THE PROBLEMS AND PROSPECTS OP PHYSICAL PLAN IMPLEMENTATION IN BAUCHI STATE:

A CASE STUDY OF BAUCHI MASTERPLAN

BY

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B.SC. (HONS.) GEORGRAPHY

A Thesis submitted to the Post Graduate School, Ahmadu Bello University, Zaria in partial fulfilment of the requirements for the award of a Master of Science Degree in Urban and Regional Planning.

October, 1990

DECLARATION

I hereby declare that this thesis has been composed by myself and that it is the outcome 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 references.

Abubakar, Shehu Saddique Date: October, 1990

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CERTIFICATION

This thesis entitled "The Problems and Prospects of Physical Plan Implementation in Bauchi State: A case Study of Bauchi Masterplan." by Abubakar, Shehu Saddique meets the regulations governing the award of the degree of Master of Science, Urban and Regional Planning of Ahmadu Bello University, and is approved for its contribution to knowledge and literary presentation.

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DEDICATION

This thesis is dedicated to my beloved mother,

Late Hajiya Laraba Abubakar,

who has instilled the spirit of hardwork and discipline in me. She has made my life more meaningful.

May her soul Rest in Perfect Peace - Amen.

ACKNOWLEDGEMENT

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ABSTRACT

Physical Planning is concerned with the spatial arrangement of landuses with the purpose of creating a healthy and efficient environment for living, working, recreating and circulation. And to achieve this, the environment must be capable of meeting the demands arising from changes within it. Also, it must be able to complement the magnitude of these changes.

In the past few decades, Nigerian cities have experienced unprecedented growth and development that perhaps was due to Economic growth and consequent urbanisation. The associated characteristics of these changes are also indicators of environmental degradation such as disorderly development, slum, squatter development, gross inadequacies in the supply of water, electricity and other facilities and services. Hence the cities have failed to keep the pace of their growth with the massive urbanisation.

In an attempt to restore order in the urban centres in Bauchi State, the use of plan documents such as masterplans, layout plans etc. was adopted and single Planning Authority established to implement these plans. This is with the view to creating an orderly and efficient urban environment for working, living and recreating. However, the existing situations do not conform with the provisions of the plan.

The Bauchi masterplan has failed to achieve it goals and objectives because of the forces working against it. The problems identified include; legal, shortage of professional staff, lack of

public participation, finance, coordination and cooperation. Others are political and administrative interference in the execution of planning functions.

The crucial issue raised was that of lack of funds to effectively finance the implementation of plans. However, there are some sources of funds that are yet to be explored. More funds could be raised by improving both the existing sources and creating new means. By encouraging community development programmes, planners can organise their plan proposals and assign responsibilities to various organisation.

Recommendations and suggestions nude at various stages of implementation process are made with a view to tackle the identified problems, More fundamentally are the review of the existing Law and the reorganisation of the administrative framework for planning for more effective implementation. All these can best be utilized when planners employ various strategies to influence policy maker to get the government support.

It is hoped that when this recommendations and suggestions are being considered the desired liveable, planned and well articulated Urban Environment would be achieved.

Abubakar, S.S.

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ABBREVIATIONS

1.	BSUPDB	-	Bauchi State Urban Planning and Development Board.
2.	NNTCPL	-	Northern Nigeria Town and Country Planning Law.
3.	NEPA	-	National Electric Power Authority.
4.	BSWB	-	Bauchi State Water Board.
5.	NITEL	-	Nigeria Telecommunication Limited.
6.	BSDB	-	Bauchi State Development Board.

DEFINATION OF TERMS

The term 'implementation' in this work simply means the translation of a plan into physical form with a continuous monitoring and control of development to keep the plan in line with the aim and objectives as prescribed by it.

CHAPTER ONE

INTRODUCTION

1.10 RESEARCH PROBLEM AND JUSTIFICATION OF STUDY

Physical planning has been regarded as an important and necessary activity in guiding the growth and development of Urban Centres. This is in order to create a healthy and efficient environment for living, working and leisure. Hence, it is concerned with the harmonisation of Economic and social development proposals over space.

The birth of a planned development approach in the third world countries, Nigeria inclusive, was as a result of the negative effect of Urbanisation. The approach involves the use of planning strategies and standards which are incorporated in a plan documents such as masterplan, layout plan, etc. This is aimed at solving physical planning problem in the Urban Centres.

In Nigeria, the use of these plans dates back to 1904 when the "Cantonment Proclaimation" was enacted by the British Colonial administration. This was to check the high rate of population growth and to ensure the health of the British people in the cities like Kaduna, Enugu, Jos, Port Harcourt, etc. that live there. This guidelines were drawn for the layouts, sanitation and administration of government stations district from other settlements (Obiola, 1982, p. 8).

In 1917, 'The Town Improvement Ordinace that was enacted to control development and sanitation in Lagos was changed to 'Township Ordinance' with a wider scope to cover the whole country. This has introduced broad principle of municipal responsibilities and planning.

Later in 1928, the Lagos 'Town Planning Ordinace' was enacted; which led to the creation of the Lagos State Executive Development Board, whose function was to undertake a comprehensive landuse planning and control development in Lagos. The 1928 Act was modified in 1946 to form the Town and Country Planning Ordinance. This act was later adopted by all the former regions in Nigeria and subsequently by States. The ordinance introduce the guidelines for the planning and development by establishing planning Authorities.

Several Planning Authorities were established especially after independence, such as the Bendel State Property Development Corporation; Kaduna Capital Development Board in 1971, Kano metropolitan Planning and Development Board in 1969. The physical planning efforts became more pronounced after independence, especially in 1975, when the Federal Government made it a policy that physical plans (masterplans) be prepared for all the Urban centres in the country. This has led to the establishment of more Planning Authorities in the country (including the Bauchi State Development Authority) with the aim at solving physical problems in the Urban Centres.

In Bauchi State masterplans were prepared for some of the designated urban centres viz: Bauchi, Gombe, Azare, Misau, Jama'are, Ningi and Kumo with a view to guiding and controlling physical development of these areas. But, from the existing situation they do not seem to achieve their desired goals and objectives. Hence, the Urban Centres are characterised by numerous physical problems such as haphazard developments, inaccessibility, lack of drainage and waste disposal system, congestion and slump generation, which the planned document intended to solve.

The issue of implementation of a physical plan document, especially on how best to implement a plan has been of great concern to all planners. Again, the subject matter had raised alot of questions as to whether the plans are really meant to be implemented; the control a planner has to get his plans implemented, etc.

These questions led to the contention that certain degree of failure to implement plans is inevitable but should be kept to a minimum. While other planners have become sceptical and even cynical to the extent of believing that plans were never meant to be implemented, but serve as tools for astute politician to satisfy their electorate and stay permanently in office (Hai, 1981, p. 8).

Despite the establishment of the planning authorities that are charged with the responsibilities of preparation and implementation of a plan, yet the existing development seem to go beyond control.



LEGEND

INTERNATIONAL BOUNDARY

STATE BOUNDARY

F.C.T FEDERAL CAPITAL TERRITORY

STATE CAPITAL

STUDY AREA

FIGURE 1.4

LOCATION OF THE STUDY AREA

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THESIS

In view of the existing situations as evidenced by the physical problems such as slum, traffic congestion, disorderly developments etc, in the urban centres, coupled with the establishment of the Planning Authority to implement plans. It is worth to undertake a research on the problems of implementation of the plan document in order to identify the problems and suggest appropriate recommendations.

Implementation studies have been at general level revealing some common problems such as political, administrative, social, economic and legal. But to be able to identify the problems of implementation, the first task is to identify what implementing a programme involves. This is done by re-examination of the implementation process with a view to give appropriate suggestions for effective implementation.

1.20 AIM AND OBJECTIVES

1.2.1 Aim:

The aim of the study is to examine the process and problems of physical plan implementation in Bauchi State with a view to making appropriate proposals for effective implementation.

1.2.2 Objectives:

1. To discuss the concept and process of implementing physical development plans.

2. To identify the problems of physical plan implementation in Nigeria.

3. To examine the process and organisational framework for physical plan implementation in Bauchi State.

4. To assess the implementation of the Bauchi masterplan and identify the problems.

5. To highlight the prospects for more effective implementation of the plan.

6. To make policy recommendations and suggest appropriate ways for effective plan implementation.

1.30 SCOPE AND LIMITATIONS

The problems of implementing a physical plan are numerous and vary from place to place. This study will examine the process of implementing physical plans as it is carried out in Bauchi State. The Bauchi masterplan will be used here as a case study.

The general process of implementing the masterplan will be highlighted but greater detail study of the processes and problems of implemnting layout plans will be discussed. Therefore, the study will limit itself to Bauchi metropolis as demarcated by the masterplan (see fig. 1.2).

The study will focus on the problems at the implementation stage, avoiding those at the plan formulation.

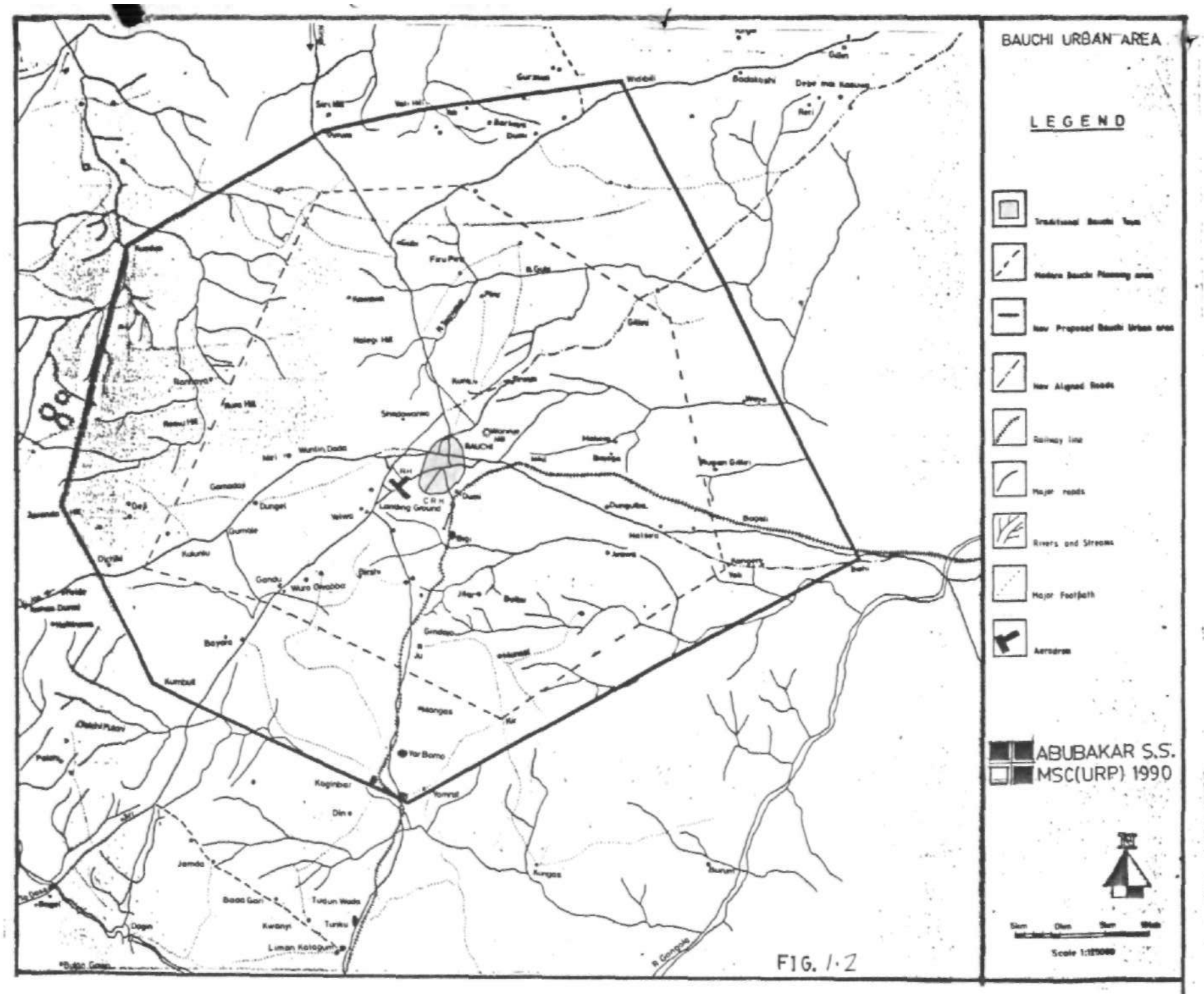

BAUCHI URBAN AREA
LEGEND
Traditional Bauchi Town
Modern Bauchi Planning area
New Proposed Bauchi Urban area
New Aligned Roads
Railway line
Major roads
Rivers and Streams
Major Footpath
Aerodrome
ABUBAKAR S.S.
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Scale 1:125000

FIG. 1·2

1.40 RESEARCH METHODOLOGY

1.4.1 Conceptual Framework:

The conceptual framework of the study begins with the Research problem and justification of study. This lead to the theoritical background of the work discussing on the plan implementation process and problems of implementing plan in Nigeria.

An assessment of the implementation of Bauchi masterplan follows with the processes of implementing plans in Bauchi State. The outcome of the assessment and identified problems are then considered for recommendations.

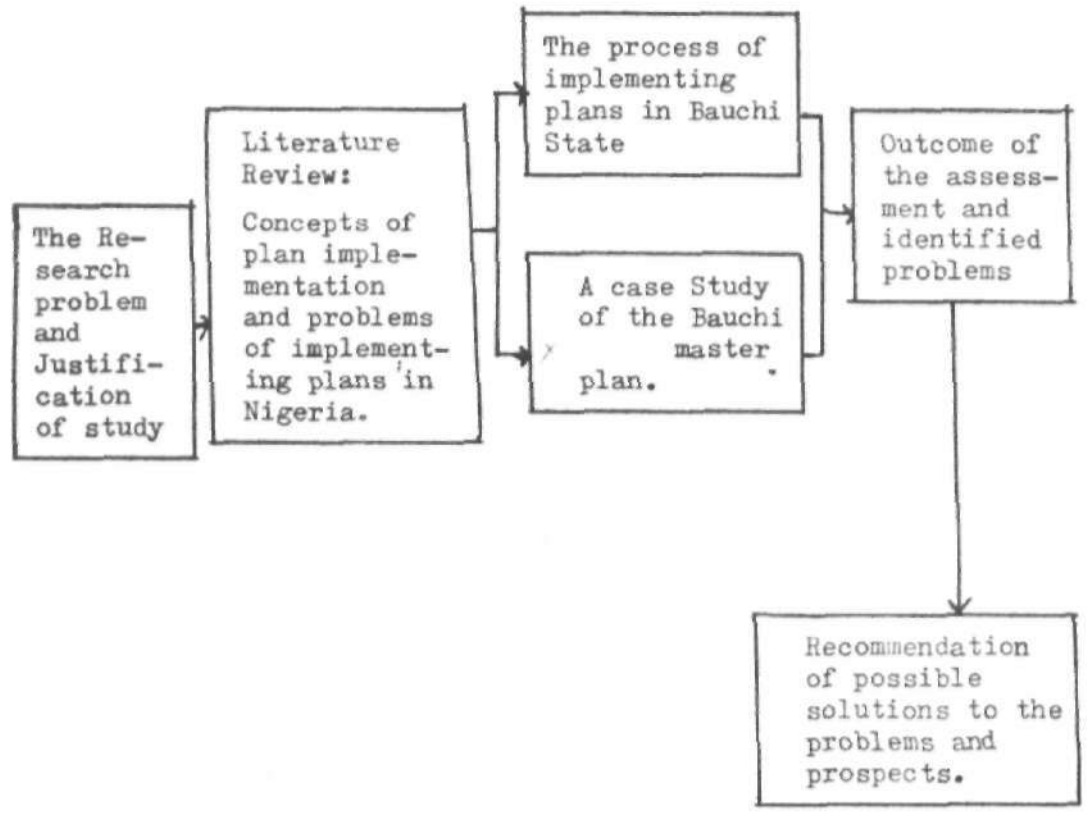


Fig. 1.3: Conceptual framework of the thesis.

1.4.2 Research Approach

A clear understanding of the process or stages that are involved in the implementation of physical plans is crucial to the identification of its problems. The study will identify the problems of implementation by itemizing the basic requirement at each stage of implementation process.

1.4.3 Method of Data Collection and Analysis

The major sources of data included the primary and secondary sources. Verbal interviews was conducted on the Senior Public Officers that are concerned with the implementation of Bauchi masterplan. Such officers include, the General Manager of the Bauchi Planning Authority, Head of Departments of National Electric Power Authority (NEPA), Nigerian Telecommunications (NITEL), Bauchi Local Government Chairman, other head of departments of government agencies.

Two types of questionnaires were administered.

(i) 400 questionnaires were prepared and distributed within Bauchi town for the general public with a view to seek their opinion on participation in the plan preparation and implementation processes.

(ii) Another set of questionnaires were administed on the developers of 3 selected layouts (partially or fully developed) of different landuses in order to find the problems they encountered during development.

Most of the problems encountered by the developers are that of finance and the delay in the processing of certificate of occupancy which the developers may present to the banks as pre-condition for granting loan. Other problems are the high cost of building materials coupled with lack of finance to effect development.

Secondary data include the Bauchi masterplan, State edicts, maps, layout plans, write-ups, conference and seminar papers.

The data was analysed and presented in form of maps, tables and percentages.

CHAPTER TWO

2.00 LITERATURE REVIEW

2.10 THE CONCEPT OF PLANNING, PHYSICAL PLANS AND PLAN IMPLEMENTATION

'Planning' simply means the making of an orderly sequence of action that will lead to the achievement of a stated goal(s) Hall (1975, p.4). Also Tibergen defines a plan as a 'coherent whole of facts and figures indicating the most desirable course of events (Tinbergen, 1967, p. 36).

Generally the defination of 'planning' seems to be complete as it embraces all the elements commonly attributed to all forms of planning, namely Economic, Physical and Social planning. Obateru (1986, p. 7) defines planning as the 'co-ordination of goals and resources available to achieve them.'

When synthesized, these definations of planning have some fundamental features, firstly, coordination of the goals laid down by the various government ministries, departments and agencies through the assignment of priorities to the goals; Secondly, a forecast of the resources required to achieve the goals followed by an allocation of the resources to the goals on priority basis; and lastly, the establishment of a central body or agency to be responsible for (a) and (b).

In physical planning for instance, the goals set by the agency responsible for planning are coordinated by first ordering them on priority basis. Next, is the aforecast of the resources

required to achieve the goals and their allocations. To do all these a central body which may be a planning agency is needed to coordinate the goals and resources.

Physical planning is concerned with spatial arrangement of landuses for the purpose of creating orderly, economic, functionally efficient and aesthetically pleasing physical environments ..... (Ibid, p. 9). The spatial arrangement involves locating landuses on functional basis and allocating land to the land uses.

Physical development plan such as masterplan is simply a plan indicating a spatial arrangement of landuses and stages by which the development is to be carried out. Hence, it must consist of a map and a written statement that describe proposals that may affect the physical development of a city. The statements may indicate the stages by which any development proposed by the plan can be carried out and other relevant information. Example of such plans include regional, sub-regional, rural, local and subject plans.

After identifying the content of a physical plan and the types, it is worthwhile to define what implementing a plan means. It simply mean the translation onto physical realities of the patterns and controls of landuses. Also define by Ago (1984, p. 1) as the physical carrying out in the form of detail planning, design and construction of the prescribtions as contained in the plan.

Others define implementation as they view it. According to Roberts (1974, p. 161) implementation is viewed as comprising three types of activity. Organisation and coordination, control and stimulation and monitoring activities which will provide information needed as feedback to the overall landuse planning process. Here, the aspect of monitoring and control has been included. This is to keep plan in line with the goal and objectives.

Pressman (1973, p. 10) define implementation as 'a process of interaction between the setting goals and action geared toward achieving them.' Thus, implementation is seen as a process itself that link up the goals and objectives of a plan and the action.

Also implementation is viewed as essentially a control activity where 'control' is interpreted in the widest sense implying not merely the use of the veto but including positive interpretation. And control is that "..... which provides direction in conformance with the plan or in other wards, the maintenance of variations from system objectives within allowable limits and this is of universal application" (Johnson et al., 1963, p. 273). Here implementation is seen essentially as a control activity which helps to guide activities in the right direction so as to conform with the plan.

From the definations, it should be noted that implementation is more than a mere transformation of a plan on paper into its reality in physical or structural form. But rather comprise of two

aspects: Firstly, the regulation and preventing any development against the physical plan frame and secondly the carrying out of development programme, through the processes of plan formulation, implementation, evaluation and feedback as a continuous process.

2.20 IMPLEMENTATION IN THE PLANNING PROCESS

2.2.1 The Planning Process

The basic theory of planning process implies that it is a 'cyclic process without termination in a final plan.' The process starts from the formulation of goals and objectives through plan formulation and evaluation of alternatives to implementation stage. And then the review of the chosen option might lead to the formation of new goals and objectives which complete the cycle (fig. 2.1). It should be noted that 'decision to adopt planning' is the first step even though it is strictly outside the main cycle of control mechanism.

