ASSESSMENT OF THE IMPLEMENTATION OF THE NEW MILLENIUM CITY MASTER PLAN, KADUNA

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DECLARATION

I hereby declared that the work in this thesis entitled Assessment of the implementation of New Millennium City Master Plan has been performed by me in the Department of Urban and Regional Planning under the supervision of Mr. Yunana Teku and Prof. J.B Kaltho. All information derived from the literature has been duly acknowledged in the text and the references provided. No part of this thesis was previously presented for another Degree or Master Degree at any University.

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CERTIFICATION

This thesis entitled ASSESSMENT OF THE IMPLEMENTATION OF THE NEW MILLENNIUM CITY MASTER PLAN by ANDREW JULIUS BAJI meets the regulations governing the award of the Degree of Masters of Science in Ahmadu Bello University and is approved for its contribution to knowledge and literary presentation.

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DEDICATION

This research is dedicated to my late beloved mother Mrs Yuwana Andrew Baji, late sister Mrs Josephine Joshua Kurmi, late brother Barrister David and to my Father Mr. Andrew Guga Baji, my wife Mrs Christy Julius Andrew Baji, my daughters Joan and Daxia, others are my brothers Jacob and Douglas, my sister Mrs Ruth Jeremiah, above all God Almighty.

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ABSTRACT

The New Millennium plan is packaged as master plan, against this background, the package would have been packaged as development plan as there cannot be a master plan in a master plan since there is a master plan for Kaduna metropolis. As such this study will address the New Millennium Development Plan as Master Plan as prepared and package. Plan implementation ensures the successful delivery of the benefits of planning and urban management. In Nigeria, master plan implementation suffers setbacks due to several factors. The New Millennium City in Kaduna metropolis is an example of a government client project which exhibits evidence of a number of setbacks in its plan implementation. The assessment of the master plan implementation of the New Millennium City was based on the physical survey on site, interview of the stakeholders, picture capture of the area, records collected from the stakeholders and developing an assessment chart. Percentage score formula was used to calculate the performance of each physical development component (housing, hospital, infrastructure etc) with the rating scale developed. Housing and medical facilities are about 77.3% and 75% implementation with rating of excellent performance while other plan components score below 30% with a rating of poor performance. From the study it appears that economic factor is the main factor responsibly for the poor implementation of the New Millennium City Plan. It is a determinant for other factors such as political, administrative, legal and technical. One of the recommendations was that a sound operational project guideline plan should be provided and carefully studied for any proposed project like the New Millennium City, Kaduna for its success.

CHAPTER ONE

BACKGROUND

1.0 INTRODUCTION

Implementation is an act of putting an activity into effect or action over a specified period of time. Plan implementation is drawn up to consist of sets of projects in various phases. These phases are expected to be reviewed within a reasonable period of five years for the purpose of checking and correcting as a response to change mechanism in planning (Attahiru, 2005). However, for the purpose of this study implementation is considered done when the project is completely executed.

Phasing is a mechanism set towards manageable pieces of work with a clear identification of deliverables and time frames. In each phase there is to be facility to record deliverables. Therefore, phasing is an important tool for any project implementation (Al-Hathloul and Mughal, 2003).

The New Millennium City master plan consists of ten districts to be developed in two phases, each phase is sub-divided into two units. The plan implementation for the first phase commenced in 2008 to 2014, while the second phase is scheduled to commence from 2014 to 2020 (Dar-Alhandasah, 2008). It is expected that by this year (2012) a number of projects in the master plan would have been implemented towards concluding phase I. However only few projects proposed in the master plan have been implemented. This is the common experience of Nigeria, though success cases have been reported. The need for the assessment of the Development plan implementation has been widely accepted by planners and urban managers

to identify the specific status of plans and to explain the success and failure of the plan implementation.

1.1 STATEMENT OF RESEARCH PROBLEM

The New Millennium City in Kaduna metropolis is an example of a government client project which is observed to suffer a number of setbacks in its plan implementation. At the close of its phase I of the implementation programme, many of the projects have not been implemented.

Various research works have been conducted on the problem of plan implementation of physical development projects in Nigeria. For example Mshelia (1990) conducted a study on the implementation of the urban master plan of Maiduguri. Ogechi (2000) conducted a study on the problem and prospects of master plan's implementation in Nigeria, while Attahiru (2005) carried out an assessment of the implementation of the Gusau Master Plan for the period 1997-2010. The researchers identified administrative factor as the main reason for the poor implementation of master plans. With an autonomous project implementation unit and a claim to clear financial arrangements, the Eastern sector project should not have implementation problems. Nonetheless it is observed that there are many constraints in the plan implementation. Therefore, this study sets out to focus on the assessment of the implementation of the New Millennium City master plan, Kaduna. The study is expected to answer the question: Why are there shortcomings in the New Millennium City master plan implementation?

1.2 AIM AND OBJECTIVES

1.2.1 Aim

The aim of this study is to assess the New Millennium City master plan implementation (2008-2012) with a view to identifying problems and making recommendations for improvement.

1.2.2 Objectives

The aim of the study is set to be achieved through the following objectives:

i. To review the concept, strategy and factors that promotes or constrain master plan implementation.
ii. Identify the physical development components of the Millennium City master plan.
iii. To assess the implementation of the Millennium City master plan.
iv. To identify problems of implementation of the Millennium City Master plan.
v. To make recommendations for improvement of the implementation of the New Millennium City master plan.

1.3 SCOPE AND LIMITATION

The scope of this study is to assess the implementation of the New Millennium City master plan. The study is limited to the extent of implementation and identifying factors responsible for the success or failure of the plan implementation.

The scope of the study is to assess the implementation of the new Millennium City master plan with emphasis on the effectiveness of the factors responsible for the implementation of the New Millennium city master plan.

1.4 SIGNIFICANCE OF THE STUDY

The implementation of the New Millennium City Master plan is expected to commence from 2008 to 2020. This implies that a number of projects must have been completed and some ongoing. But it appears that the implementation of the plan is not deliverable as provided within the time frame of the master plan due to some factors. To this note, this study is set to be justified by identifying and examining the factors militating against smooth implementation of the New Millennium City master plan, these issues will aid in learning from past experience and lessons drawn for future plan implementation.

CHAPTER TWO

LITERATURE REVIEW

2.0 INTRODUCTION

This Chapter review literature focusing on issues that boarder on the concept, strategy and factors that are associated to master plan implementation generally. This is used as framework for analysing the situation of the Millennium City Master plan implementation.

2.1 THE CONCEPT AND STRATEGY OF DEVELOPMENT PLAN IMPLEMENTATION

2.1.1 THE CONCEPT OF DEVELOPMENT PLAN

The term development plan is simply a policy document dealing with land use matters providing the right site at the right time at the right place which involves setting of buildings road network for the general development of the area. Thereby anticipates changes and arbitrates between the economic, social, political and physical form an effect of urban development.

Obateru (1986), development plan attempts to solve problems of urban growth and decay. That master plan deals with the feature physical form and structures of town to create a functional, efficient physical environment for living, working, circulation and recreation. He identified and outlines the main elements of a development plan to include residential, industrial, commercial, health, education, public administration, transportation, public utilities, mineral workings derelict land. Obateru (1986) maintained that adequate space should be provided for these land uses in strategic and appropriate locations. Implicit in this exercise is the employment of the technique of land use zoning and development. Were land use zoning is the partitioning of land in an area into districts for specialized uses.

Collingworth (1974) identified two types or component of zoning, first there is the regulation which governs building uses. Second, there must be zoning plan of the ground showing the difference in real land use district on the land. He ascertained that in land use zoning, an attempt is made not only to achieve a balance landscape allocation and providing adequate land for the various Land use activities in appropriate locations in the city but also concerned with the form of development and the quality of the physical environment that is provided. In the end, according to Conyers and Hills (1984) what matters is not simply where development takes place but its form is equally important as the planning system will be judged by the quality of the result it produces based on the quality of the development control.

Development control according to Olaniyan (1981) is a tool of implementing development plans and ensuring conformity of development to planning scheme.

Ago (1999), master plan, by its traditional definition is synonymous with urban physical planning whose prescription and scope cover, the future pattern and control of land uses and the future modification of facilities. In other words, Ago sees master plan in the field of physical planning as a document that elevates the relevant variables and dimensions in the physical environment that might come to bear on a particular growth of a town of city. Ago maintained that the content of a development plan include policies, proposals and programmes.

Okpala (1984) ascertained that master plan stipulates the framework for the development of a town which planning authorities try to enforce development control in accordance with such plans. Such plans in essence programme the allocation of land to the various Land uses-residential, industrial, commercial, institutional, recreational administration over a given period.

Planning usually by varying the range of permitted activities or land uses from place to place, can ensure that there will be a place for every worthwhile activity, at the time keeping all activities from becoming nuisance as far as possible, Okpala (1984) maintained that the allocation and locations in the physical master plan are made to ensure the following.

i. Compatibility with other Land uses particularly to minimize health hazard. A substantial proportion of environmental problem in the process of development caused by locating importable Land uses development close to each other.

ii. Complimentarily to ensure symbolic relationship[s of functions and Land uses so as to minimize friction (human and vehicular) and their resultant negative environmental fall outs (externalities) on the individual or the society. The problem of negative externality, after all is to get people to abstain from something or actions that imposed cost on other or the society as a whole.

iii. Economy in the use of Land by avoiding unnecessary duplications or wasteful and inefficient lateral extension and stretching of utilities and infrastructure. In other words, it strives for the provision of urban spatial pattern that minimize waste of resources relative to benefits with economic, social and environmental in the dynamic setting rapid urban-expansion.

iv. Ensure that all necessary uses (including residential, industrial, commercial, recreational and leisure) therefore by phasing the development of a given settlement of region, aids in its orderly development.

Okpala (1984) maintained that in ideal cases where such plans are followed and faithfully implemented, area are ripe for development only when the given area has been provided with the basic infrastructure- roads, water and electricity supplies, sewerage systems and

well surveyed and laid down building plots. Where development control is effective, no developments are allowed in an area until the basic infrastructure have been build such as for residential or industrial developments, the plots are allocated to individuals or organization who develop then according to the provisions of the approved plan. The project assignment involves the assignment of the projects to operators for further detailing, designing and or tendering the projects as in the case of government.

Similarly, the private development assigns and or hires consultant to prepare the project document taking into consideration, the development control regulations and the provisions of the plan.

The fourth stage is the design of building plans by the consultants taking into account the standards specified by the building regulation.

The fifth stage is the submission of building plans to the planning authority for approval and if they satisfy the conditions specifies in the development schemes, they are approved for development to commence at the site. But if the plans do not conform with the scheme, it is either rejected or referred for amendment.

The sixth stage is supervision to ensure that development conforms with the approved plans. A certificate of completion of work and ready for habitation is issued to the developer by the planning authority. Apart from the above, plan implementation process also involves legal organization and financial aspect. This sounds plausible in theory but is not so in practice.

2.2 Factors Influencing Plan Implementation

The process of controlling the use and development of land is influenced by several factors. The degree of influence of such factors may tend to enhance or negate the effectiveness of plan implementation. These factors to include the following:

i. The Plan

The nature of the master plan or development plan for a town or city has some influence on development control in that town or city. Where a plan contains in it realistic proposals based on the community needs, implementation tends to be easier and more effective. However, where the plan of a town is based on proposals which are unrealistic and unrelated to the people's desires negates effective implementation.

ii. Political Factor

The political factor strongly influences planning in general and master planning in particular politics cannot be separated from planning, for the two go together hand in hand. The influence of politics can be positive when development control gets the necessary political backing. This tends to enhance the enforcement of development control measures by the planning authority concerned.

The negative aspect of politics in master plan implementation is in a situation where individuals in government have strong private interests in land development to protect. Usually, their interests do not coincide with the public interests. These politicians/administrators will therefore device ways and means to circumvent the arrangement for development control using their political power. Such political interference is a common phenomenon in Nigeria. Adeniji and Okpala (1984) pointed out

that in Ibadan, more especially during the civilian administration between 1979 to 1983, contravention of the planning authority's Bye-laws and regulations were common occurrences. Illegal structures sprang up overnight and because of the powerful political influence of the ensuing developers, the planning authority's personnel usually helpless in prosecuting them.

Therefore, whenever the political factor negatively influences development control, the operation of the development control machinery is rendered important. However, whenever it is positive, the enforcement of development control is facilitated and thereby becoming more effective.

iii. Administrative Factor

The administrative factor refers to the composition and organizational structures and machinery responsible for the implementation of the plan. The administrative factor has great influence on plan implementation. In a situation where the organizational structure and composition is faulty, the machinery will also be defective and ineffective; hence plan implementation may be both difficult. However, where the machinery is well organized in-terms of both composition, clear definition of function/roles and well structured administrative framework, the machinery will be smooth and implementation of the plan will be facilitated and made more effective.

iv. Technical Factors

The technical factors have great influence on master plan implementation. The technical factors refer to the quality of manpower, the availability or otherwise of materials, machinery and equipment as well as the technical expertise necessary for handling the

various developments control functions. In most developing countries, these are one of the problems confronting master plan implementation. Professional planners are generally few and where they are found in sizeable number, they are usually not involved in the decision making process. This leads to little or non effective utilization of their expert technical know-how. In such a situation, the implementation of master plan is rendered ineffective.

