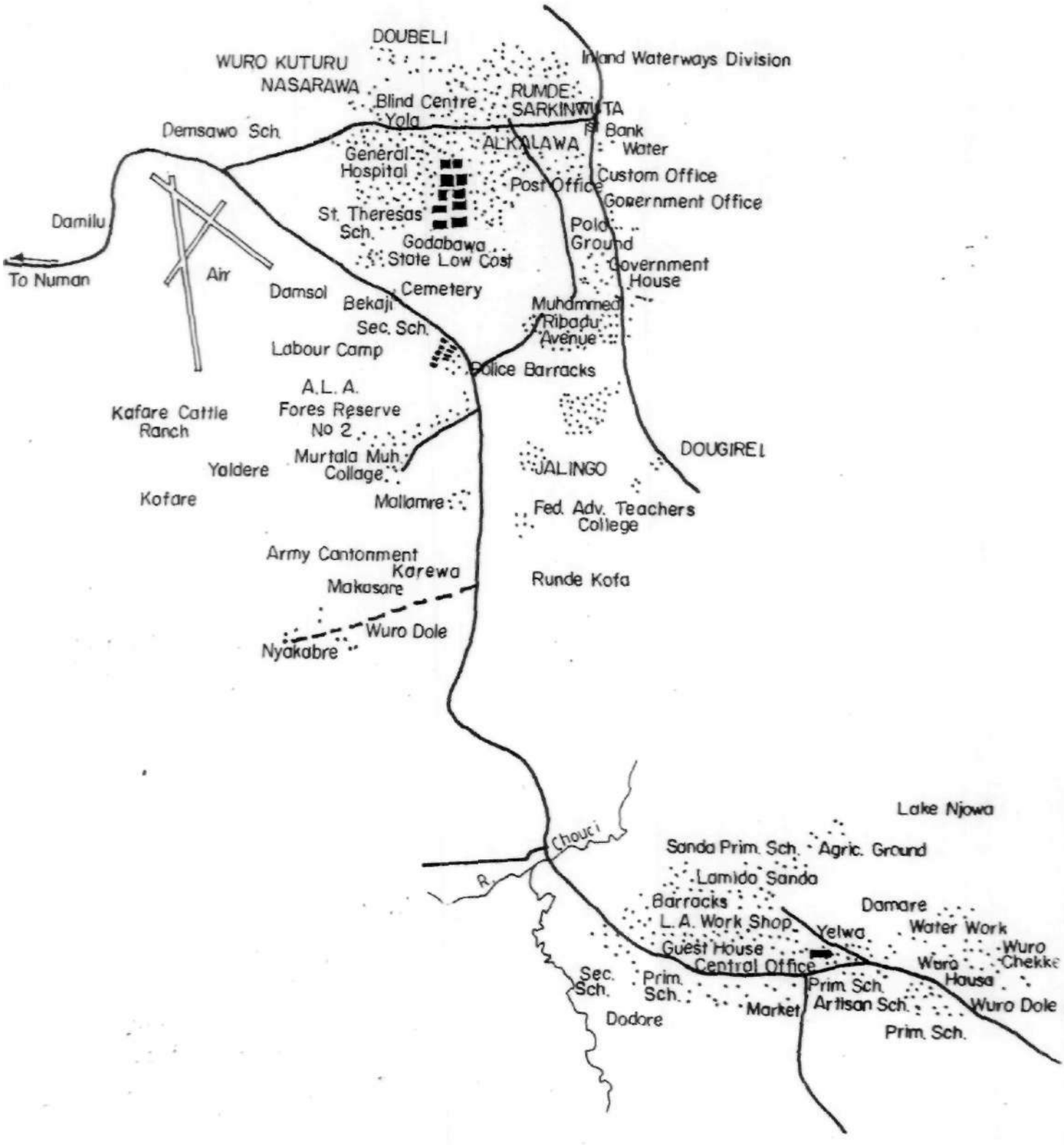


FIG. 1 MAP OF NIGERIA SHOWING LOCATION OF STUDY AREA



Scale :—1:50,000

FIG. 2 GREATER YOLA BEFORE THE PREPERATION OF THE MASTERPLAN 1975

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3.3 THE YOLA MASTER PLAN 1976-1986

3.3.1 Introduction

In 1973 Maxlock Group Nigeria Limited, a Foreign Planning Consultant was commissioned to prepare Master Plans for seven major Towns in the defunct North Easter State which now comprises the five States of Adamawa, Bauchi, Borno, Taraba and Yobe.

Greater Yola Master Plan was prepared between 1973-1976 and it was to cover ten year plan period between 1976-1986. The essence of the plan was to guide the growth and development of Yola and also to provide facilities and services, since it is growing physical and population wise. There was also the demand for housing, schools, water supply, electricity road and drainages, health facilities and other needs.

Since the two settlements making Greater Yola, are close together, therefore, they should naturally exploit their potential growth together and should also share facilities that are to be provided. It is felt that the regional centre of Greater Yola comprises the two existing settlements - Yola Town and Jimeta. Therefore, the Master Plan was intended to guide the growth and development of the Towns so as to solve the identified problems and also provide a lively, functional and efficient physical environment to the community.

3.3.2 Reasons and Goals of Yola Master Plan

- Regional centre for administrative, commercial and business activities.
- Population increase due to both natural and migration at growth rate between 2.5% - 7%.
- Integration of social, economic, political and administrative activities.

- Physical growth leading to urban sprawl.
- Deterioration of physical environment with slum condition in the high density areas e.g. Zango and Rumde Sarkin Wuta.
- Lack of effective central drainage system.
- Traffic congestion and high rate of accident.
- Unplanned mixed landuses due to absence of landuse policies.
- In adequate and poor quality of housing.
- Lack of development of open spaces and recreational facilities.
- Lack of coordination and adhoc approach to planning issues.

The goals of the Master Plan for Yola are given as follows

1. To provide a single Urban Planning Authority for the whole of Yola built up area and it's sub-region in order to administer and implement development programmes.
2. To conserve and preserve visual and social qualities of Traditional Yola.
3. To carter for the wide ranging administrative, commercial, industrial and economic needs of Yola as a State capital.
4. To demarcate areas of future expansion and direction of growth in order to establish priorities for developing the areas.
5. To ensure that the areas of future growth and expansion are serviced and given good access.
6. To promote public health standards by improving drainages, refuse and sewage disposal.
7. To improve housing standards and layouts within the financial reach of the people.
8. To achieve an overall transport policy that will allow all movement be it private or public without hindrance.

9. To clear disruptive traffic from the congested heart of the towns as well as from the residential areas.
10. To encourage private investment and employment, redevelopment by freeing selected areas from constraints of in adequate access and poor public services.

The rate of growth and development Greater Yola, depend on the rate of in-migration and natural increase. The growth rate of Greater Yola is directed and determine by its ability to absorb population increase which in turn is determined by the prevailing physical, financial, technical and administrative resources.

TABLE NO. 2 - ESTIMATED POPULATION GROWTH OF YOLA

YEAR	7% JIMETA	2.5% YOLA-TOWN	GRAND TOTAL
1973	32,200	14,470	46,670
1980	54,300	17,200	71,500
1990	106,700	22,000	128,700
1991	-	-	246,000
2000	209,000	28,200	238,100

Source: Maxlock Nigeria Limited 1976, P. 1. 2. 6.

However, to achieve the above mentioned aims, it was recommended to establish a planning authority to cover the whole urban area as a strategy for the implementation of Greater Yola Master Plan.

The Jimeta bridge provides access from the existing built up area to a considerable expanse of develop able land, and thus an opportunity to build a third balance urban area - Bajabure satellite town.

Another opportunity for development would be to emphasize the importance of Yola town. Yola can neither expand much to the North, nor to the East, because of it's limits of the floodable land. But there are the opportunity of good building land to the west beyond the floodable land.

3.3.3 Major Proposals of the Master Plan

The Greater Yola master plan came about with many proposals, some of which are stated below:

- State Secretariat
- New Commercial Area
- Road and Transport
- Facilities and Services
- Housing Development
- Recreation and Welfare facilities
- Industrial Estate
- New Airport
- Water supply

First, the plan proposed that the secretariat be centrally located within the reach of the two settlements - Jimeta and Yola, as an effort to merge them together.

Two alternatives were given for the location of the state secretariat. One, it was proposed to be located at the old Christian burial ground. It is however, remote from the rest of the town, being on the edge of the steep cliffs that run down to the River Benue, that is the present Dou-Girei - commissioners quarters. The second alternative is at the Jalingo-Yel village where the secretariat is presently located. Being more suitable and close to police

round about, the hub of radiating routes to all parts of the Greater-Yola. The secretariat is located along Yola road and shares a boundary with Federal Secretariat. It is also accessible to most Government establishments and housing estates like Karewa G.R.A., legislative quarters and 80 units housing estate.

Secondly, the plan proposed that the new commercial area be sited along Galadima Aminu way to complement the activities of the new motor park and market.

There were two areas slated for such development to take place. The first site is along the southern side of Galadima Aminu way. Here there is an initial site of (30 hectares) 75 acres) between the road and Bekaji low cost housing. For instance, if Yola airport adjust it's boundary as recommended, then large area of (38 hectares) (90 acres) will be made available for the commercial area. The second area slated was the Eastern part of Nassarawo Mahdi layout, which is to be used as the new commercial area or to be added to the first proposal which means about (90 hectares) (220 acres) would be made available for the population in high and low density area.

Thirdly, in terms of road network, the plan have made provision for the construction of standard roads within Greater Yola to improve the connectivity and accessibility of the state capital. This was to be implemented in phases based on the financial capability of the state. As of 1976, there was only one tarred road in Greater Yola, that is the present Mohammed Mustafa and Ahmadu Bello Way, leading to Yola town.

