



NIGER STATE URBAN POLICY

FEASIBILITY REPORT





NIGER STATE URBAN POLICY: FEASIBILITY REPORT

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Acronyms and abbreviations

CAPH3	Common African Position to Habitat 3
FDI	Foreign direct investment
FOMWAN	Federation of Muslim Women's Association of Nigeria
FUTMinna	Federal University of Technology, Minna
GDP	Gross domestic product
GMs	General managers
IBBU	Ibrahim Babangida University
LGA	Local government area
LUA	Land Use Act
MDAs	Ministries, departments and agencies
NACCIMA	National Association of Chambers of Commerce, Industries, Mines and Agriculture
NBS	National Bureau of Statistics
NCWS	National Council of Women Society
NGO	Non-governmental organization
NHSC	Niger State Housing Corporation
NIGIS	Niger State Geographic Information System
NISEPA	Niger State Environmental Protection Agency
NLC	Nigerian Labour Congress
NPC	National Population Commission
NSBS	Niger State Bureau of Statistics
NSEMA	Niger State Emergency Management Agency
NSML&H	Niger State Ministry of Land and Housing
NSWB	Niger State Water Board
NSUDB	Niger State Urban Development Board
NUA	New Urban Agenda
NUP	National urban policy
PPP	Public private partnership
RUWATSAN	Rural Water Supply and Sanitation Agency
SDGs	Sustainable Development Goals
SPA	Special Planning Areas
SUP	Subnational urban policy
URL	Urban–rural linkages
UNDESA	United Nations Department of Economic and Social Affairs



Gurara Falls Niger State
© Juju films/ Flickr

1. Foreword

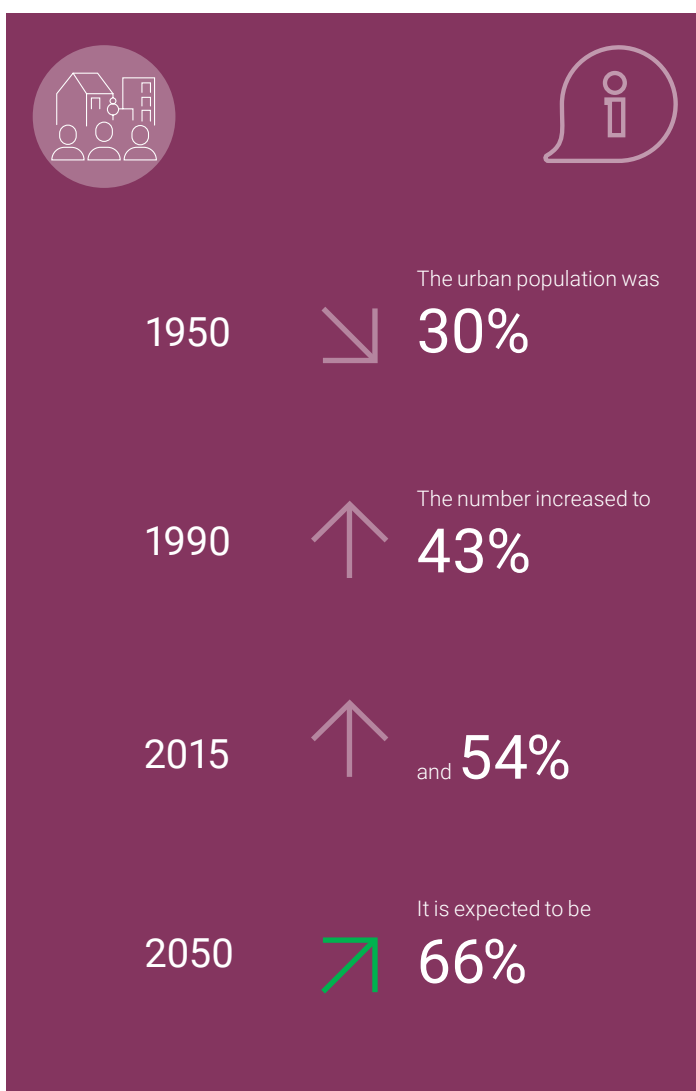
It is my pleasure to present the outcome of a feasibility study for the formulation of an urban policy for Niger State. The ongoing effort of the Niger State Government – with the financial support of the Government of the Republic of Korea and technical support of the United Nations Human Settlements Programme (UN-Habitat) – in promoting the sustainability and self-reliance of towns and cities in Niger State is indeed timely, as an increasing rate of urbanization is one of the overarching challenges in the world today, in particular in developing countries.

In 1950, the proportion of the world's population living in urban areas was 30 per cent, a figure that had increased to 43 per cent by 1990 and to 54 per cent by 2015; by 2050, the world's urban population is expected to be 66 per cent.

Urbanization, if well planned and managed, has been widely recognized as a driver of socioeconomic development, which leads to improved access to housing and basic services, urban and climate resilience, improved security and safety, sustainable urban and territorial development and economic competitiveness.

The aim of this feasibility study is to determine the following: the viability of formulating an urban policy for Niger State while providing the framework and direction for its development and delivery; the consensus for the formulation of an urban policy in the State; the development challenges; the capacity of urban development and management institutions in the State.

One of the findings of the feasibility report is that despite the transformative potential of urbanization, Niger State, like many other States in Nigeria, has been plagued with the negative externalities of urbanization accompanied by urban sprawl, environmental degradation, infrastructure and services deficits (housing, education, water and sanitation, health, energy, waste management), vulnerability to climate change, insecurity, unemployment and poverty, amongst others.





**The
formulation
and
implantation
of a
subnational
urban policy
benefits**



> Facilitate access to safe and affordable housing



> Inclusive and sustainable development at local and subnational levels



> Strengthen effective governance and synergy

Similarly, institutions tasked with planning and managing physical/urban development and 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.

It is revealed in this feasibility study, however, that there is an urgent need for a subnational urban policy to reverse the debilitating outcomes of unplanned urbanization, and to harness and maximize the transformative potential of urbanization in order to attain compact, connected, socially inclusive and self-sustaining towns and cities in Niger State.

The report leads to the conclusion that the formulation and implantation of a subnational urban policy in Niger State will provide a window of opportunity to achieve the following:

(i) facilitate access to safe and affordable housing, access to sustainable and affordable transport systems, improved water and sanitation, effective land management, inclusive economic growth and job creation, poverty reduction, the sustainable use of land and natural resources, integrated and balanced territorial development, and effective trade links along the urban-rural continuum;

(ii) harness the full potential of the State's urban growth and human settlements' development to serve as a transformative force for inclusive and sustainable development at local and subnational levels and in key areas of economic diversification, value addition, employment creation, agro-industrialization, domestic resource mobilization, low-carbon economies, and green infrastructure, amongst other related aspects;

(iii) strengthen effective governance and synergy between government institutions, ministries, departments and agencies at all levels of government (State and local government) in the State.



Signed
Ahmed Matane
Secretary to the Government of Niger State

2. Introduction to feasibility phase

In the last six decades the world has witnessed rapid urbanization. Urbanization is the result of the movement of people from rural to urban areas. In 1950, the proportion of the world's population living in urban areas was 30 per cent and had increased to 43 per cent by 1990.

By 2015, the proportion had increased to 54 per cent and it is expected to have increased to 66 per cent by 2050 (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 its population living in urban areas. This is followed by Latin America and the Caribbean (81 per cent), Europe (74 per cent), Oceania (68 per cent), and Asia and Africa with 50 per cent and 43 per cent respectively (UNDESA, 2019).

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

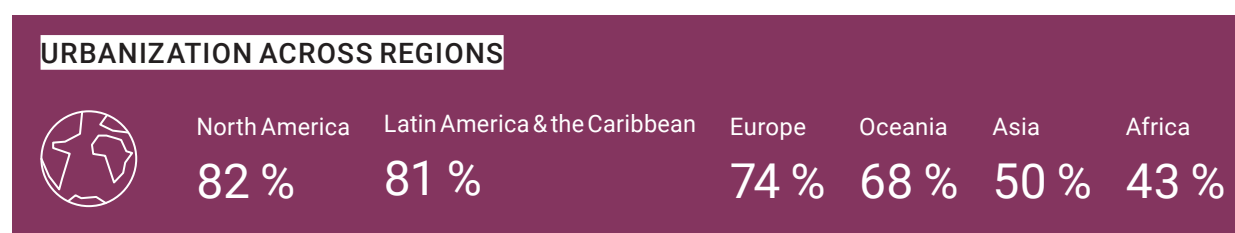


TABLE 1. Urban rate of change 1995–2015

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 being 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 need for a coordinated approach and clear policy direction.

Following the adoption of the New Urban Agenda in October 2016, which strongly commits the signatories to fully harness the transformative power of urbanization for sustainable urban and territorial development, a national urban policy was recognized as being a major tool to harness the transformative power of urbanization.

Urban policies have been recognized internationally as tools for implementing and monitoring other global urban agendas, including:



Similarly, urban policies have been recognized internationally as tools for implementing and monitoring other global urban agendas, including the Sustainable Development Goals (particularly 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 of United Nations Member States to effectively implement the New Urban Agenda and mainstream sustainable urban and territorial development, the Niger State Government has explicitly prioritized the preparation of a State urban policy based on the Nigeria National Urban Development Policy of 2012. It has done so not only to provide an opportunity to harness the potential of urbanization for long-term sustainable urban development in the State but also to provide guidance on the future development in an urban system, enhance coordination between

all urban development institutions (including the municipal governments), and to coordinate private and public investments in urban development, amongst other things in the State. Preparation of the State urban policy involves research, analysis, consultation and consolidation to translate political will into programmes and implementable actions that will lead to a more prosperous urban future. This requires a process that is government-led and inclusive, involving key stakeholders from the public and private sectors as well as civil societies to establish a shared vision for the desired urbanization.

To ensure the quality of the policy, UN-Habitat had suggested five phases of the urban policy process: feasibility; diagnostic; formulation; implementation; and monitoring and evaluation. The feasibility phase is crucial to the successful development, implementation and monitoring of such a policy.

This phase determines the viability of an urban policy while providing the framework and direction for its development and delivery. It builds consensus for an urban policy by identifying the Government's key role: to identify problems and obstacles for the development and implementation of urban policy; assess the relationships between federal, state and local Government and the ways in which consensus

can be forged in early policy stages; map and engage all relevant stakeholders between the national and subnational Governments, academics, private institutions and inter-governmental organizations; map out an advocacy strategy; identify and plan a risk mitigation strategy.

This feasibility study sets out the developmental issues in the State and the potential gains of developing the subnational urban policy. These lead to the conclusion that there is an urgent need for an urban policy to leverage urbanization for increased development gains and to guide the urbanization process towards achieving sustainable urban and territorial development.

3. Key considerations for an urban policy

3.1. Rationale for an urban policy in Niger State

UN-Habitat and Cities Alliance (2014) define a national urban policy 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 subnational urban policy seeks to achieve the following: identify urban development priorities for 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 environmental conditions, subnational and local governments, financial flows, urban planning regulations, urban mobility, urban energy requirements and job creation.

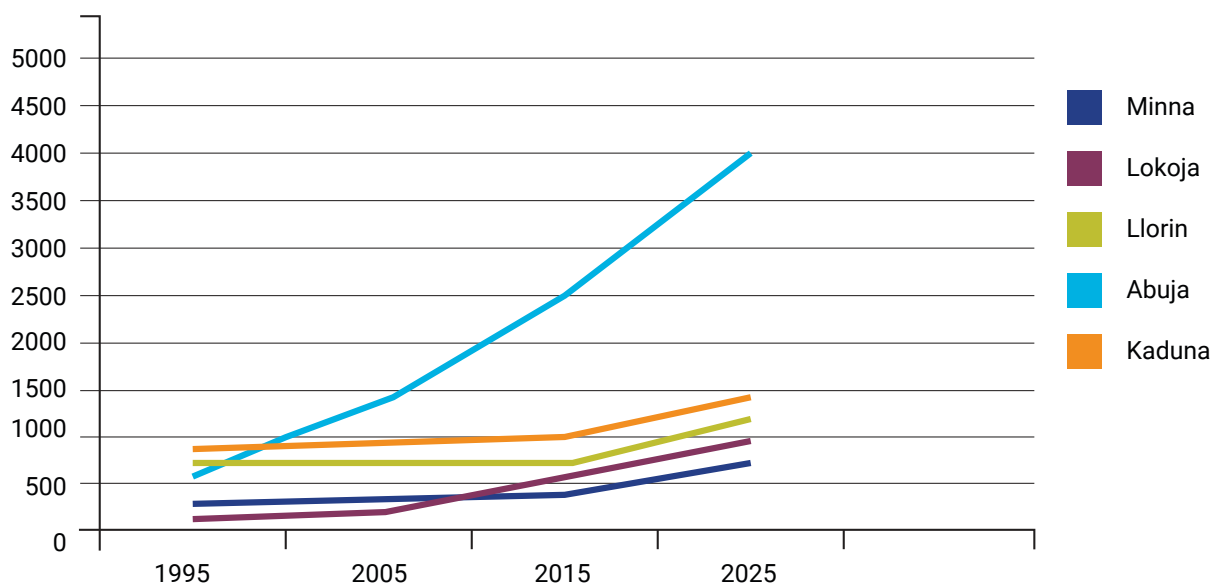
Available data on global urban indicators show that Niger State is witnessing burgeoning urbanization (see figure 2).

Despite the fact that urbanization can be a transformative force for sustainable urban and territorial development, the State lacks supporting policies and frameworks to harness this potential while the resultant effects of unplanned and uncontrolled urbanization include disparities in socioeconomic development, urban sprawl, unemployment, poverty, 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.

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

FIGURE 2. Urban agglomerations with minimum of 300,000 inhabitants



Adapted from UNDESA (2015). *World Urbanization Prospects*.

3.2. Desired outcomes of an urban policy

Formulating and implementing a subnational urban policy in Niger State will not only reverse the debilitating outcomes of the current unplanned urban development and human settlements – such as rapid growth of informal settlements, rising informality, unplanned urbanization, income and social inequality, and low productivity – but will also provide a unique opportunity to reap the three critical rewards simultaneously, viz-a-vis:

- Effective governance and synergy between government institutions, ministries, departments and agencies at all levels of government (state and local government);
- Facilitate food security, access to safe and affordable housing, access to sustainable and affordable transport systems, improved water and sanitation, effective land management, inclusive economic growth and job creation, poverty reduction, sustainable use of land and natural resources, integrated and balanced

territorial development, and effective trade links across the urban-rural continuum;

- Harness the full potential of the State's urban growth and human settlements' development to serve as a transformative force for inclusive and sustainable development at local and subnational levels and in key areas of economic diversification, value addition, employment creation, agro-industrialization, domestic resource mobilization, low-carbon economies, and green infrastructure, among other related aspects.

3.3. Key factors in an urban policy

UN-Habitat advocates five key principles in the national urban policy process; incorporating these principles into a Niger State urban policy process will augment the ability of the policy to respond to the challenges and opportunities presented by urbanization.

These principles are:

- **Forward thinking:** A forward-thinking policy should have clearly defined goals and roles for stakeholders.
- **Implementable:** During all phases of the subnational urban policy process, it must be ensured that the policy being formulated is implementable.
- **Joined up:** A subnational urban policy should be based on a recognition of the need to look beyond traditional institutional boundaries to address the challenges and opportunities of urbanization. There is a need for both horizontal and vertical coordination to ensure that the policy is efficient and effective.
- **Evidence based:** All decisions associated with the policy process should be based on relevant and current evidence and data to ensure decisions are relevant and well-informed.
- **Action oriented:** Key parts of the policy process are to identify the challenges and opportunities presented by urbanization in the State, and to outline clear goals associated with the policy. Hence, it is imperative that clear actions are delineated during the formulation and implementation phases so that goals are translated into actionable activities that can be monitored and evaluated.
- To understand urban growth pressures and address key developmental challenges across the State;
- To maximize the transformative power of urbanization to achieve inclusive, resilient and sustainable human settlements;
- To transform Niger State into a productive and economically attractive investment destination;
- To foster stronger horizontal and vertical linkages, and creative partnerships among relevant institutions (ministries, departments and agencies) at all levels and with the private sector to tackle urban problems in Niger State in a coordinated way;
- To manage urban expansion, both planned and unplanned, in an integrated and sustainable pattern;
- To review 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.

