
EFFECT OF ABANDONED ROAD INFRASTRUCTURE ON NATIONAL DEVELOPMENT: A STUDY OF KISHI-KIAMA FEDERAL ROADS

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Abstract

Successive governments in Nigeria had invested billions of dollars in different projects especially road infrastructural projects to develop the economy and improve the living conditions of Nigerians. However, it is disheartening to see that very few of these road projects have achieved the desired objectives despite all efforts made by succeeding administrations in the country. In the current fourth republic, Nigeria's landscape is littered with thousands of abandoned projects, especially road projects which are either uncompleted or abandoned due to inability of succeeding administrations to learn from the past project failures. This ugly trend is making several road projects not able to deliver their intended goals for which they were initiated. The study examines the causes and negative effects of road project abandonments on the economy. The study was conducted using qualitative research based content analysis method and data were generated from personal interviews, observatory works and from the archival records. Findings of the study revealed several causative factors for road project abandonment especially the abandoned Kishi-Kaima road project which is selected as case study. Such factors includes inadequate funding, inflationary trend, variations of the project costs, political factor occasioned by change of government and due process problem among others. The study concluded by recommending workable solutions for the completion of the abandoned road project such as strict application of Public Procurement Act and prompt payment of valuation certificates due to contractors to facilitate seamless execution of works, thereby reducing and eliminating the menace of road project abandonment in Nigeria.

Key Words: Project, Project Abandonment, Road Infrastructures, Project Management

Introduction

The road infrastructure facility is of crucial importance to the nation's economy as it plays an essential role in the socio economic development of any nation. There cannot be much progress in national development without the provision of basic infrastructures such as roads and bridges to facilitate communication and movement of people, goods and services. Generally, in developed clime, successful execution of infrastructure projects serves as a visible indicator of development in a developed country such as Britain, France and USA. But in Nigeria, reverse is the case, as several infrastructural projects especially road projects embarked on by succeeding administrations are usually abandoned mid-way due to myriad of problems ranging

from improper planning, imperfect design, poor management, cost overruns and change of government among others. In particular, the abandonment of road infrastructure projects in Nigeria brings with it an adverse effect on communities, contractors, government and consultants.

Presently, the rate of road project abandonment in Nigeria is alarming and has huge financial implications on government, which consequently slow down the rate of development in the country. The abandonment of road projects usually leads to a loss of opportunity by the general populace for not being able to benefit from the intended project purpose. More worrisome is that in the event that government resolves to revive such abandoned road project, it would invariably translate to extra costs and a multiplier effect on the nation's economy (Ayodele, 2011)

Investment infrastructural projects such as roads, bridges, flyover and airports, are considered largely the primary responsible of government for boosting economic activities and enhancing the welfare of the citizens. But in reality, an unabated abandoned road projects, were scattered in the nook and crannies of Nigeria, and had seriously undermined the expected benefits of such road projects. More worrisome is that when road projects are abandoned in Nigeria, there are no conscious efforts by succeeding administrations to ensure completion, instead, new road projects are awarded and embarked upon, which eventually, will equally suffers the same fate like the abandoned one, thus putting money expended, materials, time and efforts invested to waste (Manjo, 2020).

In annual budgets, succeeding administrations at federal, state and local government always announces huge amount of money to be spent on road infrastructures projects, only to inaugurate such road project for all to see, but later, after some months or years of execution, leaves the road project abandoned to waste. In reality, without considering the huge amount of public funds involved in initiating road projects, many road projects had been deliberately abandoned by succeeding administrations because the new government don't want to associate itself with the road projects embarked upon by its predecessors, just because they do not want their predecessors to take credit for the success such road projects it initiated (El-Rufai, 2012).

