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NIGER STATE URBAN POLICY

RAPID DIAGNOSTIC PAPER

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Acronyms and abbreviations

AFD	French Development Agency
AIDs	Acquired immunodeficiency syndrome
BRICS	Brazil, Russia, India, China and South Africa
CAPH3	Common African Position to Habitat 3
C of O	Certificate of Occupancy
EIA	Environmental impact assessment
ECN	Electricity Corporation of Nigeria
ECOWAS	Economic Community of West African States
FCT	Federal Capital Territory
FDI	Foreign direct investment
GDP	Gross domestic product
GNP	Gross national product
HIV	Human immunodeficiency virus
IoTs	Internet of Things
LGA	Local government area
LUA	Land Use Act
MDAs	Ministries, departments and agencies
MTP	Minna Township Plan
NBS	National Bureau of Statistics
NIGIS	Niger State Geographic Information System
NISEPA	Niger State Environmental Protection Agency
NPC	National Population Commission
NPH	National housing policy
NREEEP	National Renewable Energy and Energy Efficiency Policy
NSBS	Niger State Bureau of Statistics
NSHC	Niger State Housing Corporation
NSUDB	Niger State Urban Development Board
NSUP	Niger State Urban Policy
NSWB	Niger State Water Board
NUA	New Urban Agenda
NUP	National urban policy
NUDP	National urban development policy
PHCN	Power Holding Company of Nigeria
PPP	Public-private partnership
RAMP	Rural Access and Mobility Project
RUWTSAN	Niger State Rural Water Supply and Sanitation Agency

SDGs	Sustainable Development Goals
STI	Sexually transmitted infection
UNECA	United Nations Economic Commission for Africa
UNICEF	United Nations Children's Fund
UN-Habitat	United Nations Human Settlements Programme
UN-DESA	United Nations Department of Economic and Social Affairs
URP	Urban and regional planning
URL	Urban-rural linkages
WB	World Bank

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Foreword

In the last six decades, the rapid rate of urbanization across the world has been phenomenal. In 1950, the proportion of the world's population living in urban areas was 30 per cent; it had increased to 54 per cent by 2015, and by 2050 the global urban population is expected to be 66 per cent. African cities are also witnessing increasing and unplanned urbanization, a situation accompanied by major infrastructure and service deficits, poverty, informality, unemployment, inequality and low productivity. However, urbanization, if well planned and managed, can be a transformative tool that creates opportunities for socioeconomic development and sustainable human settlement.

This diagnostics report on the Niger State Urban Policy contains an examination of the major issues surrounding the process of urbanization and the opportunities to be harnessed for accelerating sustainable urbanization in Niger State. The information given here shows that the State, which is still predominantly rural, is experiencing a rapid urban transition, driven in part by the proximity of some of its towns and cities to the Federal Capital Territory, the availability of natural resources, the concentration of economic activities and the development of urban infrastructure and social services.

The findings of this report also reveal that Niger State is endowed with numerous natural resources, notably its vast landmass (over 76,000 km^2), an active, young population, arable land for mechanized farming, a pleasant climate and water bodies. Its tangible economic assets include a domestic airport, inland port and over 386 kms of rail line.

Despite all this potential, Niger State, like many other states in Nigeria, still faces several developmental challenges in the light of its rapid and unplanned urbanization; these challenges have not only progressively complicated and aggravated interrelated problems of human settlements, but they have also resulted in urban sprawl, environmental degradation, infrastructure and services deficits (education, water and sanitation, health, energy, waste management), inadequate safe and affordable housing, poor urban management, the proliferation of slums and informal settlements, insecurity, vulnerability to climate change, an unsustainable transport system, high rate of unemployment and urban poverty.

Other, critical issues in urban development identified in this report are the following:

- Non-alignment of the three-tier government structure with the administrative jurisdiction of municipalities;
- Unclear mechanisms through which federal, state, local and traditional governance procedures interconnect and engage for service delivery;
- Absence of an operational basis for the classification of "urban areas";
- Weakened local governments with inadequate financial, human and technical assets for the effective delivery of urban governance dividends;
- Lack of a coherent or operational policy framework to address different development issues;

- Weak multi-partner coordination within public institutions and between stakeholders;
- Ineffective regulatory frameworks (including Niger State Urban and Regional Planning Edict 3 of 1999) that support and enable the governance objectives of the State and its cities;
- Limited public participation and engagement processes that ensure and facilitate multilevel stakeholder engagement;
- Poor access to land.

Achieving productive, inclusive, safe and sustainable towns and cities in Niger State requires a coordinated approach and clear policy direction.

This report constitutes a call for a comprehensive, multisectoral and multi-stakeholder framework for the following: accelerating integrated and balanced territorial development; building an inclusive, productive and competitive economy; effective land governance; improved urban security and safety; strengthening urban-rural linkages; integrating smart solutions into urban management; building resilient infrastructure and services; sustainable transport and mobility; urban resilience; climate change mitigation and adaptation; effective urban governance and coordinated management.

Thus, it is critical that the Niger State Government harnesses the transformative potential of urbanization through a national urban policy that takes into account the priorities of the State and the long-term vision for sustainable urbanization.

Ahmed Matane

Secretary to the Government of Niger State

Aerial View of Zuma Rock and Nearby Residential Area

II. Introduction

In the last six decades, the rapid rate of urbanization around the world has been phenomenal. Urbanization occurs because of an increase in the proportion of people living in urban centres or cities.

In 1950, the proportion of the global population living in urban areas was 30 per cent, a figure that had increased to 43 per cent by 1990. By 2015, the world's urban population had increased to 54 per cent and is expected to increase to 66 per cent by 2050 and 85 per cent by 2100 (UN-Habitat, 2016). It is interesting to note that the rate and level of urbanization varies across regions.

The most urbanized region in the world is North America with 82 per cent of people there living in urban areas, followed by Latin America and the Caribbean (80 per cent), Europe (73 per cent), and Asia and Africa with 48 per cent and 40 per cent respectively (United Nations Department of Economic and Social Affairs, 2014).

Despite the fact that Africa is the least urbanized region, the continent is the fastest urbanizing region in the world followed by Asia, while Europe has the least rate of urbanization (see table 1).

TABLE 1 Rate of urban population change 1995–2015

Region	Average annual rate of change of urban population				Entire period
	1995-2000	2000-2005	2005-2010	2010-2015	1995-2015
Africa	3.25%	3.42%	3.55%	3.55%	3.44%
Asia	2.79%	3.05%	2.79%	2.50%	2.78%
Latin America and the Caribbean	2.19%	1.76%	1.55%	1.45%	1.74%
Europe	0.10%	0.34%	0.34%	0.33%	0.31%
North America	1.63%	1.15%	1.15%	1.04%	1.24%
Oceania	1.43%	1.49%	1.78%	1.44%	1.53%

Source: UN-Habitat (2016). World Cities Report.

While urbanization is recognized as a driver of socioeconomic development, its transformative powers for sustainable urban and territorial development have been widely acknowledged as well. However, to effectively harness and promote the transformative force of urbanization, there is a need for a coordinated approach to manage government policy direction. Following the adoption of the New Urban Agenda in Ecuador in October 2016, which strongly committed signatories to fully harness the transformative power of sustainable urban and territorial development, a national urban policy was recognized as being a major tool to achieving it. Similarly, urban policies have been recognized internationally as tools for implementing and monitoring other global urban agendas, including the Sustainable Development Goals (in particular Goal 11) (see figure 1), the Paris Agreement on climate change, the Sendai Framework for Disaster Risk Reduction 2015–2030, and the African Union's Agenda 2063.

FIGURE 1 Relevance of a national urban policy to the Sustainable Development Goals

Source: UN-Habitat (2017). A National Urban Policy for Liberia – Discussion Paper.

Consequently, as part of the commitment by United Nations Member States to effectively implement the New Urban Agenda and mainstream sustainable urban and territorial development, the Niger State Government of Nigeria has explicitly prioritized the preparation of a State urban policy. Intended to address the vital and urgent issues in the State, the policy will be modelled from the Nigeria National Urban Development Policy of 2012. The present paper contains an in-depth understanding of existing developmental challenges, their causal factors, and the opportunities to be harnessed for policy development.

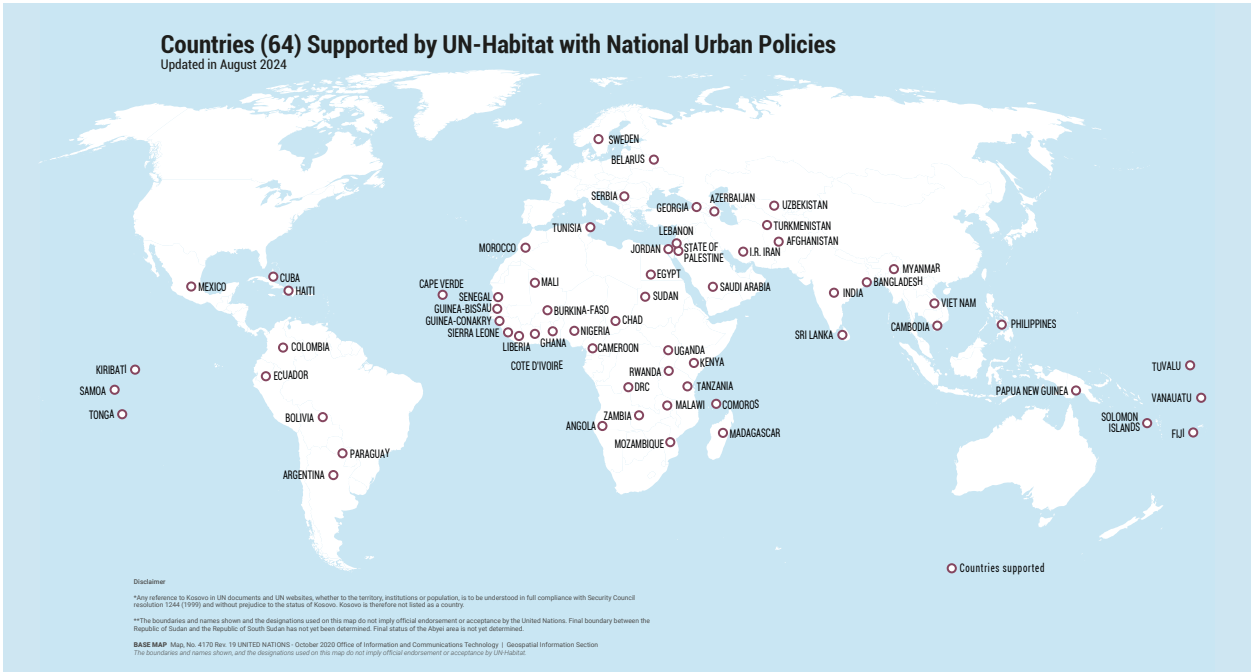
The report also has an examination of the drivers and trends of urbanization in Niger State, the existing urban legislation and regulations, urban planning, housing development, infrastructure and basic services, urban economy and municipal finances, System of Cities and other issues of strategic importance. Correspondingly, the identification of thematic areas prioritized by the Government for sustainable urbanization development in the State, the strategies for effective policy development and implementation, as well as a roadmap for policy development and implementation are presented here.

III. Rationale for an urban policy

Currently, the United Nations Human Settlements Programme (UN-Habitat) is working together with Governments at both national and subnational levels to formulate urban policy to accelerate the delivery of positive outcomes of urbanization and make towns and cities inclusive, safe, resilient and sustainable (see figure 2) . According to UN-Habitat and Cities Alliance (2014), a national urban policy is defined as "a coherent set of decisions derived through a deliberate, government-led process of coordinating and rallying various actors for a common vision and goal that will promote more transformative, productive, inclusive and resilient urban development for the long term". It is a valuable tool for harnessing opportunities of urbanization for long-term sustainable urban development.

A national urban policy seeks to achieve the following: identify urban development priorities towards socially and economically equitable and environmentally friendly urban and territorial development; provide guidance on future development in an urban system and its spatial configuration, concretized through instruments such as spatial plans for territorial development; enhance coordination and guidance of actions by national actors as well as all levels of government in all sectors; and coordinate private and public investments in urban development and consequent improvement in the areas of the productivity of cities, inclusiveness and sustainable environmental conditions, subnational and local governments, financial flows, urban planning regulations, urban mobility, urban energy requirements and job creation.

FIGURE 2 Countries (64) UN-Habitat supports with its urban policy development



Source: UN-Habitat (2024)

Available data reveal that Niger State has had bourgeoning urbanization in recent times. Although urbanization can be a transformative force for sustainable urban and territorial development, the State lacks supporting policies and frameworks to harness this potential. The resultant effects of unplanned and uncontrolled urbanization seen in the State include disparities in socioeconomic development, urban sprawl, unemployment, poverty, the negative effects of climate change, slum proliferation, and pressures on social and basic services (housing, education, water and sanitation, health, energy, waste management). Similarly, institutions tasked with planning and managing physical/urban development and the provision of infrastructure and basic services in urban and rural areas across the State face a complex and daunting array of interconnected constraints and challenges in executing their statutory obligations.

The lack of coordination and synergy between government institutions, ministries, departments and agencies at all levels of government in the State also has serious implications for achieving the Sustainable Development Goals, in particular Goal 11 which aims "to make cities and human settlements more inclusive, safe, resilient and sustainable". Hence, an urban policy for Niger State is of great importance as it will provide a coordinated approach to harnessing the transformative potential of urbanization in achieving sustainable urban and territorial development in the State.

IV. Context assessment and background

A. Demographic dynamics and urbanization

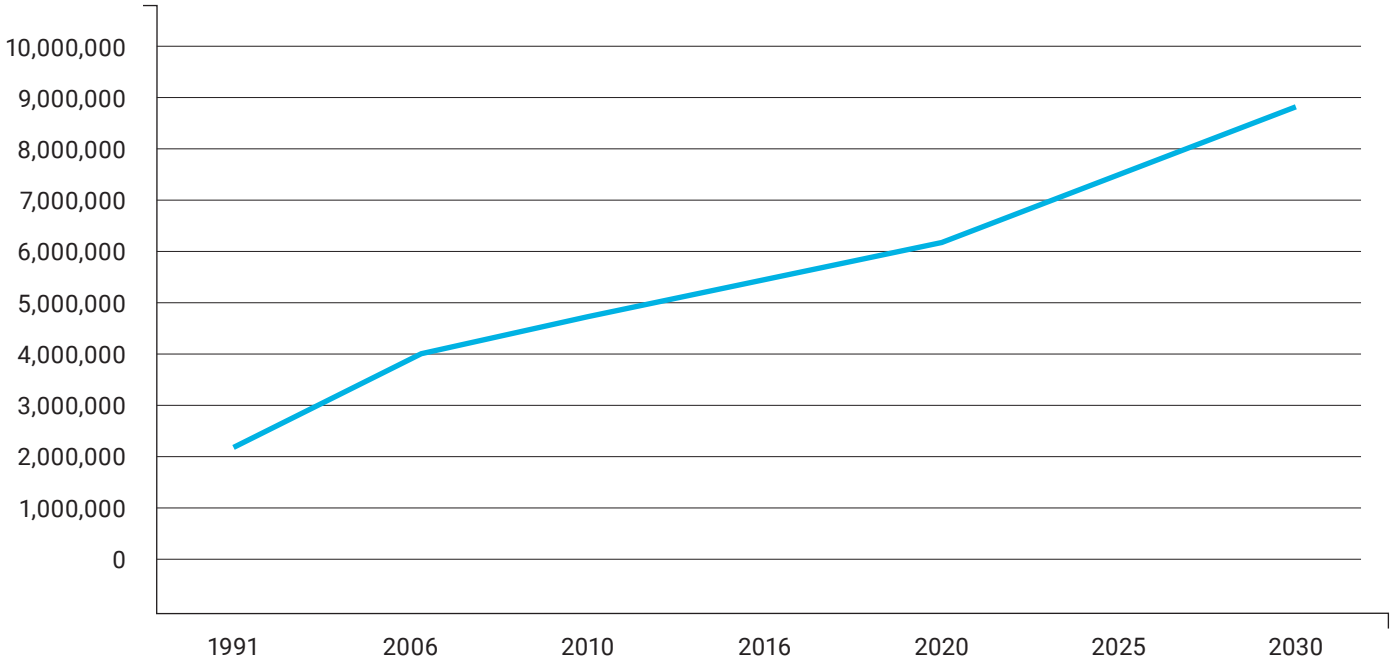
1. Demographic dynamics

Niger State is in the north-central region of Nigeria, between latitudes 8.020N and 10.200N, and longitudes 3.380E and 7.030E. It shares an international boundary with Benin in the west and state boundaries with Kebbi and Zamfara States in the north, Kaduna and the Federal Capital Territory in the east, and Kogi and Kwara States in the south. It is also the largest state in Nigeria in terms of landmass area (76,470 km^2), with its vast coverage consisting of valley terrain of 18,007.38 km^2 (24.94 per cent), the plains covering 24,181 km^2 (33.49 per cent), upland covering 20,616 km (28.55 per cent) and the remaining 9,593 km^2 (13.01 per cent) being highlands.

Statistics show that the population of Niger State has been steadily growing; in 1979, the population was 1,74 million (Niger State Regional Plan, 1979), however the 1991 census revealed that the population had increased to 2,42 million, and in 2006 the census recorded a figure of 3,95 million people.

With an annual growth rate of 3.4 per cent, by 2017 the population of Niger State was 5,71 million (Niger State Bureau of Statistics, 2017a) and with the same annual growth rate the population is projected to reach 17,21 million people by 2030 (see figure 3).

FIGURE 3 Trend analysis of Niger State's population (1991–2030)



Source: Adapted from the National Bureau of Statistics (2015); Niger State Bureau of Statistics (2012); (2017a).

** Population was further projected from 2017–2030.

2. Demographic structure

The demographic structure of Niger State reflects a growing young population (see table 2). According to the 2006 National Population and Housing Census, about 36 per cent of the State's approximately 4 million people were aged under 10, 21 per cent were aged between 10 and 19, and 39 per cent were in the prime 20 to 59 years. The older population was estimated to be 4 per cent in 2006 (National Population Commission, 2006). Thus, a very large cohort of young people, in particular children, will enter the educational system and then the labour force (in an ideal scenario). Gender disaggregation is another critical indicator in the demographic analysis. As of 2017, the State's disaggregated population was 2,895,339 males and 2,817,439 females (Niger State Bureau of Statistics, 2017a).

3. Population distribution

The spatial distribution of people in Niger State is uneven because resources and opportunities are unevenly distributed. Some areas have infrastructural facilities and employment opportunities, while others are sparsely populated due to a lack of the same. The population data in the 2017 Niger State Fact and Figures Report revealed that Mokwa Local Government Area had the largest proportion of the State's population, followed by Shiroro LGA, while the Agwara LGA had the smallest proportion (see table 3).

TABLE 2 Population distribution by five-year age groups: 2006

Serial number	Age groups	2006
1	0 – 4	786,009
2	5 – 9	628,204
3	10 – 14	443,402
4	15 – 19	391,175
5	20 – 24	351,104
6	25 – 29	335,405
7	30 – 34	257,413
8	35 – 39	190,217
9	40 – 44	161,193
10	45 – 49	105,863
11	50 – 54	100,079
12	55 – 59	43,193
13	60 – 64	54,327
14	65 – 69	23,925
15	70 – 74	30,228
16	75 – 79	12,795
17	80 – 84	19,772
18	85 and above	20,468
TOTAL		**3,954,772**

Source: Niger State Bureau of Statistics (2012).

TABLE 3 Disaggregated population figures by local government area, 2017

Serial number	Local government area	Male	Female	Total population 2017
1	Agaie	96,354	94,465	190,819
2	Agwara	42,315	40,525	82,839
3	Bida	135,411	132,625	268,036
4	Borgu	126,146	123,519	249,665
5	Bosso	108,387	105,599	213,987
6	Chanchaga	152,058	139,955	292,013
7	Edati	116,451	114,411	230,862
8	Gbako	92,263	90,968	183,231
9	Gurara	65,225	66,052	131,277
10	Katcha	87,431	87,202	174,633
11	Kontagora	112,358	107,164	219,522
12	Lapai	86,634	82,406	169,040
13	Lavun	154,775	148,253	303,029
14	Magama	131,076	131,062	262,138
15	Mariga	145,751	142,576	288,328
16	Mashegu	155,878	154,981	310,858
17	Mokwa	178,352	172,464	350,815
18	Munya	75,959	73,493	149,452
19	Paikoro	114,694	113,798	228,493
20	Rafi	136,356	132,496	268,853
21	Rijau	128,382	126,142	254,524
22	Shiroro	171,379	169,046	340,425
23	Suleja	161,830	148,851	310,682
24	Tafa	59,983	61,176	121,158
25	Wushishi	59,889	58,210	118,099
TOTAL		2,895,339	2,817,439	5,712,778

Source: Niger State Bureau of Statistics (2017b).

4. Population density

In 1979, the average population density for Niger State was 30 people per km^2. With a total surface of 76.46 million km^2 and a population of 3,95 million, the population density in the State had increased to 52 people per km^2 during 2006 and by 2017 it was approximately 75 per km^2. The population density of the State is expected to reach 226 individuals per km^2 by 2050.

Statistically, population pressure in the State is still relatively low; spatial population density in Niger State shows that the Bida Local Government Area is the densest followed by Chanchaga, Suleja and Tafa LGAs, while Borgu LGA has the lowest population density. The high population density in these LGAs could be attributed to the small size of these towns (see table 4).

TABLE 4 Population density of local government areas in Niger State as per the 2006 census

LGA	Headquarters	Land area (km^2)	Population density
Agaie	Agaie	1,972.60	67
Agwara	Agwara	2,105.90	27
Bida	Bida	50.00	3,76
Borgu	New-Bussa	11,782.50	15
Bosso	Maikunkele	1,606.10	92
Chanchaga	Minna	73.40	2,74
Edati	Enagi	759.70	211
Gbako	Lemu	1,912.70	67
Gurara	Gawu-Babangida	1,126.30	81
Katcha	Katcha	1,686.10	72
Kontagora	Kontagora	2,179.30	70
Lapai	Lapai	3,265.50	34
Lavun	Kutigi	4,218.50	50
Magama	Nasko	3,985.20	46
Mariga	Bangi	5,991.20	33
Mashegu	Mashegu	10,009.70	21
Mokwa	Mokwa	4,478.40	55
Munya	Sarkin-Pawa	2,310.20	45
Paikoro	Paiko	2,259.20	70
Rafi	Kagara	3,558.70	51
Rijau	Rijau	3,432.20	51
Shiroro	Kuta	5,558.00	42
Suleja	Suleja	153.40	1,41
Tafa	Sabon Wuse	226.50	369
Wushishi	Wushishi	1,779.40	46
TOTAL		**76,481,100**	**52**

Source: Niger State Bureau of Statistics (2012).

5. Drivers and trends in urbanization

Currently, there is no official rate of urbanization or proportion of inhabitants residing in urban spaces in Niger State due to a lack of data, inconsistencies in defining urban areas and a lack of urban boundaries. Nevertheless, an attempt was made by some urban scholars to establish urbanization trends by analysing the extent of land-use land cover and the number of urban centres. Prior to 1976 when Niger State was created, the State was predominantly a dispersed agrarian settlement. However, since its creation and subdivision into 25 local government areas (in 1996) for administrative and development purposes, the State has seen its spatial growth increase. In 1979, only four settlements – Bida, Kontagora, Minna and Suleja – were declared urban (for specialized functions). These four settlements are now the major urban centres in the State, with a population of at least 150,000 people in each centre. Similarly, in order to channel development to the grassroots, the Government of Niger State declared all local government headquarters to be urban centres, including Baro settlement. However, the Government envisages that by 2050, 11 towns will have become major urban centres, thus increasing the number of such centres from 4 to 15 using a population threshold of 150,000 inhabitants. These towns are the following: Agaje, Baro, Kagara, Lapai, Mariga, Mashegu, Mokwa, New Bussa, Rijau, Shiroro and Wushishi.

By examining the extent of land cover over time in major urban centres such as Minna, a picture of urbanization in Niger State emerges (see figures 4 and 5). As the State's population increases, there is a corresponding increase in land-use land cover, in particular in urban centres. For instance, in Minna, a trend analysis of land-use land cover (from 1986 to 2017) shows that the built-up area of the city in 1986 was 0.81 per cent of the total land area, a figure which had increased to 2.41 per cent by 1996 (Morenikeji, Umaru, Liman and Ajagbe, 2015), 3.8 per cent by 2000, 19.1 per cent by 2010 and 48.2 per cent by 2017 (Daniyan and Mohammed, 2018).

Historically, Niger State has one of the highest fertility rates and the lowest life expectancy in Nigeria. In 2008, the fertility rate (number of children born per woman) in the State was 7.5 per cent (National Population Commission, 2009) dropping to 6.1 per cent by 2011 (National Bureau of Statistics, 2016) yet higher than the national rate (5.7 per cent). As with the rest of Nigeria, childbearing in Niger State is influenced by factors such as early marriage and contraceptive-use patterns; this is evident in the findings of UNICEF (2011) on multiple indicator cluster survey which revealed that 20 out of 77 females had their first child before the age of 19 while, 92.2 per cent of married women aged between 15 and 49 are not using any contraceptives method.

Another factor driving urbanization in the State is migration (Buba, Makwin, Ogalla et al, 2016). Migration – the movement of people from one geographical region to another – may be on a temporary or permanent basis (Adewale, 2005). This movement can be from rural to urban, rural to rural, urban to rural, urban to urban and across international boundaries. According to the 2014 International Organisation for Migration (IOM) report on migration in Nigeria, the percentage distribution of migrants by areas of in Niger State shows that 67 per cent of migrants moved to urban areas while 33 per cent moved to rural areas in 2012. Causal factors of migration to the State's urban centres could be due to the availability of infrastructure and social services in the cities.

For example, in Minna, the development of the Kano-to-Baro railway, the extension of the Lagos-to-Jebba line, the Federal University of Technology in Minna, the Teachers Training College, Radio Broadcasting Centre, Minna Township Stadium, housing estates, the Bosso Dam and the Chanchaga Dam are among other complementary developments in the city that have attracted many people over time.

In 1970, the population of Minna was about 30,000 and increased to about 78,480 by 1979, barely three years after the creation of the State in 1976 (Maxlock Group, 1980).