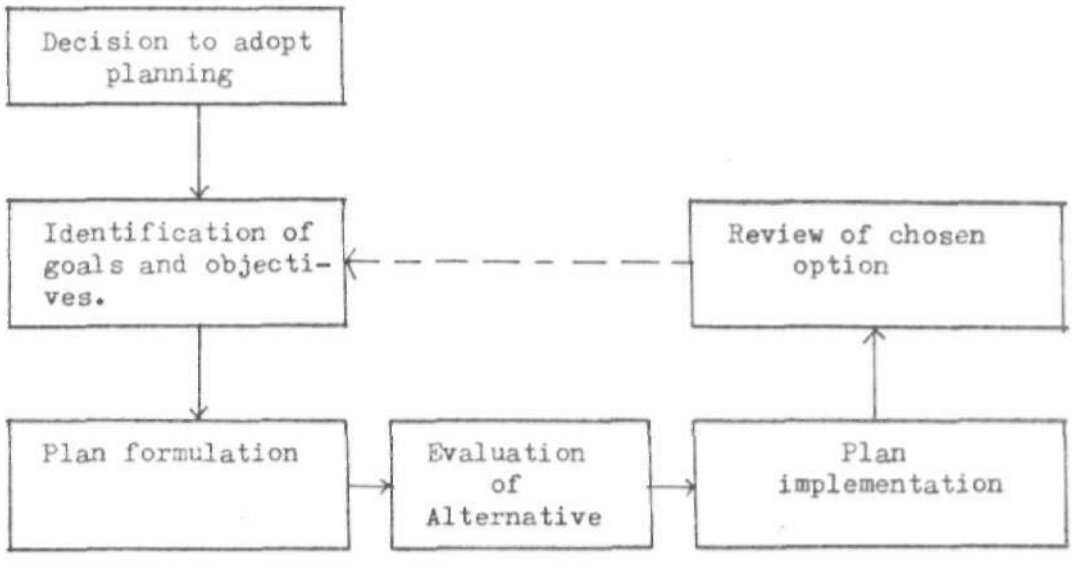


Fig. 2.1: Planning as a process.

Planning process is, therefore a system in itself with its sub-system and implementation in one of the sub-systems.

2.2.2 Plan Implementation Process

It is clearly stated that implementation forms one of the important integral components of the planning process (see fig. 2.1). It is the most crucial tail-end sub-process within the process. And the planning cycle is never complete without implementation. In the implementation process there are some series of stages that are involved as shown in fig. 2.2.

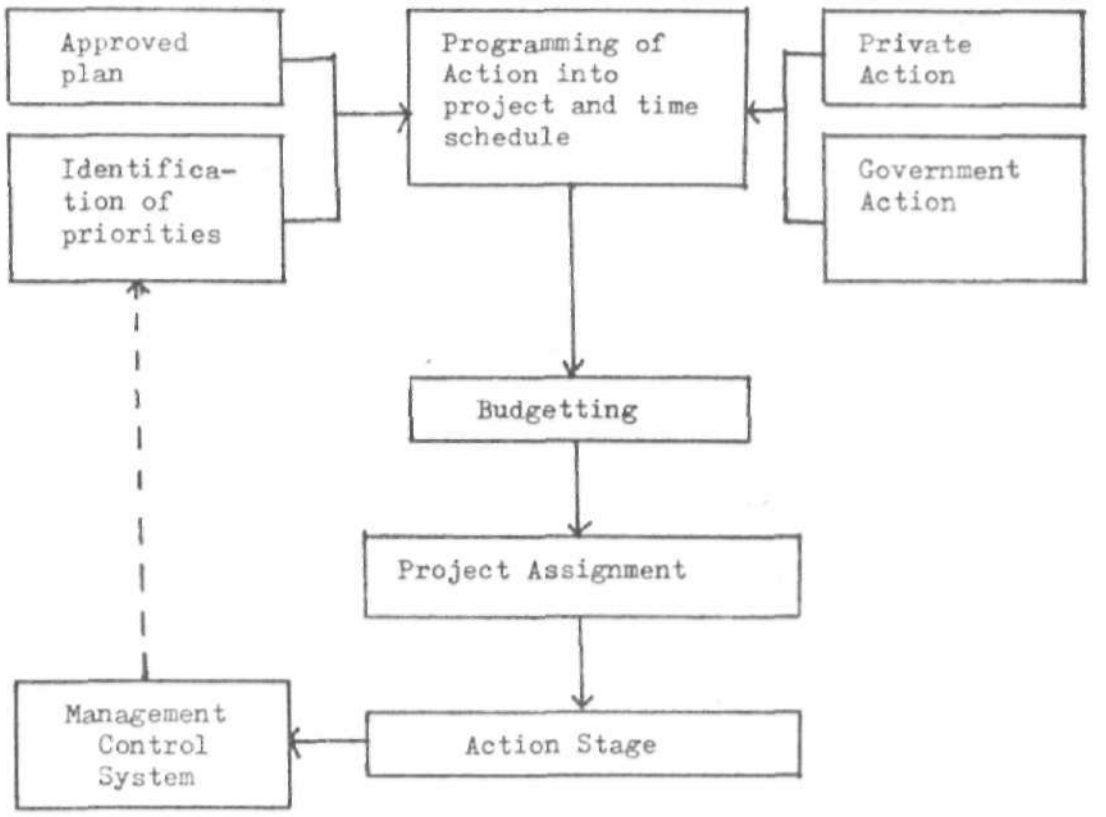


Fig. 2.2: Implementation Process

Source: Planning Administation lecture series, 1990.

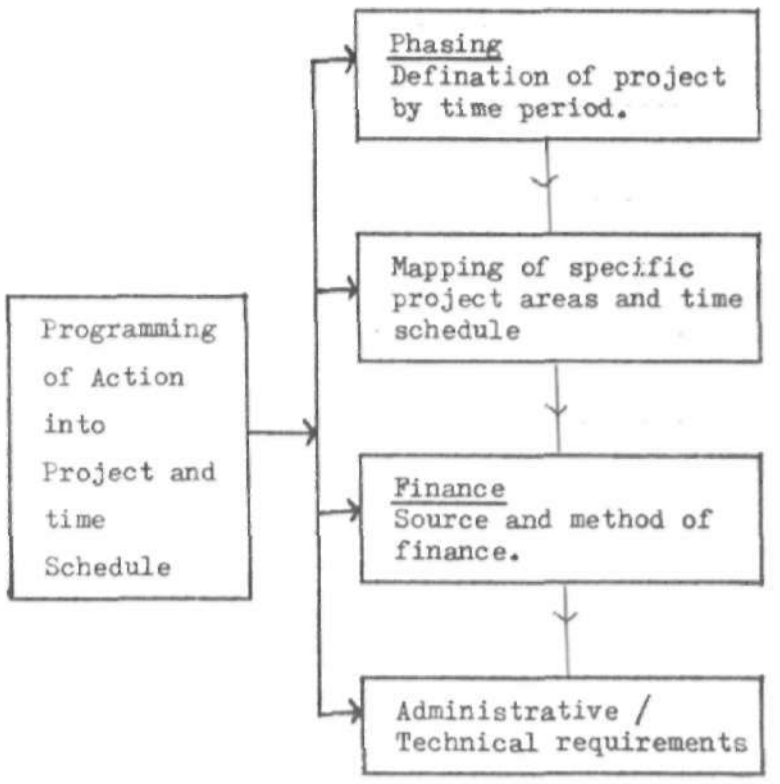
The process of plan implementation is carried out in stages, right from the time when a plan is approved to the last stage which is the action stage when the project is completed. But there must be an effective control system to keep the plan in line with the aim and objectives.

The analysis of the elements in each stage gives a theoritical background and understanding of the systematic operational processes in the successful plan document. The stages are discussed below.

1. Identification of Priorities - After a plan has been approved, the priorities for implementation is then identified for further action.

2. Programming of Action into Projects - The intended action is programmed into projects and time schedule. This is a very important stage because resources are limited and which necessitate phasing for easy allocation and time schedule. Thus, physical plans are phased in relation to the National Development Plan period (e.g. 3 years rolling plan period) because this is the time that money is made available for implementation. This stage may consist of some processes within it (fig. 2.3).

Fig. 2.3: Framework for Programming of Action



It is also at this stage that the source and method of finacing the project, cost of implementation, administrative and technical requirement can be determined. This could be in terms of the staff requirement, cost of training, salaries and wages.

3. Budgetting Stage - This include the funds allocation to cover the cost of equipments, land compensation, field staff salaries and wages. The process of budgetting is shown in fig. 2.4. This is a critical stage in the implementation process, because it requires effective financial control mechanism.

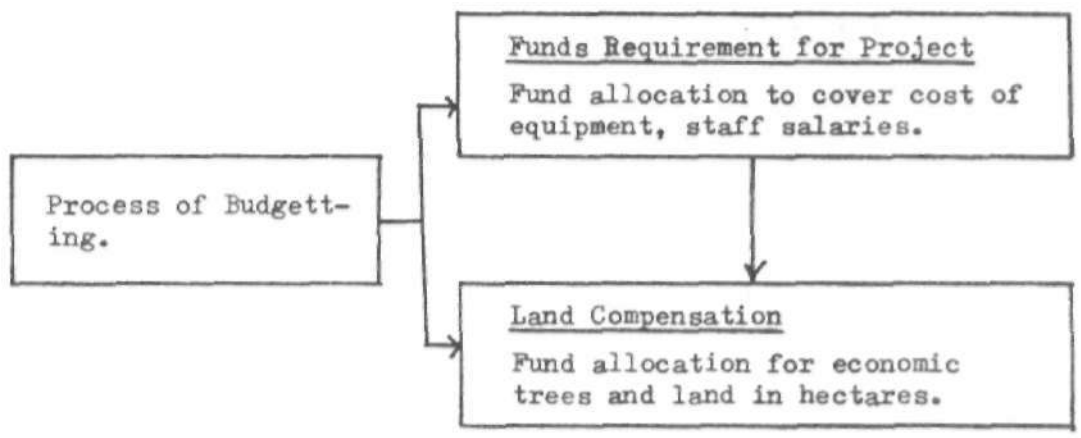


Fig. 2.4: Framework for Budgetting.

4. Project Assignment Stage - This is the stage at which each project that has been budgetted for is hereby assigned or alloted. Each agency in the programme is assigned a specific function to perform in order to avoid overlapping areas of jurisdiction.

It is also at this stage that the planning authority that is responsible for coordination is expected to perform its function. Some actors have too many functions or they are performing similar ones, hence they can not cope up with effectively.

The document for each project should contain site, dimension and topographical features etc. Building bye-laws, zonning regulations that has to be followed by professionals and time schedule.

5. Action Stage - This is the final stage of putting the prepared plan into a test. The actors or developers are to put the prepared plan into physical state. The diagram on page 19 shows schematically the role of actors in the plan implementation.

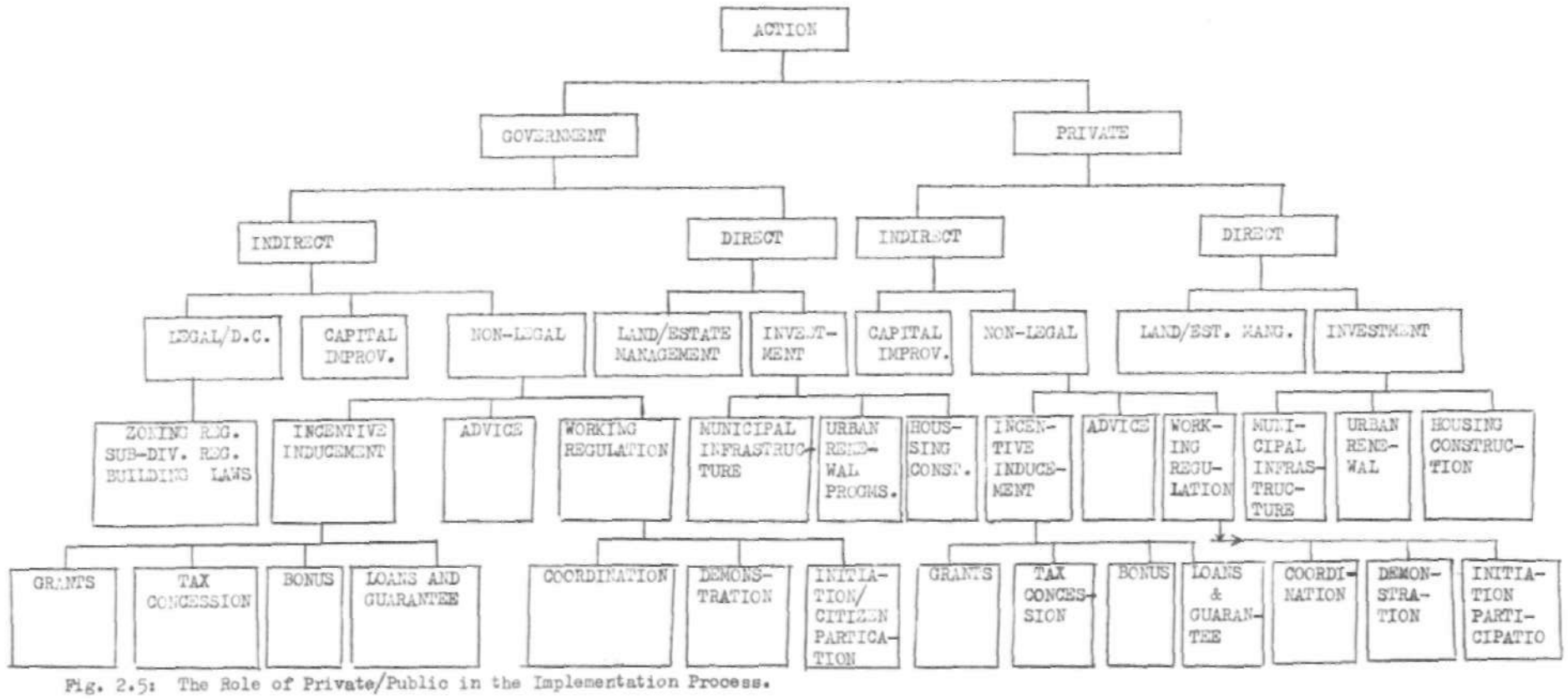


Fig. 2.5: The Role of Private/Public in the Implementation Process.

Source: Adopted from Kulshrestha, S.K. (1973, p. 9).

An actor or developer could be an industralist, Business concern, cooperative group or private investor (Private Sector). The developer can also be a department of a national, State or local government, city corporation, Statutory Development Authority or a town council (Public Sector).

The role of both private or public sector is very crucial in the implementation of a plan since their role and functions differ fundamentally. For example in Nigeria, people look to their governments for development initiative and hence consider implementation primarily as a concern of government agencies except in lucrative investment where the private is attracted for profit.

Government Action - The government can act either directly or indirectly in the implementation process. Directly in the provision of certain infrastructures, acquisition of land, investment in housing, slum clearance and urban renewal programmes.

The indirect action by enforcing zonning, sub-division regulations and building bye-laws. These laws are enforced and can influence all actors so that developments fit into the frame work of the plan.

An indirect but non-legal action is through persuasive measures to the public by use of incentives such as grants, loans, guarantees, bonus and tax concession. This can encourage or entice the private to invest in urban development.

Other persuasive measures include advice, working relations by coordinating the activities of agencies, demonstrations and initiating public participation. The government can also invest in a lucrative business for profit that is through capital improvement programme.

The private can act either directly or indirectly in the implementation process. It can participate in all the procedures involved in the action process excluding the legal action aspect which it has no power over it. The fig. 2.5 shows schematic description of the action process.

6. Management and Control System - This is the stage of review and evaluation of the project or programme. Some of the projects might encounter problems at the action stage hence need to be redefined or revised completely. It is an important stage because it gives direction to implementation of the plan and allow necessary adjustment to ease implementation of plan.

2.2.3 Forces of Implementation

The success of any plan depend on the social, administrative, economic, political and legal forces. Hence plan implementation involves these forces to facilitate the execution of projects.

1. Social Force - The behavioural patterns of the society which the plan is meant to serve need to be taken into consideration. This could be in terms of the social and cultural

norms of the society. The plan should also win the support of the society and involve them in the decision making process either directly or indirectly. The non-achievement of these generates problems.

2. Administrative Force - Implementation of any plan could not be achieved without effective administrative machinery. This is very crucial especially when considering the need for coordination between agencies in the execution of a plan. In Nigeria, the government initiate planning and take leadership in the administration and implementation of plans.

3. Economic Force - Without adequate funds for the procurement of equipment, land acquisition, training etc. execution of plans could not be possible. Therefore, availability of finance is a pre-requisite for implementation.

4. Legal Force - This is the role of the government as the initiator of plans to provide legal force for the enforcement of various planning laws and regulation to effect development control, land acquisition etc.

5. Political Force - With a political backing all the forces can be brought together. It can provide effective administrative machinery, legal forces and financial resources for implementation. The major duty of a planner is to be able to win and convince the policy makers and gain political support of the government. Unfortunately, Nigerian planners are weak in this aspect, therefore unless a government is committed to any plan, it execution is always slow or may even fail.

The Political, Social and Economic forces facilitate the process of design plans. These plans, when drawn are approved and traslated into programmes for action by the use of administrative and legal forces. This is illustrated in figure 2.6.

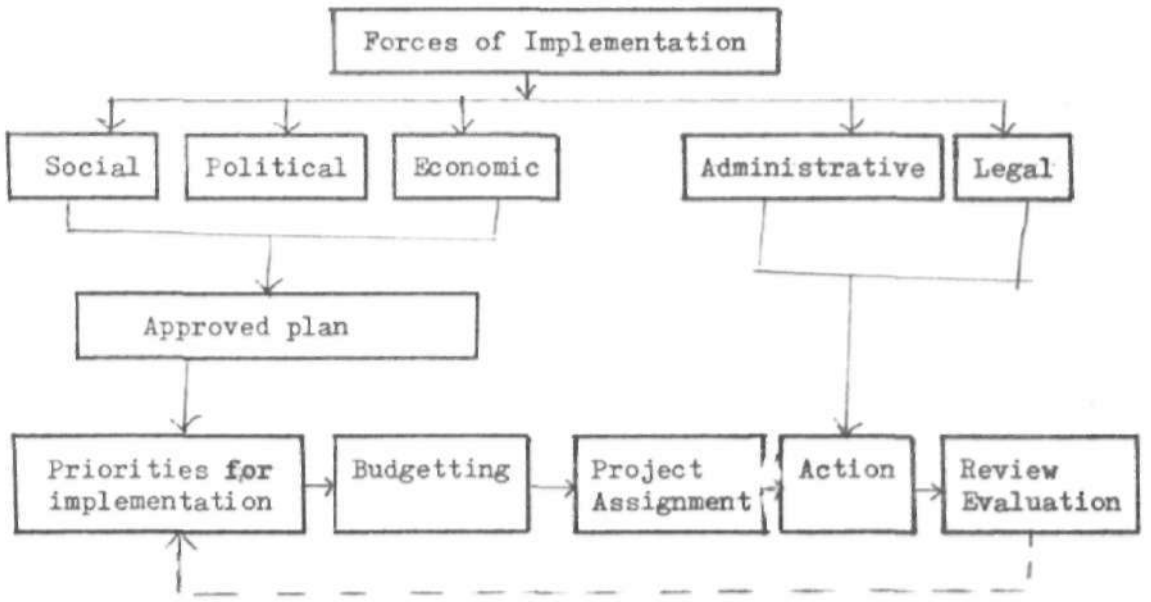


Fig. 2.6: Framework of forces and process of implementation.

2.30 AN OVERVIEW OF THE PROBLEMS OF IMPLEMENTING PHYSICAL PLANS IN NIGERIA

Most of the plans, no matter how excellently prepared tend to have one defect or the other. But the most important thing is to minimize the defects so as to allow easy implementation. Some plans may be largely implemented only to encounter some hitches on the way. The problems of implementing plans vary from plan to plan and also from place to place. But generally the problems of implementing plans can be categorised under the following headings, such as lack of adequate preparation or

formulation of plans, Social, Economic, Technical, Adminstrative, Political, Legal and Time element.

2.3.1 Problems of Preparation of Plans

Right at the time of their preparation some plans make faulty assumptions or tend to be over-ambitious which in turn lead to failures. Thus, a room for uncertainties and pressing issues demanding urgent solutions is not normally provided in the proposals.

For housing provision in the Owerri masterplan for example, the plan distinguishes the high income earners from the medium to low income household. For the 15% of the inhabitants which fall into high income group, the plan proposes allowing it to obtain housing from private market. And for the rest, housing is to be provided through Site and Services, provision of technical assistance, subsidized building materials and organisations of building cooperatives. Public facilities and social services are to be provided by the Public Sector. In addition, the government is to establish a market where the medium to low income group will obtain building materials at subsidized rates that would perhaps exclude the competition of the high income group (Agwu, 1988).

Also in the case of implementing phase I of Abuja Masterplan there was alot of adjustments and replanning. Example, about 32.55% of the total land to be used for the development of the city is zoned for open spaces which is abnormal. For an acceptable

Physical Planning Standards one would expect to see the usual figures of 10 - 15% of the total land (Ago, 1984, p.33).

2.3.2 Social Problems

2.3.2.1 Public Participation - Planning serve the 'public interest' but people are not adequately involved in the planning and implementation process. Therefore, the public can not understand with the current official thinking and planning policies without adequate guidance through publicity.

A non-participation and non-awareness generate uncooperative public attitudes to planning. According to Ogundele (1988, p. 72) 'the development of all the buildings in Ketu, a Sub-Urban of Lagos, without a single approved building plan is a direct result of poor and unco-operative public attitudes towards development control.

The lack of public enlightenment has led to a situation where planners are seen as threat to development by the public. While the planners also see the public as uncooperative and stubborn.

2.3.2.2 Rapid Population Growth and Migration

The rapid growth of our cities as a result of high birth rate and largely migration over stretch the existing facilities and services in the urban centres. Thus, slums and unauthorized settlements tends to feature in the urban centres as a result of squatters and immigrants coming to the towns.

Therefore, while a planner is trying to control the generation of slums, the situation become even the worst, because people who have no accomodation are bound to squate and encroach land set for another purpose.

2.3.3 Economic Problems

2.3.3.1 Lack of Finance - Implementation of urban development is falsely assumed to be the responsibility of the government in Nigeria. Again, the government do not have enough fund or it can not vote all it has to finance urban development programmes. Therefore, every programme of the plan has to compete for financial allocations.

For instance, the Imo State Government allocated ₦25 million for the implementation of the masterplan between 1975 and 1980. And in 1981, ₦4 million was allocated between 1981 and 1985. But upto 1985, the actual expenditure was ₦2,023,583 (Agwu, 1988, p. 323).

2.3.3.2 High Construction Cost

The cost of building materials are high and only some few individuals can secure land and build nowadays. The problem is further compounded with the coming of Structural Adjustment Programme in 1986 which devalue the Naira hence rise the prices of items.

2.3.3.3 Low Income Level of Urban Population - A higher percentage of the people lie in the low income bracket. Therefore, there is overdependence on the government for the provision of infrastructure and services.

