

An Overview of Governmental Rehabilitation Programmes in Nigeria: A Project Management Perspective

Dr. Felix Osita Ikekpeazu and Dr. Uchenna Ajator

Nnamdi Azikiwe University
Anambra State, Nigeria

ABSTRACT

This paper addresses the project management issues related to governmental rehabilitation programmes, at the federal level, from a national perspective based on the national geopolitical coverage of the rehabilitation programme of the petroleum Trust fund, PTF, (a program of the military era) and the localized programme of the Niger Delta development commission NDDC, (a programme of the democratic dispensation). It commences with providing an insight into the role of a counter budget, a blueprint for changing national priorities, in the evolution of national rehabilitation programmes. It therefore, underscore the relevance of a counter budget which is designed to open federal spending to broad, public discussion, and the present a comprehensive, economic and political analysis of possible alternatives in the medium term. The paper then proceeds to a methodological review of the programmes of the PTF, Petroleum Trust Fund. It provides an overview of its urban interventions in the area of institutional and infrastructural rehabilitations with emphasis on the scope, process and impact. An overview of the performance of the Nigeria Delta Development commission in terms of rehabilitation programmes is also presented. The paper considers the proposition of the cost-benefit analysis approach to the evaluation of the socio-economic benefits of rehabilitation programmes in Nigeria. Finally, it concludes with the evident contrasts in development, especially in the rehabilitation of physical structures and infrastructure in Nigeria, emanating from different governmental initiatives and policies.

INTRODUCTION

In recent years, institutional rehabilitation programmes have become a national priority in Nigeria due to the advancing levels of physical deterioration of governmental institutional buildings and the associated infrastructure. These rehabilitation programmes span, the last few years of the military regime and then into the present democratic dispensation. From a national perspective, two institutional rehabilitation programmes, namely, the PTF, Petroleum (Special) Trust Fund and the Niger Delta Development Commission, were instituted by the military regime and the new democratic governance respectively. In a chronological sequence, the PTF programmes precede the programmes of the Niger Delta Development Commission.

THE ROLE OF A COUNTERBUDGET IN THE GENESIS OF NATIONAL REHABILITATION PROGRAMMES

The rehabilitation programmes of the military regime towards the last few years of its existence are an emanation of what is usually designated a counterbudget – a blueprint for changing national priorities.

The price of petroleum products was increased by the Federal Government in 1994. In order to convince the citizenry of the propriety of the increase, the PTF was established to utilize the accruals from the increase for the resuscitation of social and infrastructural facilities which had become dilapidated as a result of neglect over the years. Indeed, there can be deficiencies in the way that a budget is shaped – deficiencies that, in the absence of reform, reduce the prospects for achieving significant change in our arrangement of priorities. One of the flaws is that budget allocations are often too determined through what might be called the let's-see-what-we-gave-them-last-year-and-give-them-a-little-more-this-year approach. This practice militates against new ideas and tends to preserve programs that may no longer serve their original purposes. Another flaw is the lack of openness from beginning to end of the budget process. Secrecy reigns. There is little public participation.

The importance of a counter budget is expressed in the book, 'Counter budget, A Blueprint for Changing National Priorities,' in which the National Urban Coalition Steering Committee called upon the U.S.A. Federal Government to pursue six major goals, in reordering national priorities as part of the process of a counter budget:

1. Achieve full employment with a high level of economic growth and reasonable stability – all of our other policy goals depend upon it.
2. Provide all citizens with an equal opportunity to participate in American society and in the shaping of governmental decisions affecting their lives.
3. Guarantee that no American will go without the basic necessities: food, shelter, healthcare, a healthy environment, personal safety and an adequate income.
4. Rectify the imbalance in revenues between the federal government and state and local governments.
5. Assure adequate national security against military threats from abroad.
6. Meet our obligations to assist in the economic development of the world's less-developed nations.