Generally, and as a confirmation of the high rate of abandoned projects in Nigeria, Abimbola (1987) reported that Nigeria has become the world's junk yard of abandoned projects worth billions of naira. In another report by Kotongora (1993), it was revealed that there are about 400 abandoned and uncompleted projects belonging to the federal government with an estimated cost of above N300 billion which will take 30 years to complete at the present execution capacity of government. In the same manner, Olapade and Anthony (2012) revealed that abandoned projects

in Nigeria will cost an estimated N7.78 trillion to complete. Recently, the Chartered Institute of Project Managers of Nigeria (2023) revealed that more than 56,000 projects worth \$2.7 billion have been abandoned in the past twenty years in Nigeria under the current fourth republic, submitted that Nigeria is labeled by a lot of countries as projects management grave yard.

It is against this background that this paper examines the issue of abandonment of road projects in Nigeria, using the abandoned Kiama-Kishi road project as a case study. This topic is chosen because abandonment of road project usually creates problems for everyone especially the travelers plying the road, the inhabitants along the road corridors, and the economy as a whole since scarce resources-labour, equipment, time, material and money are wasted, and yet, provision of road infrastructures remains inadequate and unsolved in Nigeria till date. The frequency and recklessness at which the road project under investigation was abandoned is becoming too worrisome to be neglected as it has constituted serious social risks, with multiplier effects and severe consequences on economic growth and development of the affected areas. It is the practice in Nigeria to see abandoned road projects, more often than not, re-awarded at unjust ably over-bloated sums and the increased costs are subsequently justified by government by blaming inflation, exchange rate, labour and material cost increases among others. Therefore, the relevance and benefits of this research is that it aimed at:

- (i) examine and ascertain the current level of abandoned Kaima-Kishi road project;
- (ii) investigate the causes and effects of its abandonment on government, communities along the road, the contractors and the economy; and
- (iii) proffer solutions to ensure the completion of the abandoned road projects for the benefits of the citizenry.

Conceptual Framework

The study engaged in conceptual clarifications of key terms that were relevant to the topic such as project, project management, abandonment, and project abandonment.

Project

Project has been defined in various ways by different scholars. Some scholars see projects as mere activities while others perceived project as programmes of action. Literally, *Longman Dictionary of Contemporary English (2005)* defines a project as an important and a carefully planned piece of work that is intended to build or produce something new, or to deal with a problem. Also, Gardiner (2016) refers to a project as a piece of planned work or activity that is completed overtime and intended to achieve a particular objective. This connotes that a project is a series of tasks, which has a beginning, middle and an end.

Project management

Project management is the art of planning, organizing, directing and controlling resources for a relatively short-term objective that has been earlier established to complete specific goals. Project management has been called an accidental profession. In many organisations, be it public or private, project manager typically fell into project management responsibilities. Simply put, project management is the application of skills and knowledge and the use of tools and techniques applied to activities in a project to complete the project as defined in the scope (Morris, 1997).

Abandonment

The Longman Dictionary (2005) defines abandon as "to stop doing something" because there are too many problems and it is impossible to continue, while the Oxford English Dictionary (2022) also defined abandonment as the act of giving up an idea or stopping an activity with no intention of returning to it.

Project Abandonment:

According to Spelman (1993), abandonment of development project is describes as the act of discontinuing an activities or maintenance works on such development project within a time frame of the contract agreement and with no intention of returning back to its development. This means that an abandoned project is an uncompleted project within a time frame of the contract. Project abandonment therefore connotes a condition of discontinuing tangible activities toward the completion of a project within a specified period. When a project is abandoned, all the social, environmental and social gains that are expected to be derived from it are forfeited. Equally, Dawodu (1987) sees abandoned projects as that which all activities are totally suspended.