2.3.4 Technical Problems

2.3.4.1 Lack of Adequate Data and Equipment

For an effective implementation of any plan being prepared, it must be accompanied by a statement of reasoning behind them which must be based on research and information. This is the main reason why planners can not defend planning argument effectively because of the lack of data to support it.

Thus, in the absence of adequate information on physical and socio-economic characteristics, it is not possible to evaluate or control the performance against a pre-determined targets in terms of cost, time and output.

The lack of appropriate equipment (like theodolite, compasses, chains, etc.) may lead to misjudgement or mis-interpretation of important features and hence hinder implementation. In the masterplan of Dutsinma for example, a high density residential layout was proposed on a cementry and also on a similar case a low density residential layout on a rocky environment (Ibrahim, 1983, p. 35).

2.3.4.2 Lack of Trained Personnel - Many of the planning authorities are having the problem of shortage skilled manpower especially in the professional fields. For instance in the Bauchi State Planning Authority, there are only four (4) professional planners. Considering the rate of growth of the urban areas in the State vis-a-vis the 20 existing designated urban centres, this number is inadequate.

2.3.5 Administrative Problems

2.3.5.1 Lack of Coordination and Cooperation

Implementation of a plan involve the participation of government (Public) and Private Sectors, therefore, the need for cooperation and coordination is very important. Several government organisations are involved directly or indirectly in landuse and land development. But Unfortunately the activities of those government instrumentalities are virtually uncoordinated. The ministries and public agencies are virtually 'vertical' establishments devoid of significant horizontal links.

For Example, Sulaiman (1974, p. 162) pointed that Kano State Ministry of Works and Survey embarked on the construction of a new road off Zaria Road leading to Zoo and the metropolitan. Planning Authority only came to know about it when the customary land holders lodge their complaints against the project to the Planning Authority.

2.3.5.2 Multiplicity of Agencies - Decentralization was seen as a process of easing task avoiding the concentration of power in a particular agency, but it may lead to multiplication of agencies. This is especially in the case of agencies where areas of responsibilities have not been clearly defined. This problem is further compounded when the agencies have inadequate work-force of particular qualities to make them efficient.

When Bauchi State was created in 1976, it continued with the policy and declared Bauchi, Gombe and Azare and later Misan (in 1979) as its urban centres. Physical development plans such as masterplans were prepared for each of these urban centres and a Planning Authority established to guide and control development in these areas. The Bauchi State Development Board, was established by Law (Edict No. 4, 1979) to be the executive authority for the planning and carrying into effect of any scheme under the Town and Country Planning in all the urban areas.

It may be observed that physical planning policies made only at the urban centres. And infact, there was no any established body or department to take care of planning of the rural areas in the State.

In its physical planning efforts the Bauchi State Government in conjunction with World Bank finance a housing upgrading project at Makama in Bauchi and Bolari in Gombe. This is one of the major programme of physical planning input that was embarked by the State government. In the programme, residential layouts are being prepared by planners incorporating planning standard and strategies aimed at creating a healthy and efficietn environment.

Generally, physical planning process start with the decision to adopt a plan by the policy makers and the planning Authority, the Ministries of finance and land are informed for their various roles and responsibilities in the implementation of the plan.

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3.20 Planning and Implementation Process in Bauchi State

The process of implementation of a plan document involved various agencies both in the public and private sectors. The roles and contribution of these agencies is of paramount importance which necessitates proper coordination. The process of a plan implementation in Bauchi State could be as follows:

(a) A plan containing proposals and suggestions prepared by the planning consultants are presented to the Bauchi State Urban Planning Development Board (BSUDB) which becomes their proposals for implementation.

(b) Based on the adoption of the masterplan's proposals and the need per landuse type, the Bauchi State Urban Development Board provide sub-division plans (layouts).

(c) The prepared layouts by the B.S.U.P.D. have to be approved by the governor and directs the Ministry of Finance and Economic Planning to allocate funds to cover the cost of land acquisition and Economic trees within the planned area.

(d) The Ministry of Lands and Survey on getting the fund allocation acquire land inrespect of the planned area.

The process of land acquisition is as follows:

(i) The lands department of the Ministry of Lands and Survey organises Site Board Meeting made up of the following:

The Secretary of the Local Government

The Councillor of Works of the Local Government

The Area Town Planning Officer

The Area Land Survey or

The District Head of the area

(ii) Discussion is held, considering the need to acquire the land for the project vis-a-vis the masterplan's as per the site.

(iii) The Land Office, acquires the land through the district head of the planned area.

(iv) The Local Government and the district head organises the affected people for the purpose of payment of compensation for land, economic trees and other structures within the planned area.

(e) The acquired land is then surveyed and demarcated into plots by the Surveyors.

(f) Plots are then allocated to prospective developers by the Landuse and Allocation Committee (LUAC).

(g) The B.S.U.D.B. and Water Board are informed to provide access road, drainages and water supply respectively.

(h) Supervision, development control and monitoring of development activities are made by the B.S.U.D.B.

The process might look simple and straight forward, but there are some intricacies involved at each stage. The problems at each stage will be discussed in detail in the next chapter.

It was earlier, mentioned at the beginning of this Section that implementation of plans involved many agencies. The ministries and other government departments are assigned their functions, but it seems the coordinating role that is expected from the planning Authority is not in any case clear both to the B.S.U.D.B. and other implementing bodies. This is perhaps due to the law which does not provide for any coordination between different branches of planning and implementing agencies.

3.30 The Administrative Framework for Planning

Before the advent of Colonial administration, there was a fairly efficient system of administration. Therefore, the machinery for law and order was quite elaborate. But, there was not an organised machinery of government responsible for planning and physical development.

Hence, planning functions are done at the provincial headquaters by preparation and implementation their respective Local Authorities. Normally, the layouts are prepared by the Local Authority Survey Unit and implemented by the Local Authority's works department.

3.3.1 Administrative Framework Between 1976 - 1979

With the creation of State in 1976, the present day Bauchi State ceased to be Bauchi Province and assumed a new administrative status, with its capital at Bauchi. As at the time of its creation, there was no planning authority to carry out

planning functions in the State. Hence, all planning issues including the preparation and implementation of layout plans was being carried out by the Ministry of lands and Survey in the State.

The administrative framework for the plan preparation and implemenatation was done between the Government house, Ministry of land and Survey and other public agencies on one side and the developers on the other, this is shown in fig. 3.1.

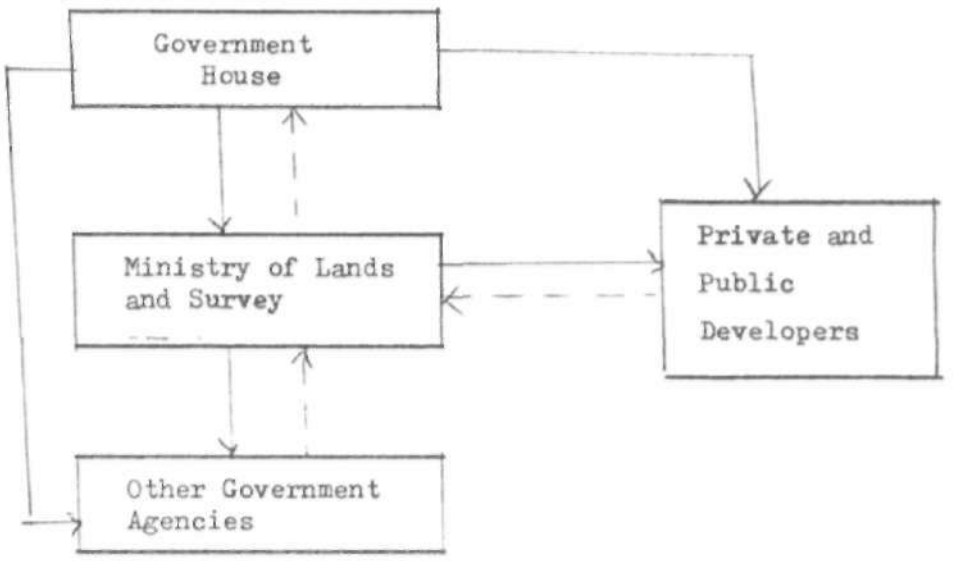


Fig. 3.1: Administrative framework for the plan preparation and implementation.

Figure 3.2. shows the organisational chart of the Ministry of Lands and Survey, Town Planning Unit, with the 3 zonal offices located at the urban centres of the State.

The formation of planning policies are being done at the headquarters and sent to the zonal offices for implementation.

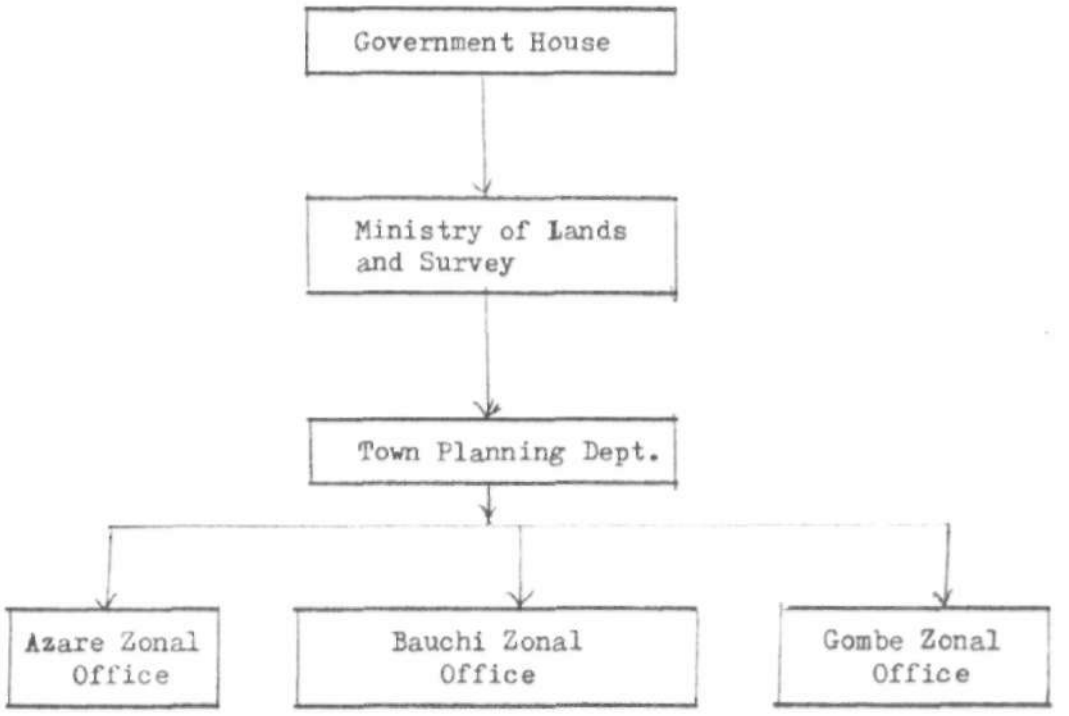


Fig. 3.2: Organisational Chart for the Town Planning Department under the Ministry of Lands and Survey.

Source: B.S.U.D.B., Bauchi, 1990.

Therefore, when a plan containing proposals has been made it is submitted to the Ministry of Lands and Survey for implementation. For instance, the implementation of the Bauchi masterplan was started by the Ministry of Land and Survey.

Implementation could not be possible without adequate coordination with other government instrumentalities and the private sector. As such the bodies roles functions is crucial to the success of the plan. Therefore, the Ministry of lands has to coordinate with other bodies (at all tiers of government) that provide facilities, utilities and services.

The table 3.1 shows the various agencies roles in the provision of facilities, utilities and services in Bauchi State.

Table 3.1: Government Agencies That Provide Facilites, Utilities and Services in Bauchi State

Functions/Activities	AGENCIES
(A) Social Services	
(i) Health - Hospitals, Clinics, Dispensaries	State Ministry of Health. Health Management Board, Local Government.
(ii) Education - Universities, Colleges of Education, Polytechnics, Secondary Schools, Primary Schools	Federal Ministryof Education. State Ministry of Education. Local Government.
(iii) Telephone	Federal Ministry of Communications.
(B) Utilities	
(i) Water	Bauchi State Water Board.
(ii) Electricity	National Electric Power Authority.
(iii) Roads and drainages	Ministry of works and Transport.

Table 3.1 Cont'd.

Functions/Activities	
(C) Facilities	
(i) Recreation	Ministry of Social Welfare and Sports.
(ii) Sewage and waste disposal	Local Government.

Source: Field Survey, 1990.

3.3.1 Adminstrative Framework from 1979 to Date

The assumption of Bauchi as the capital of Bauchi State coupled with the increasing congestion due to tremendous flow of immigrants necessitated the need for a government agency or planning authority to be established in order to guide and control physical development. For an effective implementation of plans, a central public administrative machinery capable of coordinating the goals and resources of these government instrumentalities, private bodies and people directly concerned with the use and development of land is not just desirable but necessary (Obateru, 1984, p. 9).

This period withnessed the establishment of many government agencies to perform certain functions in order to avoid waste of efforts and enhance specialisation and efficiency. For example in the State; Ministry of Lands, Housing and Environment; Bauchi State Development Board, Makama World Bank Housing Project,

and Bauchi State Primary School Management Board, thus, the establishment of these government agencies will require a planning authority in order to coordinate planning functions effectively.

Some States have adopted different types of administrative framework that is best suitable for their local peculiarities such as State Ministries, and Urban Planning Authorities. Others are Planning Commission and Local Planning Authorities. After independence in 1963, the Norther Nigerian Town and Country Planning Law (NNTCPL) was enacted to provide for the establishment of Planning Authorities. The law gives Central authority for all planning to Governor who can establish Planning Authority (Section 4). Thus, physical planning is largely a State affair, since most of the Town and Country Planning Powers are vested in the State.

However, the law remained valid and was adopted by the present 11 States of the Northern Nigeria. This has led to the establishment of Planning Authorities in some States including BauchiState Urban Planning and Development Board.

On 24th May, 1979 an edict (No. 4 of 1979) was enacted that established the Bauchi State Development Board (B.S.U.D.B.) to perform planning functions in the Urban Centres of the State. In view of the limited number of professional staff to carry out planning functions effectively, the State government then transfered the

town planning division of the Ministry of Lands and Survey to the newly created Planing Authority (B.S.U.DB.).

Later on in 1986, another edict (No. 21, of 1986) was enacted that established the Bauchi State Planning and Urban Utilities Board. The Board remained as the planning authority for the State and/but its functions/now include the supply of water to the designated Urban Centres in the State. This edict merges the former B.S.U.D.B with the Bauchi State Water Board (BSWB).

The edict no. 21 of 1986 was repealed by the newly edict no. 2 of 1990 that established Bauchi State Urban Planning and Development Board, which again separated the B.S.W.B. from the B.S.U.D.B. Even though there was some administrative change in the organisations coupled with enactment of edicts, the planning department had not experienced any changes since it was established in 1979.

The functions that was being performed by the former Town Planning Department of the Minstry of Lands and Survey was transfered to the Planning Authority. The preparation of layouts, formulation of planning policies, implementation of physical plans and development control are the responsibilities of the Bauchi State Planning and Development Board (B.S.P.U.D.B.). Meanwhile, the Ministry of Lands and Survey is to continue with its functions of plot demarcation, surveying and allocation of plots.

The B.S.P.U.D.B. is expected to coordinate with all the implementing bodies from both private and public sectors to ensure the implementation of physical plans and also the control of developments in the urban centres. The scope in the area of coverage of the Board's functions has been extended to cover all the 16 Local Government headquarters of the State.

It is expected that the functions of planning as performed by the planning authority to be more efficient due to the legal backing as provided in Section 29 of the Law. The authority has been given power to enforce and carry into effect schemes by removing, pulling or making any alterations so as to conform with the plan.

The existing organisational framework for planning administration in Bauchi State is shown in fig. 3.3. Each Ministry performs a certain function towards implementing the plan. The process of plan as explained earlier remained the same but the existance of the planning authority had reduced some functions performed by the Lands and Survey Department earlier.

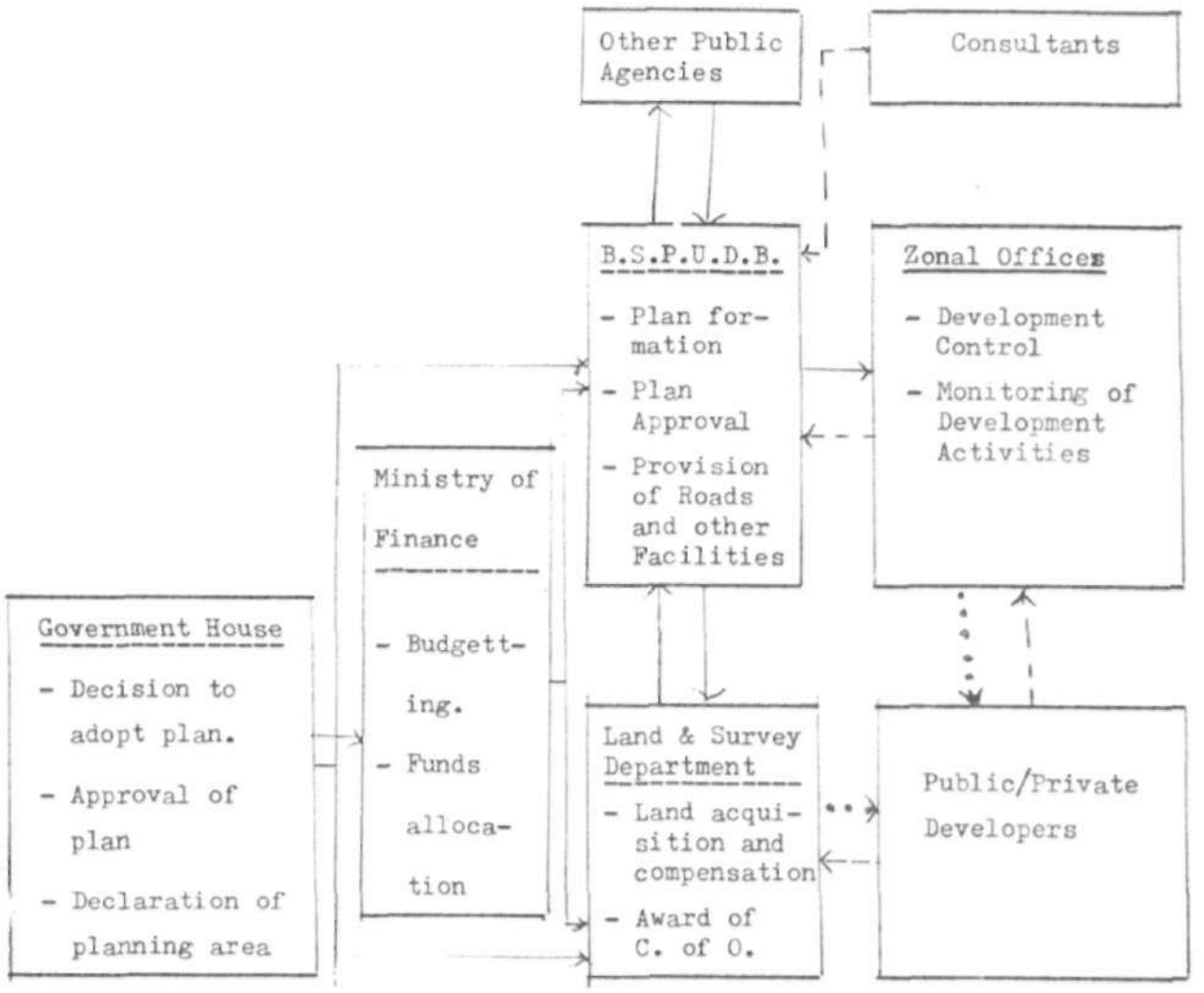


Fig. 3.3: Existing organisational framework for Planning Administration in Bauchi State.

Source: Field Survey, 1990.

The present organisational chart for the B.S.P.U.D.B. indicate the existance of 5 departments, with the General Manager being the Chief Executive. The departments are General adminstration, Urban development or Engineering, Audit, Accounts and Environmental Planning departments. Each of the departments is headed by a Chief.