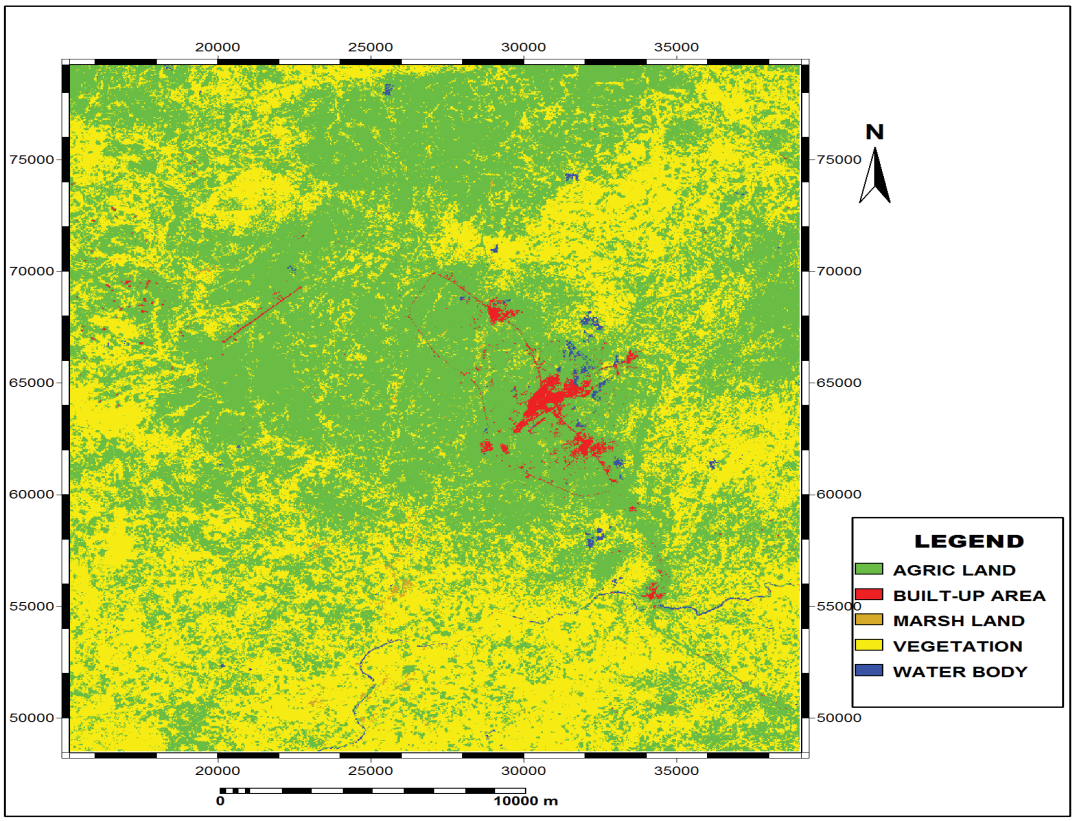
The population of Minna continued to grow, reaching 192,413 by 1991 (NPC, 2006); 265,626 by 2000; 287,608 by 2006; 317,465 by 2010, and 360,000 by 2015.

The increase in urban population and rapid urban expansion witnessed in Suleja could be attributed to its proximity to Abuja, the Federal Capital Territory of Nigeria – it is approximately 55 kms away.

The relocation of the capital from Lagos to Abuja in 1991 led to a massive movement of people from other parts of the country to settle in the suburbs due to the high cost of accommodation in Abuja itself. Studies found that Suleja also had a large influx of people from demolished areas in Abuja and north-eastern Nigeria who left their state due to terrorism or insurgencies. However, these factors led to an increased built-up area in Suleja from 650.60 hectares (5 per cent) in 1980 to 3,061.11 hectares (26 per cent) by 2015; it is expected to increase to 4,637.49 hectares (39 per cent) by 2035 (Buba et. al, 2016). Apart from natural population increase and migration, other factor driving urbanization in the State is economic development in the cities (Max Lock Group, 1980).

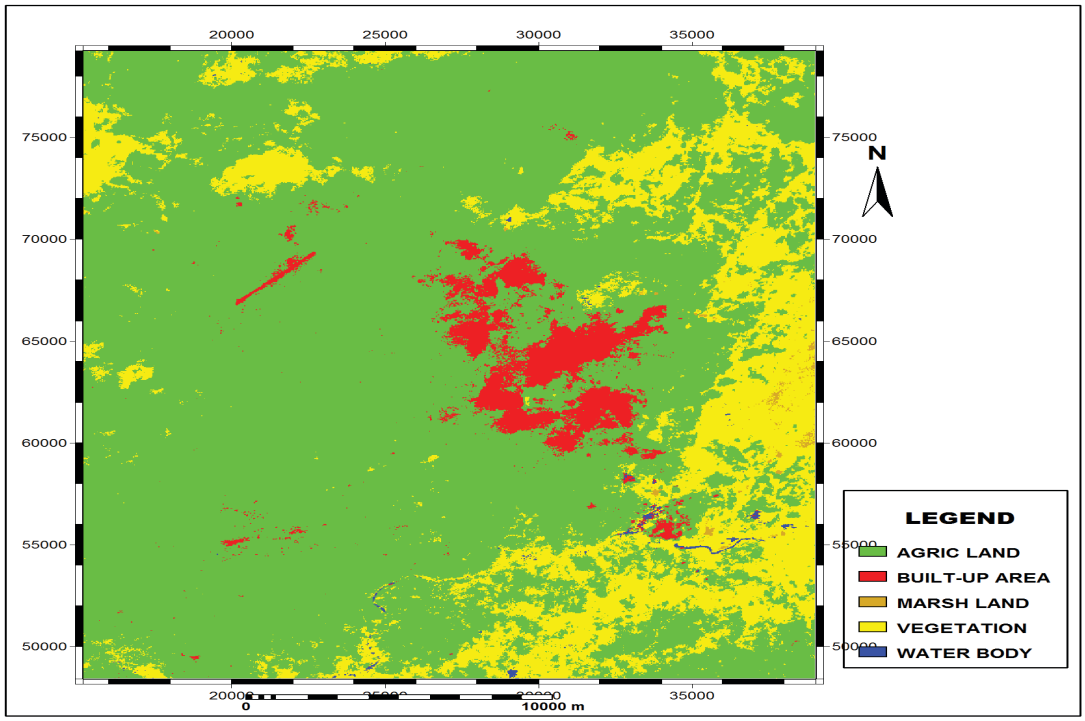
Continuous urban expansion will not only be wasteful in terms of land and energy consumption, but it increases greenhouse gas emissions and will lead to the alteration of ecological systems in different parts of the State. To mitigate the negative externalities of rapid and unplanned urban growth which threatens sustainable development in Niger State, there is a need to harness urbanization and promote an urban paradigm shift with supporting policies and frameworks that can leverage it for increased development gains and guide it towards sustainable patterns.

FIGURE 4 Extent of land-use land cover in Minna (1986)



Source: Morenikeji et. al, (2015).

FIGURE 5 Extent of land-use land cover in Minna (2011)



Source: Morenikeji et. al, (2015).

B. Urban legislation and regulations

1. Urban legislation

At the national level, legislation and regulations have been made to create a nationwide directive for all development actors (both public and private) as well as for all municipalities and citizens.

These policies are invariably to guide spatial planning and land/urban development across the country to ensure a level playing field for public administrations, citizens and property investors. Among these policies is the Land Use Decree 1978, otherwise known as the Land Use Act. To all intents and purposes, the Act regulates the ownership, alienation, acquisition, administration and management of land within Nigeria. While the first section of the law vests all land in each State of Nigeria in the governor of that State, with such land held in trust and administered for the use and common benefit of all Nigerians, Section 5(1) of the Act empowers a governor of a State to grant a statutory right of occupancy to any person for all purposes, whether or not in an urban area, and issue a certificate of occupancy in evidence of such right of occupancy in accordance with the provisions of Section 9(1) of the Act. The Land Use Act also provides for the local government areas to grant a customary right of occupancy certificates.

In 1992, the Nigerian Urban and Regional Planning Decree was enacted to guide spatial planning and land development across the federation. The law makes provisions for types of plans to be prepared and administrative structures at the federal, state and local government levels. On development control, the law gives the planning bodies (local authority, state or federal) the power to approve with amendment, or delay approval of an application (with a time limit), or if circumstances so require, to reject a development permit completely and the conditions under which the authority should carry out a demolition. Under this law, each State is to establish a planning tribunal that hears cases relating to planning matters. The law also states the conditions under which compensation shall be paid or not.

2. Land regulation

In Niger State, there are two pieces of legislation that are framed for land administration: the Land Use Act 1978 and the Niger State Geographic Information Systems Agency Law, 2013 (see table 5). It is interesting to note that the main regulatory instrument for land administration and management is the Land Use Act of 1978 and both the State Ministry of Lands and Housing and the Niger State Geographic Information Centre are instrumental in its implementation.

The provisions of this land regulation are vested in the governor of the state administration of urban lands for the use and common benefit of all Nigerlites. The regulation seeks to make land available and accessible to all the residents of the State, with equal rights and interests irrespective of their social status.

Since its introduction, the Land Use Act has made changes and improvements, in particular in the areas of undue ethnicity opposition in public acquisition and gender stigma in land holdings.

Despite the provisions of the Land Use Act of 1978, which vested in the State governor the power to hold and administer all lands within their territorial boundaries, land are still being transferred informally in Niger State. For instance, in Minna over 96 per cent of urban households have access to land outside a government source (Kuma, 2016).

Expansion of informal land markets in the State could be attributed to inefficiency in the administration of urban land, a weak institutional framework and poor implementation of the Land Use Act in the State (Kuma, 2016; Adeniyi et al, 2018).

Empirical studies show that the Land Use Act has progressively become an obstacle on the road to sustainable development in Niger State and other States of the federation.

The Act restricts a citizens' right to occupy land, buy, let or sell their land without obtaining the consent and approval of the governor. The Act also imposes a ceiling on urban and rural landholdings; an individual cannot hold more than 0.5 hectares of undeveloped urban land, 500 hectares of non-urban land, or 5,000 hectares of grazing land. Individuals cannot own freehold interest in land but can only be granted a right of occupancy for a maximum period of 99 years, subject to the payment of ground rent to the Government as fixed by the governor.

Excessive bureaucratic processes in obtaining the governor's consent and approval for land transactions and certificate of occupancy in the State have resulted in tenure insecurity.

To improve land administration and urban land markets in the State, an appropriate policy should be directed towards decentralization in the land administration system. Similarly, efforts should be geared towards a cadastral survey and land-use zoning in the State.

TABLE 5 Land regulation instruments

Serial number	Instrument
1	Land Use Act 1978
2	Niger State Geographic Information Systems Agency Law, 2013.

3. Local authorities, functions and responsibilities

The local government is the third tier of the democratically elected administration in Nigeria. In Niger State, there are 25 local government areas administering the process of grassroots development. Governance at local government level is headed by an executive chairman, with a vice chairman and councillors representing political wards in each local government.

According to section 7 of the Nigerian Constitution (1999), the local government – "grass root government" – is the closest level of governance to the people and has an important role to play in local and national development in Nigeria. In the Fourth Schedule 1 of the 1999 Nigerian Constitution, the main functions of a local government area are as follows:

a) The consideration and the making of recommendations to a state commission on economic planning or any similar body on
    i. The economic development of the State, in particular in so far as the areas of authority of the council and of the State are affected
    ii. Proposals made by the said commission or body
b) Collection of rates, radio and television licences;
c) Establishment and maintenance of cemeteries, burial grounds and homes for the destitute or infirm;
d) Licensing of bicycles, trucks (other mechanically propelled trucks), canoes, wheelbarrows and carts;
e) Establishment, maintenance and regulation of slaughterhouses, slaughter slabs, markets, motor parks and public conveniences;
f) Construction and maintenance of roads, streets, street lighting, drains and other public highways, parks, gardens, open spaces, or such

public facilities as may be prescribed from time to time by the House of Assembly of a State;

g) Naming of roads and streets and numbering of houses;

h) Provision and maintenance of public conveniences, sewerage systems and refuse disposal;

i) Registration of all births, deaths and marriages;

j) Assessment of privately-owned houses or tenements for the purpose of levying such rates as may be prescribed by the House of Assembly of a State;

k) Control and regulation of:

   i. Out-door advertising and hoarding;

   ii. Movement and keeping of pets of all description;

   iii. Shops and kiosks;

   iv. Restaurants, bakeries and other places for sale;

   v. Laundries, and licensing, regulation and control of the sale of alcohol.

Section 2 of the Fourth Schedule, the functions of a local government council, also includes participation of the council in state affairs on the following matters:

a) The provision and maintenance of primary, adult and vocational education;

b) The development of agriculture and natural resources, other than the exploitation of minerals;

c) The provision and maintenance of health services;

d) Such other functions as may be conferred on a local government council by the House of Assembly of the State.

Despite these clear functions, the capacity and capability of local governments to deliver public goods and services is often deficient. Municipal governments, in particular in urban areas of Niger State, have too little financial resources for urban investments due to an inadequate budgetary allocation given to the municipal councils. Another challenge that bedevils decentralization at municipal level is the lack of autonomy; local governments' administration is managed by the federal and State Governments through the state government offices of local government affairs, the Ministry of Local Government, and the local government service commission. Consequently, the municipal government does not have the autonomy to mobilize revenue to implement urban infrastructure and other facilities.

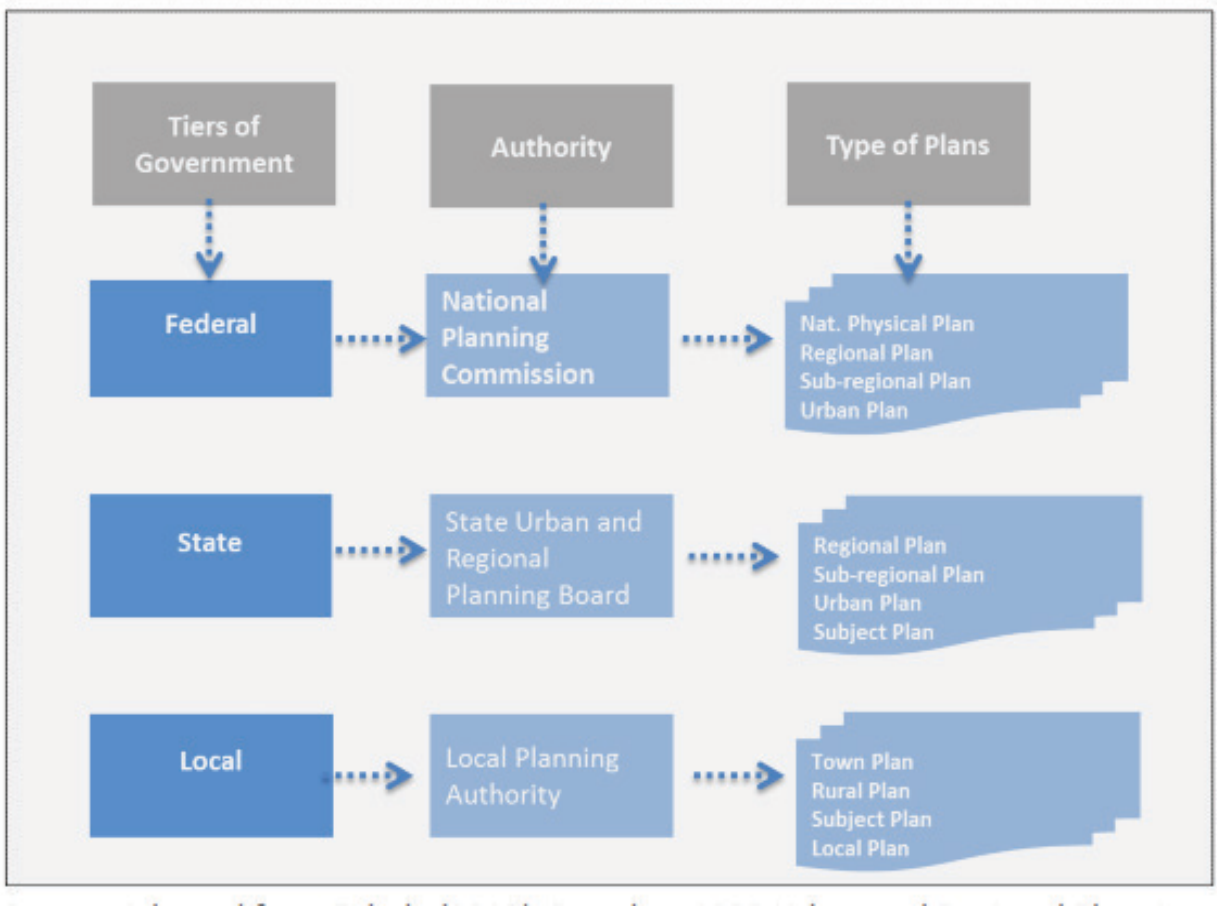
In the Nigerian Urban and Regional Law Decree 88 of 1992, it is clearly stated that preparation and administration should be carried out at federal, state and local government levels (see figure 6). Each level of planning carries the identification, "the commission", "the board", and the "authority" respectively. This decree also requires each State to set up an urban and regional planning tribunal to adjudicate over planning appeals.

Under section 7 of the decree, the functions of the commission include the following: the formulation of national policies for urban and regional planning; the initiation, preparation and implementation of a national physical development plan, regional and subject plans; the establishment and maintenance of urban and regional planning standards; conducting research in urban and regional planning; the promotion of coordination among State and local governments in the preparation and implementation of urban and regional plans; the supervision and monitoring of the implementation of a national physical development plan and development control; the provision of technical and financial assistance to States in the preparation and implementation of physical development plans; and any other functions as may be assigned to the commission, from time to time.

Under section 9 of the 1992 Decree, the functions of the State Urban and Regional Planning Board include: the formulation of state policies for urban and regional planning; the initiation and preparation of regional, subregional and urban/master plans; the development control of state lands; the conduct of research in urban and regional planning; the provisions of technical assistance to local governments; the consultation and coordination with the federal Government and local governments in the preparation of physical plans; the preparation and submission of an annual progress report on the operation of the national physical plan as it affects the State and the review of the annual report submitted to it by the authority.

The functions of the planning authority include preparation and implementation of a town plan; a rural area plan; a local plan; a subject plan; and the control of development within its area of jurisdiction other than over federal or state lands. Hitherto, governments have not been able to set up planning authorities across all local government areas in Niger State and the implication of this for the urban fabric is uncoordinated growth and haphazard physical development due to a lack of spatial and infrastructural plans at local level in the State. Also, the non-establishment of the urban and regional planning tribunal has greatly affected the functions of the State Urban and Regional Planning Board in the discharge of its duties.

FIGURE 6 Plan preparation and administration



Source: Lamond, et.al. (2015).

C. Urban regulations

1. Plotting

In Nigeria, there is no uniform plot standard. However, in Niger State the plot standards and right-of-ways adopted are listed in table 6 below.

TABLE 6 Plot standards in Niger State

Residential	High density - 15 x 30 metres
	Medium density - 20 x 30 metres
	Low density - 30 x 30 metres
Commercial	Shopping centres - 45 x 50 metres
	Petrol station - 45 x 60 metres
	Commercial bank - 45 x 50 metres
Institutional use	Primary school - 100 x 150 metres
Road hierarchy	Set back
Highway	30–45 metres
Major road	25–30 metres
Collector road	15–25 metres
Access road	12–20 metres
River and streams	Set back
River	45 metres
Streams	30 metres
Small streams	15 metres
Electricity powerline	Set back
High tension powerline (350KVA)	30.5 metres each side
High tension powerline (132KVA)	15.5 metres each side
High tension powerline (33KVA)	10.5 meters each side

Source: Town Planning Department / Ministry of Land and Housing.

2. Building code

In accordance with the provisions of the Constitution of Nigeria, one of the fundamental objectives of state policy is the security and welfare of the people. One such is the building codes to govern the quality and safety of construction of new buildings, as well as subsequent maintenance. In most instances, the codes specify the materials to be used, their minimum quality, and the building components necessary in a structure that is suitable for human occupancy. In Niger State, before any structure/development can be carried out on land, it is expected that an approval should be obtained from the Niger State Urban Development Board and conforms with planning standards.

Development approval from the board is of two kinds, namely:

1. Approval with grant or certificate of occupancy.
2. Approval with local papers (e.g. deed of assignment, sales agreement, and certificate of occupancy from the local government area etc.)

Approval procedure with grant or certificate of occupancy, with the following as requirements:

1. Application form completed
2. Plans submitted
3. Site inspection
4. Site planning report
5. Actual assessment procedures, which include:
    a. Vetted and perused of mechanical, electrical and structural drawings by asst. engineer.
    b. Vetted and perused of architectural drawings' adequacy by the chief architect.
    c. Vetted and perused by engineering assistant.
    d. Reviewed all the reports, financial assessment and instruction for payment of fees by deputy general manager.
6. Stamping and signing of drawing by deputy general manager
7. Issuance of approval letter sent to applicant.

Approval with local papers: (e.g. Deed of assignment, sales agreement, certificate of occupancy from local government area etc.). The main difference with this type of approval is that it requires an additional document apart from items 1-7 listed above, such as:

a. Survey map signed by the Surveyor General of the State
b. Court affidavit
c. Evidence of registration with the Ministry of Land

In the case of fuelling station approval, it requires an additional document to the items in 1-7 listed above, which include:

- Environmental impact assessment report and
- Fire service report

If the review results in disapproval, then the building plans are returned and the process is repeated from step 2 above; that is, the plans are re-submitted.

Firstly, the approval process ensures compliance with the following:

- Development scale (minimum square footage or value of buildings)

- Verification of ownership
- Zoning is considered.

Secondly, a detail evaluation is conducted in respect of the following:

- The nature of the foundations, floors, walls, roof, stairs (where applicable), veranda/ patio, ventilation, natural lighting, spatial layout, waste disposal, site plan, electrical wiring, plumbing, storm resistance, integrity, aesthetics, and general presentation.
- Other considerations include: material types used, the classification of such building types, floor area, number of bedrooms and number of exits on all floors.
- Other information such as the lot reference and the designer/ draftsman are also recorded.

Planning standards in Niger State

Approved planning standards are referred to as planning regulations, codes or by-laws that are used to guide and regulate physical development in the State. Table 7 shows the various planning standards that regulate physical and urban development.

TABLE 7 Planning standards for residential development in Niger State

Category of residential plot density	Maximum plot coverage as a percentage of the total plot area	Minimum setbacks		
		Front	Back	Side
Low density	35	6.0	3.5	3.0
Medium density	40	5.0	3.0	3.0
High density	50	4.5	2.5	3.0

Source: Niger State Urban Development Board.

From a regulatory point of view, developers circumvent building plans approval mostly due to the longer processing time for the approval document as well as bureaucratic bottlenecks in land titling. Also, the institution responsible for the enforcement of building codes is unable to perform this statutory function due to a lack of operational and technical equipment, and a shortage of skilled human resources.

D. Urban planning: implementation tools and enforceability

1. Urban planning tool

Urban planning plays a crucial role in sustaining the physical and socioeconomic development of any region. In principle, urban planning is the lead system for "building" the environment and is fundamental for the attainment of inclusive, resilient and sustainable human settlements. In the past, urban planning in Niger State (in terms of legislation and policies) featured the development of the Niger State Regional Plan (1978–2000) and an urban master plan each for Bida, Kontagora, Minna and Suleja (1980–2000). The Niger State Regional Plan was developed to ensure balanced development across the State while the master plans were designed to be used for a period of 20 years to guide and manage the physical development in each city.

However, since the expiration of these plans, neither the Ministry of Land and Housing or its departments/agencies (Town Planning Department, Urban Development Board) have reviewed the physical development plans where they exist (Bida, Kontagora, Minna and Suleja), nor have any new urban and territorial plans been prepared to address urban development issues and guide physical/urban development across the State. It was also observed that the implementation of these physical development plans was very weak. An urban policy for Niger State should promote capacity-building for an appropriate institution with the responsibility to manage and control physical and urban development in the State.

The Town Planning Department of the Niger State Ministry of Land and Housing is responsible for the following:

- Preparing and reviewing physical development plans
- Ensuring all development plans and schemes are checked for their conformity with the masterplan of the towns
- Undertaking the design of layouts, vetting and assessing site analysis plans
- Ensuring that all development complies with environmental regulations
- Synergizing with urban development boards on the implementation of layouts/ planning schemes
- Providing policy guidelines on physical development for the State and advising the Government on physical planning matters
- Conducting research on physical planning and development issues
- Site selection for developmental purposes
- Urban declarations to ensure proper management/control of urban areas in the State

Similarly, in order to further ensure orderly and aesthetically balanced physical developments, the Niger State Urban Development Board was established (through Edict number 3 of 1999) in accordance with the provisions of the Nigerian Urban and Regional Planning Law, decree 88 of 1992 to carry out the following functions:

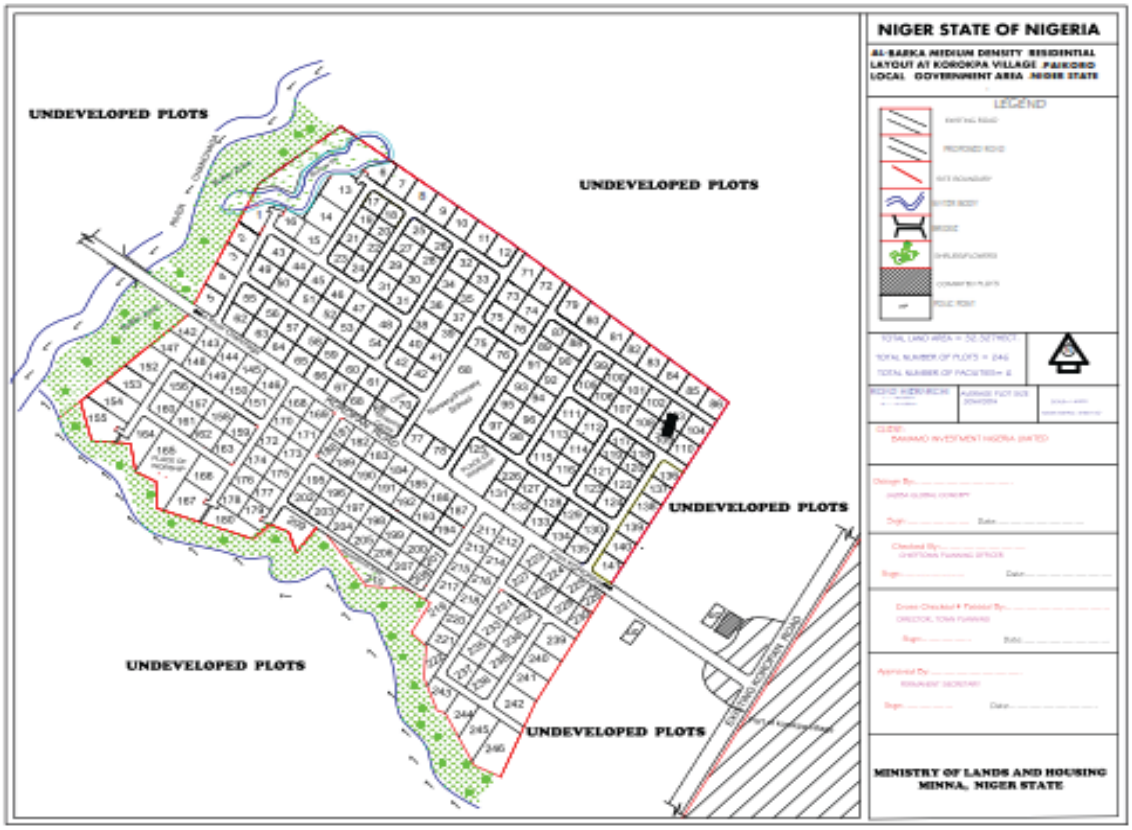
- Administration, execution and enforcement of the provisions of the Niger State Urban and Regional Planning Development Edict, 1999

- General development control activities and granting of building/development plans and permits, outdoor adverts and telecommunication masts and towers permits
- Preparation and development of serviced layouts (residential and commercial, etc.)
- Preparation and execution of urban renewal schemes
- Identification and development of monuments and other structures of historical and architectural importance
- Consultancy services
- Coordination of street naming and house numbering in the state urban centres
- Coordination of activities of utility agencies, e.g. Water Board, Power Holding Company of Nigeria and telecommunication networks
- Settlement of disputes related to physical development issues between individuals and organizations

Some of the subsequent efforts geared towards urban planning and management of urban development in the State by the Ministry of Land and Housing, and Urban Development include:

a. Declaration of all local government headquarters as urban, including Baro
b. Declaration of some emerging new areas on urban fringes as special planning areas, such as:
    - Chanchaga Bridge to Paikoro (along Suleja Road)
    - Imurat Junction to Airport Junction, Maikunkele
    - The eastern bypass (Doko Hotel to Maitumbi Roundabout)
    - The new Lapan Gwari – Bida Road Corridor
    - The Maitumbi to Maitumbi New Road Corridor
c. Preparation of serviced schemes for various uses by the Niger State Ministry of Land and Housing (see figure 7).