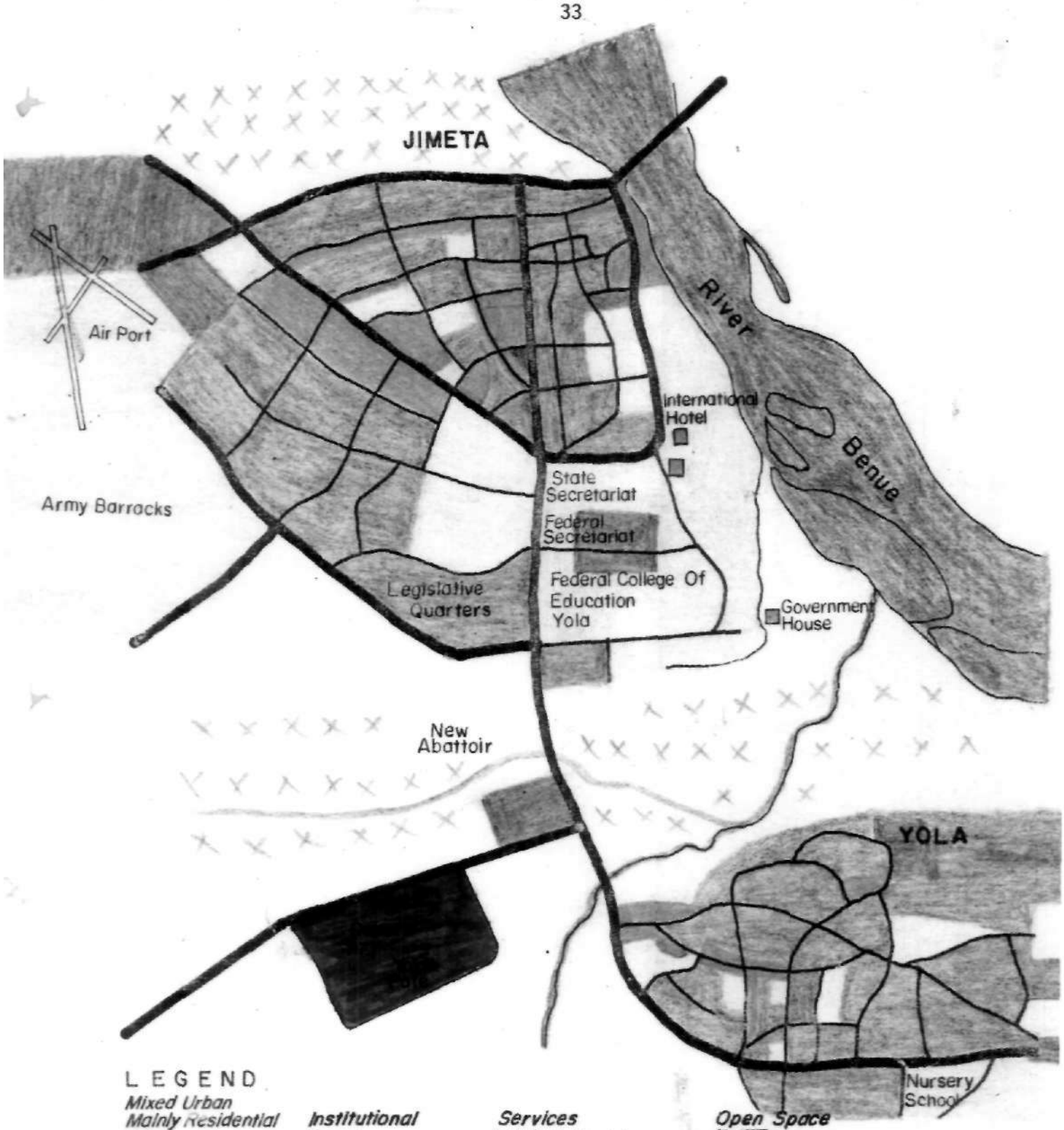


FIG. PROPOSED LAND USE

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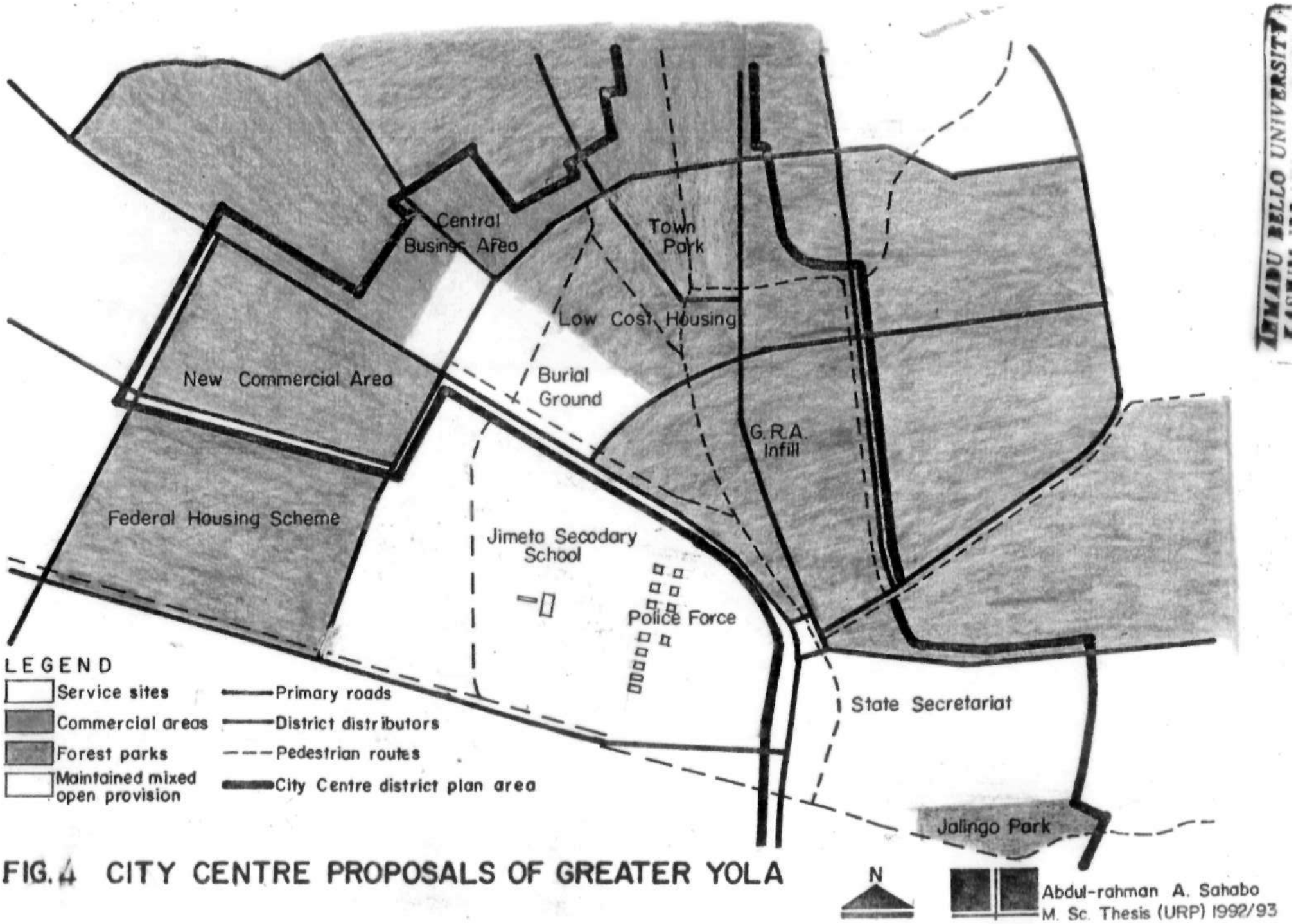


FIG. 4 CITY CENTRE PROPOSALS OF GREATER YOLA

Generally there is the need for an organized transport system and the main access point for public conveyance, that is markets and motor parks. Hence the plan provide for the splitting the existing motor park function.

Goods Delivery: These will service the motor parks and provide facilities for daily deliveries and storage.

Peripheral Motor parks: These will provide the facilities for large scale, long term bulk storage and warehouse storage for bulk goods and regional passenger interchange for long distance traffic.

Fourthly, Greater Yola is poorly served with facilities and services, therefore, there is the need to improve on the provision of comprehensive and coordinated drainage, refuse and sewage disposal systems be integrated with road construction and water supply.

The plan provided for sewage treatment work to be integrated with the low cost housing scheme. In terms of water supply the plan recommend for the construction of two water treatment plants, one for Jimeta and the other for Yola-town. Provision was also made for a central fire station to be sited at the junction of Galadima Aminu way.

Fifthly, there is the need for suitable housing to meet the reality for rapidly expanding population, this depend on the availability of resources and the infrastructure provided.

The plan provides sites for the preparation of layouts and allocation of plots within the Government Housing stock to ease housing problem. Therefore, land speculation should be discourage by allocating plots to only who are ready and financially capable to develop the plots allocated to them on time. Because sometimes urgently needed projects are forced out of the serviced areas.

Sixthly, the plan provide suitable location for siting industrial layout along Numan road. Taking the advantage of easy access and good location to the principal regional routes linking Yola with other parts of the country.

The servicing of the industrial layout helps in the siting of the industries and factories and companies. Also commercial establishments came about as a result of the facilities provided in the industrial layout.

Seventh, the population increase of Greater Yola, led to wide demand of facilities to carter for education, health and welfare of the expanding population. During the plan preparation, there was only 10 primary schools and 5 secondary schools within Greater Yola. With the increase in population, there is the need for more classrooms and expansion of the existing one's due to annual intake in the schools. Therefore, there is need for constructing more classrooms to accommodate both primary pupils, secondary and post secondary students.

In terms of health and recreational facilities, the plan provide sites for the location of clinics and nursing school and upgrading of the General Hospital Yola to specialist hospital. Also the plan provide sites for the location of parks within the city centre.

3.4 THE IMPLEMENTATION OF GREATER YOLA MASTER PLAN PROPOSALS

The formulation of plans for urban development and their translation into reality involves many agencies like planning authority, NITEL, NIPOST, Water board, NEPA, Land and Survey and host of others.

The multiplicity of these agencies actually is not a problem, if all things being equal, but the overlapping area of jurisdiction and lack of coordination and cooperation among them.

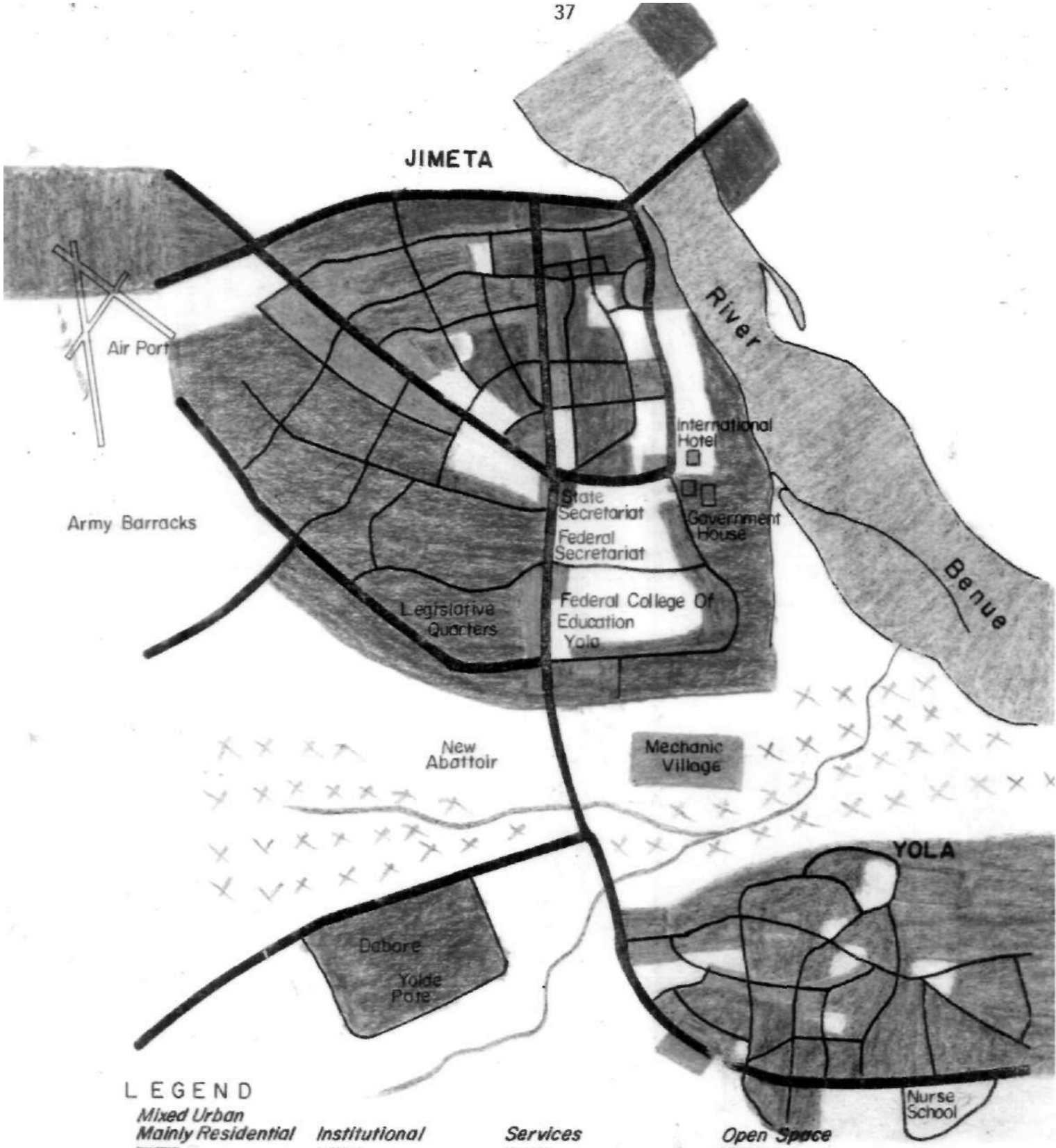
3.4.1 State Secretariat

In the Great Yola master plan proposal, the siting of the state secretariat have actually added the aesthetic vision of the state capital. It is centrally located within the reach of the two settlements making the Greater Yola. The second alternative site was chosen - the former 'Jalingo-yel village', as against the first option. Being close to police round about, the hub of the radiating routes to all parts of the Greater Yola where five roads joined the round about, the hub of radiating roads include Yola road, Buba Ardo road, Ahmadu Bello road, Mubi road and Galadima Aminu road. The state secretariat is located along with the Federal secretariat and other establishments like National library, Federal Information Centre, National Identity Card office and Adamawa Press Limited.