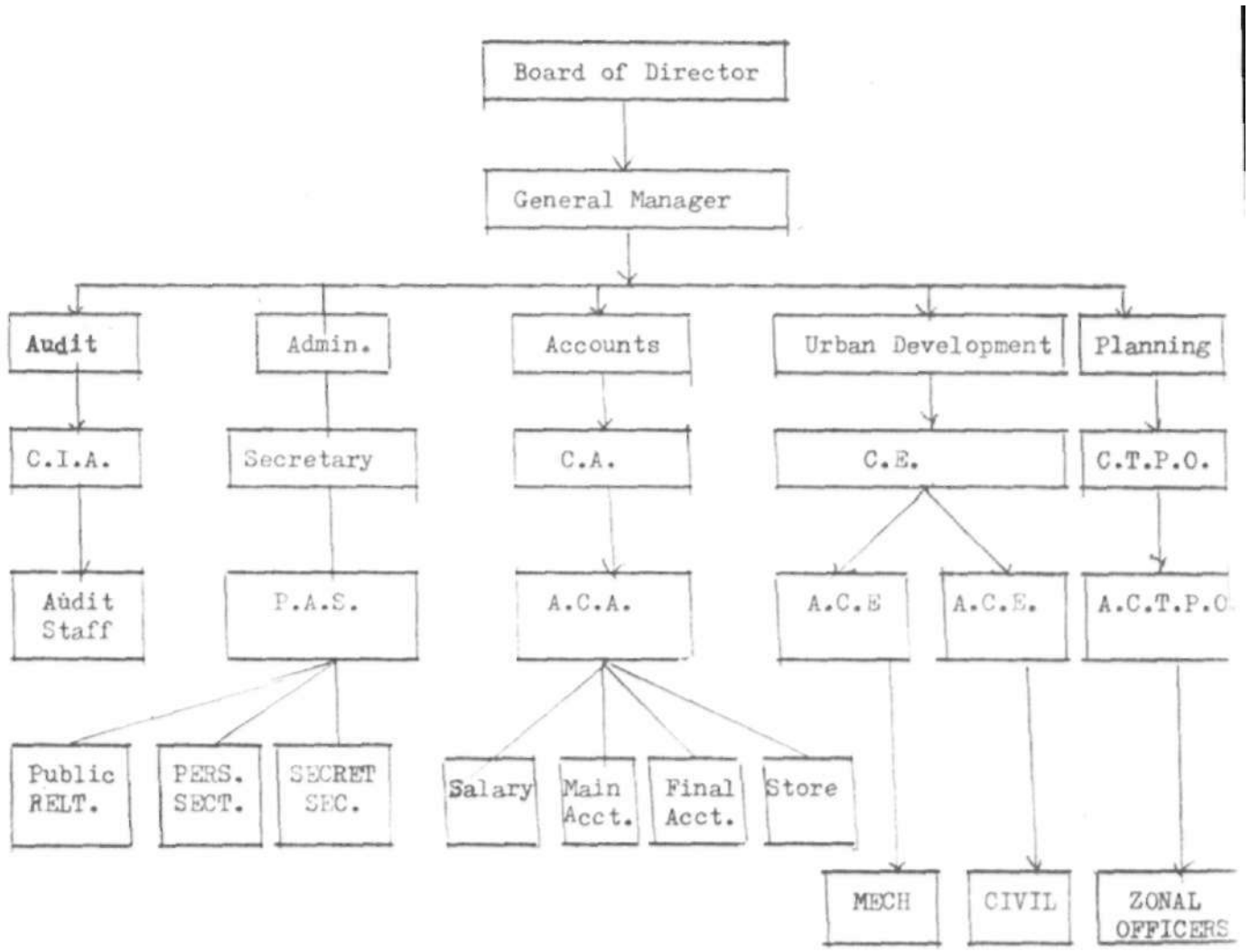


Fig. 3.4: B.S.U.P.D.B. Organisational Chart, 1990

C.T.P.O = Chief Town Planning Officer
C.E. = Chief Enginner
C.A. = Chief Architect
C.I.A = Chief Internal Auditor
P.A.S = Principal Assistant Secretary

Source: B.S.U.P.D.B., Bauchi, 1990

The organisational chart of the planing department is also shown in fig. 3.5. It was mentioned earlier that the planning department consists of 3 Area Offices namely Bauchi, Gombe and Azare. The main functions of these offices is to coordinate planning functions, approve building plans within their areas of jurisdiction and prepare layout plan with the advice and approval from the head office.

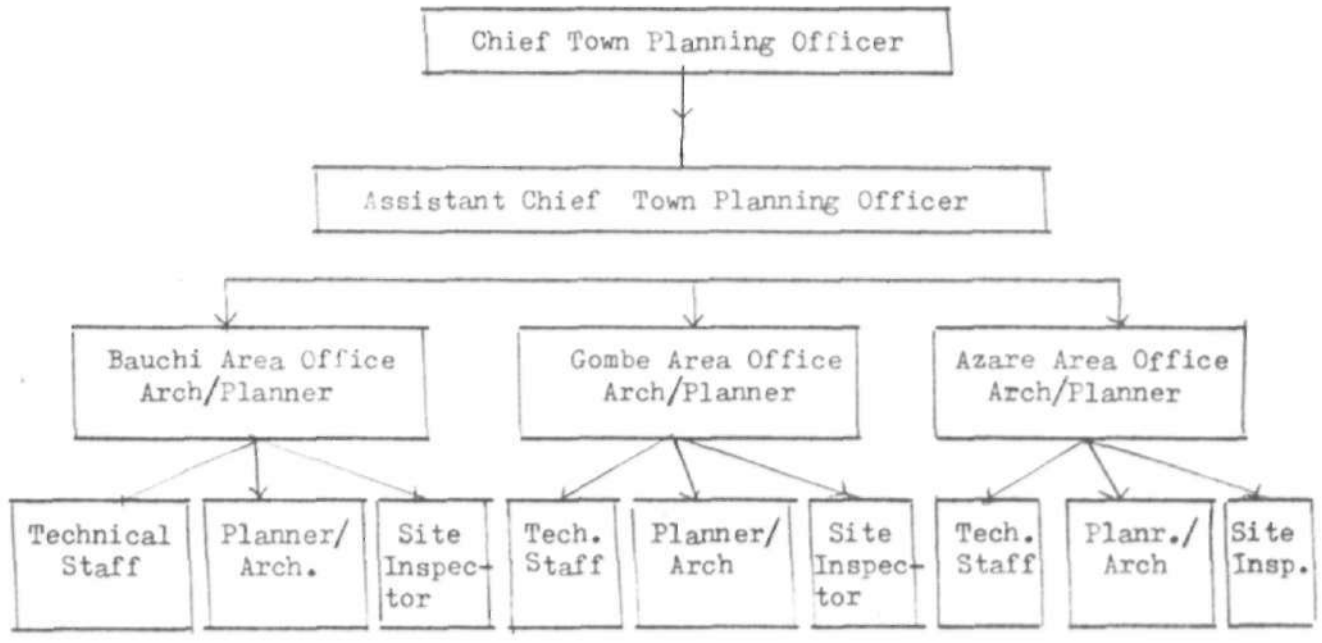


Fig. 3.5: Organisational Chart for Planning department, B.S.U.P.D.B.

Source: B.S.U.P.D.B., Bauchi, 1990

CHAPTER FOUR

4.00 EVALUATION OF IMPLEMENTATION OF BAUCHI MASTERPLAN

Having examined the planning process and the organisational framework that was being adopted to execute planning functions in Bauchi State. It is clear that the Bauchi State Urban Planning and Development Board is the agency established by law to carry out planning functions in all the urban centres of the State.

Here, an evaluation of a plan document, Bauchi masterplan will be made in order to assess its implementation by highlighting on the goals and the major elements of the plan.

4.10 CONTENT OF THE BAUCHI MASTERPLAN

Before commenting on the masterplan, it is important to highlight on the content of the plan and what it intend to achieve. Generally, the plan proposed and apportioned land to various uses, to cover the total land of 17,000 hectares by the year 2000. The proposed landuse distribution is shown in table 4.1.

Table 4.1: Bauchi Proposed Landuse Distribution

Landuse	Area Coverage	Percentate
1. Residential	8,500	50.00
2. Roads (including R.O.W)	3,400	20.00
3. Green Open Spaces	1,700	10.00
4. Administrative & Commercial	425	2.50
5. Institutional	1,190	7.00
6. Industrial	850	5.00

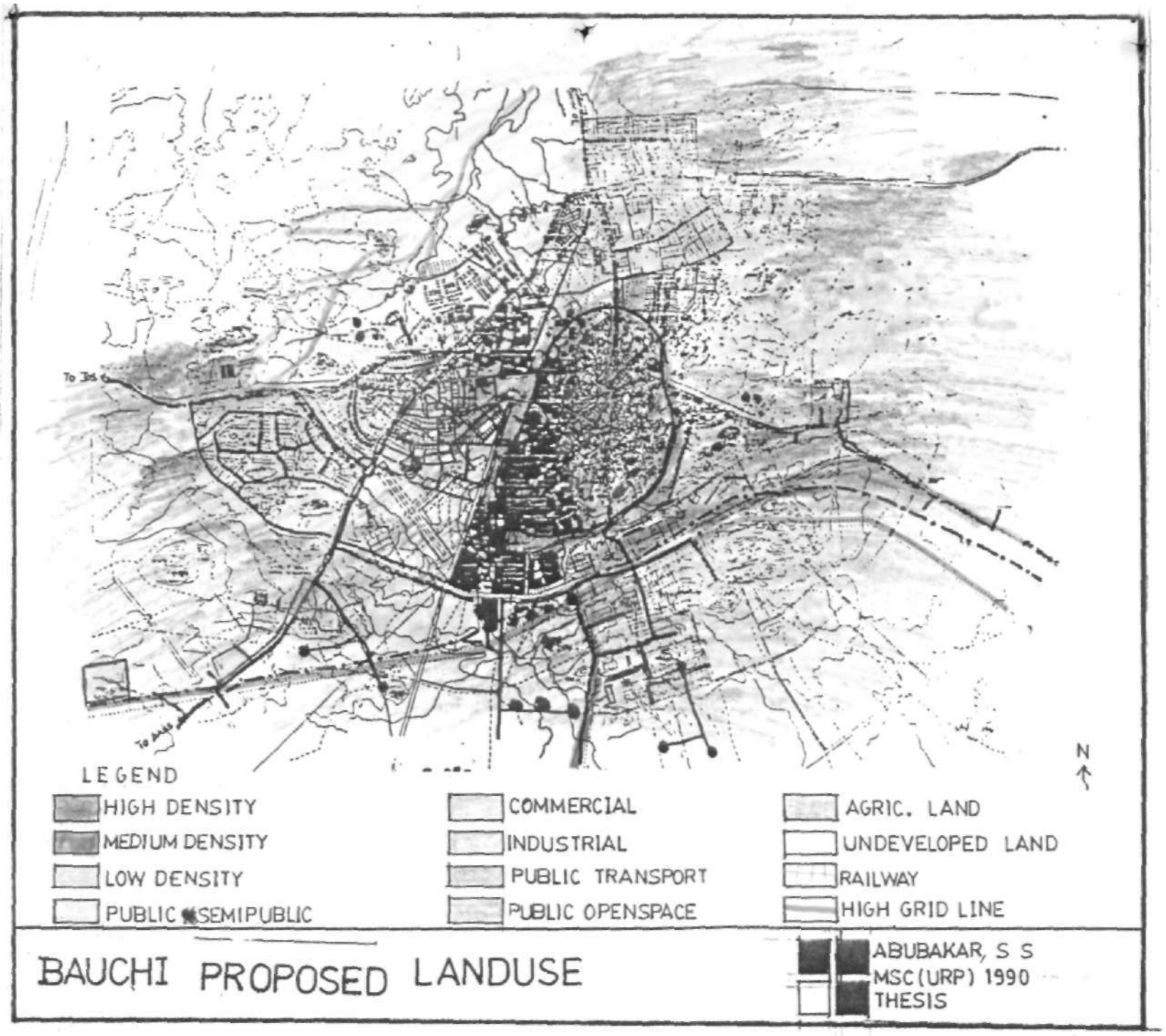

To Jos
To Maiduguri
N
LEGEND
HIGH DENSITY
MEDIUM DENSITY
LOW DENSITY
PUBLIC & SEMIPUBLIC
COMMERCIAL
INDUSTRIAL
PUBLIC TRANSPORT
PUBLIC OPENSPACE
AGRIC. LAND
UNDEVELOPED LAND
RAILWAY
HIGH GRID LINE
BAUCHI PROPOSED LANDUSE
ABUBAKAR, S S
MSC (URP) 1990
THESIS

Table 4.1 Cont'd.

Landuse	Area Coverage	Percentage
7. Public Utilities	425	2.50
8. Recreations	85	0.50
9. Quarry Pits	170	1.00
10. Refuse dumps	85	1.50
TOTAL:	17,000	100

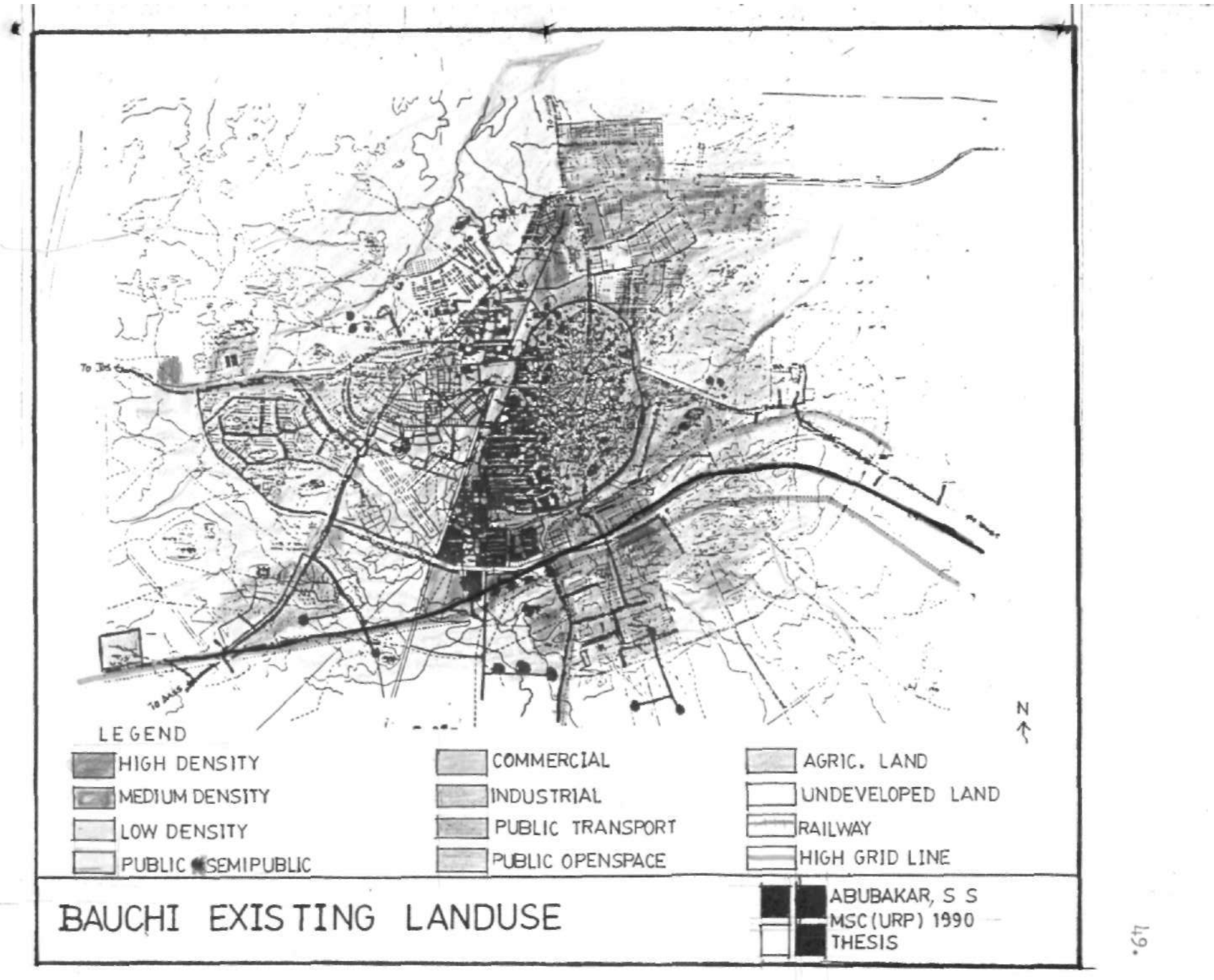
Source: B.S.U.P.D.B., Environmental Planning Division, 1990.

It might be observed that the total land allocated for commercial and administrative purposes seems to be inadequate, that is 425 hectares representing 2.5% of the total planned area. This is ehen compared with the existing landuses. Presently, about 13,985 hectares has been committed for various uses (see table 4.2) as against the proposed land coverage of 17,000 ha. This shows that about 3,015 ha is yet to be committed for any use.

Table 4.2: Existing Landuse Distribution - Bauchi

Landuse	Area Coverage	As % of total
1. Residential	3,300	23.59
2. Commercial	550	3.93
3. Recreation	700	5.00
4. Industrial	800	5.72
5. Agriculture	1,100	7.87
6. Public and Semi-public	4,500	32.18
7. Roads (including R.O.W.)	2,135	15.27
8. Undevelopable	900	6.44
TOTAL	13,985	100.00

Source: B.S.U.P.D.B., 1990.


LEGEND
HIGH DENSITY
MEDIUM DENSITY
LOW DENSITY
PUBLIC SEMIPUBLIC
COMMERCIAL
INDUSTRIAL
PUBLIC TRANSPORT
PUBLIC OPENSPACE
AGRIC. LAND
UNDEVELOPED LAND
RAILWAY
HIGH GRID LINE
N
BAUCHI EXISTING LANDUSE
ABUBAKAR, S S
MSC(URP) 1990
THESIS

The projected population of Bauchi will be 458,895 by the year 2000. Different rate of population growth was used by the Maxlock because of the unreliable population figures. An annual average growth rate of 5.75% was used based on the 1963 census, between 1963 and 1974, and 7.5% from 1974 to 2000 based on the survey conducted by the consultants. Table 4.3 shows the projected population based on the past estimates.

Table 4.3: Bauchi Population Projections

Year		Population
1963		38,014
1965		42,511
1970		56,222
1974	(Maxlock Household Survey)	70,312
1975		75,250
1980		108,031
1985		155,091
1990		222,653
1995		319,647
2000		458,895

Source: Maxlock Group, Part 9, Chapter 2, Page 18.

4.20 AIMS AND OBJECTIVES OF THE MASTERPLAN

It is expected of any plan document to clearly spell out the aims and objectives that will guide the implementing bodies in achieving the stated goal. Furthermore, it is hoped that the plan makers' based these aims and objectives on the goals and aspirations of the people of Bauchi as well as the opinion of the policy-makers and their technical advisers. Their comments and observations will then direct the plan makers' decision and help to determine the choices between alternative policies and strategies.

The important aims and objectives of the plan are listed below. They are not in any significant order or priority.

The main aims of the plan are:

(a) To provide a brief for a Single Planning Authority that will administer and implement planning, and development so as to eliminate duplication, inefficiency, conflict and waste;

(b) to conserve the essential visual and social quality of the city that has evolved from its traditional role as an administrative and commercial centre;

(c) to cater for the wide-ranging administrative, commercial, industrial and economic needs of the town.

(d) to establish a thriving new town centre and central Business District based on the State Secretariate, that will be specifically designed to meet the needs of the town in the future;

(e) to demarcate areas of future expansion and indicate further directions of growth and relative priorities for the development of those areas.

(f) to ensure that these areas are properly serviced and given good access at the time they become ripe for development.

(g) to assess carefully that the town does not extend beyond the natural limitations of water, land and fuel available.

(h) to foster forestry potential and development of local agriculture and to co-ordinate these with the requirements of urban growth;

(i) to provide public health standards by integrating improvements in drainage, refuse and sewage disposal;

(j) to improve housing standards and layouts within the technical limits and financial ability of all classes of people;

(k) to achieve an overall transport policy that will allow all movements, be it public or private, by lorries or by handcart, on foot, in a car or on a bicycle to take place without hinderance and in safety;

(l) to clear all unnecessary and disruptive traffic from congested heart of the town (particularly around the central market) as well as from the purely residential areas;

(m) to encourage private investment and therefore employment in new development by freeing selected areas from the constraints of inadequate access and poor public services;

(n) to enable the implementation of the plans to be made into practicable plans on the ground by the urgent training recruitment of intermediate technical staff such as pupil surveyors, planners, building inspectors, sanitary inspectors and site supervisors to set out supervise and inspect all development in the urban area;

(o) to guarantee the Authority a properly qualified staff and regular supply of up-to-date maps preferably produced by the orthographic method which is quickest and cheapest for standard development planning work;

(p) to ensure that whatever form of planning or development Authority is decided upon, adequate local representation is on the Authority to guide and influence the policies in the interest of the citizens of Bauchi (Maxlock, 1976).

4.30 THE MAIN ELEMENTS OF THE PLAN

The major elements provided by the master plan are discussed under the following headings:

(a) Transportation

The major roads proposed by the plan is important because the timing of the road construction programme will inevitably determine the phasing of implementation of the landuse proposals. Basically, the new proposed road networks are required not only to relieve the heavily congested main streets and junctions in Bauchi, but also to open up peripheral areas for new development. It is on this basis that the major road proposals for Bauchi are by-passes and relief roads that is to serve dual functions as earlier mentioned.

(i) The proposed alignment of the Northern ByPass and the existing Jos Road. This will facilitate residential development in the Rariya-Ran area and the Fadaman Mada and also the Ran-Tirwun action areas. The route proposed depends on the agreed release of a relatively small area of Army land.

(ii) Proposed Southern By-Pass - This is a very important road as it serves alot of functions; as a by-pass for through - or cross town - traffic; as an access road for the proposed and existing commercial and industrial areas and also as a relief road for the congested roads in the town centre. Its implementation however depend on the relocation of the existing airstrip.

(iii) Inner Western Relief roads. This road will provide an inner by-pass for traffic using the existing North - South and also serve a primary access road for the proposed new town centre. The implementation of this road proposal will to a certain extent, also depend on the relocation of the airstrip, although the road construction can be phased to give immediate access to the town centre prior to the relocation of the airstrip.

(b) Residential

The plan identified the normal residential areas categorised according to their densities of development and standard of housing.

(i) High Density: The high density residential area is the traditional compound developments in the walled city. The densities may be upto 250 person/hectare in the more congested areas, although the average is between 150 - 200 persons/hectare. The objective here is to bring the density to 150 persons/hectare with the introduction of proper provisions for road reservations, public open space, parking and access, and public services and utilities.

(ii) Medium Density Area: The density here is to be 110 persons/hectare. The areas that fall under this category include the 'Low Cost Housing' areas, Junior Staff Quarters, Barracks etc.

(iii) Low Density Area: This include the Government Reservation Areas (G.R.A.) Senior Staff Quarters, with the relatively large plots and density of 15 person/hectare.

Apart from the traditional walled city no any other place was identified as a high density area except the periperal existing villages like Lushi, Dumi and Yelwa. The medium density housing counld accomodate a variety of housing like Federal Low Cost and and medium income housing scheme. Other areas include Fadaman Mada; Ran-Tirwun, Rariya, Police Barrack extension, State Low Cost Extension, Kofar Idi and Gombe Road.

While low density residential areas include the existing G.R.A. Peripheral extension and infilling, G.R.A , Guru West, and Farm Centre East.

(c) Educational Facilities

The existing post primary institutions and their proposed extension areas have been provided by the plan. New sites for future requests for educational facilities have been demarcated especially along the major roads like Jos and Dass roads. The

areas for primary schools are supposed to be incorporated within housing layouts.

(d) Law and Order

It was recommended that the routeing of the Northern By-pass through the Nigerian Army Cantonment could curve-out some part of the Army land to the South of the By-pass. This land could be lay-out as 'heavy-duty' commercial area.

The peripheral areas, along Dass and new Kari roads, as potential sites for the major land requirements of the Nigeria Police Force - Police Barracks, Police College and refresher Course School. Also a potential site North of the Gombe Road for the Nigerian Prison Service.