FIGURE 7 A medium-density residential layout at Paikoro Local Government Administration



Source: Town Planning Department / Ministry of Land and Housing.

Despite the efforts made coupled with the emergence of these institutions (Town Planning Department and the Niger State Urban Development Board), uncoordinated physical development/ urban expansion is still evident in Niger State which could be attributed to wide-ranging urban planning and implementation challenges.

2. Urban planning and implementation challenges in Niger State

- **Lack of spatial plan**

The implementation and enforcement of planning regulations in Niger State has a number of challenges. One challenge for urban planning and administration is the lack of any current master plan to guide and control physical development.

All the development plans (Niger State Regional Plan, Bida, Kontagora, Minna and Suleja master plans) developed for some strategic areas in the State are now obsolete. The lack of an implementation tool (spatial plan) to guide physical/urban development has made the enforcement of planning/building regulations very weak and the direct effect of it is haphazard development, the encroachment of reserved areas, and the proliferation of slums across the State, in particular in urban areas.

A study by the Federal University of Technology, Minna, shows that over 70 per cent of urban residents in Minna live in slums "and areas characterized by spontaneous development without infrastructure such as roads and water supply, while the quality of the majority of the buildings falls below an acceptable level that can guarantee the health and safety of their occupants" (Aliyu, 2008).

» *Uncoordinated development in Bosso – Minna.*
Source: © UN-Habitat/Emmanuel Adeleke (2019).

» *Uncoordinated Development in Maitumbi – Minna.*
Source: © UN-Habitat/Emmanuel Adeleke (2019).

» *Residential units developed on a flood plain (ecological area) in Suleja.*
Source: © UN-Habitat/Emmanuel Adeleke (2019).

- **Partial implementation of regulations**

The partial implementation of the urban planning and land regulation laws (Decree 88 of 1992, Niger State URP Edict 3 of 1999, and Land Use Act, 1978) is another challenge with urban planning in the State. According to section 5 of the Urban and Regional Planning Decree 1992, and sections 3 and 17 of the Niger State URP Edict, the Urban and Regional Planning Board and the local planning authority are to be established at state level and at local level respectively for planning, preparation and administration, execution and development control. Hitherto, the Niger State Government has not been able to establish local planning authorities across all local government areas and the result of it on the urban fabric is uncoordinated growth and haphazard physical development due to lack of spatial and infrastructural plans at local level.

In the same vein, section 86 of the 1992 Decree and section 66 of Niger State URP Edict call for the establishment of an urban and regional tribunal at state level, which is yet to be implemented in Niger State.

However, lack of an Urban and Regional Planning Tribunal has greatly affected the functions of the Urban and Regional Planning Board in the discharge of its duties, in particular on matters affecting physical development in the State and public complaints concerning the activities of the board.

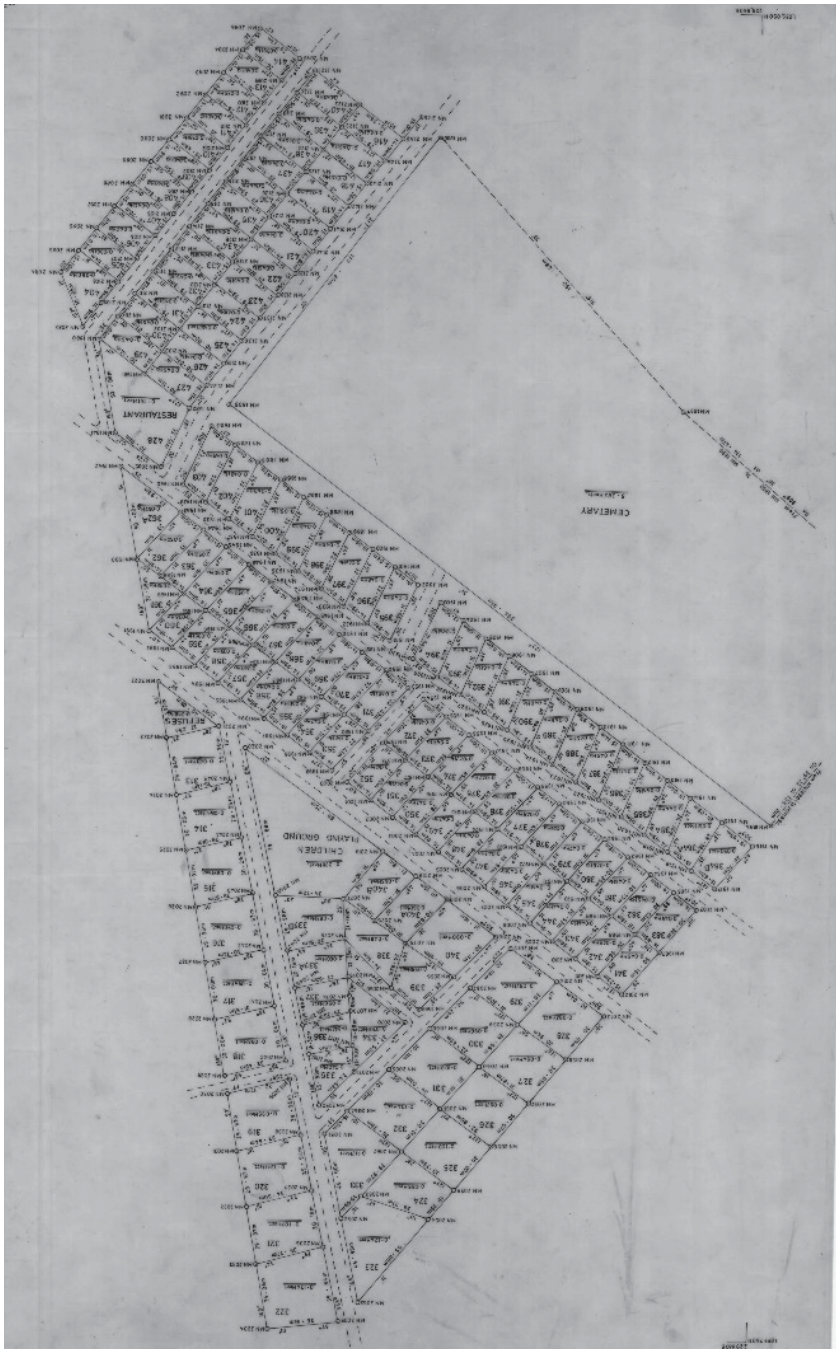
In addition, failure to adequately implement section 29 of the Land Use Act 1978 poses a major obstacle to sustainable development in the State. On several occasions, the Government acquired land for developmental projects (according to section 28 of the Land Use Act) but an inability to pay compensation to the landowners made it difficult for the Niger State Urban Development Board and Town Planning Department to carry out their statutory duties on such lands. Thereafter, the acquired lands were taken over by the local landowners through litigation. These lands are haphazardly developed because of tenure insecurity (see figure 8).

» *Haphazard development at Sauka Kauta (MTP 94c) – an acquired area taken over due by local people to non-payment of compensation by the Government).*

Source: © UN-Habitat/Emmanuel Adeleke (2019).

FIGURE 8 Minna Township Plan 94c - (Sauka Kauta)

Source: Niger State Geographic Information Systems.

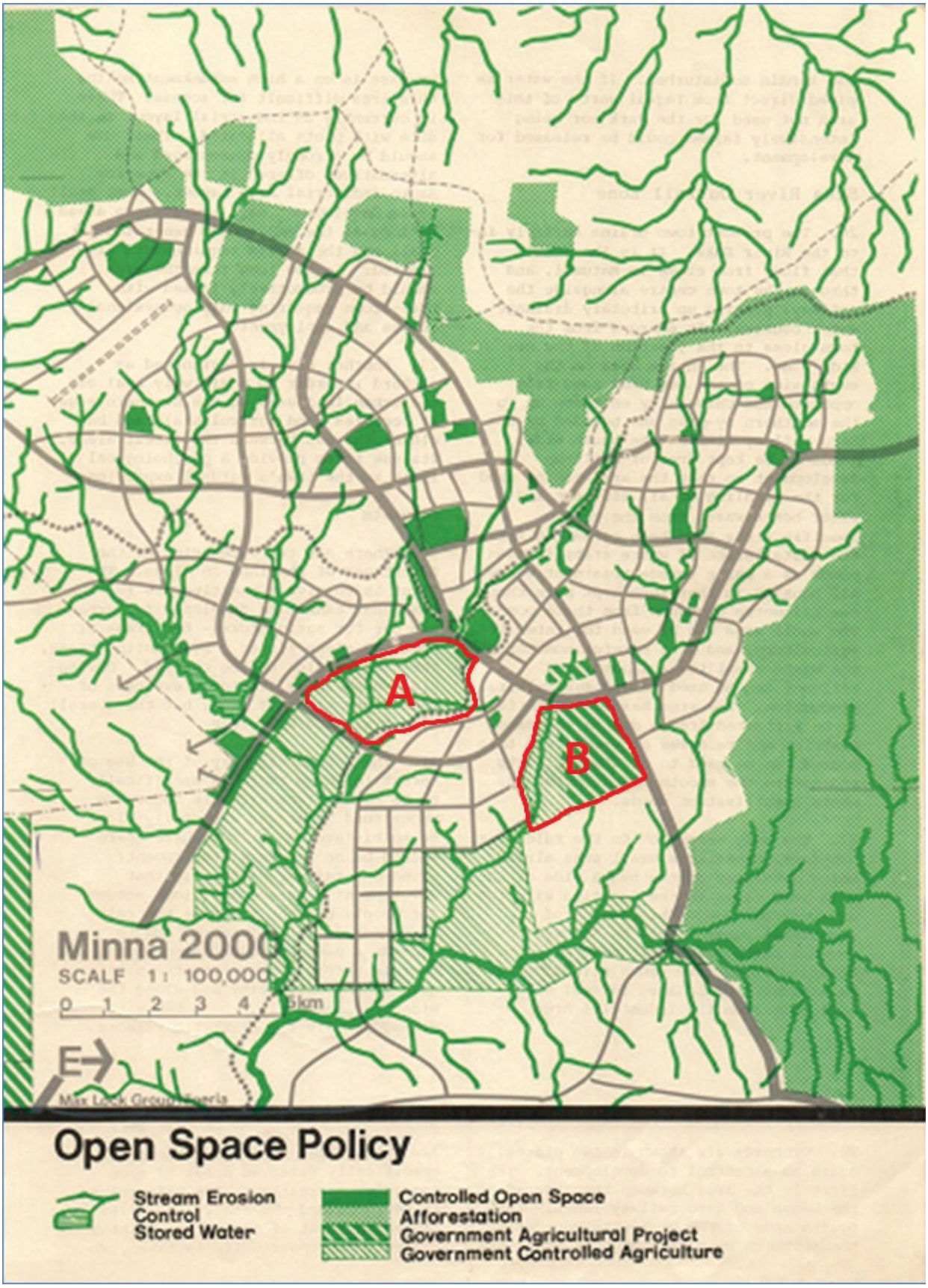


- **Non-compliance with planning regulations / layout schemes**

In Niger State, most developers usually fail to obtain building/development permits before construction while others circumvent development permits due to frequent delays in approval procedures (Eze, 2011). Similarly, where efforts have been made to guide physical development through the preparation of master plans/layout schemes, conformity with the layout scheme is always a challenge due to absence of physical development guidelines. An example is the Minna Master Plan (1980–2000), in which the open space component of the plan is earmarked with the outlined sectors A and B for agricultural use/grazing land but development (mostly residential) has encroached onto these areas. See figure 9.

FIGURE 9 Minna Master Plan (Open Space Policy)

Source: Minna Master Plan (1980–2000).



» *Sector A – Encroachments on planned government-controlled agricultural area in Barikin Sale (Minna).*

Source: © UN-Habitat/Emmanuel Adeleke (2019).

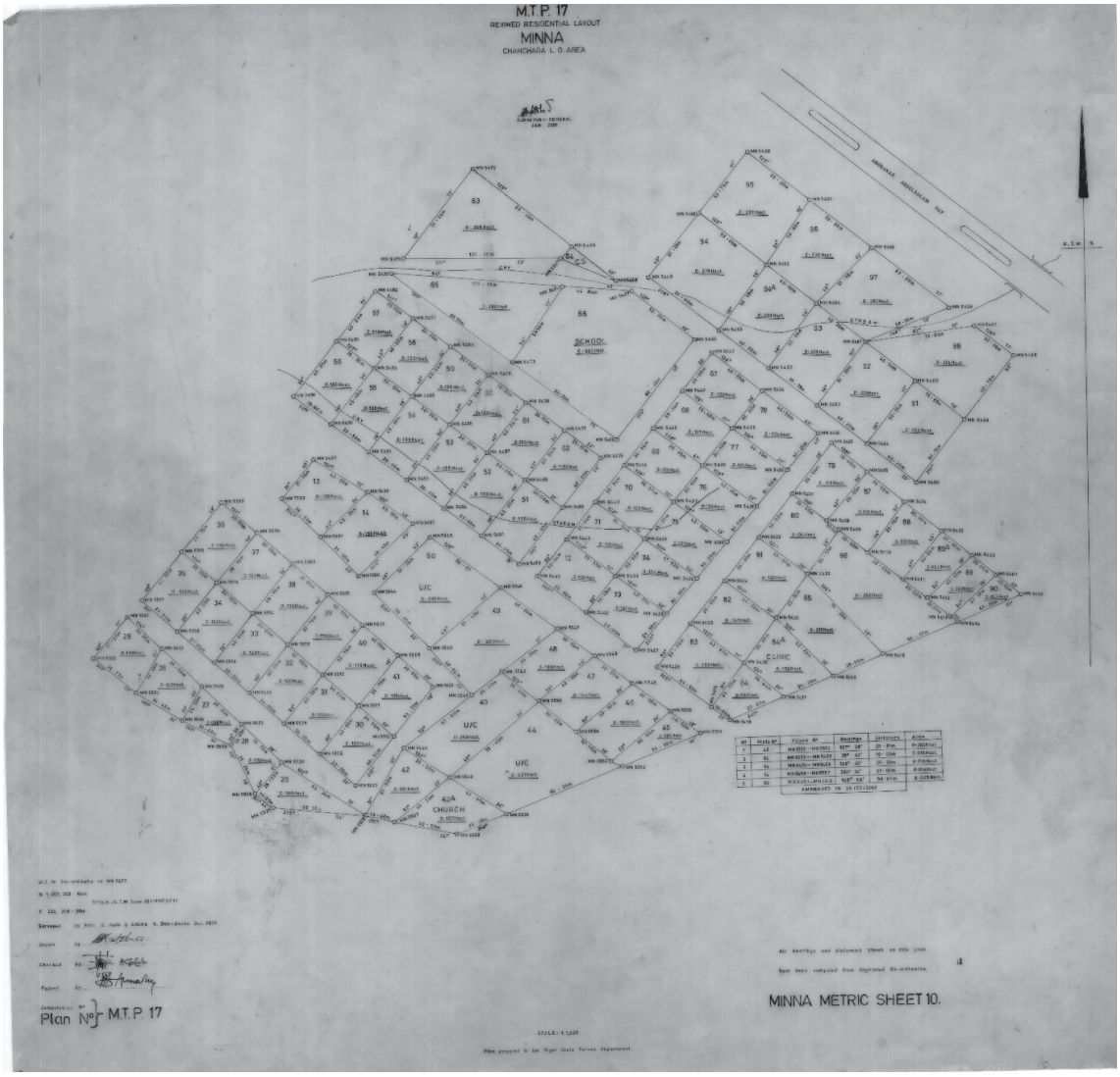
» *Sector B – Encroachments on planned government-controlled agricultural area in Shango City Gate (Minna)*

Source: © UN-Habitat/Emmanuel Adeleke (2019).

Similarly, the Minna Township Plan 17 (see figure 10) is a residential scheme prepared by the Survey Department of the Ministry of Land and Housing aimed at providing balanced and orderly physical development in Minna, however physical developments in this planned area have encroached on the right-of-way of the road, thus making ease of movement and provision of public infrastructure a challenge and causing some environmental concerns.

FIGURE 10 Minna Township Plan 17

Source: Niger State Geographic Information Systems.



» *Developments encroaching on the road right of way in MTP 17.*

Source: © UN-Habitat/Emmanuel Adeleke (2019).

» *Development encroaching on the road right of way in MTP 17.*

Source: © UN-Habitat/Emmanuel Adeleke (2019).

- **Weak institutional capacity**

The existing institutions (Niger State Urban Development Board and Town Planning Department) responsible for plan preparation and administration, execution and development control in the State currently have a capacity crisis. This crisis, reflected in the weak enforcement of planning regulations, has over time led to uncoordinated physical development/urban expansion and the proliferation of slums across the State; this is a serious challenge to attaining sustainable urban and territorial development. The optimum capacity of these institutions has been weakened principally by:

- **Financial constraints**

These institutions responsible for the preparation and administration of physical development plans and implementation of development control activities in Niger State are grossly underfunded. These institutions (Niger State Urban Development Board and Town Planning Department) lack funding to outsource the preparation of physical development plans to guide and manage physical development across the State; they lack adequate funding and logistics for monitoring physical development and enforcement planning regulations in the State and funding for the enforcement of demolition warrants on illegal structures/developments overriding public interest. Tables 8 and 9 list the financial resources for urban management for these institutions from 2016 to 2018.

TABLE 8 Financial capacity of the Niger State Urban Development Board (Nigeria naira)

	Niger State Urban Development Board						
Serial number	Project details (capital project)	2016		2017		2018	
		Budgeted	Released	Budgeted	Released	Budgeted	Released
1	Completion of provision of infrastructural facilities at the Building Materials Market, MTP 54, Industrial Layout, Jonathan Place, Minna	50,664,000	Nil	50,664,000	Nil	50,664,000	Nil
2	Completion of provision of infrastructural facilities at the furniture Market, MTP 54. Industrial Layout, Jonathan Place, Minna	20,984,000	Nil	23,000,000	Nil	23,000,000	Nil
3	Extension of office block at the headquarters, Minna	10,000,000	Nil	9,000,000	Nil	9,000,000	Nil
4	Development control and monitoring of physical development activities, including removal of illegal structures in Bida, Kontagora, Minna, New Bussa and Suleja.	10,000,000	2,020,000	10,000,000	Nil	10,000,000	Nil

	Niger State Urban Development Board						
Serial number	Project details (capital project)	2016		2017		2018	
		Budgeted	Released	Budgeted	Released	Budgeted	Released
5	Construction of Zonal Office Block at Suleja.	16,000,000	Nil	8,000,000	Nil	8,000,000	Nil
6	Continuation of street naming and house numbering in Minna and Suleja.	10,000,000	Nil	10,000,000	Nil	10,000,000	Nil

Source: Niger State Urban Development.

TABLE 9 Financial capacity of the Town Planning Department (Nigeria naira)

	Town Planning Department (Ministry of Land and Housing)						
S/No	Project details (capital project)	2016		2017		2018	
		Budgeted	Released	Budgeted	Released	Budgeted	Released
1	Development of layout and opening of access road	32,000,000	Nil	40,000,000	Nil	50,000,000	Nil
2	Review of urban master plans	32,000,000	Nil	44,000,000	Nil	50,000,000	Nil
3	Provision of New Baro	Nil	Nil	Nil	Nil	Nil	Nil

Source: Town Planning Department/Ministry of Land and Housing.

- **Lack of technical equipment**

Lack of technical and operational equipment for physical planning enforcement of urban development regulations is also an obstacle to achieving balanced and harmonious human settlements in Niger State. Tables 10 and 11 illustrate the technical capacity of the institutions.

TABLE 10 Equipment of the Niger State Urban Development Board

S/No	Technical and operational equipment	Niger State Urban Development Board		
		No of available equipment	Functionality of the available equipment	Needed
1	Bulldozer	0	Nil	1
2	Pail loader	1	1 non-functional	2
3	Grader	0	Nil	1
4	Low-bed heavy-duty conveying vehicle	Nil	Nil	1
5	Toyota Hilux pick-up vans	2	2 functional	15
	Utility vehicles/space buses	5	2 non-functional	5
	Motorcycle			20

Source: Niger State Urban Development.

TABLE 11 Equipment of the Town Planning Department

Technical and operational equipment	Town Planning Department		
	No of available equipment	Functionality of the available equipment	Deficit
Computer (laptop)	1	In order	20
Computer (desktop)	1		20
Printer	3	1 functional	6
Plotter	Nil	Nil	6
Projector	Nil	Nil	1
Scanner	Nil	Nil	6
GPS	Nil	Nil	20
Rotring pens	Nil	Nil	20
Films	Nil	Nil	20 rolls
Utility vehicle	Nil	Nil	7 Hilux
Boots	Nil	Nil	30

Source: Town Planning Department /Ministry of Land and Housing.

» *Abandoned payloader belonging to the Niger State Urban Development Board.*

Source: © UN-Habitat/ Emmanuel Adeleke (2019).

» *Abandoned truck belonging to the Niger State Urban Development Board.*

Source: © UN-Habitat/ Emmanuel Adeleke (2019).

- **Human resource capacity**

The lack of capacity to effectively manage physical and urban development is another major challenge for attaining sustainable urban and territorial development in Niger State; the expertise and technical know-how needed for planning and managing towns and cities is grossly insufficient. These shortages are manifested across the spectrum of skills needed to effectively manage city growth. Available data reveals that Niger State Urban Development Board and Town Planning Department lack the required numbers of appropriately skilled and experienced personnel for plan preparation and administration, execution and development control. This could be attributed to a failure of the Government to recruit additional skilled personnel. Table 12 shows staff strength and unoccupied positions in these institutions as of 2019.

TABLE 12 Human capacity in urban development institutions

Staff category	Town Planning Department		Niger State Urban Development Board	
	Existing	Deficit	Existing	Deficit
Town planners	24	10	32	18
Architects	0	7	10	10
Builders	0	7	19	11
Estate surveyor and valuers	0	7	6	4
Quantity surveyors	0	7	11	-
Engineers (electrical, mechanical and civil)	0	10	0	10
GIS experts	0	7	-	-
Landscape experts	0	7	-	-
Technicians	3	15	13	7
Administration	1	4	28	22
Total	28	81	119	82

Source: Town Planning Department/Ministry of Land and Housing, Niger State Urban Development Board.

- **Lack of institutional coordination and inter-agency linkages**

Often, the lack of technical coordination among government institutions, especially the ministries, departments and agencies (both horizontal and vertical level), continues to impede sustainable urban and territorial development in the State.

For example, lack of coordination and collaboration between urban development institutions at federal, state and local levels as well as other service and utility providers (such as housing, transport, power, water, waste management) contributes significantly to a haphazard development pattern and uncoordinated urban expansion.

- **Weak institutional and regulatory framework**

The current institutional framework for urban planning and implementation (Niger State URP Edict 3 of 1999) is a weak instrument for effective urban management. The law, which was enacted 20 years ago, is no longer relevant for its intent, while a significant share of its provisions have been ceded to other agencies.

It is worth noting that this weak institutional framework has resulted in the growth of informal settlements across the State.

- **Lack of cooperation from communities**

Often, people react negatively to the development control officers in the State. For example, developers frequently ignore prior notice orders from the development control unit of the urban development board to stop work and they continue with their construction work. This may be the result of negligence and/or lack of sensitization on urban planning and development control. Coupled with the above, other challenges of urban planning in the State are unfavourable sociocultural practices and the attitudes of customary title holders towards land administration and political interference in development control activities.

- **Policy issues and directions**

Urbanization and urban growth in Niger State is associated with a natural population increase and migration. While urbanization is recognized as a powerful tool for transformative development, it can only be harnessed when cities are properly planned and adequately serviced. Thus, the Niger State Government needs to be more proactive on urban and territorial planning to harness the potential of urbanization as a driver of sustainable growth.

E. Housing

Housing is a basic need for human survival in addition to food and clothing, and is one of the most important elements in human lives. Besides functioning as shelter that provides privacy and protection, housing serves as a link to neighbourhoods, communities and the larger society (Ibem, 2011). Not only does housing provide people with shelter, security, independence, privacy and amenities, it also equally plays a major role in the economy of any nation, such as with the provision of space for production, generation of employment and access to income-earning opportunities. It is also an indicator of a person's standard of living and status in a society (Nubi, 2008).

Despite the importance of housing in urban and economic development, the delivery of adequate and affordable housing has been marginal in Niger State and Nigeria at large. In order to solve such problems, the Quito Declaration, 2016 and the New Urban Agenda underscored the development of policies, tools, mechanisms and financing models that promote access to a wide range of affordable, sustainable housing and tenure options, as well as cooperative solutions such as co-housing, community land trust and other forms of collective tenure that would address the evolving needs of people and communities in order to improve the supply of housing in each country.

1. Housing policies and regulations

In Nigeria, the current policy and institutional framework governing housing sector development is the 2006 National Housing Policy. The inability of previous policies and programmes – in particular the 1991 National Housing Policy – to resolve housing issues across the country forms the basis for the 2006 policy, which looks at housing from a broader perspective and takes into consideration vital issues such as health, finance, provision of infrastructure, building materials (with the emphasis on local building materials), periodic maintenance and repair, as well as the reform of the policy. The policy empowered the Federal Mortgage Bank of Nigeria to provide loans for housing research, construction and delivery. The Nigerian Building and Research Institute was also empowered to research housing construction and delivery, while the Standards Organisation of Nigeria was made responsible for ensuring the delivery of standard materials and buildings.

Provisions of the 2006 National Housing Policy stress the following: carrying out and sustaining urban renewal programmes in blighted areas; establishing regional economic and infrastructural planning programmes that would enhance the socioeconomic status of rural dwellers throughout the country; and facilitating easy access to affordable land for housing development. There is also a strong emphasis on access to infrastructural services such as potable water, communication, transport services and electricity supply. The policy allows for the involvement and participation of the Government, non-governmental agencies and community-based organizations in housing production and delivery. Above all, tax exemptions on mortgage loans as well as subsidies are also granted to residential builders.