Furthermore, the secretariat is located along Yola road, close to Karewa GRA, legislative quarters, F.C.E Yola and 80 units housing estate. Infact it is the most suitable site for the state secretariat. The secretariat has reached 80% completion, six out of the 8 blocks are being occupied, Presently about, N310,615,000 was spent on the construction of the state secretariat.

3.4.2 New Commercial Area

The new commercial area was implemented as proposed. Also the first slated site was chosen along the southern side of Galadima Aminu way. As proposed to retain the frontage of the cross- Town Route to the new market for commercial purpose. The commercial area is not far from the fire service head-quarters. Infact out of 13 Banks spread across the Greater Yola 7 are located within the commercial area.



LEGEND

Mixed Urban Mainly Residential	*Institutional*	*Services*	*Open Space*
High Density	Education	Public Transport & Utilities	Public Open Space
Medium Density	Law & Defence	Mixed Commercial	Agricultural Production
Low Density	Public Service & Administration	Industrial	Land to Remain Undeveloped

N

Scale — 1:50,000

FIG. 3 EXISTING LAND USE

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Other important establishments located within the new commercial area, are the Lamido cinema the biggest cinema theatre in the state, Nagge Product - producers of Yoghurt and Alkama Bread and other chains of commercial stores.

3.4.3 Road and Transport

In terms of road and transport development almost 80% of the proposals have been achieved. This was attributed to the phasing of the road construction in three categories and the phasing was followed accordingly by the implementers. Phase 1 covered the first three years 1976 - 1979 and about N21.59 million was spent. Phase 2 covered between 4-5 years 1980 - 1984 and about N10.53 million was spent and Phase 3 was realized or constructed within 5 years 1984-1989 and about N11.35 million was spent - Ministry of Works Lands and Survey.

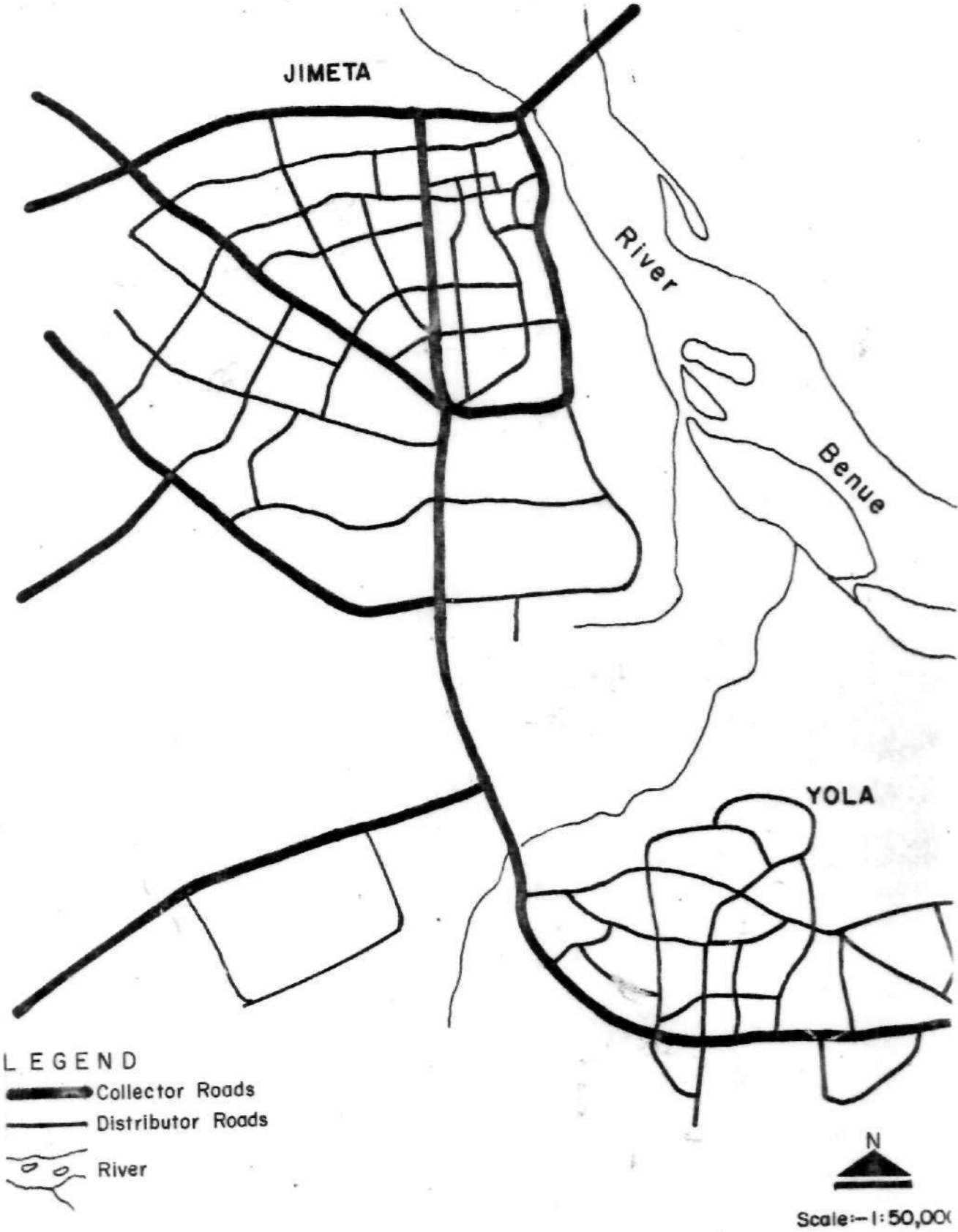
Furthermore, the total length covered was 119.48km. Out of that primary roads covered 29.9km of new alignments and upgrading of the existing roads covered 11.72km totaling of 41.66km. Also district roads covered 68.97km for new alignment costing N35million and upgrading of roads covered 8.86km costing N15million.

The total kilometre covered of the district roads was 77.82km which cost N25.55 million. This shows the total proposed road maintenance and construction covered 119.48km costing 43.46million. Infact this is a clear indication of the Government commitment to road network development, which the map of the proposed road network of Greater Yola depicted - Ministry of Works, Lands and Survey Yola.

However, on the provision of organized public transport system, motor parks for goods delivery and storage and conveyance. Two motor parks were constructed, one along Numan road and the other across the bridge opposite. Federal University of Technology Yola. The motor parks have reached 70% completion, but was abandoned since 1987. Presently there is one central motor park in Jimeta, constructed along side with the New Market as a temporary measure after the 1984 Maitatsine riot, which burnt the old market and motor park. The motor park serve both long buses for long journey, taxis for town services and long journey also and buses plying between Yola and Jimeta and for both intra and inter city transport service.

Effort was also made by the state government to ease the people's suffering on transportation. For example, in 1977, the state transport company was set up or established with 20 buses of different make, unfortunately due to bad management system, the company was left with non functional bus. In 1987, ten years later, mass transport service was launched by the Federal Government to assist the state government, the former transport company was reactivated with 30 buses and routes were designated for both Town service and long journey. Few towns were selected in the country, where the buses are allowed to go. These are Yola - Bauchi - Jos Kaduna Yola - Kano, Yola - Maiduguri, Yola - Jalingo - Wukari - Takum.

The transport company is faced with a lot of problems such as financial mismanagement by the revenue collectors of the buses and administrative bottleneck.



PIG. 6 PROPOSED ROAD NETWORK

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3.4.4 Facilities and Services

On the provision of facilities and services, central drainage system was constructed between 1987 - 89 to solve the problem of annual flood on most of the streets particularly Mohammed Mustafa Way.

And in terms of refuse disposal, 20 selected areas were designated for the collection of the refuse to improve the sanitary condition of the state capital. Through I.D.F the World Bank assisted programme, 18 new refuse disposal vehicles were acquired and the collection is done on daily basis. This help greatly in keeping the state capital clean and free from all epidemics. Also 11 vehicles for sewage disposal are made available and N100.00 is charged for those who applied for the services.

3.4.5 Water Supply

Before the plan preparation, there were 39 wells, 15 boreholes within the Greater Yola, complementing the old water works supplying 11,308 cubic meters of water per day. By 1980 it reached 23,700 cubic meters per day and by 1990, it reached 42,790 cubic meters of water per day and by the year 2000, it was expected to reach 72,600 cubic meters of water per day. It was the projections made that led to the construction of two water treatment plants in Yola and Jimeta - Water Board Headquarters Yola 1993.

Furthermore, to complement the water treatment plants in supplying water to Greater Yola. In 1988, Dar-Alhandasah consultant. Submitted their report on the feasibility study on Urban Development project in the defunct Gongola State, under the World Bank Assisted Programme. In the report five major towns were identified, they include Yola, Mubi, Numan, Jalingo and Wukari. The level of the provision of Urban Infrastructure in each of

these towns were identified and the feasibility of improvement were determined.

One of the Infrastructure considered is water supply. Recommendation was made for the rehabilitation and improvement works to water supply systems in the identified towns. T.C. International Associates was commissioned to carryout the engineering design for water supply improvement under the World Bank Assisted Infrastructural Development project. After submitting the design, the layering of bigger pipes with the new water treatment plants, which were constructed since 1989. The layering of the pipes, connecting it with the treatment plant have improve the volume of water supply in Greater Yola.

Below are the Engineering Design of pipe layout of Jimeta and Yola town.

Table 3.0 COST ESTIMATE OF GREATER YOLA WATER SUPPLY BY I.D.F

Cost Estimate of Yola-Town water supply:

1.	Pipeline work extension	N559,668.00
		$53,135.00
2.	Procurement, Rehabilitation and	N800,000.00
	Reactivation	$101,265.00

Total	Naira	Dollars
	559,668.00	53,135.00
	800,000.00	101,265.00
	1,359,668	**154,400.00**

Cost Estimate of Jimeta Water supply:

1.	Pipeline work extension	N1,701,672.00
		$215,401.00
2.	Procurement, Rehabilitation and	N2,940,000.00
	Reactivation	$279,114.00

Grand Total of Greater Yola Water Supply	Naira	Dollar
	N4,641,672	$154,400.00
	N1,359,668	$486,515.00
	N6,001,340	**$640,915.00**

The essence of the above cost estimate is to show the amount spent on procurement of equipments and treatment materials, rehabilitation and reactivation of the spoiled parts of the water treatment plants.

Source: Ministry of Works - I.D.F Tender Document report for water supply in Yola and other towns in former Gongola State volumes I and II.

3.4.6 Fire Service Headquarters

The plan proposed that the fire service station be sited within the city centre, in order to serve the whole of Greater Yola. The station was located at the cross route - junction of Galadima Aminu way and Bekaji Housing Estate, that is adjacent to the state Water Board headquarters. By 1979 the station had only 5 vehicles when it was commissioned. Ten years later 23 more vehicles were purchased, when it was decided to established 5 zonal offices at Mubi, Numan Ganye, Jalingo and Wukari. The Zonal offices were allocated 3 vehicles each living 8 vehicles in the state capital.

The Greater Yola fire station is within the reach of the new commercial area, the C.B.D. and Yola Airport. Furthermore, the station is also accessible to

new market and the commercial banks, infact most of the banks are located along Galadima Aminu Way.