(e) Public Services and Administration

The site for the Secretariat was recommended a strategical location in direct relation to the primary road and to the existing and proposed residential area (e.g. the Federal low cost, G.R.A. etc.) and with water and services easily provided to the location.

Also the Town Centre Plan will make provision for a number of other public offices such as the Federal Secretariat, High Court buildings, Central Bank etc. Other areas reserved for administrative and public services include the land in the vicinity of the junctions of the proposed Norther By-pass and inner-Western Relief Road; in the vicinity of the Central Mosque (L.G. Secretariat); Local Government Offices along Gombe road around the praying ground and opposite the farm centre along Dass Road.

(f) Public Transport and Utilities

Adequate land was provided for the Nigerian Railway Corporation (N.R.C) , but in case of any request for future demand, the N.R.C. should negotiate the use of adjacent land demarcated for industrial use.

The plan also shows the 60 metre way-leave and a sub-station site for the NEPA 132 Kv line Jos - Gombe power line. That is to the South of the town around some hilly terrains so as not impinge on current development proposals.

The plan recommended the segregation of the various motor park and provision of facilities for the movements of goods and passengers.

(g) Commercial Areas

The plan proposed major commercial expansion areas such as the land to be released by the Army along the proposed Northern By-pass. The commercial area and Central Business District along the Inner Western Relief Road.

The established small retail and office commercial areas along the major roads have been indicated and others to supplement the existing ones within the District Centres to serve the new residential developments.

Mixed-Commercial areas are also to serve the need of through traffic like petrol filling stations, hotels, motels, etc. on the Gombe, Jos and Ran Roads.

(h) Industrial Areas

The industrial area should remained in the Southern part of the town, and all new industrial activities should be concentrated within the area in order to enjoy the economics of scale in the joint use of existing and proposed service and facilities. Such as railway installation(siding, marshalling yards, storage depots etc); good regional and urban roads access provided by the proposed Southern By-pass and easy access to power and water supplies.

(i) Public Open Spaces

Many of the areas designated as public open spaces correspond to undevelopable areas like barrow pits, rock outcrops, and marshy areas.

The town wall has also been designated as public open space to preserve valuable historical feature of the town. This preservation will serve as ciculatory access for pedestrian and motor traffic also as space for routing service lines.

Extensive areas of public open space include the Guru hill and its environs which act as a green buffer for the adjourning G.R.A. extension areas. Other small areas include playing fields, parks and children's play grounds.

(j) Agricultural Production

The existing forest reserves like Fadaman Mada, Guru, Warinji and Dumi and the Fadama land and intensively cultivated farm land should continue as fuel and food production areas

4.40 IMPLEMENTABILITY OF THE PLANS

The adequacy of the Bauchi masterplan for implementation depends on the assumptions made by the 'plan makers' or Consultants. These assumptions have to be realistic and flexible (so as to accomodate certain changes in the future) to allow easy implementation. The major assumptions made by the Bauchi masterplan could be summarised under the following headings:

(a) Relocation of the Airstrip - The plan proposed the relocation of the existing airstrip so as to allow the development of the new town centre and construction of the inner Western Relief road and the Southern By-pass. This will involve the negotiation between the State government and Federal Ministry of Aviation. Thus, the land to be released for the essential 'Town Centre' development will depend on the State government commitments over it.

The inner Western Relief Road was constructed with slight realignment so as to link up the Southern part of the town with the Northern portion. But the town centre and the Southern By-pass could not be possible without the relocation of the airstrip.

(b) Release of the Army Land for Development - It was recommended that the Army land should be released for the expansion of the commercial area along the Jos - Bauchi Road. This was possible by re-routing of the Federal Trunk Road (Jos - Bauchi - Kari road) through the Army Barracks.

Again, this will involve the Federal Ministry of Works, the Nigeria Army and the State government for the development to take place. Therefore, these bodies need to come to agreement for the proposed development.

(c) The Construction of the Federal Trunk Roads - The construction of the Northern and Southern By-passes would provide necessary access for both residential and institutional developments. For instance, large scale landuses like Nigeria Police College, Technical College, Nigeria Prisons, University, Low Cost Housing and Industrial developments are to be served by these roads. The absence of these roads have some implications on the pattern and direction of growth of the town. This is due to the fact that some major large scale landuses are relocated to the available access routes.

Furthermore, the masterplan did not phase out develoments to be carried out within the planned period. However, it divided the structure plan area into a number of component parts, that is District plans, which themselves are comprised of a number of more detailed action area plans. But the sub-divisions are purely diagrammatic and arbitrary in that the areas considered for immediate development are determined largely by the availability of topo-maps.

Similarly, the phasing of the preparations and implementation of the district and Action area plans were to be dictated by the development pressures and application for lands. Thus, there

was no priority in the development proposals. This might have been the reason for the ribbon development along the main radials. And this form of development will present certain disadvantages in terms of the extra infrastructure cost and greater inaccessibility to other parts of the town.

It was argued by the Consultants that the shape or form of the greater Bauchi could not be predicted. Therefore, the physical constraints will be largely the determinants of the rate, direction and phasing of growth of the town.

However, the potential development areas that are yet to be expoited have compounded the problems more. This has been proved by the present growth of the town toward the South-Western direction. Hence, creating extra cost for the provision of infrasturcture and greater inaccessibility to the centre of the town. These potentials include the release of the Army land for commercial use, airfield for development of town centre and alignment of the federal road which would provide access to large areas of land for both residential and other uses.

4.50 LIMITS IN THE IMPLEMENTATION

Comparing the proposals with the existing situations revealed that there are disparities right from the structure plan to the local plans. It may be argued that the major proposals and assumptions of the plan are yet to be implemented.

The allocation of about 3107 hectares of land to the Nigerian Army as a military contonment can be described as unfortunate. The Federal trunk roads alignments and construction exercises are yet to be accomplished. Another marked difference between the existing and the proposed plan is the commercial developments along major roads like Jos road, which the plan did not consider at all. Refer to the existing and proposed landuse maps of Bauchi (Figures 4.1A and 4.1B).

Analysis of the existing 26 layout plans prepared by the State Urban Development Board has shown that only 12 are implemented as per plan, while the remaining 14 were not implemented according to the provisions of the plan, See table 4.4 below.

Table 4.4: Layouts Implemented as Per plan Provisions in Bauchi as at July, 1990

Number of layouts implemented	Number of layouts yet to be implemented	Number of layouts not in the proposals but implemented
12	6	*8

* 3 layouts changed from low to medium densities.

Source: Field Survey, 1990.

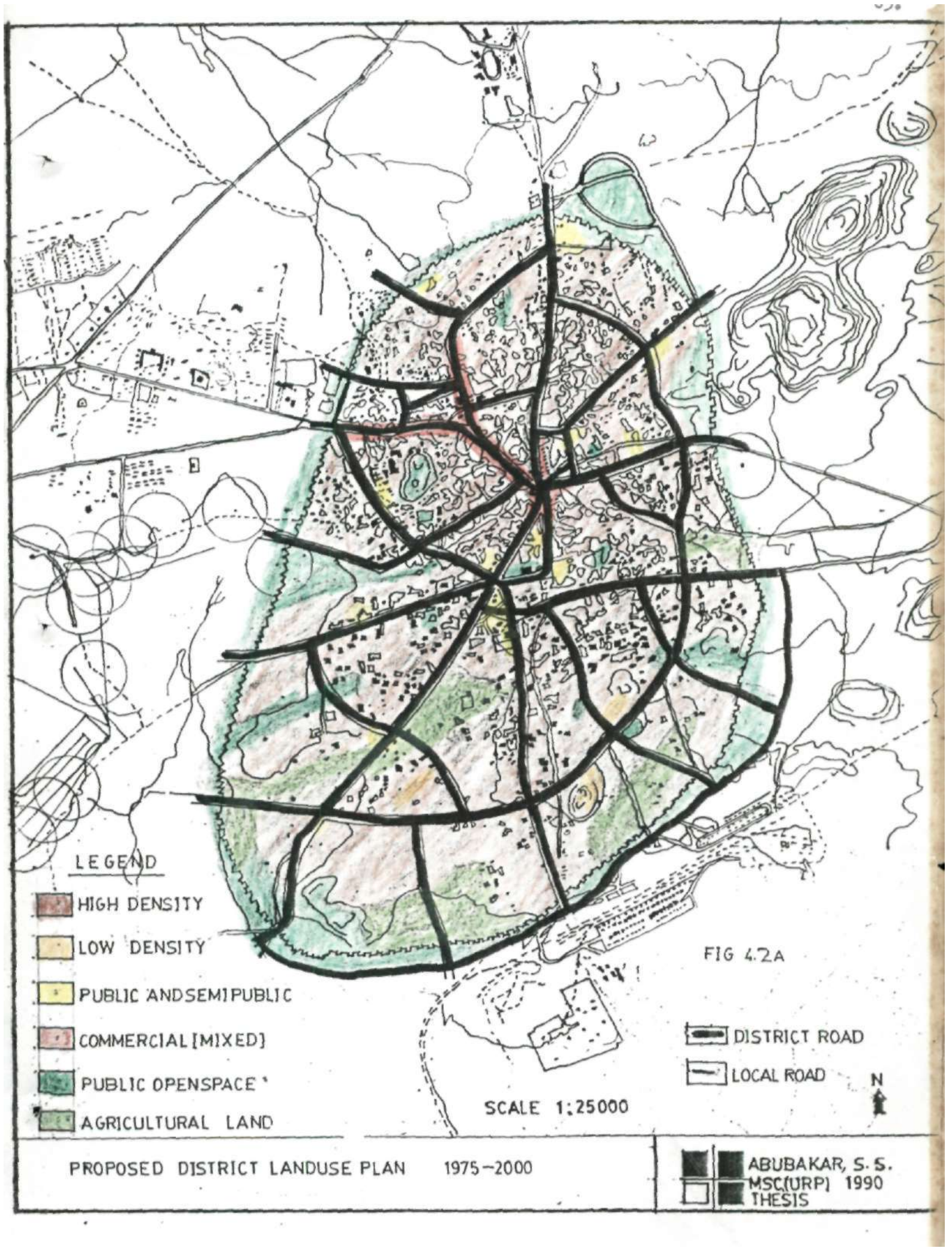
The layout 'DP 4' which was proposed for industrial purpose was converted to residential use for the execution of the Makama (World Bank Project) housing project phase II. The Ran-gate West

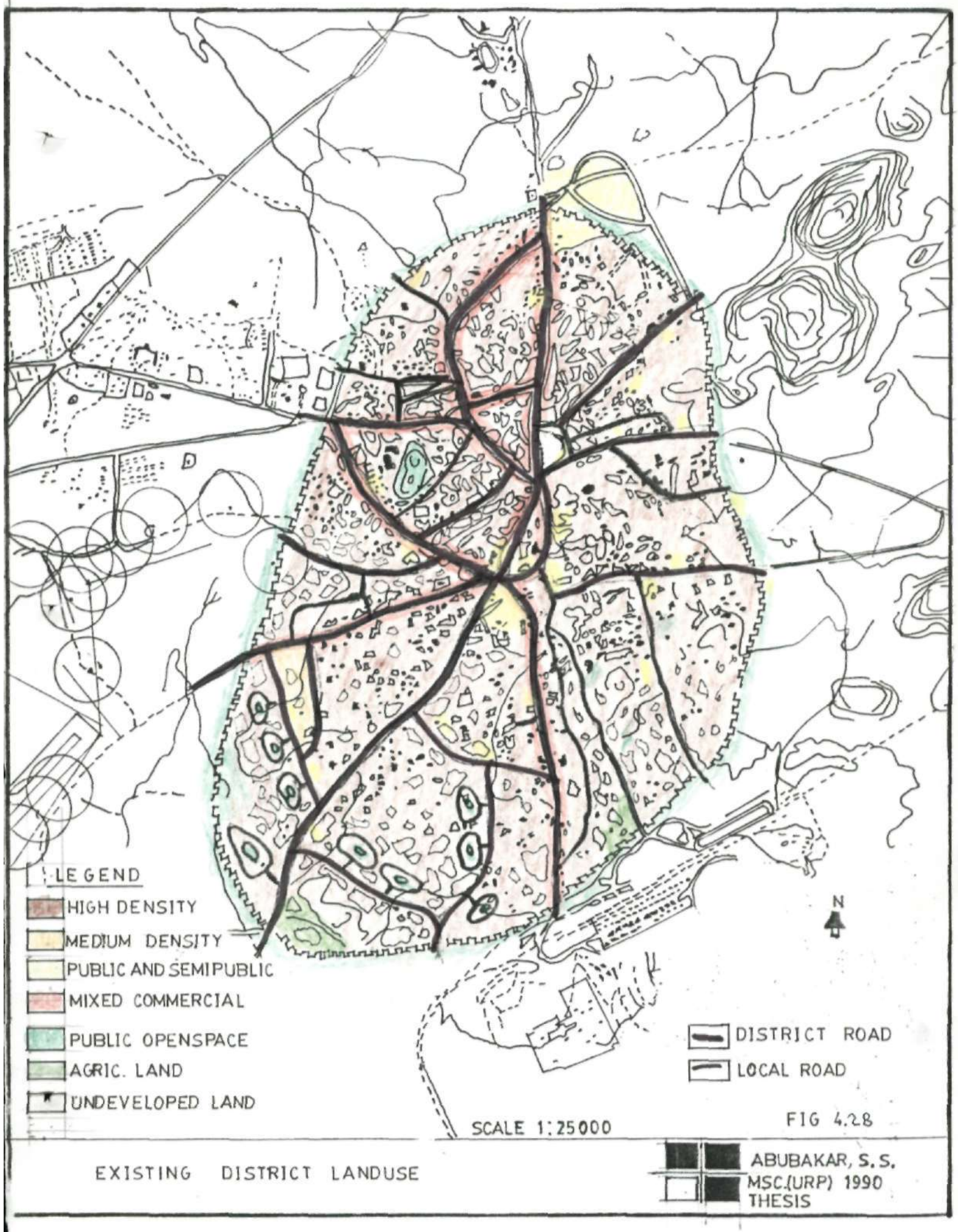
Sector layout was also converted from high density residential use to commercial use (market). Again, the Race Course which was meant for recreation has been changed to a commercial use (Trade Fair Complex). Therefore, despite the changes from one landuse to another, sometimes the density of a particular residential area may also be altered.

In order to show the existing disparities a closer look at one of the district plans will be made. The plan to be considered here is the central district plan (see figures 4.2A and 4.2B). The area of the plan is physically defined by the old walls of Bauchi, hence enclosed by the traditional walls. Some major elements of the proposed plan will be highlighted here.

(i) Landuse - There was a deliberate policy to maintain the traditional wall hence the 'green belt' zone round the traditional walls was adopted. This was to enable easy access for the provision of essential services and utilities round the wall.

Thouth this district was identified as a high density area, several policies were adopted to reduce the density to 150 persons/ hectare. The proposed open spaces, Borrow pits and areas meant for agricultural purposes like farming were reclaimed because of the increasing demand for land withing the district. This was further encouraged by the road constructions of the Makama project which also lies within the district plan. (See fig. 4.2B).


LEGEND
HIGH DENSITY
LOW DENSITY
PUBLIC ANDSEMIPUBLIC
COMMERCIAL[MIXED]
PUBLIC OPENSPACE
AGRICULTURAL LAND
DISTRICT ROAD
LOCAL ROAD
N
SCALE 1:25000
FIG 4.2A
PROPOSED DISTRICT LANDUSE PLAN 1975–2000
ABUBAKAR, S.S.
MSC(URP) 1990
THESIS


LEGEND
HIGH DENSITY
MEDIUM DENSITY
PUBLIC AND SEMIPUBLIC
MIXED COMMERCIAL
PUBLIC OPENSPACE
AGRIC. LAND
UNDEVELOPED LAND
DISTRICT ROAD
LOCAL ROAD
N
SCALE 1:25000
FIG 4.28
EXISTING DISTRICT LANDUSE
ABUBAKAR, S.S.
MSC.(URP) 1990
THESIS

(ii) Utilities - In 1976, there was a short fall of 1.7 million gallons a day relying on the 20 boreholes as at that time and using 30 gallons/head/day, (Maxlock, 1976, p.3.1.4).

Presently, there are 97 productive, 72 commisioned and 45 running boreholes in Bauchi with the maximum production capacity of 1.5 millions gallons/day. Assuming the population of 250,000 there is a shortfall of 1.5m gallons/day. The shortfall principally affect the old town where distribution is poor. Furthermore, the boreholes sterilized developable land on the account that 185m radius building free zone has to be provided. (See fig. 4.3A).

With regards to the supply of electicity there is no problem. Presently, the town is consuming 12 mega watts as against 22.5 mega watts, which is considered to be sufficient. The demand of electricity and telephone services is more outside the traditional wall because of the demand for government, commercial and industrial uses. The electricity and telephone lines usually follow the road networks and easily accessible areas which is usually poor in this district. (See Fig. 4.3B).

(iii) Roads - Different type of roads are provided within the district and they are segregated to avoid accidents and speedings. The road proposals are phased into 3 groups/classes. Some are to be constructed to join the existing ones while others are either to be re-aligned or upgraded. The phasing for

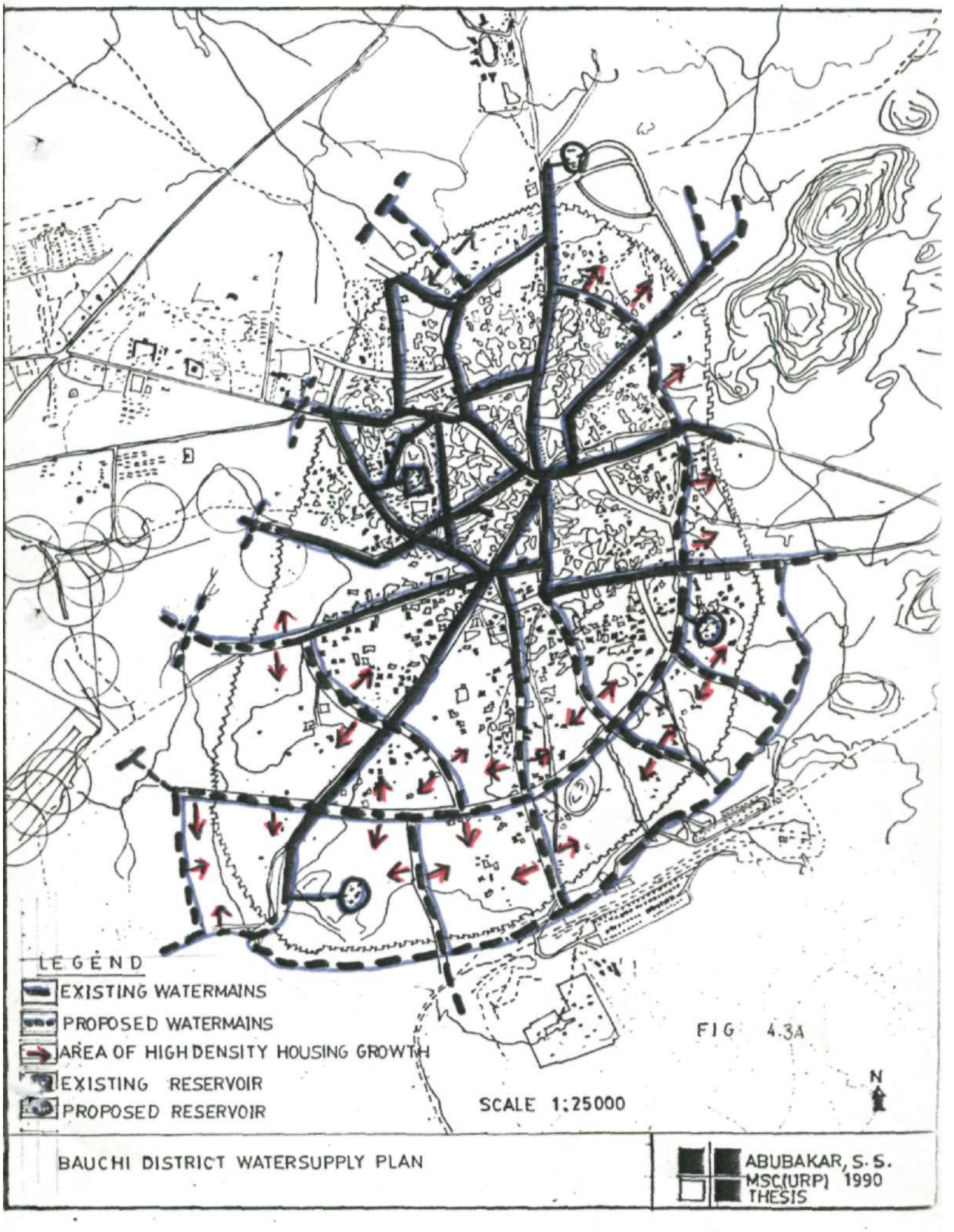

LEGEND
EXISTING WATERMAINS
PROPOSED WATERMAINS
AREA OF HIGH DENSITY HOUSING GROWTH
EXISTING RESERVOIR
PROPOSED RESERVOIR
SCALE 1:25000
N
BAUCHI DISTRICT WATERSUPPLY PLAN
ABUBAKAR, S.S.
MSC(URP) 1990
THESIS