Review of Literature on the Causes and Effects of Project Abandonment

Across the literature of project management, several scholars had advanced different reasons for project abandonment. While Oyetola (2010) and Makalah (2008) averred that the reasons for abandoned projects are; incorrect estimates, lack of skilled personnel, inadequate planning, poor risk management, misunderstanding of the work requirement, poor quality control by regulatory agencies, corruption and communication gap among personnel; Adeleke (2005) in his view, posited that conflicting government policies, lack of accountability, high level corruption, unskilled contractors, inadequate materials, infrastructural deficit, and wrong choice of facility location as some of the major causes of abandonment of projects in Nigeria. Similar to this are the earlier views advanced by Huges (1986), Akindoyemi (1989), Albinu and Jagboro (2002) and Chan, Scott and Lam (2002) in which they are of the opinions that improper understanding and utilization of the core project managerial skill such as wrong reward system and the communication of the project goals, incompetence of the contractors, project politicization and poor funding are inherent impediments in some projects which may lead to their unplanned suspension or incompleteness within the

specified time frame.

Based on recent happenings in Nigeria, some Scholars have equally advanced other reasons that can lead to project abandonment. For instance, Ayodele and Alabi (2011), Efemidu (2010) and Aluko (2008) have submitted that inconsistency in government policies; persistent community eruption and interference; inappropriate allocation of project funds and lack of proper development timing are the bane of most projects abandonment in Nigeria. However, a very recent thinking by some scholars insisted on corruption, lack of continuity of the government policy and programmes and poor formulation and implementation of policies by successive administrations as the reasons for project abandonment in Nigeria (Igvesi and Kalu 2018). Generally, this study aligned with the earlier positions advanced by Imaga (2003) which highlighted the causes of project abandonment as; political reasons, corruption, inflation, poor feasibility report, lack of accountability, appointment of mediocre project managers and choice of project site and location.

In the same manner, Scholars such as Ayodele and Alabi (2011), Adeleke (2005), Gregory (2007), Imaga (2003) and Oyetola (2010) commented on the effects of project abandonment. While Ayodele and Alabi identified wasted resources and loss of tax revenue by government and other stakeholders associated with such projects as the main effects of projects abandonment; Imaga (2003) identified enormous waste of scarce resources, low economic growth rates; low income capital, technological backwardness and failure syndrome as the effects of project abandonment. In the opinion of Gregory (2007), project abandonment had negative effects on the level of economic growth and development in Nigeria, while Adeleke (2005) averred that project abandonment may result to the lowering of the standard of living of the citizens and escalation of cost components by the time the project is reactivated for completion. This escalation in costs may cover payment for idle and unproductive time, arising from contractor's claims and cost of re-mobilization and prices of input materials. However, Oyetola (2010) in his views, provided answers to costs escalation and re-mobilisation costs when he observed that when government projects are abandoned, some members of the community where the project is located usually went as far as vandalizing the materials and whatever is left in the site at that time. On return to site, after years of abandonment, the vandalized materials have to be replaced at extra cost. Sometimes, the government ends up re-awarding the contract to new contractor at even a more contract value than at first. Since project infrastructure affects all categories of persons, Efemidu (2010) noted that project abandonment is a loss on community and neighborhood's aesthetics value which the project ought to provide the affected environment. However, Ayodele and Alabi (2011) looked at the effects of project abandonment in terms of loss of tax revenue to the government, increasing the rate of unemployment and crime in the nation. It means that an abandoned project may triggers unplanned workforce retrenchment and propels the victims to take to crime in the absence of a means of livelihood. Project

abandonment could also be viewed in terms of constituting eyesores and insecurity within vicinity that should wear attractive look, resulting into environmental degradation and poor quality living of the people of the affected areas.