Since the institutionalization of the policy at national level, the provisions of the National Housing Policy have neither been implemented in Niger State nor contextualized at the State level. This has translated into little achievement in terms of housing delivery in Niger State. Another policy intended to facilitate housing delivery in the State is the Land Use Act of 1978, which was enacted to make it possible

to acquire urban land from traditional owners for the purpose of housing provision. The policy was supposed to break up traditional ownership control and produce a more efficient land system, however the law has not been effectively implemented in the State making access to land for housing development difficult (Taylor, 1988).

2. Housing delivery in Niger State

The Niger State Housing Corporation is the only institution responsible for housing delivery. It was established in 1979 with the primary responsibility of ensuring affordable housing was available to Nigerlites. Since its establishment, the corporation has not reached full capacity to resolve the housing crisis, and housing stock in the State, like many States in Nigeria, is grossly deficient both in quantity and quality. In 2007, based on a national housing demand profile, it was estimated that the housing deficit in Niger State was 30,000 units, while the total units developed in the State as of 2007 by the Federal and State Government is less than 3,000 units (Abdullahi, 2015). To further increase housing stock and provide affordable urban housing, the State Government opted for a new strategy of public-private partnerships in 2008 through the corporation and under a private-sector driven mechanism (see table 13).

TABLE 13 Housing stock delivered by the Niger State Housing Corporation through government funding (1980 -2000)

Serial number	Estate	Location	Housing units
1	Tunga low-cost housing estate	Minna	260
2	Intermediate quarters housing estate	Minna	60
3	Traditional quarters housing estate	Minna	50
4	Co-operative housing estate	Minna	50
5	Oduoye housing estate	Minna	95
6	Awwal Ibrahim housing estate	Suleja	300
7	Co-operative housing estate	Bida	50
8	Dutsen Kura housing estate	Minna	50
9	Bosso housing estate	Minna	53
10	Progress Court 81	Minna	12

Source: Niger State Housing Corporation.

TABLE 14 Housing stock delivered by Niger State Housing Corporation through public-private partnerships (2008–2018)

S/No	Housing estate	Location	Housing units
1	Gen. M.I Wushishi housing estate	Minna	500
2	Talba housing estate	Minna	500
3	Col. Sani Bello housing estate	Kontagora	250
4	Aliyu Makama housing estate	Bida	250
5	Legislatures and executive quarters	Minna	37

Source: Niger State Housing Corporation.

TABLE 15 Ongoing housing projects by the Niger State Housing Corporation as of 2019

S/No	Location	Housing units
1	Bida	250
2	Kontagora	250
3	Minna	1,200
4	Suleja	1,300

Source: Niger State Housing Corporation.

» *Col. Sani Bello Housing Estate, Kontagora (three bedrooms).*
Source: Niger State Housing Corporation.

While the public-private housing scheme was recognized as being a good strategy to increase housing stock in the State, the scheme resulted in little housing delivery because investors were put off by several factors such as lack of funds and access to land (Musa and Usman, 2013). Musa-Haddary, et al (2023) also noted that housing units provided under the scheme were not affordable for Nigerlites, in particular middle- and low-income earners. The income and payment matrix for two of the housing types with the lowest price and located in the peri-urban area of Minna is shown in tables 16 and 17.

3. Affordability matrix for Airport City housing, Minna

a. Description of accommodation: two-bedroom apartment

Location	-	Urban area
Cost	-	₦5 million
10 per cent deposit	-	₦500,000
Annual repayment	-	6 % (₦300, 000)
Repayment period	-	20 years

TABLE 16 Affordability matrix for two-bedroom apartment in Airport City housing, Minna (Nigerian naira)

Monthly income		10% deposit and affordability			Annual repayment and affordability	
Less than 20,000		500,000	N/A		300,000	N/A
20,000–39,000		500,000	N/A		300,000	N/A
40,000–59,000		500,000	N/A		300,000	N/A
60,000–100,000		500,000	N/A		300,000	Affordable
More than 100,000		500,000	Affordable		300,000	Affordable

b. Description of accommodation: three-bedroom apartment

Location	-	Urban area
Cost	-	₦7 million
10% deposit	-	₦700,000
Annual repayment	-	6 % (₦420,000)
Repayment period	-	20 years

TABLE 17 Affordability matrix for three-bedroom apartment in Airport City Housing, Minna (Nigerian naira)

Monthly income		10% down payment and affordability			Annual repayment and affordability	
Less than 20,000		700,000	N/A		420,000	N/A
20,000 – 39,000		700,000	N/A		420,000	N/A
40,000 -59,000		700,000	N/A		420,000	N/A
60,000 – 100,000		700,000	N/A		420,000	N/A
More than 100,000		700,000	Affordable		420,000	Affordable

Available data from the archive of the Niger State Housing Corporation reveals that a high concentration of housing projects was implemented in Minna (the Administrative Capital of Niger State) compared to other towns and urban centres across the State. Due to unaffordability of the housing units provided, informal settlements continue to proliferate across the State. For example, in Minna, slums are evident in areas such as Barikin Sale; Chanchaga; Dutsen Kuran Gwari; Fadipe Hanyar

Gwari Sabongari; Keteren Gwari Makera Kwangila; Kpagungu; Limawa; Maikunkele Unguwar Biri Unguwar Masa; Maitumbi; Sauka ka Huta; Soje; Tudun Fulani; Unguwar Daji and Unguwar Kaje.

» *Slum settlement in Bosso.*

» *Slum settlement in Kpakungu (Minna).*

4. Challenges of housing delivery in Niger State

According to the Niger State Housing Corporation, the deficiency in adequate and affordable housing supply can be attributed to the following challenges:

a. Institutional challenge (access to land)

Access to land is a strategic prerequisite for the provision of adequate and affordable housing for all. The lack of adequate access to land has contributed significantly to poor housing provision in Niger State and the resultant effect of this includes the proliferation of slums and informal settlements, environmental degradation, and haphazard development by private housing developers, mostly in peri-urban areas (Kuma and Ighalo, 2015). In addition, lack of access to land is also a cause of the vulnerability of urban poor and women-headed households, and other marginalized and disadvantaged groups in the State.

b. Operational challenge

Lack of autonomy: The Niger State Housing Corporation depends solely on the State Government for financial resources through the budgetary allocation to implement housing projects. The system usually delays project timelines and results in a low rate of housing production. For example, in 2014 the ccorporation commissioned the construction of 250 housing units each in Bida and Kontagora, but due to a lack of autonomy to mobilize revenue for housing development coupled with inadequate funding from the State Government, the project is yet to be completed.

Uncoordinated institutional relationships: As with other urban management institutions, the lack of institutional coordination between ministries, departments and agencies at both horizontal and vertical levels significantly affects the provision of adequate and affordable housing in the State. Often, there is a lack of coordination and collaboration between housing providers (at federal and state levels, including the property developers) and the infrastructure and utility providers (transport, power, water, waste management). As such, provision of adequate housing becomes a developmental challenge.

» *Housing project without infrastructure (Airport City Housing Estate, Minna).*

c. Financial constraints

Housing finance is a considerable constraint and this could be attributed to the absence of a mortgage system and lack of access to funding such as collateral security or credit facilities. Table 18 shows the funding and budgetary provision for Niger State Housing Corporation over a period of three years.

TABLE 18 Funding and budgetary provision for housing delivery in Niger State (Nigeria naira)

	Niger State Housing Corporation						
Serial number	Project details (capital project)	2016		2017		2018	
		Budgeted	Released	Budgeted	Released	Budgeted	Released
1	Col. Sanni Bello Housing Estate	40,984,000	40,000,000	99,000,000	100,000,000	282,000,000	0
2	Renovation of admin block	-	-	20,670,000	0	10,957,000	0
3	3 Arms Zone -	-	-	100,330,000	0	259,000,000	50,000,000
4	Airport City Housing Estate	246,800,000	0	246,800,000	0	246,800,000	0

Source: Niger State Housing Corporation.

d. Lack of housing policy and high cost of building materials

In the National Housing Policy (2006) there is a strong emphasis on the use of local building materials for construction, however the non-implementation of the policy, the non-acceptance of local building materials and inadequate funding for the development of local building materials to an international standard constitute a major challenge in the construction industry in Nigeria, thus increasing the cost of housing delivery in Niger State and Nigeria as a whole. Similarly, the lack of a housing policy in Niger State is a major setback in the supply of a variety of adequate, accessible and affordable housing for different income groups (Kuma and Ighalo, 2015).

Other housing delivery challenges in the State are inadequate infrastructural facilities, lack of institutional framework for housing delivery, lack of working tools, machines and equipment (see Appendix II), inadequate manpower, growth of slums due to lack of planning, and a lack of capacity building in the sector (Niger State Vision 20; 2020).

e. Policy directions

To address housing challenges that are in line with the Sustainable Development Goals (in particular Goal 11), the Niger State Government needs to develop a proactive and sustained policy to deliver adequate and affordable housing. The State, local governments and investors in the housing sector should increase investment through different approaches such as affordable housing, rental and homeownership options, and rental price stabilization, giving women and young people high priority. Similarly, there is a need to adopt well-financed and designed programmes that will facilitate delivery to different economic and social groups in the State.

F. Infrastructure and basic services

Infrastructure development is a critical key driver for productive and sustainable economic growth. The New Urban Agenda and Common Africa Position for Habitat III have clauses that underscore the principle that adequate and sustainable infrastructure and services (such as roads, water and sanitation, solid waste management, urban drainage and storm water management, health and education) contribute significantly to human development and poverty reduction, and are crucial to the attainment of the Sustainable Development Goals. The most visible challenges to achieving sustainable development in Niger State, however, are an infrastructural deficit and inadequate basic services; this situation has led to wide-ranging problems that undermine the quality of life both in urban and rural areas, and hinder the productivity of human resources and the sustainable economic growth of the State. This section provides a snapshot of the situation of infrastructure and basic services in Niger State.

1. Water and sanitation

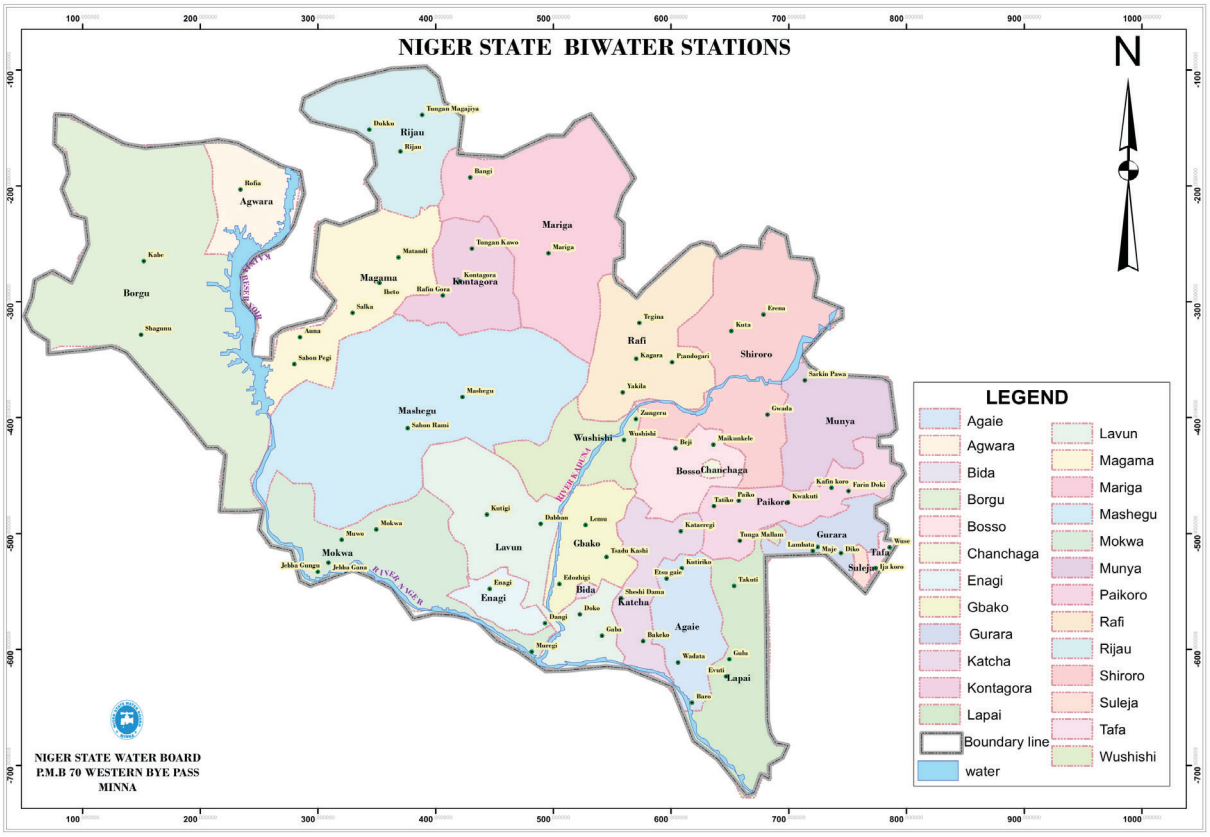
a. Water supply

Water is an essential aspect for domestic, agricultural and industrial purposes. In particular at the domestic level, potable (drinkable) water is important to individuals and households to ensure health and freedom from water-borne diseases Water is essential for human survival, wellbeing and for general economic development. The Sustainable Development Goals (in particular Goal 6) and the New Urban Agenda have provisions that stress the vital nature of safe water for human health, social dignity, healthy ecosystems and productive livelihoods.

In Nigeria, the law guiding water and sanitation in the country is the National Water Supply and Sanitation Policy (2004). The policy ensures that an adequate water supply and sanitation is the right of all Nigerians and makes all three tiers of Government and the private sector responsible for water infrastructure development and delivery. In Niger State, the institutional bodies with the mandate for water delivery are the Niger State Water Board and Niger State Rural Water Supply and Sanitation Agency. The board is responsible for providing and distributing potable water in five major urban centres and the small towns while the agency provides water to rural dwellers.

In an attempt to ensure provision of adequate and safe water for all Nigerlites, the State Government through its agencies has, over the years, constructed water infrastructures which led to the development of 5 urban water supply schemes, 32 semi-urban water schemes, 35 rural water supply schemes, 53 bi-water schemes for small towns (figure 11), 9 water reservoirs, 386 wells, 5,772 boreholes and 10 dams all over the State (Niger State Water Board). See tables 19 – 25.

FIGURE 11 Niger State Bi-water Stations



Source: Niger State Water Board.

TABLE 19 Urban water supply scheme and pipeline network coverage

S/No	Name of scheme	Capacity	Type	Pipeline network coverage	Remarks
1	Minna water supply	71 ml/day	Conventional	172.5 kms	Including new extension
2	Bosso water supply	4.5 ml/day	Package	–	–
3	Bida water supply	27 ml/day	Conventional	79.8 kms	Including new extension
4	Suleja water supply	50 ml/day	Conventional	55.5 kms	Including new extension
5	Kontagora water supply	9 ml/day	Package	153.6 kms	Including new extension
6	New Bussa water supply	10 ml/day	Conventional	21.02 kms	Including new extension

Source: Niger State Water Board.

TABLE 20 Pipeline network coverage of semi-urban water supply schemes

S/No	Name of scheme	Capacity	Pipeline network coverage
1	Agaie water supply	3.27 ml/day	23 kms
2	Lapai water supply	3.27 ml/day	23.6 kms
3	Kagara water supply	3.0 ml/day	11 kms
4	Doko water supply	3.0 ml/day	11 kms
5	Katcha water supply	1.123 ml/day	10 kms
6	Badeggi water supply	1.579 ml/day	3 kms
7	Zungeru water supply	1.124 ml/day	5 kms
8	Kuta water supply	3.0 ml/day	8 kms
9	Wishishi water supply	0.457 ml/day	11 kms
10	Paiko water supply	1.579ml/day	18 kms
11	Kutigi water supply	0.115 ml/day	4.5 kms
12	Lemu water supply	3.0 ml/day	5 kms
13	Mokwa water supply	0.4589 ml/day	8.5 kms
14	Rijau water supply	3.2 ml/day	5 kms

Source: Niger State Water Board.

TABLE 21 Water reservoirs in Minna

S/No	Water reservoir	Capacity
1	Dusten Kura	10 million litres
2	Biwater	4.5 million litres
3	Shiroro	2.0 million litres
4	Bahago	1 million litres
5	Paida	4 million litres
6	IBB	7 million litres
7	Top Medical	2 million litres
8	INEC	1 million litres
9	Bosso Secondary School	0.5 million litres

Source: Niger State Water Board.

TABLE 22 Dams in Niger State

S/No	Name of dam	Location	Size (hectares)
1	Kainji	New-Bussa	123,700
2	Shiroro	Zumba	31,300
3	Jebba	Jebba	35,000
4	Kubil	Kubil	1,500
5	Swashi	Swashi	200
6	Kontagora I	Kontagora	3,900
7	Kontagora II	Matandi	3,700
8	Tunga kawo	Tunga kawo	400
9	Nasko	Nasko	2
10	Rijau	Rijau	2

Source: Niger State Bureau of Statistics (2017a); Ministry of Agriculture and Rural Development.

TABLE 23 Public water supply facilities (well and borehole)

S/No	Local government area	Boreholes	Wells dug
1	Agaie	331	60
2	Agwara	108	39
3	Bida	401	10
4	Borgu	249	16
5	Bosso	225	14
6	Chanchaga	126	11
7	Edati	157	15
8	Gbako	339	12
9	Gurara	288	12
10	Katcha	299	15
11	Kontagora	175	12
12	Lapai	406	13
13	Lavun	360	12
14	Magama	175	10
15	Mariga	218	11
16	Mashegu	37	13
17	Mokwa	129	15
18	Munya	239	14
19	Paikoro	397	10
20	Rafi	262	12
21	Rijau	192	13
22	Shiroro	246	11
23	Suleja	162	14
24	Tafa	105	12
25	Wushishi	146	10
TOTAL		5,772	386

Source: Niger State Bureau of Statistics, 2013, 2017a.

FIGURE 12 Water supply facilities

» *Catchment dam for Chanchaga Water Works.*

© UN-Habitat/Emmanuel Adeleke (2019).

» *Chanchaga Water Works.*

© UN-Habitat/Emmanuel Adeleke (2019).

» *Over-head reservoir in Minna.*

© UN-Habitat/Emmanuel Adeleke (2019).

» *Biwater scheme in Gidan Madara.*

© UN-Habitat/Emmanuel Adeleke (2019).

» *Hand-pump borehole in F-Layout.*

© UN-Habitat/Emmanuel Adeleke (2019).

Despite the laudable efforts of the Government to provide water supply infrastructure and facilities, access to potable water is still a major problem in Niger State. Available data shows that boreholes/ hand pumps are the main source of drinking water, irrespective of the season (see table 24). Throughout the State, 156 wards (57 per cent) are serviced by boreholes while only 32 wards (12 per cent) have access to pipe-borne water; of these 32 wards, 9 (28 per cent) are located in Chanchaga Local Government Area (NSBS, 2013). This illustrates the pervasiveness of spatial inequality in relation to access to pipe-borne water in the State.

Despite high investment in the provision of water supply facilities in the State, poor functionality of these facilities has impeded the supply of potable water; 49,250 buildings in the State are connected to the Niger State Water Board's water distribution line while 18,066 buildings gets water supply (Niger State Water Board). Table 25 also shows that there are 5,772 boreholes but 3,111 (53.89 per cent) are not functioning while 2,661 (46.10 per cent) are. Bida LGA has the highest number 312 (10.02 per cent) of functional boreholes while Mashegu LGA has the least with 15 (1.64 per cent). Lapai LGA has the highest number of non-functional boreholes at 256 (9.26 per cent) and 85 per cent of the surface schemes are also not functional. This situation was further corroborated by the findings of Adamu et.al, (2016) who found that only Bida, Paikoro, Suleja and Tafa LGAs had over 80 per cent of their households with access to improved water.

TABLE 24 Source of drinking water in Niger State each season

S/No.	Source of drinking	Dry season (%)	Wet season (%)
1	Water treated	2.4	1.9
2	Pipe-borne water untreated	5.5	4.3
3	Borehole/hand pump	45.0	35.1
4	Well/spring protected	22.6	17.6
5	Unprotected	7.9	6.2
6	River/spring	13.9	16.0
7	Lake/ reservoir	0.2	0.4
8	Rainwater	0.1	15.6
9	Tanker/truck/vendor	2.3	2.4
10	Other	0.1	0.4
	Total	100	99.9

Source: Adapted from NSBS (Socioeconomic survey, 2014).

TABLE 25 Public water supply facilities Niger State (boreholes)

LGA	Functional boreholes	Non-functional boreholes	Total	Percentage of total
Agaie	178	153	331	5.73
Agwara	44	64	108	1.87
Bida	312	89	401	6.94
Borgu	131	118	249	4.31
Bosso	154	71	225	3.89
Chanchaga	31	95	126	2.18
Edati	71	86	157	2.72
Gbako	159	180	339	5.87
Gurara	174	114	288	9.97
Katcha	141	158	299	5.17
Kontagora	82	93	175	3.03
Lapai	150	256	406	2.16
Lavun	173	187	360	6.23
Magama	88	87	175	3.03
Mariga	139	79	218	3.77
Mashegu	15	22	37	0.64
Mokwa	51	78	129	2.23
Munya	210	29	239	4.14
Paikoro	162	235	397	6.87
Rafi	181	81	262	4.53
Rijau	90	102	192	3.32
Shiroro	169	77	246	4.26
Suleja	83	79	162	2.80
Tafa	60	45	105	1.82
Wushishi	63	83	146	2.53
TOTAL	**3,111**	**2,661**	**5,772**	**100**

Source: NSBS (2013).

Survey result on public water supply in the Suleja region revealed that water distribution from Niger State Water Board varies among households in Gurara, Suleja and Tafa Local Government Areas. Of the sampled households, the survey found that 49.8 per cent received water twice a week, 22.5 per cent once a week, 15 per cent received water daily, while 12.7 per cent received water every two weeks (see table 26). This has compelled most people to resort to alternative sources, such as privately owned commercial boreholes, water vendors and hand-dug wells – a source of water that is untreated thus contributing to the prevalence of water-borne diseases such as cholera, diarrhoea, typhoid, Guinea-worm disease, etc.).

Table 27 presents household expenses on water. The majority (66.5 per cent) of households that had access to pipe-borne water from the Water Board spent less than ₦ 2,000 on water monthly. Also, most of the households who accessed water from vendors spent less than ₦ 2,000 on water weekly. The analysis shows that water supplied by Water Board was more affordable than water from private water vendors.

TABLE 26 Frequency of supply to households from the Niger State Water Board in Suleja Region

Frequency of water supply	Percentage
Twice a week	49.8
Once a week	22.5
Daily	15.0
Every two weeks	12.7
Total	100

Source: Authors Field Survey (2020).

TABLE 27 Household expenditure on water in Suleja Region (2020)

Amount	Monthly expenses on water (Water Board)(%)	Weekly expenses on water (tanker/ water vendor) (%)
Less than ₦ 2,000	66.5	61.6
₦ 2,001 –₦ 4,000	26.4	21.4
₦ 4,001 – ₦ 5,000	3.8	7.4
Over ₦ 5,000	3.3	9.6
Total	100	100

Source: Field Survey (2020).

Challenges of water supply in Niger State

Despite the efforts made by Niger State Government to ensure production and distribution of safe water to all Nigerlites, the sector is still being constrained by some critical issues. Some factors (recognized by Niger State Water Board) against effective production and distribution of water are outlined below.

a. Weak institutional capacity

The optimum capacity of Niger State Water Board had been weakened principally by the following:

Inadequate skilled manpower: Available data reveals that the Niger State Water Board lacks adequate and skilled personnel for the management, production and distribution of safe water across the State (table 28).

TABLE 28 Human resource capacity of the Niger State Water Board

Staff category	Existing	Deficit
Administration	186	5
Project planning, research and statistics	32	15
Operations	301	30
Engineering services and distribution	19	60
Commercial services	77	70
Finance and supply	80	12
Water quality control	32	32
Small towns and biwater schemes	10	10
Total	**737**	**234**

Source: Niger State Water Board.

Inadequate funding: prior 2017, investment in water supply infrastructure in the State had been extremely low, even with the improved investment effort, the capacity for production and distribution of safe water to all Nigerlites is still very low, thus leading to increasing demand for safe water. Table 29 below illustrates the financial capacity for production and distribution of safe water for a period of three years.

TABLE 29 Financial capacity for production and distribution of safe water (millions of Nigeria naira)

	Niger State Water Board						
Serial number	Project details (capital project)	2016		2017		2018	
		Budgeted	Released	Budgeted	Released	Budgeted	Released
1	Bi-water schemes	35	0	12	0	42.6	15
2	Improvement /extension of water mains in town	0	0	3,336.72	1,948.56	376.60	0
3	Improvement/ maintenance of exiting water works	0	0	0	0	4,744.16	3,792.50
4	Purchase of water treatment chemicals & reagents	252	216	275.3	108.3	302.9	152.9
5	Small towns water supply	0	0	0	0	10	0
6	Construction/ maintenance of dams	50	0	15	3.6	33.5	3.6

Source: Niger State Water Board.

Ageing and inadequate infrastructures: Inadequate technical and operational equipment as well as the dilapidation of water production and distribution infrastructure pose a severe challenge to achieving production and delivery of potable water all over the State (see table 30). Ageing infrastructure causes wastage of water produced from the water works, thus reducing the efficiency of the institution and increasing demand for water. This situation sometimes compels the institution to deliver water through water tankers – a delivery approach which is expensive and unsustainable.

TABLE 30 Technical and operational equipment

S/No	Technical and operational equipment	No of available equipment	Functionality of the available equipment	Deficit
1	New pumping equipment for 4 urban towns	50	Functional	15
2	Vehicles, plants and trucks	10	Fairly	15
3	Standby generators	10	5 non functional	10
4	Old pumping equipment	25	Serviceable	10
5	Motorcycles (new)	20	Functional	10
6	Motorcycles (old)	15	Fairly	10
7	Water meters	3	None	5,000

Source: Niger State Water Board.

» *Dilapidated Water infrastructure in Bosso.*
© UN-Habitat/Emmanuel Adeleke (2019).

- **Illegal connection to water distribution line**: Another challenge to water supply are the illegal connections to the water distribution network. People sabotage water distribution through illegal connections to the water distribution line. Consequently, this has affected investment/ cost recovery for water supply service of the water board.
- **Customer attitude:** Many Nigerlites, like most Nigerians, still consider a water supply to be a social service rather than an economic good thus making it difficult for the water board to recover the cost of production.
- **Erratic power supply:** This is the biggest challenge to the effective operation, production and distribution of safe water in Niger State. Power supplied from public sources (Power Holding Company of Nigeria) which is used to drive the water plants, is erratic and reduces production and distribution of water to reservoirs and to households.
- **Lack of institutional coordination:** Lack of synergy between government institutions and other utility providers in the State affects the delivery of safe water. This is most evident when other development institutions/utility providers embark on infrastructure development, which thereafter leads to the destruction of the water distribution network.
- **Policy issues:** The institutional and regulatory framework (water board Edict 1976) for delivery of potable water in Niger State is very weak. The law which was enacted over 40 years ago is an ineffective instrument for the institution meet up with the current international best practice and is no longer fit for purpose.