Some of the challenges that could impede the successful preparation and implementation of a State urban policy include the following:

- Financial commitment from the Government
- Capacity of the implementing institutions
- Institutional fragmentation
- Political environment and goodwill
- Commitment of stakeholders

3.4. Policy challenges and opportunities in Niger State

Formulating an urban policy for Niger State provides the State Government with the following opportunities:

4. Role of Niger State Government in policy process

4.1. Leadership role of Governments

The role of the State Government in policymaking for sustainable urban and territorial development cannot be over-emphasized. Being the political institution with statutory power to govern and rule over the entire territory, the Niger State Government will play a leading role in coordinating an urban development agenda with the participation of local governments, the judiciary, parliamentary/legislative bodies, the private sector, academia, civil society and other stakeholders.

It will also lead the process of obtaining and analysing a broad overview of the urban issues and create an enabling political atmosphere for informed discussions and debates in the subnational urban policy process. Similarly, for successful implementation of a subnational urban policy in Niger State, the State Government must put enabling structures in place; some of which are:

■ An effective legal framework

The State Government should be more committed to legislation that promotes sustainable urban and territorial development, social and environmental justice, and the right to access urban opportunities.

■ A physical development/ integrated development plan

As of 2020 in Niger State, there is no legally binding spatial plan to guide and control physical/urban development in the State and where such plans exist (Bida, Minna, Kontagora and Suleja) the plans are long outdated.

Hence, for a Niger State urban policy to be effective, there is a need for the preparation of an integrated development plan that will address current needs in urban sectors as well as spatial plans to guide physical development across the State.

■ Effective governance

While the State Government steers the formulation of the subnational urban policy, the policy implementation must also be coordinated in collaboration with the local governments through planning and management procedures and processes. Similarly, the capacity of the local authorities should be strengthened as this will give them the enabling environment to promote and implement the urban policy at the grassroots.

To achieve smart, inclusive, resilient and sustainable urban and territorial development across Niger State, local governments should be actively involved in the preparation and implementation, monitoring and evaluation process of the subnational urban policy. The successful implementation of a policy in the State depends more than ever on the ability of local governments to promote urban policies that are asserted by the local electorates/communities. This effort will ensure the inclusion of a diversity of local people/stakeholders who would have been missed at the top level, thereby creating broad-based ownership, commitment and transparency.

4.2. Institutional arrangement

Achieving sustainable urban and territorial development depends on the presence and effectiveness of governance instruments to

formulate, implement, monitor and evaluate plans and policies. Thus, the need to understand the legislative and administrative landscapes, including their role in urban management institutions in Niger State, is of great importance as this will build an understanding of their responsibilities in the policy development and implementation process. Niger State has 14 ministries headed by appointed commissioners and administratively by permanent secretaries. The State Commissioners collectively form the Niger State Executive Council headed by the State Governor.

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. Niger State follows the principles of power separation with legislative, executive and judicial powers of government vested in separate bodies. Similarly, there are some agencies and commissions established to perform oversight and administration of specific functions to ensure inclusive urban development (see table 2).

TABLE 2. Institutional arrangement

Niger State Government			
Judiciary	Legislative	Executive	
		Ministries	Agencies and commissions
		Ministry of Land and Housing	Niger State Urban Development Board
		Ministry of Works and Transport	Niger State Geographic Information System
		Ministry of Agriculture and Rural Development	Niger State Emergency Management Agency
		Ministry of Water Resources and Dams Development	Niger State Environmental Protection Agency
		Ministry of Investment, Commerce & Industries	Niger State Development Company
		Ministry of Justice	Niger State Housing Corporation
		Ministry of Local Government and Chieftaincy affairs	Niger State Water Board
		Ministry of Women’s Affairs and Social Development	Niger State Bureau of Statistics
		Ministry of Information, Tourism and Culture	Niger State Road Maintenance Agency
		Ministry of Health and Hospital Services	Niger State Airport City Agency
		Ministry of Finance	Niger State Development Company
		Ministry of Youth Empowerment and Sports Development	Niger state Planning Commission
		Ministry of Environment Resources and Forestry (Solid Minerals Development)	Niger State Electricity Board
		Ministry of Education, Science and Technology	

4.3. Institutional analysis

Cooperation between different institutions is built on the premise of thorough understanding of key urban actors' responsibilities in urban development. The benefits of such collaboration include pooling resources, which amplifies the output in a

way that is larger than the sum of its parts in achieving common urban goals.

Tables 3 and 4 condense the primary functions of ministries, key agencies and commissions in the urban development process in Niger State.

TABLE 3. Key functions of the ministries

Ministry of Land and Housing Urban development management Land management Urban regeneration	Ministry of Works and Transport Infrastructure development Traffic and transport planning Rehabilitation and construction of roads	Ministry of Agriculture and Rural Development Food security Poverty alleviation
Ministry of Water Resources Water distribution Dam management	Ministry of Investment, Commerce and Industries Local economic development Small enterprises management Investment mobilization and coordination	Ministry of Ministry of Finance Financing infrastructural development Plan/budget coordination Resource allocation
Ministry of Justice Urban legislation Security, law and order	Ministry of Local Government and Chieftaincy Affairs Local government affairs	Ministry of Youth Empowerment and Sports Development Youth development and participation Poverty alleviation Sport development
Ministry of Women Affairs and Social Development Gender and vulnerable group inclusion Capacity building Poverty alleviation	Ministry of Education, Science and Technology Teaching curriculum development Construction and reconstruction of educational facilities	Ministry of Environment Resources and Forestry Environmental conservation and management Climate change
Ministry of Information, Tourism and Culture Protection and conservation of urban heritage Raising public awareness Promotion of cultural heritage	Ministry of Health and Hospital Services Urban healthcare services and management Sanitation standards and compliance	

TABLE 4. Agencies/commissions with urban functions

Niger State Urban Development Board Enforcement of planning regulation Issuance of development permit Physical development control	Niger State Environmental Protection Agency Urban waste management Urban drainage maintenance Environmental health compliance Urban open space management	Niger State Road Maintenance Agency Constructions and maintenance of state road.
Niger State Geographic Information System Land management and administration Issuance of Certificate of Occupancy Urban land inventory GIS data collection and analysis	Planning Commission Mobilization, planning and allocation of resources for urban and economic development.	Bureau of Statistics Collection and analysis of data for evidence-based decision-making and resource allocation
Electricity Board Power supply	Housing Corporation Ensure availability of affordable housing Custodian of National Housing Policy	Niger State Development Company Promotion of industrial development Facilitates investments
Niger State Emergency Management Agency Disaster mitigation and management Environmental management	Water Board Urban water supply Household connections	

5. Demographic dynamics and urbanization

5.1. Demographic dynamics

5.1.1. DEMOGRAPHY

Niger State is located in the north-central region of Nigeria between latitudes 8.020N and 10.200 N, and longitudes 3.380E and 7.030E, sharing 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 in the south.

It is also the largest State in terms of area (76,469 km²); it has a valley terrain covering 18,007 km² (24.94 per cent), the plains covering 24,181 km² (33.49 per cent), upland covering 20,616 (28.55 per cent) and the remaining 9,593 km² (13.01

per cent) is made up of highlands. Statistics show that the population of Niger State has been rapidly growing.

In 1979, the population was 1,745,664 (Niger State Regional Plan, 1980), however the 1991 National Population and Housing Census showed that the State's population had increased to 2,421,581; in 2006, the census recorded a population figure of 3,950,249 and by 2017, the State's population had grown to 5,712,778 (NSBS, 2017a). It is expected that the population will increase to 17,219,613 by 2050 based on annual growth rate of 3.4 per cent (see figure 3).

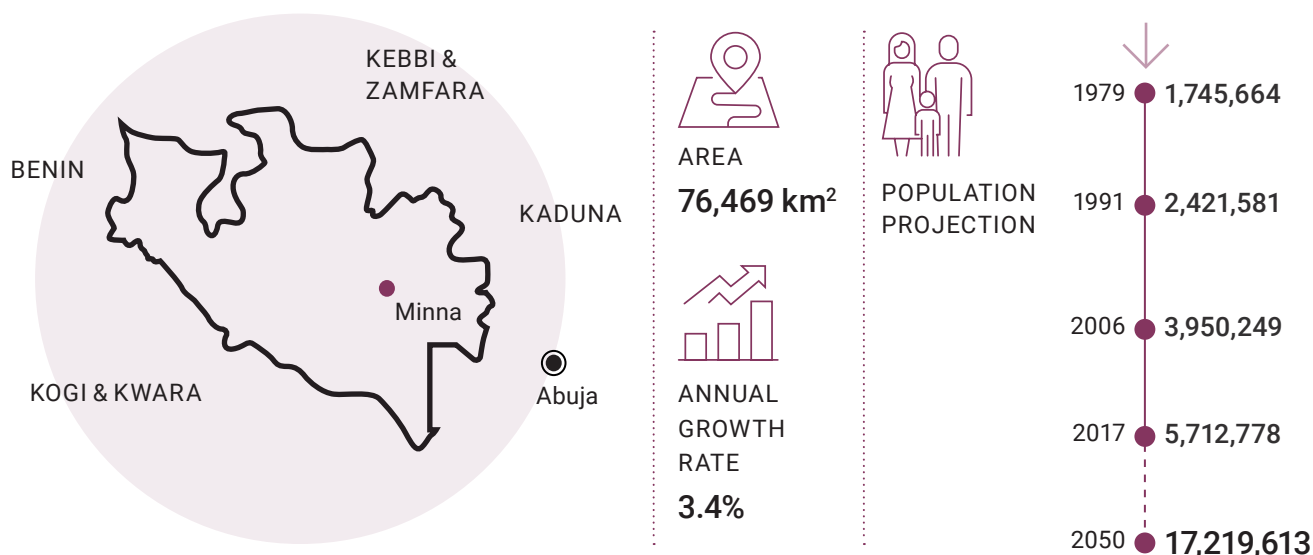
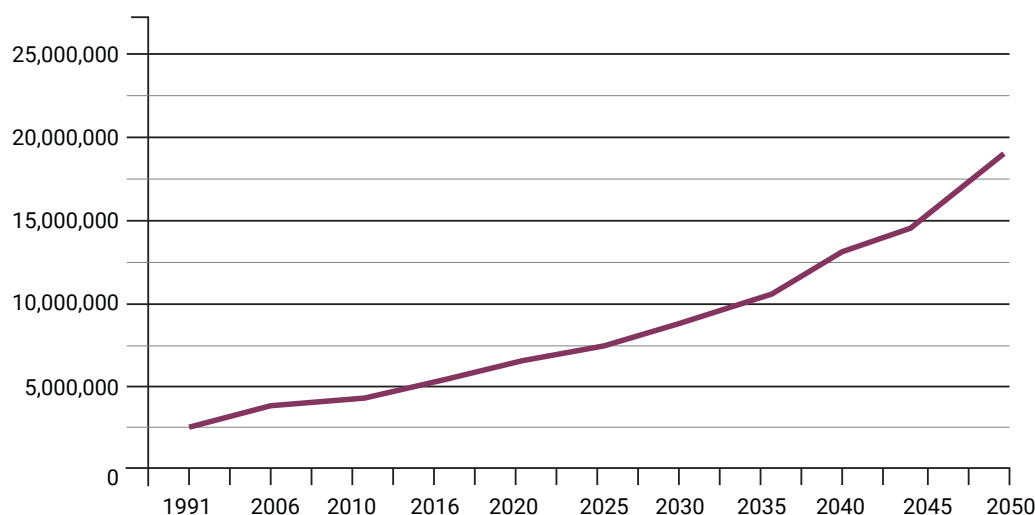


FIGURE 3. Trend analysis of Niger State population (1991–2050)



Adapted from Wikipedia; Niger State Bureau of Statistics, 2012; 2017a.

** Population was further projected from 2017–2050.

5.1.2. DEMOGRAPHIC STRUCTURE

The demographic structure of Niger State reflects a growing young population (see table 5). According to the 2006 National Population and Housing Census, about 36 per cent of the approximately 4 million people in the State were aged less than 10 years, 21 per cent were aged between 10 and 19 years, and 39 per cent were in aged between 20 and 59 years.

The population of older people was also estimated to be 4 per cent in 2006 (NPC, 2006). This is a very large cohort of young people, particularly young children, who would be entering the educational system and then the labour force (under an ideal scenario). Gender disaggregation is another critical indicator in the demographic analysis.

Population projections disaggregated the State's population into 2,895,339 males and 2,817,439 females (NSBS, 2017a).

5.1.3. POPULATION DISTRIBUTION

The spatial distribution of population in Niger State is uneven because resources and opportunities are not evenly distributed in the State. Some areas are densely populated because of infrastructural facilities and employment opportunities, while others are sparsely populated due to a lack of the same.

The 2006 National Population Census in Nigeria showed that in Niger State, the Mokwa Local Government Area has the largest proportion of the population in the State, followed by Shiroro LGA, while the Agwara LGA has the smallest proportion (see table 6).

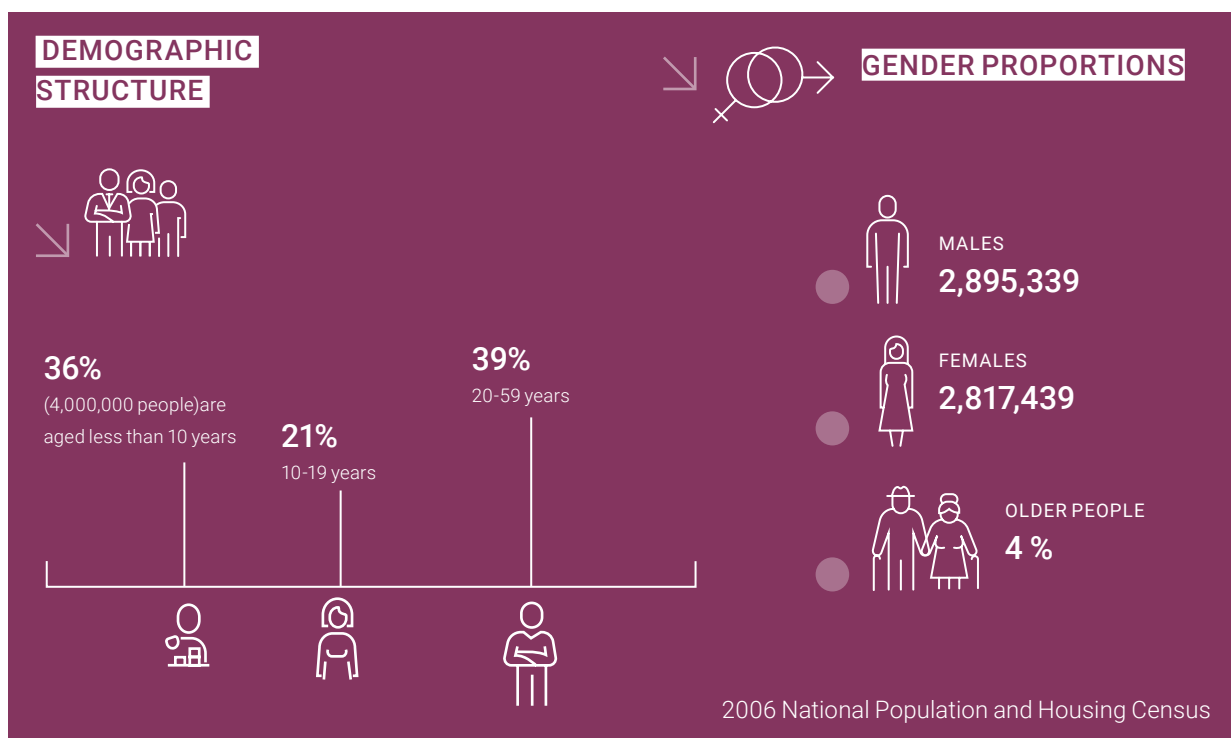


TABLE 5. Population distribution by five-year age groups

S/No	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 & above	20,468
TOTAL		3,954,772

Source: NSBS (2012).