Theoretical framework

The theoretical framework that underpinned this work is project management theory. The project management literature describes project management in terms of initiating, planning, executing, monitoring, controlling and closing of the project. The theory often assumes project management takes place within the paradigm of management, involving planning, coordination, supervision, reporting and monitoring. However, the theory failed to explain the emerging problems of project management such as frequent project failures and abandonment arising from lack of commitment by owners (Kharbanda and Pinto, 1996). The present doctrine of project management is analyzed based on the guide provided by the project management body of knowledge of the Project Management Institute (Duncan, 1996). The PMBOK Guide states that project management are composed of project management processes and product-oriented processes, which specify and create the project product. Project management processes therefore divided into initiating, planning, execution, controlling and closing processes and based on this guide, the work adopted project management theory

Methodology

Data were gathered for the study through three methods viz: ethnographic survey and observatory work; interviews; and archival records.

a. Survey and observatory works

The study engaged in qualitative method of data collection through ethnographic survey and observatory works to ascertain the present condition of the abandoned Kishi-Kaima road project. The survey and observatory work were carried out from 20th and 21st February, 2023.

b. Interviews

During the survey works, personal interviews were conducted with community heads and youth leaders at Kishi, Teshi, Moshi-gada, Aboki (London) and Kaima. A total of ten interviewees comprising two persons each in Kishi, Teshi, Moshi-gada, Aboki (London) and Kaima were interviewed on the present state of the road project, when and why was it abandoned by the contractor, and the effects of its abandonment on motorists and inhabitants of the communities along the road corridors. Additionally, on return to Ilorin, two staff of the Kwara state ministry of works and transport, and a former employee of the contractor was interviewed at Ilorin on 22nd February, 2023. The interviews were well structured into twelve questions, basically interrogating the causes and effects of the abandoned Kishi-Kaima road project and were administered on all thirteen interviewees at Kishi, Teshi, Moshi-gada, Aboki (London), Kaima and Ilorin. The respondent's responses were later transcribed. The

interviewee's responses formed part of the data and the results of the study. The interviews provided answers as to the reasons for the abandonment of the Kishi-Kaima road project and the consequential effects on the contractor, the federal government, Kwara and Oyo states governments, contractor's workers and the general economic activities of the communities along the road corridors.

c. Archival Records

Additionally, Information were sourced from documents of Archival records relating to contract award documentation and payments made in respect of the project; and content analysis method was further employed for analysis of the information contained in these documents. Specifically, the archival records provided information as to the historical background of the road project, its contract award process, the funding arrangement put in place for its execution by both the Kwara State Government and Federal Government, and the challenges encountered that led to the abandonment of the road project by the contractor. Some of the information gathered from archival records are summarized from I to IX as follows;

i. Historical Background

Kiama-Kishi road is a federal road that traverses between Kwara and Oyo states and the total length of the road is 62km. In 1994, during Abacha military administration, Kishi-Kiama road project was awarded for construction to two contractors by the Federal Ministry of Works and Housing when General Abdulkareem Adisa was the Minister for Works and Housing. The contractor executed earthworks, some drains and culverts and surfaced dressed 10km from Kishi to Moshigada, but the project was later abandoned in 1998 (Manjo, 2020)

ii. Pre-qualification for 2nd Round of Contract Awards

The Kwara State Government, through the Ministry of Works and Transport, placed advertisements in Herald and Punch newspapers of Monday 21st May, 2012, and invited contractor for pre-qualification exercise for the construction of Kishi-Kiama road. (Herald, 2012 and Punch, 2012). Prior to this, the ministry placed an advertisement in the Herald Newspaper of Friday 3rd February, 2012 inviting consultants for pre-qualification for the supervision of the Kishi-Kiama road project (Herald,2012a).

iii. Consent to Intervene in the Construction of Kiama-Kishi Road

A record also shows that the Kwara State Government sought the consent of the federal government to intervene in the construction of Kishi-Kiama road project with a view to get reimbursement for the construction (Ministry of Works, 2012). However, the federal government through the letter of Federal Ministry of Works (North Central Department) dated 10th April, 2012 advised the Kwara State Government to follow the guidelines for the execution of the federal government projects by the state governments and the procedure for reimbursement of expenditure (Federal Ministry of Works, 2012).