However, in Britain, and the United States, master plan implementation is very effective because of adequacy of technical know-how who are involved in all planning actions including decision making process.

v. Financial Factor

The provision of finances is one of the most vital factors that influences plan implementation. Availability of funds at the right time and adequate quantity is vital both the planning authority that implement the plan and the individual developers. The planning authority needs money to purchase machinery and equipment, pay compensation to land and property owners that might have been affected by development plans as well as maintenance of staff and other recurrent expenditures.

The individual developers need adequate funds in order to comply with the provisions of the authority's plan schemes, bye-laws and regulations. Such schemes and regulations specify particular building materials, style of buildings etc which are drawn in relation to desire environmental quality rather than financial affordability of the people.

Therefore, timely release of adequate funds to planning authorities and individuals developers tends to enhance implementation. Similarly, untimely release of fund as well as inadequate funds negates proper implementation of plans.

vi. Socio-Cultural Factors

Any type of planning band enforcement or regulation arrangement are for the common good and has to incorporate human behaviours and attitudes commonly referred to as culture. Where the plan incorporates the culture of the people, implementation is enhanced. However, his situation is lacking in most of the developing countries. Thus, it is no wonder that people in these countries view planning and development control negatively.

vii. Legal Factor

Legal tools are the backbone of planning in general and development control in particular. They provide the required legal protection of the efforts of the planners in making the city function effectively and creating the environment that is conducive for human beings to live (Abdul-Rasheed, 1984). In developing countries of Africa, Asia, Latin America and Far East, development control instruments are predominantly the remains of colonial legacy. In most of these countries, the planning laws and regulations are conceptually defective and outdated. This is due to fact that very little or no effort is being made to update or review the planning legislation introduced by the colonialists. This is exact the true situation in Nigeria. Thus, the legal basis for development control is generally inadequate.

viii. Public Participation

Public participation in panning is very crucial. It plays a major role in plan implementation. The involvement of the public in planning helps to reduce public expenditures and ensures democratic base for planning. This makes the people to initiate planning scheme themselves with the assistance of the planning authority on their land. In such a situation, the planning authority approves the plan with little or no complications that go with the enforcement. This serves as a big relief to the planning authority.

With physical master plan as the development control framework, the planning authority can then be preparing plans for particular element and control and manage development by approving building and other development plan for an area if the intended land uses accords with the plan refusing approval for such land use if it is incompatible with the master plan.

2.1.2 THE PROCESS OF MASTER PLAN IMPLEMENTATION

The master plan implementation process involves a series of public institutional activities and interventions specifically intended to influence urban development process through plans, laws regulating control, public education programmes and other devices so that it is directed towards predetermining desirable goals for the community, (Carlson 2005).

The process of master plan implementation involves a number of stages.

Stage I: The process starts in the stage with the government making a decision to prepare a development plan for a particular element or sector in particular area. After taking the decision,

the planning authority is instructed to design the plan or give out a contact for the plan to a Consulting firm.

Stage II: This stage involves the approval of the development plans by the Governor (in case of Nigeria) to make the plan a valid document worthy for implementation.

Stage III: This stage involves plan programming and project assignment of plan implementation. It involves the programming of plan into projects which may either be governmental or private. Plots are allocated to individuals or organization who develop based on the provisions of the approved plan. The project assignment involves the assignment of the projects to operators for further detailing, designing and or tendering the projects as in the case of government.

Similarly, the private development assigns/hires consultant to prepare the project document taking into consideration, the development control regulations and the provisions of the plan.

Stage IV: This stage is the design of building plans by the consultants taking into account the standards specified by the building regulation.

Stage V: The fifth stage is the submission of building plans to the planning authority for approval and if they satisfy the conditions specifies in the development schemes, they are approved for development to commence at the site. But if the plans do not conform to the scheme, it is either rejected or referred for amendment.

Stage VI: The sixth stage is supervision to ensure that development conforms with the approved plans. A certificate of completion of work and ready for habitation is issued to the developer by the planning authority. Apart from the above, plan implementation process also involves legal organization and financial aspect. This sounds plausible in theory but is not so in practice.

2.3 THE IMPLEMENTATION PROCESS

As a concept, implementation entails a series of interrelated stages the flow of which guarantees the desired goal of implementation sought. The implementation process begins with the identification of priorities, followed by programming of action, budgeting, project assignment and finally the actual project implementation and review and monitoring.

2.4 PRIORITY IDENTIFICATION

Master plans, being policy guides for the development of urban areas, are designed in such a way as to gradually unfold into a functionally efficient and aesthetically appealing end state, where the welfare and prosperity of the society is assured. It is thus a technical document, a condensation of proposed actions that require massive investment of resource labour and time. It cannot be executed all at once Ogechi, (2000), it necessitates prioritizing of the projects within the framework of the implementation plan.

2.5 WHY PROJECT PLANS IMPLEMENTATION ARE PRONE TO FAILURE

Wrong planning in fact does not allow the successful implementation of project plans even if there is no other problem (Ball, 1972). They are prone to failure for the following predictable reasons:

1. **Lack of good governance structures** - Often, large projects fall between agencies or between units of agencies and it is hard to achieve consensus on what each wants. What often happens is that decisions then get made by committees and there is little accountability. This leaves the teams building the systems to figure things out on their own without a clear decision structure, which can lead to inevitable problems (Ball 1972).

2. **The "waterfall" method of project design** – In plan implementation, the system is scoped in terms of desired outcomes, users prepare specifications which may not lead to the desired result and the project can be way down the road to development before people realize it should have been done differently. It creates all kinds of problems on specifications.

3. **"All at once" funding** - in any large-scale project, Planners and urban Managers are better off getting just enough funds to get to the next major milestone, at which time a mini-post mortem can reveal problems before a lot of financial resources have been incurred, and the project redirected or stopped while it is still inexpensive. With government projects, however, it is such a pain to get funding approval that the temptation to get funding all at once is irresistible Staurt (1994). What that means, unfortunately, is that projects can get very large and very expensive before anyone has a good hard look at them.

4. **Scope creep** - there is a tendency in government to want any new project to meet all possible needs with people thinking that if they do not get their feature on board with this project, it will never happen. So the scope of projects get larger and larger, and if one do not have good governance to put a stop to that, it can cause a project to become extremely costly and unwieldy, Janice (1994).

5. **Public Participation -** Plan implementation without the involvement of the public hardly succeeds because such plans do not have the vision of the society. Such plans are bound to be considered as alien imposition to be resisted. Ogechi (2000), observed that "prospective developers and the public tend to regard planning policy without real understanding as merely a barrier to their building activities.

Plans should be made to be cherished by the public as their own-to have sense of belonging and understanding - to love and adore so as to work and hope for its realization.

6. **Lack of Sharing Innovation and Approaches that Work-** Janice and Hopkins (1994), lamented that though innovation transfer is prominent in other fields 'urban innovations appear to be best kept secrets in the world, not only between cities also within the same city. A successful approach to urban problem in certain areas is replicated successfully in other areas, which often have very different socio-cultural, historical and political context.

2.6 REVIEW OF CASE STUDIES ON PLAN IMPLEMENTATION IN NIGERIA

Past studies and reports have shown that urban project development is associated to some factors which are responsible for their success or failure (Igbozurike, 1990). Sambo (1993) analysed the strategies used in Kaduna in financing urban infrastructure development projects. The study revealed that government financial commitments towards the provision of infrastructure on planned sites had declined over the years. This is because the demand for the maintenance of existing urban infrastructure and provision of new ones far outweighs the financial disposal of the government. The studies also reveals that increase in cost of infrastructure provision has led to the abandonment of many infrastructure development projects. Therefore, there is need for the evolution of alternative approach for financing urban infrastructure development projects, considering the resources available and socio-economic characteristics of the area.

Catanese and Snyder (1979) observed that a strong political commitment appears to be a necessary but not always a sufficient condition for the adoption and successful

implementation of physical project plan proposals. Sternstein (1974) observed that the problem with implementation in the third world is the 'severely limited number of competent high level administrators and executives'. He commented that in fact, it appears that many developing countries have embarrassing few professional planners and urban managers. Sternstein also observed that in Bangkok, Thailand, competent top level administrators are few but professionals and technicians are fewer.

Ogechi (2000) observed that multiplicity of planning agencies as not itself a problem, but the overlapping area of jurisdiction and lack of cooperation and coordination. This has been earlier on expressed by Abdul-Rahman (1995) in Yola, where conflict exists between Ministry of Works, Yola Local Government and the Adamawa Urban Planning Authority over road construction and maintenance as well as conflict over land allocation'. Suleiman (1981) maintained that the multiplicity of implementation agencies makes it difficult to achieve a common cause or goal as they are largely autonomous and comply to directives at their own convenience.

Mshelia (1990) described the low generation of urban finance and considers this to be due to weak urban management in Borno State, and also inadequate funds generated from registration fee, survey fees, rents etc. are not invested in urban development programs hence there is no systematic methods of collecting property rent and other revenues.

Dean (1997) in a study titled "inefficient financial management" revealed that lots of funds are being spent extravagantly which, if spent decisively, would give a higher value return. He further observed that the nature in which fund allocation is also very inadequate as funds are almost always released lately, and inevitably causes delay in implementation.

Zhu D. (2008) carried out a study titled "Project Finance risk control-A lesson of under-control and lose-control risk in Public Private Partnership/Build Operate and Transfer projects" and addresses the BOT/PPP projects related-risk control from a practical and an empirical perception. The study recommended that a successful BOT project must integrate full elements and make the contracts integrity and ready also regulation and government support are another critical element which should be taken into account. At the end of the study, several reflective suggestions are made.

Okeke (1998), observed that the implementation of proposed plans are seldom considered in the review of factors that hinder the use of master plans for physical development actions in Nigeria. Many of these plans are alleged to be riddled with problems of obsolescence and inadequate provisions that render them useless. As such, the plans are only a parody of reality than an urban development instrument.

According to Ahmad (1996) in the study "risk management in BOT project financing" describes BOT model, its different phases as well as the parties involved and their relationship, success factors and the causes of projects failure are identified. The study examined the risk involved in each phased of the project and suggested methods to mitigate these risk. Emphasis was made in the financing of the project and since allocating risk is the essence of project financing, the study describes the allocating of risk to the parties best able to manage them. The study also examined the types of capital and debt in project financing and finally presented the Channel Tunnel project as a case study for BOT model. Bjorn and Karin (2002) showed that three factors are of special importance when choosing a certain

financial arrangement. These three factors are project location, duration of the project and its size measured in monetary terms.

CHAPTER THREE

RESEARCH METHODOLOGY

3.0 INTRODUCTION

This chapter discusses the conceptual framework of the study, the required data and sources of data, data collection methods, data analysis and presentation.

3.1 CONCEPTUAL FRAMEWORK

The basic issues of discussion in this research the shortcomings of the master plan implementation despite government pronouncement on the importance of the New Millennium City project. Therefore, the assessment of the implementation of the New Millennium Master plan is to establish explanatory reasons for the shortfall in the plan implementation and the opportunity to learn lessons for improvement of similar schemes in the future.