TABLE 6. Disaggregated population by local government area (2017)

S/No	Local govt area	Male	Female	Total population
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: NSBS (2017b).

5.1.4. POPULATION DENSITY

Niger State has a total surface area of 76,469 km². In 1979, the average population density was 30 people per km² but by 2006, with a population of 3,954,772, the population density had increased to 52 people per km²; by 2017 the density was 75 people per km² and it is expected that by 2050 the population density will be 226 people per km².

Statistically, population pressure in Niger State is still relatively low (see table 7); Bida LGA has the highest spatial population density followed by Chanchaga, Suleja and Tafa LGAs, while Borgu LGA has the least population density.

TABLE 7. Local government areas in Niger State

LGA	Headquarters	Land area (km ²)	Population density
Agai	Agai	1,972.6	67
Agwara	Agwara	2,105.9	27
Bida	Bida	50.0	3,764
Borgu	New-Bussa	11,782.5	15
Bosso	Maikunkele	1,606.1	92
Chanchaga	Minna	73.4	2,744
Edati	Enagi	759.7	211
Gbako	Lemu	1,912.7	67
Gurara	Gawu-Babangida	1,126.3	81
Katcha	Katcha	1,686.1	72
Kontagora	Kontagora	2,179.3	70
Lapai	Lapai	3,265.5	34
Lavun	Kutigi	4,218.5	50
Magama	Nasko	3,985.2	46
Mariga	Bangi	5,991.2	33
Mashegu	Mashegu	10,009.7	21
Mokwa	Mokwa	4,478.4	55
Munya	Sarkin-Pawa	2,310.2	45
Paikoro	Paiko	2,259.2	70
Rafi	Kagara	3,558.7	51
Rijau	Rijau	3,432.2	51
Shiroro	Kuta	5,558.0	42
Suleja	Suleja	153.4	1,412
Tafa	Sabon Wuse	226.5	369
Wushishi	Wushishi	1,779.4	46
TOTAL		76,481.1	52

Source: NSBS (2012).

5.2. Urbanization trends

As of 2020, there are no official figure establishing the rate of urbanization or the proportion of inhabitants residing in urban spaces in the State due to a lack of data, inconsistencies in defining urban areas and urban boundaries. Nevertheless, an attempt was made to analyse urban growth using 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

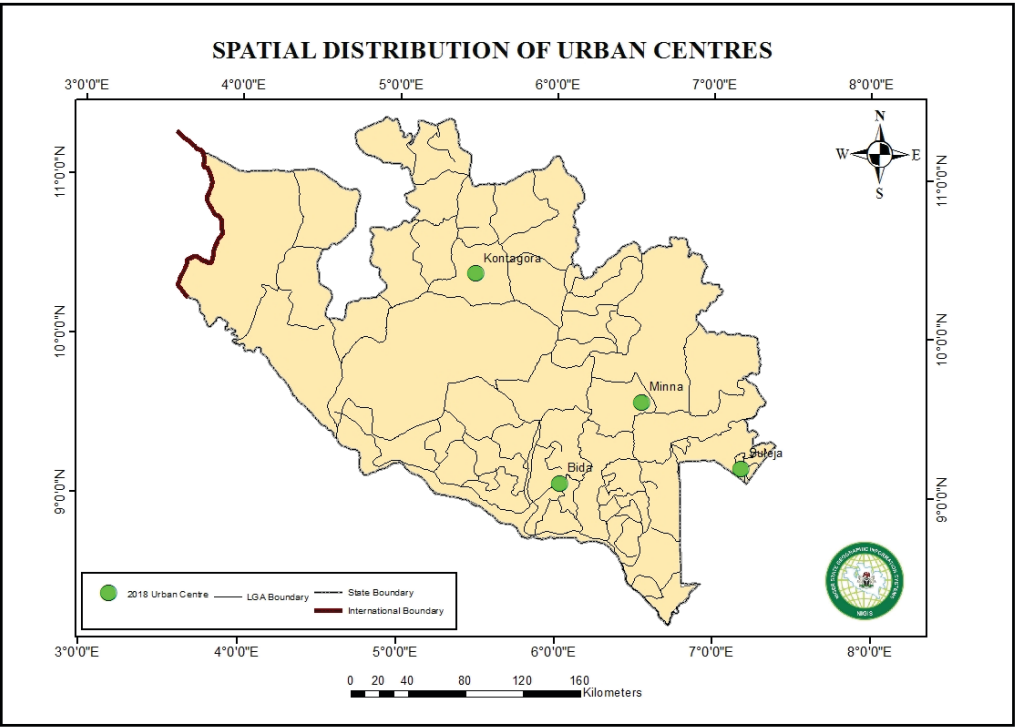
areas (in 1996) for administrative and development purposes, spatial growth in the State has been on the increase. In 1979, only four settlements – namely Bida, Kontagora, Minna and Suleja – were declared urban (for specialized functions).

These four settlements are now the (major) urban centres in the State, with a population of at least 150,000 people each. 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, it is envisaged that by 2050, 11 towns will have developed into major urban centres, thus increasing the number of such centres from 4 to 15, using a population threshold of 150,000 inhabitants.

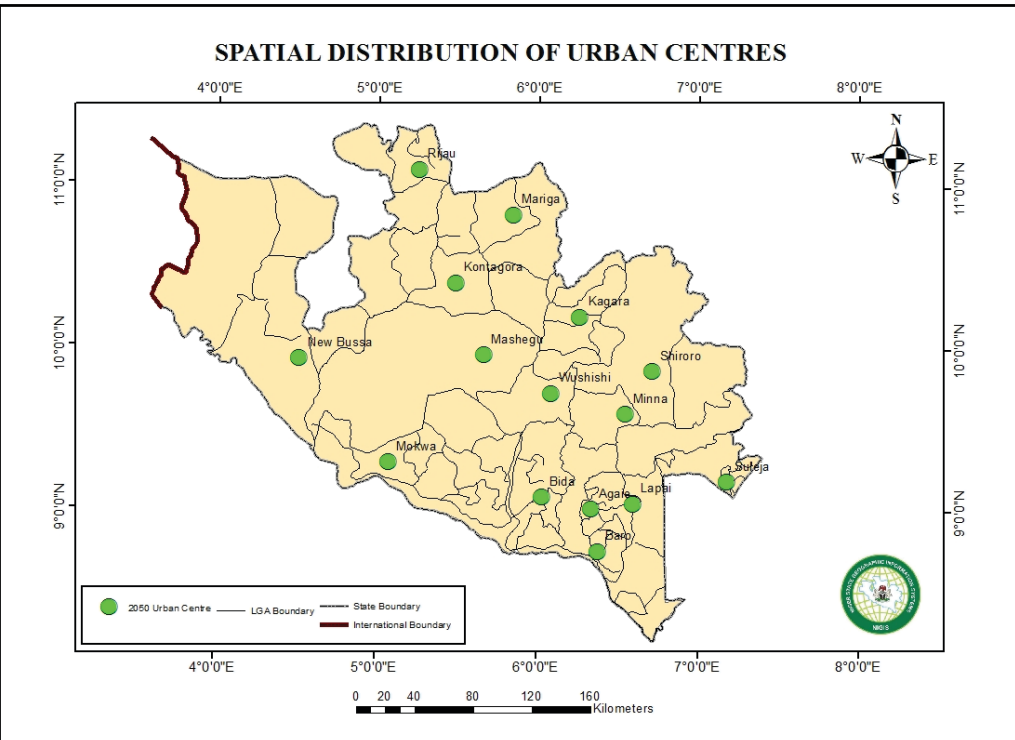
These towns include Agaje, Baro, Kagara, Lapai, Mariga, Mashegu, Mokwa, New Bussa, Rijau, Shiroro and Wushishi (see figures 4 and 5).

FIGURE 4. Spatial distribution of urban centres (2019)



Source: Niger State Geographic Information Systems.

FIGURE 5. Spatial Distribution of Urban Centres (2050)



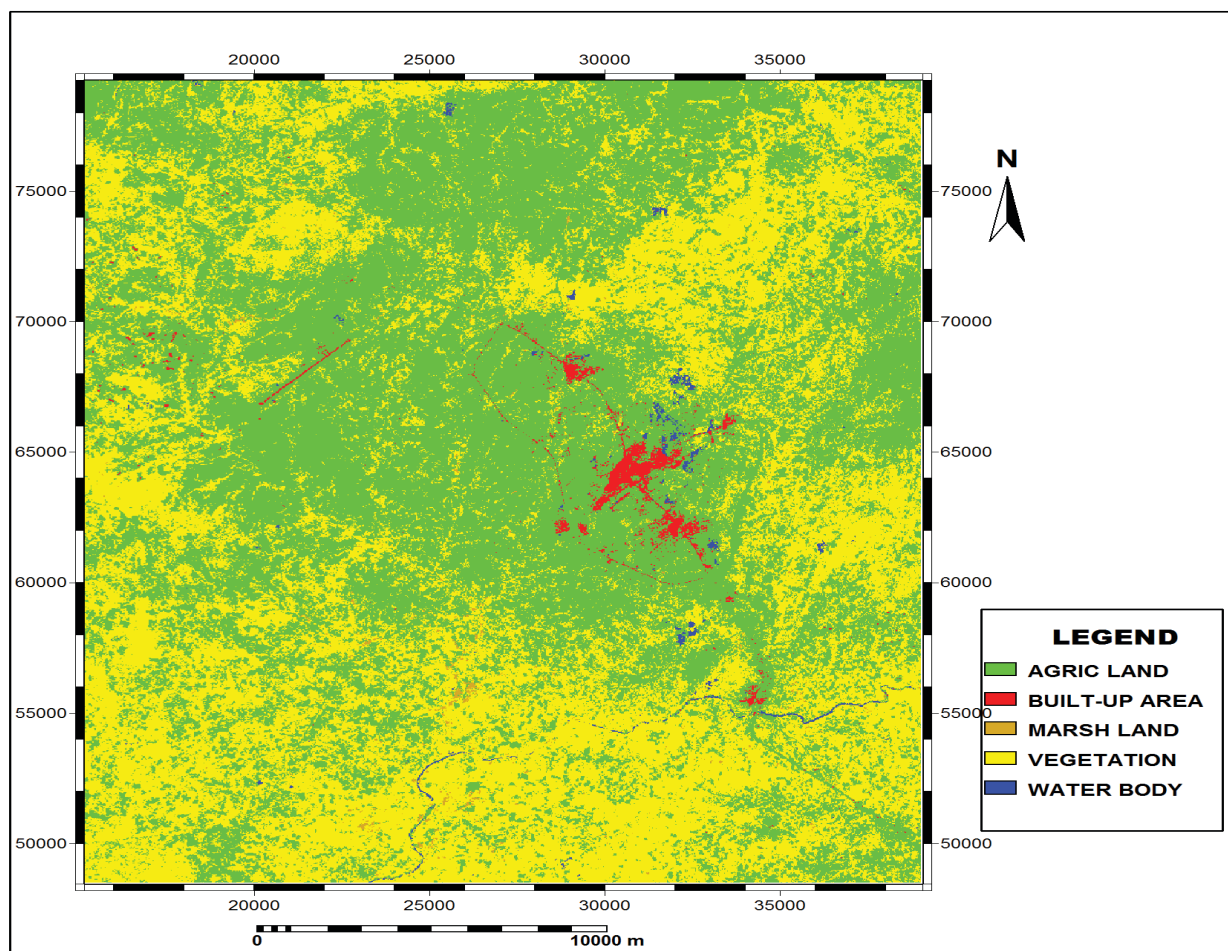
Source: Niger State Geographic Information Systems.

It is interesting to note that a major urban area such as Minna gives a clear perspective of urbanization in Niger State using extent of land cover (see figures 6 and 7). As the State's population increased overtime, there was a corresponding increase in land-use land cover in the State, particularly in urban centres. For instance in Minna, a trend analysis of land-use land cover (1986–2017) shows the phenomenon of urban growth in the city. In 1986, the built-up area of Minna city covered 0.81 per cent of the total land area, which increased to 2.41 per cent by 1996 (Morenikeji et.al, 2015), 3.8 per cent by 2000, 19.1 per cent by 2010 and 48.2 per cent by 2017 (Daniya and Muhammed, 2018).

Nonetheless, continuous urban expansion will not only be wasteful in terms of land and energy consumption, it will also lead to the alteration of ecological systems in different parts of the State.

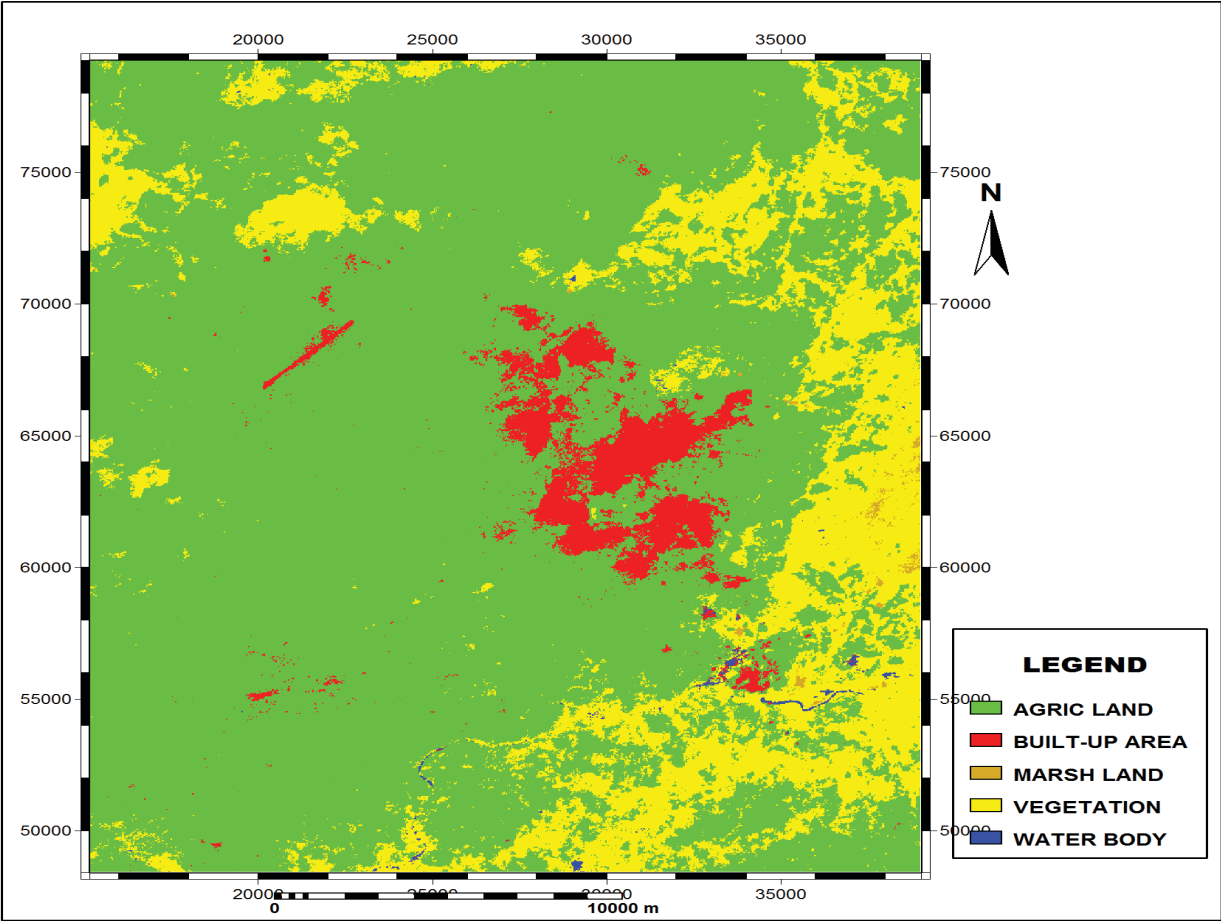
In order to mitigate negative externalities of rapid and unplanned urban growth which threatens sustainable development in Niger State, there is need to harness urbanization and promote an urban paradigm shift with supporting policies and frameworks that can leverage it for increased development gains and guide it towards sustainable patterns.

FIGURE 6. Extent of land-use land cover in Minna (1986)



Source: Morenikeji et. al, (2015).