FIG 4.3A

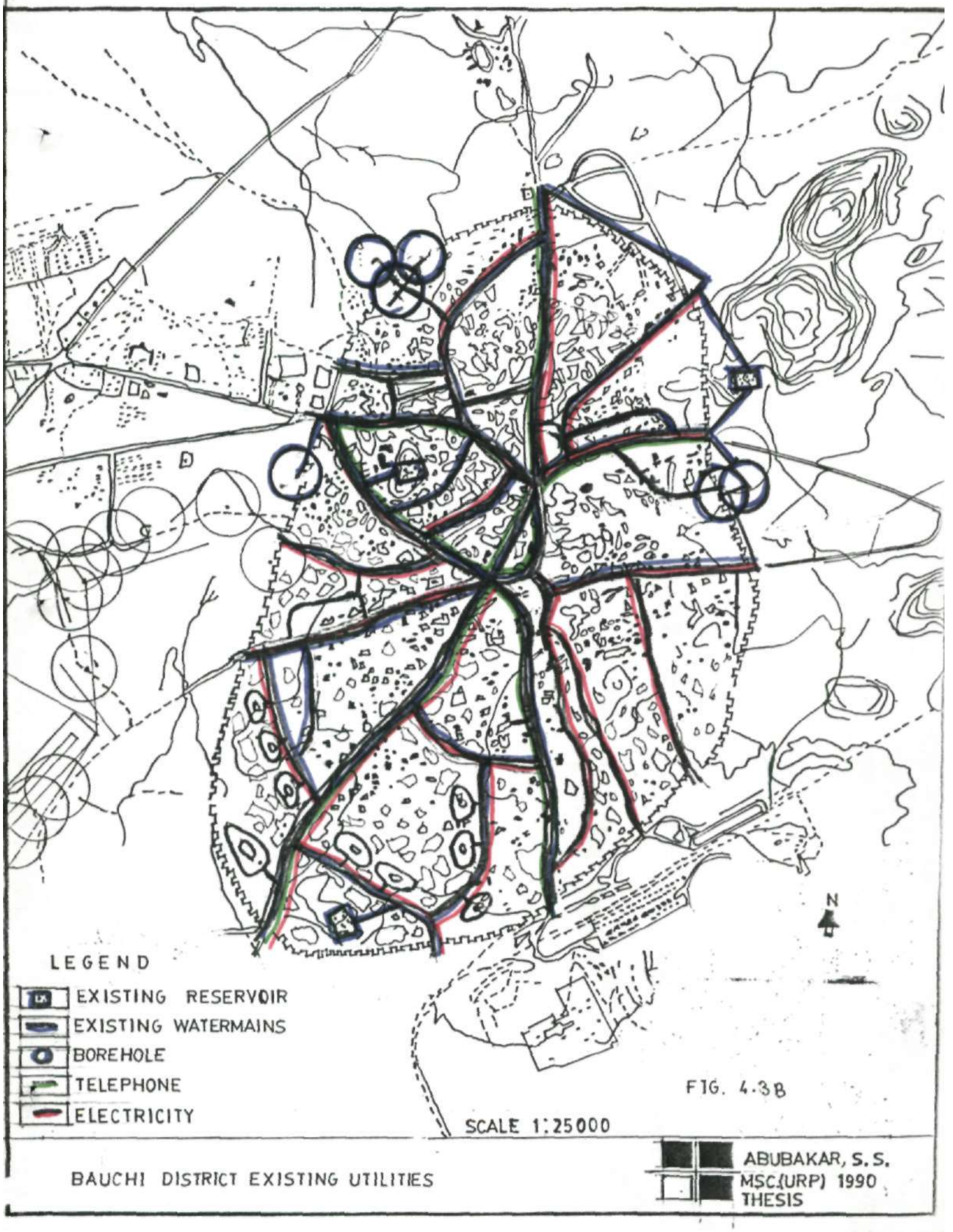


FIG. 4.3B

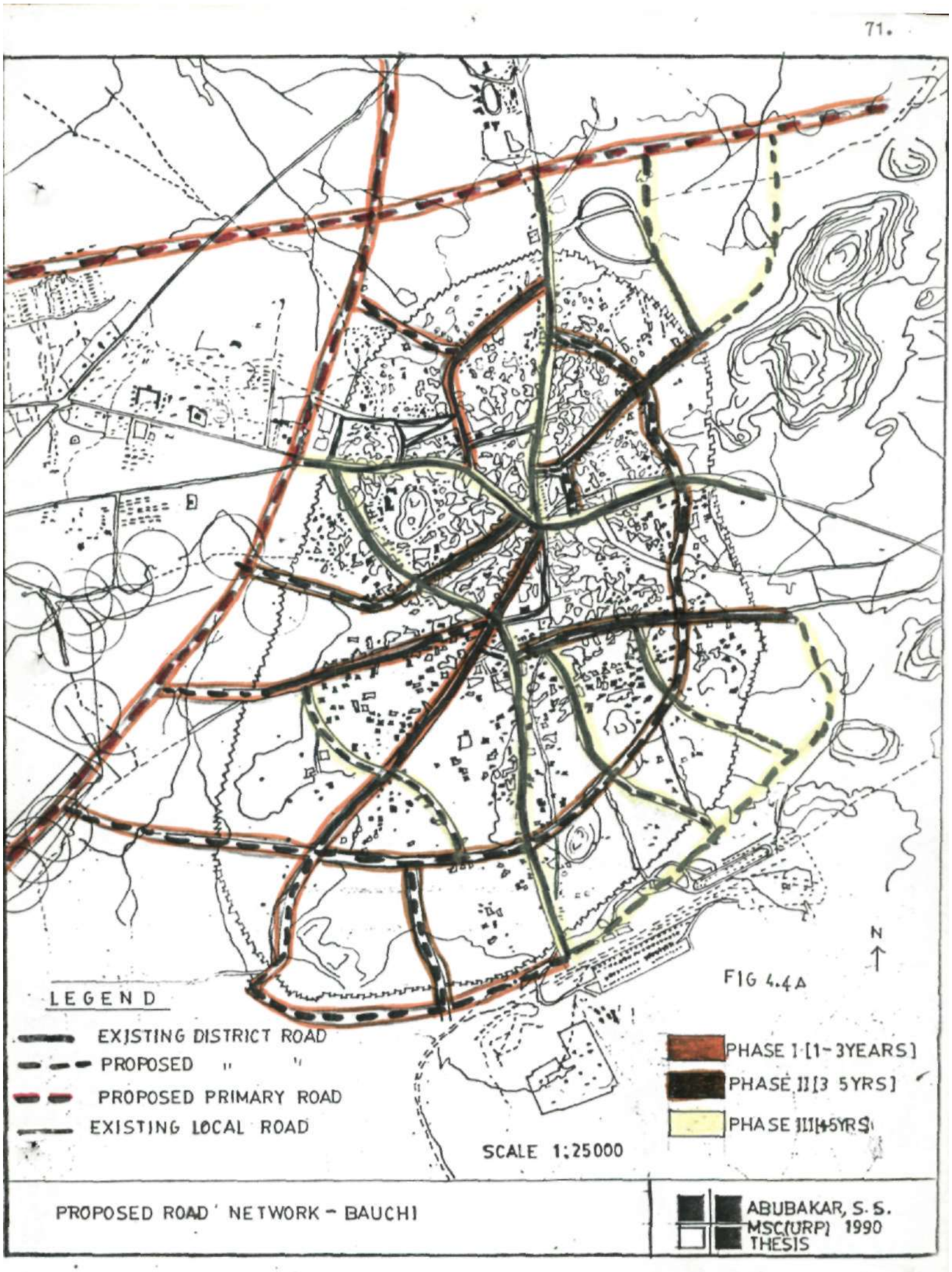
BAUCHI DISTRICT EXISTING UTILITIES

implementation was adopted on the bases of priorities and future developments as shown in fig. 4.4A.

Phase I - Under phase I, Inner Western and Southern Relief Roads were to be constructed to relief congestions at major and strategic roundabouts and junctions. Furthermore, Nasarawa, Bakin Kura, Kofar Rariya and Jahun roads are to be upgraded. Lastly, Yandoka/Ahmadu Bello and Wunti/Bakin Kura junctions were to be improved and also a link to be constructed with the Wasai Road. Out of these the Southern Relief Road, Nasarawa, Kofar Rariya and the Wasai links are yet to be accomplished.

Phase II - Under the phase II there are upgrading of Wazirì and Idi streets. Others to be constructed are Southern Ring road and a link to the industrial area by a bridge/fly over at railway crossings. All these proposals are yet to be implemented.

Phase III - Under this phase only 2 roads are to be constructed, Jahun and Dumi district roads. At present, only Jahun district road has been aligned. Looking at the areas selected for immediate attention as proposed by the plan (Action Area Plans), 2 areas are selected within the Town Centre. The two sections are the Market Action area and the Town Square proposals (See fig. 4.5A). In the market area there was a proposal for extension to the North and to the East to permit expansion of the market buildings and also to allow for goods delivery area, bus station and car park. Furthermore, an additional site for public building was also proposed.


LEGEND
EXISTING DISTRICT ROAD
PROPOSED " "
PROPOSED PRIMARY ROAD
EXISTING LOCAL ROAD
N
FIG 4.4A
PHASE I [1-3YEARS]
PHASE II [3 5YRS]
PHASE III [5YRS]
SCALE 1:25000
PROPOSED ROAD NETWORK - BAUCHI
ABUBAKAR, S.S.
MSC(URP) 1990
THESIS

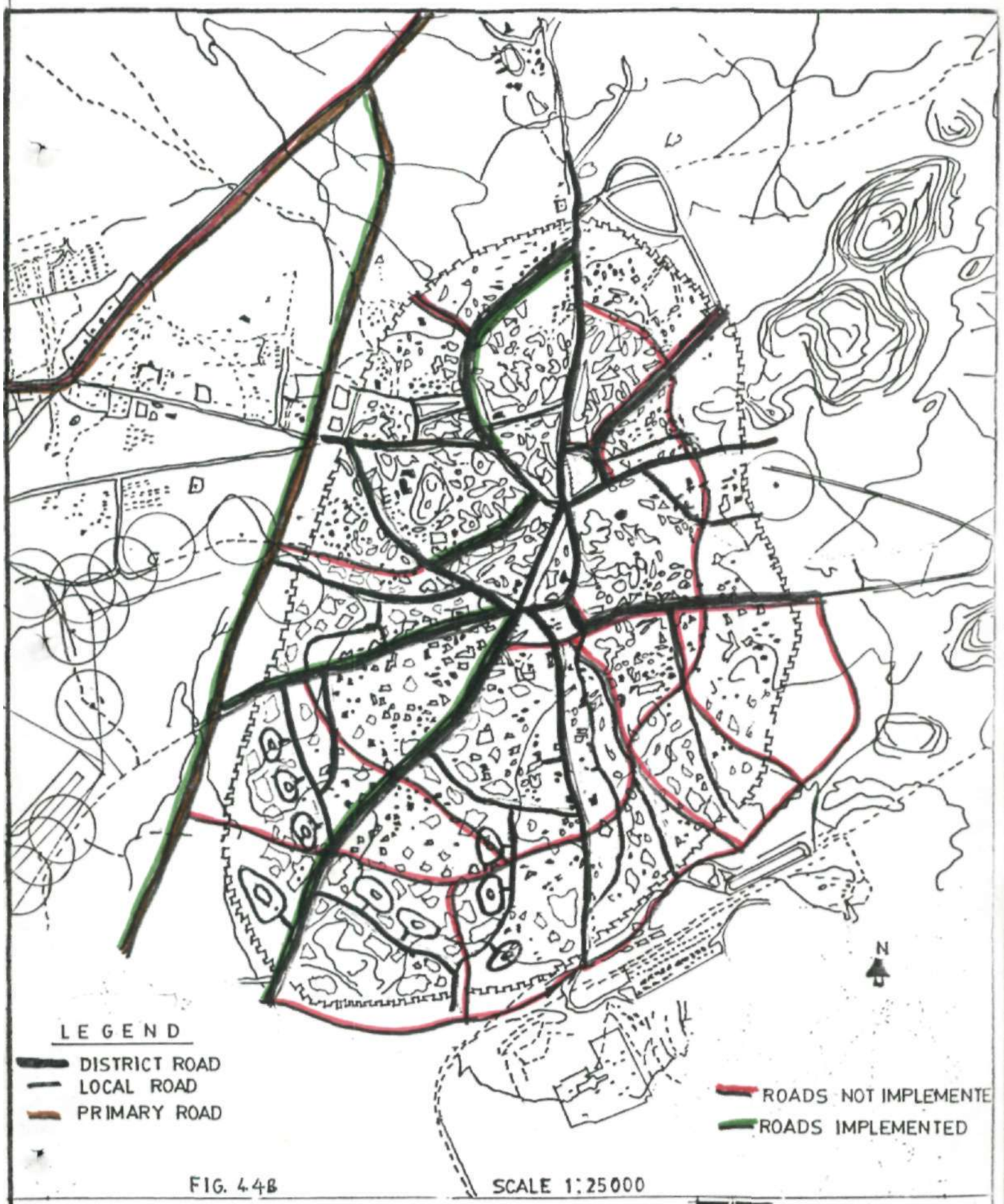


FIG. 44B

EXISTING ROADS NETWORK

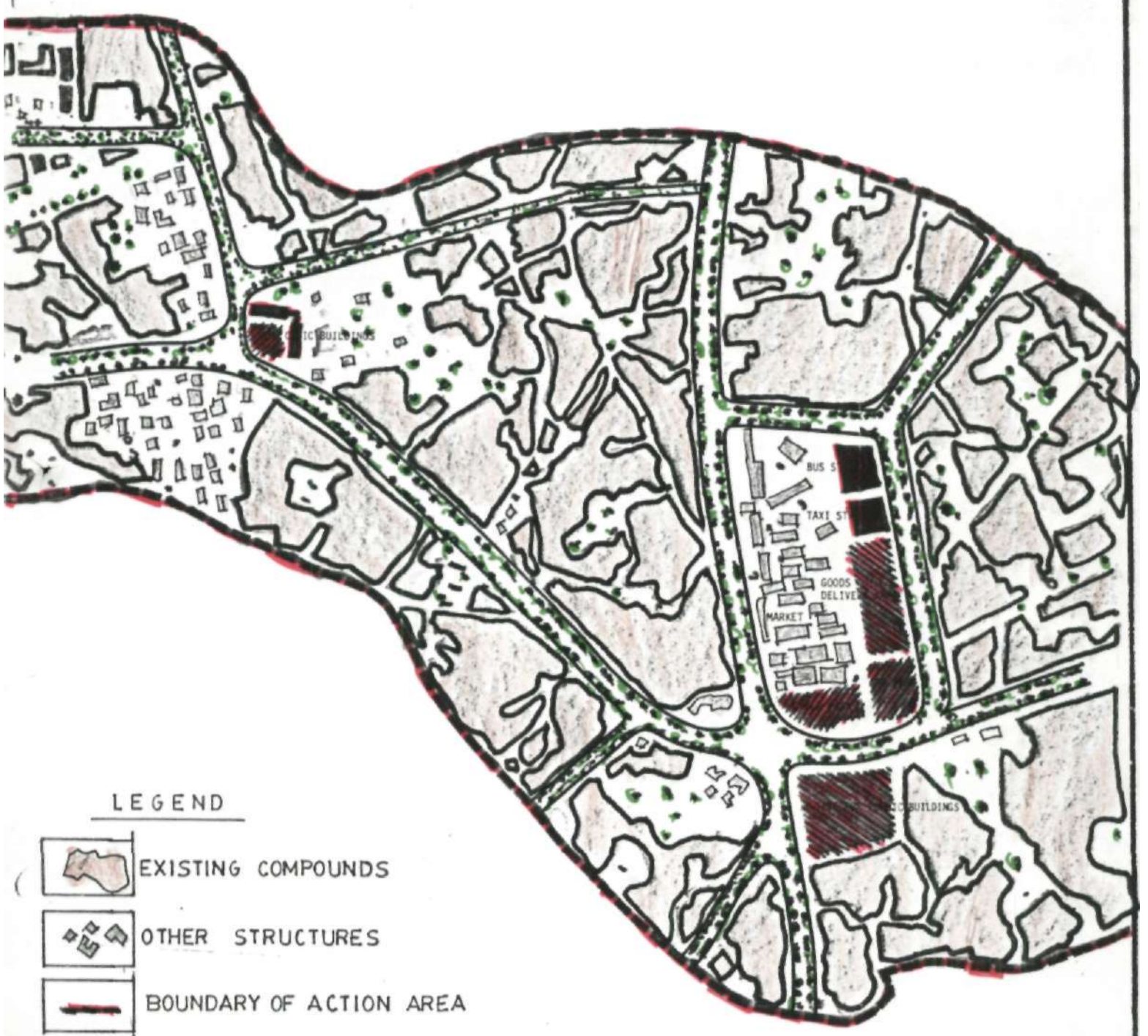
The second area for immediate attention envisages the creation of an open town square at the Wunti/Bakin Kura juction. The site with revised road layout, providing an area for important civic buildings.

In the case of the market area, nothing has been done for the extension or expansion. Rather the market area is now an open space with no buildings thereon after the fire disaster in 1983. The site has been controversial with the proposals of either building a central park for recreation or shopping complexes by the Bauchi Local Government. (See fig. 4.5B).

The site proposed for the civic buildings is yet to be developed for such purpose. However, the road junction has been improved to allow smooth traffic flow at the Wunti/Bakin Kura junctions. A new site for such development was provided along the Murtala Mohammed Road, because of the present development around coupled with inadequate space for parking and other services.

For the plan to achieve its aims and objectives provision has to be made for proper coordination between various landuses in order to create a healthy environment for living, working and recreation. However, the location of some landuses has change the pattern and direction of growth of the town, hence the plan might not achieve its goal (refer to plan's aims (f) and (g). For example, the unfortunate location of the Army land has restricted the development of large developable land and made relatively little suitable land in the immediate vicinity of the urban area for development.

FIG. 4.5A



TOWN CENTRE REDEVELOPMENT PROPOSAL

ABUBAKAR, S.S.
MSC(URP) 1990
THESIS

FIG. 4-58



EXISTING TOWN CENTRE

ABUBAKAR, S.S.
MSC(URP) 1990
THESIS

Therefore, this situation has necessitated the relocation of the airstrip which advantages outweighs by far its disadvantages. Firstly the proposed constructions of the Southern By-pass and the inner Western relief roads will consequently open up peripheral areas for new development. Secondly, the new town centre and the Secretariat which by their locational advantage made them easier for both the walled city and G.R.A. residents.

It can be argued that the success of the plan depends on realisation and the flexibility of the assumptions made by the plan-makers.

CHAPTER FIVE

5.00 PROBLEMS OF IMPLEMENTING THE BAUCHI MASTERPLAN

It was clearly stated earlier that the problems of implementing physical plans could be identified by first identifying what implementing a programme or plan involves.

It is undisputable that problems may appear both during formulation or implementation of a plan. Thus, it lies on the implementing bodies to manipulate their control variable in order to ease any difficulty that might affect smooth implementation.

Even though short-comings may arise (which are sometimes inevitable) in some cases they stem from the way in which the plan has been formulated. According to Friedman (1967,p. 225) that 'the kind of implementation machanism adopted will itself influence the character of the plan and way it is formulated.'

As regards to the problems encountered during its preparation, the Bauchi masterplan was not a peculiar case. It has been stressed that for a success of a plan document being implemented, it should be adopted as a framework for the future development. Therefore, it is expected as a normal planning procedure that the Bauchi masterplan to be distributed to all official bodies concerned with the town's development and also made accessible to the general public through active information.

Unfortunately, it was observed that the planning consultants - Maxlock Group had not made available reports and draft masterplan for comments to any of the ministries that were concerned with

planning and development of the town. But rather they (consultants) sent the final draft into printing. Thus, the reports are submitted to the Bauchi State Government without obtaining client's comments on the draft or final draft report.

Later, the client ministry, Bauchi State Urban Planning and Development Board (then Bauchi State Development Board (BSDB)) in 1977 sent copies of the submitted final draft of the masterplan to the relevant ministries/agencies. The comments and information received from these ministries are related to a number of developments and changes which have taken place after the creation of the State in 1976.

Infact, the information contained in the report are based on the surveys conducted in 1973 - 74. Thus, findings have already been overtaken by developments therefore, necesssitate revision of this plan. It will be seen that the present developments have already crossed the limits which is indicated on the landuse plan (See fig. 4.4 B). The Bauchi State Urban Planning and Development Board (then BSDB) in 1980, undertook the revision of the plan to cover the exceeded limits in order to produce a proposed landuse plan up to the year 2000.

The arguement between the State Government and the Consultants over the final draft report and the materials (maps, designs, etc.) was dragged to the extent that the final report was not approved. by the Governor. Hence the masterplan was never put forward for approval by the Governor as provided by the law. Even though that will never stop the implementation of plan's content.

Furthermore, the recommendations of the planning consultants on the re-routeing of the Federal trunk road and the negotiation of the Army land for commercial development and relocation of airstrip can be regarded as technically sound but in practical terms not feasible. This is due to the fact that, the implementation of these assumptions will involve inter-governmental cooperation and alot of politics.

Problems of implementing plans have been identified and categorised in a broad terms such as social, technical, political, administrative, economic and legal. Here, a theoritical basis of what implementing a plan involves is applied for easy understanding and identification of the problems. Thus, the problems are discussed under the different stages of implementation process.

5.10 PROBLEMS AT PROGRAMMING STAGE

After a plan has been approved the priorities of implementation is then identified for execution. This stage involves the programming of action into projects. The projects are given specific time periods for execution. Also at this stage the source and method of financing are identified. Others include the cost of implementing the project, administrative and technical requirements are determined for further action.

The problems of implementing the Bauchi masterplan at the programming stage will be highlighted below.

5.1.1 Priorities of the Policy Maker

Since this stage involves the identification of the priorities of the plan for implementation, the decision of a policy-maker is very important. The policy - maker's priorities, policies and interest is an important determining factor for successful implementation of plans. This is why it is necessary for planners to be able to influence the policy-maker and with the government support to get their plans implemented.

It can be observe in the table 5.1. The allocation of funds during the plan relects the government priorities. Therefore, it is essential that priorities of implementation are identified and phased in rationale way in order to avoid unnecessary waste of resources.

5.1.2 Undefined Periods for Project Execution

For effective and smooth implementation projects are phased out and allocated specific time for completion. The phasing usually reflects the priority projects and the government policy.

Inadequate phasing and time schedule for plan implementation lead to over ambitious plans that might not be feasible. This because they stretch the available human and financial resources and hence ended up in the poor performance in the implementation.

5.1.3 Lack of Finance

The availability of funds is crucial to implementation of plans according to schedule. Hence, without adequate funds no plan will be implemented. Like any other State, the Bauchi State Government prepares a Five Year Development Plan (now 3 years Rolling Plan) and make allocation of funds to different sectors of the Economy. Each sector is divided into several components or sub-sectors and financial allocation is made for each of them. The table 5.1 shows the actual capital expenditure by Sectors in Third (3P) and Fourth Nation Development Plan (4P).