» *Water distribution facility in Niger State.*
© UN-Habitat/Emmanuel Adeleke (2019).

b. Sanitation (wastewater management)

The New Urban Agenda underscores access to adequate and equitable sanitation and hygiene as a safety measure against water-related disasters as well as fostering healthy societies. As a result, sanitation is regarded as one of the key drivers of sustainable development in any human settlement. The management of waste products from human activities is inextricably linked with sustainable development and public health.

In Niger State, the institution responsible for waste management (solid and liquid waste) is the Niger State Environmental Protection Agency. Since the establishment of the agency (in 1996), there has never been any intervention either from the State Government or the agency itself to efficiently and sustainably manage wastewater. Thus, the large volume of wastewater generated is discharged untreated into water bodies thereby creating conditions for propagating life-threatening communicable and non-communicable diseases (see table 31), a situation which continues to undermine the attainment of healthy societies in Niger State.

TABLE 31 Numbers of people infected by water-borne diseases in Niger State (2013-2016)

Disease	2013	2014	2015	2016
Cholera	-	159	22	157
Diarrhoea	6,445	35,511	22,293	20,984
Typhoid fever	4,009	1,407	19,447	19,940

Adapted from State Bureau of Statistics, (2017). Statistical Year-Book.

While there are no state-wide data on access to improved sanitation, data available in 2014 and given in tables 32 and 33 showed that households' access to improved sanitation across the State was very poor as there was disparity in assess to improved sanitation between urban and rural areas, as well as different local government areas. For example, in Katcha and Lapai LGAs, only 1 per cent and 2 per cent of the households respectively had access to improved sanitation, while Mokwa and Tafa LGAs had the most households with access to improved sanitation in Niger State. Correspondingly, the Niger State Socio-Economic Survey (2014) found that most sampled buildings did not have access to sanitary facilities, and the highest occurrence of these facilities was in rural areas.

The most widely used sanitary facility in the State was a covered pit latrine; the rate of usage of this facility was 47.1 per cent in the urban area and 31.5 per cent in rural areas, while 17 per cent of all sampled households used an uncovered pit latrine system. Very few households had toilet-on-water and flush to septic tank systems in urban areas. The number of households using a flush to sewerage system was 9.5 per cent and those using ventilated improved pit (V.I.P) latrine were as low as 1.8 per cent. Furthermore, pail or bucket was the least-used toilet facility in the State with 1 per cent of households using that method.

TABLE 32 Distribution of access to toilet facilities by type (LGA and sector)

Toilet	Urban	Rural	State
None	3.6	27.9	23.2
Toilet on water	3.6	0.8	1.3
Flush to sewerage	25.8	5.7	9.5
Flush to septic tank	6.1	1.1	2.1
Pail/bucket	0.5	1.1	1.0
Covered pit latrine	47.1	31.5	34.5
Uncovered pit latrine	11.0	18.5	17.0
VIP latrine	2.3	1.6	1.8
Other	0	11.9	9.6

Adapted from NSBS (Socioeconomic Survey, 2014).

TABLE 33 Household access to sanitation facilities in Niger State

Local government area	Percentage households with access to improved sanitation
Agaie	8
Agwara	6
Bida	32
Borgu	12
Bosso	3
Chanchaga	10
Edati	14
Gbako	3
Gurara	31
Katcha	1
Kontagora	13
Lapai	2
Lavun	9
Magama	31
Mariga	9
Mashegu	31
Mokwa	55
Muya	36
Paikoro	21
Rafi	17
Rijau	30

Local government area	Percentage households with access to improved sanitation
Shiroro	42
Suleja	41
Tafa	45
Wushishi	28

Source: NSBS (2014).

» *Sewer System at Tudun Fulani – Minna.*

© UN-Habitat/Emmanuel Adeleke (2019).

Effects of poor sanitation (improper wastewater management)

Among major health and environmental issues that the State is facing due to inappropriate sanitation practices are the following:

- Pollution and degradation of the environment
- Prevalence of water-related diseases (such as typhoid, cholera, dysentery and Guinea worm)
- Destruction of aquatic life and ecological balance
- Disruption of desirable, aesthetically pleasing environment for the wellbeing of people
- Poor ambient quality

Challenges of wastewater management

Despite setting up the Niger State Environmental Protection Agency to manage both solid and liquid waste, access to adequate and equitable sanitation and hygiene is still a major challenge that could be attributed to the following: lack of infrastructural development for management of wastewater; lack of a wastewater master plan; a weak institutional and legal framework for wastewater management; inadequate institutional capacity for wastewater management (human, financial, technical capacity) and lack of private sector participation in wastewater management.

To address poor sanitation, the development of an urban policy for the State is of great importance. In line with article 119 of the New Urban Agenda, an urban policy will accelerate improved access to adequate and equitable sanitation and hygiene.

2. Health

Health is both a determinant and outcome of sustainable development interventions. It is inextricably linked with other sustainable development outcomes, including better education, higher productivity and consequently higher wages in later life. Health and health-related events can be catastrophic and plunge people further into poverty due to loss of incomes and high health-care costs in the absence of health insurance (UNECA, 2015).

Despite the efforts of the State Government on the health front, Niger State still has an acute public health crisis. Available statistics show that the maternal mortality rate is 130/100,000 live births; the under-five maternal mortality rate is 103/1,000 live births and the infant mortality rate is 260/1000 live births. Life expectancy is 54 years (Niger State Vision 3:2020). The Niger State Bureau of Statistics, in their 2017 annual statistical report, indicated that from 2014, 2015 to 2016, the total number of in-patients was 2,53 million, 2,53 million and 3,38 million respectively (see table 34). During the same period there was a high prevalence of diseases (such as HIV/AIDs, diarrhoea, malaria, pneumonia, sexually transmitted infections, typhoid fever, etc.) (see table 35) which could be attributed to insufficient healthcare facilities in particular in rural areas, malnutrition, lack of access to improved water and sanitation, and poor living conditions.

Strengthening the fragile health system in Niger State is very important as this will go a long way in ensuring healthy societies where people can access adequate, inclusive social infrastructure and facilities, such as health-care services, including universal access to sexual and reproductive health-care services to reduce infant and maternal mortality, life-threatening communicable diseases and non-communicable diseases. See table 36.

TABLE 34 Infant, under-five and maternal mortality rates

Indicator	World	West and Central Africa	Nigeria	Niger State	SDG target
Infant mortality rate per 1,000 live births	34	72	74	260	12
Under 5 mortality rate per 1,000 live births	46	109	117	103	25
Maternal mortality rate per 100,000 live births	210	590	560	130	Less than 70

Source: UNICEF State of the World's Children Report (2015); Niger State Vision 3:2020; 2030 Agenda.

TABLE 35 Inpatients in hospitals by sex (2014-2016)

Healthcare facility	2014		2015		2016	
	Male	Female	Male	Female	Male	Female
State hospitals	979,313	1,445,302	845,279	1,540,597	1,170,966	2,021,634
Private hospitals	46,100	68,036	56,937	93,837	70,930	123,507
Sub-total	1,025,413	1,513,338	903216	1,634,434	1,241,896	2,145,141
Total	2,538,751		2,537,650		3,387, 037	

Source: Niger State Bureau of Statistics (2017a).

TABLE 36 Reported cases of notifiable diseases in Niger State (2013-2016)

Disease	2013	2014	2015	2016
Anthrax	-	-	-	1
Asthma	254	1,267	831	947
Buruli ulcer	9	7	28	13
Cholera	-	159	22	157
Cerebrospinal Meningitis (CSM)	-	1	15	-
Diarrhoea (watery without blood)	6,445	35,511	22,293	20,984
Diarrhoea (with blood)	3,894	14,414	11,247	9,889
Dengue	-	-	-	214
Diabetes Mellitus	53	249	264	430
Viral hemorrhagic fever (Lassa fever)	-	-	-	1
AFP (Poliomyelitis)	8	80	290	100
Dracunculiasis (Guinea-worm disease)	37	28	51	5
Epilepsy	18	32	249	145
Genital ulcer	95	29	385	345
Hepatitis B	53	21	27	26
High blood pressure	2,384	8,247	7,563	7,894
HIV/AIDs	-	7,553	1,936	3,249
Influenza-like illness (ILI)	19	-	-	-
Leprosy	2	4	6	3
Lymphatic filariasis	3	-	942	-
Malaria	77,513	526,942	512,296	540,648
Malaria (pregnant women)	4,973	34,979	43,043	43,809
Malnutrition	232	1,682	1,506	622
Measles	1,876	260	956	464
Neonatal tetanus	-	4	3	-
New AIDS cases	95	150	147	128
Noma	2	-	-	-
Pertussis	417	79	8	49
Plague	-	-	22	138
Pneumonia	2,124	8,933	9,108	9,091
Rabies (human)	6	-	2	-
Schistosomiasis	45	345	571	976
Severe Acute Respiratory Syndrome (SARS)	9	57	79	6
Severe Acute Respiratory Illness (SARI)	111	352	355	56
Sickle Cell Disease	145	217	194	139
Smallpox	30	28	10	1
STI (genital ulcer)	-	291	385	345
STI (other)	1,829	5,038	3,262	5,018
STI (urethral discharge)	18	426	418	656
STI (vaginal discharge)	1,720	3,842	3,991	4,304
Trachoma	204	70	64	6
Trypanosomiasis	313	12	324	24
Tuberculosis	61	81	251	63
Typhoid fever	4,009	1,407	19,447	19,940
Yellow fever	6	48	120	319

Source: Niger State Bureau of Statistics (2017a).

3. Education

Globally, education has been recognized as an essential tool for the socioeconomic and human development of any nation. It is also an instrument for social transformation and liberation. Education is the formal process by which society deliberately transmits its accumulated knowledge, skills, customs and values from one generation to another. It enhances lives, alleviates the vicious cycle of poverty and disease, and provides a solid foundation for sustainable development. It is a fundamental human right recognized by the Constitution of Nigeria (every child is entitled to an education). It is critical to national development as it helps pave the way to a successful and productive future.

The 1999 Constitution states that the Government shall eradicate illiteracy by ensuring that there are equal and adequate educational opportunities at all levels. All efforts to meet this target and access to good quality education are still a challenge to Nigeria and Niger State specifically. In recent times, low enrolment and a gender imbalance manifests at all levels of education in the State – in particular at basic and secondary education levels.

Available data (see table 37) shows the ratio of primary and secondary enrolment in the State in 2016. There were 357,827 males and 277,910 females enrolled in primary education, and 195,060 males and 125,227 females enrolled in secondary education – a ratio of 36 males: 28 females for primary school, and 20 males: 13 females for secondary school.

Similarly, table 38 reveals spatial distribution of primary and secondary school compared to the population by local government area across the State.

Synthesis of the two layers of information indicates that there is disparity in spatial distribution of educational facilities while its resultant effects are insufficient educational facilities mostly in the major urban areas (such as Bida, Chanchaga, Kontagora and Suleja) which further contributes to gaps in human resource and skill development, leading to a high rate of unemployment etc.

TABLE 37 Ratio of primary and secondary education enrolment in 2016

	Primary (2016)			Secondary (2016)		
	Male	Female	Enrolment ratio	Male	Female	Enrolment ratio
No of enrolled students	357,827	277.910	36:28	195,060	125,227	20:13
Total	635,737			320,287		

Source: Adapted from Niger State Bureau of Statistics (2017a).

TABLE 38 Spatial distribution of primary and secondary schools by local government area (2016)

LGA	Population	Nursery	Primary	Secondary
Agaie	184,545	21	162	25
Agwara	80,115	8	57	10
Bida	259,223	37	56	23
Borgu	241,455	50	131	36

Bosso	206,950	25	101	38
Chanchaga	282,411	24	31	22
Edati	223,270	39	104	23
Gbako	177,206	29	201	27
Gurara	126,961	17	96	29
Katcha	168,891	21	199	39
Kontagora	212,304	14	52	28
Lapai	163,482	17	165	41
Lavun	293,065	72	227	51
Magama	253,519	20	108	28
Mariga	278,847	20	120	19
Mashegu	300,636	26	138	24
Mokwa	339,280	25	202	42
Munya	144,538	11	110	14
Paikoro	220,979	29	202	43
Rafi	260,012	47	124	28
Rijau	246,155	12	85	21
Shiroro	329,231	33	217	48
Suleja	300,466	43	66	29
Tafa	117,174	15	54	16
Wushishi	114,215	13	68	17
Total	5,524,930	668	3076	721

Source: Niger State Bureau of Statistics (2017a).

4. Energy

An important element of the infrastructure in the development of human settlement is energy supply. Energy is the lifeblood of economies around the world and global economic growth depends on adequate, reliable and affordable supplies of it. Without adequate and stable energy – in particular an electricity supply – there cannot be any meaningful economic development. Prior to 2015, most of the energy policies in Nigeria mainly focused on electricity. Some of these policies included the Electricity Reform Act No. 6 of 2005, Electricity Corporation of Nigeria statute No. 15 of 1950, and Commercialization and Privatization Decree No. 25 1988. However. the current policy governing the energy sector in Niger State, like other States in the country, is the National Renewable Energy and Energy Efficiency Policy (2015). This policy was initiated to address holistically the energy sector in the country and its overall objectives are summarized as follows:

- To ensure the development of the nation's energy resources, with diversified energy resources options, for the achievement of national energy security and an efficient energy delivery system with an optimal energy resource mix.
- To guarantee an adequate, reliable, affordable, equitable and sustainable supply of renewable energy at cost-reflective and appropriate cost, and in an environmentally friendly manner, to the various sectors of the economy, for national development.
- To accelerate the process of acquisition and diffusion of technology, managerial expertise

and indigenous firms participation in the renewable energy and energy efficiency sector industries, for stability and self-reliance.

- To guarantee efficient, location-specific and cost-effective consumption patterns of renewable energy resources and improved energy efficiency.
- To promote increased investments and development of the renewable energy and energy-efficiency sector, with substantial private sector participation.
- To ensure a comprehensive, integrated and well-informed renewable energy and energy efficiency sector, with plans and programmes for effective development.
- To foster international cooperation in trade and project development, in the Economic Community of West African States region and the world at large.
- To successfully use the nation's abundant energy resources to promote international cooperation.
- To bring abundant electricity access to almost half of the population of Nigeria that is currently without electricity, including more sustainable provisions for domestic use and cooking.
- To develop the nation's renewable energy and energy-efficiency resources through the establishment of appropriate financing mechanisms that support private investment in the sub-sectors.
- To ensure effective coordination and collaboration among all players in renewable energy and energy-efficiency activities in Nigeria.

Laudable as the objectives for the energy policy appear, the energy sector continues to face many challenges such as energy availability, accessibility and use, which have remained inadequate and inefficient as occasioned by the erratic epileptic power supply in the State. At present, the electrification rate in the State is at 57 per cent, with 2.58 million people directly connected to the grid, 0.08 million people living in grid-connected areas without a household connection and 2.34 million people living without grid connection in rural areas (Lemu, 2017). (See figure 13).

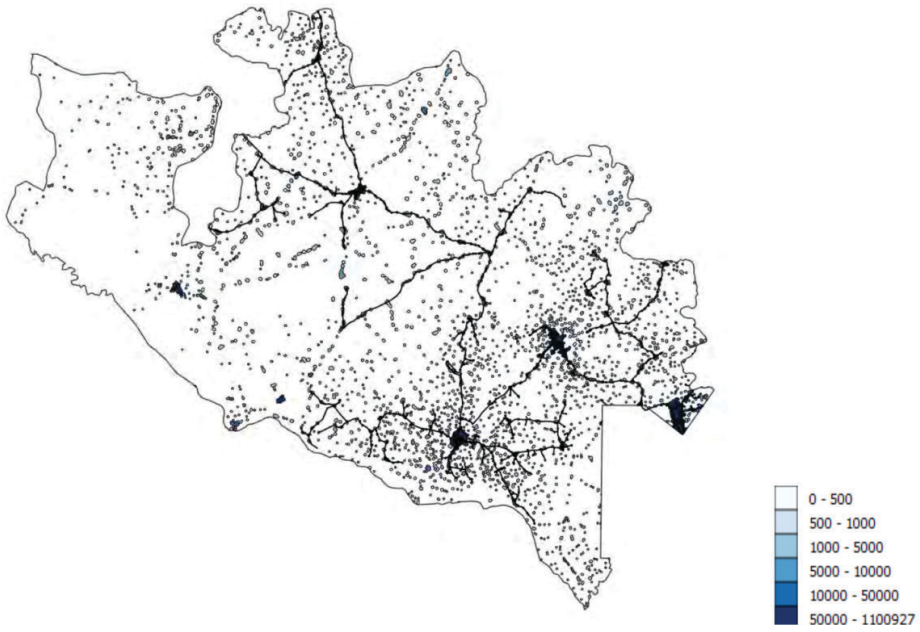
In the NSBS 2014 report on a census of socioeconomic facilities in political wards showed that only 192 out of the 274 wards had access to electricity while 475 towns/villages in the State were connected to an electricity source. As of 2019, there are three hydroelectric power stations in the State, namely: Kainji with a generating capacity of 760 MW, Jebba with a generating capacity of 540 MW and Shiroro with a generating capacity of 600 MW (Niger State Vision 3:2020), while a plan to construct a fourth dam in Zungeru is on-going. Despite a very low power demand (170 MW), the power supply in the State is erratic; as a result, 61 per cent of all households rely on kerosene as a source of lighting followed by electricity at 37 per cent, gas 1 per cent, candle 1 per cent. Solar and other sources account for less than 1 per cent of households each (NPC, 2006). The erratic supply of electricity has also compelled people to rely on unsustainable sources of energy for cooking (see table 39). If appropriate measures are not put in place, the effect of an increasing population and unplanned and uncontrolled urbanization in the State will continue to contribute to deforestation, pollution and greenhouse gas emissions, thus contributing to global warming and environmental problems.

TABLE 39 Sources of energy for cooking

Source of energy for cooking	Percentage
Electricity	0.7
Gas	0
Kerosene	22.1
Wood	73.6
Coal	3.1
Battery/dry cell (torch)	0
Candles	0
Grass	0.5
Other	0
Total	100

Source: NBS (2011). Annual Abstract of Statistics.

FIGURE 13 Map of electrification in Niger State



Source: Lemu, M. (2017).

5. Urban waste management

Solid waste management is a systematic process of managing waste by a municipality. It involves monitoring, collecting, transporting, processing, recycling and disposing of unwanted or useless solid materials generated from combined residential, industrial, institutional and commercial activities in a given area.

Globally the issue of urban waste management has been identified as one of the most challenging environmental problems facing communities and cities in both developed and developing countries due to its associated risks to human health and the general environment.

One legislative instrument relating to urban waste management across Nigeria is the Environmental Protection Act of 1988.

In Niger State, this law is domesticated by the Niger State Ministry of Environment, while the Niger State Environmental Protection Agency is responsible for removing, transporting and disposing of domestic and commercial waste.

At present, waste management in the State does not conform to the sustainable waste management practices required by law due to the lack of capacity at Niger State Environmental Protection Agency.

The agency's operations only revolve round collection, transport and disposal of waste from major urban areas (Bida, Kontagora, Mariga, Minna and Suleja).

Waste collected by the agency is usually disposed of at a designated dumpsite without any waste processing, recovery or recycling. There is also a prevalence of open burning, dumping and burying of solid waste in the State (see table 40).

This is evident in piles of solid waste often found along roads, in culverts and drainage channels.

TABLE 40 Percentage distribution of household refuse disposal

Households refuse disposal method	Percentage
Household bin collected by government	3.1
Household bin collected by private agency	0.5
Government bin or shed	1.0
Disposal within compound	27.2
Unauthorized refuse heap	59.6
Other	7.9
None	0.7
Total	100

Source: NBS Annual Abstract of Statistics, 2011.

» *Open Dumping in Minna*

» *Blocked Drainage in Suleja*

This practice poses a serious threat (such as respiratory disorder) to the health and wellbeing of the Nigerlites overtime (table 41). Some of the consequences of the unsustainable waste management practice in Niger State include pollution and environmental degradation, high maintenance cost of drainages and channels, destruction of aquatic life and ecological imbalance, poor ambient quality, high cost of curative and preventive healthcare, poverty aggravation due to loss of source of livelihood (mostly in riverine communities),

TABLE 41 Reported respiratory cases Niger State

Diseases	2013	2014	2015	2016
Anthrax	254	1267	831	947
Severe Acute Respiratory Syndrome (SARS)	9	57	79	6
Severe Acute Respiratory Illness (SARI)	111	352	355	56

Extracted from Niger State Bureau of Statistics (2017a).

Challenges of waste management in Niger State

Some of the challenges of urban waste management cut across unfavourable economic, institutional, legislative, technical and operational constraints.

- Unsustainable business model: the Niger State Environmental Protection Agency has an unsustainable waste management model (free model) with little or no resources to tackle the ever-increasing municipal solid waste.
- The collection process is deficient in terms of manpower and vehicle availability. Similarly, the capacity of the waste bins provided is inadequate and their locations are inappropriate, thus contributing to the inefficiency of the system.
- Institutional capacity is another serious challenge. Available data (tables 42 – 44) show that the Environmental Protection Agency lacks technical/service delivery equipment for waste collection, lacks access to financial resources and has inadequate skilled manpower to collect, transport, sort, recycle and dispose of solid waste in a sustainable manner.
- Residents' attitude is another factor; several illegal refuse collection points have been indiscriminately created by residents which pose a health hazard and contribute to reduced environment aesthetics.

TABLE 42 Financial capacity of Niger State Environmental Protection Agency

S/No	Project details (capital project)	Budgeted (naira)	Released (naira)	Year
1	Purchase of wheel loader Purchase of excavator Purchase of gully-emptier	32,000,000	Nil	2016
2	Construction of a standard laboratory Upgrading the status of existing dumpsites Rehabilitation /upgrading of compost and recycling plant Purchase of wheel loader. Excavator and gully-emptier	100,000,000	Nil	2017
3	Purchase of waste service trucks and tricycles Acquisition of waste disposal and recycling station Provisions of utility vehicles for monitoring and reference laboratory Acquisition of waste-bin	120,000,000	Nil	2018

Source: Niger State Environmental Protection Agency.

TABLE 43 Human capacity in Niger State Environmental Protection Agency

Staff category	Existing	Deficit
Administrative staff	29	4
Account officers	4	8
Laboratory scientist	10	8
Environmental health officers	7	93
Engineers	2	4
Environmental scientist	11	18
Revenue officers	23	17
CREW ME	42	50
Street cleaners	600	500
De-silters	68	150
Total	796	852

Source: Niger State Environmental Protection Agency.

TABLE 44 Technical and operational equipment

S/No	Technical and operational equipment	No of available equipment	Functionality of available equipment	Deficit
1	Waste compacting trucks	Nil	Nil	200
2	Waste service tricycles	10	Nil	
3	Waste landfill	Nil	Nil	4
4	Wheel loader	Nil	Nil	14
5	Gully emptier	Nil	Nil	8
6	Mowing machines	Nil	Nil	100
7	Excavator	Nil	Nil	4
8	Tipper truck	Nil	Nil	200
9	Recycling plant	Nil	Nil	4

Source: Niger State Environmental Protection Agency.

Policy issues and directions

To make further progress in addressing service and infrastructure deficits in Niger State in line with Agenda 2063 and the New Urban Agenda, there is an urgent need for the State Government and local government area administrators to increase investments in infrastructure development and provision of basic services. Urban infrastructure should constitute a key element of urban planning processes to ensure deliberate effective management. The urban policy should also give adequate consideration to the harnessing of potentials of regulated informal systems for service delivery as vital options that could be used to progressively improve access to basic services and establish a viable fiscal model in Niger State.

6. Urban economies and development

(a) Municipal finances

The local government system in Nigeria was established for the purpose of rendering services and supplying amenities to people in both rural and urban areas according to the document establishing the local government reforms in 1976. Since federal and State Governments cannot provide all public goods needed at the grassroots and in the rural areas in the State, local governments were created to administer local economic planning and development which cut across health services, land use, control and regulation of advertisements, pets, small business markets, public conveniences, social welfare, sewage and refuse disposal, registration of births, deaths, marriages, primary, adult, vocational education, development of agriculture and national resources.

Currently, there are two major sources of finance available to municipal governments in the State, namely the internally generated revenue and externally generated revenue. Internally generated revenue is a strategic source of finance for municipal governments; constitutionally, municipal governments in Niger State are empowered to control and regulate certain activities in their jurisdiction and, in doing so, they impose some taxes and rates on these economic activities as a way of generating funds for their operations. The various ways local governments generate revenue internally are community tax and rates; property (tenement) rates; general/development rates; licences, fees and charges such as marriage registration fees, car/truck licences; interest on revenues such as deposits, investments, profits from the sale of stocks, shares, etc; departmental recurrent revenues from survey fees, repayment of personal advances, nursery and day-care centre fees, rents on local government quarters, etc., while the external sources of revenue available to local governments in Niger include federal and State Governments' financial transfers such as grants, statutory allocations, share of value added tax, receipts and loans (see table 45).

Although there are constitutional provisions for statutory allocations and internally generated revenues, municipal governments in the State face constraints with revenue mobilization due to lack of autonomy and subordination by the State Governments through sundry mechanisms, including manipulation of the disbursement of financial transfers to local government areas.

Also, municipal governments do not have legal backing to access funds from foreign organizations such as the World Bank and Paris Club to finance

urban/local investments, with very little or no influence on their receipts from Federal Allocation.

Municipal governments mostly rely on external sources, hence any setback from them would have an adverse effect on the administrative machinery and provision of public goods and services. Another constraint to local government revenue mobilization capacity is the State's control over local government budgets, which is made to pass through many levels of approval in the State Government.

The delay in the passage of the annual budget of the municipal governments invariably causes delays in execution of local government functions and hinders provision of social and basic services.