iv. Appointment of Project Consultant

In compliance with the federal government guidelines for the execution of the federal government projects by the state governments, the Kwara State Government appointed Yolas Consultants to provide engineering designs and supervise the project. At the same time, twelve bidders submitted pre-qualification documents, which were assessed and evaluated by the consultant and six companies were thereafter, recommended to tenders for the construction work (Report of Consultant, 2012).

v. Tenders for Commercial Bidding for the Construction of Kishi-Kiama road

Records also shows that the Kwara State Government, through the Ministry of Works and Transport placed tender's adverts in the Punch and Herald newspapers of Friday 22nd February and Friday 8th March, 2013 respectively, inviting bidders for the construction works of Kishi-Kiama road project lot I, II and III (Punch, 2013 and Herald, 2013). At the expiration of the tender, bids were opened publicly on 22nd March 2013, and eight companies bided for the three lots (Manjo, 2020).

The eight bids were assessed and evaluated by the project consultant (PC) and the Ministerial Tender Board (MTB); and three companies with lowest prices were recommended and approved for the three Lots (Report of Consultant, 2013). The recommended contractors are in table 1.

Table 1: Recommended Bids for Kaima-Kishi Road Project by MTB x PC.

S/N	Lot	Sections	Length	Amount	Contractor	Completion Period
1	I	Kiama-Teshe	34km	3,702,874,523.94	CPN Nig Ltd	24months
2	II	Teshe-Moshi	13.5km	2,346,772,560.64	CGC Nig Ltd	15months
3	III	Moshe-Kishi	13.85km	1,896,588,579,00	Bal Engineering Ltd	18months

In line with the federal government guidelines for the execution of the federal government projects by the state government, the Kwara State Executive Council at its 3rd (2013) meeting, held on 22nd May, 2013 approved the award of contact to three contractors, for Lots I, II and III for the construction of Kiama-Teshe (Lot I), Teshe-Moshi (Lot II) and Moshi-Kishi (Lot III) at the contract sum and the completion period specified in table 1 above (Manjo, 2020). Subsequently, the Kwara State Ministry of Works and Transport vide its letter dated 22nd August, 2013, forwarded tender documents to the Federal Ministry of works and sought approval for the construction of Kishi-Kiama road project and subsequent reimbursement (Tender Report, 2013).

vi. Non-release of Mobilization to Contractors

Despite the conclusion of tender and procurement process on the road project, the 30% mobilization fees was not released to the three contractors, hence, the road project did not take off in June, 2013, owing to non-receipt of favorable signal for possible reimbursement from the Federal Ministry of Works. However, Records further shows that the Kwara State Ministry of Works wrote Construction Products Nigeria

Limited (CPN) to mobilize to the site to commence work on the 34km Lot I (Kiama-Teshe road) when the 2015 general election was approaching, but the company refused to mobilize to the site due to financial incapability(Ministry of Works,2014a).

vii. Sourcing for New Contractor with Financial Capability

Records further revealed that , the Kwara State Ministry of Works sourced for a non-bidder; Rocad Construction Limited to commence the construction of the Lot I Kiama-Tesse 34km with the promised of 30% mobilization, amounting to N1,100,862,357,18. Therefore, the Ministry of Works issued a letter dated 15th October, 2014 to the first approved bidder; Construction Product Nig Ltd titled: *Withdrawal of Provisional Letter of Award in Respect of Kiama-Kishi Road (Lot I)*, spelling out the termination of the contract forthwith (Ministry of Works, 2014b). Concomitantly, another letter of provisional award of contract dated 22nd October, 2014 for the construction of Kiam-Kishi (Lot I) was issued to a non-bidder; Rocad Construction Ltd (Ministry of Works,2014c).The contract sum for Lot I is N3,702,874,523.94, with completion period of 24 months. The Kwara State Government pledged to release the mobilization sum of 30% i.e. N1, 110,862,357.18 to the company to commence work immediately. Though, the Construction Product Nig. Ltd. opposed the withdrawal of its letter of award, it however requested the Kwara State Government to award a contract for the construction of another road of comparable magnitude in term of cost to it in Kwara South Senatorial District to prevent financial and legal embarrassment for the company (Construction Product of Nigeria, 2014)

viii. Commencement of Road Construction Work at Lot I: Kiama-Tesse Road.