Table 5.1: Comparision of the 3rd Plan and 4th Plan Expenditures

Sector	Actual Capital Expenditure (3P)	Actual Capital Expenditure (4P)	% increase/ Decrease
Economic	15,189,203	170,834,396	+48
Social	156,851,071	146,103,296	-17
Regional Development	172,727,678	64,888,717	-63
General Administration	25,148,130	29,806,357	+18
TOTAL:	469,916,082	411,632,765	-14

Source: Bauchi State Fifth Progress Report on the Fourth National Development Plan (1981 - 85), p. 1.

Comparing the total actual capital expenditure of the third plan and the fourth plan, it shows decrease of 14%. And there was a decrease in the actual capital expenditure under the Regional Development Sector. And Town and Country Planning is a sub-sector under this Sector. There was a decrease because of the lack of sufficient fund over the plan period hence the Government had to reflect that on the basis of its priorities.

It is also at this stage that the sources and methods of financing plans are identified for smooth project implementation. It has been observed that the Urban Planning Authorities have failed to tap the great revenue producing potentials of the urban land. In the enabling edict, the Bauchi State Urban Planning and Development Board is supposed to establish a fund made up of:

(a) Subvention from the State Government for the running expenses of the body concerned and all assests from time to time accruing to it.

(b) Loans from government, statutory corporation, any private foundation, any person whatsoever but with the approval of the governor (Section 18 of the Edict No. 2, 1990).

(c) Revenue to be generated from the various activities prefered in the execution of its functions or in respect of any property vested in the Board or otherwise.

Unfortunately, the Board has not been able to exploit these sources of establishing fund. With regards to the subvention from the government, the amount usually approved fall below the requirement of the Board's functions. For instance, out of ₦141,588,000 allocated to finance water projects in the State in the fourth plan (1981 -85), only ₦19,726,115 (13%) was expended during the plan period (Fourth National Development Plan, p. 94).

Furthermore, the loans where required are not readily guaranteed by the government. That means, the public corporations or Boards are to seek alternative sources of finance in order to perform their functions effectively. Thus, a more reliable sources of finance have to be searched for implementation of plans.

5.1.4 Non-phasing of Projects to Reflect Need and Availability of Resources

It has been observed that layout plans are being prepared over the years with no regard to the sources of financing their implementation. Therefore, they are being prepared with no consideration of the degree of need and the cost of provision of facilities, utilities and services.

Table 5.2 shows the number of layouts that were prepared and approved from 1975 to 1985. From the table, 4 layouts were approved in 1980 and 1985, while in 1984 non was approved.

Table 5.2: The Number of Layouts Approved by the Governor from 1975 - 85

Year of Approval	No. of Layout	Year of Approval	No. of Layout
1975	1	1980	4
1976	2	1981	1
1977	1	1982	3
1978	1	1983	1
1979	1	1984	-
		1985	4
		TOTAL	19

Source: Environmental Planning Division, B.S.D.B., Bauchi, 1990.

It was argued that this indiscriminate allocation of plots has led to land speculation and many plots undeveloped.

5.1.5 Technical/Administrative Requirements

For any plan to get implemented there is the need to identify the technical and administrative staff that are required to manned the project. The shortage of staff to aid in the execution of plan in Bauchi State is not a strange one.

An attempt to assess the demand of professional planners in Nigeria was carried out by Professor Dix Garald in 1972 on the basis of:

(a) One professional planner for each 25,000 urban population.

(b) An additional one planner for each 250,000 rural population and also assuming percentages of urban and rural population as 20% and 80% respectively. He estimated that there was a basic demand of 587 town planners and a shortage of 560 planners in the country.

In Bauchi State Urban Planning and Development Board, there are only 4 professional planners. And using Professor Dix's method of estimation, shows that about 10 planners are required in Bauchi town alone assuming the population of 250,000. And within an additional one professional planner to head each of the 20 Local Government Headquarter's planning office in the State.

5.20 PROBLEMS AT BUDGETTING STAGE

By the word 'Budget' means an estimate of probable future income and expenditures to accomplish a set of objectives. There is a need to make choices among demands in terms of what to do; how much to do; and when to do it. Since resources are limited, budget therefore represents a priority scale of need and seek to achieve an optimal allocation of scarce resources.

Therefore, this stage involves the allocation of funds to cover cost of equipment or materials, economic trees, land compensation and field staff salaries and wages. This is a crucial stage because it requires effective financial management in view of the limited available resources.

5.2.1 Insufficient Funds for Allocation

After an estimated allocations have been made for a plan for over a period of time (now 3 year rolling plan) to the different sectors of the Economy. It has been a normal procedure, that the State Ministry of Finance and Economic Planning will have to invite each Parastatal/Ministry to present its proposals before funds are allocated. Table 5.3 below shows the funds allocated to the sub-sectors under the Regional Development Sector during the Fourth National Development Plan.

Table 5.3: Funds Allocated to the Regional Development Sector During the Fourth National Development Plan (1981 - 1985)

Sub-Sector	Plan Allocation (1981 - 85) (₦)	Total Capital Expenditure (₦)	% Proportion of the Capital Expenditure
1. Water	141,588,000	19,726,115	13%
2. Community Development	9,000,000	1,671,995.52	18%
3. Sewage and Drainage (for major towns) and refuse collection	2,100,000	709,258.54	33%
4. Housing*	25,104,000	16,411,292	65%
5. Town and Country Planning	59,000,000	26,370,055	44%
TOTAL:	236,792,000	64,888,652	-

Source: Bauchi State Fifth Progress Report on the Fourth National Development Plan, Bauchi State Programme (1981 - 85) Pp. 85 - 101.

*The site and services slump upgrading of the Makama project taking the lion share of ₦3,250,000.

The allocations as shown by the table 5.3 did not provide us with impressive expenditure especially when compared with the total cost requirement for each of the Sub-sectors.

A further breakdown of the amount allocated to the Town and Country Planning Sub-Sector is shown in table 5.4 below. This will show the amount of funds allocated vis-a-vis the amount expended on materials, equipments, land compensation etc.

The major problem at this stage is that insufficient money might be budgetted for a project which will not be adequate to finance the project.

Table 5.4: Town and Country Planning Sub-Sector Allocation of Funds During the Fourth Plan Period (1981 - 85)

Project Title	Plan Allocation	Actual Expenditure (1981 - 85)	%
1. Township Mapping	1,000,000	136,140	14%
2. Masterplan for new urban Centres	860,000	171,300	20%
3. Construction and Improvements of urban roads	40,000,000	17,646,084	44%
4. Parks and Gardens	2,000,000	237,075	12%
5. Land Acquisition and Compensation	10,000,000	4,534,284	45%
6. Survey and Engineering Equipment	1,400,000	922,332	65%
7. Direct labour (construction of urban roads	5,000,000	1,806,458	36%
8. Survey of govt. Lands	-	916,426	-
TOTAL	59,000,000	26,370,055	

Source: Ibid, p. 102.

The table 5.4 is reflecting the previous (Table 5.3) in terms of poor financial achievements. The actual amount expended was not adequate when compared with the amount allocated for it during the plan under review. It should also be noted that the total capital expenditure is the summation of all the capital allocations in each of the annual budget from 1981 and 1985.

Almost all the projects under the Town and Country Planning Sub-Sector are being carried out by the Bauchi State Urban Planning and Development Board. Therefore, the summary of the Board's capital estimates for the year 1987 is provided in table 5.5. This will give us the actual amount being allocated in the Budget plan and the actual amount that has been provided.

Table 5.5: Bauchi State Urban Planning and Development Board
Summary of 1987 Captial Estimates

Project Title	Plan Proposal 1987	Capital Expenditure	%
1. Refuse Collection	N.A.*	150,000	-
2. Drainage	2,026,232	300,000	14.8%
3. Site and Services (Makama Project)	2,883,565	N.A.	
4. Masterplans for New Towns	1,313,000	500,000	38%
5. Construction of Urban Roads - Contract	21,415,020	1,000,000	4.79%
6. Parks and Gardens	87,872	20,000	22.8%
7. Construction of Urban Roads - Direct Labour	2,165,589	80,000	3.7%
8. Construction of Modern Markets	21,000,000	N.A.	-
9. Regional Development Studies	750,000	N.A.	-
10. Survey & Engineering Equipment	200,000	N.A.	-
Total	51,841,278	2,050,000	

*N.A. = Not Available. Source: B.S.U.P.D.B., 1990.

Again, in the table 5.5 no project can be given a pass mark in terms of financial achievement or funds allocation.

It might be interesting to note that the Board's capital estimates for the 1987 was not realistic when compared with the actual capital expenditure for the Regional Development Sector in table 5.1. That means, about ₦52m has to be earmarked for the execution of the Board's capital projects out of ₦64 million which was expended in the plan period. In otherwords, the amount (₦52m) to be spend in 1977 represented about 80% of the amount expended during 5 year plan period, and of the Regional Development Sector.

5.2.2 Problems of Land Surveying, Acquisition and Compensation

The government acquire land from the public for development. Therefore, when such lands is acquired compensation has to be paid for the existing structures and economic trees there on.

As indicated from the amount shown in table 5.4, there were a lot of develop activities during the plan period. However, only about 45% financial achievement was recorded during the plan under review. And the problem of non-payments of compensation for the land acquired by the government has affected some development projects. For instance, land holders threaten officials who come to survey plots behind the

traditional walls in Bauchi. Therefore, development had to stop until payments for the compensation was made to the affected people.

The system of compulsory land acquisition has always been a potential threat to the peasants especially how that payment for compensation is not easy to come by. This is further compounded by the problem of cheating here and there which generate alot of trouble. In Bauchi State, there was a complain by the peasant land owners over some Local Government diverting their monies meant for the payment of compensation.

5.30 PROBLEMS AT PROJECT ASSIGNMENT STAGE

It is at this stage that the project which has been budgetted is hereby assigned for further action. The project can be assigned to a contractor or to be executed by a direct labour.

Therefore, division of responsibilities must be made here for the execution of the project. After assigning areas of responsibilities to the implementing bodies, then detail document has to be produced for execution. This document has to contain all the necessary information like site of the project, dimensions, topographical features, schedule of requirement or specifications. Also, all the basic laws that will serve as tools for implementation such as building bye-laws,

zoning regulations that has to be followed by professionals and the time schedule for the project.

Like other stages, some problems tend to feature in the project Assignment Stage. These problems are highlighted.

5.3.1 Overlapping of Responsibilities

Since the stage involves the assigning of project to implementing bodies for execution, the functions of each organ need to be defined for smooth execution and in order to avoid duplication of efforts. The implementation of plan involves many units of both governmental agencies and the private bodies therefore, overlapping of areas of jurisdiction may likely feature. There is the need for a common forum where bodies should meet for coordination of their activities.

This problem of overlapping of functions is further aggravated by the lack of cooperation and coordination. Other agencies do provide certain facilities, utilities and services (as discussed in Chapter 3). Functions of each agency should be clear in order to avoid duplication of effort and conflicts in the performance or execution of functions.

5.3.2 Lack of Cooperation and Coordination

It is the responsibility of the B.S.U.P.D.B. to coordinate all the planning activities but it seems the Planning Authority is doing virtually nothing in the this respect.

In a study conducted on the public to find their level of awareness on the existance of the Board (See table 5.6). It may be recall that the Board was established by an Edict No. 4 in 1979 (i.e. 11 years ago).

Table 5.6: Respondants Awareness of the Existance of the BSUPDB.

Time	No. of Respondents	%
Within one year	15	3.75
2 - 4 years	107	26.75
5 - 6 "	184	46.00
7 - 10 "	56	14.00
Over 10 years	38	9.5
TOTAL	400	100%

Source: Field Survey, 1990.

From Table 5.6, it shows that only 9.5% actually are aware of the existance of the Board since inception.

Therefore, it is very important that the Board should involve the public and make them aware of its functions.

Through public awareness projects can be implemented easily. A good example are the list of projects executed through community development in the Bauchi Local Government Area (See table 5.7).

Table 5.7: Projects Executed Through Community Development Schemes in Bauchi Local Government Area

Year	No. of Projects	Community Contribution	Government Contribution	Cost of Project
1985	114	141,005.30	30,000	171,005.30
1986	195	156,000.90	35,000	191,000.90
1987	219	253,919.50	40,000	293,919.50
1988	148	311,416.00Ø	13,910	325,326.35
1989	152	432,686.75	44,679.90	477,366.65
	828	1295028·45	63,589·90	1,448,618·70

Source: Bauchi Local Government Community Development Section, 1990.

From the table 5.7 above, indicates that the community contribute the largest amount in the execution of project cost.

Some agencies, however regard cooperation as a subordinate even when they are under the same level of government, serving same people. For example, the State Ministry of Works embarked on the construction of an access road to the Ibrahim Babangida Square in Bauchi, destroying part of a public park along Ran Road, without the consent of the B.S.U.P.D.B. that is responsible for parks and garden facilities in the State.

Sometimes it becomes difficult for the Planning Authority to perform its functions effectively. This is because some agencies are autonomous, their sources of finance are different; therefore, they operate at their convenience. The planning authority, has never considered giving agencies the guidelines to follow as regards the impact of their activities on the urban environment.

5.3.3 Political and Administrative Interference

After a project has been assigned, it may be influenced by political interference either directly or indirectly. Some projects may be neglected in favour of new projects just for political reasons. It is not uncommon with projects being contracted on the basis of connections or political rewards. Therefore, these projects suffer because they are not awarded on merit or competence. It was common during the political era the revocation of Certificate of Occupancy due to political reasons.

Administrative interference has influenced greatly especially in the change of placement of Planning Authority since the creation of the State in 1976. It was in the Ministry of Works in 1976 - 79, then in the Ministry of Housing and Environment in 1980 - 84 and some planners in the State Development Board, 1977 - 90. Thus, this unpermanency has not facilitated maturity of planning functions and that of the profession in the State.

5.3.4 Poor System of Plot Allocation and Approval of Building Plans

The system of plot allocation in the State does not provide a room for easy identification of a potential developer. Thus, ended up allocating land to highly placed personalities and people with connections. This has led to the problem of land speculation where land is acquired but only to be sold to private corporations and wealthy individuals at exhobitant prices.

The few lucky allotees that secure the plots faced another problem of obtaining Certificate of Occupancy.
Since the certificate is the pre-requisite for granting housing loan and building plan approval. The processing for the certificate is lengthy and developers usually spend more money than the official charges by the government. The delay in the process is further aggravated by the bureaucratic procedures by the Ministry of Lands and Survey and sometimes by the Landuse Allocation Committee (L.U.A.C).

In a survey conducted on the developers of a Wambai layout (a fully developed residential layout) has shown that about 80% of the developers spent more than 6 months processing their plots. Hence, this cumbersome bureaucratic processes discourage development of land. It indicates that 4% of the respondents spent upto 3 years struggling for land. Also only 4% obtained their plots within 3 months. This is indicated in table 5.8.

Table 5.8: Time Taken by the Wambai Developers to Process Their Plots.

Duration	No. of Respondants	Percentage
1 - 3 months	2	4
3 - 6 months	8	16
6 - 1 year	12	25
1 - 1½ years	14	30
2 - 3 years	10	21
Over 3 years	2	4
TOTAL	48	100

Source: Field survey, 1990.

Comparatively, the figures obtained in the Guru West (G.R.A. type) low density residential layout (Table 5.9) has shown that considerable proportion of the developers had spent lesser time. This indicates that 24% of the developers obtained their plots within 3 months as against the 4% in the Wambai layout.

Table 5.9: Time Taken by the Guru West Residents to Process Their Plots

Duration	No. of Respondants	Percentage
1 - 3 months	22	24
3 - 6 months	6	7
6 - 1 year	42	47
1 - 1½ years	16	17
2 - 3 years	5	5
Over 3 years	0	-
TOTAL	91	100

Source: Field Survey, 1990.

And 69% of the residents of Guru spent more than 6 months to process their plots as against 80% in the Wambai layout. None of the Guru West residents spent more than 3 years against the few (4%) in the Wambai layout (See Table 5.9). Perhaps, the differences might be due to level of income of the different residents (developers) and probably their personalities in the society, as indicated by the type of layout.

5.3.5 Shortcomings of the Law

It was argued that the existing Town and Country Planning Law is a relic of the colonnial era, therefore, it is outdated. There are some drawbacks that were identified in the Law which affect smooth implementation of plans. Among them are the misconception of what planning is all about and defination of planning scheme was not clear. The Law has not distinguished the various types of plans, i.e. regional, sub-regional, urban, rural, local area and subject plans.

More fundamentally, the law has not provided any procedure for implementing plan. Therefore, no provision exist for local participation or obligation on the Board/Planning Authority as regards to consultation and coordination to effect smooth implementation of plans.

5.40 Action Stage

This is the final stage of putting the prepared plan into a test. It involve manual work on site, technical supervision, construction management, earth works and feedback. While a plan is put into action there should be an effective management control system to keep the plan in line with the aim and objectives that was planned for.

Therefore, the problem that will be discussed here will include all the technical, financial and administrative that is

normally encountered at this stage. Some physical plans undergone through all the above stages, but come to be stucked at the action stage.

In the study conducted by the staff of the B.S.U.P.D.B. in 1986 on the status of development of residential layouts in Bauchi metropolis, it was found out that only 31.2% of the total plots were actually being developed. This is shown in the table 5.91 below.

Table 5.91: The Status of Development of Residential Layouts in Bauchi

Metropolis (as at Sept. 1986)				Status of Development	
No.	Number of Plots	Number of Plots	Year Approved by Governor	No. of Plots	%
1.	TPO/NEW/91	70	1975	70	100
2.	TPO/BA/6A	312	1979	78	25
3.	TPO/BA/7	110	1976	110	100
4.	TPO/BA/8	86	1976	96	100
5.	TPO/BA/10A	122	1981	73	60
6.	TPO/BA/14	41	1977	18	45
7.	TPO/BA/ 38	56	1978	48	85
8.	BSDB/MPD/DP/8	833	1980	42	5
9.	BSDB/MPD/DP/5	660	1983	297	45

Table 5.91: Cont'd.

No.	No. of Plots	No. of Plots	Year Approved by Governor	No. of Plots	%
10.	BSDB/EPD/DP/9	76	1980	38	50
11.	BSDB/EPD/DP/10A	1528	1980	535	35
12.	BSDB/EPD/DP/15	70	1980	39	55
13.	BSDB/EPD/DP/17A	120	1982	54	45
14.	BSDB/EPD/DP/22A	111	1985	44	40
15.	BSDB/EPD/DP/23	423	1981	148	35
16.	BSDB/EPD/DP/29	359	1985	18	5
17.	BSDB/EPD/DP/30	41	1982	7	18
18.	BSDB/EPD/DP/31	205	1982	32	15
19.	BSDB/EPD/DP/32	358	1985	286	80
20.	BSDB/EPD/DP/34	930	1985	0	0
		6,521	-	2,032	31.2

Source: Environmental Planning Division, B.S.U.P.D.B., Bauchi, 1990.

The status of development was poor, considering the number of plots vis-a-vis the number that was really developed. The figures have shown the poor performance of the residential layouts that went through all the stages in the implementation process but only to encounter some problems at the final stage.

The poor status of development might perhps due to the fact that developers receive no any other assistance from either government or agency to see their plots being developed. Furthermore, the problem is compounded by the long delays in the processing of the Certificate of Occupancy for those that can afford housing laons from Banks. This has led to housing shortage, especially in the State Capital.

Also the development in Bauchi industrial estates recorded a poor performance too. It was discovered that 8 land titles out of the 37 undeveloped have been mortgaged and the plots were yet to be developed (L.U.A.C. Report, 1986). One of the major reasons for the lack of development was inaccessibility and lack of basic infrastructure. Furthermore, there was lack of available local raw materials for some industries to take off and the foreign sources is hard to come by due to the financial predicament in the country.

In an attempt to identify the problems for the non improvement of the allocated plots, a survey was conducted on the developers of two residential and one commercial layout that are fully or partially developed. The aim was to find out the problems they encountered during developments. And to give a fair representation of different income groups, Guru West (low density) and Wambai layout (medium density) were selected for the study.

Among other things the result indicated the problems of lack of funds to effect development. Most of the people in Bauchi are poor. This has led to overdependance on government for the provision of essential services. Therefore, their sources of finance are mostly non-conventional; personal savings, contributions from relative and friends. The lack of financial base has made it more difficult for these people to secure loan.

In view of the above observations, it is also difficult for the government to finance urban projects and especially to provide basic infrastructure. A costing of selected residential layout to assess the cost of acquisition of land, compensation and the provision of basic infrastructure is made. The layout is shown in fig. 5.1. The plots are categorised into 4 different sizes (refer to appendices for further detal).