FIGURE 7. Extent of land use land cover in Minna (2011)



Source: Morenikeji et. al, (2015).

6. Developmental challenges in Niger State

6.1. Ineffective governance

The ability of an institution to effectively manage the area under its jurisdiction is fundamental to effective governance. In Niger State, urban governance structure is very weak and this continues to pose a threat 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 do not have the capacity to perform their statutory functions optimally.

Similarly, 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 the 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 State.

In the framework of Local Agenda 21 and Habitat II, since the 1990s, civil society and local governments have been mobilized to become key stakeholders in urban development and service delivery. But the evidence is that in practice there is incomplete decentralization at the State level versus local authorities in Nigeria, including in Niger State.

For instance, despite the clear functions of municipal governments as stated in the provisions of the Nigerian Constitution (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 funds to provide urban infrastructure and other facilities, nor the authority to prepare and implement physical development plan (town plans, rural plans, subject plans) or control physical development within its area of jurisdiction.

Hence, to address governance issues in the State, formulating and implementing an urban policy will strengthen the State's capacity or local governments to implement effective local and metropolitan multilevel governance as contained in article 90 of the New Urban Agenda, and also enhance urban-rural collaboration.

6.2. Uncoordinated urban development

Urban planning plays a crucial role in sustaining physical and socioeconomic development. It leads to the distribution of economic development within a given area to reach social objectives and creates a framework for collaboration between local governments, the private sector and the public at large (UN-Habitat, 2019). By implication, urban planning provides the lead system for “building” the environment, which is fundamental for the attainment of inclusive, resilient and sustainable human settlement.

Urban planning for Niger State had previously featured in the development of the Niger State Regional Plan (1978–2000) and Urban Master Plans 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 for a period of 20 years with a special focus on land-use, transport and utilities (water supply, waste management, electricity) in the four major urban centres of the State. However, it was observed that before the expiration of these physical development plans, implementation had been very weak and once the plans expired, neither the physical development plans were reviewed nor were new spatial plans prepared to address urban issues and guide physical/urban development across the State. One of the major factors that contributed to the poor implementation of the plans was the lack of institutional coordination for implementation, a weak governance framework, and a lack of a clear and coherent policy and legislative instrument for implementation.

To further ensure effective management of physical and urban development in Nigeria, section (1) of the Nigerian Urban and Regional Law (Decree 88 of 1992) emphasized the preparation and administration of physical development plans at federal, state and local government levels. Section 1 (2) of the law stated that at the State level there should be (a) a regional plan; (b) a subregional plan; (c) an urban plan; (d) a local plan; and (e) a subject plan, while section 1 (3) stated that at the local level there should be (a) a town plan; (b) a rural area plan; (c) a local plan; and (d) a subject plan. Since the enactment of this law, efforts were not made to prepare State-level physical development plans, while the initial plans prepared at State level (Bida, Kontagora, Minna and Suleja Masterplan; Niger State Regional Plan) had expired without review.

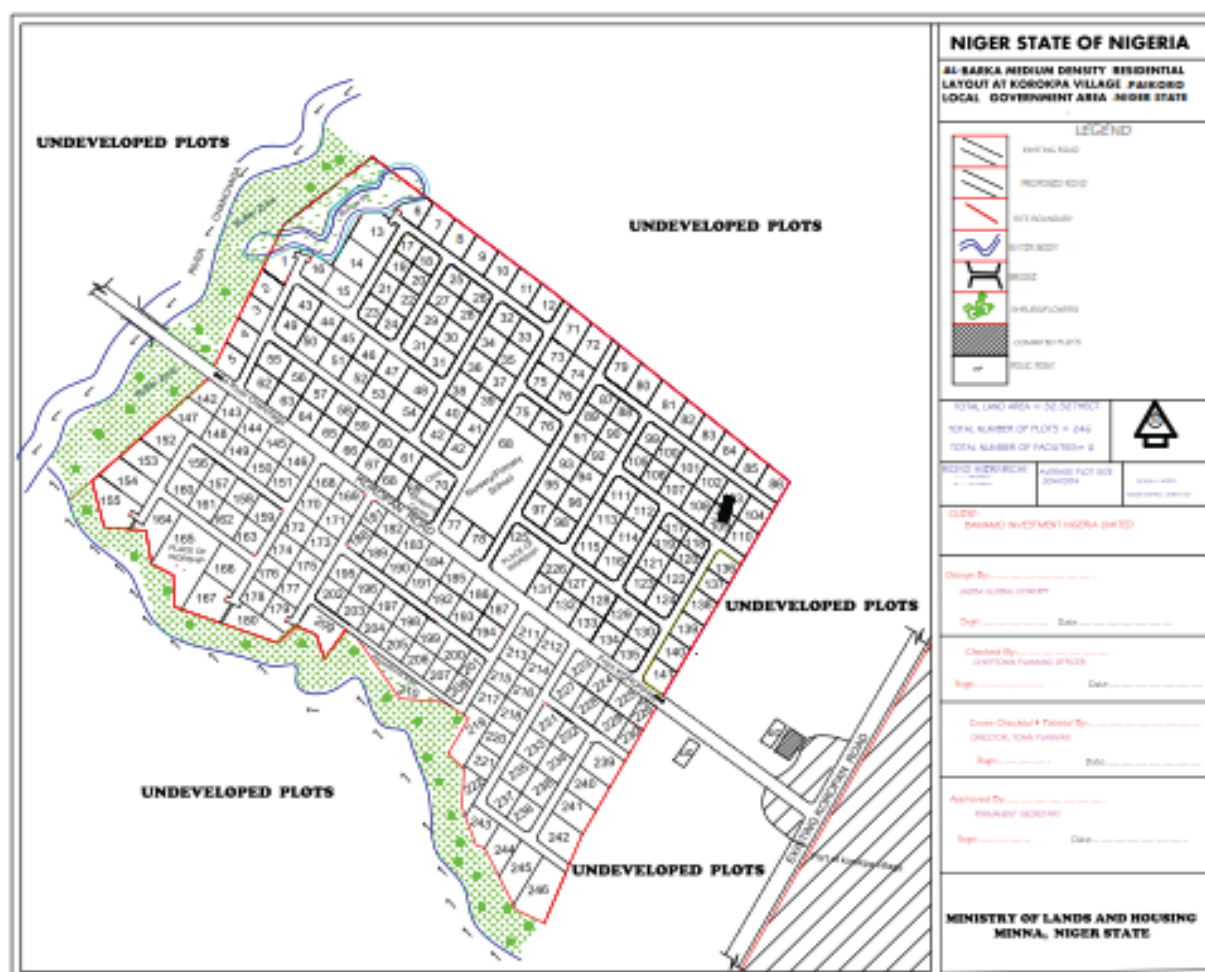
Equally, the current urban development strategies used in the State – which focus mainly on land-use/land subdivision (see figure 8) and declare all local government headquarters as urban and some areas on urban fringes as special planning areas – are not a sustainable approach to solving developmental issues such as unemployment, slums proliferation, informal economies and environmental sustainability. The lack of effective urban and territorial planning has resulted in backlogs in service delivery, which further impedes the process of achieving sustainable urban development. Also, the following are evidence of poor responsive planning in the State: haphazard development, inefficient urban form, climate change and environmental degradation, distortion in land and property markets, infrastructure and affordable housing deficits, weak enforcement of urban planning and regulations, lack of spatial plans, lack of coordination among urban development actors (public and private) to promote a gradual and normative city extension, poor implementation of urban and regional planning law at state and local level, and urban sprawl and proliferation of informal settlements. In order to reshape the urban fabric in Niger State, developing an urban policy is imperative as this will not only promote planned urban extensions on the principles of equitable, compactness, polycentrism, appropriate density and connectivity, multiple use of space, as well as mixed social and economic uses of land in the State, but an urban policy also strengthens the capacity of major urban centres, intermediate towns and municipal authorities to co-ordinate balanced development in achieving access to sustainable, affordable, adequate, resilient and safe housing, infrastructure and services, while preventing urban sprawl and reducing urban and territorial disparities.



» *Uncoordinated development in Minna and Suleja respectively*

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FIGURE 8. A medium residential density layout at Paikoro Local Government Administration



Source: NSML&H.

6.3. Infrastructure and service deficits

The availability of a wide range of infrastructure and services is a determinant of how safe, resilient and sustainable a settlement could be. Services are facilities needed to meet the basic, social and economic needs of people in any region or human settlement. As of 2020, one of the most visible challenges of achieving sustainable development in Niger State is inadequate infrastructure and basic services. Lack of access to basic and social services in the State hinders productivity, sustainable economic growth and poses a serious threat to the wellbeing of Nigerlites. This section provides a snapshot of the situation of infrastructure and basic services in the State.

6.3.1. ACCESS TO IMPROVED WATER SUPPLY

Water is essential for survival because of its universal utility for domestic, agricultural and industrial purposes. Particularly at the domestic level, potable adequate, safe and clean water is important to individuals and households to ensure healthy living as well as freedom from the effects of water-borne diseases. It is essential for human survival, wellbeing and for general economic development, while the Sustainable Development Goals (particularly Goal 6) and the New Urban Agenda have elements that emphasize the fact that safe water is vital for human health, social dignity, healthy ecosystems and productive livelihoods.

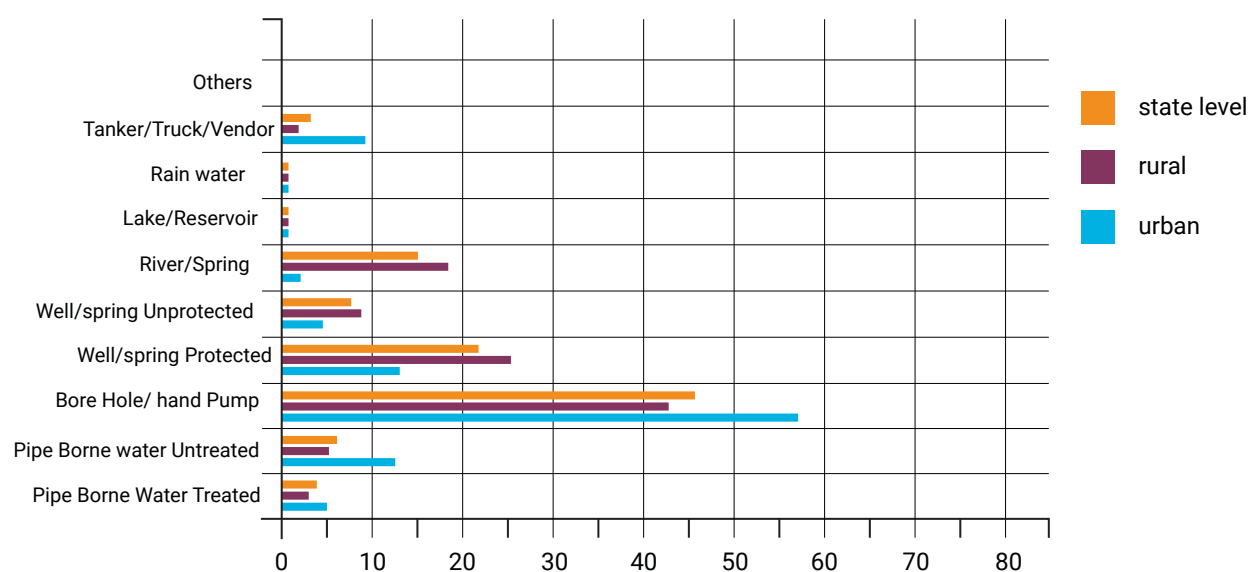
In an attempt to ensure the provision of adequate and safe water for all Nigerlites, the State Government, through its agencies the Niger State Water Board (NSWB) and Niger State Rural Water Supply and Sanitation Agency has, over the years, constructed infrastructure which led to the development of 5 urban water supply schemes, 32 semi-urban water schemes, 35 rural water supply schemes, 53 bi-water schemes, 9 water reservoirs, 386 wells, 5,772 boreholes and 10 dams, all over the State (NSBS, 2017a; Niger State Water Board).

Available statistics reveal that the main source of drinking water in Niger State – both urban and rural areas – is through boreholes/hand pumps (see figure 9). Statistics also show that there is a clear disparity in access to improved water supplies (pipe-borne water) and water facilities across the State as the service coverage of a water network from the Niger State Water Board is limited to only 12 out of 25 LGAs across the State, while only 32 wards out 156 in the State have access to pipe-borne water as the main source of drinking water.

Other wards rely on other sources of water, which is mostly untreated and not safe for human consumption (NSBS, 2017a). Also, of the total available boreholes in the State, 3,111 (53.89 per cent) are non-functional while 2,661 (46.10 per cent) are functional. Bida LGA has the highest number of functional boreholes with 312 (10.02 per cent) while Mashegu LGA has the fewest at 15 (1.64 per cent). Lapai LGA, on the other hand, has the highest number of non-functional boreholes with 256 (9.26 per cent) (NSBS, 2013).

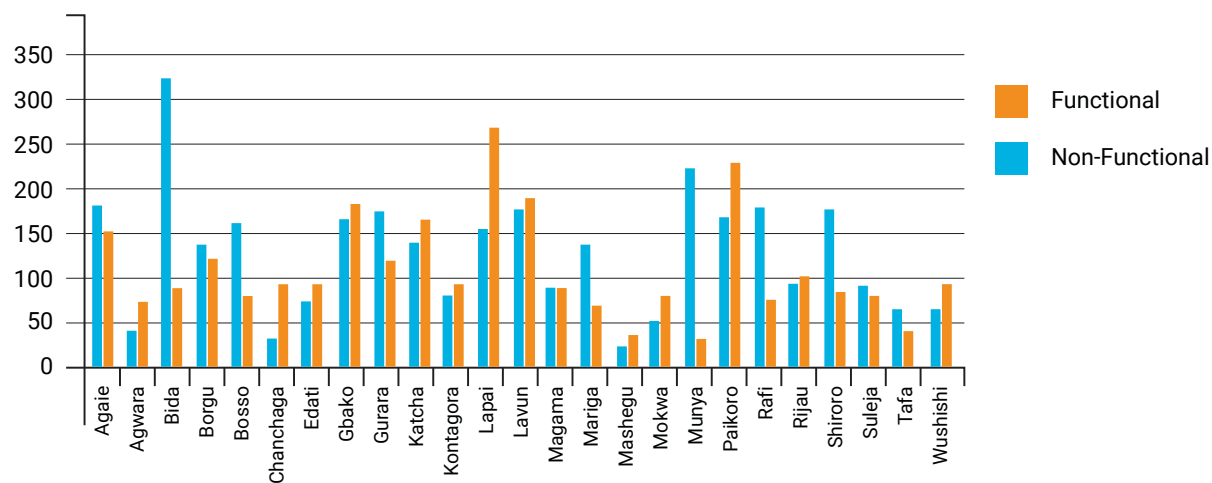
To effectively supply improved water in Nigeria, the National Water Supply and Sanitation Policy (2004) made adequate water supply and sanitation a right for all Nigerians and gave responsibility to all the three tiers of government and the private sector for water development and delivery. Hitherto, this policy is yet to be domesticated in Niger State while the provision of water supply had not been decentralized to the local level. Implementing an urban policy in Niger State will facilitate equitable access to safe and affordable drinking water for all Nigerlites.

FIGURE 9. Source of drinking water during dry season (urban/rural)



Adapted from NSBS (Socioeconomic Survey, 2014).

FIGURE 10. Public water supply facilities Niger State (functional and non-functional boreholes)



Adapted from NSBS (Socioeconomic Survey, 2014).



» *Alternative source of water supply in Bosso – Minna*

© UN-Habitat/Emmanuel Adeleke (2019)



» *Non-functional borehole/handpump in F-Layout, Minna*

© UN-Habitat/Emmanuel Adeleke (2019).

6.3.2. ACCESS TO IMPROVED SANITATION

Sanitation is very poor in Niger State. A Niger State Socioeconomic Survey in 2014 revealed that most of the buildings sampled did not have access to sanitary facilities, with the highest occurrence of this being in the rural areas. The most widely used sanitary facility in the State was a covered pit latrine with the usage of this facility in urban areas at 47.1 per cent and 31.5 per cent in rural areas. Similarly, 17 per cent of all sampled households used an uncovered pit latrine system. Very few of the sampled households in urban areas had toilet-on-water and flush to septic tank systems. Households using flush to sewerage were 9.5 per cent of the total sampled and those using ventilated improved pit latrines were as low as 1.8 per cent. Furthermore, pail or bucket was the least used toilet facility in the State with only 1 per cent of people using this method.