AN OVERVIEW OF THE URBAN INTERVENTIONS OF THE PTF, PETROLEUM (SPECIAL) TRUST FUND IN NIGERIA: THE SCOPE, PROCESSES AND IMPACTS

The PTF, Petroleum (Special) Trust Fund was a national programme of rehabilitation of infrastructure, national health and educational institutions with the goal of achieving the upliftment of the urban and rural socio-economic conditions of Nigerians. Its procedures of selection strategy and criteria define the scope of the urban interventions (rehabilitations) which encompasses infrastructural, health and educational facilities and thereby improve the urban and rural environments through its vast geo-political coverage. The processes of urban interventions involve project identification, planning and implementation of rehabilitation programmes through the participation of consultants and contractors.

Establishment of the Fund

The Federal Government of Nigeria approved new pricing of petroleum products in October 1994 and promised that the gains which would accrue from the new pricing would be strictly computed, put in a special account and invested in social and infrastructural projects for the benefit of the citizenry. In order to ensure the efficient and diligent utilization of the Fund, the Federal Government established by Decree 23, a Petroleum (Special) Trust Fund (PTF) and constituted a nine member Board of Trustees to manage the Fund and implement its programmes. The Board of Trustees was inaugurated on 1st March 1995.

Nature and Functions of the Fund

As a Trust Fund, established to function as an intensive intervention domestic finance organization within the administration's development strategy, PTF, shall seek to revive the confidence of the Nigerian citizen in a public institution's ability to creditably implement development projects. The operational philosophy of the Fund, therefore, is to achieve an EFFICIENT, HONEST AND TIMELY implementation of projects that will have positive impact in the upliftment of the general conditions of living for all Nigerians.

Mission Statement

The Fund's mission shall be to establish and operate an open, modest and effective organization for the purpose of achieving EFFICIENT, HONEST and TIMELY execution of carefully-designed socio-economic projects, spelt out or implied by the enabling Decree but carefully prioritized to enhance the general condition of living for all Nigerians in the shortest period of time possible.

THE SCOPE OF THE INTERVENTIONS

In essence, the main functions of the PTF according to the decree will involve scrutinizing and approving projects in seven selected areas needing urgent interventions.

These are as follows:

1. Roads, road transportation and waterways
2. Education
3. Health
4. Food supply
5. Water Supply
6. Security Service
7. Other projects

Clearly, the assignment is weight and its expanse is wide. The width and diversity of projects have also necessitated the application of selection strategy and criteria. Under the National Health and Educational Institutions Rehabilitation Programme (NHERP), the PTF executed rehabilitation work in schools which covered all the Federal Universities, Federal Colleges of

Education, Federal Polytechnics and Federal Government Colleges. In addition, the Fund refurbished two primary schools per local government, one secondary school and one vocational training center per senatorial district, and a state-owned university or a polytechnic or a college of education.

Between January and February 1998, the PTF awarded contracts for the rehabilitation of some of these institutions in the six zones in the country. In Zone 1, contracts worth N371.2 million were awarded for the rehabilitation of the University of Lagos, the University of Agriculture, Abeokuta and the Obafemi Awolowo University, Ile-Ife. The polytechnics in this zone which underwent rehabilitation at the sum of N208.4 million are Yaba College of Technology, Lagos, Federal Polytechnic, Ilaro and Federal Polytechnic Ede.

The schools that were rehabilitated in Zone 2 are University of Nigeria, Nsukka, Nnamdi Azikiwe University, Awka, Federal University of Technology, Owerri and Federal University of Agriculture, Umudike.

Ahmadu Bello University, Zaria, Bayero University, Kano and Usman Dan Fodio University, Sokoto, are Universities in Zone 3 on which PTF proposed to spend N371.7 million.

In the health sector, the PTF proposed the rehabilitation of 733 health institutions nationwide. Rehabilitation work were carried out in the health institutions in Zone 2 comprising Abia, Anambra, Ebonyi, Enugu and Imo States, including all federal health institutions, teaching hospitals, specialist hospitals, federal medical centres and designated specialist hospitals in the foregoing states and nationwide, benefited from this programme of rehabilitation.