The conceptual framework is designed in six stages, as given in figure 3.2

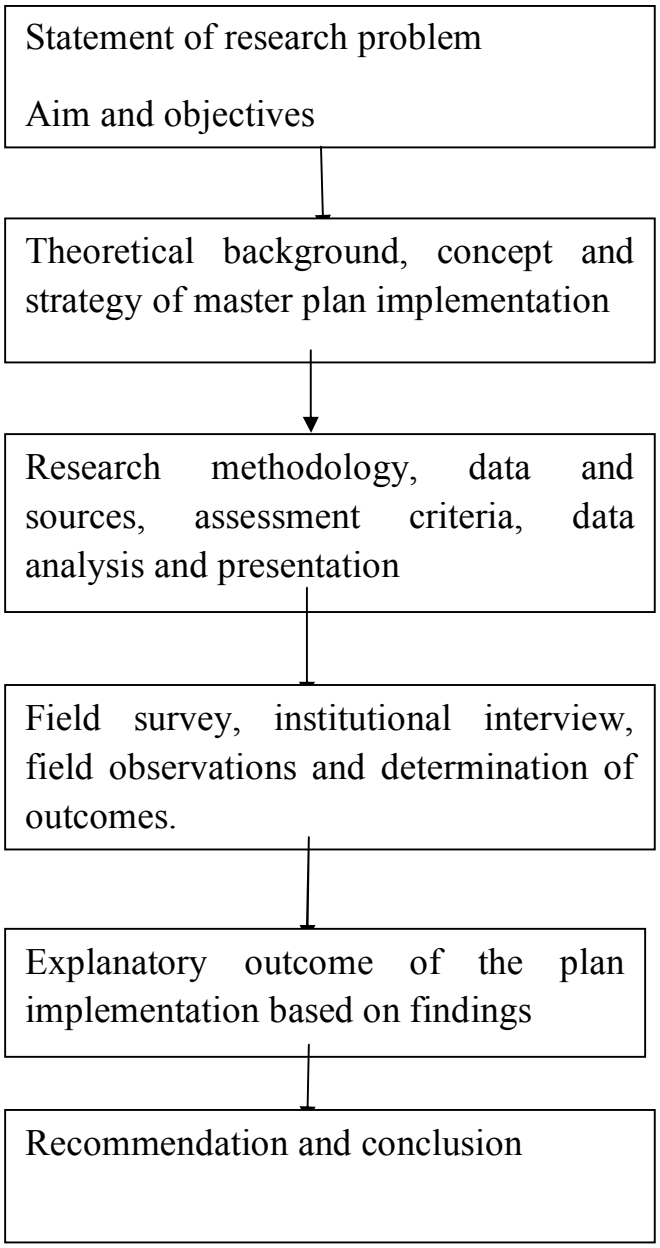


Figure 3.01: Conceptual framework

3.2. DATA REQUIRED AND COLLECTION METHODS

Three main methods of data are used to obtain the primary and secondary data for the study.

i. Land Surveys

The study area was identified through the use of down loaded satellite imagery and field surveys using Garmin 78CSX (handheld GPS, + or - 3m accuracy) Global Position System (GPS) receiver. Site pictures were captured to show ongoing projects on site.

ii. Interview Method:

Direct interview and discussions were held with respondents who are relevant officers in their respective organizations to ensure authentic data and information acquisition. These organizations are; Kaduna State Ministry of Lands, Survey and Country Planning, Kaduna State Urban Planning and Development Authority (KASUPDA), Kaduna State Property and Development Company (KSDPC), Kaduna State Water Board (KWSB), Kaduna State Ministry of Works and Transport (KSMOW&T), Power Holding Company of Nigeria (PHCN) an State Ministry Of Economic Planning. Personal observation and working experience were drawn upon where deemed necessary.

iii. Review of Records:

The Millennium City master plans, base maps, text books, journals, government official documents, internet facilities and any relevant materials were used as sources for the secondary data.

Table 3.01 Data required and source

Type of data	Data required	Sources
Primary	Reconnaissance survey to establish study area with the use of hand held GPS, pictures of on-going works	Field survey
	Design, funding, problem encountered	Interview with officials of KSMLSCP, KSMOEP,KSDPC MOH, MOF,KASUPDA,PHCN KSWB,NITEL,CHIKUN LGA, SECURITY AGENCIE(Nigeria Police force)
Secondary Data	Millennium City master base maps, text books, journals, government official documents, internet facilities	KSMLSCP, KASUPDA, KSDPC

3.3 DATA ANALYSIS AND PRESENTATION

Data for this study was analyzed using descriptive statistics and the result was presented through tables in percentage and weight. Pictures and maps were produced. Implementation assessment table was used for the assessment of the plan implementation.

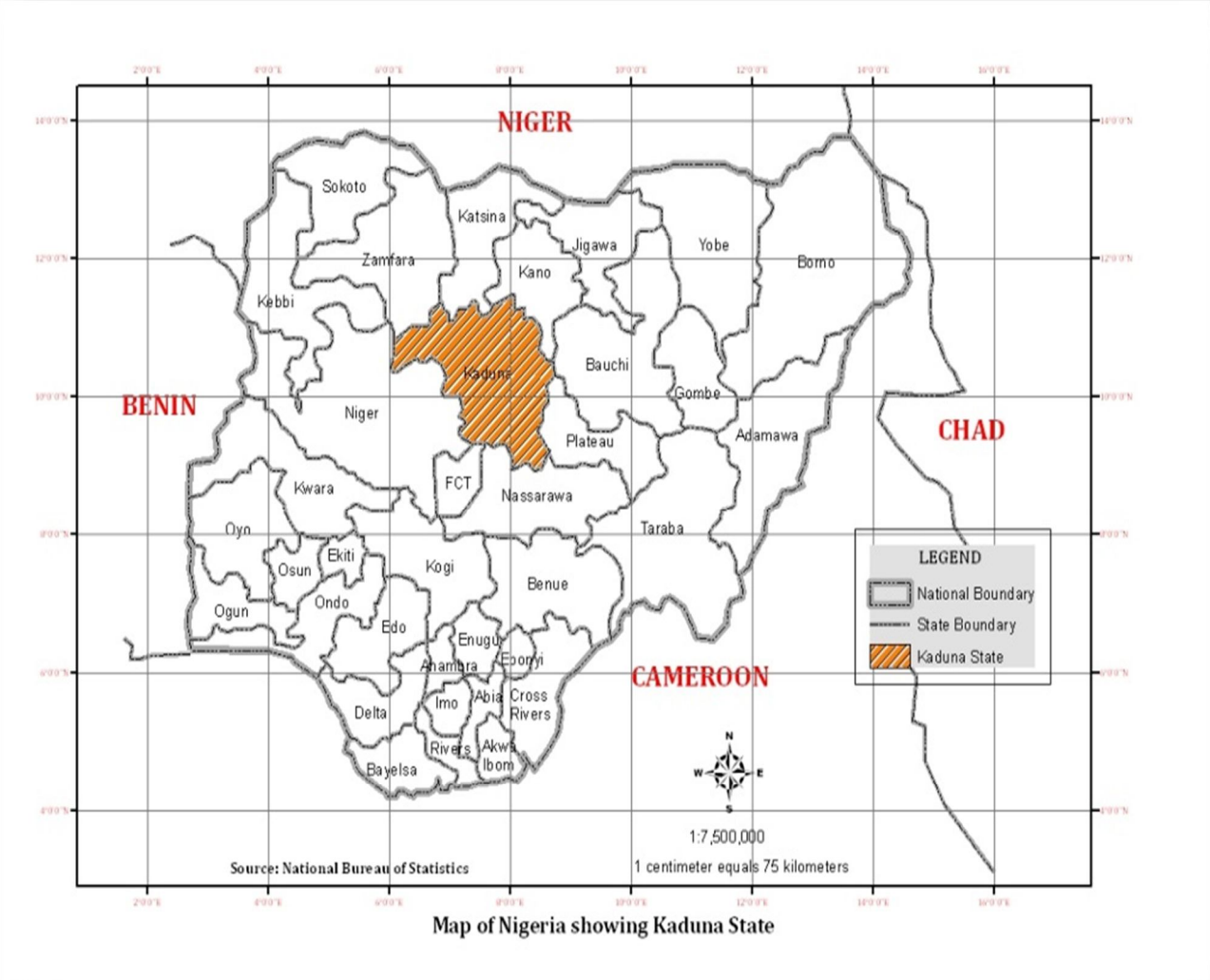
3.4 Assessment Criteria

In carrying out the assessment of the plan implementation of the New Millennium City master plan an assessment criteria was developed were parameters such as percentage score was obtained by computing the actual implemented over the proposed multiplied by hundred. Furthermore, five categories of ratings from poor, fair, good, very good and excellent were used and each rating was assigned score based on the rating done. Implemented components of the New Millennium City master plan computed was the basis of the assessment in the assessment index.

CHAPTER FOUR

4.1 THE LOCATION AND PLAN OF THE NEW MILLENNIUM CITY

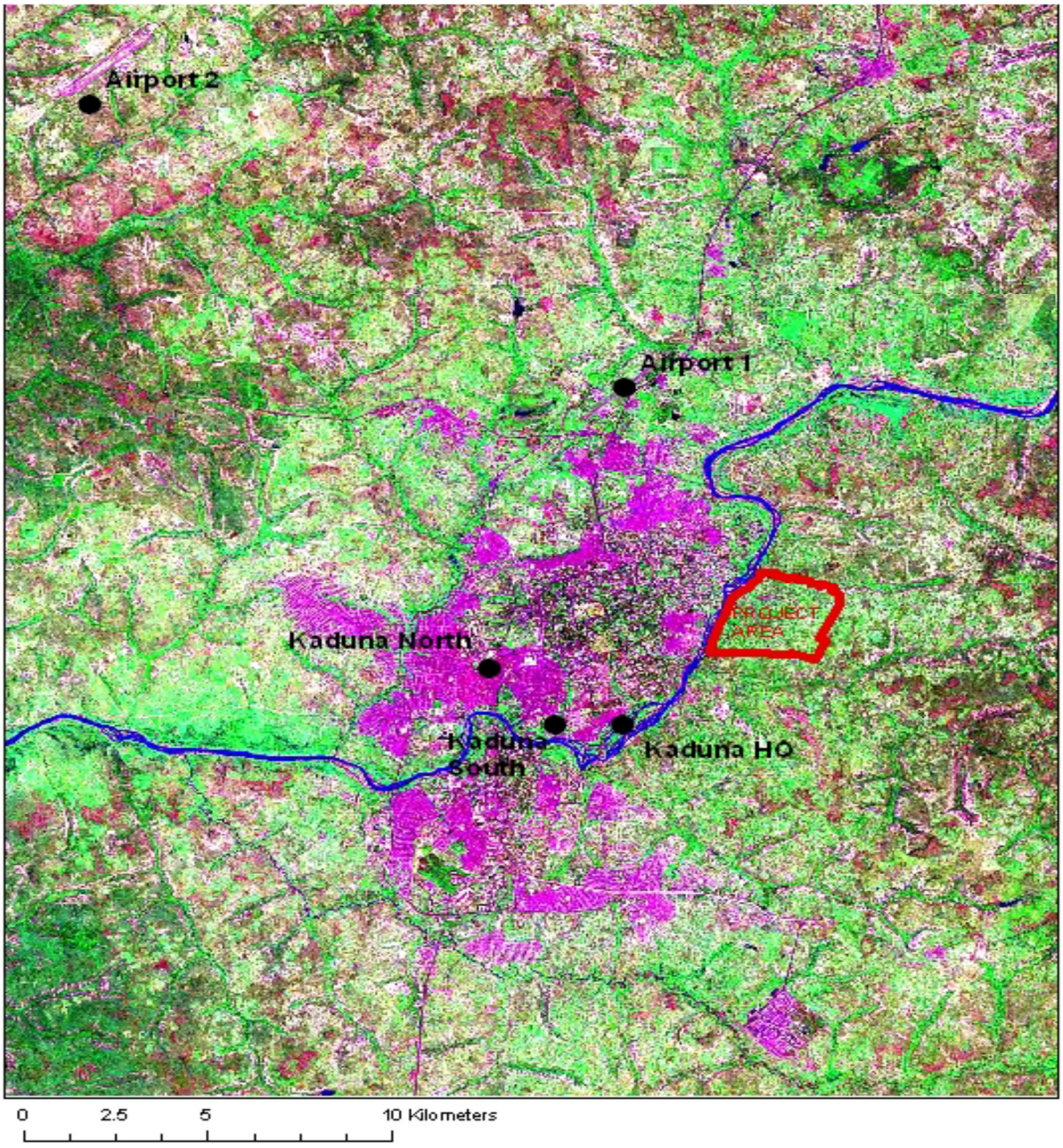
The project area is bordered in the North by watercourse named Dan-Hono Stream and by Kubai Stream in the South, designated by watercourse. The area known as New Millennium City has been selected as a development site within the proposed Eastern Sector of Kaduna City and along-side the River Kaduna within close proximity to the central Kaduna. The choose location of the Millennium City was deliberate so as to open up the eastern sector of the metropolis against the development that have been dominant in the western sector of the metropolis. The approximate area of site is 700 hectares (New Millennium Project Plan).



Map of Nigeria showing Kaduna State

Source: Wikipedia

Figure 4.01 map of Nigeria showing Kaduna state.



Source: New Millennium City Master plan

Figure 4.02 above showing study area marked in red.

4.2 PHASING COMPONENT AND DELIVERY TIMEFRAME OF THE NEW MILLENNIUM CITY MASTER PLAN

The proposed project plan is a series of criteria reflecting the 12 design aims described above. This is the framework to identify the level of implementation.