TABLE 45 Niger State LGAs municipal revenue by type (2007)

LGA	Statutory allocation	Grants to LGA	Government direct taxes	Fees, fines, licences, other	Other income penalties	Total (n)
Agaie	320,412,423.20		320,000.00	3,000,500.00	3,950,057.99	327,682,981.19
Agwara		129,491,720.00		30,468,667.00	195,905.00	160,156,292.00
Bida	181,936,304.02			771,456.13	1,704,114.35	184,411,874.50
Borgu	792,081,750.00		1,425,000.00	4,337,528.00	5,724,950.00	803,569,228.00
Bosso	180,274,325.03		762,200.00	4,442,303.79		185,478,828.82
Chanchaga	800,000,000.00	2,000,000.00	800,000.00	5,712,500.00	14,720,000.00	823,232,500.00
Edati	140,686,396.58			103,460,00	9,345,167.00	150,031,563.58
Gbako	34,000,000.00		1,700,000.00	2,502,000.00	110,000.00	38,312,000.00
Gurara	148,056,412.38		192,698.00	2,728,289.00	5,266,154.79	156,243,554.17
Katcha	273,569,869.69		206,811.00	317,240.00		274,093,920.69
Kontagora	187,446,849.90		1,006,860.00	1,856,746.00	2,875,613.28	193,186,069.18
Lapai	304,315,389.97	23,061,014.15		1,750,351.15	86,202,000.00	415,328,755.27
Lavun			10,000.00	524,360.00	7,152,598.84	7,686,958.84
Magama	243,148,593.77			113,240.00	4,096,229.27	247,358,063.04
Mariga			13,032,000.00	19,000,000.00	47,837,105.40	79,869,105.40
Mashegu	1,348,106,800.00		738,000.00	1,359,300.00	210,000.00	1,350,414,100.00
Mokwa	1,240,000,000.00	216,000,000.00	7,366,000.00	8,894,000.00	720,000.00	1,472,980,000.00
Munya	170,417,046.96			2,335,381.04		172,752,428.00
Paikoro	406,392,939.25			415,894,000.00	87,833,191.79	910,120,131.04
Rafi	366,429,738.40		711,000.00	1,000,920.00	24,651,662.55	392,793,320.95
Rijau			34,937,712.00	32,214,186.00	24,288,780.00	91,440,678.00
Shiroro				5,583,624.00	93,590.00	5,677,214.00
Suleja	254,293,126.66		1,650,100.00	20,587,234.58	5,325,462.48	281,855,923.72
Tafa	189,813,792.32			1,648,087.21	25,336.66	191,487,216.19
Wushishi	4,958,725.00	151,682,671.21	2,998,620.00	3,570,000.00		163,210,016.21
TOTAL	7,586,340,483.13	7,586,340,483.13	67,857,001.00	570,611,913.90	332,327,919.40	9,079,372,722.79

Source: Niger State Bureau of Statistics (2010).

7. Job creation

The creation of productive employment opportunities is essential for achieving poverty reduction and sustainable economic and social development in cities. Job creation is the critical part of good economic growth and serves as a preventive measure for negative externalities such as theft and crime, poverty and income inequalities. In Niger State, the rate of investment in infrastructure development has not been able to boost job creation and productivity, and this has significantly contributed to the prevalence of a high rate of poverty (61.2 per cent) and unemployment (39.4 per cent) in the State (NBS, 2012; United Nations, 2015). (See tables 46 and 47).

However, the means of livelihood of the Nigerlites span across various economic activities which can be broadly categorized as: agriculture, commerce, manufacturing, services, mining and extraction. Presently, the major means of livelihood across Niger State is agriculture (farming, fishing and cattle rearing). Agriculture is the back-bone of the economy of Niger State as its sectorial share of the GDP is over 80 per cent (see table 46) while nearly 90 per cent of the rural population depends on it directly or indirectly. Farming is a lucrative job because Niger State has the most fertile agricultural lands in the country in addition to favourable climatic conditions.

As such, Nigerlites are engaged in agriculture mostly in the rural areas, producing a variety of crops and livestock that are used as foodstuff and as components for making other goods. Cotton, yams and groundnuts are cultivated both for export and for daily consumption. Rice, millet, cowpeas, maize, sugar cane, kola nuts, sorghum, fish, hides and skin are cultivated for local trade (see table 48).

Another means of livelihood in the State is trade and commerce. Niger State, being one of the gateways to the Federal Capital Territory (Abuja), is known for its concentration of commercial activities which has in a small way contributed to the overall economic development of the State. Commercial activity areas are spatially located in the State and also serve as one of the significant sources of employment and revenue generation for the Niger State Government.

Commercial activities in the State are concentrated mostly in urban areas of Bida, Borgu, Bosso, Chanchaga, Kontagora, Minna and Suleja, and some other areas like Gbako Mokwa, Kagara, Kusheriki, Lapai, Lavun, Mariga, Tegina and Wushishi. Commerce is characterized by a large number of micro, small and medium businesses, mainly in the informal sector.

TABLE 46 Poverty trends in north central region 2004–2014

State	2004-2014
Benue State	59.2 %
Federal capital territory Abuja	23.5 %
Kogi State	26.4 %
Kwara State	23.7 %
Nasarawa State	52.4 %
Niger State	61.2 %
Plateau State	51.6 %

Source: United Nations 2015.

TABLE 47 Rate of unemployment in Niger State and Nigeria 2002–2011

Unemployment rate	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Nigeria	12.6	14.8	13.4	11.9	13.7	14.6	19.7	19.7	21.5	23.9
Niger State	6.3	6.7	3.5	0.2	3.6	17.0	11.9	11.9	12.9	39.4

Source: NBS (2010).

TABLE 48 Niger State gross domestic product by economic activity 2009–2011 (Millions of Nigerian naira)

Activities	2009	2010	2011
Agriculture	754,531.76	839,311.13	948,105.93
Crop production	709,397.94	788,236.01	889,471.50
Livestock	41,151.95	46,865.45	53,699.94
Forestry	713.89	519.88	743.61
Fishing	3,267.98	3,689.79	4,190.88
Industry	24,679.27	28,190.24	34,555.23
Coal mining	-	-	-
Crude petroleum & natural gas	-	-	-
Metal ores	-	-	-
Quarrying & other mining	950.39	1,067.75	1,253.14
Oil refining	-	-	-
Cement	-	-	-
Other manufacturing	399.79	415.17	443.97
Electricity	21,893.02	25,976.63	31,774.68
Water	31.68	36.93	41.26
Building & construction	1,404.40	693.76	1,042.18
Services	84,650.82	93,262.29	98,193.79
Wholesale and retail trade	14,314.77	17,803.33	16,708.91
Hotel and restaurants	958.34	1,095.51	1,198.86
Road transport	31,289.01	32,796.88	34,888.71
Rail transport & pipelines	1.02	1.08	1.16
Water transport	12.48	13.54	15.09
Air transport	-	-	-
Transport services	869.06	940.03	1,023.90
Telecommunications	881.99	833.62	971.7
Postal services	24.95	25.47	27.14
Financial institutions	5,946.35	6,783.61	9,069.63
Insurance	50.29	58.75	65.49
Real estate	8,760.76	8,120.29	5,651.76
Business Services (Not Health or education)	247.71	226.51	283.05
Public Administration	2,923.92	3,114.04	3,556.59
Education	278.65	333.95	734.79
Health	100.01	172.47	258.99
Private non-profit organizations	0.74	0.69	0.86
Other services	17,940.62	20,890.37	23,681.73
Broadcasting	50.15	52.16	55.45
GDP at current basic prices	863,861.85	960,763.66	1,080,854.95

Source: Niger State Bureau of Statistics (2014)

Note: The state GDP is the market value of all officially recognized final goods and services produced within a state in a given period.

» *Commercial activities in Minna – Niger State.*

TABLE 49 Agro and mineral raw resources in Niger State

S/N	LGA	Major commodity	
		Crop grown	Solid mineral
1	Agaie	Millet, melon, sugarcane	Kaolin, limestone
2	Agwara	Rice, guinea corn, millet maize	Clay
3	Bida	Rice, cassava, sugarcane,	Clay, kaolin, limestone, petroleum product & glass sand
4	Borgu	Maize, rice, groundnut, millet	Clay, petroleum, & copper leads
5	Bosso	Maize, yam, groundnut	Marble, gold, iron, columbite, clay, glass sand & copper lead
6	Chanchaga	Maize, yam, groundnut	Marble, gold, iron, columbite, clay & copper lead
7	Edati	Rice, yam, guinea corn	Clay, limestone
8	Gbako	Rice, groundnut, guinea corn	Gold, clay, silica
9	Gurara	Maize, yam, groundnut,	Clay, gold, cupper lead & marble
10	Katcha	Rice, melon, groundnut, sugarcane	Clay, glass sand & gold
11	Kontagora	Maize, beans & guinea corn	Clay & limestone
12	Lapai	Cassava, rice, yam, guinea corn	Limestone & clay
13	Lavun	Rice, yam, sugarcane	Limestone & clay (kaolin)
14	Magama	Cassava, maize, millet & groundnut	limestone & clay
15	Mariga	Cassava, maize, millet & groundnut	Limestone & clay (kaolin)

16	Mashegu	Guinea corn, maize, millet & groundnut	Limestone & clay (kaolin)
17	Mokwa	Rice, pepper, beans & groundnut,	Clay
18	Munya	Maize, yam, millet & groundnut,	Gold, clay, iron, copper & columbite
19	Paikoro	Maize, yam, groundnut & guinea corn	Gold, clay, iron, copper & columbite
20	Rafi	Millet, sorghum, shea nut, cotton, forestry, livestock, meat, milk	Gold, granite, talc, graphite, tourmaline
21	Rijau	Millet, maize, groundnut, guinea corn, cotton, cowpea	Gold, ball clay, iron ore, granite, quartz
22	Shiroro	Groundnut, maize, yam & guinea corn.	Gold, iron, columbite, clay, copper lead & glass sand
23	Suleja	Maize, rice, yam & guinea corn.	clay
24	Tafa	Maize, yam, groundnut & guinea corn	Gold, iron, clay, copper lead.
25	Wushishi	Rice, groundnut & melon	Gold, kaolin, granite, silica sand

Source: Niger State Bureau of Statistics (2017b).

Furthermore, transformation in the world economy, international trade and the service sector has become one of the most intensive international competitions. All over the world today, excluding Brazil, the Russian Federation, India, China and South Africa, the share contribution to the GDP of the world economy is increasing. In Nigeria, the sectoral contribution of the service sector to the country's GDP is ₦ 8.18 trillion, or 52.99 per cent, and this extrapolates to what is evident in all parts of the country, including Niger State. The service sector is prevalent in urban areas of Bida, Kontagora, Minna, New Bussa and Suleja, and can be divided into two major categories: the formal and informal sectors. Formal parts of the service sector economy have an organized system of providing services in different fields such as insurance, tourism, banking, retail, education and social services. The informal service sector is that part of an economy that is neither taxed nor monitored by any form of government. Unlike the formal economy, activities of the informal economy are not directly included in the gross national product and gross domestic product of a country (see table 50).

TABLE 50 Service sector activities in Niger State

S/N	Category	Zones
1	Formal service sector	Banking, telecommunication, filling stations, transport and logistics, hospitality, consultancy offices
2	Informal service sector	Artisans in automobile repairs, tailoring, fashion design, saloon, block moulding, beads and hatmakers, car wash, electrical repairs, printing, laundry and dry cleaning, food vending, carpentry, lumbering

» *Block moulding services in Minna.*

© UN-Habitat/Emmanuel Adeleke (2019)

» *Lumbering workshop in Minna.*

© UN-Habitat/Emmanuel Adeleke (2019).

Mining activities are another means of livelihood. Niger State has many solid mineral resources that have great potential to transform the economy of the State and favourably compete with oil producing States in the south of Nigeria. However, extraction of these minerals – which include gold, tin, marble, tin iron and quarts, silica sand, copper, kaolin, lead, talc, kyanite, graphite, clay, columbite, limestone and mica – is yet to be fully exploited. At present, gold, tin, iron and quartz are mined mainly by local craftsmen for economic gain, though extraction of these resources is completely unregulated.

The manufacturing sector has contributed little to job creation in the State and this is evident in its sectoral share to the GDP in table 48. Industrial establishments in Niger State are mostly located in Badeggi, Kontagora, Kuta, Minna, Mokwa, Suleja and Sunti, and produce varieties of agro-based products, both finished and semi-finished (see table 51).

TABLE 51 Major agroprocessing industries in Niger State

S/NO	Industries	Products	Location
1	Niger Flour Mill Ltd	Animal feed & flour	Minna
2	Niger Paramount Food	Food processing	Minna
3	Suleja Grain Processing Ltd	Grains, flour	Suleja
4	Badeggi Rice Mill	Rice	Badeggi
5	Mokwa Ranch Ltd	Animal Husbandry	Mokwa
6	Mokwa Abattoir	Meat (beef & mutton)	Mokwa
7	Niger North Ltd	Vegetable oil	Minna
8	Abu Turab Poultry	Chickens & eggs	Minna
9	Abu Turab Rice Processing Ltd	Rice	Minna
10	Maizube Farm Ltd	Yoghurt	Minna
11	Cirico Rice Mill Ltd	Rice	Bida
12	Adebaiko Rice Mill Ltd	Rice	Bida
13	Zuma Foods Ltd	Soya milk	Suleja
14	Kokodnevi Oil Ltd	Vegetable oil	Kuta
15	El-Amin Confectionaries	Bread & confectionaries	Minna
16	Sunti Sugar Company Ltd	Sugar	Sunti
17	Inter Cotton Nigeria Ltd	Ginned cotton	K-Gora
18	Deco Arts Furniture Company	Wood furniture	Minna
19	White Heart Furniture Company	Wood furniture	Minna
20	Kyauta Soko Food Processing Company	Flour (corn, yam, etc)	Minna
21	Buddah Foods	Soya milk, yoghurt, etc.	Minna

Source: Niger State Bureau of Statistics – Facts and Figures (2012).

The challenges of local economic development in Niger State are as follows:

- **Inadequate infrastructure**
  - Poor agroprocessing industrial base and storage facilities causing high post-harvest losses of agricultural produce
  - Lack of small-scale processing plants for surplus perishable farm produce
  - Insufficient and high cost of agricultural equipment and machinery such as tractors, bulldozers etc.
  - Rural-urban migration due to absence of basic social infrastructure in rural areas resulting in depletion of labour for agricultural activities
  - Weak institutional framework
  - Lack of access to financial services
  - Inadequate human capacity
  - Financial constraints
- **Unwillingness of financial institution to fund small scale mining activities**

Policy issues and directions

Currently, the rate of urban growth in Niger State is not in tandem with job creation and investment driving economic development and industrialization. While urbanization is a powerful asset for development, it can only be harnessed when cities and towns are properly planned and adequately serviced. Thus, there is a need to plan and manage rapid urbanization in the State, turning it into an effective engine for transformative employment, creating equitable economic growth. For that purpose, a State urban policy needs to promote investment in productive and public services and infrastructures, promote job creation, improve productivity, diversify the economies, and sustain technological innovation in Niger State; urbanization needs to be integrated into planning processes, sectoral policies – including industrial, agriculture and rural development – and investment policies. Similarly, to accelerate industrialization and a competitive economy, the State urban policy should promote agricultural value addition and local production, taking advantage of urban and rural markets, market towns and economies of scale to create decent employment and exploit rural–urban linkages to transform rural economies and livelihoods.

G. System of cities

In 1979, under the guidance of the Town Planning Division of the then Ministry of Housing and Environment, the Niger State Regional Plan (1980–2000) was prepared by Max Lock Group to mainstream and coordinate key national physical and economic development strategy in the State. To promote more even development in the State, it was proposed in the regional plan to have a hierarchy of settlements (ranks 1, 2, 3 and 4) based on functions, size , and an evaluation of their future potential (see table 52). The plan recognized Bida, Kontagora, Minna (the State capital) and Suleja as the main cities and a master plan was prepared for each of them, with a special focus on land use, transport and utilities (water supply, waste management and electricity).

TABLE 52 Proposed hierarchy of settlements (centres)

Rank	Population	Location	Designation	Coverage
Rank 1 (Prominent town)	300,000	Minna	Major administrative centre to include Maikunkele and Chanchaga	100 km
Primary centres	100,000 – 200,000	Bida	Major agriculture centre to include Badeggi	
		Kontagora	Major agriculture centre	
		Suleja	Special care area for FCT to include Diko	
Rank 2	50,000 – 100,000	Agaje, Kagara, Kuta, Kutigi, Lapai, Mokwa, Rijau	Designated urban centres	50 km

Rank	Population	Location	Designation	Coverage
Rank 3	5000 – 20,000	Alawa, Doko, Dukku, Gulu, Ibeto, Izom, Kafin-Koro, Katcha, Lemu, New Kainji, Paiko, Pandogari, Ukata, Wushishi	Strategic towns	30km
		Auna	Agric centre transport head	
		Gwada	Railway station and new major road exchange point	
		Jebba (Gana)	Major river crossing point	
		Baro	Rail river exchange point	
		Tegina	Major road junction	
		Zungeru	Rail station and major river crossing point	
Rank 4	1,000 – 5,000	Adunu, Eban, Faje, Galadima Kogo, Gijiwa, Gini, Gumna, Kabji, Koton-Koro, Kumbashi, Kushaka, Kusheriki, Kwakwuti, Manta, Maikunkele and Uregu	Marketing centres	
		Badeggi, Behi, Bokani, Gumi, Kataeregi, Kutiwerigi, Sarkin Pawa and Shiroro	Strategic points (railway, bridge crossing)	

Source: Niger State Regional Plan (1979).

It was observed that before the expiration of these physical development plans (both the masterplans and the Regional Plan), its implementation was very weak. This was attributed to the general absence of appropriate implementing institutions and, where they did exist, the institutions lacked capacity to implement the plans. The poor implementation of physical development plans in these cities has created an array of development challenges such as poor access to improved water and sanitation, inefficient waste management, high rates of unemployment/underemployment and poverty, inadequate and lack of affordable housing, slums proliferation, urban sprawl, natural disasters (flooding, fire disaster), ineffective urban management, climate change and unsustainable use and consumption of natural capital.

To channel development further to every part of the State, the State Government declared all local government headquarters as urban centres; these included the existing centres which had no development blueprint for urban management. The operational scope of urban management institutions is only limited to the main cities (Bida, Kontagora, Minna and Suleja). Similarly, to reshape the urban fabric in main cities, foster local economic development, increase investments, create jobs and reduce reliance on main cities, the government initiated the development of Minna Airport City, Baro International Port City and the Greater Baro Regional Plan (see table 53).

TABLE 53 Category of urban centres in Niger State

Urban centre	Location	Development blueprint
Main cities	Minna, Bida, Suleja, Kontagora and New Bussa.	Expired
Local government headquarter	Agaie, Agwara, Enagi, Gawu-Babangida, Lemu, Katcha, Lapai, Kagara, Kuta, Kutigi, Nasko, Bangi, Mashegu, Mokwa, Paiko, Rijau, Sabon Wuse, Sarkin-Pawa, Wushishi	Nil
Economic zone	Baro	At the conception stage

Source: Niger State Regional Plan; Ministry of Land and Housing.

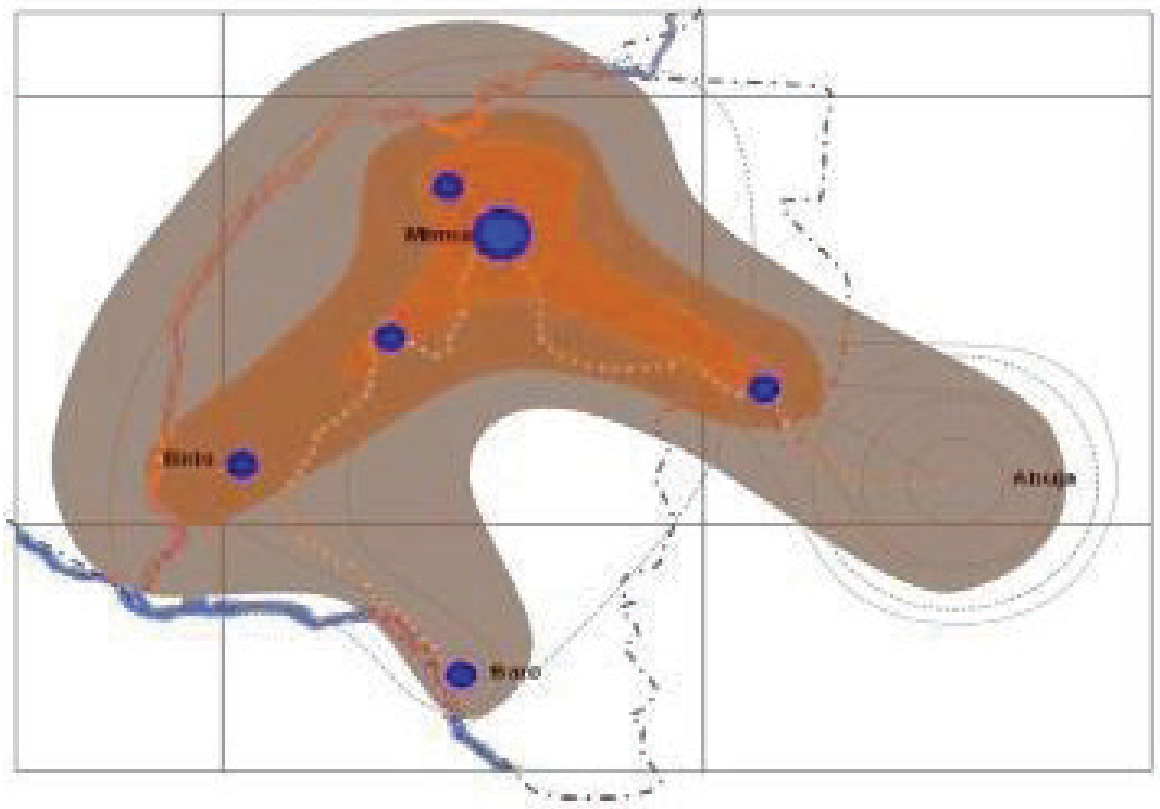
1. Minna Airport City

Minna Airport City (Aerotropolis) was conceived and prepared in 2014 as an urban regeneration project and economic transformation strategy to rapidly improve the Niger State economy and pave the way for social transformation in the State and Nigeria at large. The vision of the project was to make Niger State one of the top three States contributing to the country's economy by 2020 (Vision 3: 2020). The project was to target an area of 42 km x 42 km to expand from Suleja (Niger-East) to Bida (Niger-West) with Minna as the capital city at the epicentre. See figures 14–19.

FIGURE 14 Minna Airport City Master Plan

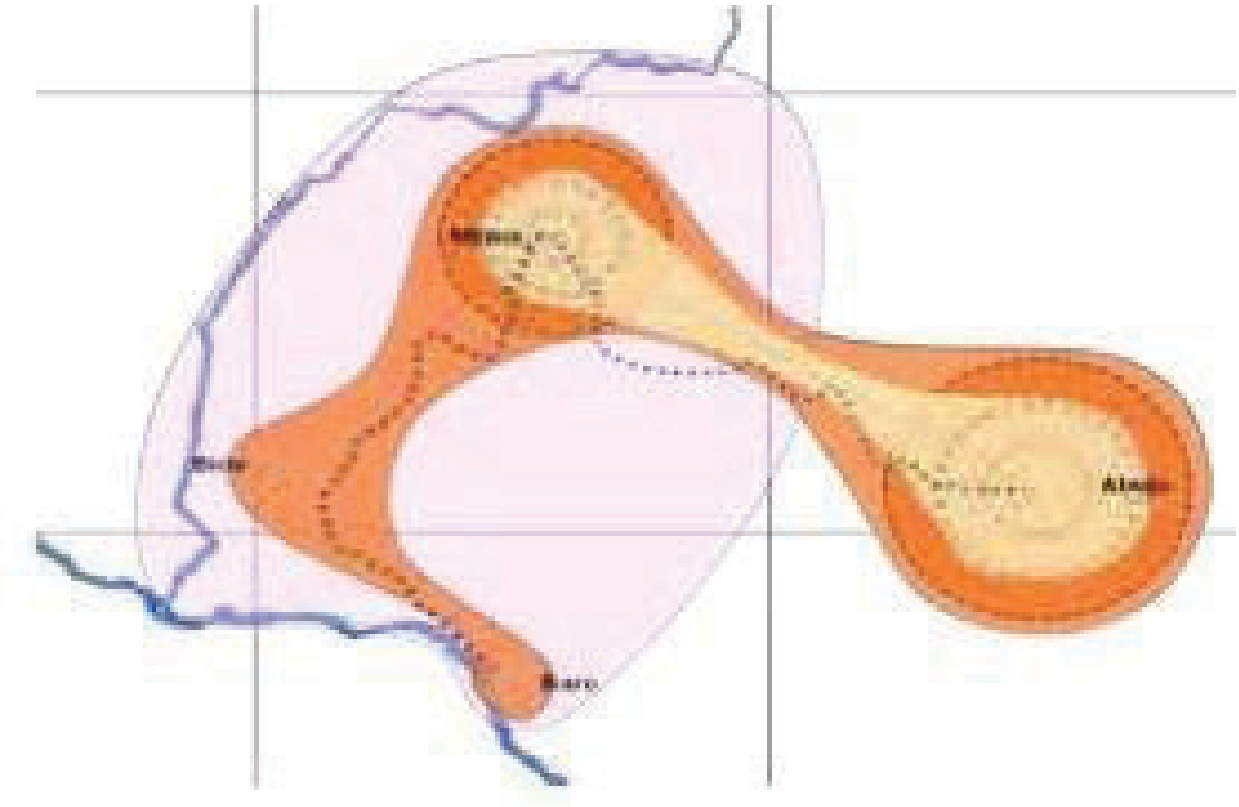
Source: www.sheppardrobson.com/architecture/view/minna-airport-city.

FIGURE 15 Minna Airport City (nodes of economic benefit)



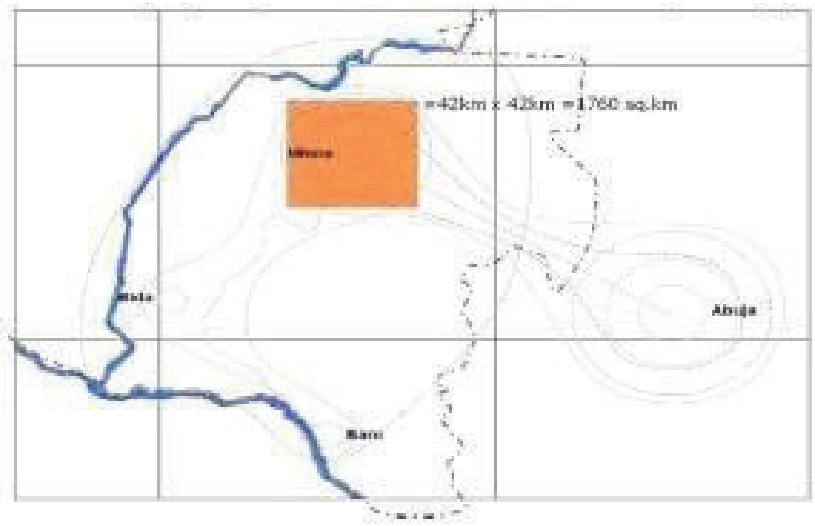
Source: Niger State Vision 20:2020.

FIGURE 16 Minna Airport City (further zone of change)



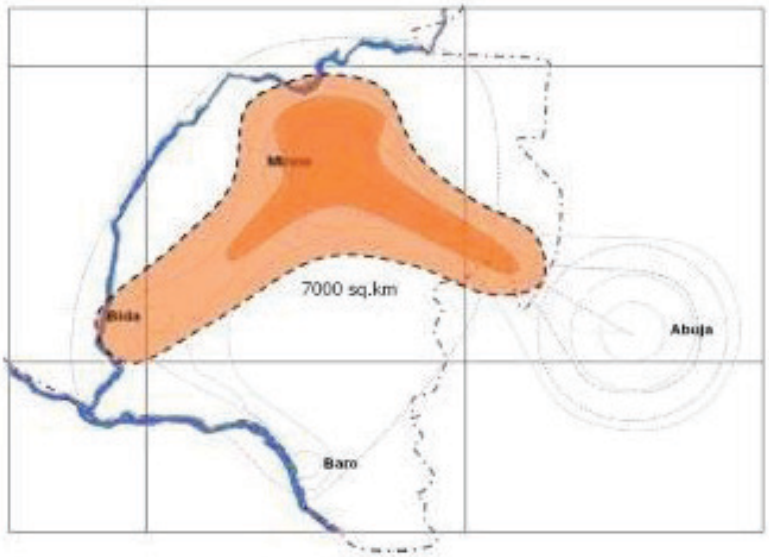
Source: Niger State Vision 20:2020.