Selection Strategy and Criteria

The Project Consultants in consultation with the beneficiaries are expected to select institutions to be rehabilitated using an outlined criteria. For example, the criteria for selection of educational institutions are state of disrepair, academic performance, enrolment figure, catchment area/spread and maintenance culture.

THE PROCESSES OF THE INTERVENTIONS

The actual process of the interventions encompasses the utilization of professional manpower and the programme of implementation of the rehabilitation projects.

Manpower: General Corporate Development

The PTF has development standardized legal and administrative criteria for engaging the services of consultants and contractors. The PTF recognized the availability of resources for its operations but believes that the most important resources is the well-known resilience and ingenuity of Nigerian populace. It, therefore, sought to employ talented professionals and companies of high personal and corporate integrity whose unique knowledge and attributes will positively contribute to the fulfilment of the Fund's mission. In this regard, the PTF employed in each of its six zones, a multi-disciplinary team of architects, civil-engineers, quantity surveyors, mechanical and electrical engineers.

Programme of Implementation

The programme of implementation such that physical works was able to commence in December 1997 is as follows:

- (a) Meeting with Project Consultants and Beneficiaries
- (b) Surveys and Preliminary reports
- (c) Short List of Contractors/Suppliers
- (d) Signing of Funding Agreements
- (e) Project Review meetings
- (f) Final Designs/Tender Documents
- (g) Tender Action
- (h) Tender Analysis and Negotiations
- (i) Award of Contracts

THE IMPACTS

The enormity of the impact of the PTF Programme of institutional and infrastructural rehabilitations can be appreciated from the its geographical spread – geo-politically, Nigeria was divided into six zones for the purpose of the rehabilitation projects. The six zones and their headquarters are as follows: Zone I-Lagos as headquarter, Zone II – Enugu as headquarter, Zone III – Kaduna as headquarter, Zone IV-Maiduguri as headquarter, Zone V – Jos as headquarter and Zone VI – Benin as headquarter. The diversity of the impact of the PTF programmes in raising the levels of infrastructural development and institutional strengthening in Nigeria represents a paradigm of professional excellence in project management. Figures 1 to 3 show some of the PTF institutional and infrastructural projects.

AN OVERVIEW OF THE INTERVENTIONS OF THE NIGER DELTA DEVELOPMENT COMMISSION (NDDC); THE SCOPE, PROCESSES AND IMPACTS

NDDC MISSION

The mission of the Niger Delta Development Commission is ‘To facilitate the rapid, even and sustainable development of the Niger Delta into a region that is economically prosperous, socially stable, ecologically regenerative and politically peaceful’.

THE SCOPE OF THE INTERVENTIONS

In pursuit of its mission to facilitate the rapid, sustainable and even development of the Niger Delta, NDDC is constructing roads, bridges, shoreline protection and jetties, providing rural and urban water supply and distribution schemes and rural electrification across the region. The commission is also building schools and health centres and will supply furniture, science and medical equipment for those schools and health centers.

NDDC will also establish skills acquisition centres, provide medical services in rural areas, build 500-person hostels in each state, as well as establish an elaborate maintenance scheme for all its

projects, although 670 different projects have already been awarded in the nine states of the region. Meanwhile, more projects will be awarded, while human-capacity development and an accompanying micro-credit scheme would also begin.

THE IMPACTS

The impact of the programmes of the Niger Delta Development Commission is enormous in terms of the socio-economic improvement of the living conditions of the populace in the Niger Delta or riverine areas. The infrastructural and institutional projects are a palliative to the social and environmental situation of the residents. The following pictures, figures 4 to 6 show some of the completed and on-going projects in Rivers State which include: electrification, road construction, water projects, construction of health centres and canalization.

THE EVALUATION OF SOCIO-ECONOMIC BENEFITS OF THE REHABILITATION PROJECTS IN NIGERIA: THE APPLICATIONS OF THE COST-BENEFIT ANALYSIS APPROACH

Cost-benefit analysis is a practical way of assessing the desirability of projects, where it is important to take a long view (in the sense of looking at repercussions in the further, as well as nearer future) and a wide view (in the sense of allowing for side effects of many kinds on many persons, industries and regions). It has limitations to be sure. When projects are large, relative to the size of the total economy-e.g., a large dam in an underdeveloped economy with only marginal agriculture.