Table 4.01 Implementation Phases (PHASE I)

DEVELOPMENT COMPONENTS	TIME
Phase 1a	2008-2012(5 years)
Infrastructure	
Water Treatment Plant	2008-2009
Main Distribution Pipe Networks	2009-2012
Sewage Treatment Plant	2008
Storm water Drainage Base Network	2008-2012
Primary Road Network	2008-2012
Schools	Primary School 1 2008
	Primary School 2 2008
	Primary School 3 2009
	Primary School 4 2009
	Primary School 5 2011
	Primary School 6 2011
	Secondary School 1 2009
	Secondary School 2 2011
Government Offices	2010
Phase 1b	2010-2014
Main Distribution Pipe Networks	2009-2012
Storm water Drainage	2010-2014
Primary Road Network	2008-2012
Schools	Primary School 1 2011
	Primary School 2 2013
	Primary School 3 2013
	Secondary School 1 2012
	Secondary School 2 2014
	Tertiary College 2016
Health	Hospital 2011

Source: New Millennium City Master plan

Above table shows the components to be implemented in phase I

Table 4.02 Phase (II)

Phase 2a 2014-2018	YEAR
Infrastructure	
Water Treatment Plant	2014
Main Distribution Pipe Networks	2014-2016
Sewage Treatment Plant	2015
Storm water Drainage Base Network	2014-2016
Primary Road Network	2014-2016
Schools Primary School 1	2014
Primary School 2	2016
Primary School 3	2017
Primary School 4	2017
Phase 2b 2016-2020	
Infrastructure	
Water Treatment Plant	2018
Main Distribution Pipe Networks	2016-2020
Sewage Treatment Plant	2018
Storm water Drainage Base Network	2016-2020
Primary Road Network	2016-2020
Schools Primary School 1	2016
Primary School 2	2018
Primary School 3	2018
Primary School 4	2019
Primary School 5	2020
Secondary School 1	2017
Government Office Police HQ	2010

Source: New Millennium City Master plan

Above table shows proposed components to be implemented in phase II



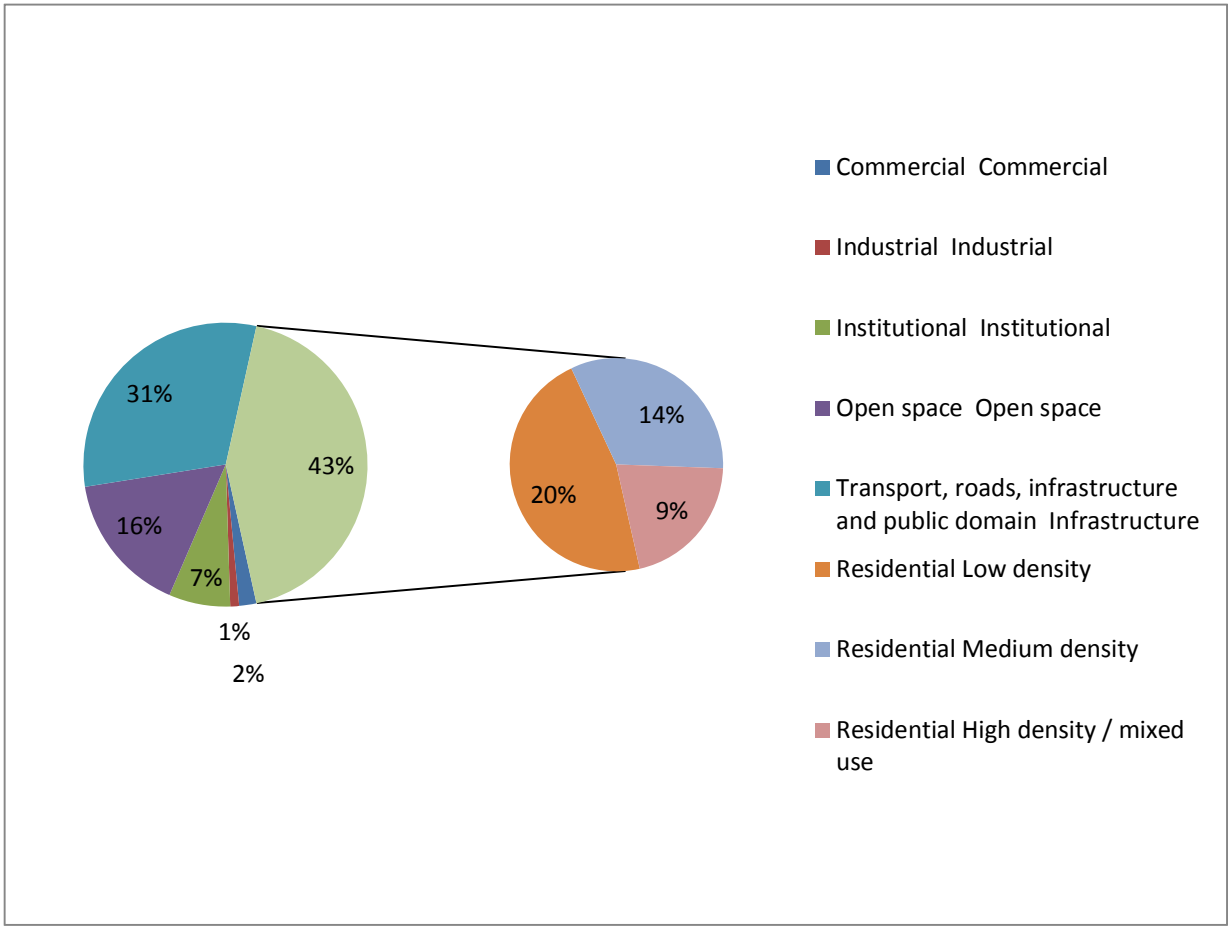
Source: New Millennium City Master Plan

Figure 4.03 Implementation Phases: Phase I and II (1A and B, 2A and B)

Figure above shows the phasing of the plan. The plan is to be implemented in two phases (1 and 2). Each of the phases is in two sub-phases

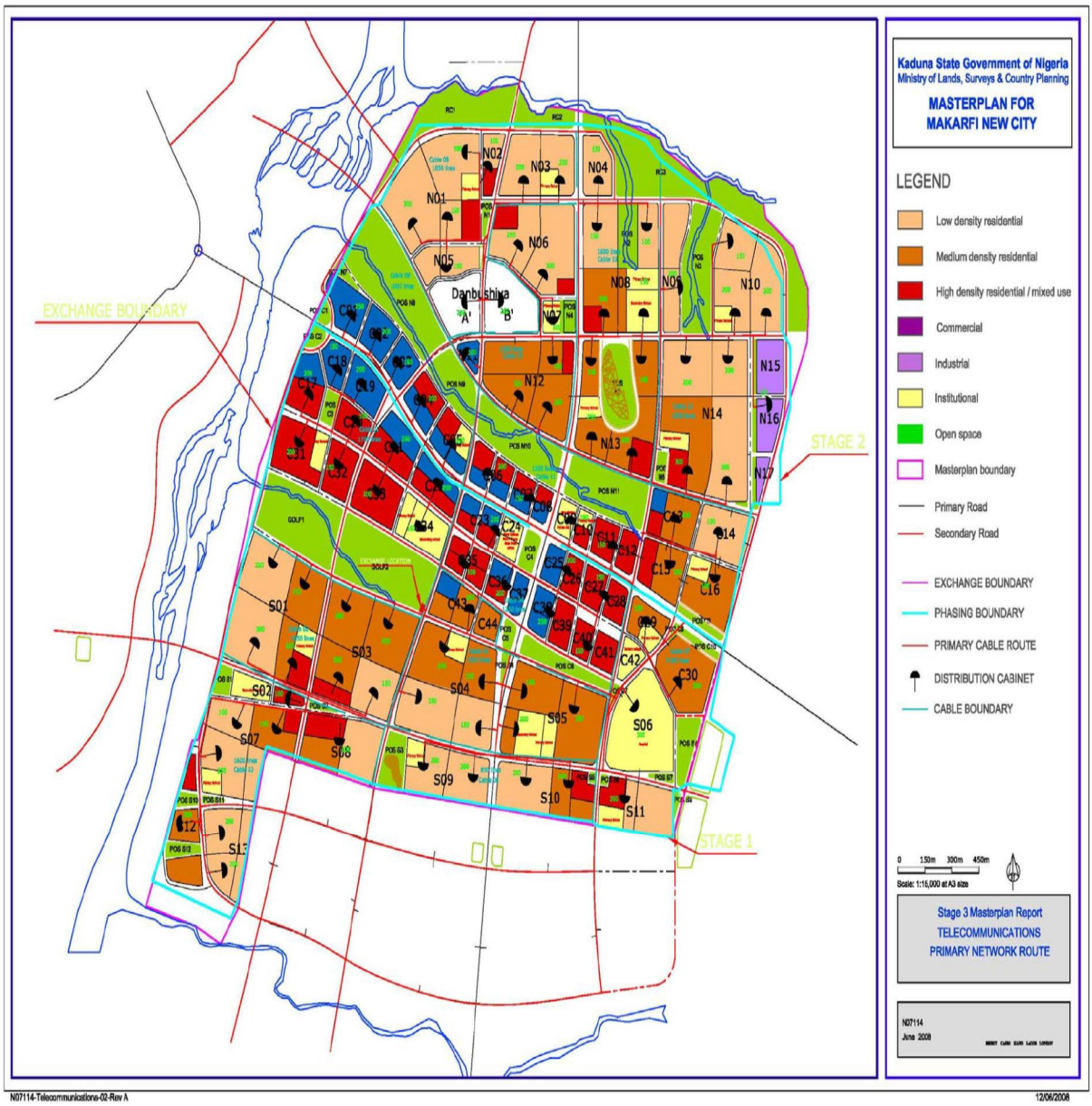
4.3 LAND USE BUDGET

The total area of land to be used is 700 ha which was apportion to Residential (Low density, Medium density and High density / mixed use), Commercial, Industrial, Institutional (Health, Education, Community Services), Open space and Transport (Roads)/ Infrastructure.



Source: New Millennium City Master Plan

Figure 4.04Land Use Budget of New Millennium City



Source: New Millennium city master plan

Figure 4.05 New Millennium City land use plan

4.4. DESIGN AIMS

The millennium city master plan was developed on 12 Points Programme" as follows:

i. Creating a contemporary and vibrant new place in Nigeria;
ii. Building on the optimal location – regionally and nationally;
iii. Providing a 'front door' and showcase for the city of Kaduna;
iv. Forming a well connected and integrated new city district;
v. Complimenting existing opportunities in Kaduna;
vi. Establishing a strong local centre at the heart of the Millennium City;
vii. Connecting the city through an integrated transport strategy;
viii. Developing an appropriate and sustainable structural landscape framework;
ix. Utilizing the natural resources - topography, rivers and tributaries and agricultural land;
x. Re integrating the river as a major natural feature;
xi. Providing a flexible framework for future growth and expansion;
xii. Making it sustainable - environmentally, economically and socially.

4.5. PROPOSED PHYSICAL DEVELOPMENT COMPONENTS PLAN 4.5.1. Road Component

In order to facilitate the movement of people and goods the road network is divided into a hierarchy of different classifications. The following classifications are proposed in the millennium city plan.

a. Road Types

i. Primary Road (dual carriage way): The project proposed two primary roads, one running from West-East and the second running from North -South direction. The carriage-ways are separated by a 1.5m median raised curbs with lighting poles and trees; a motorcycle lane and a bus lane are provided in each direction. These two lanes, which are separated by a shallow concrete gutter, are located between the carriageway and the sidewalk. A curbed median with tree line separates these lanes from the carriage-ways.

ii. Secondary Roads

A nine (9) number of two carriage-ways serving both directions, each consisting of two lanes with shy ways with a parallel parking lane of 2.4m on the outer edge of each carriage-way used at discontinuous stretches with sidewalks on each side varying in width between 2.6 and 5.0m, depending on whether a parking lane exists or not; and landscaped strip of 4.0m on each side.