Statistics also show that there is disparity in access to improved sanitation between urban and rural areas, as well as local government areas. It is clear from the data in figure 11 that there is a wide variation in access to improved sanitation in different part of the State.

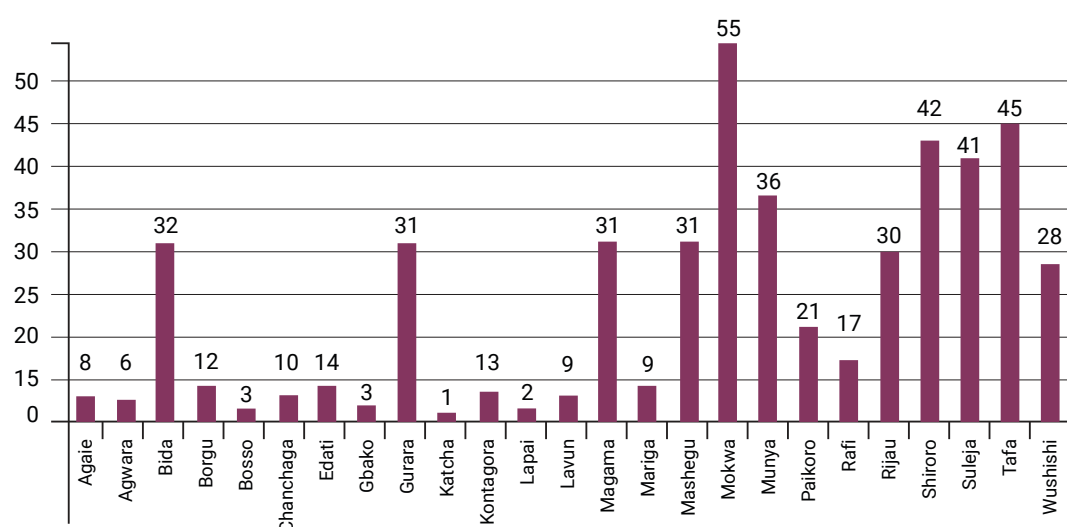
In Katcha and Lapai LGAs, only 1 per cent and 2 per cent of the households respectively have access to improved sanitation, while Mokwa and Tafa LGAs have the most households with access to improved sanitation in Niger State. To address poor sanitation in the State and end the practice of open defecation, the development of a State urban policy is of great importance as it will accelerate improved access to adequate and equitable sanitation and hygiene as outlined in article 119 of the New Urban Agenda.

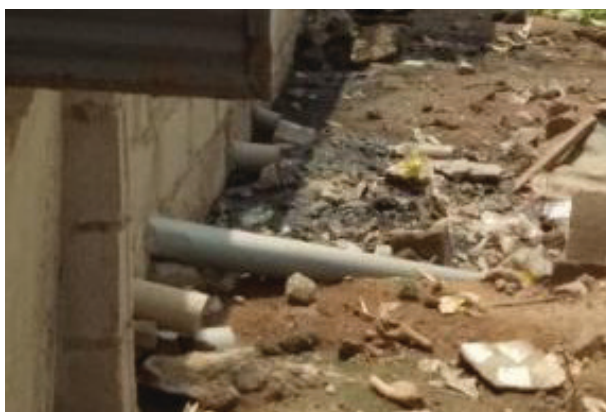
TABLE 8. Distribution of access to toilet facilities by type (LGA and sector)

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
Covered pit latrine	47.1	31.5	34.5
Uncovered pit latrine	11	18.5	17
VIP latrine	2.3	1.6	1.8
Others	0	11.9	9.6

Adapted from NSBS (Socio-Economic Survey, 2014).

FIGURE 11. Households with access to improved sanitation (%)





» Sewerage system at Tudun Fulani – Minna

© UN-Habitat/Emmanuel Adeleke (2019).

6.3.3. SOLID WASTE MANAGEMENT

Waste management is another acute issue in the State. Most households (in urban, peri-urban and rural areas) practise unsustainable methods of solid waste disposal, which is evident in the prevalence of open burning, open dumping, and

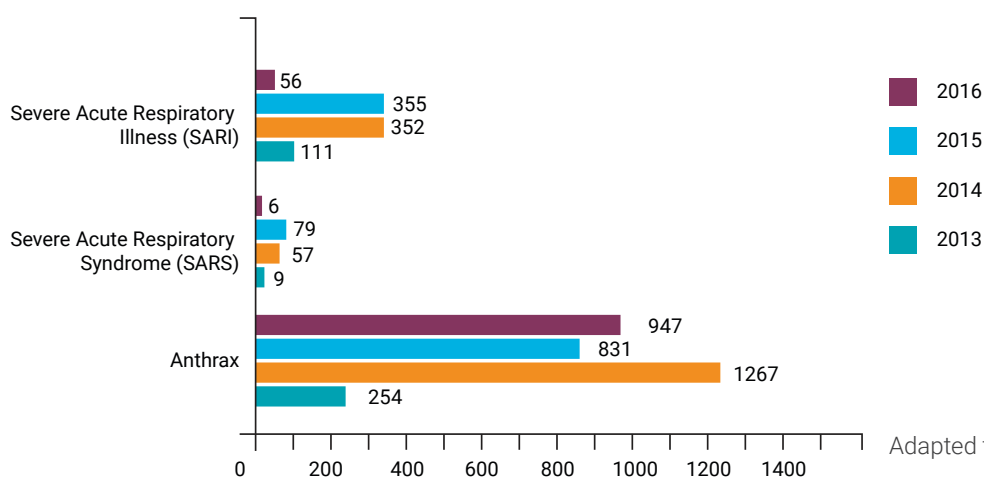
dumping of waste inside drainage channels (see table 9). This practice poses a serious threat (such as respiratory disorder) to health and wellbeing of the Nigerlites (see figure 12).

TABLE 9. Distribution of households refuse disposal method in Niger State

Waste disposal method	State (%)	Urban (%)	Rural (%)
Household bin collected by government	8.7	22.7	5.3
Household bin collected by private agency	1.1	2.0	0.9
Government bin or shed	1.0	4.6	0.2
Disposal within Compound	23.0	16.8	24.5
Unauthorized refuse heap	59.8	52.8	61.4
Others	6.4	1.0	7.7
Total	100	100	100

Adapted from NSBS (Socio-Economic Survey, 2014).

FIGURE 12. Reported respiratory cases in Niger State



Adapted from NSBS (2017a).



» *Open dumping in Minna*



» *Blocked drainage in Suleja*

© UN-Habitat/Emmanuel Adeleke (2019)

6.3.4. ACCESS TO CLEAN ENERGY

An important infrastructure in the development of human settlements 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.

In Niger State, statistics from 2013 revealed that 192 political wards out of 274 in the State had access to electricity while only 475 towns/villages were connected with electricity (NSBS, 2013).

Despite the installation of three hydro-power stations in the State (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) and a little above average (57 per cent) rate of electrification, there was still erratic power supply in the State. In 2020, only 2.58 million people were directly connected to the grid, 80,000

people were living in grid-connected areas without a household connection, and 2.34 million people were living without grid connection in rural areas (Lemu, 2017).

Access to constant, affordable and clean energy is a major challenge to economic growth and environmental sustainability in Niger State and this has continued to increase the rate of deforestation and pollution, thus contributing to conditions for global warming and environmental concerns/ degradation.

6.3.5. ACCESS TO HEALTHCARE

Health is both a determinant and outcome of sustainable development interventions; it is inextricably linked to 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 is still battling an acute public health crisis. Statistics from 2015 reveal that the maternal mortality rate in Niger State was 130/100,000 live births, under-five maternal mortality rate was 103/1,000 live births and the infant mortality rate was 260/1,000 live births, while life expectancy was 54 years (see table 10).

In 2017, the Niger State Bureau of Statistics reported that in the years 2014, 2015 and 2016, the total number of inpatients recorded across

the State was 2,5 million, 2.5 million and 3.3 million respectively. In the same period there was high prevalence of diseases (such as HIV/ AIDs, diarrhoea, malaria, pneumonia, sexually transmitted infections, typhoid fever etc.).

These occurrences could be attributed to insufficient healthcare facilities – particularly in rural areas – malnutrition, lack of access to improved water and sanitation, and poor living conditions.

ACCESS TO CLEAN ENERGY



OVERALL ELECTRICITY COVERAGE

57 %

Access to electricity

> **192** political wards / **274** in the State

> **475 towns/villages** were connected



2.58

million people were directly connected to the grid

80,000

without a household connection

2.34

million people were living without grid connection

* Lemu, 2017

ACCESS TO HEALTHCARE



MORTALITY RATE / LIVE BIRTHS

130/100,000

under-five maternal mortality rate

● **103/1,000** live births

infant mortality rate

● **260/1,000** live births



Total number of inpatients across the state

● 2014 → **2,5** million

● 2015 → **2,5** million

● 2016 → **3,3** million



LIFE EXPECTANCY

54 years



High prevalence of diseases in the state

HIV/AIDs, diarrhoea, malaria, pneumonia, sexually transmitted infections, typhoid fever etc

TABLE 10. 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.

6.4. Local economies, employment and poverty

In the years prior to 2020, Nigeria recorded an impressive economic growth. In 2014, the country's gross domestic product was ₦ 80.3 trillion, equivalent to US\$ 509 billion and GBP 369 billion,¹ making it among the biggest economies in Africa. This impressive growth, however, presents a puzzling paradox.

Although the country had glowing gross domestic product figures, most States (including Niger State) still experience the lowest levels of human and social development, with a large part of the population trapped in poverty and facing rampant unemployment and inequality (Ijaiya, Marikan and Ramli, 2016).

Available statistics show that in the recent past, the rate of poverty in Niger State was 61.2 per cent while unemployment was 39.4 per cent (United Nations, 2015; NBS, 2012). Similarly, a socioeconomic survey by the Niger State Bureau of Statistics in 2014 showed that there was a high rate of urban poverty in the State: 56.7 per cent of urban dwellers were regarded as being very poor, 7.3 per cent were poor, 30.9 were moderately rich, 4.7 fairly rich, and only 0.5 per cent rich.

This could be attributed to a high level of adult illiteracy and a lack of access to basic services such as adequate and affordable housing, potable water, health, sanitation.

Agriculture has been the main driver of the State's economy (a sector with production regarded as being low).

In 2016, over 80 per cent of the State's population were engaged in agriculture (farming, fishing and cattle rearing) while nearly 90 per cent of the rural population equally depended on agriculture as a means of livelihood (Ijaiya, Marikan and Ramli, 2016). Other means of livelihood in the State were mainly informal and were dominated by low productivity services.

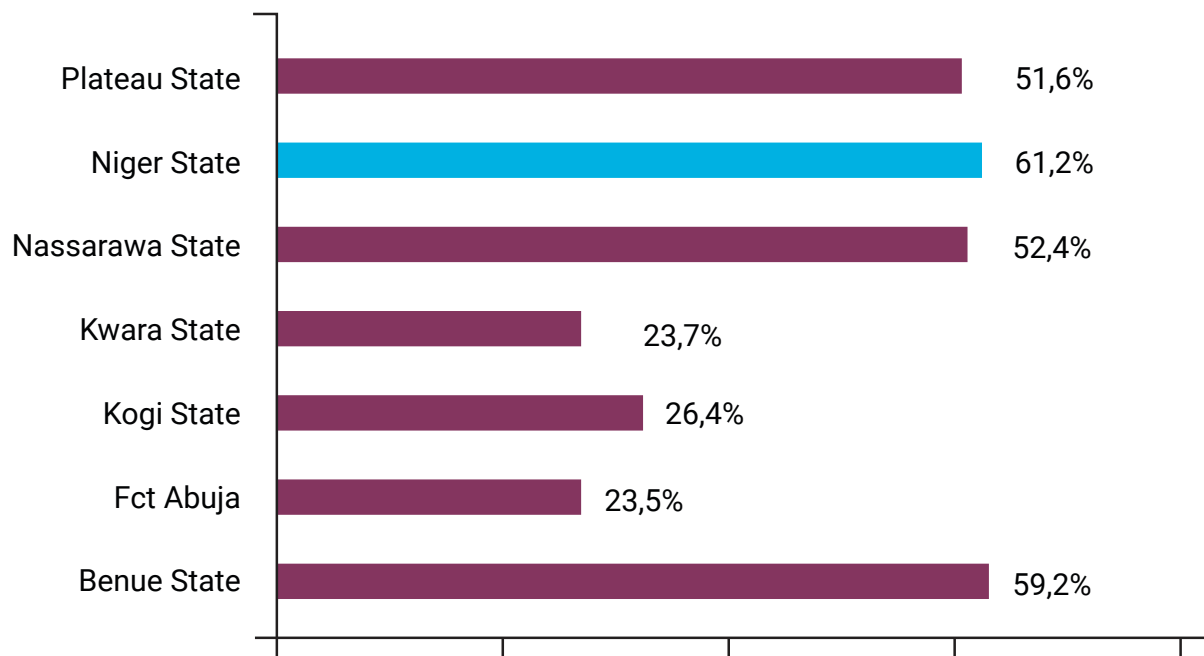
These economic activities not only failed to contribute significantly to improving living standards, but also failed to achieve high levels of production and value addition to agricultural and mineral resources of the State.

To translate rapid economic growth into sustained and inclusive development in Niger State, the Government must put development strategies in

¹ <https://www.dw.com/en/nigeria-overtakes-south-africa-as-continents-largest-economy/a-17547538>.

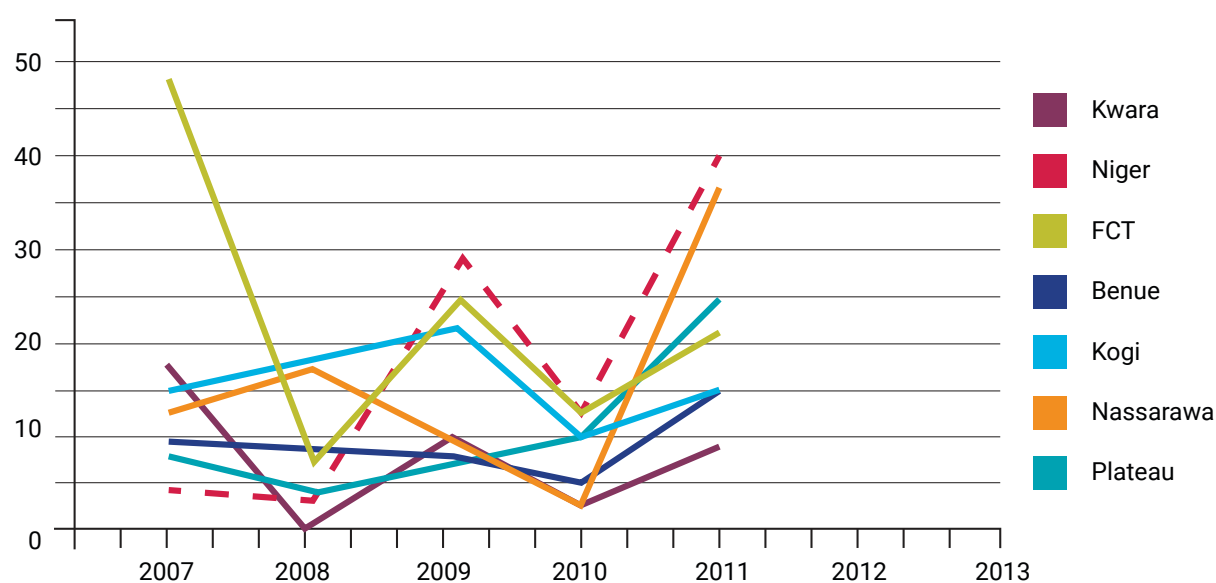
place that foster economic diversification, create jobs, reduce inequality and poverty, and boost access to basic services. This can only be achieved through development and implementation of an urban policy.