3.4.7 Electricity Supply

In terms of electricity supply in Greater Yola, there has been a tremendous improvement. Because by 1976, there was only one generator with a capacity of 1,45 kilowatt, supplying the whole of Greater Yola. As of that time, out of 1,199 consumers of electricity, 1,118 are residential, 77 are commercial, 1 industry and 3 are public offices - Maxlock 1976. Considering the growth and development of Greater Yola, including population increase due to migration and the increase demand of electricity due to power consumption by industries and house hold appliances. Greater Yola was connected with the National Grid in 1979 to supply 165 K.V.A. line from Gombe. By now all parts of Greater Yola including surrounding environment like Ngurore, Namtari, Njoboli, Fufore and Girei are connected. This encourages the siting of more industries, factories and companies.

3.4.8 Housing

It is widely known that whenever, population increases the demand of facilities and services also increases housing demand inclusive. The need for housing is enormous especially with the designation of Yola as a state capital. Hence suitable sites for housing provision for both senior and junior staff were chosen. The provision for housing stock in Yola, commence immediately after the creation of former Gongola State in 1976, with the state low cost spread all over the state capital and the G.R.A.'s like old G.R.A. and Karewa G.R.A in 1977. Layouts were also prepared to meet up the demand for plots for different land uses for both public and private

developments housing inclusive. Among other housing estates constructed are legislative quarters, Karewa extension and 80 units housing estate in 19981 and Shagari Federal low cost in 1982.

Also 12 layouts were prepared and allocated to both private and public developers to reduce the problems of housing. Commercial and industrial plots in the state capital. These layouts could be found along Mubi road, Army barracks road and Numan road for industrial plots and other infil plots. Residential and commercial plots were also prepared and allocated at Bajabure Satelite town to help in solving housing problem. Also one federal housing estate was constructed, serviced and handover to State Government to be allocated on the basis of owner - occupier basis.

Furthermore, one thing to notice with the residential layouts prepared in Yola, is that after beaconing the plots and allocated to prospective developers. Facilities and services are never provided, this discourage people from developing the plots, because access roads are never graded, electricity lines are far from the layouts, these increases the cost of developing the plots. This is clearly linked with YP.7, YP.5, YP.4 and host of others. Hence the problem of land speculation is on the increase daily. People prefer living within the high density areas because of the guaranteed security and access to facilities and services.

3.4.9 Educational Development

Greater Yola as a state capital has high rate of growth and development. Hence the demand for welfare and recreational facilities increases rapidly. This led to establishment of more primary and secondary schools by the State Government and private proprietors. The number of primary schools

increase from 10-30 and secondary schools from 5-13 between 1976-93. To boast education in the state post secondary institutions were established by both the state and Federal Governments to march with the population increase of Yola. These include Federal College of Education Yola, state Polytechnic Yola, Federal University of Technology Yola, School of Legal Studies Yola and school of Nursing and Midwifery Yola - (source: Ministry of Education, Yola.

3.4.10 Health Facilities

To meet the target of Health for all by the year 2000 , Yola General Hospital was upgraded to specialist hospital, this means increasing the number of beds from 112-320 beds in 1986. Also to complement this gigantic effort, Yola Local Government has constructed more clinics within Jimeta and Yola Towns. Such clinics include Wuro-Hausa clinic, Aliyu Mustafa Health Centre, Shagari low cost clinic, Ajiya clinic, Major Aminu clinic and Damilu clinic. In terms of funding the Local Government do purchase the drugs and other materials requested by each clinic monthly. Patients are charge according to the type of sickness based on drug revolving fund principles.

In addition to that, there are private clinics spread within the state capital, they include Matco clinic, Sarkin Nasara clinic, Mahmud clinic, Royal clinic, Dawa'u clinic, Keran clinic, spring field clinic, Bashong clinic and Sauki clinic. Although the private clinics are very expensive, yet patience patronize them continuously. This is an indication that people are more health conscious now than before.

3.4.11 Recreational Facilities

In terms of recreational facilities, the plan recommended for the establishment of two parks, -Jimeta park and Jalingo park. The site designated for Jalingo village park was allocated to Federal Government for construction of it's offices, such as federal secretariat, national library, federal information centre etc.

Also attempts were made in providing street furniture, public toilets and bus stop waiting shade, unfortunately they were not utilized properly hence could not function as it should. The toilets were misused and vandalized, the streets furnitures and bus stop shades were either converted into shops or habouring place for criminals. The plan also recommended for the construction of sports stadium with the aim of boasting the morale of sports men and women in the state. Already contract had been awarded for the construction of the stadium in 1988, but was abandoned at the D.P.C. level for lack of fund. And in the case of Jimeta park, some wild animals were brought and caged, but funds are not made available for maintaining them and installing the needed facilities to go on commercial, for entertaining the general public and revenue generation. Source: Ministry of Information, Youths and Sports and the State Urban Planning Authority.

Furthermore, most of the proposals were implemented as planned on the proposed sites only few proposals that are either about to be completed like the state secretariat which suffered a lot of reviews due to inflation of building materials as a result of the depreciation of the Nigerian currency.

CHAPTER IV

4.1 APPRAISING THE IMPLEMENTATION OF THE MASTER PLAN BASED ON MANAGEMENT MODEL

The management model uses 3 variables thus time, quality and cost in the implementation of any physical plan to appraise the extent of the implementation. The implementation of the Yola Master Plan was suppose to cover 10 years plan period 1976-1986. most of the proposals were not costed only road construction that was costed and phased into 3.

Road and Drainages:

Phase 1 of road construction was plan to cover the first 3 years 1976-79 and about N21.59 million was plan to be spend, but the actual amount spent was N59,967,467. At this stage almost all the proposed roads were demarcated and graded.

Phase 2 on road and drainage construction covered between 4-5 years 1980-84 and about N10.53 million was plan to be spend, but the actual amount spent was N47,000.00.

Phase 3 was planned to cover 3 years and N11.35 million was proposed to be spend, but the actual commitment between 1986-93 was N57,832,000.00. It was during this phase the World Bank mission came to appraise the Gongola sub-project and priority was placed in the already built up areas. Yola was given a face lift by setting up Task Force on Township Landscaping charged with responsibility of beautification of the state capital. Also task force on Director Labour was set up charged with the responsibility of road and drainage construction. I.D.F construct a total of 17 culverts, 52km and 30km of drainages. The work was completed after 3 months extension caused by rain, and delay in general mobilization.

Furthermore, the total road length covered was 119.48km of roads in Phases 1 and 2 out of which primary roads covered 30km of new alignments and upgrading of the existing roads covered 11.7km totaling 41.7km. Also district roads covered 69km for new alignment costing N35million and upgrading of roads covered 8.9km costing N15 million. The total kilometre covered of the district road was 77.8km which cost N25.55million. This shows that the total proposed road construction and maintenance covered 119.5 costing N43.46million.

Going by the management model time was sacrifice in order to achieve one of the objectives of the master plan on road construction. The road construction was phased, so that government can spent as much as it could to provide qualitative road network.

Water Supply

The management model cannot be applied fully under water supply, therefore, only the increase volume of water that will determine the improvement in water supply. The amount spent in purchasing of chemicals and spare parts to repair the broken down machines of water works. The construction of two water treatment plants for Jimeta and Yola each has helped greatly in the volume of water supply and it's quality. With the construction of treatment plants Yola enjoys clean and purified water. The normal perennial problem of water supply is no longer experienced.

Furthermore, I.D.F project also helped in improving water supply in Greater Yola. This include the extension of water pipes of various sizes, rehabilitation of over head tanks and procurement 5 water tankers including laboratory equipments for testing water quality.

Here under water supply also time and cost was sacrifice to achieve quality. This is justified by the Budgetary allocation on water supply, state grant to Water Board and I.D.F water project. Definitely time was not consider important in the implementation of water supply. Adamawa State being one of the least industrialized state in Nigeria, so it depend on budgetary allocation and grants from Federal Government and State allocation for its developmental activities.

Residential Housing

High Density Housing areas have been identified by the plan as areas that have suffered acute physical planning problems and required immediate action planning. They faced chaotic and unplanned growth exhibiting slum conditions. These areas have disorganized development, proceeding very rapidly without regard for building standards, drainage, sanitation, access roads, public utilities and services. This led to the formation of direct labour task force on urban or township landscaping charge with the responsibility of upgrading these areas in 1986. Also considering the management model on the implementation of Yola Master Plan time was not important compare to source of funding the implementation and the quality of the work to be done. Hence the then Governor was supervising the work himself every day.

Furthermore, on housing development about 7 residential layouts were prepared and allocated to individuals for development. Government constructed 7 housing estates for accommodating civil servants in the state capital to reduce congestion and overcrowding in the high density areas. Between 1977-78 N1,800,000.00 was spent in constructing state low cost houses in Yola. All in all there are 36 blocks of houses which accommodate about 300 junior and intermediate civil servant in the state capital. In 1979 N16,080,296 was spent for the construction of Karewa G.R.A. which has 40 - four bedroom flats.

Also between 1981-83 N34,000,000 was spent for the construction of 2 housing estates - thus 80 units housing estate aim at accommodating the second republic state members house of assembly, when they rejected the houses due to the nature of the design or building plan. The housing unit was allocated to civil servants in the state including some federal civil servant. The second housing estate was the one constructed for the members again, but before completion the military came in, in December 1983. So the houses were allocated to state civil servants of senior cadre, this helped greatly in solving housing problem in the state capital.

Between 1988-92 N10,000,000 was spent on the construction of commissioners quarters and government lodges at the Dou-Girei layout YP4. Private sector was also encouraged to construct more houses by the state government through making plots accessible to all categories of people. The traditional plot size of 30 x 15m in different layouts were prepared and allocated to individuals. These include YP18 along Army Barrack road released by the Nigerian Army, the super imposed layout on land released by F.C.E. Yola, the Karewa layout G.79 and YP7. One of the problems identified with the layouts is that they are not serviced, this affect the development of the areas and encouraged land speculation.

The former state housing corporation as the government agency responsible for the supplying of new houses or housing estates to the general public made little impact on housing development. Federal Government has made tremendous contribution in housing development in Yola by constructing many housing estates. Bekaji housing estate, Shagari federal low and Abubakar Salihu housing estate along University road. Between 1978-90 900 housing units were constructed by the Federal Government in Yola. State housing corporation constructed 358 housing units at Bekaji housing estate. By 1982 the state government contribution stood at 9.17% while federal government contributed 90.83% and by 1985 states

contribution stood at 35% while federal government contributed 60%. By 1994 state government contribution have risen to 45% and federal government's contribution stood at 55%. Going by the management model housing development in Yola did sacrifice time and cost to acheive the quality of the houses to be provided. This indicates that government is ready to spent any amount provided the houses are built to standard that is the life span of the houses. Hence state budgetary allocation and federal government contribution helped greatly in housing development in Yola.

Facilities and Services:

This comprises education, health, telephone, electricity and recreational facilities.

Education: Here the management model appraisal on the educational development also centred on quality of structures built, the pupils and students benefit. Therefore, the time of implementing the master plan was not consider important like the educational quality through providing equipment, facilities and qualified teachers. Hence the schools were established based on the needs and demand for admission into primary school, secondary school and post secondary institutions. By 1976 there were only 9 primary schools, 5 secondary schools within Greater Yola. And by 1986 the number increased to 18 primary schools, 11 secondary schools and 6 post secondary institutions. By 1994 they increased to 24 primary schools, 18 secondary schools and 6 post secondary institutions.

Although the master plan did not specify the number of schools to be established, but the implementation period was given and was not adhered to because it is the demand that determines the number of the schools to be established and the distance travel to school.

Health Facilities: Appraising the implementation of health facilities based on the management model, time was not considered crucial, due to the economic situation

of the country and Adamawa State in particular. Therefore, improving health sector was done gradually because state and local governments have decided to work together, therefore every project is to be implemented base on the financial capability of the Government. Going by the new policy on Primary Health Care which bring state and local government together in managing the health sector. State Government is to post staff nurses and midwifery while local government is to pay salaries, purchase equipment and drugs in all the clinics within the local government.

The private clinics and hospitals established by individuals also help in improving the health sector. Although the master plan did not specify the number of clinics to be built, but it is expected by 1986 the master plan implementation period, health sector would have improved. The upgrading of the Yola General Hospital to specialist hospital helped greatly in improving the health care delivery system. More blocks of wards were constructed, each ward is assigned 1 medical doctor and 5 staff nurses. New mortuary was also constructed in the specialist hospital.