In December, 2014, the Kwara State Government released N500 million to Rocad Construction Company from the approved mobilization sum of N1,110,862,375.18 and the work commenced on the road project from Kiama roundabout (Chainage 00) to Teshe (Chainage 34). Records shows that in December, 2015, the contractor raised a valuation certificate of N203, 250,362.70 and the Kwara State Government approved same, but the fund was not released to the company (Valuation Certificate, 2015). Also, the balance of mobilization of N613, 601,045.92 was not released to the company in 2016 and 2017; making the company to stop work on the site from December, 2015. In February, 2018, Kwara State Government received a reimbursement of N613, 601,045.92 from the federal government for the project and same amount was transferred to the Company, thus making the cumulative total amount received by the company stood at N1, 113,601,045.92 translating to the 30% mobilization of the contract sum. As a result of the payment, the contractor resumed work in March, 2018 and commenced the laying of single layer surface dressing up to Chainage 6.7km translating to 17% completion stage

ix. Abandonment of the Project (Lot I)

The contractor again abandoned the site in December, 2018 after it submitted the

valuation certificate of N613, 601,045.92, which the Federal Ministry of Works vetted to N478, 325,129.89 but the amount was not released. As at December, 2022, the contractor did not returned to site, and the value of work done have further deteriorated, making the 6.7km surface dressed from Kiama to Aboki gradually returning back to the earth work status(Survey Report,2023)

Findings and Results of Study

Based on the observatory works and the interviews responses,inadequate funding of the project by both Kwara and Federal Governments and variations of the project costs are the major reasons for the abandonment of Kishi-Kaima road project from December, 2018 till date. Other reasons found by the study for the abandonment of the project are inflationary trend which increased the project costs;reimbursement problem created for the contractor by the Kwara Government; problem of settlement of approved payment certificates; delayed payment to the contractor between 2015 and 2021;lack of adequate provisions in the national budgets for the execution of the project; political factor occasioned by change of government in Kwara State in 2019 onwards; and due process problem that impacted negatively on the legality of Rocad Construction Limited, because of its non- participation in the tendering process and yet was awarded Lot 1 of the project after Construction Product of Nigeria submitted withdrawal letter to Kwara State Ministry of Works.

Similarly, findings on the effect of the abandonment of the project are the wastage of scarce resources as the surface dressing layer from Kaima to Chainage 6.7 has turned to earth work and no longer a thorough fare for motorists, thus created bad image for Kwara State Government among the people of Kaima local Government of Kwara State. Other noticeable effects includes the lowering the of the standard of living of people along the road corridors from Moshi-gada, Teshi, Aboki (London) to Kaima; disappointment of the people living along the road corridors from Kishi to Kaima; reduction in the tempo of economic activities in Kaima township and in all villages along the road corridors especially Aboki, Teshi and Moshi-gada; increasing hardship for travelers plying the road; and increasing travelling- time for motorists who now use minimum of 4 hours to 5hours plying the distance of 62 kilometers from Kishi to Kaima and vice versa

Discussions of Findings

Information gathered in the course of the study from archival records on the abandoned road project vividly corroborated the findings on due process problem as the study found from a correspondence that on 8th September 2016, the Bureau of Public Procurement vide its letter BPP/RPF/16/VOL1/134 queried the Minister of Power, Works and Housing over the procurement process adopted for the selection of contractors for the construction of Kiama-Kishi road project (Bureau of Public Procurement, 2016). Consequently, the Bureau of Public Procurement declined to issue Due Process Certificate for the three sections (Lots) of the Kiama-Kishi road. The

Bureau submitted that the procurement process has not satisfactorily complied with the provisions of the Public Procurement Act, 2007 and the Due Process Procurement Regulations and Guidelines. The Federal Ministry of Power, Works and Housing vide its letter to Kwara State Ministry of Works and Transport dated 12th October, 2016 advised the Kwara State Government to respond to the queries raised in the report of the Bureau of Public Procurement in order to enable the Bureau issue “No objection” in due course (Federal Ministry of Works, 2016).