The straight forward application, dealing with money units and monetary equivalents unweighed by considerations of utility or need, ignores questions about the distribution of welfare, a perennial political and ethical problem.

STEPS IN COST-BENEFIT ANALYSIS

The procedures for cost-benefits analysis may be outlined as follows:

1. Identify costs and benefits of the proposed programme and the persons or sectors incurring or receiving them. Trace transfers.
2. Evaluate the costs and benefits in terms of their value to beneficiaries and donors. The standard of measure is the value of each marginal unit to demanders and suppliers ideally captured in competitive prices. Useful refinements involve:
 - a. Incorporating time values through the use of a discount rate.
 - b. Recognizing risk by factoring possible outcomes according to probabilities and, where dependent, probability trees.
3. Add up costs and benefits to determine the net social benefit of a project or programme.

BEYOND ECONOMIC BENEFIT-COST ANALYSIS: THE ‘TOTAL ASSESSMENT PROFILE’

Given the limitations of benefit cost analysis based solely on economic criteria, it is desirable to advance the art of evaluating social externalities. The formal consideration of noneconomic criteria is such a step. Some examples of transcending economic values may be cited:

1. To evaluate the environmental impact. For example, that of highway plan, a combination of cost-benefit analysis and surveys of residents of the region affected will be applied.
2. In the determination of value of facilities, for example, recreational facilities, a survey of consumers will be used.
3. Programmes may be viewed as bundles of benefits or attributes, i.e. a single programme has a number of dimensions. It follows that not only are different programmes of value to different groups of people, the various dimensions of a single programme may appeal to various persons. Furthermore, therefore, it is possible to identify segments of the population for which various aspects of various programmes have value according to identifiable and measurable traits or characteristics of people.

CONCLUSIONS

The projects of the PTF, Petroleum (Special) Trust Fund and the Niger Delta Development Commission present contrasts in development, especially, in terms of their scope and impacts. While the former was national in its scope, the latter is more localized or regional in its scope.

The foregoing methodological review of the PTF and NDDC programmes, as such, entailed an evaluation of their scope processes, implementation and impacts. A logical extension of this evaluation is the examination of the issues of cost-benefit analysis and the socio-economic sustainability of the project in terms of maintenance and the operational design reviews of their performance. The roles of these two governmental programmes – the PTF and the NDDC – in the transformation of the urban and rural environments of Nigerian cities underscore the technical and social relevance of this investigation as a perspective in project management.

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About the Authors



Dr. Felix Ikekpeazu

Nnamdi Azikiwe University
Anambra State, Nigeria



Dr. Felix Ikekpeazu holds a Bachelor of Architecture (B. Arc) and a Doctor of Philosophy Degree in Architecture, specializing in Housing delivery systems. He joined Nnamdi Azikiwe University in Anambra State after serving as Chief Architect at the Enugu State Housing Development Corporation. He is currently a senior Lecturer in the Department of Architecture. His research interests are in Housing delivery systems, Green buildings and energy efficiency in buildings. Dr. Ikekpeazu is a registered Architect and has published in many local and international journals. He can be contacted at felixositaik@gmail.com



Dr. Uchenna Ajator

Nnamdi Azikiwe University
Anambra State, Nigeria



Dr. Uchenna Ajator is an associate professor in the Department of Quantity Surveying, Nnamdi Azikiwe University, with vast experience in consultancy and construction. He also has also written a number of books on quantity surveying and cost management of oil and gas projects which has contributed immensely to the development of students and the quantity surveying profession in Nigeria. Ajator can also be described as a philanthropist, with numerous book donations to the university. His research interests are in cost engineering, construction economics and project cost control. He is a fellow of the Nigerian Institute of Quantity Surveyors (FNIQS) and a registered member of the Quantity Surveyors Registration Board of Nigeria (QSRBN). You can reach him on uo.ajator@unizik.edu.ng