Also the clinics spread within Greater Yola patronized the hospital central store for purchasing drugs. The private clinics which participate in the scheme are being monitored.

Telephone Services: There has been a great improvement in the telephone services in Yola. This could be seen by changing the old system of 3 digits used in the early 1970's to 24 and 25 lines system which has 5 figures. Also the number of subscribers shows the improvement in telephone services. This year 1995 the telephone services has been digitalised.

Also there is I.D.D. - International Direct Dial services for those who wanted to phone outside Nigeria or those who do not have telephone in their houses. Fees are charged according to the number of minutes spent. The first 5 minutes is charge

N20.00 and extra minutes is charged N10.00 each to discourage customers staying longer.

Recreational Facilities: The master plan recommended the establishment of two park for recreation within Greater Yola. The first site was the forestry office in Jimeta and the second site was at Jalingo village where Federal Secretariat was built. Since the two sites could not be feasible, the State Government decided to upgrade the former parade ground to a standard organized open space, with two grand stand for ceremonies. Also two theatre art were constructed at the Mahmud Ribadu square, a standard football pitch was constructed, this helped greatly as a place for entertainment for both cultural and National celebrations. Attempt was also made in establishing wild life park, but only few animals were brought. Generally, the structures intended to be constructed are yet to be completed.

In conclusion, the inference derived from the management models in appraising the implementation of Greater Yola Master Plan is that a degree of success is achieved in most of the proposals. This is attributed to some factors like budgetary allocation and phasing of the implementation proposals. Another contributing factor is the formation of task force on Township Landscaping and direct labour task force on upgrading of the high density areas and provide or construct roads and drainages in all the designed parts of the Greater Yola.

Generally among the three variables of time, cost and quality, in most of the proposals time was not consider as crucial as cost and quality, hence time was sacrifice in the implementation of the master plan proposals. This means time was not consider as important as cost and quality in the implementation of the master plan. Hence at the end of the plan period 1986 most of the proposals were not fully completed. But as from 1986-1994 the formation of task forces by former Governor Group Captain David Jonah Jang helped greatly in the implementation of the Greater Yola Master Plan.

Although the implementation of Greater Yola Master Plan have attained great deal of success, there are some peculiar problems which affects the implementation of the master. This is obvious with any projects proposed to be implemented, there must be some short coming due to human factor and others, for no one is perfect. And normally implementation comprises a number of agencies and to be realized overtime.

4.2 PROBLEMS AFFECTING THE IMPLEMENTATION OF YOLA MASTER PLAN

Despite the fact that there are general problems that affect the implementation of physical plans in Nigeria. Greater Yola Master Plan experience peculiar problems such as administrative, in adequate budget provision, lack of qualified professionals, lack of public participation, approval of building plan, land speculation and host of others.

4.2.1 Administrative Problem:

Lack of good administrative frame work is one of the major problems that affect the implementation of Greater Yola Master Plan. More especially in a situation where there are many agencies that are responsible for urban development. Therefore, there is the need to allow each agency to play it's expected roles and the staff be allow to function in their fields. This will offer them the opportunity to use their talents and skills in their area of specialization..

As we all know planning authorities are established to co-ordinate the function of participating agencies in implementing physical plans, but not to perform the function directly. Therefore, it is only N.E.P.A. or electrification board that is most qualified in providing electricity to propose

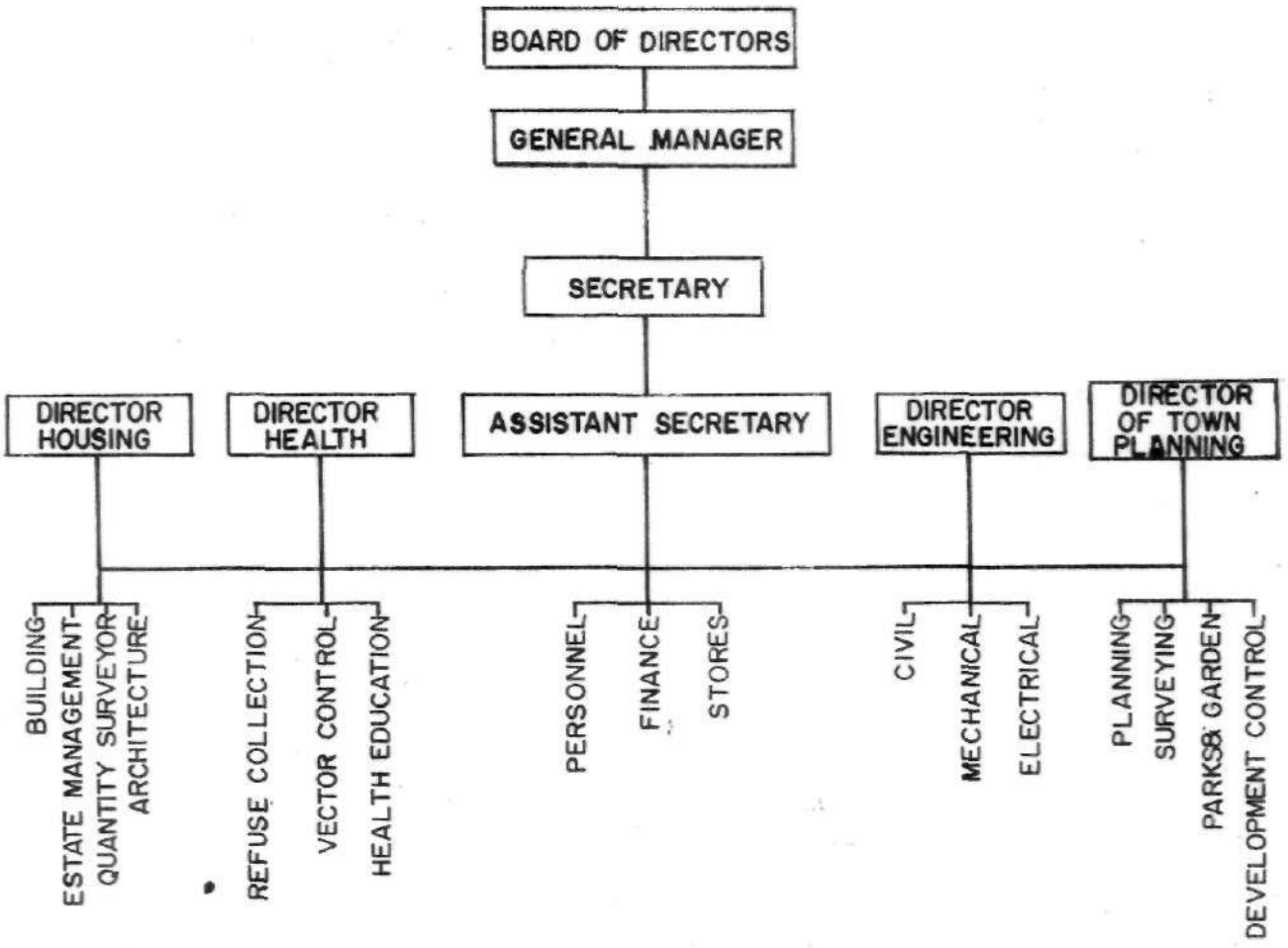
plans or layout. Also professionally it is water board that is responsible for providing water. In this regard it is the duty of the coordinating agency that will do it's best to see that funds are release on time, so that the needed facilities are provided as required by the plan.

Also it is the duty of the coordinating agency to see that administrative bottle necks are not entertain. This is to be done by convincing the Government through memos, the urgency and importance of implementing plans on time.

Prior the implementation of Yola Master Plan commence, there was no planning authority in the state. Therefore, the former Yola Metropolitan and Development Board - Y.M.U.D.B., was charged with implementing some aspects of the master plan proposals, such as street lights, drainages and housing, others are refuse collection and sanitary inspection. This led to conflicts between Ministry of Works and the Board, because, before the creation of State in 1976, the Ministry was performing similar functions.

With the establishment of the planning authority in 1986, with assigned functions helps in reducing the overlapping conflicts. In terms of Town Planning and Engineering Divisions, there was no problem. Town Planning division takes charge of development control and issuing building permits. And the Engineering does it's relevance functions. But Health and Housing Division has some conflicting functions with other agencies. For example, there is conflict between environmental protection agency and the authority in the field of refuse collection and the general sanitation of the state capital and housing division of the authority and the ministry of works, on who is responsible for maintaining the housing units in the state capital. The housing issue has taken a long time before resolving it. Now only one housing estate is under the control of the planning authority.

ADMINISTRATIVE STRUCTURE OF ADAMAWA STATE URBAN PLANNING & DEVELOPMENT AUTHORITY, YOLA



Source : Adamawa State Urban Planning Authority, Yola

FIG·10

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M. Sc. Thesis (URP) 1992/93
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There was also a conflict on road maintenance between the ministry of works and the planning authority. The samething with health or sanitary inspectors of Yola Local Government and Health Inspectors of the authority. They always do not agree on the area of jurisdiction assign to them. each team felt being relegated to the background by putting no go area in the course of discharging their duties. Actually the problems emanate from the management of the authority and that of local government. This is caused by revenue realised from defaulters.

Furthermore, many attempt have been made to solve the issues raise above, it was only last year 1994, with the establishment of environmental protection agency. Although attempt was made to merge it with the planning authority, but after due consultations and series of dialogue between the two bodies. Government felt that they should be independent but be interacting and co-operating where necessary. So now environmental sanitation is the responsibility of the protection agency but their staff, including that local government should work as a team. In terms of road and housing maintenance is yet to be resolve between the planning authority and the ministry of works.

With all the above mention problems, the urban planning authority was able to achieve a lot. They include the followings:

1. The upgrading of the following wards - Zango, Shinco, Doubeli, Demsawo and Nassarawo.
2. The construction of central drainage system in Greater Yola - Jimeta and Yola Towns.
3. Installing street light, house numbering and street naming.
4. Site and service scheme in the industrial layout to attract industrialists.
5. Development control.

In terms of upgrading of some wards carried out by the authority, the State capital through I.D.F World Bank assisted programme. Although the actual amount spent was not disclose to me, seeing the nature of the work done, millions of Naira was spent on road construction, drainages, culverts and payment of compensation to the affected persons whom their structures were demolished. Street light were installed in most of the streets in Greater Yola. On housing numbering N100.00 was charged per number. The numbering was done on plates and residents were convince on the need to number houses and naming streets for easy identification especially by the strangers.

On site and service scheme in the industrial layout and other layouts, it was aimed at attracting prospective developers to ease the cost of developing their plots. Therefore, it is always used as an incentives to plot allotees. Other areas where the measures was applied are Karewa extension. YP.7 in Yola town, Dou-Girei and Army Barracks road. - NEG 285 (YP 285).

Development control is one of the major achievement of the planning authority, because most people develop their plots with approve building plan by the authority. One reason adduce to the success of this was the stop notice issued by the development control office of the authority as a means of checking illegal structures. The development control office insist on inspecting the sites of the propose plans under any circumstance. This is done to reduce the problem of encroaching into somebody's plot, and to see that the propose plan is adhered to strictly.

4.2.2 Financial Problem

Finance is an important factor in the implementation of any physical plan. If the financial position of Government or any of the implementing agency parastatals is strong it will be able to implement it's proposed plans as scheduled. Therefore, with funds made available, skilled and unskilled manpower could be employed, salaries could be paid, equipment and vehicles could be purchased to facilitate the preparation and implementation of physical plans.