FIGURE 17 Minna Airport City (public-private-partnership area of control – six years)



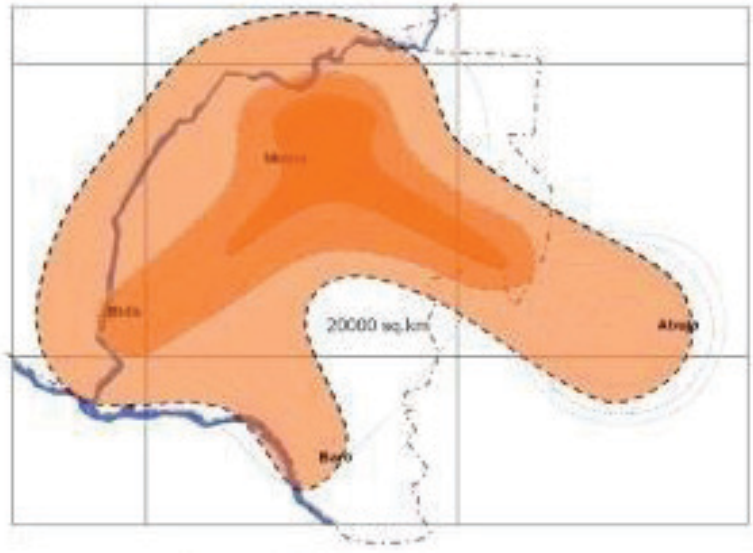
Source: Niger State Vision 20:2020.

FIGURE 18 Minna Airport City (area of influence -12 years)



Source: Niger State Vision 20:2020.

FIGURE 19 Minna Airport City (area of influence – 18 years)



Source: Niger State Vision 20:2020.

This development, which was going to cost an estimated $600 USD million, was envisaged to stimulate the following: new investment and economic activities in diverse sectors in the State; beneficial impacts on economic growth, employment, living standards and the overall wellbeing of the city and Niger State; a long-term, sustainable change in the economy, the people, market opportunities and future stability of Niger State; and it was also expected to have an economic influence on other cities such as Baro, Bida, Kontagora and Suleja. However, due to lack of financial resources, the project has been abandoned.

2. Baro international port city and Greater Baro Regional Plan

To further harness the rich economic potential and create a globally competitive, socially inclusive, self-sustaining and resilient city, the Niger State Government recently commissioned the preparation of Baro International Port city and Greater Baro Regional Plan. This project is expected to enhance the GDP of the State and Nigeria at large and it is anticipated that national and foreign investors and investment, including foreign direct investment, will increase in the State, eliminate the chances of unplanned and uncontrolled development on the fringes of the Port City, and confront the challenges of climate change and urbanization.

Policy issues and directions

Demographic growth and urban expansion is increasing in towns and intermediate cities in Niger State. These cities and towns require integrated development planning and resilient infrastructure for a competitive economy and sustainable urbanization. To harness urbanization's potential for transformative and sustainable development in Niger State, a state urban policy should promote planning, management and provision of infrastructures and services in towns and cities where most urban growth is expected to take place.

H. Other issues of strategic importance

1. Governance

Good governance is the key to the continuous existence of any human settlement. In many instances it determines the level of wellbeing of the citizenry, resources, (natural, economic and social management / allocation) and the level of infrastructural development. It also dictates the growth pattern of settlements as governments have always been the core promoter or initiator of all forms of physical development.

Governance structure in Niger State

Governance in Niger State is structured in three dimensions (horizontal, vertical and traditional institutions). Vertical pattern of governance is in three tiers: federal, state and local. At the top level, the federal Government through its institutions implements development programmes across the federation. At the state level, the executive council – which is the Government of Niger State – is responsible for overseeing all state-wide issues, most importantly the development and provision of services across the State. The state commissioners collectively form the Niger State Executive Council headed by the State governor, while at local level, governance has been administered by an executive chairman, with a vice chairman and councillors for local economic planning and development, which cut across health services, land use, control and regulation of advertisements, small business markets, public conveniences, social welfare, sewage and refuse

disposal, registration of births, deaths, marriages, primary, adult, vocational education etc. The horizontal pattern of governance comprises of the interrelated activities carried out in all ministries, parastatals and agencies to deliver public goods.

Also, traditional institutions in Niger State have long played an important role in effective grassroots mobilization and sensitization. Presently (in 2019), there are eight emirates ruled by First Class Emirs who together constitute the Emirate Council. Each local government area is subdivided into districts and the districts further subdivided into wards/ villages. Each district is supervised by a district head appointed by the Government.

Governance assessment in Niger State

In Niger State, urban governance structure is very weak and continues to be an obstacle to achieving inclusive, safe, resilient and sustainable urban and territorial development. Most institutions responsible for urban management and provision of public goods and services (including municipal governments) in Niger State are unable to perform their statutory functions optimally.

Similarly, a lack of technical coordination and synergy among government institutions – i.e. the ministries, departments and agencies (both horizontal and vertical level) as well as other service and utility providers (such as power, water, waste management etc) have not only made the State incapable of harnessing opportunities of urbanization for long-term sustainable urban development, but they have also hindered economic growth in the State.

Furthermore, the incomplete decentralization of governance has heightened tensions at subnational and local levels, thus compromising the delivery of sustainable urban development.

In the framework of Local Agenda 21 and Habitat II,[1] since the 1990s, civil society and local governments have been mobilized to become key stakeholders in urban development and service delivery.

Though Nigeria adopted a constitution and statutes that provide for decentralized local governance, the evidence shows that in practice there is incomplete decentralization at the state level versus decentralization to local authorities.

For instance, despite the clear functions of municipal government as stated in the Constitution of Nigeria (1999) and Nigerian Urban and Regional Planning Law Decree 88 of 1992, hitherto the municipal governments in Niger State have neither autonomy to mobilize revenue/direct access to fund to provide urban infrastructure and other facilities nor have they authority to prepare and implement physical development plans (town plan, rural plan, subject plan) or control physical development within their area of jurisdiction.

1 **Local Agenda 21** is an action plan for sustainable development that emerged from the United Nations Conference on Environment and Development (UNCED), commonly known as the Earth Summit, held in Rio de Janeiro in 1992. The plan encourages local governments to create their own local versions of Agenda 21, a comprehensive blueprint for global action to promote sustainable development in the 21st century.

Habitat II was the second United Nations Conference on Human Settlements, held in Istanbul, Turkey, in 1996 aimed to address the challenges of urbanization and promote sustainable urban development.

2. Climate change and city resilience

One of the critical issues affecting resilient and sustainable development in Niger State is the vulnerability to climate change which is evident through a wide range of problems associated with urbanization. Urbanization, if well managed, is a development mechanism which presents opportunities for strengthening city resilience (World Bank, 2016). In 2019, Niger State was severely impacted by series of disasters which not only threatened livelihoods and human security, but also resulted in the spread of infectious and water-borne communicable diseases, undermined development gains, and damaged infrastructures, among other things. This section contains a detailed discussion on the main hazards and their spatial distribution in Niger State, the causal factors of climate change, and environmental disasters and their impact.

Main hazards and spatial distribution

The main hazard recurrently experienced in Niger State is flooding. Flooding is the result of an overflow of a body of water over land, extreme hydrological events or an unusual presence of water on land to a depth which affects normal activities (Olajuyigbe et al, 2012). It also occurs due to a combination of meteorological and hydrological extremes and the activities of people on drainage basins (Adeaga, 2008). Other disasters experienced in the State have included fires, heatwaves, and soil and gully erosion. The spatial distribution of flooding across Niger State is listed in the box below:

Hazard	Geographical area
Floods	Urban areas with poor or no drainage system; settlements located in low-lying river flood plains: Agaie, Bida, Borgu, Bosso, Chanchaga, Edati,Gbako, Katcha, Kontagora, Lapai, Lavun, , Minna, Mokwa, Munya, Shiroro, Suleja and Wushishi.

Source: Niger State Ministry of Environment.

Urban development pattern: Non-compliance with physical planning regulations and haphazard physical development in the State – mostly in fragile/ecological zones – is another cause of environmental disasters.

» *Developments encroaching on flood plain (ecological area) in Minna*

©UN-Habitat/Emmanuel Adeleke (2019).

Lack of infrastructure: Lack of infrastructure such as stormwater drains, urban drainage systems and bridges, and a lack of continuous upgrading and maintenance of drainage where it exists is another major factor contributing to environmental disasters.

Anthropogenic activities: The complexity of anthropogenic activities has undoubtedly contributed to the reoccurrence of disaster and consequently poses threat to life and livelihood of Nigerlites. Among the disasters caused by human activity in the State are land-use patterns, haphazard development, deforestation, indiscriminate dumping of waste in drainage channels, sand mining, and uncontrolled urbanization, among others.

» *Indiscriminate dumping of waste in a drainage channel (Gwari Market – Minna).*

Climatology: Environmental disaster also occurs because of the effects of the climate, usually in the form of excessive and prolonged rainfall. For instance, in 2017, heavy rains which lasted for about five hours resulted in floods in different part of the State, in particular in Suleja and Tafa LGAs where 11 people were reported to have died.

Impact of climate change and environmental disaster

In Niger State, disaster loss is on the rise, with grave consequences for the survival, dignity and livelihood of individuals, in particular the poor, and hard-won development gains. This trend is compounded by increasing vulnerabilities related to unplanned urbanization, uncoordinated physical and urban development, in particular in ecological zones, environmental degradation and climate variability. The impacts of climate change and environmental disaster are as follows:

Economic loss: Disasters have resulted in the destruction of public utilities and infrastructures, and loss of livelihoods (e.g. farmlands). Damage to public infrastructure such as roads, bridges, buildings, is the most immediate evident effect of flooding and the resultant effect of the damage includes breakdown of economic linkages, loss of income and business, and delays in transport of goods.

» *Collapsed Okada Road as a result of flooding (Minna)*

Environmental impact: Some of the environmental impacts of climate change and flooding in Niger State include land degradation, heatwaves, gully soil erosion, pollution, coastal degradation and desertification. Social impact: One of the impacts of climate change and environmental disaster is the loss of lives and displacement of people.

An assessment of the flood impact in the Nigerian Annual Abstract of Statistics (2016) showed that in Niger State, a total of 14 LGAs, 213 communities and 651,325 people were affected by flooding, which further resulted in the displacement of 148,128 people and the destruction of 65,587 houses. See table 54.

TABLE 54 Spatial effect of flooding in Niger State

S/No	LGA	Number of deaths	Number injured	Total number of victims
1	Mokwa	29	7	41,347
2	Lavun	2	5	21,274
3	Edati		2	11,321
4	Chanchaga	3	9	1,750
5	Shiroro		3	31,812
6	Borgu	4	5	37,282
7	Bida			2,127
8	Bosso	9		14,350
9	Munya		4	27,327
10	Wushishi	1	5	8,280
11	Kontagora	1	3	5,187
12	Katcha	0	3	7,400
13	Lapai	2	7	36,450
14	Agaie	0	0	2,221

Source: Niger State Ministry of Environment.

Vulnerability to environmental disaster and climate change

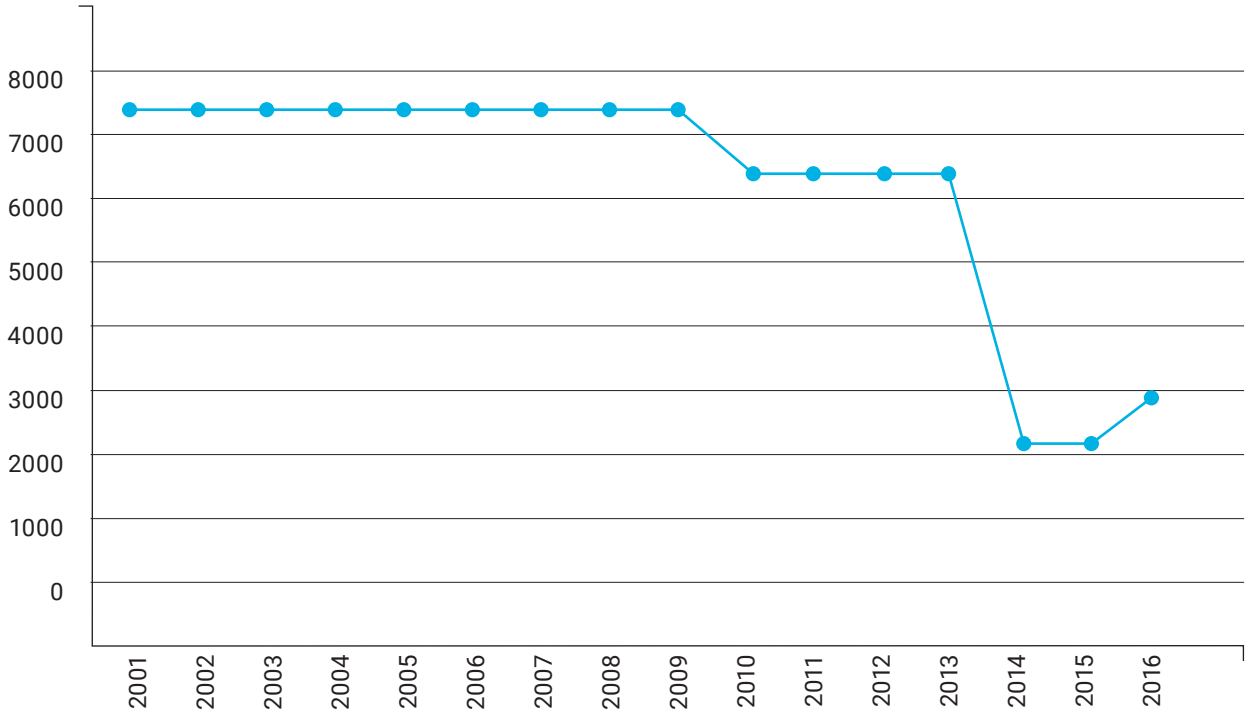
A study by Ikusemoran, Kolawole and Adegoke (2014) on flood vulnerability assessment in Niger State (see table 55) revealed that out of the 25 LGAs in the State, 8 were highly vulnerable to flood disaster (Agaei, Bida, Edati, Gbako, Katcha, Lapai, Mokwa and Wushishi); 6 were considered to be vulnerable (Agwara, Borgu, Bosso, Lavun, Magama and Mashegu) while the remaining LGAs were free from flood disaster considering the terrain factor

TABLE 55 Flood vulnerability of the terrain in each Niger State local government area

S/N	LGA	Percentage of land highly vulnerable to flood	Percentage of land vulnerable to flood	Percentage of land marginally vulnerable to flood	Percentage of land not vulnerable
1	Agaie	90.06	9.78	0.16	-
2	Agwara	22.80	76.90	0.30	-
3	Bida	93.25	6.20	0.55	-
4	Borgu	11.02	50.40	38.56	0.03
5	Bosso	18.42	50.29	31.05	0.23
6	Chanchaga	-	75.58	24.24	0.18
7	Edati	64.09	28.70	7.21	-
8	Gbako	95.22	4.58	0.20	-
9	Gurara	-	19.87	28.25	51.88
10	Katcha	95.97	4.03	-	-
11	Kontagora	-	8.00	85.87	6.12
12	Lapai	62.98	33.72	2.87	0.42
13	Lavun	43.09	55.43	1.45	-
14	Magama	7.35	44.86	47.61	0.18
15	Marga	-	11.60	38.04	50.36
16	Mashegu	15.28	55.18	29.51	0.03
17	Munya	-	0.002	18.49	81.63
18	Mokwa	70.02	28.79	1.18	-
19	Paikoro	0.61	26.64	31.00	41.75
20	Rafi	3.72	42.77	37.73	15.78
21	Rijau	-	27.00	71.11	1.89
22	Shiroro	1.24	18.56	41.94	38.26
23	Suleja	-	12.92	20.69	66.40
24	Tafa	-	-	-	100
25	Wushishi	83.23	16.50	0.28	-
	TOTAL	24.94	33.49	28.55	13.01

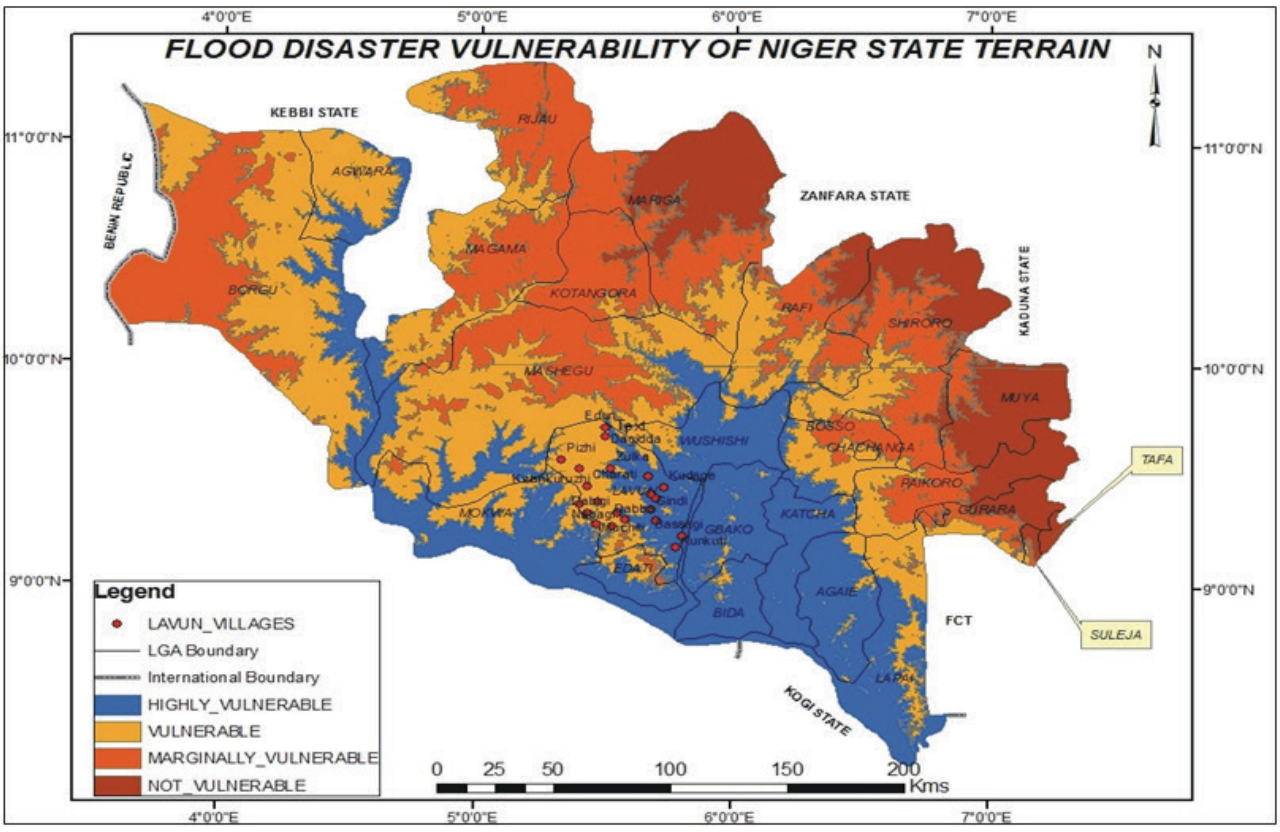
Source: Ikusemoran, Kolawole and Adegoke, (2014).

TABLE 56 Forest reserved area 2009 – 2016 (hectares)



Adapted from Niger State Bureau of Statistics (2017a).

FIGURE 20 Flood disaster vulnerability of Niger State terrain



Source: Ikusemoran, Kolawole, and Adegoke, (2014).

3. Urban – rural linkages

Despite the disparity in the global urban and rural population, evidence from all over the world has shown that there is an interaction between urban and rural areas which is an important element of the livelihood strategies of both urban and rural households, either in the form of flows of products, goods and services, people (migration), information and money, or in the form of income diversification such as urban agriculture and non-farm rural employment (Tacoli, 2002). However, urban and rural development are usually considered in isolation while the intrinsic linkage between them is less considered or is reduced to only market linkages. Although market linkages play a substantial role in this scenario, the urban–rural linkage is beyond a linear interaction as it encompasses many complex interactions and processes.

In Niger State, despite the symbiotic relationship between the urban and rural areas, there is a disparity in the quality of life between urban and rural households. This could be attributed to a lack of strong linkages between urban and rural systems which emanated from uncoordinated development strategies between the two systems; the resultant effect of this is not only evident in the prevalence of rural poverty and high rate of mortality there but also in food insecurity, declining returns on agriculture for rural farmers, rural-urban migration, and inadequate infrastructure and basic services among others.

According to a Niger State Bureau of Statistics Report (2014), about 77.7 per cent of rural dwellers were estimated to be poor; over 40 per cent of the sampled buildings in rural areas had no access to electricity; 27.9 per cent had no sanitation facilities; 61.4 per cent disposed of waste in an open dump, and the literacy rate in rural areas of Niger State was 38.5 per cent. Also, the influx of people from different parts of rural areas to urban centres in search of employment opportunities and welfare not only created huge pressure on the already fragile urban infrastructure and social services but also exacerbated the urban unemployment problem, the number of people living in urban slums, and contributed to the ever-increasing environmental pollution and degradation in many parts of the State. Against this background – in particular under the current situation of declining returns from agriculture for rural farmers and inadequate infrastructure and basic services – strengthening urban-rural linkages in Niger State through the framework of a state urban policy is of great importance as this would contribute to more equitable development and would play an increasingly significant role in local economies and in the livelihoods of rural residents.

There is an ongoing effort to bridge the development gaps between urban and rural areas in the State that is evident in the infrastructure development with the implementation of the Rural Access and Mobility Project in collaboration with the World Bank and French Development Agency. The objectives of the project are to improve agricultural productivity and value chains, improve the income and competitiveness of small-family farmers in rural areas, connect rural communities and farms to local agricultural markets to enhance agricultural productivity and to promote non-farm employment and income-generating activities that are demand-driven. Some of the major achievements of this project are the following:

- Construction/rehabilitation of 176 km of rural roads comprising of seven roads in eight local government areas completed)
- Construction / rehabilitation of 403 km rural roads in 15 LGAs (completed)
- Construction / rehabilitation of 20 River Crossings in 15 LGAs (completed)
- Construction / rehabilitation 118 km rural roads to provide access to the constructed 20 river crossings (completed)

Evidently, the RAMP project has had a positive impact on employment, access to services, rural income, transport, farm output and agriculture value chains, in particular in rural areas. Some specific impacts recorded are:

- Increase in traffic volume from rural areas to urban areas by 30 per cent
- Increase in farm size in the intervention areas by about 15 per cent
- Reduction in post-harvest loss by about 30 per cent in the intervention areas
- Reduction in travel cost compared by about 20 per cent
- Reduction in maternal deaths by about 60 per cent in the intervention area
- Creation of 638 permanent jobs within the communities along the roads

Before

After

» *Auna Tungan Jika –Shafini Road - 36.6 km in Magama LGA*
Source: Niger State Rural Access and Mobility Project.

4. Security and urban safety

The issue of security and urban safety is a major global concern. Continents, countries and regions around the world are battling with domestic and or international security threats ranging from terrorism, communal conflict, epidemics and natural disasters, among other things. At present, Niger State is experiencing security and safety challenges in its towns and cities ranging from murder, kidnapping, armed robbery, theft and cattle rustling (see table 57). A noteworthy type of security challenge in Niger State is the increasing rate of bandit attacks (see table 58).

TABLE 57 Types of crime committed in Niger State (2013-2016)

Type of crime	2013	2014	2015	2016
Murder	109	170	129	204
Kidnapping	2	5	9	112
Armed robbery	60	136	131	156
Theft	1118	752	422	977
Cattle rustling	0	0	74	22

Adapted from NSBS (2017a).

TABLE 58 Bandit attacks in Niger State (2019–2020)

Date	Location	Affected community / village	Number of people killed	Number of people displaced
June 2019	Shiroro LGA	(Ajatayi, Gwassa, Barden Dawaki, Alewa and Sarkin Pawa)	> 40	> 2000
October 2019	Shiroro LGA	Gyaramiya, Bataron Jatau and Bataron Waziri		> 1200
September 2019	Rafi LGA	Rafin-wayam, Rafin-kwakwa and Gidan Dogo-Gurgu villages		
November 2019	Kagara LGA	Kukoki	13	
December 2019	Shiroro LGA	Kaure, Kwaki Ward	8	
January 2020	Shiroro	Kudodo Nakpala, and Gulapai	1	
April 2020	Shiroro LGA	Manta	5 killed 5 injured	600
March 2020	Shiroro LGA	Galkogo forest	29 killed	
September 2020	Rijau LGA	Dukku	17 killed	
September 2020	Rafi LGA	Kagara	6 killed 8 injured 11 kidnapped	

» *Internally displaced persons at Sarkin Pawa Munya LGA.*

Source: Niger State Emergency Management Agency.

» *Internally displaced persons at Kuta Shiroro LGA.*

Source: Niger State Emergency Management Agency.

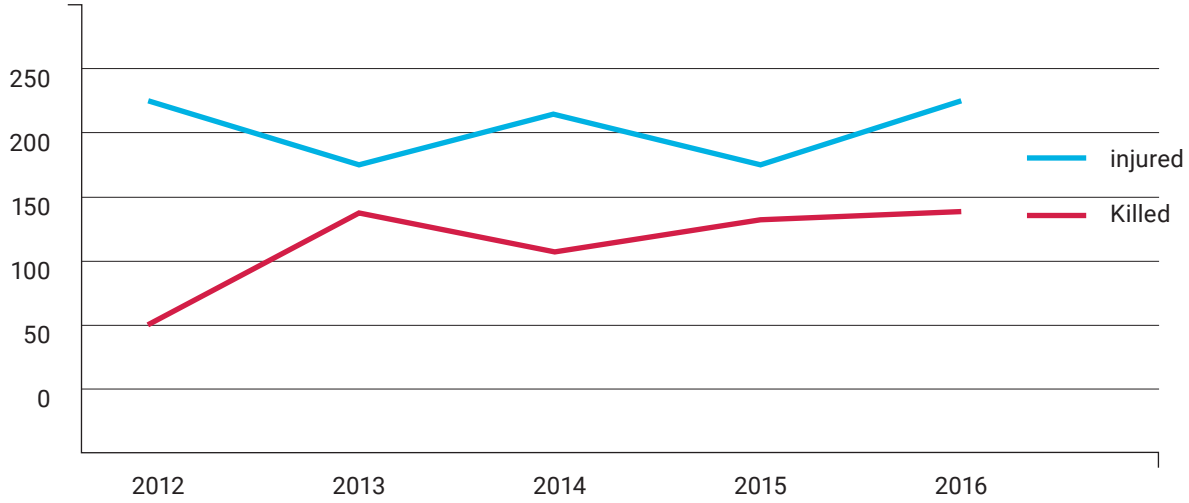
During a stakeholders' engagement in Niger State in December 2019 on the formulation of the state urban policy, it was revealed that the causal factors of security and safety issues in the State included poverty, improper management of Almajeri children, drug addiction among young people, increasing rate of urbanization, the inability of the traditional rulers to keep track of visitors in their domain, the availability of mineral resources (especially gold), non-accessibility of the roads, presence of economic goods and animal with significant monetary value, unemployment, drug abuse, corruption, lack of proactive security strategies, no or inadequate community policing, inadequate security coverage, inadequate and ill-equipped security personnel.