iii. Local Roads

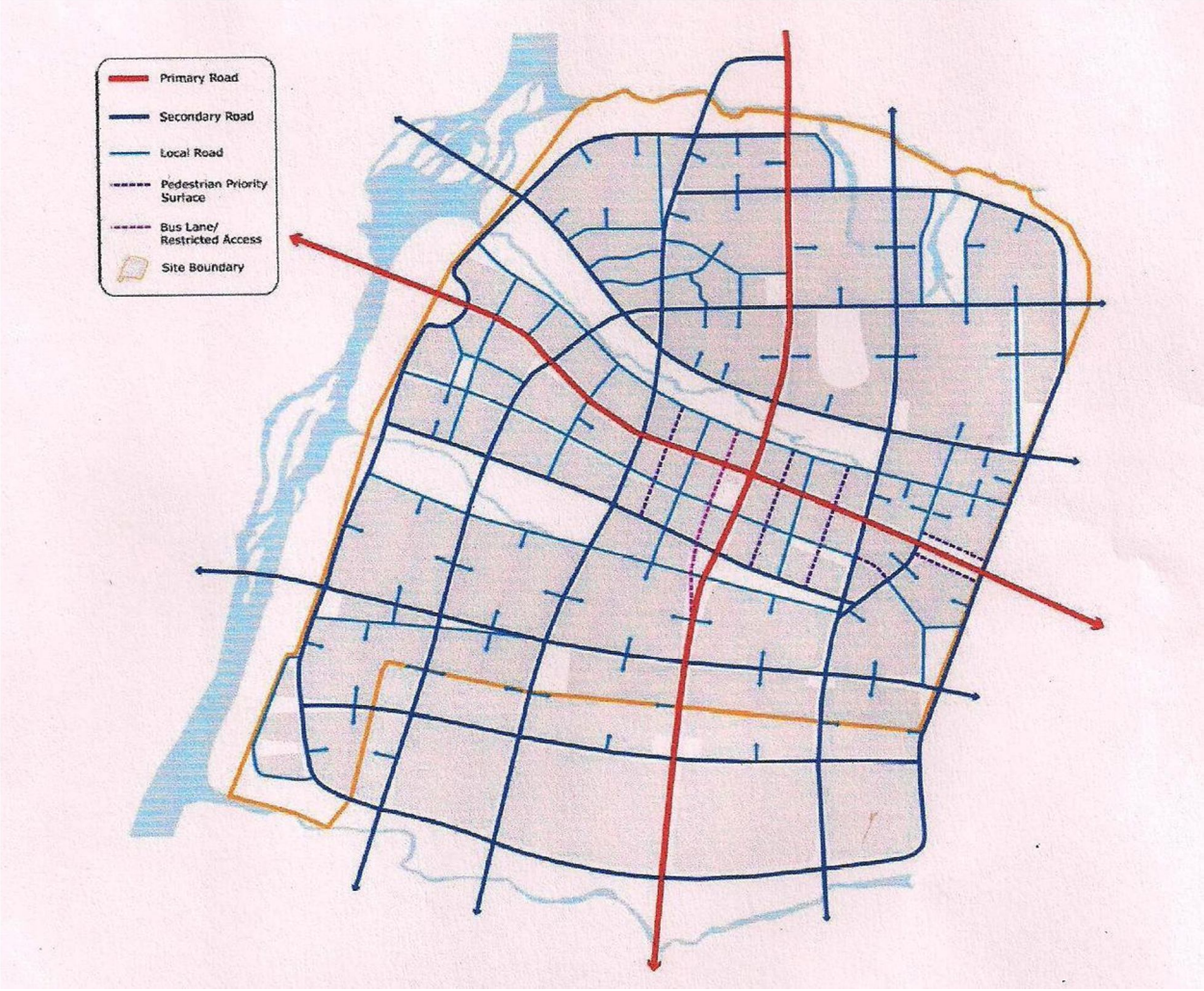
A total number of 75 roads with 34 cul-de-sasc are proposed. The main purpose of the local roads is to provide access to adjacent properties with no restrictions on driveways or entry points.

iv. Pedestrian

A total number of 5 pedestrian roads are proposed to ensure safety pedestrians.

v. Bus lane restricted area

One of bus lane is proposed, this is preventing the smooth flow of traffic in the city.



Source: New Millennium City master plan

Figure 4.06 Road Hierarchies in the Master Plan

vi. Parking

The project plan proposed parking at various locations. On-street parking is prohibited.

4.5.2. Storm water Drainage System

The design of the drainage system is proposed in the most economical way, with an aim to avoid the risks and hazards of flooding of properties, roads, and loss of life. The runoff goes into the Kaduna River through a number of discharge points along the tributaries in the site. The proposed storm water drainage is a conventional system of road side ditches for runoff

water collection network. They serve the project area and drain runoff within the site towards natural channels further were they are supported by a set of culverts that allow water to pass underneath the main and secondary roads. Ten culvert positions are identified in total.

Table 4.3 Culvert details

S/N	Culvert Size (m)		Flow (m^3/s)	No Cells
	Width (9)	Height		
1	2	2	16.6	3
2	2	1.5	8.2	2
3	2	2	21.3	3
4	2	2	21.6	3
5	2	2	19.5	3
6	2	2	11.9	2
7	1.5	1	1.76	1
8	2	2	15.1	2
9	2	1.5	9.9	2
10	1.5	1	2.9	2
Total				23

Source: New Millennium City master plan

Five bridges. They fall outside the project boundary along the primary and secondary roads that cross Dan Nora and Kubai streams. Two bridges are proposed for the secondary roads crossing Kaduna River. Setbacks from the Kaduna River and its tributaries are respectively taken as 100m and 50m.

Corridors are proposed along the stream to adapt the land use to drainage conditions. The use of swales will be made as modified open drainage channels, intended to treat and attenuate storm water runoff. They will be employed in the planned green and open areas such as the golf course and local playgrounds in order to preserve the natural watercourses, and to maintain the natural drainage paths.

4.5.3. Water Supply System

A. Potable Water

Two options are considered for water supply in the millennium city plan as follows:

i. Expansion of the existing treatment plant and the supply of treated water by Kaduna State Water Board (KSWB).

ii. Construction of a new treatment plant at a location to be determined based on a water resources study, which may be at the river near the Millennium City or at a distant location depending on the safe yield of the river. The new treatment plant is planned to be of the conventional water treatment plant for surface water treatment that employs coagulation/flocculation, sedimentation, filtration and disinfection. The required land area for the new treatment plant is based on these processes and the projected water demand of the development (about 13,750m3/day) is about 5,000m² (50m x 100m).

B. Irrigation

The use of tertiary treated sewage effluent (TSE) will be the source of water to be used for irrigation in the site. Two independent distribution networks shall be provided for the irrigation of the landscaped areas. The total flow supplied from these two networks will be in the range of 180l/sec and is divided into two. The first serving the low pressure zone and

supplying a flow of 110l/sec and the second serving the medium pressure zone and supplying a flow of 70l/sec. The irrigation system shall be fully automatic.

4.5.4 Waste Water Systems

The integrated wastewater collection and treatment system is aimed at providing a sanitary environment within and around the project area. In particular the following system elements should be provided:

i. Proper wastewater collection network for the new development

ii. Provision of wastewater treatment plant that will produce an effluent quality suitable for landscape irrigation as well as for direct discharge to the Kaduna River.

4.5.5. Open Spaces

These are predominantly private open spaces whose presence can beneficially influence the appearance of surrounding areas while contributing to the sporting, social and economic life of the city.

A. Golf Courses

One number of golf courses is proposed in the millennium city plan.



Source: New Millennium City master plan

Figure 4.07 Proposed Golf courses

B. River Corridor

River corridor is proposed to curtail flooding as well recreational element in the millennium city



Source: New Millennium City master plan

Figure 4.08Proposed River Corridors Planting

C. City Park

The city park is proposed for both passive and active recreation in the millennium city.

i. District Park:

This is proposed to provide residents with district recreation facilities within safe walking distance of the housing areas. Open space providing a range of activities that appeal to the local community and encourages a sense of community and meeting place. These reserves may also have some nature conservation values (Mango trees) particularly as part of a linked network of reserves.

ii. **Local park:**

A local park is to provide for residents, within safe, easy walking distance of home, a park with open space large enough for at least two activities within the one reserve. An example is an open grassed area for informal ball games, children's playgrounds and a seating area. They may have a nature conservation role, particularly in the preservation of remnant trees

iii. Small Local Park:

Provides for residents, within safe, easy walking distance of home, a park that provides space for one activity within the reserve. For example a toddler playground with seat for supervision. The anticipated time of stay is relatively short therefore residents need to be located nearby (i.e.150m).

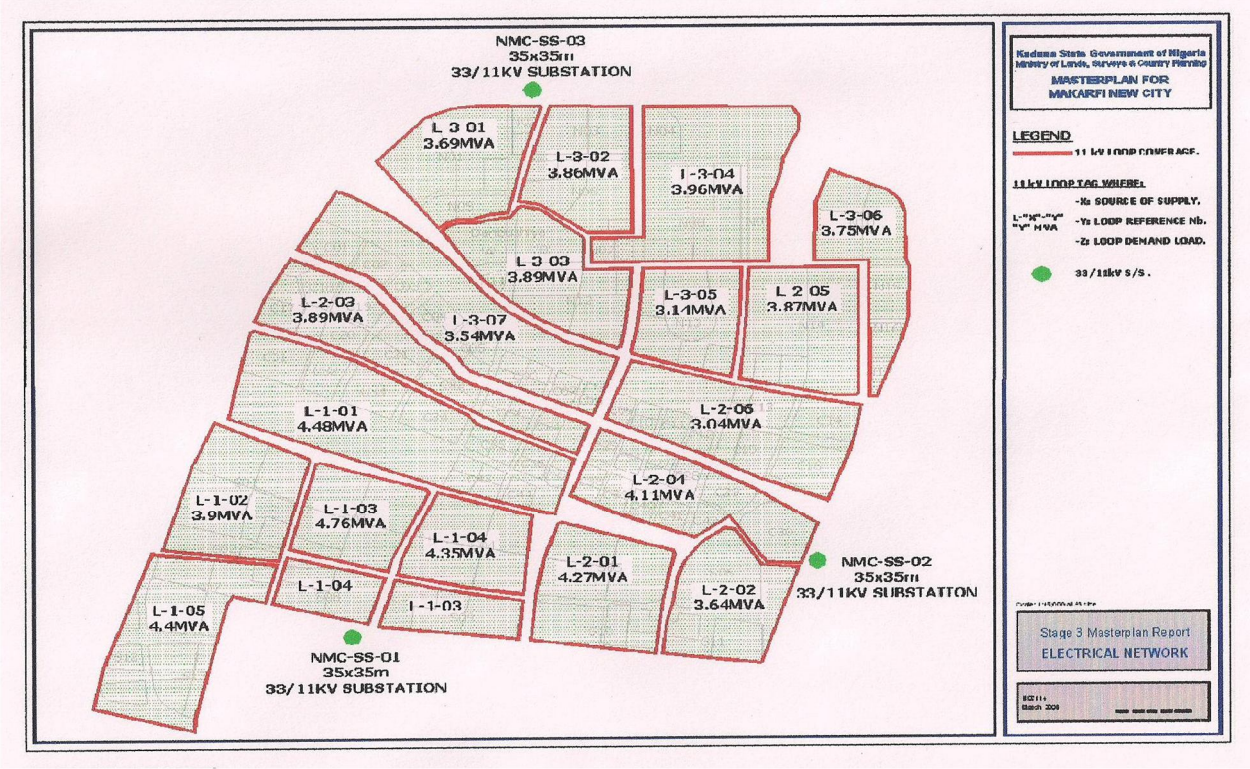
4.5.6. Power Distribution Network and Street Lighting

The electrical works proposed in the millennium city can be summarized as follows:

i. MV and LV infrastructure works;

ii. Street Lighting including MV/LV substations.

The concept that will be utilized for the supply of power to the different users within the Millennium City will be based on having PHCN 33kV/11kV substations. The maximum capacity of each 33/11kV substation is 60MVA.



Source: New Millennium City master plan

Figure 4.09 Electrical Network

4.6.7. Telecommunications Network

A new state of art telecommunication network is proposed in the Millennium City to deliver narrowband and broadband services to its target residents. This network will be based on copper network which will provide voice services as well as data and internet over the DSL technology. One new exchange is to be installed in Millennium City to provide the necessary telecommunications services and to house the necessary switching equipment.

A transmission network should be sought to connect the proposed exchange to the Nigeria National Transmission grid.

i. The number of lines for Residential areas is estimated at one per 128m^2 of the net residential area. The number of lines for Retail commercial areas is estimated at 1 line per 100m^2 of the calculated BUA for the retail part within the residential areas;

ii. Commercial built up areas are assumed to be occupied as follows: 35% offices and 65% exhibition halls and open commercial spaces; The number of lines for supporting shops is estimated at 1 line per each $100m^2$;

iii. The number of lines for institutional utilities, is estimated at 1 line per 200 m^2;

iv. The number of lines for industry spaces is estimated at 1 line per $400m^2$;

v. For offices, the number of lines is estimated at 1 line per 45 m^3

vi. For exhibition halls and open commercial spaces, the number of lines is estimated at 1 line per $100m^2$

vii. For health, the number of lines is estimated at 1 line per $200m^2$;

viii. The capacity of switch exchange terminals for voice traffic, equipment side, is fixed at 75% of the total capacity of the Outside Plant network terminated within the exchange.

4.6.8. Solid Waste Management and Health

House to house solid waste management is proposed in the millennium city.

At the beginning, a 200 hundred capacity bed hospital was proposed; this was later reviewed to 300 beds capacity due to the anticipated high demand for medical services.

4.6.9. Housing

Three categories of housing are proposed based on income level. These are as follows:

i. High density

ii. Medium density

iii. Low density

However, these categories are design in bungalow and storey types; semi-detached and detached. Kaduna state property and development company is to coordinate the provision of 300 mass housing scheme to be allocated to civil servants.