The implementation of Greater Yola master plan is faced by a lot of problems among which is in-adequate funding. The Master Plan was prepared by (Maxlock) between (1973-1976) and it was intended to cover 10 years implementation plan period (1976-1986). But at the end of the plan period some of the proposals were not implemented. In 1986 N1.5 million was voted for the preparation of master plans in the former Gongola State, but the actual commitments stood at N572,519.00 - N.I.T.P. Journal 1986 P. 135. That is over 38% of the total amount voted. Also over the same period N5.0million was allocated for the implementation of master plans in the state, but the actual commitment was N471,282.00 which is less than 10% of the plan allocation. Comparatively this indicate that more funds are made available for the preparation of plans, but not much was made available for their implementation. Therefore, we have succeeded in creating library of master plans. Hence the need to provide funds on time for the implementation of any proposed plan in order not to be caught up with inflation, which leads to abandoning of projects, like the state secretariat, sport centre, or late completion of proposed projects like the treatment plants, central drainage system, street light and host of others.

The designation of Yola as a state capital in 1976, coincided with commencement of the implementation period of Greater Yola Master plan. Therefore, Town Planning Division of the Ministry of Land and Survey was shouldered with that responsibility, then planning authority was not created. Hence planning scheme was prepared within the general frame work of the master plan. The table below shows the amount spent on water supply, housing, roads, sewerage and drainages and town and country planning.

Furthermore, on Regional Development, attention was also paid on Town and country planning such as preparation and implementation or urban master plans with emphasis on Greater Yola being the state capital, township and rural area mapping; payment of compensation for land and buildings; survey and government land and layouts; construction and improvement of township roads; procurement of survey equipment. Others are construction of bridges, parks and gardens and installation of street light.

The implementation of Greater Yola Master plan, did not commence as scheduled until late 1978 when the Yola Metropolitan and Development Board was established. As earlier mentioned, Town Planning Division of the Ministry of Land and Survey carried out some aspects of the master plan proposals. Some of the major proposals of the master plan are the state secretariat, new commercial area, provision of housing, roads and drainages new government house. Industrial Estate, Fire service station, Water supply and Electricity. Others are the new abattoir, International Hotel Yola and the shopping complex - New Market.

TABLE NO. 4 BUDGETED AMOUNT ON STATE SECRETARIAT

YEAR	AMOUNT		YEAR	AMOUNT
1976-77	3,500,000		1986	75,000,000
1977-78	2,000,000		1987	5,000,000
1978	1,415,026		188	20,000,000
1979	1,056,060		1988-92	40,000,000
1980	2,400,000		1989	10,000,000
1981	6,240,300		1990	7,000,000
1982	10,000,000		1991	2,100,000
1983	15,000,000		1991-93	20,000,000
1981-85	45,000,000			

Source: Budget Department, Ministry of Finance, Yola

In 1986, the former Gongola State Urban Planning and Development Authority was establish as an implementing and co-ordinating agency for physical development plans. Although it has 5 zonal offices across the state, but it's main focus was the state capital Yola.

Infact, one of the inferences derived from the questionnaire administered on the problems that affect the implementation of Greater Yola Master Plan, was that there is in adequate budget provision from the state government. Though the implementation of physical plan is engineered by the Government, and there is a lot of other responsibilities and functions to perform, since individuals have no financial resources and the manpower to provide the urban infrastructure. Individual can assist government in providing facilities and services either by contributing money to execute any project or by donating the money to the government using proper avenue. This gesture can help government in providing the facilities because the demand is increasing daily due to urbanization.

Also low generation of urban finance is one of the problems resulting from inadequate urban management in the third world countries. Without money there would neither be a desirable urban development nor the professionals to execute and maintain such an environment. As earlier mentioned, funds are not release on time by the Government for urban development. And urban planning authorities failed to tap the great revenue potentials of urban land for development. The funds generated form urban land such as application fees for plot allocation, change of ownership for certificate of occupancy, annual land rates, development permit fees and survey fees are sometime diverted or not remitted into government coffers. Therefore, the question of investing the generated funds is bleak. Another problem is that there is no systematic method of collecting property rates, therefore, federal government is bound to secure grants and provide financial assistance to both states and local government planning authorities, like I.D.F while state government is to provide financial aid to local planning authorities for the purpose of executing physical plans. The three tiers of government are legally bound to make an enabling legislation which will provide for adequate financial assistance to urban planning authorities. However, planning authorities must develop reliable sources of finance in order to be financially adequate, capable and independent in the implementation of physical plans.

TABLE NO. 5 SUBVENTION AND REVENUE GENERATED IN PLANNING AUTHORITY

YEAR	SUBVENTION		YEAR	SUBVENTION	REVENUE
1979	12,047,260		1987	2,036,990	1,143,220
1980	20,705,395		1988	2,119,430	894,700
1981	34,875,515		1989	2,582,700	2,077,770
1982	60,816,480		1990	2,944,500	898,200
1983	98,448,460		1991	7,077,760	969,340
1984	1,142,695		-	-	-
1985	1,150,745		-	-	-
1986	1,101,580		-	-	-

Sources: Adamawa State Urban Planning and Development Authority Yola and Budget Department Ministry of Finance Yola.

The problems of Master Plan implementation are enormous, among them are lack of adherence to physical planning proposals by the Government, overlapping of responsibility between government organization; poor organization of the implementing machinery and under utilization of the few available planners. Others are non consultation of professional physical planners in formulating state wide policies; appointment of irrelevant officers to handle planning issues and lack of continuity in implementing physical plans.

Financially, inadequate budget provision and delay in releasing funds by the government is the central problem which affect the implementation of any physical plan. This is justified by the table above on government sectoral allocation and subvention to Boards and Parastatals. For example in 1980 N13,010,000 was spent on water supply and in 1981 it dropped to N4,498,000. And in 1988 the amount drastically dropped to N2,200,000.00. All this could be attributed to either low revenue generation of water board in collecting water rate or the state at large could get the expected amount from Federal Government.

Also on road construction, in 1977-78 fiscal year N36,911,580.00 was spent and in 1988 fiscal year it dropped to N2,500,000.00. This inadequate budget provision could be seen on housing, sewerage and drainage, town and country planning and on refuse collection and disposal. Comparatively with the amount spent on the construction of the state secretariat which some blocks are yet to be completed. In 1980, N2,400,000.00 was spent and between 1981-85 N45,000,000 was spent and in 1986, about N75,000,000.00 was expanded compare to what was spent on water supply in 1988. And between 1988-92 N40,000,000.00 was spent again on the construction of the State Secretariat.

Furthermore, looking at the subvention to Adamawa State Urban planning and development authority established in 1987. By 1989 only N12,047,260.00 was allocated to the authority. And by 1983 N93,448,460 was allocated to the authority. And by 1986 only N1,101,580.00 was allocated to the authority, that was to co-ordinate and oversee the implementation of the Greater Yola Master Plan and other major urban centres in the state like Mubi, Numan, Gombi, Ganye and Mayo-Belwa. And by 1990 the budget provision increased to N7,077,760.00

On revenue generation, the authority has not done much to sustain it's function. For example, in 1987 when N2,036,990.00 was allocated to it, the authority generated almost half of the subvention that is N1,143,220.00 and in 1989 it generated N2,077,770 and by 1991 the revenue generation drastically dropped to N969,340.00. This could be attributed to economic situation which forced people to stop developing their plots, so application of development permit has dropped.

Also huge amount was spent during the second republic on Yola Brewery which is yet to be completed. The money spent could have been use in establishing schools, hospitals, housing, roads and other services. Also between 1981-85 N2,500,000.00 was spent on the construction of New Yola Abattoir, in 1991-92 N10,000,000 was spent and between 1991-93 about N22,000,000 was spent. In 1991 along N13,000,000 was spent.

Infact, there are many indicators that support the opinion of inadequate budget provision is one of the major constraints affecting the implementation of Greater Yola Master Plan. For example, between 1979-1983 the urban planning authority budgeted N300,000,000 but was allocated N226,983,110 which shows a deficit of N73,106,890.00. And between 1984-86 the authority budgeted N10,000,000 but it was only able to secure N3,395,020.00 which confirm the inadequate budget

provision. This might not be unconnected with the present economic predicament of the country.

However, in 1987 the state government increase it's allocation to the authority to N2,036,990.00 and with that amount, it was able to generate revenue amounting to N1,143,220.00 almost half of the amount allocated to it. As against the 1986 budget allocation of N1,101,580.00. Table explains more:

TABLE NO. 6 AMOUNT REQUIRED, ALLOCATED AND DEFICIT

YEAR	AMOUNT REQUIRED	AMOUNT ALLOCATED	DEFICIT
1979-83	300,000,000.00	226,893,110.00	73,106,890
1984-86	10,000,000.00	3,395,020.00	6,604,980
1987-91	20,000,000.00	14,724,390.00	5,275,610
TOTAL	330,000,000.00	245,012,520.00	84,987,480

In conclusion there is need for adequate budget provision to the authority to enable it function as expected and generate more revenue to complement the amount allocated to it by the government for it's daily activities. Because the amount realized from development control, house numbering, bill boards and sign boards fees, is too meagre for the smooth running of the authority. For example, the authority could not provide facilities and upgrading of the dilapidated areas like Zango, Rumde, and Doubeli wards, until when the Infrastructural Development project Fund - I.D.F loan was secured. This helps greatly in tarring most of the roads in wards like Nassarawo and Demsawo. The construction of the central drainage system within Great Yola and improving the quality of water supply by constructing two water treatment plants one for Jimeta and the other for Yola separately and the laying of new pipes in addition to the former one's.

4.2.3 Legal Problem

Infact, one of the reasons for the failure of the planning authorities to discharge their duties is the absence of the legal force, since town and country planning, like other sectors is treated as a residential matter in the Nigeria constitution, it has not been given any prominence. Also the laws was based on the United Kingdom's Town and country planning act of 1932 which has since been revised many times.

But here in Nigeria, it was the basis of laws governing Urban and Regional Planning, while it is outdated in Britain. A review of the legal framework for planning in Nigeria shows that there was adequate legal provision for plan implementation. The only problem is that people don't comply to planning bye-laws and standards, which seriously affect planning in general. This was attributed to lack of knowledge and the existence of the planning laws and standards.

With the lack of revision of the planning law, to reflect the changing situation, the problem could be attributed to lack of proper interpretation of the law. It's application and organizational structure of the planning agencies. Some planning authorities in Nigeria were set up or established to function as implementing agencies of the various master plans and other planning schemes.

However, with the signing of the Nigerian Urban and Regional Planning law Decree No. 88 of 1992, planning activities in the country have absolute legal backing of all the planning aspects. The new law left no stone unturn, because it covers all that is expected to practice in planning profession have been treated and given legal backing. Some of the components of the new

law include, the establishment of the planning authority, it's composition of those to be appointed as Board members. Also the law treated development control and enforcement of the law, acquisition and compensation of land, improvement areas, rehabilitation, renewal, upgrading and appointment of planning tribunal. Therefore, the new planning law has given adequate provisions and legal backing to professional planners to practice the profession without interference.

4.2.4 System of Plot Allocation

In physical planning plot allocation is very important to prospective developers. "Land is an indispensable factor in all modes of production, more especially in provision of shelter, where it is capable of assuming many roles and values whether viewed in terms of site and service scheme, building materials, it's availability, it's physical location in relation to other landuses, accessibility in terms of method of transfer and it's cost. Therefore, there is the need to simplify the system of plot allocation, to enable all citizen acquire plot for development. Therefore, any action taken by either Government, individuals or interest groups which impedes land ownership or succession to this principal commodity would have considerable effect on shelter provision.

The 1978 landuse Decree - L.U.D. in Adamawa State, Yola in particular, has worked in favour of the riches high income and middle income working class leaving the low income, self employed and the poor worst than they were, because accessibility to land is very difficult. This have reduce their contribution to housing provision, which if it was easy more people would have built their personal houses.

Furthermore, the operation and requirements of the 1978 landuse Decree, has made land acquisition very difficult. This is due to protracted and complicated procedures, which only those who have the capital to with stand the process and the system. For example, an applicant for a plot of land is required to fill a form normally obtained from the Lands Department of Ministry of Works, Land Survey. Applicants are requested to attached Tax clearance certificate, one is also expected to state the purpose for which the land is intended for, source of financing the propose development. The completed forms are then pass to land use and allocation committee which meets twice a year in a normal situation. But sometimes it hardly meet once.