According to a 2017 report by the Niger State Bureau of Statistics, an average of 100 people were killed in road traffic accidents each year and 180 people were injured in road accidents. Other security challenges in the State included armed robbery, cattle rustling, kidnapping and manslaughter.

The impact of security and safety issues in Niger State includes the loss of lives and property, a reduction in the rate of investment and labour productivity, an increased poverty rate, internal displacement of people, disruption of economic activities, post-traumatic stress disorder and increased depression experienced by victims of bandit attacks, and increased spending on public security, especially surveillance, emergency planning and post disaster management. Increased spending diverts scarce resources away from productive investment in areas designed to promote growth, in poverty eradication and sustainable urban development.

To change the present narratives on security and safety challenges in the State, there is an urgent need for a policy framework (a state urban policy) as this will help to achieve a safe, socially inclusive and secure environment to live and work, and will enhance participation in urban life without fear of violence and intimidation, in particular for women, children, young people and people with disabilities.

FIGURE 21 Road accident victims in Niger State (2012–2016)



Adapted from NSBS 2017.

5. Transportation and mobility

Transportation is one of the core elements in any land-use development pattern as it forms a fundamental part of settlement development needed to open up regions and provide access to natural resources. Transport routes are also the veins and arteries of urban areas, linking social and functional zones. Ali, (2010) sees transportation as an important element for the survival of modern society and without it there would be no life in the city; it is an essential service in urban centres, which enables people, businesses and other organizations to carry out their activities. However, despite the huge potential of agriculture for economic growth and shared prosperity in the State, poor connectivity within and between urban centres impedes economic growth.

Virtually all the urban centres in the State are connected by road but few towns and cities are connected by rail. At present, there is 358 km of railway line connecting different towns: Baro–Badeggi–Minna; Jebba–Mokwa–Zungeru–Minna, with little or no train services. The poor condition of the road in most areas means increased travel times, road accidents, loss of lives, loss of business, economic loss and wear and tear on vehicles. For instance, due to poor connectivity, the travel time from Minna to Suleja (102.3 km) is two hours rather than one hour and twenty minutes if the road was good; Minna to Bida (89.4 km) is now 2 hours and 15 minutes rather than 1 hour; Minna to Kontagora (197.1 km) is now 3 hours and 10 minutes rather than 2 hours and 30 minutes. These urban centres are connected by single-carriageway roads and are not served by frequent train services.

Though there is an ongoing improvement in road networks linking different rural areas to towns and urban centres, there are still several challenges; a key one of these is a lack of integration between roads, rail and airports.

» *Minna – Suleja Road.*
© UN-Habitat/Emmanuel Adeleke (2020).

There are there major inter/intra city modes of transport in Minna centre.

- **Motorcycle (okada)**: A prominent means of public transport is the motorcycle popularly referred to as an 'okada'. An okada is very manoeuvrable and riders will always go where people want, irrespective of availability or lack of vehicular access. It is the fastest and one of the most popular choices to travel within and sometimes between each of the LGAs in Minna centre
- **Three-wheeler:** Another major means of intra city modal of travel in Minna centre is tricycle commonly referred to as a 'keke napep'. Its flexibility makes it suitable for almost all roads to move goods and people.
- **Conventional buses and private cars:** Commercial private cars and conventional buses are a major modal choice of travel between LGAs in Minna centre and other urban centres in the State. With huge shortcomings of conventional buses of Niger State Transport Authority, the use of commercial cars and minivans as a mode of transport by informal transport operators has also contributed immensely to the mass movement of people, goods and services between LGAs in the region and other LGAs in the State.

Policy issues and direction

A Niger State urban policy needs to take advantage of the new window of opportunity created by Sustainable Development Goals 11 and 13 on climate change, and promote the adoption and implementation of disaster risk reduction and management, reduce vulnerability, build resilience and responsiveness to natural and human-made hazards, and foster mitigation and adaption to climate change. There is also a need to aggressively address weak governance systems, weak urban planning and enforcement of plans, and to promote investment not only in drainage and transport infrastructure but also in other infrastructure that support healthy, safe and resilient cities. The urban policy should also consider the adoption of community-based approaches (community policing – vigilante groups) to enhance urban safety and security.

V. Recommendations

As part of its commitment to create compact, connected, socially inclusive and self-sustaining towns and cities in Niger State, the State Government has launched the preparation of the Niger State Urban Policy based on the National Urban Development Policy 2012 with the technical support of the United Nations Human Settlement Programmes (UN-Habitat) to urgently address vital urban issues. Preparation of an urban policy for Niger State involves research, analysis, consultation and consolidation to translate political will into programmes and implementable actions towards a more prosperous urban future.

This requires a process that is government-led and inclusive, involving key stakeholders from both public and private sectors to establish a shared vision for the desired urbanization. To ensure the quality of the urban policy process, UN-Habitat suggests five phases: feasibility; diagnostic; formulation; implementation; and monitoring and evaluation. This first stage of the policy development process in Niger State covered both the feasibility and diagnostic phases. Based on the findings of the diagnostic phase, this section of the present document features policy recommendations, strategies and a roadmap for the policy development (formulation phase).

FIGURE 22 National urban policy circle

Source: UN-Habitat (2015). National urban policy framework for a rapid diagnostic.

A. Policy options

Section III of the present document assessed major urban issues in Niger State and found that poor access to improved water and sanitation and waste management largely contributed to poor health condition of Nigerlites, which further exacerbated urban poverty and a reduction in labour productivity. Also, disparity and poor access to education in some areas of the State contributed highly to the low capacity of human resources leading to unemployment and job insecurity. Low economic performance in the State triggered an increase in the poverty rate which was expressed in the forms of low income and consumption, poor health and nutrition. Inefficiency in the governance system in Niger State was the leading cause of poor urban management and inadequate/disparity in delivery of infrastructure basic services which brought about unsustainable use and consumption of natural capital, with climate change effects (flooding). Similarly, lack of a physical development policy, inadequate housing, and an inflexible land tenure system triggered the growth of informal settlements in the State, mainly in major urban areas.

Evidently, all the urban issues are interconnected, thus there is a need for an enabling framework (urban policy) to address these issues urgently and maximize the transformative potential of urbanization for attaining productive, inclusive, resilient and sustainable human settlements in Niger State, as outlined in the Sustainable Development Goals (in particular Goal 11), the New Urban Agenda, the Common African Position to Habitat 3 and the African Union's Agenda 2063.

Hence, formulating a subnational urban policy for Niger State will not only provide a pathway to maximizing the transformative power of urbanization for achieving inclusive and resilient and sustainable urban and territorial development in Niger State, but will also:

- Transform Niger State into a productive and strong investment destination;
- Foster stronger horizontal and vertical linkages and creative partnerships among relevant institutions (ministries, departments and agencies) at all levels and with the private sector in tackling urban problems in the State in a coordinated manner;
- Lead to an understanding of urban growth pressures and addressing key developmental challenges across the State;
- The ability to manage urban expansion in an integrated and sustainable pattern;
- Lead to a review of the development agenda and forge a new model of urban development that integrates all facets of sustainable development to promote equity, welfare and shared prosperity in the State.

To successfully maximize the transformative potential of urbanization and transform Niger State into a region with productive, inclusive, resilient and self-sustaining towns and cities, the following have been identified as policy interventions areas:

Integrated and balanced territorial development

The current urban development strategy in the State focuses mainly on land use/land subdivision and is not an appropriate tool to address developmental issues such as unemployment, slums proliferation, urban sprawl, an informal economy and environmental sustainability.

Hence, the Niger State urban policy should promote integrated planning and sustainable urban and territorial development. This approach will be based on the following strategies:

- planned urban extensions on the principles of equitable, compactness, polycentrism, density and connectivity, as well as mixed social and economic uses of land in the State;
- the design of various priority intervention projects (low-cost housing projects, urban retrofitting and regeneration);
- strengthening the capacity of the State Government and municipal authorities to coordinate balanced development to achieve access to sustainable, affordable, adequate, resilient, and safe housing, infrastructure and services while preventing urban sprawl and reducing urban and territorial disparities.

Inclusive, productive and competitive economy

Formulating and implementing an urban policy will provide a platform to form partnerships with the State Government and the private sector and foreign investors to harness the economic development potential of the following:

- each local government,
- the vast land mass of the State which is approximately 76,000 km^2;
- the State's 12 irrigation dams for inclusive economic growth diversification, productive and competitive economy;
- industrialization and agricultural value addition;
- home-grown innovations and technology which will thereafter translate into decent job creation;
- shared prosperity, poverty reduction and economic empowerment, in particular among women, and young people.

Effective land governance

Implementing an urban policy will provide an opportunity for all Nigerlites and investors, without discrimination, equitable access to affordable, serviced land and security of tenure for all, recognizing the plurality of tenure types. The policy will:

- strengthen the management frameworks of institutions that deal with land registration and governance, applying a transparent and sustainable management and use of land, property registration, and sound financial system;
- facilitate the digitization of the land assets of the State and local governments;
- create serviced plots that facilitate the development of compact, connected and social, inclusive, mass affordable housing projects with shared communal facilities and secure tenure for all residents;
- regularize of tenure for families living in slums;
- enhance land value sharing and revenue generation through land-based and presumptive tax systems.

Urban security and safety

Formulating and implementing an urban policy in Niger State will provide an opportunity to strengthen and integrate inclusive measures for urban safety, and crime and violence prevention through deployment of smart city components (Internet of Things) such as smart streetlights and buildings.

Open data should enhance the participation of the residents in surveillance and provide more effective contributions to crime detection and prevention; engage relevant local communities and non-governmental actors, where appropriate, in developing urban strategies and initiatives, including taking into account slums and informal settlements, as well as vulnerability and cultural factors in the development of public security; and crime and violence prevention policies, including by preventing and countering the stigmatization of specific groups as posing inherently greater security threats.

Strengthening urban-rural linkages

A Niger State urban policy will bridge the development gaps between urban and rural systems thus leaving no one and no place behind. Strengthening the linkages between urban and rural systems will further improve the livelihood of urban and rural populations and enhance economic and social development, with positive outcomes on improving competitiveness; job creation; access to basic services; balanced accessibility; sustainable management and use of natural resources and land, ensuring a reliable supply food commodities and value chains that connect urban and rural supply and demand to foster equitable development across the urban-rural continuum.

Resilient infrastructure and services

Central to sustainable urban development is the provision of adequate infrastructure, housing and associated social and communal facilities. Urban infrastructure provision is capital intensive and characterized by a high capital to output ratio. The financing, management and governance of the cities must be rearranged to enable them to provide their residents with infrastructure facilities and services on a self-sustaining basis: by becoming creditworthy; by being able to develop bankable projects to be financed by private and institutional investors; and by floating bonds in the capital market. Thus an urban policy for Niger State should set the stage for adequate investments in protective, accessible and sustainable infrastructure, social and basic services such as adequate and affordable housing, transformative education, improved water and sanitation, and hygiene, sewage and solid waste management, urban drainage and stormwater management in order to improve economic productivity of businesses and individuals, improve safety against water-related disasters, health, and ensure state-wide access to safe and affordable drinking water for all; as well as access to adequate and equitable sanitation and hygiene for all Nigerlites, including the slum dwellers and the rural residents.

Sustainable transport and mobility

With a focus on the use of electric, solar power and hydrogen buses for mass and affordable transport systems between and within cities and towns, an urban policy will facilitate urban-rural interactions and connectivity between and within cities and towns in the State so as to maximize the local economic potential in different LGAs for enhanced productivity, shared prosperity, social, economic and territorial cohesion, as well as safety and environmental sustainability. An urban policy will also promote the development of efficient transport infrastructure, integrated transport systems and the use of innovative transport technologies which will further translate into

unlimited access for all Nigerlites to safe, efficient, affordable, and sustainable transport systems that boost sustainable economic growth and enable towns and cities to improve their service delivery and as well reduce the financial, environmental and public health costs of the current inefficient mobility and transport systems, air pollution and urban heat island effect.

Urban resilience, climate change mitigation and adaptation

The urban policy should integrate disaster risk reduction and climate change adaptation and mitigation considerations and measures into urban and territorial development and planning processes in the State, giving consideration to greenhouse gas emissions, resilience-based and climate-effective design of spaces, buildings and constructions, services and infrastructure. Effective strategies should be developed for sensitizing urban residents to adopt environmentally friendly sources of energy for cooking, thus reducing the production of greenhouses gases in the towns and cities. Efforts should also be made to promote cooperation and coordination across sectors, as well as build capacity of local authorities to develop and implement disaster risk reduction and response plans, such as risk assessments of the location of current and future public facilities; and formulate adequate contingency and evacuation procedures.

Smart city strategies

An urban policy in Niger State will integrate smart city elements, such as the Internet of Things in the development and management of the towns, cities and local government headquarters. The goal is for the cities is to provide a lifestyle and environment which is effective, efficient and enjoyable for all; to enhance the quality and performance of urban infrastructure facilities and services such as power supply, transport and utilities; reduce resource consumption; have better management of infrastructure demand by households; elimination of wastage and overall costs; and to fuel sustainable economic development, a high quality of life and effective citizen participation in their governance.

Effective urban governance and coordinated management

A Niger State urban policy will serve as a veritable instrument for good governance more importantly in the area of sound institutions and mechanisms for effective stakeholders participation (bottom-up) in decision-making processes, strong partnerships with higher and lower tiers of government and the private sector for the effective delivery of public goods and sustainable management of urban and rural systems, as well as improved transparency and accountability in the operation and administration of institutions, especially local governments, in a self-sustained manner. It will also enhance the capacity at state- and local government-level to be able to perform their constitutionally assigned functions, and have real devolution of powers to local governments.

B. Strategies for policy development and implementation

Urban policy is a sustained technical process of building the legal foundations, institutional capabilities, administrative procedures and financial instruments to pursue a development agenda which requires complex arrangements to coordinate the various actors and agencies involved, including different kinds of partnerships. The following are strategies to be adopted for the development and implementation of an urban policy in Niger State.

- **Resource mobilization:** This project will be co-funded by the Niger State Government and the Government of the Republic of Korea through the assistance of UN-Habitat.
- **Coordination:** The development of an urban policy will revolve round a series of activities and consultation sessions with government institutions (ministries, departments and agencies), development actors and stakeholders. Hence, an institutional framework such as a steering committee and technical support team will be established to coordinate and safeguard the development process of the policy
- **Stakeholders' engagement:** The development of an urban policy will interface the participation of relevant stakeholders. The participation and inclusion of Nigerlites in the entire policy process will go a long way to identifying problems, challenges and innovative solutions. Similarly, the Nigerlites' participation in the formulation of their own policies will give them a strong sense of ownership and the will to promote and implement the policies. To ensure inclusiveness, the urban policy process will involve all urban development actors as well as government ministries; agencies, boards and corporations; traditional institutions, the private sector; academia; and civil groups. Also, the most vulnerable groups (such as women, young people, older people and people with disabilities) will not be left out.
- **Partnership development:** The development of an urban policy will be a joint effort between the Ministry of Land and Housing and other ministries and agencies coupled with technical support from UN-Habitat.
- **Communication and information strategies:** To ensure the free flow of information, smooth policy development process and successful implementation, an effective communication- and information-sharing channel will be established, in particular through periodic meetings (technical/town hall meetings), capacity building, stakeholders' forums, fliers, urban forums and the use of electronic channels (email, television and social media platforms).
- Monitoring and evaluation will be carried out to review the effectiveness of the policy gains made and the shortcomings of the policy development and implementation process, while lessons learned from an evaluation of outcomes and of process can feedback into the policy cycle and promote an iterative policy design process.

C. Proposed roadmap for policy development and implementation

To maximize transformative potentials of urbanisation to attain productive, inclusive and resilient and sustainable human settlement in Niger State the framework to harness these potentials will be in three major stages:

Stage 1 (2018–2019) Feasibility and diagnostic (short-term).

Expected accomplishments:

1. Understand the urban context
2. Map and identify the key actors and stakeholders for consensus building
3. Identify development opportunities and challenges
4. Assess institutional capacity
5. Prepare feasibility study and feasibility policy note
6. Prepare communication and outreach strategy
7. Prepare of diagnosis report
8. Undertake stakeholders' engagement for strengthening consensus
9. Validation of diagnosis report

Stage 2 (2019): Formulation (short-term).

Expected accomplishments:

1. Define policy goals and evaluate policy options
2. Prepare State urban policy
3. Organize Niger State Urban Forum

Stage 3 (2020–2030): Implementation, monitoring and evaluation (long-term).

Expected accomplishments:

1. Undertake implementation analysis of the legislative and administrative landscapes
2. Develop implementation plan (including timeline, delegating roles and responsibilities)
3. Facilitate the decentralization and devolution of financial and governance power to ensure capacity of the local governments in implementing the policy
4. Streamline monitoring and evaluation in the policy
5. Ensure monitoring and evaluation exists throughout the policy process
6. Clarify the difference between evaluating outcome and process
7. Consider how policy evaluation can lead to institutional learning

Other, complementary activities for the policy development process are as follows:

Consensus building and capacity development

To have a successful, comprehensive and implementable urban policy, there is a need for the extensive inclusion of stakeholders in the policy development process as this will avail them the opportunity to understand, design and frame policies; endorse and own urban policies; implement urban policies; monitor and evaluate urban policies; and improve the management of urban systems. Key events for capacity and consensus building in the preparation process of an urban policy in Niger State should include:

- **Consultation forums with relevant urban stakeholders:** These will be carried out at every stage of the policy development process. The first consultation will be at the start of the process by launching the formulation phase. The second consultation will take place at the end of the diagnostic phase to validate the diagnostic paper, and the third consultation will be at the end of the process to validate the final draft of the policy.
- **Organize thematic and sectoral workshops/seminars** for training, debate and dialogue during the preparation and formulation process of the policy, to enhance the capacity of urban actors and consult horizontally and vertically to draft policy that reflects the reality and people's expectations. Media (e.g. television, radio and social media) attention could be attracted throughout the process to raise public awareness, participation and support.

Institutional setups

The development of the urban policy will be an inclusive process revolving around a series of activities and consultation sessions with the development actors and stakeholders. Proposed institutional instruments that will navigate and safeguard the development process are as follows:

- **Establish a steering committee:** This institutional instrument will be put in place to give not only strategic direction and political support throughout the policy development process but also to assist in achieving much-desired collaboration, coordination, coherence and networking for maximum resources use and impact. The steering committee could be chaired by the secretary to the Niger State Government and include the permanent secretaries of other relevant ministries, general managers of relevant agencies as well as representatives of urban stakeholders from various areas to safeguard its participatory nature. For effective communication and decision-making during the policy development process, the steering committee could meet at least three times during the diagnosis phase and formulation phase (before Statewide Urban Forum 2).

- **Establish a technical support team:** The technical support team will be established with the responsibility of mapping and identifying key actors and stakeholders to be sought and involved in the urban policy process, identify the main priorities, opportunities and challenges for the development of an urban policy, assist in data collection, review relevant documents and sectoral policies, provide policy recommendations for the policy development, and assist in drafting the urban policy. The team will be coordinated by the Permanent Secretary of the Niger State Ministry of Lands and Housing and supported by the project manager, while the composition of the team will include qualified professionals and experts from relevant ministries, departments and agencies.
- **Set-up a thematic workgroup:** A group of experts (workgroup) will be set up to address some specific issues to be integrated into the urban policy.

VI. Conclusions and next steps

One of the core principles of a national urban policy is to ensure that the policy framework is evidence based. To develop an evidence-based urban development policy for Niger State, the need to understand fundamental development challenges and their causal factors is a priority. Hence this Niger State Urban Policy Diagnostic Report examined critical issues and challenges as well as opportunities for sustainable urbanization in the State. The diagnostic focused on drivers and trends of urbanization, urban legislations and regulations, urban planning, housing, infrastructure and basic services, urban economy and municipal finance, system of cities and other issues of strategic importance.

Through research and a series of technical sessions and public consultation, ten priority areas were identified as an entry point to reversing the debilitating outcomes of unplanned urbanization and maximizing transformative potentials of urbanization in the Niger state. These priority areas include integrated and balanced territorial development, productive and competitive economies, effective land governance, urban security and safety, strengthening urban-rural linkages, smart cities, resilient infrastructure and services, sustainable transport and mobility, urban resilience, climate change mitigation and adaptation, effective urban governance, and coordinated management.

All the priority areas are at the intersection of the environmental, social and economic objectives and issues pertaining to the pillars of sustainable urbanization; thus the formulation of an urban policy for Niger State will be based on these 10 priority areas.

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VIII. Appendices

Annex I: Forest reserves by local government area, 2001 – 2016 (hectares)

S/N	LGA	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
1	Agaie	141.90	141.90	141.90	141.90	141.90	141.9	141.90	141.9	141.9	141.9	141.9	141.9	141.9	141.95	141.95	141.95
2	Agwara	-	-	-	-	-	-	-	-	-	-	-	-	-	0	0	0
3	Bida	37.70	37.70	37.70	37.70	37.70	37.7	37.70	37.7	37.7	31.7	31.7	31.7	31.7	0	0	671.67
4	Borgu	378.66	378.66	378.66	378.66	378.66	378.66	378.66	378.66	378.66	378.7	378.7	378.7	378.7	0	0	0
5	Bosso	431.10	431.10	431.10	431.10	431.10	431.1	431.10	431.1	431.1	396.1	396.1	396.1	396.1	49.37	49.37	49.37
6	Chanchaga	441.60	441.60	441.60	441.60	441.60	441.6	441.60	441.6	441.6	Dereserved	Dereserved	Dereserved	Dereserved	0	0	0
7	Edati	1.01	1.01	1.01	1.01	1.01	1.01	1.01	1.01	1.01	1.0	1.0	1.0	1.0	0	0	8.84
8	Gbako	293.40	293.40	293.40	293.40	293.40	293.4	293.40	293.4	293.4	293.4	293.4	293.4	293.4	83.37	83.37	83.37
9	Gurara	858.20	858.20	858.20	858.20	858.20	858.2	858.20	858.2	858.2	858.2	858.2	858.2	858.2	92.11	92.11	92.11
10	Katcha	-	-	-	-	-	-	-	-	-	10.8	10.8	10.8	10.8	0	0	0
11	Kontagora	130.01	130.01	130.01	130.01	130.01	130.01	130.01	130.01	130.01	130.0	130.0	130.0	130.0	13.01	13.01	13.01
12	Lapai	280.80	280.80	280.8	280.8	280.8	280.8	280.80	280.8	280.8	280.8	280.8	280.8	280.8	343.43	343.43	343.43
13	Lavun	100.20	100.20	100.2	100.2	100.2	100.2	100.20	100.2	100.2	100.2	100.2	100.2	100.2	426.08	426.08	426.08
14	Magama	33.50	33.50	33.5	33.5	33.5	33.5	33.5	33.5	33.5	33.5	33.5	33.5	33.5	0	0	0
15	Mariga	172.70	172.70	172.7	172.7	172.7	172.7	172.7	172.7	172.7	172.7	172.7	172.7	172.7	116.96	116.96	0
16	Mashegu	235.67	235.67	235.67	235.67	235.67	235.67	235.67	235.67	235.67	235.7	235.7	235.7	235.7	96.89	96.89	235.7
17	Mokwa	2,527.30	2,527.30	2527.3	2527.3	2527.3	2527.3	2527.3	2527.3	2527.3	2527.3	2527.3	2527.3	2527.3	152.33	152.33	152.33
18	Munya	160.00	160	160	160	160	160	160	160	160	160	160	160	160	24.09	24.09	24.09
19	Paikoro	-	-	-	-	-	-	-	-	-	33.7	33.7	33.7	33.7	27.84	27.84	27.84
20	Rafi	157.00	157	157	157	157	157	157	157	157	157	157	157	157	361.23	361.23	361.23
21	Rijau	104.90	104.9	104.9	104.9	104.9	104.9	104.9	104.9	104.9	104.9	104.9	104.9	104.9	10.49	10.49	10.49
22	Shiroro	596.60	596.6	596.6	596.6	596.6	596.6	596.6	596.6	596.6	596.6	596.6	596.6	596.6	33.81	33.81	33.81
23	Suleja	189.00	189	189	189	189	189	189	189	189	Dereserved	Dereserved	Dereserved	Dereserved	0	0	0
24	Tafa	-	-	-	-	-	-	-	-	-	3.5	3.5	3.5	3.5	0.77	0.77	0.77
25	Wushishi	120.00	120	120	120	120	120	120	120	120	120	120	120	120	159.18	159.18	159.18
NIGER STATE		**7391.35**	**7391.35**	**7391.35**	**7391.35**	**7391.35**	**7391.35**	**7391.35**	**7391.35**	**7391.35**	**6767.7**	**6767.7**	**6767.7**	**6767.7**	**2133.9**	**2133.9**	**2827.4**

Source: Niger State Bureau of Statistics (2017b).

Annex II: Technical and operational equipment (Housing Corporation)

Technical and operational equipment	Niger State Housing Corporation		
	No of available equipment	Functionality of the available equipment	Deficit
Bulldozer	0	0	1
Tipper	0	0	2
Septic tank emptier	0	0	1
Block moulding machine	0	0	2
Concrete mixer	0	0	2
Soil test machine	0	0	1
Pickup van	0	0	2
Staff bus	0	0	1
Wind miller	0	0	1
Concrete test machine	0	0	1
Tile-cutting machine	0	0	2
GPRS	0	0	2
Scaffold multifunctional	0	0	Set
Digital caliper	0	0	2
Excavator	0	0	2
Water tanker	0	0	2
Vibrator (compact)	0	0	2

Source: Niger State Housing Corporation.

Niger State Urban Policy: Rapid Diagnostic Paper

In a time of accelerating urbanization, this diagnostic paper examines critical dimensions of urbanization in Niger State. Drawing on extensive demographic, legislative, infrastructural, and socio-economic research, the report uncovers the core developmental issues facing the state, some of which include rapid and uncoordinated urban growth, deficient infrastructure and service delivery, weak governance structures, poor land management systems, proliferation of informal settlements, and low capacity among urban institutions.

Aside from the constraints, the report also highlights key development assets that could be harnessed for transformative, inclusive, and sustainable urban growth in the urban policy framework. The diagnostic concludes with targeted recommendations and a policy roadmap focused on improving urban governance, integrating land-use planning, enhancing institutional capacity, and aligning local development with national and global urban agendas.

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