Table 4.04: Categories of Residential Housing Units

S/N	BUILDING DESIGN	DESIGN TYPE	NUMBER OF BEDROOMS	NO. OF BLOCKS	NO. OF UNITS
1	Bungalow	Semi-Detached	2	32	64
2	Bungalow	Semi-Detached	3	10	20
3	Bungalow	Detached	2	83	83
4	Bungalow	Detached	3	13	13
5	Storey Building	Semi-Detached	2	13	52
6	Storey Building	Semi-Detached	3	7	28
TOTAL				158	300

Source: field survey

4.6 FINANCIAL IMPLICATION AND COST ESTIMATE

4.6.1. Financial Implication

At the Final Master Plan stage, indicative 'order of magnitude' costs of buildings and its associated site development can only be prepared based on unit costs/m^2 according to the functions performed by the various buildings. The data base requires continuous review if changing market trends are to be identified and monitored. In order to prepare an 'order of magnitude' project cost estimate, the minimum information necessary as represented by the Master Plan - land use budget schedule, showing all individual development building components together with their respective gross built up areas. The design of infrastructure and utility systems required by public utilities follow the building massing programme together with its relative location in the site in relation to other buildings. There is a broad

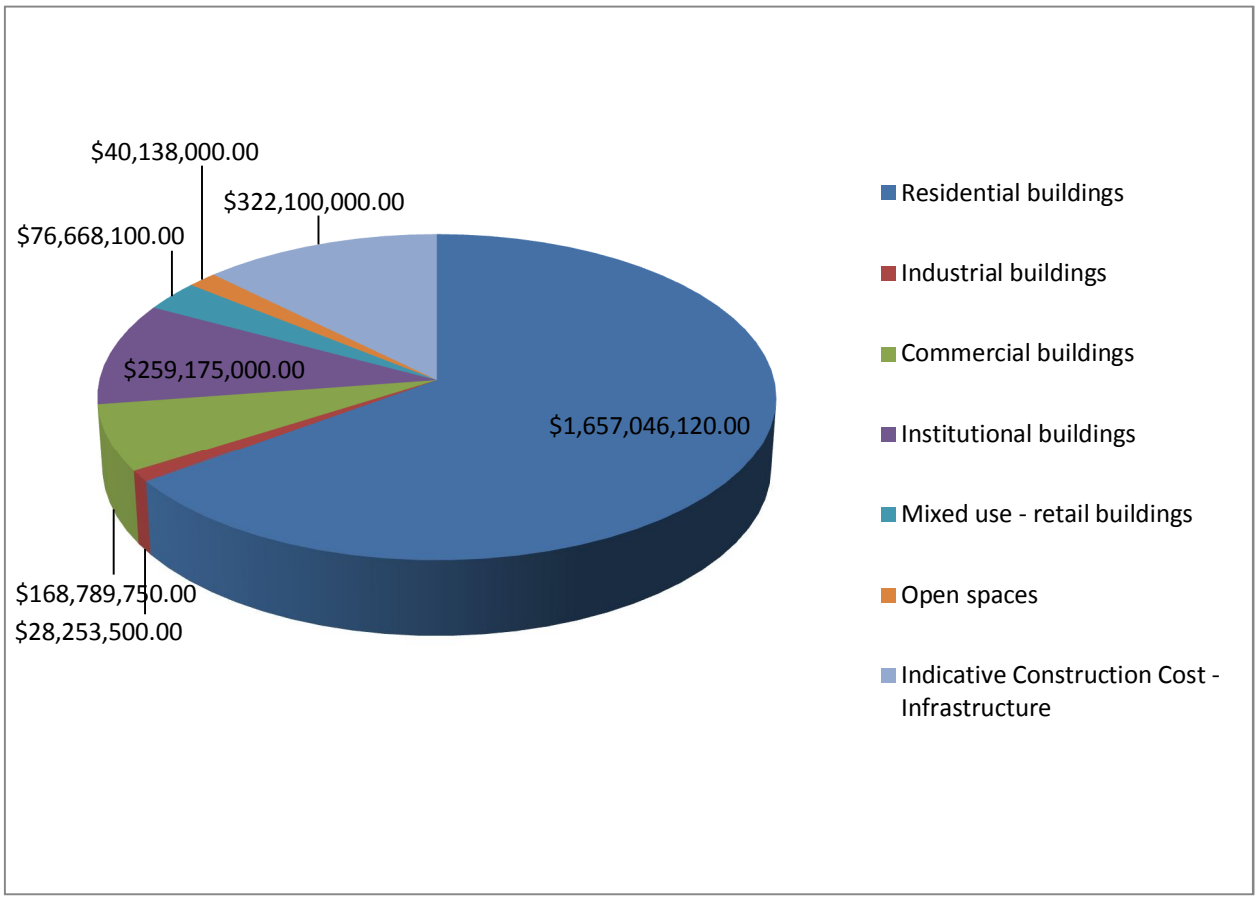
cost relationship between building costs (secondary development) and infrastructure costs (primary development), including utilities, that can be adopted until the design of these works advances to a stage where they can be approximately quantified and priced.

The above indicates a broad magnitude of the probable capital expenditure necessary for the implementation of the construction development program recommended within the Master Plan.

4.6.2 Components Cost Estimate

The following indicative construction cost estimate refers to the Plan proposals for Millennium City, which is to accommodate a population of up to 90,000 people. The development is predominantly residential (77%), supplemented with commercial (6%), industrial (1%), institutional (10%) and mixed use retail (6%). The development provides a hierarchy of roads around the site, (the site is contained in a land area of 700 hectares) with designated areas as open spaces, including sporting facilities, together with all necessary related infrastructure facilities. A phased program into the design and development of primarily sequential stages over two core phases will be implemented over a period of 25 years (North and South of Primary East-West distributor road).

The indicative construction cost of the development is assessed at US$ 2,600,000,000.00 (as at base date May 2008). The indicative cost for construction, based on the indicative cost of buildings including infrastructure, equates to $1,056.77/m2 of built up area. The pricing datum used is intended to reflect current prices (present day values of tenders received) for the project if submitted in May 2008 (base date).



Source: New Millennium City master plan

Figure 2.7.Summary of Buildings and Works Cost in (US$)

4.6.3 Compensation:

The department of Estate and valuation of the Ministry Of Lands Survey And Country Planning carries an assessment of the 700 hectares of the eastern sector, but only 35% of the total land assessed was compensated. The 700 hectares of land for the eastern sector is predominantly classified as rural. Therefore the assessment and compensated was done on the basis of rural land as provided the compensation Act of Kaduna State.

Provision of the Act: Parameters such as land in hectare, economic trees and physical development such as buildings etc were used for assessment and compensation.

The state Compensation Act provide as follows

i. Rural land per hectare is N120,000
ii. Economic trees such as mango, palm tree, locus beans tree are assessed for N10, 000 each.
iii. Economic trees such as orange, guava, banana, gale are assessed for N6,000 each.
iv. Developed such as building are assessed based on the current market value.

CHAPTER FIVE

RESULTS AND DISCUSSION

5.0 INTRODUCTION

This chapter presents the field observation result and discussion of the study on the assessment of the implementation of the new millennium city master plan in the Kaduna eastern sector based on the stated objectives.

5.1 Field Observation on Physical Projects Implemented.

5.1.1. Roads and Drainages Constructed

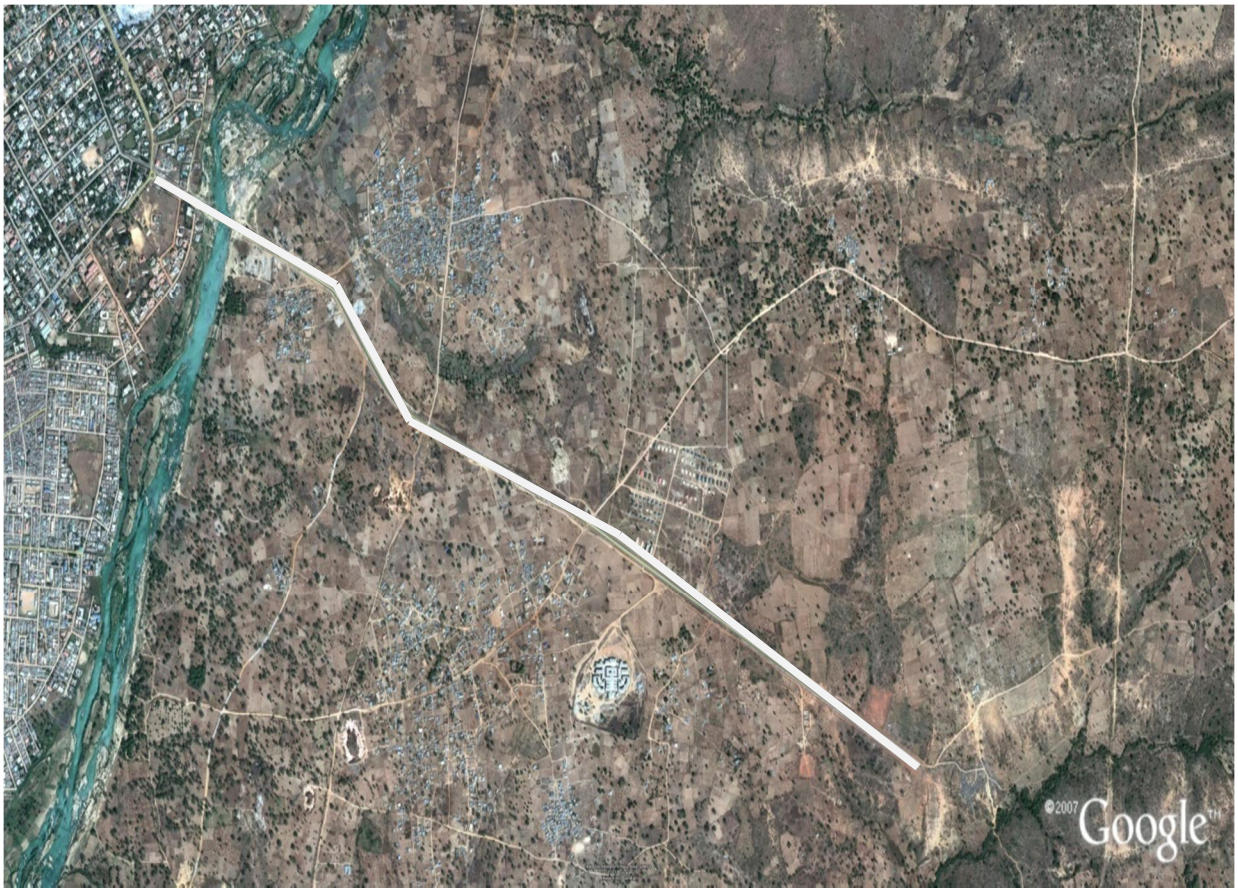
A. Roads

The roads are proposed to be constructed within three year starting from 2008 to 2011. The road construction was contracted to Messer PW Construction Company by Kaduna state government and supervised by the state Ministry of Works and Tansport. The proposed primary road(west-east) of the Millennium city is to link with the on-going Kaduna eastern bye-pass, however only of 4 km was constructed against a total length of about 16.3km, Though the project plan did not mention the total lengh of the dual carriage way, it was established on the live imagery of the area (see figure 4.1); and plate 4.1, while the north-south primary road (dual carriage way) is yet to be constructed.



Source; field survey, 2011

Plate 5.01: Constructed 4 km dual-carriage way.



Source; google earth 2010

Figure 5.01: Satellite imagery showing constructed 4 km dual-carriage way in white..

None of the other hierarchy of roads such as the secondary, local, pedestrian and bus restricted that have been proposed and expected to be completed by 2011, have been constructed. The State Government which is the core sponsor of infrastructures development just paid a little fraction of the total amount needed, which was used in the construction of the 4km dual carriage road.

B. Drainages/Culverts

Out of the 5 proposed bridges in the project plan, only one (1) has been constructed. The one constructed is that which links the other part of Kaduna metropolis in the east-west direction was constructed. Also, 23 number culverts were proposed but, only 2 were constructed on the 4 km primary road.

5.1.2. Health - Hospital

The hospital project was proposed to commence in the year 2008 and to be completed in 2011.



plate 5.02. 300 beds specilist hospital of New Kaduna City ongoing construction.

The specilist hospital was initially design to accommodate 200 hundred hospital beds, but later reviewed to 300 hundred due to the relocation of the Kaduna unit of the Ahmadu bello University Teaching Hospital (ABUTH) to Shika, Zaria.

The contract period for the hospital is three years and finance by the African Development Bank (AfDB), currently the project construction is at the completion stage. However, the level of development shows that the hospital target period is not achieved highly rated.

5.1.3. Housing

The project plan proposed 300 mass housing units expected to be financed by FMBN under the coordination of KSDPC as listed on table 4.5. The project was contracted to 9 contractors ("Kaduna Millenium City Master Plan" 2007).



Source; Google earth, 2010

Figure 5.03 satellite imagery showing the 300 mass housing units bounded in white.

Table 5.01 project implementation (Housing)

S/N	BUILDING DESIGN	DESIGN TYPE	NUMBER OF BEDROOMS	NO. OF BLOCKS	NO. OF UNITS
1	Bungalow	Detached flat	2	83	83
2	Bungalow	Detached flat	3	13	13
3	Bungalow	Semi-Detached flat	2	17	34
4	Bungalow	Semi-Detached flat	3	25	50
5	Storey Building	Semi-Detached flat	3	13	52
TOTAL				**151**	**232**

Source: Author's Analysis, 2010

When completed 70% of the houses will be allocated to Kaduna state civil servants and the remainng 30% will be allocated to low income earners in Kaduna.



Plate 5.03 A completed block of one-storey 3 bedrooms Semi detached.