In November 2016, the Kwara State Government through its Ministry of Works and Transport responded to the BPP's queries on the procurement process for the project and requested again for the issuance of certificate of “No Objection” for the construction of Kiama-Kishi road Lot I, II and III (Ministry of Works, 2016).

Secondly, the issuance of Certificate of “No Objection” to Three Contractors and Consultant at the Revised Contract Sum of N7, 266,815,641.32 corroborated the study's finding on variations of project costs and reimbursement impasse. On 15th May 2017, the Federal Ministry of Power, Works and Housing conveyed the Bureau of Public Procurement's certificate of “No Objection” to the Kwara State Ministry of Works and Transport for the construction of three sections of Kiama-Kishi road project at the revised contract sum of N7, 266,815,641.32 (Federal Ministry of Works, 2017). The Federal Executive Council at its meeting No.24 (2017) 22nd of Wednesday, 14th June, 2017 ratified the President's anticipatory approval for the Kwara State Government to undertake the construction of the Kiama-Kishi road sections I, II & III in Kwara State with the sum of N7,266,815,641.32 as against N7,946,235,663.58 awarded by the Kwara State Government (Federal Executive Council, 2017). Unfortunately, after the award of Lot I to Construction Product of Nigeria, the Kwara State Government withdrew the award letter and re-issue a new letter of award to a non-bidder; Rocard Construction Limited. This singular action of Kwara State Government later resulted into reimbursement impasse between the Kwara State Government, Contractor and the Federal Ministry of Works, which necessitated the abandonment of the road project from 2018 onwards.

Thirdly, as a corroboration to the finding on variations in projects costs, Rocard Construction Limited handling Lot I i.e. Kiama-Teshe, requested for the upward review of rates in 2018 (Rocard Construction Company, 2018). The contractor mobilized to site in 2014 following the release of N500 million out of the total mobilization of N1, 110,863,375.18, but vacated the site in 2015 due to the delay in the payment of the balance of the mobilization fee. After the payment of the balance of mobilization fee in February, 2018, the contractor returned to site in March, 2018, executed the work to 17% completion level, and requested for a review of 2012's rates, citing high cost of materials due to inflation. The Kwara State Ministry of Works and Transport in conjunction with the project consultant; Yolas Consultant, vetted the contractor's submission in line with the prevailing federal government 2018's rates and

recommended variation of prices (VOP) to the tune of N1,916,806,452.99 for the three sections of the road project. Consequently, the Kwara State Executive Council at its 1st (2018) meeting of 3rd December, 2018 approved the upward review of the initial contract sum of N7,946,325,663.58 to N9,863,042,116.57 for the three sections of Kiama-Kishi road project(Kwara Executive Council,2018). Therefore, the content of the letter of the Kwara State Government dated 7th January, 2019 to the Minister of Power, Works and Housing requested for an upward review of the contract sum of N7, 946,235,663.58 to N9, 863,042,116.567 for the construction of the three sections of Kiama-Kishi road project confirmed the study's finding on variations in project's cost(Kwara State Government, 2019). However, due process problem cropped up at the Federal Ministry of Power, Works and Housing on the project. The due process problem bordered on the approval of the Bureau of Public Procurement and the Federal Executive Council for the project, which was N7, 266,815,641.32 and not N7, 946, 235,663.58 awarded to the three contractors by the Kwara State Government. This difference resulted to an impasse or a stalemate which is yet to be resolved. Therefore, this is also another confirmation of the study's finding on due process problem that necessitated the abandonment of the road project.