FIGURE 13. Poverty trends in north-central Nigeria (2004 – 2014)



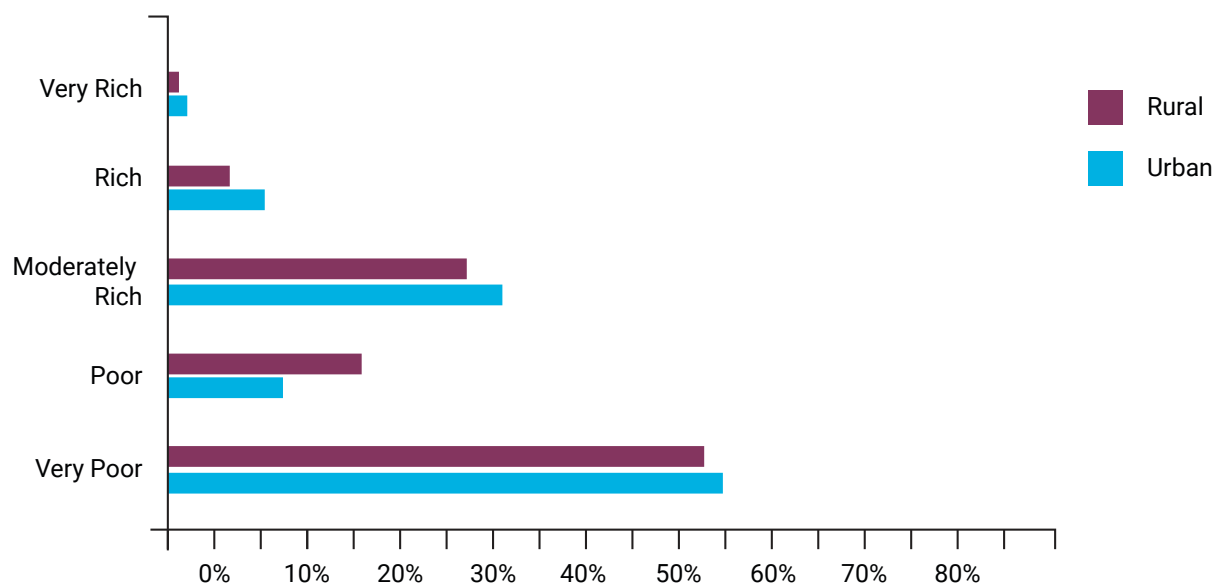
Source: Adapted from United Nations (2015).

FIGURE 14. Unemployment trends in north-central Nigeria (2007 – 2014)



Source: Adapted from NBS (2012).

FIGURE 15. Households' financial situation (urban/rural)



Adapted from NSBS (Socioeconomic Survey, 2014).



» Gwari Market – Minna



» *Block moulding factory – Suleja*

© UN-Habitat/Emmanuel Adeleke (2020).



» *Urban agriculture in Minna*



» *Calabash crafting centre at Izom*

© UN-Habitat/Emmanuel Adeleke (2020).

6.5. Housing and urban development

6.5.1. HOUSING AND SLUMS

Housing is one of the basic needs of human survival in addition to food and clothing and 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 larger society. Not only does housing provide people with the social values of shelter, security, independence, privacy and amenity, it equally plays a major role in the economy of any nation, such as provision of space for production, generation of employment, access to income-earning opportunities as well as being an indicator of a person's standard of living and status in a society. Despite the significance of housing, adequate supply of affordable is one of the major urban issues in Niger State.

Up until 2020, the Niger State Government provided 2,105 housing units in different parts of the State. To increase affordable urban housing, the State Government through the Niger State Housing Corporation opted for a new strategy of public-private partnerships under a private sector-driven mechanism. Housing units provided under these partnerships were not affordable for Nigerlites, in particular for middle and low-income earners. Lack of access to adequate and affordable housing in the State has resulted in the prevalence of slums and informal settlements, mostly in major urban areas. For example, in Minna, slums are evident in areas such as Unguwa Kaje, Barikin Sale, Dutsen Kura Gwari, Kpakungu, Tudun Fulani, Soje; Sauka kahuta, Maikunkele, Maitumbi and Chanchaga etc.



» Kwamba Slum in Suleja



» Barikin Sale Slum in Minna

© UN-Habitat/Emmanuel Adeleke (2020).

6.5.2. UNSUSTAINABLE CITIES

In the world today, cities function as engines of growth and centres of innovation, and at the same time they play an important role in economic development through economies of scale, agglomeration and localization, efficient infrastructure and services. Despite the growing importance of cities, their contribution to sustained economic growth has been regarded as marginal, especially in African countries (UNECA, 2016).

Over the years, cities in Niger State (intermediate cities and town) have witnessed incessant growth, particularly in major urban centres (Bida, Kontagora, Minna and Suleja) of the State.

These urban areas are expanding in an unsustainable manner, i.e., growing without complementary infrastructure and basic services. Rapid growth in these cities has not only progressively complicated problems of human settlements and the environment, but has also been responsible for urban sprawl, loss of natural vegetation and open spaces, driving vulnerability to climate change, environmental degradation, slum proliferation and pressure on existing basic services.

As a result, these cities have failed to attract investments which could transform Niger State into a vibrant, competitive and productive State.



» *Suleja Urban Fabric*

© UN-Habitat/Emmanuel Adeleke (2020).

However, to tackle the problems posed by rapid urbanization and harness the opportunities they present for increased economic growth, the State Government must reposition its cities as drivers of development. For this to happen there is a need to put in place new policy approaches, regulations and strategies that will not only optimize the competitive advantages of the State's intermediate cities, emerging small and medium towns to attract investments (including FDI) for growth and transformation, but will also lead to a collection of new consumer markets for global goods, a place for innovations and thousands of new, competitive and highly distributive small and medium enterprises.

6.6. Land administration and management

Land administration and management comprises of records defining the rights and spatial information which specify the extent of rights and/or information over a land. Land administration and management plays an important role in the stimulation of economic development, social coherence and sustainable urban and territorial development. The Niger State Geographic Information System (NIGIS) is responsible for land administration and management with the administrative support of the Ministry of Lands and Housing. However, despite these institutional setups, land management still poses serious challenges to achieving sustainable urban and territorial development in the State.

One of the major issues is the inability to deliver adequate land for physical and urban development. For instance, in Minna, studies found that over 96 per cent of urban households relied on the informal land delivery system (from local people) to acquire land for development, a situation which was attributed to inefficiency in the administration

of urban land, weak institutional framework and poor implementation of the Land Use Act (LUA) in the State (Kuma, 2016). Most of this land was not planned, thus development emerged in these areas in a haphazard pattern without complementary infrastructure and basic services.

Similarly, security of tenure is another challenge to sustainable development. Though the current legal framework for land administration in Nigeria (Land Use Act) recognizes both statutory and customary rights to land, formalization is usually recommended as the means to secure rights, particularly on customary land in the State. As of 2020, most lands in the State have not been surveyed and demarcated, while numerous actors and bureaucratic processes involved in formalization of land rights usually lead to further delays in tenure security, thus resulting in the proliferation of slums and informal settlements, and haphazard development by private housing developers, mostly in peri-urban areas (Kuma and Ighalo, 2015).

6.7. Climate change and city resilience

One of the critical issues affecting resilient and sustainable human settlement in Niger State is vulnerability to climate change and other environmental disasters, which is evident through a wide range of problems associated with urbanization. Urbanization, if well managed, has been conceived as a development mechanism which presents opportunities for strengthening city resilience (World Bank, 2016). In the recent past, Niger State was severely hit by a series of disasters which not only threatened livelihoods and human security, but also resulted in the spread of infectious and water-borne diseases, undermined development gains and damaged infrastructure, among other things.

One such disaster in Niger State was flooding. Flooding is the result of the overflow of a body of water over land and extreme hydrological events or an unusual presence of water on land to a depth which affects normal activities (Olajuyigbe, Rotowa and Durojaye, 2012). It also occurs because of a combination of meteorological and hydrological extremes as well as the activities of humans on drainage basins (Adeaga, 2008). Other disasters experienced in the State included rain/windstorms, drought, erosion, deforestation, artisanal mining, fire disaster, dam collapse, air pollution, banditry and herdsmen attacks.

Some of the major impacts of climate change and other disasters in Niger State were loss of lives and livelihoods and the 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 local government areas, 213 communities and 651,325 persons were affected by flooding, which further resulted in the displacement of 148,128 people and the destruction of 65,587 houses (see table 11 below).

These unprecedented threats from pressure on ecosystems, natural disasters, climate change and its related risks have not only undermined development gains in the State but they have also hindered efforts to end poverty and to achieve sustainable development. Thus, there is a need to develop and implement an environmentally sound policy that will promote disaster risk reduction and management, as well as guide the way cities and towns are planned, developed, governed and managed in Niger State.

TABLE 11. Spatial distribution and impact of flood in Niger State

Serial number	LGA	Number of deaths	Number of 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.



» *Environmental degradation in Mokwa LGA*



» *Flood disaster in Suleja*

Source: Niger State Emergency Management Agency.

6.8. Connectivity within and between cities

Connectivity is one of the elemental factors for 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. It is also the veins and arteries of urban areas, linking together 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 becomes an essential service in urban centres which enables people, businesses and other organizations to carry out their economic activities.

However, despite the huge potential of agriculture for economic growth and shared prosperity in the State, poor connectivity within and between urban centres in Niger State is impeding economic growth.

Virtually all the urban centres in the State are connected by road while few towns and cities are connected by rail. As of 2020, there was 358 km of rail in Niger State connecting different towns together Baro – Badeggi – Minna; Jebba – Mokwa – Zungeru – Minna, with little or no train services.

The poor condition of the road in most cases results in an increase in travel time, road accidents, loss of lives, loss of business, economic loss, and wear and tear on vehicles. For instance, due to poor connectivity, travel time from Minna to Suleja (102.3 km) is now two hours rather than 1 hour and 20 minutes if the road were good; Minna to Bida (89.4 km) is now 2 hours 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 the road network linking different rural areas to towns and urban centres, several challenges remain. One of the key challenges of improved connectivity in the State is lack of integration between road, rail and airports.

To achieve a coordinated transport system that will lead to a reduction of travel and transport needs and enhanced connectivity between urban, peri-urban and rural areas, there is an urgent need for mechanisms and a framework that will enable sustainable mobility and transport in the State.



» *Minna – Suleja Road*

© UN-Habitat/Emmanuel Adeleke (2020).

6.9. Security and urban safety

The issue of security and urban safety is one of the major global concerns. Continents, countries and regions of the world are battling with domestic and or international security threats ranging from terrorism, communal-conflict, epidemics and natural disasters amongst other things; a phenomenon from which Niger State is not exempt.

As of 2020, Niger State is experiencing several security and safety challenges in its towns and cities. A particularly noteworthy type of security challenge is the increasing rate of bandit attacks. Table 12 shows figures on these incidents.

TABLE 12. Banditry attacks in Niger State (2019–2020)

Date	Location	Affected communities	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	-



» *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.

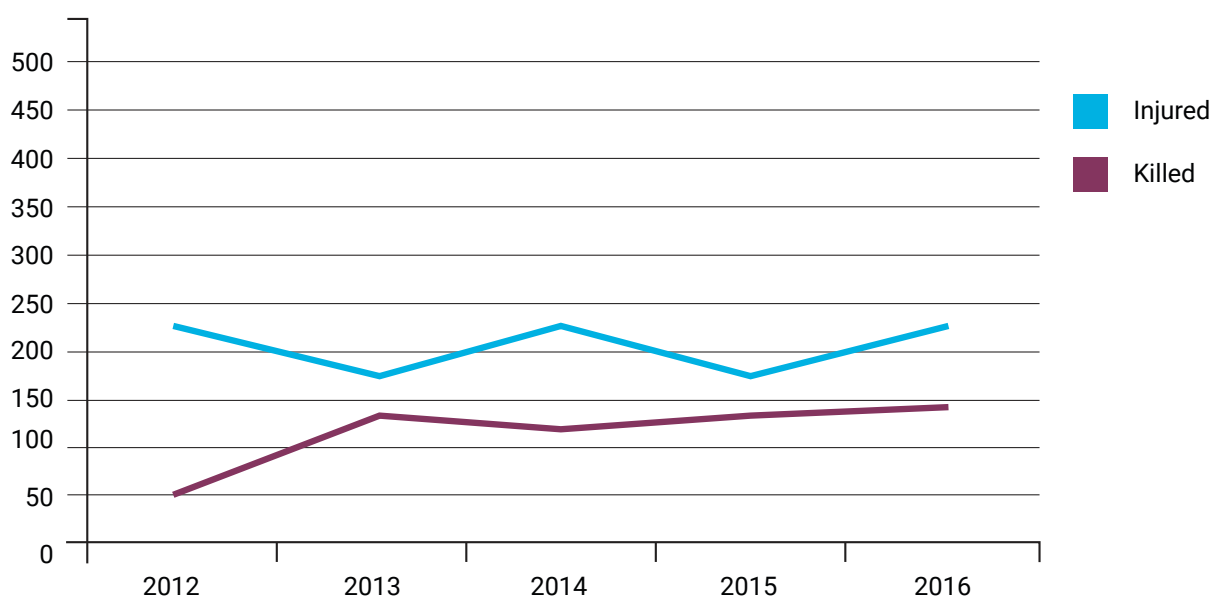
In 2017, the Niger State Bureau of Statistics reported that an average of 100 people were killed in road traffic accidents each year and 180 people were injured in road accidents. Other security challenges witnessed in Niger State include armed robbery, cattle rustling, kidnapping and manslaughter. The impacts of security and safety issues include loss of lives and properties, reduction in the rate of

investment and labour productivity, an increased poverty rate, the internal displacement of people, disruption of economic activities, post-traumatic stress disorder and increased depression experienced by victims of banditry attacks, and increased spending on public security, especially in terms of surveillance, emergency planning and post-disaster management.

Increased spending diverts scarce resources away from productive investment in areas designed to promote growth, poverty eradication and sustainable urban development. To change the narratives on security and safety challenges in the State, there is an urgent need for a policy framework

(State urban policy) as this will help to achieve a safe, socially inclusive and secure environment to live and work and to enhance participation in urban life without fear of violence and intimidation among all Nigerlites, particularly women and girls, children and young people, and people living with disability.

FIGURE 16. Road accident victims in Niger State (2012–2016)



Adapted from NSBS 2017a.

6.10. Urban–rural linkages

Despite the disparity in the global urban and rural populations, 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 reduced to only market linkages.

Although market linkages play a substantial role in this scenario, urban-rural linkages are beyond a linear interaction as they encompass 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 phenomenon however could be attributed to lack of proper and strong linkages between urban and rural systems which emanated from uncoordinated development strategies of the two systems.

The resultant effect of this is not only evident in the prevalence of rural poverty and high rate of mortality but also in food insecurity, declining returns on agriculture for rural farmers, rural-urban migration, inadequate infrastructure and basic services, among others.

According to a Niger State Bureau of Statistics Report in 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, while the literacy rate in rural areas of Niger State was 38.5 per cent.

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 and 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, particularly under a situation of declining returns from agriculture for rural farmers, 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 play an increasingly significant role in local economies and the livelihoods of rural residents.

7. Development opportunities in Niger State

To achieve sustainable urban and territorial development in Niger State, there is need to take advantage of development opportunities in the State as a catalyst for sustainable economic and social development. Some of the development opportunities for transformative urbanization are as follows:

7.1. Demographic dynamics

Niger State is one of the states with an average population growth rate (3,950,249 people based on 2006 population census); it is the thirteenth most populous State in Nigeria. The demographic structure reflects a growing, young population. According to the 2006 National Population and Housing Census, about 36 per cent of the 2006 population in Niger State were aged less than 10 years, 21 per cent were aged from 10 to 19 years and 39 per cent were in the prime age group of 20 – 59 years.

With a population of over 5 million in 2019 and annual growth rate of 3.4 per cent, it is expected that the population of Niger State will increase to 17,219,613 by 2050.

The demographic structure has critical implications for sustainable urbanization and needs to be harnessed for structural transformation in the State.