Plate 5.04 Completed blocks of 2 and 3 bedrooms detached.



Plate 5.05 Uncompleted blocks of 2 and 3 bedrooms detached.

5.2 COMPONENTS IN PHASE (I) YET TO BE IMPLEMENTED IN THE NEW MILLENNIUM CITY MASTER PLAN

Table 5.02 Implementation Phase (I)

S/N	DEVELOPMENT COMPONENTS	TIME
Phase 1a		2008-2012
Infrastructure		
1	Water Treatment Plant	2008-2009
2	Main Distribution Pipe Networks	2009-2012
3	Sewage Treatment Plant	2008
4	Storm water Drainage Base Network	2008-2012
5	Primary Road Network	2008-2012
6	Schools	Primary School 1 2008
		Primary School 2 2008
		Primary School 3 2009
		Primary School 4 2009
		Primary School 5 2011
		Primary School 6 2011
		Secondary School 1 2009
		Secondary School 2 2011
7	Government Offices	2010
Phase 1b		2010-2014
8	Main Distribution Pipe Networks	2009-2012
9	Storm water Drainage	2010-2014
10	Primary Road Network	2008-2012
11	Schools	Primary School 1 2011
		Primary School 2 2013
		Primary School 3 2013
		Secondary School 1 2012
		Secondary School 2 2014
		Tertiary College 2014

5.3. ASSESSMENT OF PROJECT IMPLEMENTED

Table 5.3 show the physical development projects plan for phase I (2008-2012) as proposed in the master plan. But out of the eleven (11) physical project components, health (hospital,) has been implemented to 75%, housing 90%, dual carriage road 1.8% and Storm water drainage 1.8% Three (3) projects component out of the eleven (11) under the period (2011) are meant to be completed in 2012. These project components are Primary Road Network, Main Distribution Pipe Networks and Base Network, Water Treatment Plant, Government Offices and Schools were proposed to be fully implemented in 2009, 2010 and 2011 respectively but none of it is implemented.

To calculate percentage score:

$$\text{Percentage Score} = \frac{\text{Actual Implemented}}{\text{Proposed}} \times 100 \quad \ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots (1)$$

Rating Scale for the Percentage Score is as follows:

Poor	< 40……	= 1
Fair	$= 40 < 50$……..	= 2
Good	$=50 < 60$……	= 3
Very Good	$= 60 < 70$……	= 4
Excellent	$=70 \leq 100$……	= 5

TABLE 5.03 PHASE I PHYSICAL DEVELOPMENT PROJECTS PROPOSED TO BE COMPLETED IN 2012

PROJECT COMPONENTS	TIME	PROPOSED NUMBER/LENGTH	IMPLEMENTED
Phase 1	2008-2012(5 years)		
Water Treatment Plant	2008-2009	1	NO
Main Distribution Pipe Networks	2009-2012	16 Km	NO
Sewage Treatment Plant	2008	1	NO
Storm water Drainage Base Network	2008-2012	32 Km	YES
Primary Road Network	2008-2012	16 Km	YES
Schools	2008-2011	9	NO
Government Offices	2010	1	NO
Health- Hospital	2011	1	YES

Source: Authors Analysis

Based on the implementation programme, some of the projects that were mark for completion 2011 were not duly implemented. Table 5.3 shows the projects that were implemented both on those that are in the master plan implementation programme and those that are not on it. Housing specifically, was not on the phase I implementation process, but it was one of the first projects to kick-start the implementation of the New Millennium city. The proposed number of housing unit in the master plan was 300 housing unit, comprising of 2 bed room and 3 bed room bungalows. However, the number of housing units fully implemented was 232 units which is 77.3 % of the total number with rating of excellent performance.

The hospital structure was fully completed and awaiting equiping which gives it percentage score of 75% with an excellent performance rating (see table 4.3). The finishing and equipping of the hospital is yet to be effected.

Primary Road Network (16.4Km) implemented about 25%, Storm water Drainage Base Network (32 Km), implemented about 25%, Culvert (23) implemented about 8.7% and Bridges (5) implemented about 20%. They all score below 40% percentages which gives them a rating of poor performance.

A: HOUSING

Table 5.04 Level of projects implemented (Housing)

S/N	BUILDING DE SIGN	NUMBER OF BLOCKS	NO OF UNITS	COMPLETED	ONGOING	NOT COMMENCE
1.	2Bedroom Bungalow detached	85	85	35	50	15
2.	3 bedroom room Bungalow Detached	14	14	3	8	15

3.	2Boomroom Semi-Detached	17	34	28	6	14	
4.	3Bedroom Bungalow Semi Detached	25	50	16	34	16	
5.	Storey Build (4 Units/block)	13	54	32	20	8	
	Total			**114**	**118**	**68**	**300**

Source: field survey 2010

The table above indicates the housing component of the New Millennium City Master Plan. The housing component is made of five categories of building design types.

Assessment Criteria

Where the component is fully completed = 100 point

Where the component is ongoing (not matter the level) = 50point

Where the component is not yet compliance = 0 Points

Expected Score = No. of Units fully completed points

= 300(total number of housing units) x100

= 30,000

Actual Score= (Fully Completed x100) + (ongoing x 50) + not commence (11x100) +

(117x50) + (0)

11200 + 5850 + 90)

= 17,050

Percentage score = $\frac{\text{Actual}}{\text{Expected}} \times 100$

= $\frac{17,050}{}$

30,000x100

= 0.568 x 100

= 56.8%

B: Health-Hospital

The scale indicate implementation stage of actual

Component Completed and equip = 100%

Completed structure = 75%

Ongoing structure = 50%

Not commence at all = 0%

Based on site visit observation and institutional interview carry out, the hospital (medical) component of the New Millennium City Project Plan implementation indicated the completion structure. Therefore based on the assessment criteria for the component, it indicates that the project has attained 75%.

C: ROAD

Table 5.05 Assessment Criteria of project implemented (Road)

S/N	TYPES	PROPOSED LENGTH	WEIGHT	ACTUAL CONSTRUCTED LENGTH	OUTSTANDING LENGTH	EXPECTED SCORE (Proposed X weight)	ACTUAL SCORE
1.	Dual Carriage	16.4km	50	4km	12.4km	820	200
2.	Minor Distributor	10.6km	30	0	10km	318	0
3.	Access	23.2km	20	0	23.2km	464	0
4	**Total**		100	4	45.6km	1602	200

Source: Author Analysis

In carrying out the assessment for the implement of road network in the NMC, three types of road hierarchies has been identified as proposed in MP. For the purpose of assessment, weight for each road type is assigned based on hierarchy.

Actual Obtained = Actual constructed length weight
(Dual Carriage) = 4x50
= **200**

Actual Obtained
Minor Distributor = Actual constructed length x weight
0 x 10.6
= 0

Actual Obtained = Actual constructed length x weight
0 x 23.2
= 0

Expected score (Road)
(Dual Carriage)

1. Proposed Length x weight
16.4 x 50 0 820

2. Expected Score = Proposed length x weight
Minor Distributor 10.6 x 30
= 318

3. Expected Score = Proposed length x weight
23.2 x 20
= 464

Total = 820+318+464 = **<u>1602</u>**

% Score = <u>Actual Score</u> x 100

Expected Score

200 x 100
1602

= 0.1248x100

12.48%

D: Culvert and Bridges

Table 5.06 Assessment Criteria of Culvert and Bridges implemented

TYPE	PROPOSED NO	WEIGHT	ACTUAL	PROPOSED AND WEIGHT EXPECTEDSCORE (ProposedX Weight)	ACTUAL AND WEIGHT
Bridge	5	80	1	400	80
Culvert	23	20	2	460	40
	Total			**860**	**120**

Source: Author Analysis

% Score = Actual Score x 100

Expected Score

= 120 x 100

860

= 0.1395

= 13.95%

E: Storm Water Drainage

Assessment Criteria

If total length constructed = 100 points

If total length = 50 points

If total length not commence = 0 points

Table 5.07: Assessment of Storm Water Drainage

S/N	TYPE	PROPOSED LENGTH (KM)	ACTUAL CONSTRUCTED ASSESSMENT	OUTSTANDING
1.	Along Dual Carriage Way	32.8	8km	24.8
2.	Along Minor Distributor	11.2	0	11.2
3.	Along Access Road	46.4	0	46.4
	Total	**90.4**	**8**	**82.4**

$$\% \text{ Score} = \frac{\text{Actual Constructed}}{\text{Proposed Length}} \times 100$$

$$= \frac{8}{90.4} \times 100$$

$$= \frac{0.088}{8.8\%} \times 100$$

For other Component such as:

1. Government House/Offices
2. Water Treatment Plant
3. Main distributor Pipe Network
4. Sewage Treatment Plant
5. Schools

it is expected that the implementation of the component would have and or completed, but these aforementioned components, no implementation have started as at now.

Therefore % score = zero

Assessment Table 5.07: Project Implement in Phase I

S/N	COMPONENT TYPE	ACTUAL SCORE	% SCORE	EXPECTED	RATING
1.	Housing	17050	56.8	100	Good (3)
2.	Hospital	75	75	100	Excellent (5)
3.	Roads	200	12.4	100	Poor (1)
4.	Culvert Bridges	120	13.95	100	Poor (1)
5.	Storm Water Drainage	8	8.8	100	Poor (1)
	Total		**166.65**	**500**	

Therefore the general assessment of projects implementation in Phase I is obtained by dividing the total percentage (%) score by expected percentage (%) score multiplied by 100

$$\frac{166.95}{500} \times 100$$

$$= 0.33 \times 100$$

$$= \underline{33.3\%}$$

Therefore base on the rating scale the general assessment of the New Millennium City Plan implementation indicate the level of implementation is 33.3% then medicate that the implement is poor.

Rating Scale

<40 =	1	Poor
= 40 <50 =	2	Fair
= 50 <60 =	3	Good
= 60 <70 =	4	V. Good
= 70 >/ 100=	5	Excellence

5.4. FUNDING OF THE PROJECTS

The table above shows that out of total contract sum of N390, 000,000,000.00 naira only for the implementation of the new millennium master plan, only N7, 162,688,757.57 naira was paid for the implementation of the project. This implies that 1.8% percent was so far spent for the master plan implementation. Other funds released for mass housing and hospital were 95% and 75% respectively. this implies that Federal Mortgage Bank of Nigeria and Africa Development Bank have shown commitment to release of funds unlike Kaduna State Government that is yet to show serious commitment (see table 4.5)

From the release made by Kaduna State Government for the funding of the implementation of the New Millennium City master plan there has been only five times funds were released as seen in table 5.5, giving a total sum of N780, 286,918.21 only. This exclude funding for the 300 housing units as funded by Federal Mortgage Bank of Nigeria and 300hospital beds as being funded by African Development Bank.

Table 5.08 Financial Implementation for Millennium City Projects Component

description of contract type	CONTRACT SUM (N)	TOTAL RELEASED (N)	OUTSTANDING COMMIMENT(N)	% Released
Design and construction of forth bridge Phase I	1,639,145,926.68	1,183,405,842.73	455,740,083.95	72.20
Construction of road approaches across Kaduna River phase II	4,370,893,020.75	1,969,407,554.25	2,401,485,466.50	45.06
Land compensation	N/A	N/A	N/A	
Master Plan	N/A	N/A	N/A	
GIS implementation	479,845,840.88	245,583,323.86	234,262,517.02	51.18
Hospital (Consultancy, Services and Construction)	4,633,982,375.10	2,464,292,036.73	2,169,690,338.37	53.18
Housing (300 Unit)	1,300,000,000.00	1,300,000,000.00	Nil	100.00
Total Implementation Cost	**390,000,000,000.00**	**7,162,688,757.57**	**382,837,311,242.43**	**1.84**

Source, Kaduna State Ministry of Economic Planning (2012)

Table 5.09 Physical Development Components and Institutions Funding.

S/N	Component	N0.	Phase	Funding	Remarks
1	Housing	300	II	Federal Mortgage Bank of Nigeria (N1.3b)	Fully funded
2	Hospital	1	I	Africa Development Bank	Ongoing
3	**Infrastructures**				
3A	Dual Road	16.3km	I	Kaduna state Government	On-going, but suspended
3B	Minor Road	13,619km	I	Kaduna state Government	Yet to commence
4	Access Road	462,971km	I	Kaduna state Government	Yet to commence

Source: field survey

Table above shows extent of implementation with their funders

5.5 THE FACTORS

According to Cleland et al (1988), a project is termed successful if it passes four success test criteria that is; the time criterion – completed on time; the cost or budget criterion – completed within budget; the effectiveness criterion – completed in accordance with the original set performance and quality standards; and client's satisfaction criterion – accepted by the intended users or clients whether the client is internal or from outside the organization.

Successful implementation of project plans requires adequate funds, appropriate policy framework, formulation of suitable plan schemes, and effective delivery machinery.