Finally, as a testimony to the study's finding on due process problem and reimbursement problem, the Contractor; Rocard Construction Ltd submitted a valuation certificate of N613,601,045.92 in 2018, which the Federal Ministry of Works and Housing vetted to N478,325,129.89 only (Valuation Certificate,2018). However, in the process of approval for the reimbursement of the vetted sum of N478million to the Kwara State Government in December, 2019, a due process question was raised by the Federal Minister of Works. The issue borders on eligibility of Rocard Construction Ltd for the project, considering the fact that the company was neither pre-qualified; tendered; nor received "No Objection" Certificate of Bureau of Public Procurement for the project. The Federal Ministry of Work therefore insisted that Rocard Construction Ltd is not recognized by law as the contractor for the project and that the contractor that pre-qualified, tendered, and secured "No Objection" Certificate of the Bureau of Public Procurement and subsequent award of the contract for section I (Kiama-Teshe) road in 2013 is Construction Product Nigeria Limited. It is the name of this company that is on the records of the Federal Ministry of Works and Housing and the Bureau of Public Procurement.Based on the due process question raised by the Minister of Works on reimbursement claim, the vetted valuation certificate of N478 million is yet to be reimbursed to the Kwara State Government since December, 2018 and Rocard Construction Company had therefore abandoned the site since December, 2018.

Recommendations

Based on the foregoing findings, the study hereby recommends as follows;
a. Specific recommendations bordering on the abandoned Kishi-Kaiama road project are;

- I. That Kwara State Government and the Federal Government should resolve the impasse over due process problem, reimbursement claim and eligible contractors for the project;
 - ii. That the Kwara State Government should start setting aside a dedicated fund of N500 million monthly from the 3rd quarter of 2023 for the execution of the road projects and arrange for a quarterly payments of N 1.5 billion to the approved contractors for the resumption of execution of the project and thereafter, continue to process reimbursement claim for work done from the federal government as the work progresses. Alternatively, if the Kwara State Government is financially incapable of funding the project as recommended, it should hand off and hand-over the road project back to the owner; Federal Government in 2023; and
 - iii. That in case the Kwara state government hand-off from the project in 2023, the federal government should re-award the three sections of the project to the three contractors that earlier secured BPP's certificate of "NO Objection" at the current prevailing federal government contract rates. However, if the three contractors rejected the offers, the Federal Government should commence a fresh procurement process and re-award the road to new suitable contractors before the end of 2023.
- B. ***General recommendations bordering on ways and means to forestall projects abandonment in Nigeria are;***
- i. That the three levels of governments are enjoined to stop politicization of provision of road infrastructure as it may lead to abandoning the project after the tenure of the administration that initiated the project had lapsed to the detriment of the people;
 - ii .That prompt payment should be made to contractor based on the dictates of valuation certificate, to check variations and forestall an increased project cost that may be caused by inflationary trends;
 - iii. That the three levels of Government are advised to strictly adhere to Public Procurement Act in the award of project. No project should be awarded without budgetary provision since section 4 (2) (b) of the Public Procurement Act, 2007 plainly states that all procurement shall be based on procurement plans supported by prior budgetary provisions;
 - iv. That the law on payment of mobilization fund to contractor should be strictly adhered to by government agencies since section 63 (1) of the Public Procurement Act provided that a mobilization fee of no more than 15% for local suppliers and contractors may be paid to a supplier or contractor. The study recommends that the provision of section 63 (1) of the Act must be firmly applied by government;
 - v. That the due process and certification mechanisms of the Budget Monitoring and

Price Intelligence Unit of Bureau of Public Procurement must be sustained and enforced by government; and

vii. That the National Assembly should come up with a legislation to compel successive administration to continue with the on-going projects initiated by their predecessors to save the nation's scarce resources from wastage that may result anytime a project is abandoned.

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