To achieve desired demographic dividends, the State urban policy will promote diverse opportunities, in particular the right mix of economic opportunities that allows all working people (more importantly young people and women) to contribute productively to the economy, and the policy will ensure that this workforce has appropriate skills required for structural transformation and a productive, innovative and competitive economy, and the skills to compete and attract investments to the State.

7.2. Transport infrastructure

Transport is one of the major drivers of socioeconomic development, creating wealth, enhancing social development and influencing the pattern of land-use development in cities across the globe. In 2020, the State had transport infrastructure across all travel modes, vis-a-viz roads (2,375 km of federal roads, 2,014 km of state roads and 5,153 km of local roads), rail (358 km of rail length), water (Baro Inland port) and airport (Minna International Airport).

The urban policy for the State will promote the development of efficient transport infrastructure and the integration of the existing transport system, thus providing unlimited access to safe, efficient, affordable and sustainable transport systems that enhance mobility and boost sustainable economic growth.



» *Minna International Airport*



» *Minna Train Station*

© UN-Habitat/Emmanuel Adeleke (2020).

7.3. Dams

The state has 12 irrigation dams capable of irrigating 399,408 hectares of land – importantly during the distinct six months of dry season. An urban policy for the State could promote these assets for large-

scale agriculture to improve productivity and the sectoral share of agriculture in the economy and ensure food security.



» *Kainji Dam, Kainji*



» *Buntu Dam, Tafa*

© UN-Habitat/Emmanuel Adeleke (2020).

7.4. Vast land resources

Niger State has a land mass of over 76,000 km² – 8 per cent of the total land mass of Nigeria. Despite the vast land owned by the State, there is challenge of land availability for socioeconomic, urban and infrastructural development which could be attributed to inefficiency in the land administration mechanism. However, the urban policy for Niger State will provide a window of opportunity for all Nigerlites and investors without discrimination,

equitable access to affordable serviced land as well as security of tenure for all. It will also facilitate access to land for mechanized farming, the development of compact, connected and socially inclusive, mass, affordable housing, and resilient infrastructures. The urban policy will also enhance land value sharing and revenue generation through land-based and presumptive tax systems at the State and local government level.



» *Suleja Smart City Site*

© UN-Habitat/Emmanuel Adeleke (2019).

7.5. Natural resources (solid mineral)

Niger State is endowed with high levels of solid mineral resources that have great potential to transform the economy of the State and favourably compete with oil producing States in the southern region. These minerals are clay, kaolin, limestone, petroleum products and glass sand, copper lead,

marble, iron, columbite, silica, gold, granite, talc, graphite, tourmaline and quartz. The urban policy for the State should promote the extraction of these minerals to improve job creation and shared prosperity, and accelerate economic growth and diversification.

7.6. Tourism potential

Niger State has great tourism and cultural potential with comparative and competitive advantages in the country.

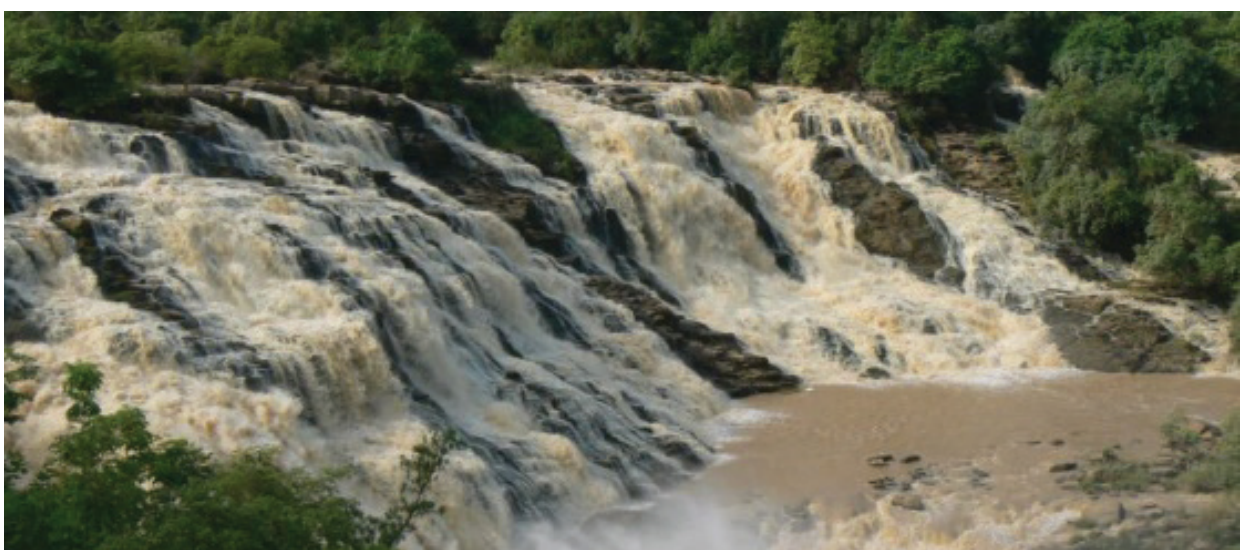
As of 2020, there are approximately 48 tourist spots and numerous Indigenous cultural sites in Niger State, some of which include the following: Zuma Rock (Suleja), Gurara Waterfalls, Mayanka Waterfalls (Suleja), Kainji Lake National Park, Lord Lugard Amalgamation Park (Zungeru colonial ruins), Mungo Park Cenotaph (Jebba), Baro Empire Hills/Port, Durbar Festivals, Bida Brass and Glass

Works, and Kuserki Magnetic Hill etc. Similarly, the State features the Kainji Lake and the three hydroelectric dams – Jebba, Kainji and Shiroro – that have typical open woodland which gives rise to numerous forests, plantations and games reserves.

If the potential of these is properly harnessed through the implementation of a State urban policy, the tourism and culture industry in the State could be one of the leading sources of revenue and job creation and attract foreign direct investment.



» *Zuma Rock*



» *Gurara Waterfall*

© UN-Habitat/Emmanuel Adeleke (2020)

7.7. Agriculture development

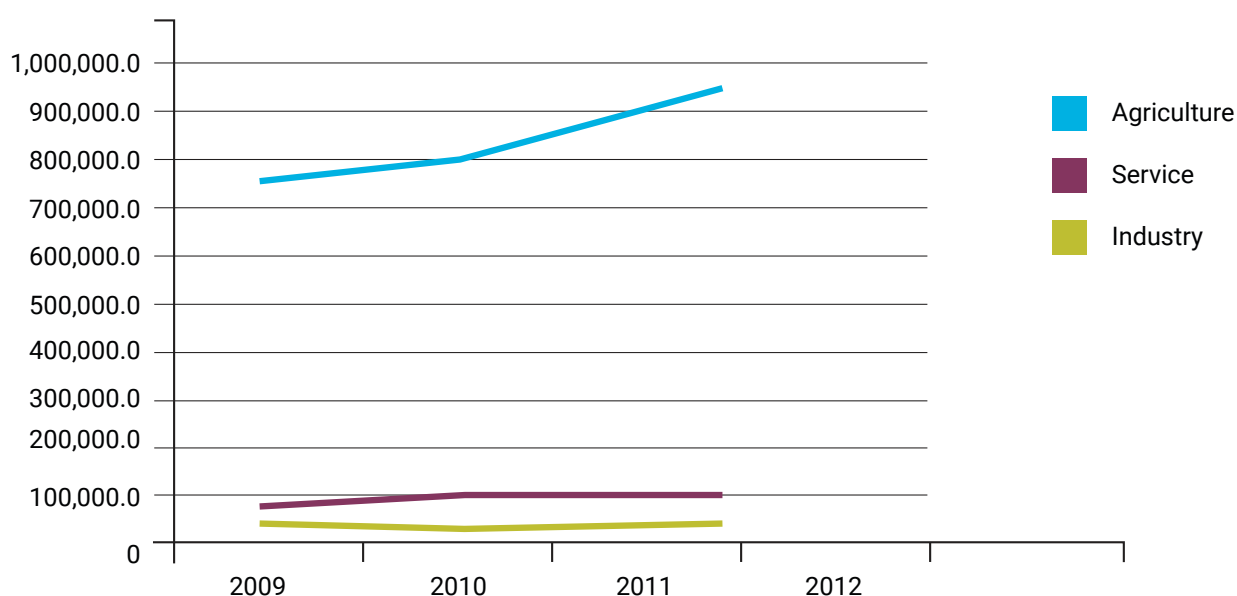
Niger State, like most States in northern Nigeria, has an agrarian-based economy with huge agricultural potential; it has arable land of approximately 7 million hectares of which 32 per cent (2.3 million hectares) is cultivated to produce various food and cash crops.

Similarly, the agricultural sector has the largest share (over 90 per cent) of labour in the State – the bulk of the labour is in rural areas where the primary source of employment is agriculture. The structural transformation in Niger State is depicted in figure 17; the pattern of structural transformation

reveals that the contribution of agriculture sector to the State economy is very high. The share of agriculture in the State's GDP was 87 per cent in both 2009 and 2010, and increased to 88 per cent in 2011 (NSBS, 2014).

Agriculture resources in Niger State have significant potential that could be harnessed through a State urban policy to achieve food security, reduce rural poverty and accelerate economic development and agro-industrialization, and improve job creation, amongst other things.

FIGURE 17. Niger State gross domestic product at 2009, 2010 and 2011 prices



8. Institutional capacity assessment

The need to assess the capacity of urban management institutions in Niger State is of great importance as this will help to identify the strengths and opportunities for improvement in organizations' capacity for policy development and implementation. Prior to the preparation and implementation of an urban policy in Niger State, the capacities of relevant institutions responsible for urban management were assessed through semi-structured interviews and consultations with heads (general managers and directors) of urban management institutions.

Selected institutions represented a variety of urban management institutions with different mandates, and included land management, housing provision, environmental protection and waste management, disaster mitigation and emergency management, water and sanitation, and urban planning.

The capacity of the institutions was assessed on six areas, vis-a-viz governance, management practice, human resources, technical capacity, financial resources, and partnership and external relations.

To assist the understanding of the meaning of the different dimensions considered in this assessment, the six capacities are explained as follows:



- **Governance:** This dimension captured the legal and regulatory framework of an institution, capacity to collaborate effectively with other institutions, and monitor and evaluate institutions' mandate delivery.



- **Management practice:** Focused on organizations' service delivery, knowledge management as well as on working environment.



- **Technical capacity:** Technical capacity captured operational and technical equipment available for an institution to carry out its duties.



- **Human capacity:** Human resources included the number, composition and competency of staff within an institution.



- **Financial capacity:** This dimension captured financial resources required for the efficient and effective functioning of the institution.



- **Partnership and external relations:** This dimension assessed the capacity of an institution to communicate its mandates and form international partnerships for urban development and management.

8.1. Capacity assessment

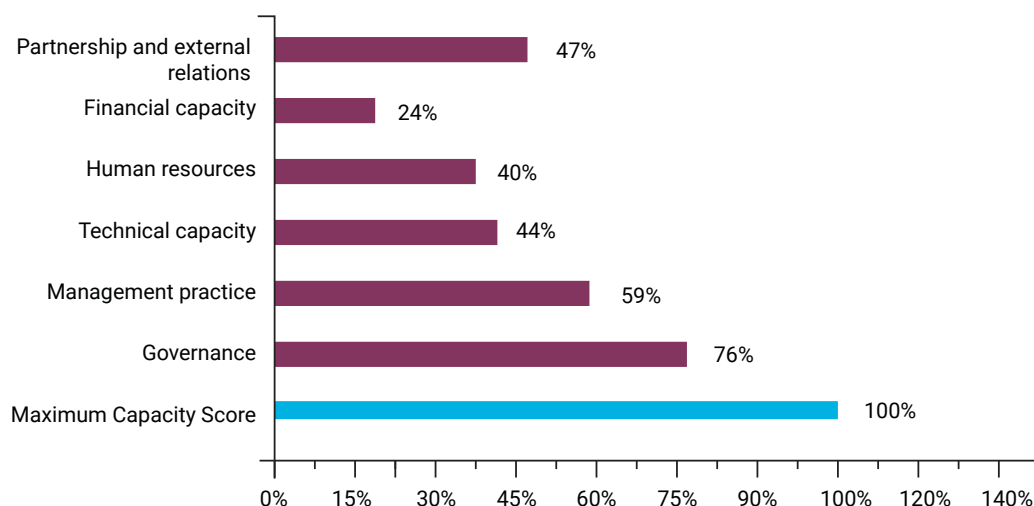
This section summarizes the overall capacity assessment. However, it is evident from the information in table 13 below that in all dimensions, the capacity of the institutions to achieve sustainable urban and territorial development in Niger State is very low, with the exception of

governance and management practice. Hence, there is a need to strengthen the capacity of urban management institutions to enable them to achieve their institutional mandate and be able to implement a Niger State urban policy.

TABLE 13. Summary of capacity assessment scores for different institutions

S/No	Main dimension of the capacity assessment	Capacity scores	Standardized consensus scores	Weight accrued (%)
1	Governance	105	80	76
2	Management practice	105	62	59
3	Technical capacity	85	37	44
4	Human resources	70	28	40
5	Financial capacity	70	17	24
6	Partnership and external relations	70	33	47
TOTAL/AVERAGES		84	43	51

FIGURE 18. Institutional capacity assessment



Source: UN-Habitat / Field survey (2019).

8.2. Identifying the capacity gap

The purpose of identifying capacity gap areas was i) to summarize and confirm the main findings of the capacity assessment exercise; ii) to review the capacity gaps that emerged, and iii) to identify capacity development areas that, if worked on, would have the greatest impact on the performance of the urban development/

management institutions. The identified capacity development areas are prioritized to select the most critical issues to be addressed based on their feasibility and potential impact on institutional mandate delivery. Table 14 summarizes the key gaps that emerged from the capacity assessment.

TABLE 14. Identified capacity gaps

S/No	Capacity dimension	Identified gaps
1	Governance	Weak legal and institutional framework Insufficient coordination with stakeholders and other ministries, departments and agencies Lack of monitoring and evaluation mechanism
2	Management practice	Inadequate office space Poor working environment
3	Technical	Lack of technical/operational equipment/tools
4	Human resources	Insufficient human resources Limited knowledge, skills and staff capacities
5	Financial resources	Insufficient financial resources Limited budgetary allocation
6	Partnership and external relations	Capacity to engage in functional partnerships for project planning and implementation Lack of communication tools

8.3. Recommendations, interventions for capacity development

To improve the capacity of the urban management institutions, respondents were guided in the last section of the assessment questionnaire to suggest how they wanted the capacity of their respective institutions to be strengthened so

that they could fully implement their institutional mandate in a Niger State urban policy. Table 15 summarizes the recommended interventions for capacity development suggested by the institutions.

TABLE 15. Recommended interventions for capacity development

Capacity dimension	Identified gaps	Proposed interventions for capacity development
Governance	Weak legal and institutional framework Insufficient coordination with stakeholders and other ministries, departments and agencies Lack of monitoring and evaluation mechanism	Review of existing legal framework Mainstreaming inter-ministries, departments and agencies' synergy and collaboration with stakeholders Establishment of monitoring and evaluation mechanism
Management practice	Inadequate office space Poor working environment	Knowledge management should be strengthened Working environment should be improved
Technical	Lack of technical/operational equipment/tools	Provision of adequate modern technical and operational equipment
Human resources	Insufficient human resources Limited knowledge, skills and staff capacities	Staffing of adequate and qualified personnel in all ministries, departments and agencies Personnel capacity building through peer learning exercise, training and retraining, seminar, workshops and conferences (local and international)
Financial resources	Insufficient financial resources Limited budgetary allocation	Provision of enhanced budgetary allocation and ease of access to funds Financial autonomy
Partnership and external relations	Capacity to engage in functional partnerships for project planning and implementation Lack of communication tools	Development of cooperation and partnership with both domestic and international development institutions Annual peer review of activities between both domestic and international development institutions Promote and attract foreign direct investment for urban development and provision urban basic services

9. The way forward

9.1. Preparation of diagnosis

Consequently, with clear understanding of trending issues in Niger State, it is important that in-depth diagnosis of urban issues be carried out as this will provide adequate understanding of specific dimensions of existing problems, opportunities for policy formulation and a better understanding of how to harness them. Table 16 below contains the proposed outline of the diagnostic framework for a Niger State urban policy:

TABLE 16. Framework for diagnosis

- » Executive summary
- » Rationale, vision/purpose, values and principles
- » Context assessment and background
- » Urbanization overview: drivers, trends and projections
- » Spatial and population dynamics analysis
- » Urban legislation and regulations
- » Urban planning: implementation tools and enforceability
- » Housing policies and regulations
- » Infrastructure and basic services
- » Urban economy and municipal finances
- » Proposal for system of cities
- » Cross-cutting issues of strategic importance
- » Recommendations for action, strategies and roadmap
- » Prospective analysis and recommended options
- » Strategies for effective development, implementation and monitoring of the policy
- » Roadmap for Developing and Implementing the Policy
- » Conclusions and Next Steps

9.2. Building momentum

9.2.1. STAKEHOLDERS MAPPING FOR POLICY DEVELOPMENT

An inclusive policy preparation process involves the participation of relevant stakeholders. Participation and inclusion of Nigerlites in the entire policy process will go a long way to identifying problems and challenges, and in the process will propose innovative solutions.