The basic element could be the availability of funds and adequate provision in the budget, right location, sound technical structure among others, but have been relegated to the back ground. From the study carried out, it appears that economic factor is the main reason responsibly for the poor implementation of the New Millennium City Plan. In this regard the economic factor became the generator of other factors such as political, administrative, legal and technical.

5.5.1. Economic factors

The availability of funds and the will to finance projects by the government is tied to the economic strength .This has compel the state governments to depend so much on the federation allocation, other financial institutions such as World Bank, African Development Bank, International monetary Fund and donor agencies both local and international since states internally generated revenue cannot finance most proposed projects as they are low.

For instance, Kaduna State Government receives a monthly allocation of about 3billion naira from the federation allocation (CBN 2012) and monthly internally generated revenue of only **₦ 500,000,000** per month (Kaduna State Board of Internal Revenue 2012). Put together a total sum of about 3.5billion goes to the state account; however the sum of about 2 billion naira is in use to service workers salary every month. That is the state is left with about 1.5 billion for other aspect of recurrent expenditure and for capital projects such as the New Millennium City which is one of many urban development project in the state. It is obvious that Kaduna State must source for funds elsewhere for the New Millennium City to be implemented.

To this regard, it appears that no matter how good a project may be, if such project cannot be financed then such project is worth nothing. As such, economic factor is a key reason militating against the smooth implementation of the New Millennium City project.

5.5.2 Political Will

It is common in Nigeria for leaders to make pronouncements that are politically oriented rather than keying into vital factors such as economic and technical which is the main thrust for any proposed project plan. In their quest to win votes and maintain support from the electorates, political statements have been used without considering the basic requirement for any proposed project. It has been proven that most projects are abandoned due to political factor, which is easily associated with change in policy and could be as a result of tenureship thereby personalizing projects. These attitudes only have negatively affected projects implementation as most chief executive name projects after themselves as their personal achievement. This has made government not to hold gripe on policy.

5.5.3. Administrative Factor

This factor appears deliberately tie to political factor were rigid administrative bureaucracies are introduce so as to put in delay in project plan implementation. This is sometime deliberate because knowing that the project initiated and the economic base of the client (government) is weak, duplication of functions by some government agencies begin to set in, therefore having a stiff administrative bottleneck in the implementation as government uses this strategy to buy time waiting until there is funds availability.

5.5.4 Corruption

This has affected the general development of Nigeria were some projects are over price, kick backs are collected and sometimes project funds are released and such projects are do not exist or the project is an abandoned for long. For instance, there have been case when non-functional, unusable or unserviceable projects have been commissioned as "completed". A few typical examples of project failure and abandonment can be cited. A specialist hospital in Minna, Niger State was abandoned for one year until the contact was reactivate and rewarded to the same company, Taylor Woodrow, at a revised price of N20.5m as against the initial contract sum of N17m (New Nigerian, 1983:16). A N9m contract for the construction of low cost "shelter" housing in Rivers state awarded to a Lagos-based company in 1980 was rewarded to the same company in 1983 for N40m with no work done in the interim, even though a mobilization fee of 10 percent was paid (Tribune,1983: 1) cited in Sambo 1998.

5.5.5 Phasing

The phasing for the implementation of the master plan appears not to have given appropriate priority to the realities on ground. This, therefore has become an impediment to the plan implementation. The New Millennium City master plan would have identified at least it phasing in more than two, rather should have learnt from Abuja were the implementation of the Federal Capital city has been phase up to six. If lessons were learnt from Abuja, the New Millennium City master plan the implementation would have been phased over more than two and a longer time frame.

5.5.7. Technical Factor

The projects plan implementation process is complex, usually requiring simultaneous attention to a wide variety of human, budgetary and technical variables. There is a defective control system, and in some cases, the system of monitoring and evaluation is completely lacking and there is neither will nor capability for the task. Another important technical problem is the Plan document itself. A correct base line studies, projections and proposals determines the implementation of plans.

a. Management Structure: It appears that there is no concrete management structure for the implementation of the New Millennium City master plan, rather it was lose to Six ministries and few agencies, These include;

i. Ministry of lands survey and country planning.
ii. Ministry of works transport and planning.
iii. Ministry of Economic planning.
iv. Ministry of Finance.
v. Ministry of Justice
vi. Ministry of Environment
vii. Due process (Government office)

Parastatals

i. Kaduna State Urban Planning and Development Authority
ii. Kaduna State Environmental Protection Authority
iii. Kaduna State Property and Development Company
iv. Kaduna State Water Board

v. Power Holding Company of Nigeria

From the composition of the identified ministries and parastatals, it is obvious that these government agencies have relegated the planning research and development units or departments of the various ministries. It is obvious that projects like implementation of master plan especially like that of the New Millennium City master plan will require a deliverable package if it must succeed. In the management structure which is expected to monitor or oversee the implementation, consultants especially from the academia should be engaged as they engage in search on regular basis. This will give an insert of how the package will best be so as to make the implementation of the master plan deliverable.

b. Risk Management: Successful plan implementation being a management tool to deal with uncertainty, complexity and ambiguity as event, which should they occur, will have an effect on the achievement of objective but It appears that Kaduna State Government have not really consider the issue of risk to the plan implementation of the New millennium city. In urban plan implementation like the New Millennium city, risk management is an important issue that cannot be left behind or given less attention. This probably had made the initial conceived public private partnership strategy for financing the plan implementation of the New millennium city not to see the light of day. It is appear that because of the inadequate provision of condition to adequately take care of risk in the plan implementation of the New Millennium City master plan, this have probably to have the counterpart funding with Canadian government as captured in Kaduna State budget of 2009. It will not be difficult to conclude that KSDPC (Kaduna State Government) is unable to fulfill her part in funding infrastructure against what have been agreed by

FMBN for funding housing projects being part of the plan implementation of the New Millennium City master plan.

Technical problems have been observed by many researches like that of Abubakar (1990) Ogechi, (2001), etc. as an important factor of non-plan implementation in the country.

5.6. REASONS RESPONSIBLE FOR THE NON PLAN IMPLIMENTATION OF SOME COMPONENTS IN THE PROJECT

i. **Commercial.** The commercial land use of the New Millennium City master is discover to be solely on lack funds, even as Kaduna state government intent to have the sector developed through the Public Private Partnership arrangement, but up till now no concrete arrangement is put in place.

ii. **Industrial.** The development of this sector will be encouraged only if infrastructures such as roads, electricity and water are provided within the New Millennium City master plan. It appears that an inadequate fund is basically responsible for that.

iii. **Institutional.** The reasons for the non implementation of institutions such as schools, police headquarter; fire service, post office, hospital and the government house are capital intensive. Because of lack of funds and no solid arrangement to fund the components implementation, only the hospital is ongoing even though the project is being funded by AfDB. It therefore appears that the hospital project may not have commenced if it were to be funded by Kaduna state.

iv. **Open Space.** This component has also suffer non implementation, it appears that the reasons is not different from that have been identified above.

v. **Circulations.** Only one hierarchy of road (primary road) out of the three major roads proposed in the master plan has been constructed for a 4km distance, leaving a short fall of 12.4km. Others such secondary and access have not yet been implemented, this could be associated to lack of funds.

vi. **Utilities.** Studies have revealed that nothing has commenced in the implementation of utilities in the New Millennium City master plan as proposed in the master plan. Reason could be associated to lack of funds

5.7. PROBLEMS GENERATED DUE TO NON IMPLEMENTATION

Most people believe that the New Millennium City master plan implementation was not conceived with the interest of the general public at heart, rather to satisfy some political interest. This has prompted initial land owners resulting to subdivision and selling of plots believing that the compensation did commiserate with the market forces of demand and supply. This action has resulted to a lot of pending issues between the compensated land (initial land owners) owner and Kaduna state government. At present there is an issue between Danbushiya and government of Kaduna state. These problems indicate that the inability of Kaduna State government to implement the Eastern sector development is responsible for this conflict.

5.8 THESIS CONTRIBUTION TO KNOWLEDGE

The study conducted has addressed various factors that are responsible for the poor implementation of the New millennium City Master Plan. the contribution of this research to knowledge is in relation to the fact that plan implementation like that of the Millennium City Master Plan should not be seen in an angle of politics rather all factors whether silent or

pronounce need to be carefully put into consideration. This has gone ahead of other similar studies carried out by other researchers were only a few number of factors such as administrative and finance were the main factors responsible for the poor plan implementation. This study can be further conducted from the area of literature and good governance.

CHAPTER SIX

SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATION

6.1 SUMMARY OF FINDINGS

The study was conducted to assess the implementation of the New Millennium city project plan. A physical survey of the development, direct interview was made with some of the stake holders in the project implementation and the use of pictures were made, which were used to assess both the implementation processes.

The study showed that component such as 300 housing units, 300 beds specialized hospital and 4km primary road (east-west) have been implemented at 95%, 75% and 25% respectively. Housing units and Hospital were implemented to the attained level because they are finance by Federal Mortgage Bank of Nigeria and Africa Development Bank while the primary road was finance by Kaduna State Government. Other components as proposed by the master plan are not yet implemented. The implementation of the plan indicates to be poor. However, the study also identifies factors such as economical, political administrative and technical as reason for the poor implementation of the master plan. This study has shown that for any plan to be implemented such plan must consider all factors that might militate it smooth implementation. From this, the success of implementing successful master plan goes beyond financing; rather a sound implementation framework needed and be strictly followed.

6.2. CONCLUSION

Kaduna metropolis continues to experience rapid population and spatial growth, the need to open up the development of the Eastern Sector of the metropolis was considered to be necessary. This led to the Millennium City as component of the Eastern Sector Project. The first phase of the project commenced in 2008 to 2012, while the second phase will commence from 2012 to 2020.

A physical survey, picture capture and a direct interview was conducted with some of the stakeholders in the plan project implementation. The data gathered were used to assess each indicator on the aspect on implementation processes and financing institution performance that the projects components.

The study showed that only few projects are ongoing (implementing), this is against what have been proposed in the Master plan. Base on the provision of the master plan projects in phase I should now been about completely implemented. But because of factor identified at the course of the study this has affected the smooth implementation of the master plan. Because Kaduna State government has failed to consider all possible factors for the implementation is poor were only federal mortgage bank and Africa development Bank have played a significant role in providing funds for implementation. As the master plan in its implementation strategies and phasing in the new millennium city master plan laid strong emphasis on financing and aim at equitable distribution of responsibilities to encourage transparency, dynamism, variety and administrative efficiency in the implementation process.

6.3. RECOMMENDATIONS

The study appear to indicate that kaduna state government have not made provision for a sound guildline plan for the implementation of the New Millennium City master plan, rather the implementation is tie to area bound phasing and time frame, therefore making the implementation to be poor. Once there is a sound implementation plan for the New Millennium City project all factors responsible for the poor implementation of the project plan would have been adequately addressed, thereby succeding in the project plan implementation. It is therefore recommendated that:

i. The project should be package as a development plan and not a master as plan, because Kaduna has a master plan already, therefore two master plans can not exist for the same area. Rather a development plan been a component of the master plan, therefore given a detail of the area.

ii. Administrative:Administrative bureacracies and over lapping or duplicating of functions should be avoided as much as posible. This will prevent conflict among government agencies and parastatal. A sound implementation guidline framework be designed based on true realities.

iii. Management structure: Asound and a workable management structure need be put in place, rather than leaving it loose to government agencies. Once a sound management structure is put in place, commitment and accountability in the implementation will be obtained.

This have led to lose implementation strategy of the coordinating ministries since there is no framework to properly coordinate and monitor the implementation of the master plan.

To this regard, it appears difficult for the aim and objective of the Master Plan to be achieved.

iv. Risk Management**:** Proper guideline must be put in plcae to convince investors to get involved in implementing the master plan especially in area of funds release. It appears that because no proper guideline was put in place, this discourage the Canadian government to relaesse fund for the New Millennium city plan implementation through the thowted Public Private Partnership arrangement with Kaduna state government.

v. Technical: The Academia should be involve as the are vasatile in research.

vi. Site and srvice scheme with a prototype design should have been the best option for the housing provising.

vii. Economic:Economic streagth of any client like kaduna state government to implement project also depend on the availability of funds by the client. From study conducted, components that were implemented are those funded by Federal Mortgage Bank and Africa Development Bank while components to be funded by the kaduna state government have suffer poor implementation. It is therefore recommendated that kaduna state government need to streagthen her economic base by exploiring areas that are not well tapped. The state can borrow a lesson from Lagos state.

viii. Political: Political pronoucements by Chief Executives have been responsible for the poor implementation of programmes and projects. To guide against this, an action plan need to be designed base on realitics and fully followed.

ix. Government must be sincere and refain from unrealistic political statement.

x. Phasing: Phasing is the execution or implementation plan in an order of sequence putting time frame into consideration. The implementation of the New Millennium City master require a number factors to be considered especially economic (funds), the availability of funds will give an idea of phasing time frame. Kaduna state government is advice to review and key in the phasing of development plan on the project requirement if the plan must be implemented, realistic phasing like that of Federal Capital City development, Abuja be adopted.

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