Area covered by roads = 16.998 ha

∴ the total area covered by the layout = 29.42 + 16.998

= 46.418 ha

The total cost for the land acquisition and compensation = ₦108,412.48

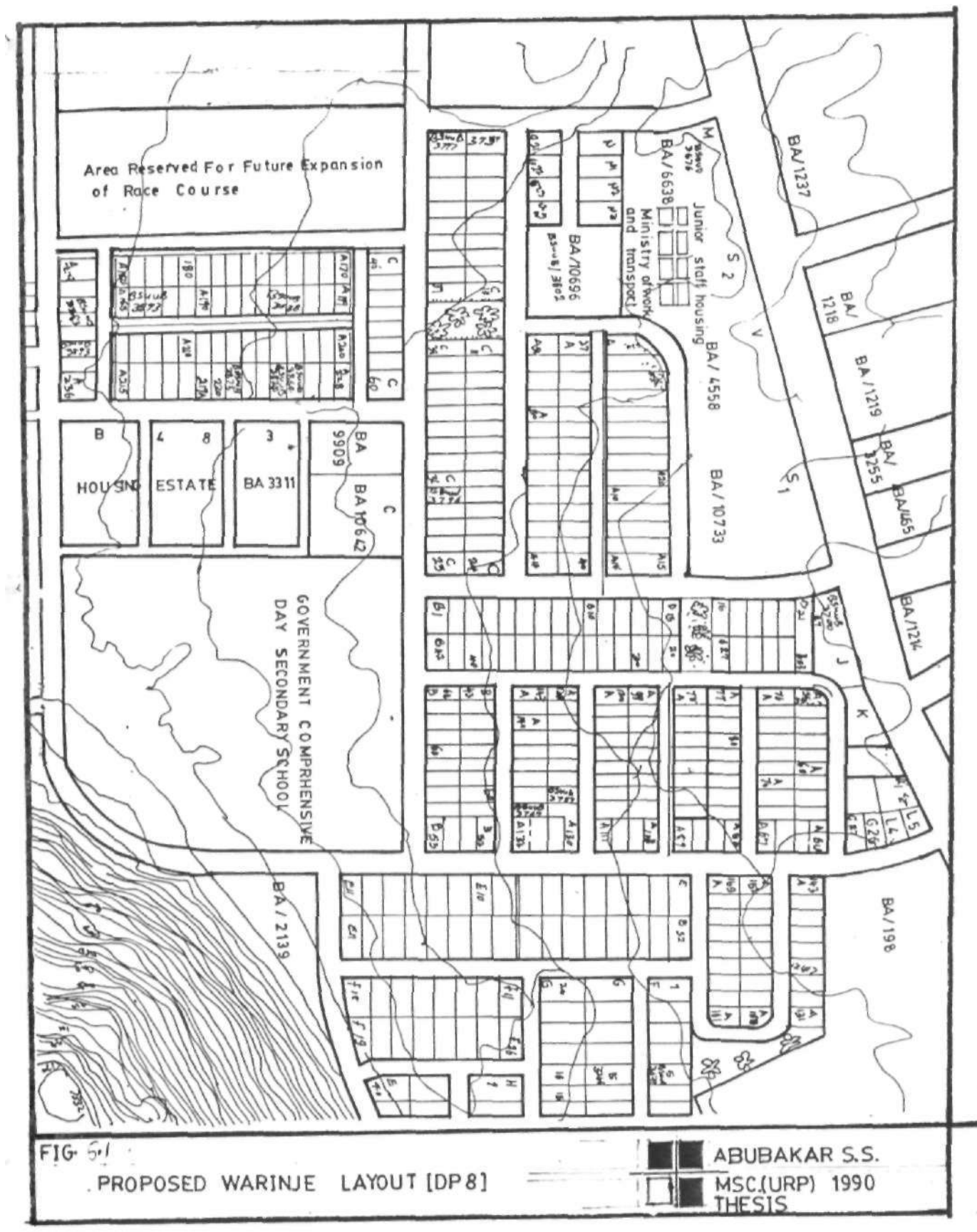


FIG. 5.1 . PROPOSED WARINJE LAYOUT [DP 8]

ABUBAKAR S.S.
MSC.(URP) 1990
THESIS

Cost of Provision of Some Basic Infrastructure

(A) Roads:

(i) Total cost of site clearance, drainage and culvert constructions and laterite surfacing = ₦4,652,199.84.

(ii) Total cost of all earthworks and surface dressing (Tarring) = ₦6,419,132.84

(B) Water supply = ₦926,200.00

(C) A provisional sum of ₦475,000.00 was allowed for all electrification connections to be carried out by N.E.P.A.

∴ the total cost to be incurred = ₦7,928,745.32

The expected revenue to be raised from the prospective developers through fees; survey fees, ground rent, processing fees is only ₦484,056.50 (refer to appendix III). Therefore, it is very difficult to recover the cost of over ₦7 million if these basic infrastructures are to be provided.

The figures indicated that the difficulty in getting sources of finance especially from the banks is further compounded by the delays in obtaining Certificat of Occupancy which is one of the pre-requisite for granting laon. And most of the developers of the Wambai layout do not apply for banking loan, then encountered more of their personal problems. While the commercial developers found it easier to secure loan but some having problems in obtaining their Certificate of Occupancy.

Other problems encountered include, the high cost of building materials, transportation accessibility to the building site, shortage of water etc. as show in table 5.93.

Table 5.93: Comparative Analysis of Some Other Problems Encountered by Developers in Guru West, Wambai and Town Centre Layouts in Bauchi

Nature of the Problem	Percentage Proportion of Respondents		
	Residential Layouts		Commercial Layout
	Guru West (low density)	Wambai (mediium density)	Town Centre Layout
1. Cost of Building material	34	43	22
2. Transportation	7	17	13
3. Building plan Approval	9	8	6
4. Shortage of water	38	27	35
5. None	4	-	2
6. Others	8	5	22
TOTAL	100	100	100

Source: Field Survey, 1990

Many of the developers complained bitterly on the high cost of building materials and shortage of water which is a common problem in the town. Others include the accesibility problem to the building site (which has made it difficult to transport the building materials to the site) and lengthy time for the approval of building plans. The commercial developers do not complain much on the cost of materials but rather on the scarcity of water for development.

The problem of high cost of building material is a serious one, and escalating prices has made it that only few can build a house. This is further compounded by the high rates on loans (33% interest rate). The prices of building materials are increasing almost every day. A block of cement now cost ₦3.20 as against ₦2.60k in 1989 and roofing sheet (Asbestos) is ₦310.00 as against ₦220.00 in Bauchi. The sudden rise in the costs of these materials started in 1986 when the Structural Adjustment Programme was introduced which devalued the Naira in the World market.

5.4.2 Lack of Data for Planning and Control of Development

Sufficient information is required for planning and control of development in order to keep the plan in line with the aims and objectives of the plan. Thus, it is not possible to evaluate or control the performance against a pre-determined

target in terms of cost, time and output without adequate information on the existing situations.

The problem of insufficient information to guide monitor development has made planning futile efforts. A plan no matter how beautifully designed with no proper control can develop into slum. For instance, the illegal developments that always spring up in Bauchi and could not be stopped at the foundation level until they have reached lintel or stage of completion are not uncommon.

Until these numerous problems of implementing physical plans in Bauchi are seriously addressed to and faced out with immediate possible solutions, the plans in Bauchi will continue to encounter difficulties. Hence, the dream of creating a healthy environment for living, working and recreating will be defeated.

CHAPTER SIX

6.00 PROSPECTS, RECOMMENDATIONS AND CONCLUSIONS

6.10 PROSPECTS

6.1.1 Community Development Schemes

In Nigeria, the government is left with the responsibility of providing basic urban infrastructures, since the individuals have no financial resources or manpower to provide them. However, the increasing burden on the government coupled with high cost of providing these facilities has made the government itself to seek for some options.

The cost that is involved to accomplish a physical plan proposals is enormous. This has necessitated planners to look for all other alternative options available to enable easy and smooth implementation of plans.

It has been observed that quite a number of projects of physical planning input are being executed through community development programmes. This include the construction of roads, building od dispensaries or health centres, primary schools and market stalls, Programme for water supply and disposal of wastes etc. All these projects are being carried out by communities through self-help schemes with virtually little assistance from the government. Hence, planning proposals can be implemented by assigning reponsibilities to the communities.

Furthermore, by encouraging community development will enhance public awareness on planning issues and also public participation in the planning process.

6.1.2 Private Sector Participation

Despite the fact that the private sector has no defined or specific role in the national and State plans, its contribution should not be underestimated. For instance, the private sector has contributed not in a smaller quantity in the provision of housing stock to both low and high income groups in Bauchi.

As part of the survey conducted in some selected layouts in Bauchi reveal that the private sector contributed more than 80% of the built up environment in each layout (See table 6.1).

Table 6.1: Private Sector Contribution on the Residential and Commercial Layouts in Bauchi

Type of Layout	Private Ownership	Public Ownership	% of Private Contribution
Guru West	91	14	86
Wambai	48	11	81
Commercial	40	7	85
TOTAL	179	32	-

Source: Field Survey, 1990.

Table 6.1 shows the ownership of the existing structure in the different layouts. Even in the Guru West layout of a low density (G.R.A. type) shows a considerable proportion of the private sector in the development of that layout.

Various areas of physical planning where contribution of the private sector are significant include urban renewal, resettlement projects, housing programmes, environmental protection, public participation and provision of infrastructures for public utilities and services.

A lot of resources in the private sector when exploited can be used to implement physical planning proposals. For example, private individuals or corporations may be assigned a specific responsibility for them to perform. Such as building of parks, construction of roads, health centres and places for sporting and recreation.

6.1.3 Other Sources of Finance

One of the major problem that hinder effective implementation of plans is that of finance. Infact, no plan get successfully implemented without adequate funds. Therefore, all sources of money through local revenue or otherwise should be utilized in order to raise sufficient fund to finance physical plans.

It was mentioned earlier that the Planning Authority (B.S.U.P.D.B.) main sources of revenue include hire of machinery, building plan processing fees, refuse collection, sale of flowers

and petrol, with alots of other unexplored. These include the introduction of demolishing fees (as required by the NNTCPL Section 11(5)), contravention fees on defaulters, Betterment service fees and execution of contracts.

Some other sources of revenue that indicate a brighter prospects for plans to get implemented in Bauchi has been shown by the response of developers over their willingness to pay for an increase in the land cost. This is indicated in table 6.2.

Table 6.2: Willingness of the Developers to Pay for an Increase Land Cost

Response	No. of Respondents of Wambai Layout	No of Respondents of Commercial Layout
Agreed	42 (87%)	27 (67.5%)
Not Agreed	6 (13%)	13 (32.5%?
TOTAL	48 (100%)	40 (100%)

Source: Field Survey, 1990.

About 87% of the Wambai developers/residents agreed to pay for extra land cost if provision would be made for basic infrastructure. And a small proportions of both groups disagree ofver cost of the land increase.

6.1.3 Capital Improvement Programme

It may be argued that increase in the cost of land may discourage land speculation. This can be done by making the official or government price of land to be something near the market price.

The profit would automatically then become part of the urban finance, instead of allowing it to individuals who secure plots only to sell them at high or exhorbitant prices.

Alternatively, the government may invest on land or encourage the private corporative bodies to develop it then sell to any developer who can afford it. Through this venture alot of funds could be made available for further investment and provision of certain utilities and services.

6.20 RECOMMENDATIONS

Here, recommendations are given on how to improve on the existing method of implementing plans in Bauchi with a view to reduce or eleminate the numerous problems highlighted. The recommendations will be given at each stage of the implementation process.

6.2.1 Recommendations at Programming Stage

(a) The planners should employ various strategies to influence the policy maker to get the government support. This will help in the allocation of government grants and subvention and also the legal backing the Board requres for easy implementation of plans.

(b) The Board should emphase on the realistic plan that will reflect its available resources within the time period specification and discard over-ambitiotk plan that will ended up stretching the available resources and hence poor implementation.

(c) The Planning Authority should have a reliable sources of finance and exploit other ones that are yet to be explored. The government as a matter of policy should endevour to assist the planning authority by standing as a guarantor for any loan that will assist the Board financially to carry out its specialised functions.

(d) The Planning Authority should also in an attempt to boost its financial base explore some other sources of local revenue such as:

(i) Demolishing fees - The Board should charge fees for demolishing an illegal structures so as to recover the cost or expenses of using its machinery, fuel and manpower. This source has not been enforce and moreover it has been provided by Law (NNTCPL, Section 11(5) b').

(ii) Execution of Contracts - The Board should engage vigourously on the execution of contracts for both the government and private organisations alike. Such contracts may be major projects; construction of market stalls, buildings, roads or minor projects such as the construction of septic tanks, parking lots, soakaway pits etc. at affordable prices.

(iii) Plan Design Unit - A unit should be establish that will make available designs, maps, building plans, etc to both private and public organisations at reasonable prices.

(iv) The Planning Authority should adopt a 'revolving fund strategy', where money may be borrowed from financial institutions to acquire land for different uses. The cost of the land will be determined by location of the site, compensation paid for the land, type of use etc.

(v) It is recommended that the State Government should review Section 7 of the Development Levy Edict (1985) which states that 'The State Government shall expend the total amount of the levy collected for such services of the State as the State Executive Council deems fit' and make a certain proportion of the amount to the implementation of physical projects in urban areas.

(vi) Property Taxation - This is one of the stable revenue sources, since land values always increase rather than fall over period of time. This is an important source of revenue. It is to be collected by the government.

(e) It is also recommended that the board should embark on vigourous training of professional staff in order to meet adequate number for effective functions of the Board.

6.2.2 Recommendations at Budgetting Stage

(a) Payments of compensation should always be made in the Department of Land and Survey in the presence of the representatives of the following; Local Government, department of lands, State Security Services and the Police. This will reduce cheats and dubious dealings as regards to the payments.

(b) Physical plans should be evaluated in relation to the cost, source of finance and method of implementing it. That means, all layouts that are proposed for implementation must be accompanied with the estimated cost of provision of the basic infrastructures such as electricity, water supply and roads.

6.2.3 Recommendations at Project Assignment Stage

The problems that feature most in this stages are due to lack of effective administrative set-up and legal backing to make the planning agency more effective. Therefore, recommendations will be focused on these issues raised.

(a) Review of the Law:

There should be review of some sections of the Town and Country Planning Law that will put the planning authority on a more proper legal footing toward execution of its functions. And also other implementing bodies too will be guided to know what functions they will perform with a clear defination in order to avoid over-lapping of functions.

(i) The Law should be reviewed to clarify the meaning of a 'planning scheme'. It seems it is emphasizing more on physical layout.

(ii) The Law (NNTCPL) should be made to take cognisance of the different types of plans; regional, sub-regional, urban, rural, local area or subject plans. Hence, they should be classified and specify who prepares what plan. This will make room for a local discussion and participation at specific level of a plan.

(iii) The Law should make provisions for some fundamental aspect such as social, economic, environmental that are relevant to the practice of Urban and Regional Planning.

(b) A State Housing Corporation should be established to cater for housing need and encourage the use of local building materials.

(c) The government should define the role of private sector in the implementation of plans. This will be a guide in the areas of coordination and cooperation.

(d) Administrative Framework for more Effective Planning Functions:

In view of the problems identified, it is imperative to reorganise the existing administrative set-up of the physical planning in the State in order to enhance efficiency in the execution of plans.

The new administrative framework should consider the need for a comprehensive regional plan that will guide and coordinate all planning functions in the State.

(i) Area offices are to be open up in all the designated urban areas of the State (Existing Local Government Headquaters).

(ii) In view of the shortage of staff, the existing area offices at Azare, Bauchi and Gombe should continue to remain as Area offices but to be made more functional by deploying more professional staff there. Their functions will be to coordinate and advises the Area offices under their zones on matters concerning physical planning.

The functions of the headquarter include the general adminstration of planning law, formulation of policies on planning, Research and training, and the preparation of regional physical plans.

On the other way, the functions of the area offices include preparation of plans, implementation of plans, coordination of activities with related bodies, development control activities and research on planning matters.

The organisational framework as proposed is shown in fig. 6.1 below.

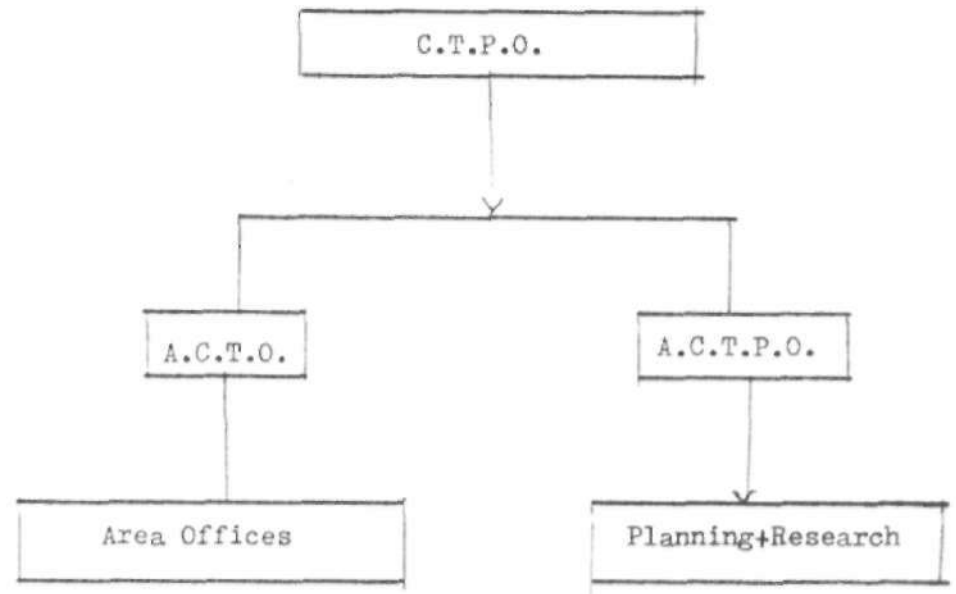


Fig. 6.1: Organisational Chart for the (B.S.U.P.D.B) Planning Department.

(iii) A directorate is to be established to cater for planning functions at the rural areas of the State.

(ii) Consultantive Committee to be formed comprising representatives of different agencies responsible for implementation of plans in Bauchi.

6.2.4 Recommendations at Action Stage

(a) The Banks and other financial institutions should reduce high interest rates on loan for housing constructions and also introduce 'Roofing Loan' which will be given to developers when their construction has reached a lintel stage. This was suggested because of the observation made that most of the uncompleted building reached such a stage and the cost of roofing materials are very high.

Alternatively, the government should encourage the use of local materials for housing constructions such as local bricks, timber, grass etc. Then gradually, the house can be plastered later.

(b) The government should encourage development to new areas by extending basic infrastructures such as electricity, water supply, and roads to attract developers.

(c) The government should scruitinized any application for consent to mortgage in order to control the number of industrial developers who usually mortgage their Certificate of Occupancy for a loan and later refuse to develop the land.

It is only when these highlighted recommendations are adopted and incorporated with the suggested solutions for the problems earlier mentiond, the problems of implementing plans in Bauchi will ever be compounded with more and more problems. Hence becoming more complicated to be tackled.

6.30 *CONCLUSIONS*

Physical developments plans (masterplans, layout plans etc) that were drawn to control and guide development of urban areas have failed to achieve their desired goals and objectives due to lack of implementation. Thus, the urban environment is still characterised by disorderly development and lack of adequate facilities, utilities and services.

The problems of implementing physical plans have been of great concern and posed a challenge to every physical planner. Therefore, it is the role of a physical planner to understand the complexities that are involved in the implementation process and then use the basic theoritical concepts applicable to plan preparation and implementation to give his recommendations for these urban problems.

The problems of implementation of the masterplan have been identified and assessed on the basis of the existing procedure for plan implementation. It was found that the plan has failed to satisfy the purpose for which it was meant to achieve in terms of physical control of development. This is because of the numerous problems associated with the plan and many atimes with the agencies responsible for its implementation.

The B.S.U.P.D.B. that is responsible for the preparation and implementation of physical plan as required by law, has not been performing its functions effectively. Although there are some areas

of success in the execution of some vital projects but the conduct of its activities has been seriously hampered by internal problems (such as lack of finance, shortage of personnel, material, etc.). Furthermore, the Board was found to be very ineffective in its coordinating role with other implementing bodies. Therefore, a common forum where the agencies could meet, was recommended.

It is therefore,concluded that the success of any physical plan being prepared for implementation depends on its formulation, financial resources, political support from policy makers, legal backing, a good administrative set-up and technical/administrative personnel.

Appendix I

Plot Sizes and Area Coverage by Warinje Layout

Type	Size	No. of Plots	Area Coverage
A	15 x 30m	360	16.20 ha
B	20 x 40m	99	7.72
C	30 x 60m	10	1.80
D	70 x 100m	5	3.50
TOTAL	-	474	29.42

Source: Environmental Planning Division, B.S.U.D.B. 1990.

Area covered by roads = 16.998 ha

∴ The total area coverd by the layout = 29.42 + 16.998
= 46.418 hectares

The cost for the acquisition of the area is put at ₦2,000/ha which is = 2000 x 46.418 = ₦92.836.00

The provision of the sum of ₦15,576.48 was allowed for the cost of compensation for economic trees (with the assumption that there are 10 trees at ₦36.00 each in every hectare of land).

∴ ₦92,836.00 + ₦15,576.48 = ₦108,412.48

Appendix II

Costing for Provision of Roads, Water and Electricity Supply.

(A) Roads

Description	Amount (₦)	
1. Site clearance and earthworks	607,612.00	
2. Culverts and drainage constructions	207,717.84	
	815,329.84	₦4,652,199.84
3. Cost for laterite surfacing	3,836,870.00	
4. Cost for surface dressing	5,603,803.00	

(B) Water Supply

Supplying, laying, Jointing and testing of the following pipes.

	Qty.	Unit	Rate	Amount
				(₦)
(a) 150mm A.C. Class 'B'	1500	m	220.00	330,000
(b) 100mm A.C. Class 'C'	3200	m	160.00	512,000
			842,	842,000
Contingencies 10%				84,200
		TOTAL		926,200

Therefore the total cost to be incurred:

Land acquisition and Economic Trees	- ₦108,412.48
Cost for Road Construction (including surface dressing)	- ₦6,419,132.84
Cost for water supply	- ₦926,200.00
Cost for electricity supply	- ₦475,000.00
	7,928, 745.32

Appendix III

The following amounts are expected to be raised from the developers of the layout.

Type A	=	₦363,060.00
Type B	=	₦107,811.00
Type C	=	₦13, 185.50
		484,056.50

But to be able to cover the expenses of ₦7,928,745.32 on a land coverage of 46.418 hectares.

Then one hectare will cost ₦170,822.90

Therefore $1m^2$ = ₦17.08

Land Charges for Different Landuses in Bauchi Metropolis

LANDUSE TYPE			
	Residential (15x30m. Plot)	Commercial (50x100m. Plot)	Industrial (100x150m.Plot
1. Processing fees	500.00	750.00	1,000.00
2. Forms	20.00	20.00	20.00
3. Preparation fees for Certificate of Occupancy	50.00	50.00	50.00
4. Registration fees	15.00	15.00	15.00
5. Ground rent (₦300/ha)	13.50	250.00 (₦500/ha)	900.00(600/ha)
6. Survey fees	320.00	320.00	320.00
7. Compensation charges (₦2,000/ha)	90.00	1,000.00	3,000.00
TOTAL	1,008.50	2,405.00	5,305.00

Source: Department of Land Survey, Governors Office, Bauchi, 1990.

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