Similarly, having the Nigerlites participating in the formulation of their own policies will give them a strong sense of ownership to promote and implement the policies. To ensure inclusiveness, the State urban process will involve stakeholders from different organizational affiliations in Niger State.

9.2.2. ORGANIZATIONAL AFFILIATION

Organizational affiliation for the development process of an urban policy for Niger State has been divided into four main categories, namely: (i) government; (ii) civil society/private sector; (iii) traditional institution; (iv) academic and research institutions.

These four broad categories offer an exhaustive representation of the different settings of society, in particular stakeholders experienced with research, policy and societal aspects of impacts of public policy. Also, the most vulnerable groups (such as women, young people, the elderly and people living with disabilities) will not be left out. Table 16 shows stakeholders' taxonomy for each organizational affiliation.

TABLE 17. Organizational affiliation of stakeholders

Government	Civil Society/private sector	Research	Traditional institution
Political assemblies	Private sector	Academic and research institutions	Traditional institution
Ministries, department and agencies	Professional organizations	Thinktanks and research institutes	
Local government	Civil society		
Service providers (e.g., housing, water, waste management, etc)	Trade unions		
	Non-governmental organizations		

9.2.3. CRITERIA FOR STAKEHOLDER ENGAGEMENT

Due to the nature of the project, it is of great importance to engage stakeholders across all sectors and geographical scope in the State as this will further aid enhance inclusiveness in the

policy development process. Table 17 shows each criterion to be applied for stakeholders' engagement for development and implementation of an urban policy in Niger State.

TABLE 18. Criteria for stakeholders' engagement

Criterion	Category
Organizational affiliation	Government
	Economy/enterprise
	Civil society
	Research
Level of operation of the organization	Municipal
	State
	National
Function of the stakeholder	Politician
	Policymakers/experts/advisor
	Regulators
	Practitioners
	Technical expert
	Advocacy/lobbyists
	Opinion leader
	General public
	Other
Sector	Land-use/land-use management
	Infrastructure
	Energy
	Agriculture
	Health
	Commerce and investment
	Tourism and culture
	Biodiversity conservation
	Water
	Landowners
	Disaster risk reduction and emergency management
	Housing providers
	Service providers
	Trade
	Other

Table 19 shows the initially identified stakeholders who will be involved in the policy development process, which will be further elaborated as the project evolves.

TABLE 19. Stakeholders mapping for a Niger State urban policy

S/No	Stakeholder	Stakeholders Composition
1	Key politician	Politician from each political zone
2	Niger State Ministries (Commissioners, Permanent Secretaries and Directors)	Ministry of Land and Housing Ministry of Works and Transport Ministry of Agriculture and Rural Development Ministry of Health and Hospital Services Ministry of Investment, Commerce and Industries Ministry of Information, Tourism and Culture Ministry of Women Affairs and Social Development Ministry of Environment and Forestry Ministry of Water Resources and Dams Development Ministry of Local Government and Chieftaincy Affairs Ministry of Justice Ministry of Youth and Sport Development
3	Niger State parastatals (directors/general managers)	Niger State Housing Corporation Niger State Electricity Board Niger State Geographic Information System Niger State Development Company Niger State Emergency Management Agency Niger State Environmental Protection Agency Niger State Development Company Niger State Urban Development Board Niger State Water Board Niger State Emergency Management Agency Director Town Planning Department (Ministry of Land and Housing) Director lands Department (Ministry of Land and Housing)
4	Local government	25 Local government chairmen 25 Directors of Works
5	Private sector	10 members of the Chambers of Commerce Representatives of financial institutions

S/No	Stakeholder	Stakeholders Composition
6	Academic and research institutions	<p>2 vice chancellors (F.U.T Minna and IBBU Lapai)</p> <p>4 rectors (C.O.E Minna, F.C.E. Kontagora, Bida Polytechnic and Zungeru Polytechnic)</p> <p>2 Deans (Engineering and SET, F.U.T. Minna)</p> <p>7 H.O.D's (five from SET and two from Engineering, F.U.T. Minna)</p> <p>National Cereals Research Institute Badeggi</p>
7	Traditional institutions	<p>Etsu Nupe</p> <p>Emir of Suleja</p> <p>Emir of Minna</p>
8	Civil society organizations	<p>Nigerian Labour Congress (NLC, Niger State Chapter) and other trade organizations</p> <p>Representatives of young peoples' organizations</p> <p>Representatives of Women's organizations e.g. FOMWAN, NCWS etc.</p> <p>Representatives of professional organizations – town planners, architects etc.</p> <p>Representatives of community based organizations (2 from each of the 25 local government areas (one from each LGA)</p> <p>Community Support Development Initiative, Niger State</p>

9.2.4. CAPACITY DEVELOPMENT AND CONSENSUS-BUILDING

To have a successful, comprehensive and implementable urban policy, there is a need for extensive stakeholder engagement. This will give the stakeholders an 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 preparation process of an urban policy for Niger State should include:



- **Consultation forums with relevant urban stakeholders:** This will be carried out at every stage of the policy development process. The first consultation will be undertaken in the beginning of the policy development process (feasibility). The second consultation will take place at the end of the diagnostic phase to validate the diagnostic paper, while the third consultation will come at the end 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 a 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.

9.3. Roadmap for policy development process

The development of a Niger State 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 of the policy development are as follows:



- **Set-up a steering committee:** This institutional instrument will be put in place not only to give strategic direction and political support throughout the policy development process but to also assist in achieving much-desired collaboration, coordination, coherence and networking for maximum resource use and impact. The steering committee could be chaired by the Executive Governor of the Niger State Government and include the Deputy Governor, commissioners of other relevant ministries, the director general of relevant agencies as well as representatives of urban stakeholders from various sectors to safeguard its participatory nature. For effective communication and decision-making during the policy development process, the steering committee could meet at least twice during the diagnosis phase and formulation phase (before the State-wide Urban Forum).



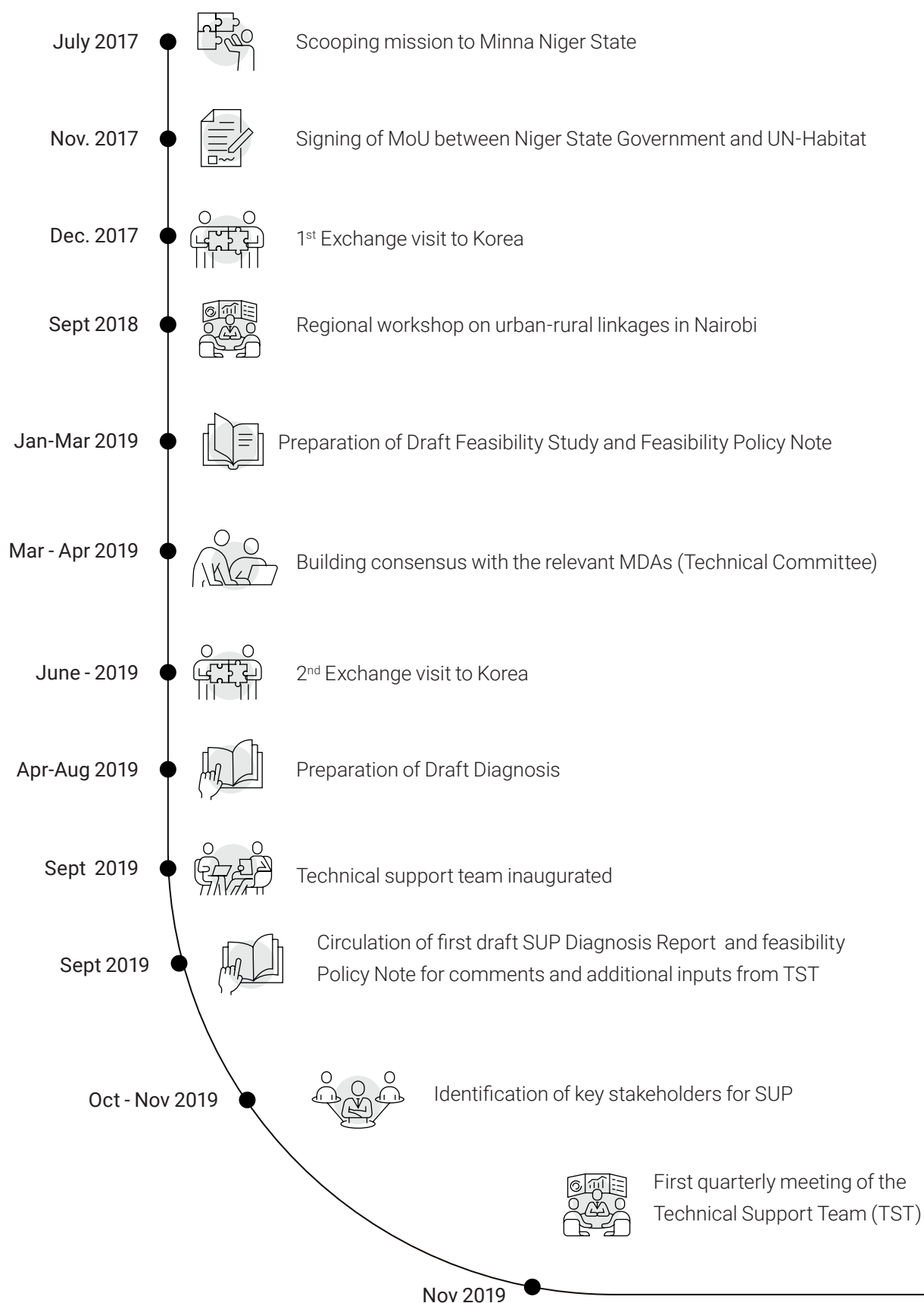
- **Establish a technical support team:** The technical support team will be established with the responsibility of providing support for the development of a State urban policy in Niger State, through the following: the collection and analysis of relevant data and information; a review of relevant documents and sectoral policies, including the Feasibility and Urban Diagnostic Report for Niger State, the draft State Urban Policy and Smart City Strategy, etc; provision of guidance and advice on a timeline and future activities for the development of a State urban policy in Niger State; facilitation of discussions with government officials and other stakeholders during the policy development and implementation process; mapping and identifying key actors and stakeholders to be sought and involved in the State urban policy process, identifying the main priorities, opportunities and challenges for the development of a policy, providing policy recommendations for the policy development, and assisting in drafting the Niger State urban policy. The team will be coordinated by the Secretary to the Government of Niger State while the composition of the team will include general managers, permanent secretaries, qualified professionals and experts from relevant ministries, departments and agencies, and representative of civil society and organized private sector.



- **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.
- **Drafting committee:** This committee will be established to prepare the Draft Niger State Urban Policy which will then be subjected to a review.

Figure 19 below captures the key activities for the development process of an urban policy for Niger State, from the feasibility phase to diagnostic and formulation phases.

FIGURE 19. Roadmap for the development of an urban policy for Niger State



Town Hall Meeting (for sensitization and data collection)



Dec 2019

Develop Final Feasibility Report



Jan – Feb 2020

Second quarterly meeting of the TST



Feb 2020

Develop Final Diagnosis Report



Feb – Mar 2020

Workshop: Training and Policy Dialogue



Mar 2020

Preparation of draft SUP



Apr – Jun 2020

Circulation of draft SUP and receipt of comments and additional inputs from stakeholder groups



July 2020

Organize Niger State Urban Forum



July 2020

Sept 2020

Launching of the Niger State Urban Policy by the Governor



August 2020



Production and presentation of Final SUP Report to the Niger State House of Assembly for enactment

9.4. Niger State urban policy development framework and delivery strategy

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:

i. Stage 1 – (2018 – 2019): Feasibility (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

ii. Stage 2 – (2019): Diagnostic and formulation (short-term)

Expected accomplishments:

1. Prepare diagnosis report
2. Undertake stakeholder engagement for strengthening consensus
3. Validate diagnosis report
4. Prepare communication and outreach strategy
5. Define policy goals and evaluating policy options
6. Prepare State urban policy
7. Organize Niger State Urban Forum

iii. Stage 3 – (2021 – 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

9.5. Risk analysis

Some uncertainties that could pose risks to the development process of an urban policy for Niger State have been identified (see table 20), and to mitigate the risks and have a successful policy development process, necessary actions should be taken on the recommended mitigation strategies.

TABLE 20. Risks and mitigation actions

Risks	Mitigating strategies
Participatory approach and conflicting priorities of key stakeholders and implementing agencies may slow down the decision-making process.	The risk will be reduced by integrative and inclusive planning, effective time management and an open discussion with the stakeholders and implementing agencies throughout the policy process. Participatory processes should be scheduled in an appropriate and realistic manner after a stakeholder mapping process.
Slow feedback and responses, due to the low capacity of implementing agencies and stakeholders (e.g. data collection).	The risk will be overcome by giving the implementing agencies a clear roadmap for deliverables.
Managerial capacity and participation of the implementing institutions may be lower than expected.	Undertake a capacity assessment and make implementation institutions take ownership by including them throughout the policy process.
Financial risk The project budget being in US\$, any instability in the country may present a financial challenge in the execution of policy process activities.	Undertaking a budget review at the end of 2019 could help to adjust the funds available and adapt the deliveries if necessary.
Political or cultural risks	
Political risks Uncertainty about the aftermath of 2019 general election in Niger State could lead to political change which might make it difficult to manage and continue with the project activities.	This risk will be mitigated through continued and consistent dialogue with authorities to secure the necessary political support. Also, as the project goal is to transform the State into an inclusive, productive and sustainable city, a clear and transparent communication strategy towards new partners (government) about the project aims would be of importance.
Social or cultural risks Implementing partner (UN-Habitat) highly prioritizes cross-cutting issues such as urban-rural linkage, gender and climate change. In case of a change in the Government in the State, the political support to address those cross-cutting issues might be reduced and the positive impact of the project might be less than expected.	This risk will be mitigated by continuing dialogue with the new Government and consultations with key stakeholders with a view to promoting cross-cutting issues such as urban-rural linkage, gender and climate change.
Risks related to UN-Habitat's reputation UN-Habitat's reputation might be at risk if the policy process is not transparent and there is no inclusiveness in the stakeholder's participation.	A good roadmap for policy development and involvement of most relevant stakeholders as well as the vulnerable groups in the policy process would help to mitigate this risk

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Niger State Urban Policy: Feasibility Report

For several years, Niger State has been experiencing increasing pressure on infrastructure, housing, services, and environmental sustainability. This feasibility report makes the case for the formulation of a subnational urban policy that is not only visionary but also unlocks the transformative potential for sustainable urban growth in the state.

Combining demographic analysis, institutional and policy reviews, and a comprehensive review of the statutory planning frameworks, the report provides a deep analysis of the challenges and opportunities posed by rapid urbanization in Niger State. Furthermore, it articulates a coherent strategy for harnessing the transformative power of urbanization to foster compact, connected, inclusive, and sustainable cities.

Beyond the borders of Niger State and Nigeria, this report serves as a critical reference for subnational policymakers, urban planners, development institutions, and technical stakeholders committed to shaping a resilient and equitable urban future in their locality. It is both a call to action and a guide for navigating the complex interplay between urban growth and long-term resilience planning.

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