Upon approval by the Land use Allocation Committee, the Department of Lands offered the applicant letter of grant, which he signs and return, for subsequent preparation of bills to be settled before certificate of occupancy is issued. This process takes not less than six (6) months in a normal situation, because commissioner in charge of the ministry has to sign as a seal. This process discourage prospective developers from applying for plots and deny the poor, access to land which also affect the implementation of any propose development plan, especially in housing provision and industrial development. Because the operators of public land delivery system made it to be difficult intentionally.

Furthermore, there is the need to improve the system of plot allocation, so that the longer time taken before issuing plots to people would not be more than six months. Considering the economic situation of the country where the value of Naira is almost daily depreciating. What you can purchase with N1,000.00, N10,000.00 cannot do it for you. Therefore, there is absolute need to improve the system, so that plot could be obtain within short time. This process makes workers to be congested in any available dwelling house.

4.2.5 Approval of Building Plan:

Approval of building plan is one of the major problems affecting the implementation of Greater Yola Master Plan. For instance people start preparing for house construction when they have been allocated plot, so that by the time their application for development permit is approve they are almost through with their preparation. However, not many people have the resources to construct houses or dwelling unit to meet the housing standards required by the Government without obtaining loan from financial institutions. Hence it is difficult to control the construction of sub-standard housing, because of the time taken before getting the approval, but the major problem is that they cannot meet the required standards. Therefore, development permit is not necessary to them.

However, no financial institution can give loan to applicant before certificate of occupancy is produced. On the other hand, to obtain a certificate of occupancy, one has to pay various stipulated fees, which currently stood between N3,000.00 - N7,000.00 having paid this amount, whenever, you want to develop your plot, you have to go to similar process. Therefore, to secure the approval of a building plan or development permit is very difficult to a poor man due to the bureaucratic process involved and the protocols. For example, the plan approval of a building package requirement include the followings:

1. Submission of 5 copies of floor, elevation and section, each cost N50.00 to be printed.

2. Structural details of any reinforced concrete work which also cost at least N2,000.00. The amount is subject to negotiation.

3. Site plan showing proposed and existing structures in the site, proposed access road, drainage and the location of the septic tank and soakaway pits.

4. An approval fee of N15.00 per room or tenement buildings, N135.00 per bungalow in high density area, N150.00 in medium density and N250.00 in low density areas. The building plans requirements is part of the stipulated convenants of the title granted to owners of certificates. A process described by Okpala as cumbersome and time consuming - Okpala, 1982. Furthermore,, until recently in Yola, plan takes between 4-7 months before given approval.

The delays are caused by three factors viz:

1. Technically the need to meet the high standards required by the law, land use zoning restrictions and the mobility of the officers to visit sites on time, to produce site inspection report.

2. There is human element where officers delay plans to obtain gratification for a job they were employed for.

3. There are administrative mechanism options where plans have to pass a mase of hierarchy in the bureaucracy. Delays caused in obtaining the land and approval significantly reduce the rate of development especially in housing and industrial development. For the poor people, their land needs is elementary and minimal. Even an attempt to secure an application form is elusive to most members of the public.

Also the procedures have been made intentionally complicated, which means the sum total effect of this is as production of usable and 'affordable' legal land falls further behind, the demand for plot increase, land prices increases

and illegal land continue to flourish. As the less privileged are phased out of the formal channel of land markets, they have to break the law to obtain land for housing themselves. A study of the residential areas in Greater Yola support that the institutional arrangement for equitable distribution of land has only perpetuated discriminatory practice. The low income group which constitute over 85% of the entire population occupy more than 33% of the total residential land while the remaining 66% is occupied by the remaining 15% which constitutes the high and middle income group - Ministry of Works, Land and Survey.

4.2.6 Land Speculation

In Greater Yola, it is the general practice for those who manage to secure plots for considerable value from the Government, easily make fortune over night by not developing the plots as they should, but resale the plots in the open market to gain as much as N20,000 - N100,000.00 depending on the location of the plots and it's nearness to facilities and services. More especially in the low density areas, plot cost between N100,000 - N250,000.00.

However, if the allocation fee had been made at something near to the market price for those who can afford it, some of this profit would automatically have become part of the urban finance - Government revenue. Because of this practice, there are a lot of undeveloped plots in almost all the developed government layout areas. They include Dou-Girei - Commissioners quarters, Army Barrack road, Karewa extension G.R.A., YP.7 in Yola town and other pockets of traditional plots of family plots in low density areas. Revocation measures should be taken for those who practice the acts.

4.2.7 Lack of Public Participation

Lack of public participation in the planning process has adverse effect on the implementation of any physical plan. The Greater Yola master plan was prepared as a development plan aimed at guiding growth and development of a developing town as a state capital. Hence those whom the plan was meant for, were not fully involved, during the plan formulation and preparation.

"Many developers tend to regard planning policy without real under standing as merely a barrier to be cleared and overcome, many planners see the land development as a major threat to the successfully applied principles."[13]

In plan preparation, it is very essential to involve those directly concerned, at the initial stage of the planning process. This is to inspired the people to feel that the project is for them, therefore, they have to participate in executing and maintaining the propose project. If people are made to understand that, what the Government is doing, is for their betterment therefore, there is need for them to participate.

The problem of public participation is caused due to communication gap that exist between the community and the professional planners in the planning agencies, contact is made only where there are problems or when an unpopular plan proposals are challenged. There is no forum or means of communication between the public and the professionals, unless something went wrong. This leads to unco-operative attitude from the community towards plan implementation a typical example, is that of Yola Brewery which could not be completed after spending huge amount, this is because during the plan preparation, formulation and implementation public opinion

[13] Phal, R.E. Whose city: And further Eassy on Urban Society. London 1915 p. 40

was not sought for, to hear the views of the society. Hence people show their displeasure over the project, therefore, the influential people could not assist in importing the machines of the Brewery.

Another example is the two markets and motor parks which could not be completed at the outskirts of Yola along Numan and Mubi roads, after spending millions of Naira. The markets are very far from the town, so when the general public expressed their views on the insecurity of their goods when the projects are completed, the projects could not be completed for lack of fund on realizing their lack of viability.

Another example is that of Ketu a suburb of Lagos, where an area of 2,920 hectares of land was acquired for development by the Lagos State Government without adequate consultation. On knowing this the people took law into their hands and prepare a local layout and sold the plots to developers, because they know government compensation would be lower than what they intend to sell or dispose. This shows that people co-operate more in a decisions which they have been involved rather than those imposed on them.

Furthermore, public participation is very important in public activity. Therefore, there is need for public enlightenment through the media houses like Radio, Television and Newspaper and public lectures about the intended plans. The community concerned should be consulted directly about the plan by the Government through community leaders. Also the well to do can supplement Government effort in providing facilities and services in the community such as water, light, schools clinics, roads and drainages. The community can also supplement Government effort through self help project or community at large.

4.2.8 Lack of Professional Staff

In Nigeria, it is unfortunate that most of the planning agencies lack qualified professionals such as Town Planners, Architects and Engineers to handle the enormous tasks confronting them. This makes the available professionals to be over loaded or be responsible for two or more planning areas. Where this occurs, the officer is handicapped because he cannot ensure effective undertaking and supervision of development control in his area of jurisdiction. (For example, in a situation like greater Yola which comprises two settlement township which are also zoned. Therefore, there is need for more staff).

In Adamawa State, Government has never provided adequate funds to employ enough professional planners for both Ministry of Lands and Survey and the Urban Planning Authority. At present there are only 8 professionally trained and 1 sub-professional planners in the Ministry of Lands and Survey -out of which some were posted to Head the Zonal Planning offices of the Ministry. Similarly in the planning authority, there are only 3 qualified professional planners. This forces the authority to appoint Technical or Health Officers to head the five zonal offices. Worst of all there is no Architect in the planning authority to be processing and supervising the architectural work. Also in the Town Planning Division of the Ministry of Lands and Survey, those posted to Head the Zonal offices are either H.N.D. or O.N.D. holders and sometimes certificate holders.

Furthermore, some of the Technical staff have only 0'level G.C.E. and certificate holders and majority of them were internally trained in the ministry. Such technical staff know nothing about the professional ethics or planning code of conduct, hence they involve in all forms of

malpractice of the planning profession. These clibre of staff delay in processing the approval of building and site plans of potential developers looking for gratification. These malpractice led to proliferation of sub-standard buildings which have no structural designs. Therefore, the buildings are not safe for living, no provision for proper cross ventilation and parking space. The qualified planners are not given the opportunity to exercise their talents due to Government interference, hence they prefer to opt out of the state Government services to federal or Private companies.

Generally there are 20 technicians to cover the vast state of Adamawa, this include the Zonal Planning offices of the Ministry of Lands and Survey and the Urban Planning Authority. The zonal offices are to be headed by a person not below the rank of Town Planning Officer I and II. And Planning Institutions do not admit more staff from the ministry and the urban planning authority to read planning due to admission policy of quarter system, this affect the demand of more personal in the field of planning.

"For example, in Lagos there are three offices under the building plan section in Ilupeju, Ajegunle and Lagos Island. Ilupeju office which receives the highest number of building plans, had two planning officers for approving plans, while the other offices had one officer each."[14] One of the two officers at Ilupeju was also responsible for approving building plans at Ikorodu and Ekpe, a distance of more than 50 kilometres away from Lagos. Also the officer is incharge of the Ajegunle office, was also the one incharge of Badagry town which is 60km away. Therefore, the effect of staffing situation and shortage and the nature of development, ultimately renders development control administration and plan implementation in effective.

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[14] Ogundele Olumade: Factors responsible for the ineffective development control: case study of Lagos M.Sc. Thesis 1978, A.B.U. Zaria.

Going by the Professor Dix's report to Ahmadu Bello University in 1972 on Demand and Supply of Planners in Nigeria, using 25,000 people to 1 Planner in urban areas and 250,000 people to 1 Planner in rural areas. Therefore, going by that criteria, the following number of planners are needed in Greater Yola.

TABLE NO. 7 GREATER YOLA POPULATION PLANNER RATIO

YEAR	POPULATION	NO. OF PLANNER
1985	94,580	4
1990	132,655	5
1993	153,865	6
1994	194,170	8

4.2.9 Roles of Agencies in Physical Development in Greater Yola

The physical development of Adamawa State in general and Greater Yola in particular, has been the responsibility of many agencies. Infact there are about 16 agencies that assist in physical planning and development. Their roles and functions contribute to the implementation of Greater Yola Master Plan immensely. Therefore, their contribution will be discuss briefly in an elaborate way for comprehension. This is due to great importance attached to their functions to the community.

A. Adamawa State urban planning and development authority:

- To administer, execute and enforce the provisions of the town and country planning law within the areas for which the authority has been appointed the planning authority.
- To foster development of the state through exercising it's powers and functions.
- To carryout the functions and duties in Yola and other areas declared as urban areas in the state.

B. *Ministry of Finance and Economic Planning:*

- Allocation of fund for the execution of projects and proposals of the planning agency.

C. *Ministry of Commerce and industry:*

- Provision of industrial and commercial facilities and service in the layouts prepared.

D. *Ministry of Education:*

- Establishment of primary, secondary and tertiary institutions both public and private and supervising their day to day activities through inspectors and head of schools.

E. *Ministry of Social Development, Youth, Sports and culture:*

- Catering for children's home's remand homes, blind workshops and provision of sporting facilities and equipment including stadia, playground and parks and preservation of cultural and historical buildings.

F. *Ministry of Works and Transport:*

- Designing, construction and maintenance of all government projects like township roads, drainages, housing and office accommodation.

G. *Ministry of Lands and Survey:*

- Preparation of layouts, plot allocation, issuance of certificate of occupancy and change of ownership of the certificate.

H. *Water Board:*

- Provision of urban water supply to meet the requirements of the general public including trade, industries and agricultural purposes. Also to comply with the master plan provision of water supply and carryout maintenance of water treatment plants.

I. *National Electric Power Authority:*

- Supply of electricity for the consumption of the general public in urban areas and some villages near the sub-station. It also prepare plans for power distribution and layout of under ground and over head electric poles and cables.

J. *Nigerian Telecommunication Limited:*

- Provision of Telex and telephone services in urban areas and preparation of schemes for telephone services, provision of public telephone booths and laying of telephone cables.

K. *Federal Ministry of Works and Housing:*

- Construction of all federal housing estates offices and other related buildings.

- Provision and maintenance of facilities and services in the estates such as water, electricity, roads and drainages.

- Construction and maintenance of Federal roads in the state.

L. *Environmental Protection Agency:*

- Enforcement of environmental edicts, control of erosion, flood, refuse collection and disposal.

M. *Ministry of Information*

- Dissemination of information to the general public through media houses like the state radio, television and newspaper. It also promote public participation and preservation of historical monuments through public enlightenment.

N. *Ministry for Local Government:*

- It co-ordinates the activities of all local government councils in the state to monitor the execution of capital projects. During the civilian administration it is under the office of the Deputy Governor.

O. *Ministry of Agriculture and Water Resources:*

- Promotion of Agricultural development like forestry, fisheries, grazing lands, fertilizer distribution and tractor hiring.

P. *Health Services Management Board:*

- Implementation of Health policies like primary Health care, O.R.T-E.P.I. programmes and management of hospitals and clinics.

Q. *Yola Local Government Council:*

- The Local Government councils as the third tier of government in Nigeria, carryout some planning and development functions. The services rendered by the council are:

- Provision of rural roads and construction of maternity clinics.

- Provision and establishment of primary schools and adult education classes with the necessary materials.

- Provision of sanitary services like the spraying of gutters and clearing of drainages.

R. *Infrastructural Development Fund Project - I.D.F.:*

- Assisting the provision of water supply, road construction and upgrading of death areas in urban centres.

S. *Commercial Banks and Financial Institutions:*

Assist by lending money to execute capital projects at both state and local government levels.

T. *Individuals also helps in providing facilities to the community*

As their own contribution toward its development. This include schools, hospitals and clinics, roads and drainages, generator for electricity, boreholes and wells for watering and donation of educational and hospital equipments.

CHAPTER V

5.0 RECOMMENDATION AND CONCLUSION

Formulation and preparation of physical plans, is not what matters, but the translation of the plans into reality 'Implementation' is the most important aspect of planning.

Implementation of Physical Plans always succeed when there are financial and human resources available. And when funds are made available, other variables are also needed to complement the implementation of physical plans. Some of these variables include good administrative framework, qualified personnel, equipments and machines, etc.

5.1 RECOMMENDATION

In writing something of this nature, like this thesis, it is pertinent to make some proposal for future implementation.

As we all know funds or financial capability is the main stay or back bone of physical development or any project set to be implemented. Below are some of the sources of funding the implementation of physical development programmes.

1. Physical plans could be financed by obtaining loan from international financial institutions, such as International Bank for Reconstruction and Development - I.B.R.D. now known as World Bank; International Monetary Fund, I.M.F., World Health Organization - W.H.O., United Nation Educational, Scientific and Cultural Organization - UNESCO, Infrastructural Development Fund Project - I.D.F. Others are private international financial organizations like Paris Club, London Club e.t.c. These organizations specialized in different aspects like road construction, water supply, electricity supply, housing and health facilities and other services

which are needed for improving the standard of living of the people. Other organizations specializes in promoting education and cultural development.

For example, in the former Gongola State now Adamawa and Taraba States, five towns were selected when the I.D.F. loan was secured amounting to N120,000,000.00 for improving water supply and road construction. Hence the construction of two water treatment plant for Jimeta and Yola respectively. And one each in the remaining towns of Mubi, Numan, Jalingo and Wukari. In Yola the loan was also used in upgrading some dilapidated areas like Rumde and Dou Beli wards, where the maitatsine supporters operated as their base in the 1984 disturbances. Zango ward was also upgraded and the construction of the central drainage system in Greater Yola. These loans when obtain there is monitoring office in the Federal Ministry of work which serve as guarantor in collecting and the repayment of the loans by the beneficiaries.. They are to see that the agreement entered into are followed strictly.

Furthermore, there are internal sources of funding physical plans which could be used in the country. These include loan from Central Bank of Nigeria - C.B.N. for implementing any project depending on the terms of agreement for repaying and collecting the loan; Federal Mortgage Bank specialized in Housing Development, Merchant Banks - These Banks give loan for infrastructural development and provision of facilities to the deserving towns and areas.

Therefore, whenever, such loans are secured, they should be used for the purpose it was obtained for. Any diversion of the fund or loan means increasing or worsening the situation aimed at improving. And in a situation

where the loan is not obtained, local sources of revenue generation should be used to finance any proposed plans.

2. "Revenue mobilization sources for urban development should be improved to reduce dependence on Federal allocation from the Government. Therefore, there is the need to create more sources or revenue generation, this could be through betterment charges, property tax, rent on land, survey fees, registration fees for plot allocation, rates from parks, motor parks and markets."[15] This is necessary because the success of any physical plans depend on the availability of financial resources. Therefore, internal sources should be exploited properly as an alternatives to foreign loans should any thing happen.

3. Accessibility and connectivity is a very important aspect in road network development. Therefore, in Greater Yola access roads should be constructed to link up the major artery of movement within Greater Yola. Also there is the need to construct two major roads from Yola town to Jimeta through Sanda ward or Lamido Sanda ward which should pass through the 80 units housing estate and the other one from Damare ward should pass through the commissioners quarters - Dou-Girei. The road passing through the commissioners - Joining Abdullahi Bashir road was the path used by the British forces to capture Yola in (1901). Hence the old christian burial ground was located there, because the place was used by the British forces to buried their casualties. Therefore, there is the need to preserve and maintain all the earth dams and fish pond when constructing the roads in the Green Belt.

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[15] Vagale, L.R: Implementation of Master Plan and Urban Development Schemes, problems of financing and equity: 9th N.I.T.P. conference Kaduna 26-28 October, 1978, p. 12.

4. Land speculation should be discourage through the revocation of certificate of occupancy on undeveloped plots allocated after two years. In reallocating the revoked plots, plots should only go to developers who are ready to develop the plots within 6 months or 8 months after acquiring development permit. If revocation policy is adhered to land speculation would be a thing of the past.

5. Public enlightenment unit should be establish in the Adamawa State Urban Planning Authority and the proposed local planning authorities, to educate the general public on the need for development control in physical planning, the need for sticking to building standards, recovery of user charges and betterment fees. Excessively high building standards and unwisely system which caused and imposed costly delays in obtaining building permits, often makes builders or developers to bye-pass the official procedures and construct dwellings that are substandard and do not conform with the official regulation. Therefore, this enlightenment unit will help in checking and reducing illegal structures.

6. Periodic meetings should be held for all the participating agencies in implementing any physical plans. This will keep them abreast with the problems affecting the plan and find immediate solutions to the identified problems.

7.. The interference with the activities of the Urban Planning Authority, by the claimed mother ministry syndrome - Ministry of Works, Land and Survey should be stopped. This will allow the authority to function as it should within it's areas of Jurisdiction. Good example should be shown by the Government, by not interfering or using executive powers against planning standard, to protect an interest. Issues like infil development, Land speculation and plot revocation should be equally treated without discrimination against anyone.

8. There is the need for the Urban Planning Authority, Ministry of Works, Land and Survey to liase with the Federal University of Technology Yola on the training of their staff both technical and professionals like Planners, Surveyors, Engineers etc. to complement the efforts of sister Universities in producing more manpower. This will help in checking the problem of unqualified personnel in handling planning activities in the state.

9. Also Government should always specify powers and functions of any agency and it's areas of jurisdiction, in order to avoid interpersonal and intrapersonal conflicts among the professionals and the agencies. This could be between the planning authority and the Ministry of Works on maintenance of some roads in the state capital. Always the ministry claims that it is their duty, the samething with the planning authority. Therefore, they end up sharing the work unofficially, this affect the quality of the work to be done. But in a situation where the areas of jurisdiction is specified, it will create good working relationship, co-ordination and co-operation among the agencies involved in the implementation of any physical plan.

10. Site and service schemes should be adopted as a planning principle in preparing new layout, this will encourage development on the newly prepared layouts, also it will reduce cost of construction to development. Therefore, it will serve as an incentive to developers.

11. The system of plot allocation and approval of building plans should be improved to hasten development. This is to be done by employing more staff both technical and professionals to speed up processing site inspection report to quicken the approval. This will encourage the private developers to participate more in implementing physical plans whenever, they are invited.

12. There is the need for the state government to introduce some changes in it's housing policy by adopting the New National housing of Nigeria. Housing loan scheme and the low cost housing scheme as currently practiced by the government is likely to benefit only the senior civil servants, thereby, bye passing the poorest group - Low income group. Therefore, government policy on shelter should be shifted from emphasis on direct construction of houses to land delivery system to members of the public at affordable and reasonable amount.

13. Due to the difficulties being experienced in acquiring urban land for development projects in the state, two methods should be used: The first method, is the principle of bulk acquisition currently being used by the Government. This is a system why by land in urban areas, especially in centres of undeveloped periphery of the growing city, is normally identified and acquired in mass by the public authority at the agricultural price. This method allows proper planning and co-ordinated growth of urban centres. It also ensures easy execution of Government development policies and allow increase in land value as a result of services provided to be recovered by the Government for the general benefit of the society. The second method is the normal housing loan given by some financial institutions such as federal Mortgage Bank and the new housing loan programme - tagged Jakande housing scheme. State Government should support individuals to benefit from the programme as guarantor and contributor to each beneficiary.

Furthermore, there are many proposals made in the master plan, including public housing delivery system. But the plan did not give due consideration to low income group, because the housing loan schemes are likely to benefit only the senior civil servants, thereby bye passing the poorest group,

therefore, government reliance on financial institutions is unjustified. In Yola, the cost of land acquisition and service provision can be recovered through an efficient regulation allocation system, while the poor income group should be subsidised. The serviced land should be distributed in the ratio of 50% for low incoming group, 30% for medium income group and 20% for high income group. If the above sharing is done, it is hoped that things will improve drastically and positive alternatives would be attained.

14. Finally, government should always be committed to the implementation of development progammes for the benefit of the general public. It is always through government committment desired programmes could be achieve. Also private individuals should assists the government in providing facilities and services when it comes to implementation of any physical plan.

5.2 CONCLUSION

A lot of Planners seems to confuse a draft plan with planning. A draft plan is a written document or proposals aimed to guide planning which is a process. Too much emphasis is made on the preparation of master plan without due consideration for other aspects of the planning process e.g. source of financing the implementation of the proposed plan.

The nature of urban planning needed for the cities in the developing countries such as Nigeria which is experiencing rapid rate of urbanization differs significantly from the planning practiced in the developed countries. Conventional regulatory techniques are necessary for the control of development, but they usually deals with the symptoms rather than the causes of urban problems. Therefore, emphasis should be on the creating of the development machinery and planning institutions whereby a full control

and positive encouragement of the development process can be exercised. Also there is the need to have a clear definition of the roles of each planning agencies and their relationship to one another is essential for cordial existence.

Implementation is a very complex and important aspect of physical planning, because it covers different activities by different agencies, therefore, it's successful implementation can not be assured at the early stage. This therefore, exposes the idea that, it is only the content and type of plan to be implemented that determined the set of problems to be encountered.

The success of any plan depends on it's translation into reality, the political backing it gains from the policy makers, financial resources available, the implementation policies - planning standards, good administrative frame work and the personnel's to supervise and execute urban development plans. It is therefore, imperative to focus more attention on implementation in the planning process without which planning is not complete. A plan which is not implemented is like a model without life which cannot solve the problems of the society. It is just a document in the archives. The validity of a plan depends on it's implementality, flexibility to adapt to changing situations and the preservation of the cultural heritage of the people.

Finally, phasing of physical programmes is a very important aspect in implementation of any physical project. For any project to succeed there is the need to phase and programme the propose project to achieve the expected goals of propose plan.

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